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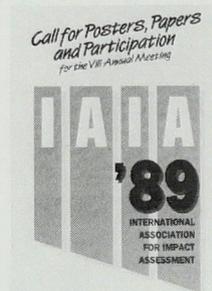
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PRESSING FOR CHANGE

The job of reading and editing the manuscripts that eventually become articles in the Journal is fascinating and usually enlightening. The diversity of styles and approaches used to present information is as varied as the backgrounds of the writers.

In the majority of cases, the writer has information to deliver, and, very often, is hoping to persuade the reader of a particular point of view. This requires exceptional skills of communication to be successful. Although clarity of style and accurate use of language is important, the ability to capture the reader's imagination is absolutely essential. Just as some public speakers have the ability to make you believe **you** are the one being addressed in a crowded auditorium, some writers are fortunate enough to have the knack of being able to make **direct** contact.

John Farrow's column on the possible impacts that Network Organizations might have on public sector activity is a

good example of a skilful piece of communication. It is designed to provoke thought - and here I am offering my personal interpretation only - and challenge the reader to activate change on his or her own turf.

When people are trying to stimulate change, there are basically two choices: push from within, using the language, medium or forum that your audience is familiar with; or take a chance, and go outside the familiar territory. Farrow's article does just that. He takes us into the world of corporate decision making, reaches some plausible conclusions and then brings us back safely to familiar ground - leaving the original ideas intact, but in a new context.

The same principles of communication can be applied whenever and wherever there is a case to be made for change. We can play it safe or take some chances.

Glenn Miller

OPINION

WHY NO FUNDING TO DEBATE "THE URBAN PROBLEM"?

by Barry Wellar

In principle, the Ontario Legislature is to be applauded for passage of Bill 174, the intervenor funding initiative.

The purpose of Bill 174, developed by the Ministries of Municipal Affairs and Environment and the Office of the Attorney General, is to establish a three-year pilot project to provide Provincial funding to persons or groups involved in hearings before: 1) a Joint Board under the Consolidated Hearings Act, 1981; 2) the Environmental Assessment Board; and 3) the Ontario Energy Board.

While applauding this initiative, and the long overdue support for hearings on environmental issues, Bill 174 appears to be unduly narrow.

In particular, why are urban and regional development issues precluded from the pilot project?

Surely it is not because of a lack of expressed public interest in things gone and going wrong in and around Ontario's cities and metropolitan areas.

The Journal and other publications across the Province report regularly on issues, concerns and symptoms related to "the urban problem". Moreover, many of the reports, including Letters to the Editor, treat the issues, concerns and symptoms as matters of pressing and urgent necessity.

The following are illustrative of urban problem topics of broad public interest: in physical terms, traffic congestion, sprawl, loss or lack of low-cost housing, loss of open and green space, loss of prime agricultur-

al land, deteriorated or inadequate infrastructure (roads, water, sewage, and solid and toxic waste facilities), noise and air pollution; and in human terms, crime, domestic violence, stress, destruction of established neighbourhoods, homelessness, poverty, drugs, racism, alienation, unfair or excess taxation, and inadequate access to health and social services.

By no means are those manifestations of the urban problem chance occurrences, and hence beyond our control to correct. Rather, they are often the products and by-products of choices and decisions -- made primarily and essentially -- by local councils and the development industry.

Further, those choices and decisions contribute directly to two fundamental causes underlying the

urban problem: a rate of urban growth which is too high relative to the capacity of cities and metropolitan areas and their residents to modify, adapt to, or absorb changes; and inappropriate development in terms of what is built where, when, at what scale, and with what (negative) trade-offs and impacts.

Given, therefore, that the urban problem is reaching serious proportions; its resolution in whole or part is of public interest to hundreds of thousands of Ontario residents; that lack of funds preclude many ordinary citizens from participating in the planning process; and, that Municipal Affairs has authority over and ultimate responsibility for local governments (regional and municipal), the begged question is sharpened: Why did Municipal Affairs not insist that major urban and regional devel-

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opment issues, and especially those involving shortcomings in the planning process, receive consideration as part of the intervenor funding pilot project?

In particular, why did Municipal Affairs not insist that hearings on the Planning Act before the Ontario Municipal Board (OMB) be included in Bill 174?

After all, there is little doubt that dispositions of Planning Act matters -- Official Plan reviews, proposals and amendments, by-law zoning and re-zoning applications, "minor" variances, etc. -- frequently and directly contribute to too-rapid urban growth and/or inappropriate development, and the negative consequences arising therefrom.

Further, why should the OMB presence in Bill 174 be limited as it is at present to (merely) sitting on funding panels of Joint Boards?

Surely the public interest would be better served by having OMB capabilities address selected major urban and regional development issues of broad public concern.

Bearing in mind then that the urban problem is not self-correcting, and will not be corrected if left solely to the devices of developers and local councils, the Legislature is invited to do the fair and decent thing before the urban problem becomes "the urban disaster".

Bill 174 should be amended, so that intervenor funding is available for ordinary citizens to fully participate in debate on the urban problem, one of the most significant societal challenges of our time.

Barry Wellar, MCIP, is Professor of Geography at the University of Ottawa.

CANARY WHARF HAS CANADIAN CONTENT

Like many of the projects undertaken by Olympia & York, Canary Wharf in London's Docklands is breathtaking in its scale and ambition. When completed there will be about twelve million square feet of office and retail space.

The project is within an Enterprise Zone, which offers significant tax benefits until 1992. In return, office rents are fixed for the first five years and kept below market thereafter.

To get this massive project underway, O&Y is relying on a number of Canadians. In some ways, the team resembles that of the Central Area Plan from Toronto a number of years ago. Ron Solskone heads up the project. Michael Dennis, Richard Griffiths and Tony Coombes are located in London, as is Bob Maguire. The most recent addition to O&Y's Canadian contingent is Richard Tucker, who was formerly with CN Real Estate working on Cityplace.

Among the numerous Canadian consultants working on Canary Wharf are Adamson Associates, Yolles Engineering and Marshall Cummings Interior Designers.

The first phase of eight buildings is scheduled for completion within two years. This includes the 50 storey tower which dominates the project.

(Our thanks to Olympia & York for the Canary Wharf rendering.)

ONTARIO MUNICIPAL BOARD

MARKHAM'S PLANNING ACTION DEEMED "BORDERING ON THE ABSURD"

by Pierre Beeckmans

After two days of hearings on a Markham zoning by-law, the municipal board agreed with the appellants that there was sufficient evidence to declare the by-law not to be in conformity with the official plan. The by-law affected commercial properties on Unionville's Main Street.

The Board then proceeded to consider a request for costs against the Town on the grounds that the municipality's conduct in the preparation and processing of the by-law was unreasonable.

The appellants' lawyer painted a picture of belligerence and obstinacy on the part of municipal officials. Requests made to the planning department for information upon which it based its proposed parking standards were ignored. Public documents and studies commissioned by the municipality were not made available and requested meetings with planning staff were refused. The lawyer described how she had obtained an adjournment of the hearing and an order directing discoveries. She emphasized that the three appellants were not opposed to parking standards aimed at alleviating the

existing parking problem. However, they wanted assurance that the parking problems of Main Street had indeed been studied as the official plan clearly intends, so that the standards introduced would resolve the problems rather than exacerbate them. No such assurance was given; hence their appeal.

The Board commented that the municipality's action was contrary to the spirit of local government. Public information should not only be readily available but should be offered as assistance to those seeking information pertaining to matters under municipal jurisdiction.

The Board referred to its "Guidelines on Costs" and had no hesitation in finding the Town's conduct to be unfair and unreasonable. The imposition of standards developed for modern shopping centres on a historic 19th century village setting, worthy of preservation, was described as bordering on the absurd. The planning director had certified the by-law to conform to the official plan but was not available to support that opinion before the Board.

The Board found that the municipality's conduct at the hearing was

not unreasonable, frivolous or vexatious. What existed was a matter of a difference of opinion that required a final independent ruling. Its conduct prior to the hearing was nevertheless found to have caused the appellants unnecessary expense. Costs were therefore awarded, to be assessed by an officer of the Supreme Court, for the appellants' agents' preparation and attendance at the initial hearing before the Board and at the examination for discoveries.

The decision is dated December 29, 1988.

*Source: Decision of the Ontario Municipal Board
Zoning By-law 10-88 :File:R880115*



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WILL NETWORK ORGANIZATIONS CHANGE THE STRUCTURE OF GOVERNMENT?

by John Farrow

The effectiveness of North American corporations has been under scrutiny for at least a decade. Corporations have been rethinking how they carry out their business, and this search has led to some interesting changes in structure and management processes. Government organizations have only been affected in a minor way, but as this article suggests, these organizations may well be the next to change.

The issue is dealt with in three parts: the pressure for change, innovations in the private sector, and speculations on possible directions for government organizations.

THE CHANGING ENVIRONMENT

New organizational forms arise to cope with new environmental conditions. For private companies, the pressure to change comes from developments in the competitive environment. The last decade has seen the following key changes:

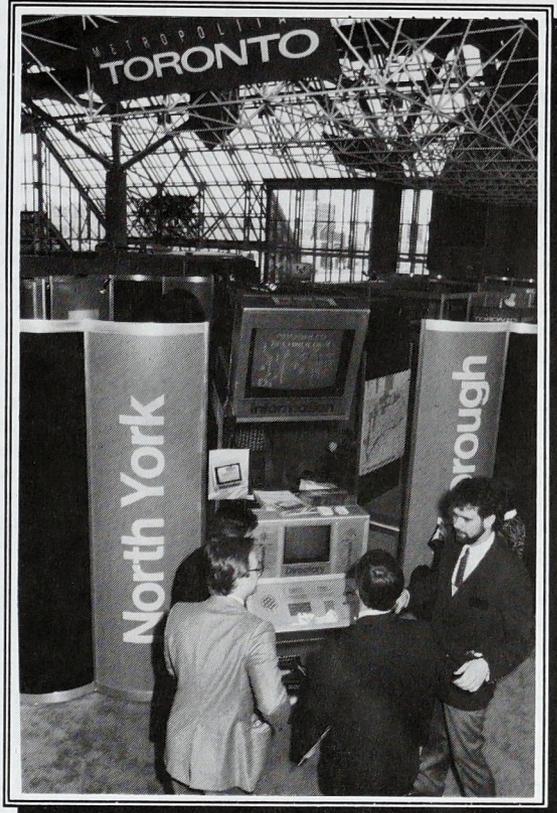
- Increased global competition, making competitive pressures more rigorous and threats more difficult to predict.
- Rapidly changing technology, which means that benefits from investment must be realized in shorter and shorter time periods.
- Better informed customers who are quick to research alternatives and to shift their allegiance.
- A work force that challenges its role and requires participation in change.
- An environment in which growth must be achieved alongside

improvements in productivity.

This environment has promoted the development of organizations which are more dynamic and more responsive to change. As a result of trends in this environment, organizations may have to operate in a number of modes simultaneously. For example, they may have to be concerned with cost reductions, product innovation and improved customer service at the same time. After careful self-examination, however, most organizations are able to specify the things they do well and those which are best left to others. The result has been the emergence of a concept known as the "network organization".

NETWORK ORGANIZATIONS

The concept of a network organization is quite simple: instead of all functions traditionally performed by a company being undertaken by a single organization, there are agreements and alliances between different organizations to achieve similar results. Thus, we have a trend toward joint ventures, licensing activities, sharing of staff resources and new business ventures spun off from existing organizations. In examining how such a "dynamic network" might work, Professors Miles and Snow¹ have classi-



Municipalities could swap services instead of contracting out

fied the essential components of the network, as illustrated below.

This dynamic network breaks down the functions of larger organizations into components that could exist as separate entities within a network. These components might include:

Brokers: are the equivalent to senior management within larger organizations. Brokers put the concept together and work to keep the network functioning.

Designers: develop and test-market the product propositions.

Suppliers: make components or supply raw materials, often under long-term agreements.

Producers: manufacture.

Distributors: get the product to market.

These major functions are held together by economic forces rather than by plans and controls. Broadly

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accessed computerized information systems act as substitutes for lengthy trust-building processes based on experience. Participants in the network agree on the commercial arrangements and continuously monitor commercial contributions and rewards.

NETWORK ORGANIZATIONS AND GOVERNMENT

In examining whether this concept is relevant to government, it is first necessary to identify the pressures for change in the public sector environment. A short list might include:

- The rapidly changing needs of constituents.
- Demands from the public for improved productivity.
- A lack of patience with poor service.
- A demand for faster action on key issues.
- An increasing difficulty in attracting the best and brightest graduates.

All the above have led to challenges to the traditional ways of doing things. In the U.K. and some of the Canadian provinces, there have been significant moves toward privatization. In the U.S.A., the use of contracting-out has been widespread.

Privatization and contracting-out mark the beginning of changes to tra-

ditional structures and the beginning of organizational disaggregation. However, this falls far short of the network concept outlined previously. Speculation on what could occur next includes the following scenarios:

- Associations will take on major roles in policy development (AMO could contract with the Ontario government to develop key municipal policies).
- Municipalities may swap services. One, for instance, will administer the recreation centres for both, while the other maintains the roads.
- Municipalities will enter into more joint ventures with business. Transit authorities will joint venture with private engineers to offer services to other jurisdictions or other countries.
- Governments will move away from tendering and will establish long-term, permanent relationships with suppliers in return for special or superior service.
- Unions will enter into joint venture agreements with government, to ensure the availability of both labour and service.
- Key staff will be shared between different government organizations.
- Groups of employees will approach their governments and ask to take on specific roles as an independent organization, under con-

tract.

Under these scenarios, senior civil servants will become entrepreneurs who put together independent groups to satisfy the priorities established by the politicians.

Once the conventional organizational concepts are broken down, the possibilities are endless.

Planners may find it useful to contemplate these concepts, not just with respect to their own organization, but also for the impact these concepts may have on policy-making. Economic development policies may well fail if they are based on an out-of-date concept of organizational motivations. In future, perhaps, the ability to structure a joint venture will be the skill that Economic Development Commissioners require to attract development.

As the world changes, so will the organizations that function to serve it. The network concept is one trend that will affect some companies and, no doubt, some levels of government. Look out for the others!

**Professors Raymond Miles and Charles Snow, Network Organizations: New Concepts For New Forms, California Management Review, Spring, 1986.*

John Farrow is a partner in charge of the strategic management practice at Coopers & Lybrand.

OTHER VOICES

VOLUNTARY SOCIAL PLANNING IN ONTARIO A MAJOR VOICE IN HUMAN SERVICES SYSTEM

by Dr Robert Doyle

In many local communities in Ontario, voluntary social planning through social planning councils (SPCs) provides the major focus for community-wide planning involving local citizens as participants. Funding for these SPCs may come from a mix of United Way and government, as well as member fees.

SPCs are distinguished from other organizations such as Children's Services Committees and Mental Health Coordinating Groups which are funded and mandated by governments to do planning and coordination for specific age or client groups. Voluntary or non-governmental social planning has a long history in Ontario, much of which is intertwined with the evolution of the United Way, since at one time many local social planning coun-

cils were the planning arm of United Way agencies.

Historically, SPCs were established in North America as "councils of welfare agencies" to better coordinate the work of welfare agencies and to create a more rational system of welfare services. The impetus for developing these councils of welfare or social agencies was similar to the development of federated fund raising efforts, to prevent duplication and to rationalize allocation and service provision. Over the years, councils moved from providing some measure of welfare coordination for their member agencies to becoming more concerned about their geographic communities and issues such as racism, inadequate housing and health concerns.

At the present time, while some SPCs are supported financially as

member organizations of the United Way, others are not. Most are fully autonomous, while others are not so independent since they are part of the local United Way structure. In the latter case, United Ways perform some semblance of the voluntary community-wide social planning function where there is no SPC.



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PATTERN OF VOLUNTARY SOCIAL PLANNING

There are SPCs in 26 communities across Ontario. They are citizen-based organizations and the major voice for the voluntary sector in the planning of the human services system. They have a long and distinguished record of service in the social development field in Ontario.

SPCs are not in place in all major centres in the province, mainly because of the lack of consistent and adequate funding from both the voluntary sector and government. Because of this lack of funding, resources and the ability to provide effective voluntary planning vary considerably. In some communities, SPCs may be told they cannot receive monies from local government if they are receiving funding from United Way. However, with the assurance of provincial government funding (for example, by designating social planning as a cost-shared service under the Canada Assistance Plan) and support, SPCs could be adequately funded and effectively function in all regions of the province.

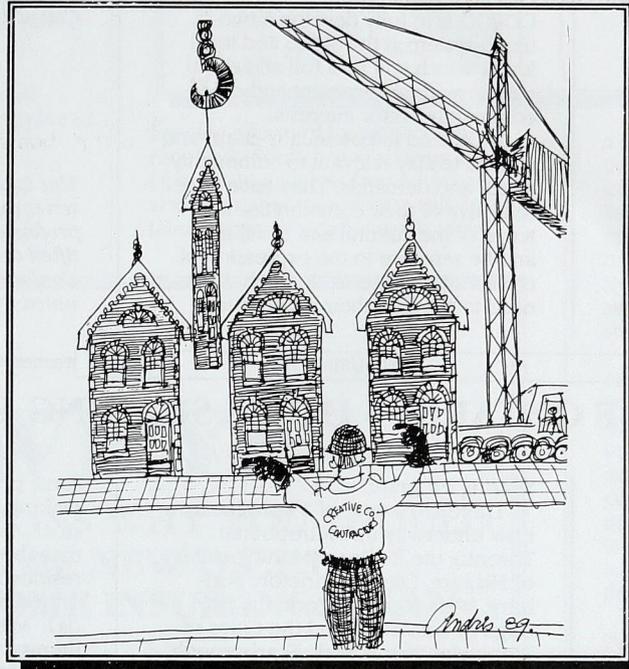
The Ontario Social Development Council (OSDC) is a voluntary social planning organization operating at the provincial level. The OSDC provides some staff assistance to convene regular meetings of local voluntary social planning councils from across Ontario; this arrangement was only temporary, however, and SPCs recently decided to explore the establishment of a separate organization to pursue their common interests.

METRO TORONTO HAS TWO-TIER SYSTEM

In Metro, a two-tier voluntary social planning system is being devel-

oped at both the local municipal (excepting Toronto) and metropolitan levels (The Social Planning Council of Metro Toronto). In addition, at the local community or neighbourhood level there are organizations such as People and Organizations in North Toronto (POINT), Rexdale Planning and Downsview-Weston Action Committee.

Spearheading the development of the two-tier systems is the Committee of Planning and Coordinating Organizations (COPCO), a steering committee of the Social Planning Council and other local organizations.



COPCO provides a forum for exchanging information, discussion of mutual concerns and coordination of services. Member organizations cooperate in a variety of projects, most notably in the areas of group homes, affordable housing, transportation issues, neighbourhood support services etc.

Instrumental in the COPCO's work is the community research unit, established with the assistance of National Welfare Grants, which has provided valuable technical assistance to develop the research capacity of COPCO member organizations.

SOCIAL PLANNING AT THE MUNICIPAL LEVEL

Local social planning organizations have been established with the assistance of municipal governments, Metro and the United Way. The feasibility of a voluntary SPC in Toronto is now being explored.

Although the Metro Social Planning Council has now been operating for 45 years, other local bodies are less than ten years old. The Etobicoke Social Development Council has only been autonomous since 1980, the North York Interagency and Community Council has been operating since

1974 while the Human Services of Scarborough was begun in 1981 as a result of discussions following publication of "Suburbs in Transition".

In the past three years, local SPCs have been established in York and East York out of interagency networks where representatives of service agencies came together on a voluntary basis to coordinate their efforts, assess human service needs, conduct training sessions and sponsor workshops and, in some cases, plan and carry out specific projects.

As COPCO members advocated for support from Metro, MacKay and Associates undertook an evaluation of the roles of voluntary SPCs on behalf of Metro. The evaluation, published in 1986, concluded the local organizations could effectively and appropriately carry out the following functions:

- local needs identification
- agency collaboration for services enhancement
- new service development
- advocacy to government
- community education.

The adoption of a Metro policy on funding voluntary organizations was an important first step to provide a basis of support for voluntary social planning. The Metro policy provides for assistance where social planning organizations (a) perform a major social planning function on an area municipal basis, through a broadly based community board (b) are recognized in that role by the municipality and (c) receive financial support from the municipality equal to or in excess of Metro's support (limit of \$20,000).

ISSUES THAT NEED TO BE ADDRESSED

From my perspective, the major areas that need to be addressed are:



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- adequate funding
- defining respective roles for SPCs and governments
- developing structures and processes within SPCs that address current and future needs in communities.

The province, through the Ministry of Community and Social Services, will need to make it possible for SPC's to obtain core or operational funding directly from the province or local governments. Although the Ministry has recently made project monies available for the coordination of children's services, the province has not used the Canada Assistance Plan to promote cost-sharing.

Increasing references are being made to "local planning" in provincial reports, and a Community Planning Conference was recently sponsored by several Ministries in Toronto. In this context, there is a need to understand the respective planning roles and responsibilities of both governments and the voluntary sector. Government responsibilities can only be fully defined when there is a fuller understanding and appreciation of voluntary sector planning.

Government planning is "mandated planning" which relies on authority

and compliance; voluntary planning is based on a consensual model, stressing cooperation. The two types of planning are quite different. Governments generally provide services, regulate services provided by government and voluntary agencies or provide funds. On the other hand, voluntary planning is structured by community participants. The roles are generally those of convener, coordinator, consultant or advisor. But the common denominator of voluntary planning is the involvement of local citizens and the ability to be an independent voice on local concerns.

A strong and effective social planning sector can complement the efforts of municipalities. The goal of COPCO is to fully develop a two-tiered system at the Metro and local levels which will be a full and equal partner with government and other community sector interests.

SPCs need to continually adapt and change to stay relevant to community needs and demands. They have to be reflective of their communities in terms of the cultural and racial mix, and be sensitive to the expression of community concerns. As such, SPCs need to develop their agendas for

action out of independent community research and development. They cannot comfortably exist in any ivory tower and do academic research. Their research has to involve the community at all stages. These demands are already being met by SPCs in most communities where they are operating but SPCs must take steps to become an integral part and continually reflective of their communities. It is vital that SPCs have adequate and secure funding so they can perform necessary community research and advocacy from an independent base.

Dr Robert Doyle is Senior Program Director of the Social Planning Council of Metro Toronto.

This is the first of an occasional series authored by experts in parallel professions - the "Other Voices" identified during the 1987 National CIP Conference. The column is coordinated by Martin Herzog.

HOUSING

A REVIEW OF ONTARIO'S HOME SHARING PROGRAM

by David Spence and Sarah Boyd

The purpose of a home sharing agency is to match two or more unrelated persons into a private, family home or apartment, based on a set of common preferences and needs. In the early 1980's, this type of service was provided in only one Ontario municipality - the Region of Niagara. Since that time, the concept of home sharing has been gaining popularity, largely as a result of the funding assistance provided through the Ontario Ministry of Housing's Home

Sharing Program.

There are a total of 15 programs now underway in: Metropolitan Toronto; the Regional Municipalities of Niagara, Ottawa-Carleton, Sudbury, Waterloo, and York; the Borough of East York; and the Cities of Etobicoke, North York, Scarborough, Toronto, York, London, North Bay, and Peterborough. It is expected that about four more agencies will open their doors in 1989.

The home sharing idea appealed to the Ministry for a variety of rea-

sons; perhaps most important was making better use of existing housing stock. As of 1981, it was estimated that about 852,800 of the 2,970,000 residential units in the Province were underutilized (1981 Census of Canada). Many of these dwellings lend themselves to some form of residential intensification, such as home sharing, the creation of a second self-contained unit/accessory apartment, or the establishment of a rooming or boarding house. Another advantage, is that additional units of affordable rental housing can be created at virtually no cost to the home provider, and at very low cost to municipal and provincial governments. Home sharing provides additional

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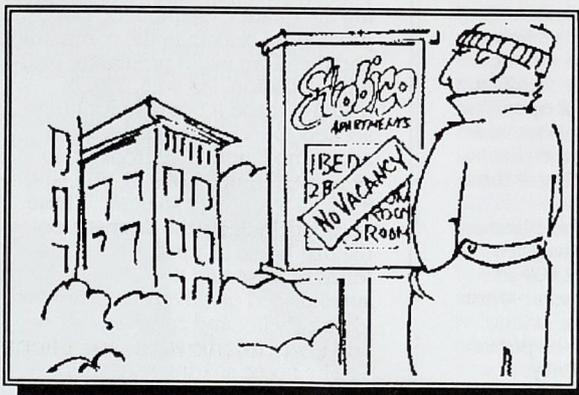
housing opportunities for many diverse client groups. The Ministry's Program originally began with a primary focus on seniors, but now caters to a broader target population consisting of seniors, singles, single-parents, students and newcomers to Canada.

SERVICES OFFERED

Home sharing services should not be confused with housing registries. Although both maintain listings of persons seeking and providing accommodation, home sharing agencies offer a range of additional services. Through intensive counselling and interviewing, agency staff are able to link together compatible persons to share accommodation. In many cases, staff visit potential homes for sharing and check references of the people who apply to the program. Optional trial periods and written agreements between the two parties involved in the match can also be arranged. Staff personally follow up every match with a tele-

phone call, and mediation services are offered should problems arise between home sharers. Housing and social service referral and counselling

accessory, self-contained apartment in a single family home, or an apartment in a low-rise building.



are also provided by agency staff, as required. Some home sharing agencies, while on a less frequent basis, also refer clients to private self-contained accommodation such as an

ORGANIZATIONAL AND FUNDING ARRANGEMENTS

The municipalities participating in the Home Sharing Program either operate the service directly through their planning, housing or social services department, or select a community-based agency to administer the service on their behalf. Once funding is committed by both the Province and the municipality,

a coordinator and possibly an additional staff person are hired, and a local advisory committee is established. The advisory committee, primarily consisting of local housing, health and social service representatives, identify program directions, service procedures and promotional strategies.

Funding has been reviewed and enhanced twice since the first pilot projects began in 1984. Under current program guidelines, established in October of 1987, municipalities may now receive a total of \$40,000 per year from the Ministry to cover up to 75% of operating expenses. It is expected that the municipalities and other local sponsors contribute the remaining 25% or \$13,333.

PROFILE OF AGENCY PERFORMANCE

Based on the Ministry's experience to date, it has been found that there is a threshold population of about 50,000 which is needed to maintain a large enough pool of clients for the services to be successful. In addition, programs which have a wider client focus have generally been found to perform better than those with a narrow focus on one or two specific client groups.

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Home Sharing Program is evident from the statistics compiled by agency staff and the Ministry. As of December 1988, a total of 1627 matches and placements (the latter into private self-contained accommodation) were made by the 13 home sharing agencies then open to the public. This is particularly significant since the average length of operation of the agencies was only about two years. Most agencies require one to two years to begin operating at their full capacity.

Of the 1627 matches and placements made, 1,033 were matches involving approximately 2,600 persons. As well, 594 placements were completed.

An average of 36 matches per year was achieved by each agency.

An annual average of 49 matches was made by agencies which had been in existence for two years or more.

Two hundred and eighty-three (283) or about 27% of matches are still ongoing. It is encouraging to note that the duration of ongoing matches has steadily increased since the home sharing agencies first started.

Fifty-two (52) or 36% of 144 matches arranged during the last quarter of program operation were intergenerational in nature, consisting of a person over 55 years of age sharing with a younger individual. As well, 19% of the matches involved some form of service exchange

between the home seeker and home provider, for a reduction in rent. It is important to mention the program coordinators considered that at least 17% of the total matches made during the quarter, enabled the elderly provider to remain in the community, and therefore avoid premature institutionalization. As well, 29% of matches made it possible for home seekers to move from subsidized accommodation: five from a public or assisted rental housing unit, and 33 from temporary shelters. These numbers indicate the dramatic potential that home sharing can have in terms of lessening the financial pressures placed on governments in providing shelter and care for seniors, and lower income adults and youth.

The home sharing services have also had a substantial impact on intensifying the existing housing stock. Fifty-three percent (53%) of the home sharing cases, and 58% of the accessory apartment cases involved accommodation that was provided on the market for the first time. In addition, the accommodation offered through the Ministry's Home Sharing Program has been very affordable relative to other forms of housing. The average rent for shared accommodation in Metro Toronto was \$320 per month, including utilities, for the last quarterly period. In other areas outside of Metro, the average rent was \$240. In contrast, the average rent for a vacant one bedroom apartment in the Metro

Toronto area last October 1988 was \$750 per month (according to Canada Mortgage and Housing Corporation's Rent Market Survey, 1988).

From the perspective of funding agencies, the concept has proven to be very cost-effective, relative to other forms of accommodation. The average cost per match was \$910 and \$306 for the Ministry and municipalities, respectively. It is important to keep in mind that this analysis overlooks the other significant services offered by home sharing agencies such as housing and social service counselling and referral.

FUTURE DIRECTIONS

Based on the experience to date, it is clear that home sharing represents one approach that can help to address a small, but significant part of the housing problem. By no means is home sharing a panacea for solving our housing problems, but it does serve as a viable, practical approach for a substantial number of people.

At present, there are two more years of funding available to home sharing agencies. This year, the Province will undertake a full review of the Home Sharing Program to determine the longer term future of the concept in Ontario.

David Spence and Sarah Boyd are with the Ontario Ministry of Housing.

TRANSPORTATION

INFLUENCES OF TRANSIT ON DEVELOPMENT NOT LIMITED TO RAIL

by David Kriger

For many planners, the term "transit and land use" conjures up images of some rail transit line in a large city, with intensive development clustered around its stations. Toronto's subway is a widely-cited example of the influence that a high quality transit service can have on development (witness the now-famous multi-use developments up and down Yonge Street, often tied to station location).

There is a wealth of literature on how subways, light rail transit (LRT) and commuter rail have fostered development in a big way. A lot of emphasis has been placed on the problems and successes of rail-based joint development, especially as a means of recouping transit construction costs. But if you don't live in a large city, or if the only rail line run-

ning through your downtown carries freight trains, can transit still influence the pace and type of development?

The answer is yes. But transit, of course, is only one part of successful development. Even Toronto's subway couldn't do it alone -- the political will to provide favourable zoning had to be there, as well as the economic demand for development.

How can transit influence development?

First and foremost, by improving site **accessibility**. Transit provides an alternative to those who do not wish to use their cars, or who do not have access to cars. For instance, students typically fall into the car-less category -- yet they constitute an important retail market.

It's rare that the only access to a

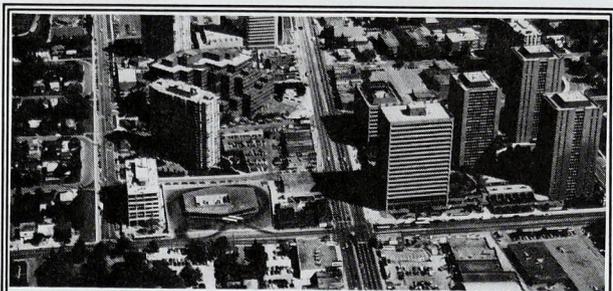
site is by transit (although in the early part of the century there was no other way). But by improving accessibility -- by bringing more people past the front door -- transit can help to increase the value of a site.

Transit acts as a **focus** for travellers. Unlike car drivers, who can use any public street (hence neighbourhood traffic control measures!), transit travellers are concentrated on pre-set routes. The need to transfer between these routes creates the potential for people to pass by more front doors. As any planner knows, such commuter-related land uses range from small retail (such as dry cleaners, or fast food outlets), to services (like daycare), to major mixed-use development.

Transit also implies some **regularity** in travel patterns -- something of

obvious interest to someone with a product (or space) to sell. Most transit users tend to be habitual riders, meaning that the route they take and the times of day they travel usually are constant. But, for instance, a busway is a permanent fixture on the landscape, which implies that those habitual travellers will always be coming to, or passing by, the same place.

Public investment in transit represents a **commitment** by government



Bus transit can stimulate development

to help ensure the viability of a community. Through this commitment, it is hoped that private investment can be attracted. Thus, the construction of a new bus transfer terminal would allow for travel demand generated by future development, as well as meeting the immediate needs.

TRANSIT WORKS IN SMALL TOWNS

None of these influences is tied particularly to rail transit. Nor is a large city necessarily a prerequisite for their effects to be felt. So what can planners look for when assessing transit modes for their "development potential"?

A former professor of mine, Vukan Vuchic, argues that it is less the technology used (i.e., rail or bus), and more the right of way that is the main determinant of transit's influence on development (among other impacts). Rights of way vary according to the level of interference provided by other traffic. For instance, a subway operates on an exclusive right of way, with no interference from other traffic. At the other extreme is the bus operating on city streets in mixed

traffic. The bus is subject to the same congestion and delays as all other vehicles with which it shares the street.

In this sense, Ottawa's bus-only Transitway is more similar to Toronto's subway than it is to the buses that run up and down Main Street. Given the right economic and political climate, therefore, the Transitway stations likewise should attract considerable development -- in other words, the Transitway should not be thought of as long bus route, but rather as a permanent, high quality transit service.

In terms of isolating transit from other traffic while creating a permanent facility, other cities have had some success with downtown transit malls. Typically, these are part of a downtown revitalization scheme,

and create an attractive shopping environment (yes, an adequate parking supply is important too!). Smaller cities (and suburbs of larger ones) have instituted off-street downtown transit terminals; here, most routes meet and passengers can transfer easily -- a focal point in the CBD.

The success stories are many, but so are the failures. Investment in transit should not be made only on the basis of its effects on travellers, but should be taken in the fully context of what that service could do for the community as a whole. At the same time, the primary rationale for introducing a new transit line should be to improve travel conditions -- for instance, the US government's mas-

sive investment in Buffalo, New York's LRT has led to some downtown revitalization, but ridership is nowhere near the initial forecasts.

In short, the planner's role is not limited to providing population and employment projections for future travel demands, but rather to help evaluate the viability of a proposed service in terms of its impacts on other planning and development issues. Assessing the development potential of a transit terminal should not come after construction has been started, but early on in the system's planning. So, you don't need to live in Gotham or have a subway to attract development; you do need to recognize transit's place in land use planning to give that development a head start.

REFERENCE

Vukan Vuchic, "Urban Public Transportation: Systems and Technology", Prentice-Hall, 1981.

David Kriger is an Associate with BA Consulting Group Ltd., transportation planners and engineers, in Toronto.

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PROVINCE ONLY PAYS LIP SERVICE TO CONCEPT OF SUSTAINABLE COMMUNITY

by: Tony Usher

Let me immediately declare my bias about what this column describes: I have just had one client pull the plug on a subdivision plan because of it. Most readers will be either surprised by or indifferent to what follows. Neither

sewage systems regulations. Most of our 800 local municipalities include lands remote from municipal services, and a great many allow hamlet, rural, or recreational residential lots of a half acre or larger in appropriate areas. This development option has

and could also indicate the presence of less easily detected contaminants. The Ministry set a standard for nitrate concentrations which is generally recognized by hydrogeologists as requiring lots of at least 0.5 to 1 ha, and even larger in areas with less favourable soils. Environment is insisting on these lot sizes in plan review, and the Ministry of Municipal Affairs is accepting Environment's conditions. In other words, a 50 acre property that might have supported 70 half acre lots could now be restricted to 20 two acre lots.

This new policy, which obliterates a land use option basic and traditional to rural Ontario, does not exist in any publicly available written form. It was adopted without consulting the province's supposed lead planning agency, the Ministry of Municipal Affairs, or any other ministry. It was adopted without consulting the Association of Ontario Municipalities or any individual municipality. It was

apparently adopted without consulting the Ministry of the Environment's own land use planning section. Because of this lack of consultation and the excruciating slowness of Environment's plan review, the policy is still largely unknown outside Environment.

More serious than this not unprecedented lack of coordination in developing planning policies is the province's lack of interest in finding alternatives to large lots. One might think that a government well



Estate residential development might suffer as a result of Ministry policy

reaction speaks well for planning in Ontario.

It has generally been accepted that an 0.2 ha (half acre) lot is quite adequate to safely accommodate an individual well and an individual septic tank-tile field system, provided that local soils, topography, drainage, and groundwater are suitable, and the septic system conforms with Ontario

now been foreclosed throughout central Ontario.

Last year, the Ministry of the Environment began reviewing autonomously serviced subdivision proposals for their nitrate concentrations. Excessive nitrates in drinking water could be harmful to newborns (though there have been no known problems in Ontario in recent years),



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THE STARR GROUP: A LEADING FIRM IN HOUSING

The Firm's Background

aware of spiralling land and servicing costs, committed to an affordable housing policy, and fond of homilies about more efficient land use and more development outside the Golden Horseshoe would want to maintain efficient and economical rural housing as a development option while ensuring that it does not compromise environmental quality. One might think that this might even qualify as sustainable development, but, alas, this latest catch phrase is more easily mouthed than thought out or applied.

What are the alternatives to two acre lots, assuming that the nitrate standards stay in place? The first alternative is communal water and/or sewage systems. In many situations, communal water systems will not solve the density problem. Communal sewage treatment systems will, but the choice is between unbearable costs for conventional treatment or controversial technology for lower cost treatment. As well, municipalities have to assume ultimate responsibility for communal systems and many are unwilling to do so. The second alternative is new technology in individual septic systems that could reduce nitrate loads to acceptable levels. The Ministries of the Environment and Municipal Affairs agree that it would be desirable to have such technology in place in Ontario, but neither are prepared to devote any resources to research, evaluation, or demonstration.

For want of hundreds of thousands of dollars worth of R&D, hundreds of millions worth of relatively low cost homes in pleasant environments will be lost, in municipalities where growth would be a blessing rather than a curse. Oh well, there's always the SkyDome, the Olympics, and Expo 2000.

Tony Usher is a Toronto-based planning consultant, specializing in rural, resource, environmental and recreational issues.

No, it's not the name of a local newspaper or even a constellation. The Starr Group is a planning and development company, established by Ed Starr, in 1981. The firm has a staff of highly trained professionals, and because it is relatively small, it offers clients direct input from Ed or one of its senior consultants, Linda Lapointe or Christine Pacini.

Specializing primarily in the housing field, the company provides consulting services to local government and other government agencies on: housing policy matters; demographic and residential market research; residential intensification; housing surveys; and program evaluation. The Starr Group has undertaken housing studies for municipalities of all sizes across Ontario, government agencies and private sector clients. This experience has shown the Starr Group that while there are many housing issues which cut across the Province, (e.g., low rate of rental production, "condo mania", public attitudes towards social housing, etc.), the housing market in each municipality is unique. Housing solutions depend upon a careful analysis of the local market.

In addition to the housing field, the Starr Group has also worked on more general planning projects such as downtown revitalization, Business Improvement Area marketing strategies and facilities planning.

The Starr Group also works with municipal and private non-profit groups interested in developing housing under the Ontario Non-Profit Housing Program. As development consultants, the Starr Group is responsible for the overall co-ordination of residential projects. In the earlier stages of a project, the Starr Group can assist a group by conducting need and demand studies, selecting a site and preparing a submission for

Provincial funding. Other tasks undertaken later on include: preparing capital and operating budgets for the development, selecting an architect, tendering the construction of the project, negotiating various contracts, establishing an organizational structure, developing a management plan, determining a targeting plan and tenant selection.

Sudbury Office Recently Established

The Starr Group has recently expanded its consulting base into Northern Ontario with the move of one of its consultants to Sudbury. Scott Harding is the Starr Group's "Northern connection" and heads up the Sudbury office. The company has already worked on a Mines Impact Study in Wawa (with Coopers and Lybrand) and on the residential component of a downtown action program in Sudbury. The Starr Group hopes to extend its services to other clients in Northern Ontario in the housing and land use planning fields and in socio-economic research. Scott can be contacted at 705-674-4579.

Involving the Public in Housing Policy

The Starr Group has been working with the City of Etobicoke's Housing Needs Committee to develop creative responses to the City's housing needs. They submitted their final report, **A**

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 - Housing

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Housing Strategy for Today, to Etobicoke Council in May, 1988 and have since been retained, along with Richard Drdla Associates, to conduct a public educational campaign on the identified housing needs and proposed solutions and to obtain public response. The campaign is being funded under the Provincial Neighbours Program.

A very readable brochure summarizing the findings and recommendations of the final report was prepared by Linda Lapointe, the project co-ordinator, and widely circulated. Two well attended open houses were held at the end of February. Meetings were held with interest groups (residents and ratepayers, church groups, public agencies, housing providers and social service agencies) early in April. A community television program was scheduled for later in April and a housing forum was planned for May 6th. Throughout the study, the Starr Group has enjoyed strong support from the municipal planning staff in Etobicoke.

At the end of the consultation and educational campaign, the Starr Group will report back to Council on the public's reaction to their proposals. For a copy of the brochure, call the Starr Group at 738-8985. A copy of the executive summary or the final report can be obtained by calling the Etobicoke Planning Department at 394-8222.

MACDONALD PROMOTION

After a number of steadily more responsible positions in the City Planning Dept., Cathy Macdonald has moved from the City of Toronto Plan-



Cathy Macdonald

ning Dept to the Buildings and Inspections Dept as Director of Plans Examination.

MESSAGE FOR METRO

Four transportation planners have made the move from Metro Planning to the City of North York Planning Dept. Promotion to the senior ranks of Metro is only open to professional engineers. Could this be why so many non-engineer transportation planners have left Metro over the years?

In...

Janice Robinson MCIP has joined Proctor and Redfern's Brampton Branch Office as a Senior Planner after seven years with planning depts in Scarborough and Brampton. Experienced in municipal and land development planning, she will be assisting municipal clients and land developers with approvals and design assignments in areas north and west of Toronto. (Grant Lee)

AROUND AND ABOUT

Peter Smith has joined Dillon in a senior position after six years at Proctor and Redfern, where he was head of planning. Before that he was President of Williams and Smith, Consulting Planners.

HOUSING WELCOMES ANNE BEAUMONT

Anne Beaumont has a new job, returning to the planning field. She is now Assistant Deputy Minister, Housing Policy Wing, Ministry of Municipal Affairs.

SCARBOROUGH NEWS

Elaine Hitchman has been appointed Deputy Commissioner at Scarborough Planning Dept. Elaine also takes over the position of Director of Community Planning. Lorne Ross moves from that job to Director of Policy and Research. Planner Ray Poitras is moving to take a senior position with the Town of Aurora.

UNUSUAL OPPORTUNITY AVAILABLE IN MALAWI

The World University Service of Canada is looking for an experienced planner for Malawi's planning dept., starting in September, 1989. S.P. Bain, who currently holds the position, writes, "At least 5 years experience. Incumbent must be a self-starter with administrative and design capabilities...incredibly limited resources and the volunteer must be a bit of a fundraiser. However, there is no training facility for planners in this country and the work to be done is limited only by one's imagination." An allowance of \$250 C. is provided, with accommodation. Phone Linda Gilchrist at 613-725 3121.

ARCHITECT/PLANNER CELEBRATES 25 YEARS OF PRACTICE



Lloyd Sankey

Lloyd Sankey is an architect-planner who has worked successfully in Montreal, Ottawa and Toronto. A graduate of McGill University, Lloyd makes frequent trips back there to teach courses at the McGill Planning School, and to participate in the affairs of the university. For a number of years, Lloyd was a member of the National Capital Commission Planning Committee.

Current planning projects in the office include work in the City of Etobicoke to prepare a Revitalization Study for the community of Long Branch. In 1988, Lloyd was honoured with elec-

tion as a Fellow of the Royal Architectural Institute of Canada. This year marks his 25th year of practice. The firm's name has recently been changed to Sankey Associates.



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AWARDS FOR PLANNING EXCELLENCE

In August, The Canadian Institute of Planners will present its annual Awards for Planning Excellence at the national conference in Saint John, New Brunswick. The awards are designed to recognize the efforts of members of our profession as they help shape the communities, lands and waters of Canada. The range of suitable submissions is not limited to any particular planning activity but is designed to reflect the variety of our profession. Submissions can include

1. Plans or policies
2. Physical design concept
3. Applied research
4. Communications and
5. Others

AWARDS

This year new categories of awards have been created which reflect current planning subjects and elements from the CIP Strategic Plan. These are:

1. healthy cities, shelter and resource planning
2. environment and resource planning
3. international planning
4. community plans, redevelopment and development projects
5. strategic plans, economic development and sustainable communities
6. transportation planning
7. communications, education, public participation and dispute resolution problems.

JURY

The awards jury is composed of experienced professionals representing a variety of planning backgrounds.

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O.P.P.I. Announces Communication Awards

PURPOSE

The purpose of the awards program is to recognize excellence in communication of a planning concept.

CATEGORIES

There are three categories:

1. Written report
2. Audio/visual presentation
3. Workshop/Open House

A special category for a journalism award will be considered.

WHO MAY ENTER

Any member, corporation or consortium may submit an application provided that at least one member of the team is a member or a provisional member of O.P.P.I.

GEOGRAPHICAL LIMITS

The project must be located within the province of Ontario.

SUBMISSION REQUIREMENTS

1. Written report (4 copies)
2. Audio/visual (3 tapes VHS or Beta)

3. Workshops/Open house (4 copies of each)

- Pictures of displays
- copies of brochures
- outline of results.

JURY

A jury selected by O.P.P.I. will review the submissions individually and as a group.

DEADLINE

July 15, 1989

Awards will be made at the Annual Meeting of O.P.P.I. at the Ontario Planners Conference.

SPECIAL JOURNALISM AWARD

Nominations for a special journalism category will be accepted. A story or series of stories presenting a planning problem, concept or controversy. Nominations will be accepted in any media - radio, television or print. Nominations may be made by the editor, journalist or O.P.P.I. member. Three copies of the story should accompany the nomination.

APPLICATIONS

A letter of application should accompany all submissions with the following:

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- Abstract of the report, presentation or Workshop/Open house
- Name and signature of the sponsoring O.P.P.I. member or members
- Name or names used on the award
- The required material as set out in the submission requirements
- Material may not be returned

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Effective April 1, 1989, in accordance with By-law No. 183-89 approved by City Council on February 23, 1989, all "lobbyists" (agents paid to represent others) who appear before Council, Committees of Council, Boards, Agencies or Commissions of the City or who contact civic officials by letter, telephone or in person with respect to applications or agenda items or matters which are or may be considered by Council, must now register with the City.

The Lobbyist Register will be kept in the Department of the City Clerk, Administration Division, 2nd Floor, East Tower. Registration forms will be available at this office and registration will consist of the Lobbyist's name, employer, client and the issue(s) involved.

The onus of registering will be on the Lobbyist. Conviction under the By-law carries a penalty of up to \$2,000.00.

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CENTRAL

GTA LANDFILL SOLUTION -- COMING SOON?

The chairmen of the five regional governments in the Greater Toronto Area gathered on March 14, 1989, with Premier Peterson to announce the formation of a waste management authority. The authority will be responsible for finding a system to handle the long-term disposal of the area's waste after 1992.

The new agency will receive legislative authority from the Province in about one month. By June, the authority will seek proposals for a waste management system with proposals due by early October, and the awarding of a contract tentatively scheduled for February, 1990. The Premier indicated that the waste disposal system will be subject to a full environmental assessment hearing.

Private companies including the three major private garbage disposal companies and the rail-ways, who could haul

waste to northern landfill sites, are likely to make submissions to the authority. There has already been much discussion about whether the new system should be privately or publicly owned and/or operated. It is felt by some that a private system may not be as effective in encouraging recycling of waste, as their profits would be tied to the amount of waste handled.

PROGRAM DISAPPOINTMENT...

The February program meeting was unfortunately cancelled due to lack of interest. Only six persons had phoned OPPI to confirm their attendance to hear three speakers discuss "Alternatives to Landfill" at the Valhalla Inn in Etobicoke. It's hard to believe that so few people wished to attend such a topical presentation. Some Program Committee members felt that the non-downtown venues without rapid transit are not as accessible to many members.

... AND SUCCESS - THE FUTURE OF THE GARDINER EXPRESSWAY

by: Matthew S. Casey
and David Gordon

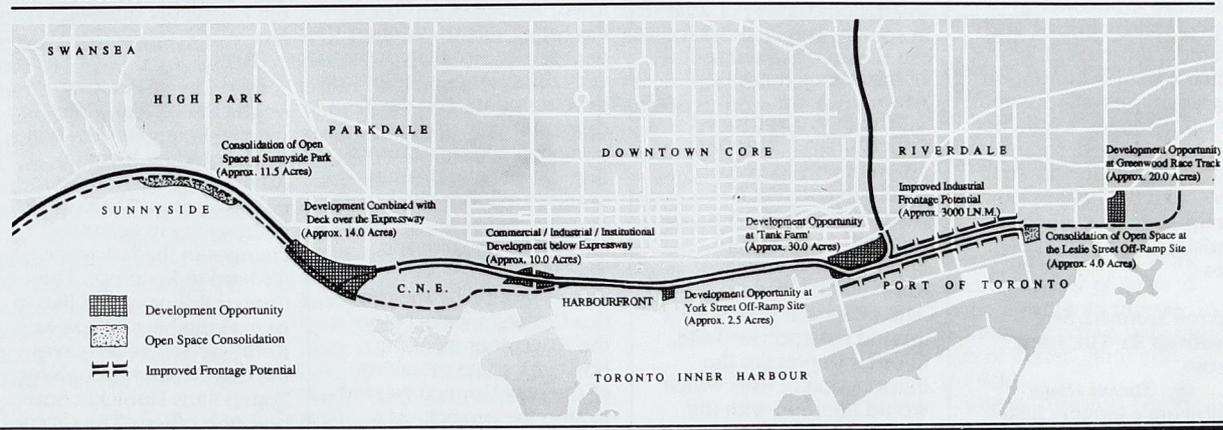
The March 13th Program Meeting on "The Future of the Gardiner" was jointly produced with the Toronto Society of Architects and the Institute of Transportation Engineers, and was attended by about 150 people. The elevated Gardiner Expressway crosses Toronto between downtown and the waterfront, and is seen by many to be a barrier to tying the waterfront to the rest of the City.

Mr. Doug Floyd, Commissioner of Roads & Traffic for the Municipality of Metropolitan Toronto, discussed the history of the Gardiner Expressway. In 1954, when construction was approved for the Expressway, the perceived volume was to be 100,000 vehicles per day. In 1969 the volumes of traffic exceeded the designed capacity, and in 1987 between 160,000 and 170,000 vehicles per day. Mr. Floyd also discussed the extensive rehabilitation

program that is on-going to repair the Expressway. Only in the early 1980's have there been substantial monies committed to upgrading the deteriorating central artery to where currently, \$7 to \$8 million was allocated in each of the last two years.

John Hillier, a principal of du Toit, Allsopp, Hillier, Architects and Planners, and the project manager for the Civic Design Study Team which investigated improvements to the Gardiner Expressway, spoke of the study prepared for a civic taskforce. The mandate of the study was to accept the existence of the Gardiner, and to look for a positive civic element in its future. They needed to find a way to decrease the barrier effect that the Expressway gives, and to find a better way to utilize the buildings and open space around it. Mr. Hillier's presentation viewed the different sections of the Gardiner Expressway from the Humber River to the Eastern Beaches, noting the various conditions along the route. Extensive landscaping could be established at the

New Uses for Underutilized Land



entry points of the Downtown to create "gateways" into the City, and to provide an aspect of civic definition. Linkages through the corridor are also needed for pedestrian traffic to connect the Downtown with the Harbourfront area over the railway barrier and the Expressway barrier. Mr. Hillier also noted various areas of development potential in which the Gardiner could be re-routed to free up more land for park space.

Mr. Ken Greenberg, Principal of the firm Berridge, Lewinberg, Greenberg, had been involved with the Federal Task Force (Crombie Commission) studying the Toronto Area Waterfront. He noted that the solution to improving the Gardiner relies on the involvement of all of the players in the design and planning process to work out solutions. Of the many issues that the Crombie Commission identified, the Gardiner / Lakeshore Corridor is one such "hot spot".

The options which exist for the future of the Gardiner include the retention and improvement in its present form, or the replacement of it with a tunnel. Mr. Greenberg noted the shortcomings of both of these options, and offered a third solution, which would be an option of gradual phasing out and attrition. Money would be invested in a pedestrian system -- the gateway strategy -- and the linkages and continuity with other arterial roads in the Downtown Area.

HALTON LANDFILL SITE APPROVED BY THE JOINT BOARD

by: Steven Rowe

Following a lengthy hearing that was described in the January/February 1989

issue of the OPPI Journal, the Joint Board handed down its decision on Halton Region's Environmental Assessment for Landfill on February 24, 1989. Of the two alternative sanitary landfill sites that formed the Region's proposed "undertaking", Site "D", which is located on agricultural land in the Town of Milton, was approved. The Region's preferred option -- Site "F", located in the City of Burlington -- was turned down, based mainly on hydrogeological considerations. The decision is still subject to the possibility of appeal.

The Board was clearly conscious of the fact that this was the first major municipal waste management proposal to be processed under the Environmental Assessment Act. The "Reasons for the Decision" include comments and criticisms intended to guide all of those who have involvement in this process. This may do a great deal to clarify the Board's expectations in achieving an "approvable" landfill undertaking.

The conditions for approval of the landfill site require Halton Region to further explore alternatives to landfill -- including recycling over and above that which is already taking place, and the development of mandatory recycling measures, measures to effect reduction of waste at source, and facilities for the collection and transfer of hazardous household wastes.

The Board approved Official Plan and zoning amendments to permit landfilling on Site "D". Also, Halton Region is required to submit an application to amend Milton's Official Plan, to designate a "Special Policy Area" around the approved site, in order to prevent the introduction of uses which would interfere with the proposed leachate collection system.

When the landfill is completed, the site is to be restored to agricultural use.

Copies of the decision can be obtained from the Environmental Assessment Board, telephone (416) 323-4806.

DOWNTOWN T.O.

After discussing at great lengths a freeze of downtown development while a new Central Area Official Plan is produced, Toronto's "reform" Council has decided not to process any new applications for development that would require an amendment to the Official Plan. Any applications currently being processed will not be affected by the decision. There has been a lot of speculation as to what action the new Council would take on downtown development. The last three months even featured a pro-development member of Council trying to "out-reform the reformers" by pushing for a complete downtown development freeze.

Council has also decided to establish a task force comprised of citizens and politicians to take part in the review and drafting of the new Central Area Official Plan.

And while still downtown, Toronto City Council has requested an independent analysis of the controversial Bay-Adelaide Centre development. The development involved density bonusing and the transferring of the Mutual Street Sears warehouse site by the developers to the City as an affordable housing site. The contentious project was approved by the previous Council weeks before the November election; however, some members of the new Council wanted to stop the project. At a January meeting, Council

voted to keep the project alive, but requested that studies be carried out. The consultant will be asked to investigate a number of items, with emphasis on the financial implications of the proposed development.

AFFORDABLE HOUSING RESPONSES

While I have not read the individual responses from the municipalities of the greater Toronto area to the proposed Provincial affordable housing policy statement, it is clear from the newspaper coverage that most municipalities in the area do not favour the proposed policy. Concerns include an erosion of local planning autonomy; uncertainty with respect to the implementation of the 25 percent affordable criteria; lack of action in addressing the problems of the rental housing market, especially rent controls; and the need for more Provincial funding to provide sewers, roads, and other services necessary for new affordable housing. As the Toronto area has been the focus of the affordable housing attention, it will be interesting to see which local comments, if any, are acted upon in the finalization of the affordable housing policy.

BRIS

The City of Peterborough Official Plan Commercial Policy Review will be debated by Planning Advisory Board and Council this spring. There have been so many personnel changes in the last while, it's hard to keep up. The Central Editor would like to pass along best wishes to Kennedy Self as he leaves the City of Scarborough for Totten Sims Hubicki's Scarborough office. The Crombie Commission Hearings

on the future of the Toronto area waterfront will be taking place throughout the spring. The Fourth World Congress on the Conservation of the Built and Natural Environments will be held at U. of T. from May 23rd to 27th, 1989. The theme of this conference organized by the Heritage Trust, is "Conservation and Industrial Development".



EASTERN

OTTAWA COUNCIL REZONES PROPOSED TRANSPORT CANADA SITE IN RECORD TIME

In an almost unprecedented display of bureaucratic speed, the City of Ottawa's Planning Committee and City Council itself have approved a rezoning application for the Bayview Yard. This rezoning speed record (no hint of banned anabolic steroids here) was set with the intention to clear the way for two developers' proposals for the site.

The two Bayview bids are in competition with 12 other finalists in the region, as sites to host the building of the Transport Canada Office Complex. At stake are some approximately 5,000 Transport Canada jobs.

Ottawa Council approved on March 15, 1989 the rezoning of nine industrial acres on the 13-acre site, to allow office towers of up to 16 stories. However, this was not done without incurring the anger of the local Mechanicsville residents, who say they will ask the Ontario Municipal Board to quash the rezoning.

The residents are upset

that the City sidestepped its own procedures to speed through a zone change in just 43 days. Normally such a change would take between six months and a year to accomplish. To do it, the City took shortcuts. The normal procedure would have involved lengthy planning and traffic studies of the area -- these were not done. In addition, the citizens were given no chance to comment prior to the approval, and no public information sessions were held.

Even with the rezoning in place and a possible appeal by the citizens to the OMB, the final decision for the site and the developer rests with Transport Canada. Sources close to Transport Canada decision-makers say that their calculations indicate the four lowest bids are all in West Quebec.

ARNPRIOR AIRPORT SEEKS EXPANSION FUNDS

Officials in Arnprior are hoping to have an answer by the end of March on their application for over \$250,000 in Federal and Provincial funding to upgrade the Renfrew South Municipal Airport. The money would be used to construct a 1,500 square foot terminal building, add parking spaces, and install a non-directional beacon. With these additions, the airport might be able to attract both business executive jets and maybe even a scheduled airline service.

These additions would tie in nicely with the recent acquisition of the De Havilland Aircraft Corporation by Boeing, and the possibility that the area could become a repair depot for Dash 7 and Dash 8 aircraft. Boeing already uses the airport as a helicopter

repair facility. Having this happen would mean a definite economic development boost for the Arnprior area, with definite planning implications.

REGION OF OTTAWA- CARLETON COMMENTS ON MNR CONSERVATION AUTHORITIES

RMOC Planning Committee endorsed staff comments in November, 1988 on the Ministry of Natural Resources paper "A Review of the Conservation Authorities Program". This paper has been the first review of the Conservation Authorities since they were first created under the 1946 act. Many municipalities have been urging for the review for several years.

The Provincial paper calls for: 1) the amalgamation of the Rideau Valley and the Mississippi Valley Authorities, and the amalgamation of the South Nation River authority and the Raisin River authority; 2) minor decreases in the responsibility for heritage, locally -- significant parks and education; 3) increases in the responsibility for emergency planning, forest management and collecting water samples for water quality monitoring; and 4) decreased funding to the conservation authorities in Eastern Ontario.

The RMOC staff report recommended that the Region oppose the proposed drop in Provincial funding and the reduction of responsibility, and also that further comments be postponed until the Province issues its promised "implementation report".

RIDEAU BUS MALL: NEW PROPOSAL

Ottawa City Council intends to approve a \$3.3 million renovation for Rideau Street. Plans call for the dismantling of the Rideau Street bus mall, and the further opening of that area of the street to allow full 24 hour traffic. At present, automobile traffic is only allowed on the bus mall at certain times of the day during the week.

The proposal calls for the demolition of approximately 50 percent of the glass enclosures on the street. The Council intention follows a recent decision by the Rideau Street businesses to approve the plan, and an agreement to pay a total of \$5.3 million for the work to be done. This total represents \$2.2 million for the new work, and \$3.1 million for the past debt on the original construction of the mall some five years ago.

Even with City Council's approval, the reconstruction of the Rideau Street bus mall is not expected to commence until the spring of 1990, and would take approximately one year to complete.

PLANNERS ON THE MOVE IN EASTERN DISTRICT

Greg Mignon, Senior Planner with the City of Vanier, is leaving to become a Senior Planner with the firm of Michael Wright Planning Consultants.

Brian Rose, Senior Planner with the City of Ottawa, is leaving municipal work after a number of years to begin a career in private planning practice, with the firm of Totten, Sims and Hubicki.

Glenn Tunnock, formerly with the Ministry of

Municipal Affairs, has opened his own planning consulting company in partnership. The new firm is McNeely and Tunnock.

Murray Beckel is the new Junior Planner with the Township of Goulbourn.

Barry Edginton, who has served as Manager, Technical Services, Plans Administration Division with RMOG since 1973, was named Director of the Division, replacing Gord Miller who had retired.

Nigel Brereton, Manager, Rural Policy in the Policy and Program Division with RMOG since 1972, has moved laterally into Barry's former position.

Marni Cappe, formerly a Senior Planner with Haigis-MacNabb-DeLeuw, has joined the RMOG Policy and Program Division as Manager, Housing Policy, replacing David Kardish who left in 1987 to join the Regional Real Estate firm as a development officer.



NORTHERN

DESIGN FOR DOWNTOWN SUDBURY -

From An Article By N. Foucault In February, 1989 Edition Of Northern Ontario Business;

Abridged By Jeff Celentano

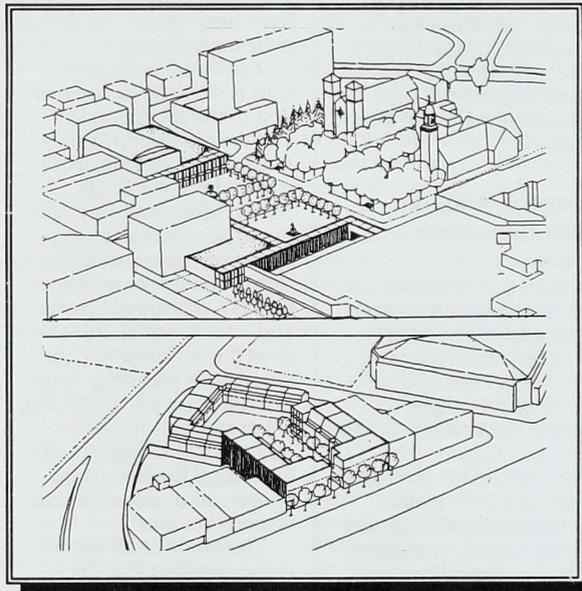
A \$74 million development plan for downtown Sudbury promising to improve the quality of life for people living, working, and shopping there, could become a reality -- but it won't happen overnight.

The plans are contained in a report prepared by John C. Williams Consultants Ltd. of Toronto.

The \$140,000 report, funded by the City, the

Province, and the Metro Centre Management Board, says that although there are "no single mega-opportunities to increase investment and use in downtown Sudbury on a big scale, there are a series of smaller, yet significant development opportunities, which will complement the rich, natural character of downtown, and add significantly to the benefits it offers its citizens". The report identifies 16 downtown sites for potential development.

A shortage of green space in the downtown core is another concern the City wished to address in the plan.



The Cathedral Square would be located on Beech Street in front of Christ The King and St. Anne's Churches. A portion of the Square would occupy the vacant lot which once housed the Frontenac Hotel. Additional plans for the Square include a link to the Grand Theatre, establishing it as a centre for performing arts, with an outdoor theatre compo-

nent.

The report slates residential development for the Elgin/Grey and Beech Street sites. The Elgin/Grey site would include subsidized and non-subsidized townhouses and apartment units, while the latter site would be developed solely for apartment units. A retail component will be included to act as a buffer between downtown traffic and the residential uses.

What sets this report apart from others that have been done in the past, according to Metro Centre Director Maureen Luoma, is that it is being called an

"action plan", not just another feasibility study that will collect dust on a shelf. "The report suggests projects that are feasible -- not just pie-in-the-sky ideas", says Luoma.

NORTH BAY PLANNERS "SPREAD THE WORD" AT CAREER CHOICES

by: Jeff Celentano

In the first week of February, OPPI members in North Bay took part in a public relations exercise that may also attract some future members to the Institute.

"Career Choices" was a two-day career fair organized by a local non-profit organization called Youth Trust. It featured approximately 80 exhibits from a wide spectrum of occupations, trades, and professional groups. 7,500 area high school and senior elementary students attended the event as a part of their regular school day.

North Bay members of the Institute volunteered their time to set up and man a modest display, that attempted to provide the student audience with a basic understanding of planning, and some of its major action areas.

Our booth was located between similar exhibits sponsored by the Ontario Association of Architects and the Association of Professional Engineers of Ontario. One look at their hi-tech and slick audiovisual displays, and we planners knew we had our work cut out for us!

One of the most gratifying aspects of this endeavour was the tremendous response from the local membership -- 80 percent of the local members got involved in this project, with the remainder committed to other exhibits or other events. That type of turn-out was proof that volunteerism is very much alive within our Institute membership!

Looking back, we were somewhat disappointed with the lack of student

inquiries that came our way. Perhaps this points out a need on the part of our profession to do some higher profile education and "marketing". This could be directed to the school systems as well as the general public. It might even be appropriate for each district to acquire a public relations materials package (or display) for use at events such as Career Choices. At any rate, all of our local members agreed that it was worthwhile being a participant, and that OPPI should continue to look for educational opportunities like this in the future.



SOUTHWESTERN

DEVELOPING THE WILL

A very successful conference on affordable housing in Ontario, "Developing the Will", was held on February 22nd and 23rd, 1989 at the Valhalla Inn, Kitchener, Ontario. Conference organizers have advised that the proceedings will be available by the end of April. Anyone interested in obtaining a copy should write to the conference chair, Vada Seeds, Affordable Housing Conference, 88 Shoemaker Street, Kitchener, Ontario, N2E 3G4.

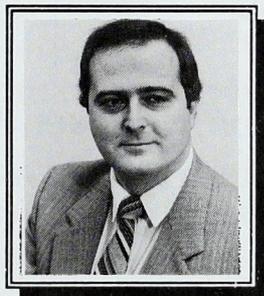
In the final set of workshop discussions Thursday morning, participants formed eight smaller groups according to their role in the provision of affordable housing. Their mandate was to come up with concrete steps to meet the affordable housing challenge within the context of their specific organizational responsibilities, based on the overall recommendations developed

earlier in the day. The following summary reflects the reports presented at the closing plenary, along with highlights of the workshop discussion.

Better education, streamlined regulation, improved municipal infrastructure, and a co-ordinated approach to advocacy were among the key recommendations brought forward at the closing plenary of Developing The Will.

Steve Sajatovic, Director of Planning and Development for the City of North Bay, and former President of the Ontario Professional Planners' Institute, described the conference as a "tremendous challenge in terms of developing an understanding of the affordable market, and defining specific actions that myself and my peers can take" as part of a solution. He affirmed planners' commitment "to working in a partnership arrangement on the Provincial, regional, and local level to deal with this issue," using OPPI as the key mechanism for communication and education.

The land use planners' group agreed on the following points.



Steve Sajatovic

An educational program on affordability-related issues, process and regulations must be developed under the auspices of

OPPI. The program would be aimed at planners, politicians, public and media, would incorporate a "clear commitment to fast-tracking and reducing as much as possible the time and red tape that we've heard about," and would encourage a "front-loaded process based on negotiation" to replace less productive, adversarial approaches.

Planners must commit themselves to communicating in clear, non-technical language. "I think some effective writing and speaking courses are probably in order for some of my peers," Sajatovic said.

An immediate lobbying effort should be undertaken to encourage the Federal Government to join the search for solutions, and involve the Province in a review of the Planning Act and related provisions. Sajatovic noted that the Environmental Assessment Act "has become, in some places, quite a bugaboo in terms of getting development approved."

The Ontario Government should also re-open the regional planning initiatives of the mid-1970's, as a means of directing economic growth out of the Greater Toronto area, and must take a greater effort to recognize regional and cultural differences across the Province.

A policy and regulatory review should be undertaken, as a means of identifying "flexible and innovative techniques" for promoting affordable housing. The review must be result-oriented, Sajatovic said, "because the bottom line is housing units on the ground."

Research is needed to promote the need for local planning statements, reflecting local market characteristics and commu-

nity-based solutions.

Planners should promote the concept of local housing partnerships, involving "all the participants we know well."

Some participants suggested that municipalities could emulate the provincial housing first initiative at the community level. Local councils don't always identify housing as a priority use for surplus lands, and long approval processes often work against the development of serviced land. Participants agreed on the need to lobby for infrastructure funding, and suggested that OPPI undertake a study of municipal approval processes to determine the amount of "front-ending" that takes place.

There was general agreement on the need for clear communication, but a fair amount of debate took place on whether planners should be commenting on such matters as the projected supply of land, or the role of zoning by-laws and official plans in restricting affordable housing. One participant suggested that OPPI establish a telephone hot line, and hold regional or Province-wide conferences, to enable planners to exchange information on professional issues related to affordable housing.

In reviewing the Province's policy statement on housing, a number of participants felt there should be more flexibility to reflect the challenges faced by smaller municipalities and rural communities. One speaker noted that small townships are asking Provincial representatives to "take your Toronto problem back with you".

END OF THE SCHOOL YEAR BUT ACTIVITY LEVEL STILL HIGH

By: Stephen M. Van Dine

The end of another school year is drawing near, and soon planning students will be actively seeking gainful summer and full time employment. However, student activities were still in full swing at Ryerson, York, and the University of Toronto, in March and April.

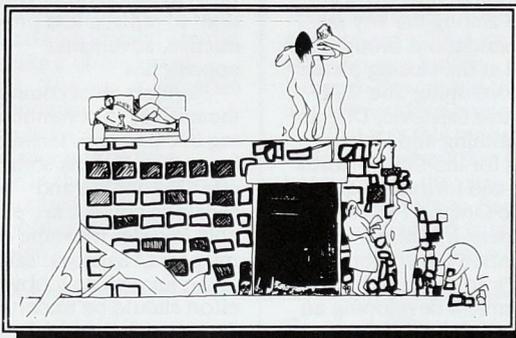
On March 9th, Ryerson held its annual Careers Night. Five alumni were invited to speak to the student body, to provide insight into the current and future job market. The speakers included: Vicki Simon from the law firm Goodman & Carr; Steve Babor from Royal LePage; Renrick Ashbey from the City of North York; Bill Robbins from Metro Toronto; and Mark Smith from First City Shopping Centre Group. Each of the speakers gave a brief presentation, and then engaged in some panel discussion. The evening concluded with informal discussion between students and alumni, complemented by wine and cheese. The event was considered a success by both alumni and students alike.

On March 31st, students and faculty celebrated the end of another school year with the annual Talent Night. Fun and folly will be enjoyed by all who attend this yearly event.

Preparations for 1989 Fall field trips are underway. This year's destinations include North and South England, Holland, and Houston, Texas. In May, twelve Ryerson students will be travelling to Cyprus for the second annual field trip. The students will engage in a series of meetings with the country's planning officials, and take part in a short work term.

Carol Donaldson, from York University, reports that twelve students will travel to Boston for eight days in April. The students will have the opportunity to meet with the Boston Redevelopment Authority and the

Charleston Navy Yard Redevelopment Project on the Waterfront, along with many other private and public agencies in the City. The York group will also visit M.I.T. and Harvard, as ambassadors of Canadian academic planning good will. Upon return, York students will be



At the end of April, York graduate students held their 3rd annual symposium on social and political thought. Poster by Cecilia Booth

required to choose an aspect of Boston, and compare it with Toronto.

The news from the University of Toronto is that the second year planning students will be presenting their findings on the Current Issues Planning Report in April. They will have the opportunity to present to faculty and practitioners who represent interests in land use, housing, and transportation. Representatives from the City of Toronto and the Ministries of Housing and Municipal Affairs are also expected to attend.

In May, the University of Toronto

will host the Fourth World Congress on the Conservation of the built and natural environments. The theme of this international conference will be "Conservation and Industrial Development". There will be a series of lectures and workshops throughout the conference structured around three topics: The Siting of Industry and its Effect on the Environment, the Conservation of the Built Environment in Industrial Areas, Water Pollution and the Protection of the Natural Environment.

In other news, the OPPI Central District Student Competition is well underway, and entries from the three planning schools (Ryerson, York, and U. of T.) and other disciplines including architecture and geography are expected. The award is \$750.00, with honourable mentions to first and second runner up. The closing date is May 1st, and the entries will be judged by Mr. Ken Whitwell, Ms. Mary Rose, and Mr. Len Kirkland over the summer months.

In election news, during the month of March, planning students from across Ontario will be choosing their student delegate on OPPI Council through a mail ballot. This year, Mr. Eric Breiteneder from the University of Waterloo, and myself from Ryerson Polytechnical Institute, are running for the position. The non-voting position was created last year to provide student representation on Council. The position was held this past year by Charles McRoberts from York University.

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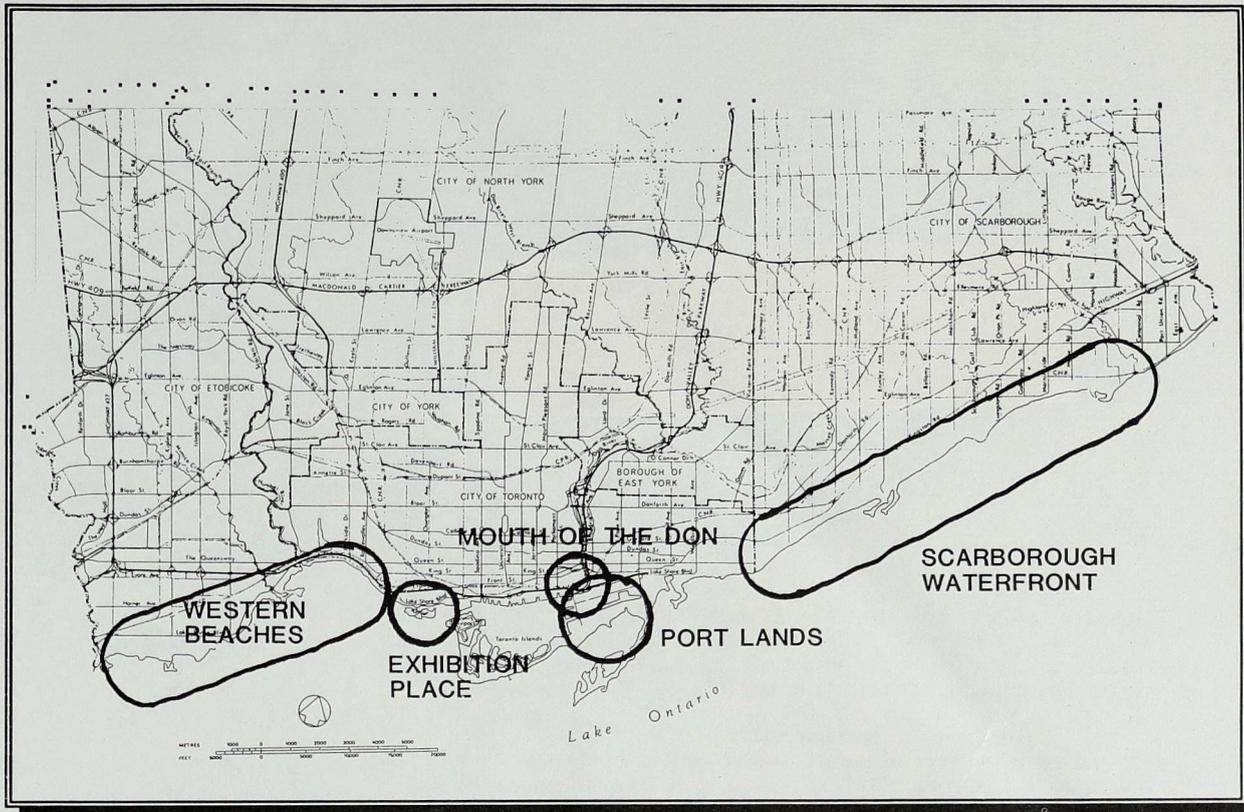
MUNICIPAL PROJECTS • Official Plans/Zoning By-Laws

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TORONTO WATERFRONT CHARRETTE Sept 13-17

The idea for the charrette came from OPPI, in association with OAA and OALA. It was welcomed by the Royal Commission on the Future of the Toronto Waterfront as supporting its mandate to inquire into and make recommendations regarding the lakefront area. There are five main

areas being studied (see map) and interdisciplinary teams are being put in place, many of which have an international flavour, as well as local Canadian talent.

The teams will tackle these issues:

- developing the mouth of the Don River as an estuary/riverfront park
- revitalizing the Port lands

- redefining, redesigning and restoring Exhibition Place
- redefining the Scarborough waterfront, including the Scarborough Bluffs
- resolving conflicts in the Western Beaches, Sunnyside/Humber Bay area to provide for co-ordinated public and private reuse of the waterfront.

Diana Jardine from OPPI is co-chair with Mark Hall.

Phone 416-973 7085 for more information.



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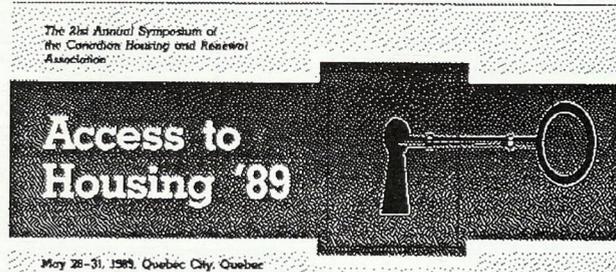


CANADA SAFETY COUNCIL ANNUAL CONFERENCE JUNE 18-21, WINNIPEG

Among speakers on safety issues is James Thomas MCIP - Planning for Bicycles in the Community Tel. Ethel Archard (613) 521-6881

Heritage Conservation and Sustainable Development Conference

Ottawa May 14-17; Quebec City May 18; Tadoussac May 20.
Contact Walter Cibischino, 85 University Priv, Room 339, Ottawa
Ontario K1N 6N5 Tel. 613-233-6472.



Access to Housing

May 28-31 Canadian Housing and Renewal Association

Fourth World Congress

on the Conservation of the built and natural environments. University of Toronto 23-27 May

Organised by the Heritage Trust under the international sponsorship of the Maxwell Communication Corp., UN Environment Program, Ministries of Environment for Ontario and the federal government, and the Ministry of Foreign Affairs of the FR Germany. Chairman of the Congress is Alexander B. Leman, President of Leman Group Inc., Toronto.
Tel. 416- 963 9191.

POSITION PAPER UPDATE

Housing Policy Statement

Comments on the draft Housing Policy Statement were due on February 28, 1989. A joint review by the Ministries of Housing and Municipal Affairs is now underway.

Meetings with various interest groups, including OPPI, AMO, and industry housing advocates, will be scheduled for early April, to discuss the comments received on the draft, and possible changes to the Policy Statement.

The Ministries anticipate having the recommended final Policy Statement ready to go before Cabinet this spring.

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