PLANNING FOR THE LANDSCAPE IDEA

by

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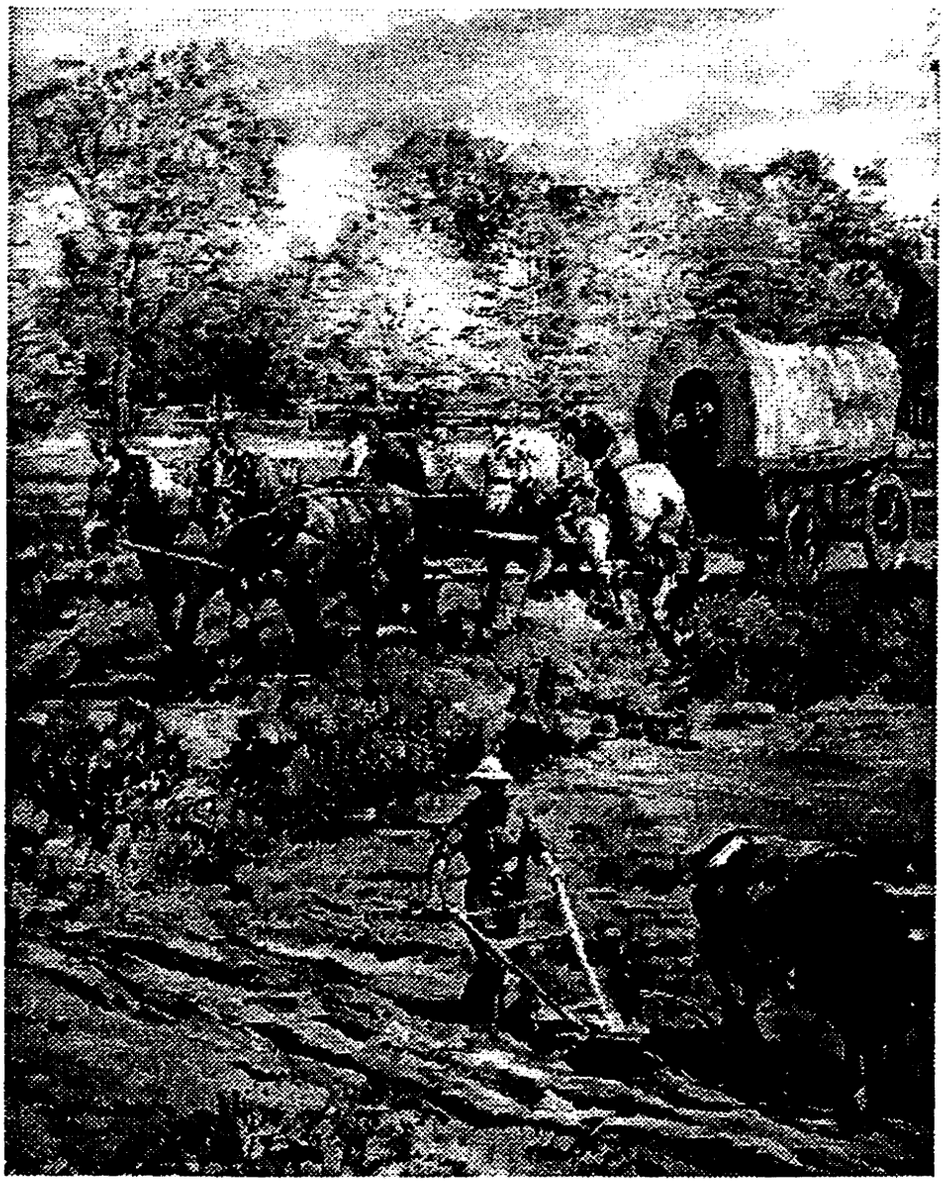
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PLANNING FOR THE LANDSCAPE IDEA



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Illustration taken from the
International Plowing Match and Farm Machinery Show poster,

The Show, called 'Come Feel the Pride' was held in Ayr, Ontario,
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Abstract

Planning for the Landscape Idea

'Landscape' is a complex and varied Idea; and because of this variety and richness it represents a potentially powerful, yet challenging planning entity. This thesis explores the Landscape Idea on the occasion of its legislative introduction to Ontario's planning environment, through the 1995 and 1996 Planning Acts. Included as part of the Provincial Policies for both these Acts, this Landscape Idea obviously holds some value for the public. It is value that translates into a sustained, albeit somewhat altered conviction over the course of the two Acts, that landscapes should be conserved in this Province.

The emergence of these provincial policies was an excellent opportunity to examine the landscape understanding of the authors of these conservation provisions. Further a comparison was made between this provincial understanding and the understanding held within selected local areas in the Grand River watershed. The advantages to this juxtaposition are the ability to see the genesis of the Idea; to examine how the Idea has been translated into potentially powerful planning policies; and to see the effects of a difference in understanding between Provincial and Local Levels might have on the implementation of the Idea - thus reflecting basic power relationships in land use decision-making.

Landscape also reflects a larger movement occurring in the planning field - a movement towards a more integrated and inclusive process. Landscape has the potential to unite both cultural and natural perspectives that have been traditionally divided; and it can also serve as a planning entity to which all members of a society can relate and thus encouraged to get involved. We all experience landscape, and we all have a vested interest in it as a common, yet variously understood reality. Landscape could represent a more concrete foundation for many planning theorists who currently argue for important yet more ethereal concepts of pluralistic, dynamic and integrated planning. Landscape could be the vehicle to achieve those ends. This study therefore gives insights beyond the immediacy of the Landscape Idea - insights into the larger issues now facing the planning profession.

Through a largely qualitative Grounded Theory approach, this 'Promise of Landscape' as a common, pluralistic and integrated planning concept is explored. The difficulties in attaining the Promise are clearly articulated in the comparison between the Provincial vision of landscape conservation in the land use planning process, and the local response that anticipates the real life implementation of this landscape vision. A metaphor of this Promise and its challenges is presented in the form of a multi-faceted construct, called the Countryside Ideal. It represents the deep divide that characterizes landscape - the polarity that exists between nature and culture; economic and environmental valuing in the decision-making process; centralized power structures and more communal societies; local, regional and provincial government agencies; and finally to the most essential separation between self and object.

It is a considerable task to question the strong bias and long-entrenched mind set of seeing the world in separate and often unrelated parts. A civil society is essential to the success of landscape protection, in order that landscape planning has a strong foundation in local knowledge, participation and action. However, in this localization of power with civic planning, a regional perspective must be preserved so that administrative duplication can be avoided, environmental protection is better managed, and social justice is monitored and fostered. This thesis concludes that this kind of civil society will only come about through a critique of power, knowledge and subjectivity - all of which is reflected in the Landscape Idea.

Decision-makers clearly have to reach well beyond the Planning Act in this pursuit of a civil society. It is an act that may only serve to perpetuate a slanted approach to landscape conservation and planning actions - best serving the pretty, the posh and the privileged. The *status quo* approach would undermine what landscape could represent for planners as a common ground for more equitable and integrated planning solutions. With a clearer understanding of the Landscape Idea and how it has been received to date the thesis speculates on the likelihood of the Idea's success within the current planning milieu of the Province of Ontario.

Thesis Highlights

In this thesis the Idea of Landscape is explored. This exploration is centred in the Province of Ontario where the term 'landscape' was recently attached to both the 1995 and 1996 Planning Acts. Yet, as a planning concept, among other allied ideas of 'countryside', 'ecosystems', 'place', and 'heritage', it has the potential to be much more than a one sentence add-on to a local Official Plan. Landscape represents a concept that has the potential to provide a holistic perspective to provincial land-use planning.

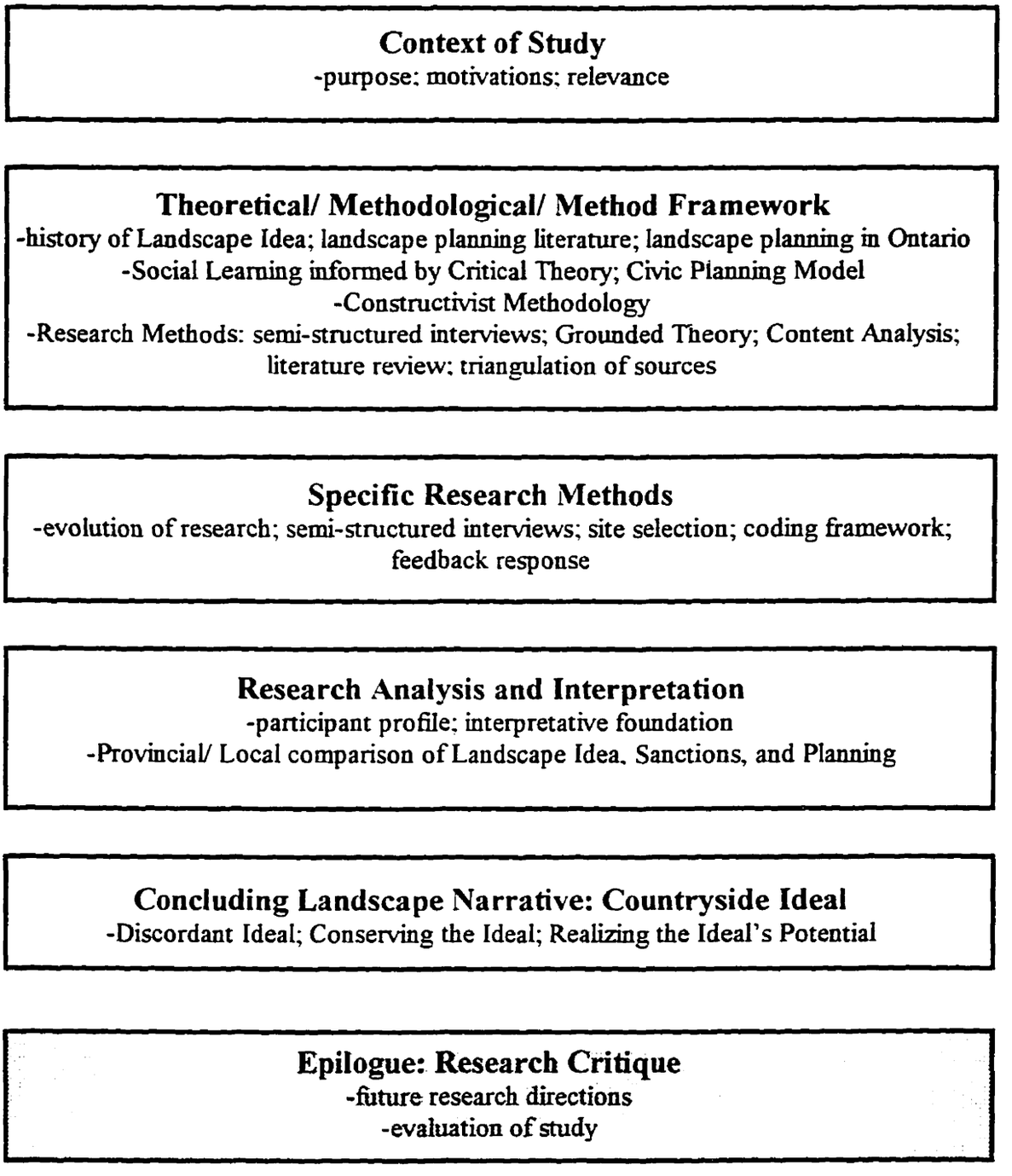
To describe this potential, the five chapters of the thesis move from the broader theoretical context of the Landscape Idea, to a more specific look at its use at Provincial and Local Levels. The thesis culminates in a narrative on the Countryside Ideal, used to describe the complexities of the Landscape Idea - its pluralistic appeal, its dynamic qualities, and its ability to integrate cultural and natural forces. Through this metaphor the future of the Idea is also speculated upon, in light of the radical shifts which have recently occurred within the planning environment of Ontario.

Chapter 1 sets out the context from which this study emerged - the study's purpose, structure, and relevance to both planning generally and more specifically to Ontario today. **Chapter 2** provides a review of the Idea's origins, culled from allied fields of geography, architecture, landscape architecture, literature, art history, environmental psychology, and sociology. Key landscape planning literature is also surveyed, as is the term's usage in Ontario's planning history. The second chapter concludes with a discussion of planning theory, focusing on the Social Learning and Critical Theory that provides a foundation to the study's Civic Planning Model. This theoretical discussion naturally leads to the focus on Constructivist methodology. It is from this basis that the research methods, best suited to the exploration of an idea as complex as Landscape, are described - namely Grounded Theory coding of interview findings, augmented by Content Analysis and triangulation of information sources.

Chapter 3 continues the discussion of research methods describing how techniques were specifically tailored for this thesis. Site selection criteria is described with its statistical support presented in an attached Appendix. The academic and legislative roots of the coding framework used to analyze semi-structured interviews is also presented - demonstrating the evolution of the 5-part definition of the Landscape Idea and its Sanctioning and Planning aspects. The condensed version of the interview analysis follows in **Chapter 4**. Again, the Appendix contains the more detailed accounting of this coding exercise.

The concluding **Chapter 5** contains the synthesizing narrative - a qualitative technique employed to summarize the Landscape themes and its complexities. The Countryside Ideal metaphor serves to describe landscape's discordant aspects; the challenge of conserving this Ideal; and the likelihood of realizing the full potential of the Idea in the present planning of Ontario. It is also in this conclusion where the effects of the shifting political context of this environment, and thus this study, is discussed. The rapid reworking of the 1995 Planning Act, a document which was a product of extensive public consultation, was a consummate expression of top-down planning. Landscapes of both a cultural and visual variety were included in the 1995's net of environmental concerns. But with the 1996 Act, the scope of protections were narrowed to 'cultural heritage landscapes'. With this new reality power dynamics shifted from upper to lower tier; from bureaucrats to developers; and from environmental to economic valuing of the land. For the planner it has clearly meant a transformation in how they could have planned in 1995 as an 'enabler' within a more regulatory environment, to one of 'guidance' with a dependence on more volunteer commitment in 1996. This new environment is unknown territory, and 'landscape's' welfare on this shifting ground is the subject of speculation in the concluding parts of this thesis.

Figure88
Thesis Structure: Epilogue



Acknowledgments

In the last few years it has taken to complete this doctoral research, my family has been a constant source of love and support. In this case my 'family' has grown beyond conventional relations to include some wonderful people. First, I thank Jennifer Heap - a quiet and calming force that entered my life at the beginning of this process to care for my children... who has come to be a great friend, teaching me to nurture that which is positive in us all. As I write this acknowledgment, Jennifer is giving birth to her own child - her first - a joyous moment for all who love her, and a poignant moment for me as I see my cherished mother move away from me in a life-affirming struggle that finally confirms for me, incredibly, her mortality. The completion of this thesis is therefore marked emotionally for me as a wonderful new beginning and a very sad ending.

As to the work of the thesis, I must thank my committee members - Gordon Nelson, Beth Moore Milroy, Paul Eagles, and George Penfold - each of which brought a unique perspective, invaluable enrichment, and constant encouragement. Looking at this mix of outstanding scholars, I feel remarkably fortunate to have formed such a group. First, there is George who in spite of a move west to his own dream landscape in British Columbia, has continued through the research to provide thought-provoking and astute commentary; and a particularly important perspective as a major player in the reforms that produced the landscape sanctions that are central to this study. Then there is Paul, who also left to far-away places 'down-under' through the process - and yet also maintained another perspective for me, greatly valued, from a scholar whose interests inform this work about issues surrounding environmental management and planning. Then there is Beth, who through precise and revealing critiques helped enormously in the fashioning of the theoretical base of this research; sessions with her were invigorating and encouraged me to see things in a truer, more critical manner. And finally, there is Gordon, who has overwhelmed me with his energy and drive. He has been the perfect advisor, knowing when to challenge, how to direct to the next step, and what to strive for. He has been a faithful guide through terrain that has been at times rocky and unpredictable.

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As well, there were faculty members at the Rural Planning School who helped me further the work in the rural planning area: John Fitzgibbon was wholly responsible in directing me to the focus of this research, on the landscape idea in the new planning legislation; and John FitzSimons provided essential statistical support in the selection of the sites for this study.

Finally, I thank the family closest to me - my children and husband, transforming my life from a narrow focus on self, to a kaleidoscope of living with four distinct and remarkable personalities. There is Anna whose funny faces and maniacal laugh has cheered me; to Olivia whose spontaneous hugs have warmed me through and through; to Aurora whose gentleness has inspired me; and to Geoff whose strength and constant loving support have always sustained me through everything I ever chose to take on. He has always made the impossible... possible.

I am indeed a lucky person; and I heartily thank them all.

Dedication

To Frances Carmel Pollock (nee Karpiuk)
with the tough soul of an artist
whose generosity extended to all by way of keen interest, wise counsel, constant encouragement, respect and love.

I will miss you, Zazu.

Planning for the Landscape Idea

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Preface

It is important to distinguish the term 'landscape' amongst the allied concepts of 'countryside', 'place', 'heritage', 'ecosystems', 'land', 'area', 'nature' and 'environment'. In fact, all of those terms are used at some point in the paper even though 'landscape' remains the focus. For example, literature referring to 'countryside' - a term commonly used in British writing about the rural landscape - was reviewed because of the rural emphasis of this study; and it is later used as the basis of the concluding narrative on the Landscape Idea.[1] Literature on 'place' was also reviewed because of its similar characteristics to landscape; such as the connection to an area by association, memory, community and event. 'Heritage' was also picked up in the search because of its dual interpretation as a cultural and natural entity. And finally, 'ecosystem' literature was also perused because of the integrated view of the world that concept suggests.

However, the review of literature referring to 'nature'[2] and 'environment'[3] was more selectively chosen because that writing often tended to deal with only the natural side of the landscape experience. Often, it is not treated in a balanced manner. An integrated approach is essential in dealing with an idea such as landscape - an entity made up of natural and cultural elements.

As well, literature dealing solely with 'land', 'property' and 'area' was rarely used. These terms tend to deal more exclusively with the physical aspects, e.g. 'land use planning', 'area designations', and 'historic properties'. The intangibles of a landscape cannot be explored through these terms. A more all-embracing term is needed.

Each one of the terms 'countryside', 'place', 'heritage' and 'ecosystems' could have in fact been the subject of research for a study such as this. Each holds the potential for planning as a holistic concept - a foundation from which planners could address issues of pluralism, equity in decision making, and integrated approaches in planning. But it is 'landscape' that is explored in this particular study - given its timely introduction into Ontario's current planning policy; given its long history in literature; given its accessibility in interpretation to all the population; and given the increasing interest in the term across different disciplines and countries. About 'landscape', Yi-Fu Tuan said that that term could be considered "redundant since the more precise terms of estate and region already exist." Yet 'landscape' has survived and its utility has grown over the years, "because we have learned to recognize a special ordering of reality for which a special word is needed."[4] It is this 'ordering of reality' that is explored in this thesis; and what impact that ordering will have on the implementation of this concept.

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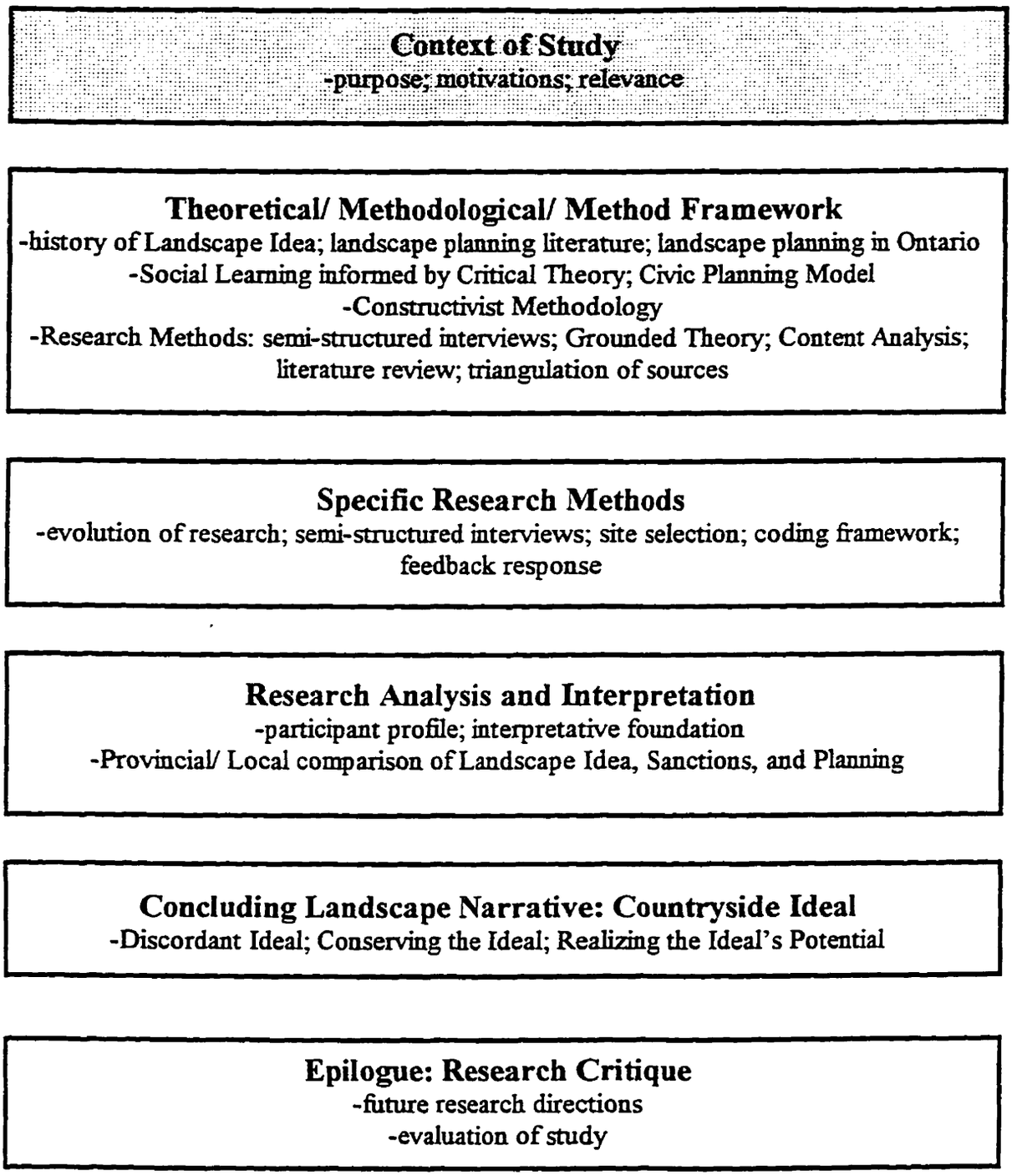
[1] Works such as Oliver Rackham's *The History of the Countryside* (1986. London: Belhaven Press) and an article by Carolyn Harrison, Melanie Limb and Jacqueline Burgess called, "Recreation 2000: Views of the Country from the City" (1986. *Landscape Research.* 11(2): pp. 19-24), although using 'countryside' are really talking about general landscape issues.

[2] e.g. a useful article that talked exclusively of nature, but had relevance to landscape was Svend E. Larsen's "Is Nature Really Natural?". (1992. *Landscape Research.* 17(3): pp. 116-122).

[3] e.g. a book that deals with many landscape themes is John Gold's and Jacquelin Burgess' (eds.) 1982, *Valued Environments.* (London: George Allen and Unwin).

[4] Tuan, Yi-Fu. 1979. "Thought and Landscape: The Eye and the Mind's Eye", in D.W. Meinig. (ed.) *The Interpretation of Ordinary Landscapes: Geographical Essays.* New York: Oxford University Press, p.90.

Figure 2
Thesis Structure: Context of Study



CHAPTER 1

Introduction

This section introduces the reader to the study's context - why we should care about Landscape; and its relevance in policy development, planning and conservation. The structure and motivations of the research are also presented as background to the dissertation.

1. INTRODUCTION

Driving along a country road the car crests a hill giving a view beyond to cedar-railed fields, patterned by stone houses, huge barns, grazing cattle and distant woodlots. One takes pause, attention pulled momentarily from the focus of the pavement and everyday concerns, to a potent idea - *the landscape*.

It is an idea imprinted variously on people by,

distant events;

> When you think really the way landscapes are perceived is a result of our cultural history. What we think of being attractive is result of our own past, or the way we've been educated and the way we think about things. So it's very much part of our heritage even though you can look at a landscape, a pretty landscape, that may not have any sort of, you know identifiable heritage features per se in it. The way you see it is part and parcel of your history anyway.[1]

scientific observations;

> ... a rolling landscape dotted with huge open grown Oak. My reading of it and I'm not a lone, that this is an ancient, or pre-settlement tall grass prairie and oak Savannah.[2]

profit margins;

> Nobody that I'm aware in the industry wants to rape the agricultural lands of Waterloo Region. I think it's a fundamental asset to this area.... But where it gets stupid is areas like North Dumfries where there's many possibilities without intruding onto Class 1 Agriculture... But it's not happening because they're taking this unilateral approach that rural is rural and it shall not be developed. It's just fought tooth and nail by Ag and Food. I mean they don't care if there's some argument for it in some areas- they just fight it. And the Region spins its wheels and the local level just sits. And the industry just shuts down. And I think that's wrong.[3]

personal memories, both positive and negative;

> I developed some images and very strong feelings about the country... being a refugee going to the country was extremely exciting for me- the smell of cow manure on a summer's morning was magic.... Strong memories of rolling hills with bluebells in the woods and fox gloves growing along hedgerows, dividing fairly small fields and just country people and their attitudes."[4]
>
> "There was then a much more severe conflict, the real public interest and the people who purported to be serving it... The Harbour Commissioners basically sold out the public interest... the Bay was basically paved over a third to a half of it... with slag from Stelco and Dofasco. I used to wonder as a kid why the other side of the Bay seemed to get closer and closer.[5]

and contemporary policy-making.

> I wrote a letter to the Ministry of Municipal Affairs, when they circulated the draft policies, expressing my general support for the direction they were taking. And also

---

[1] Taken from interview transcript, Summer 1995.
[2] Ibid.
[3] Ibid.
[4] Ibid.
[5] Ibid.

> very strong support for the landscape policy- which I thought was a major advance.... I've traveled quite a bit in different parts of the world. I've seen protected landscapes in Europe. But I know how attractive they are. The fact that they really work. They've stood the test of time. People love to live in them. And I see... people in Ontario aren't radically different from people in parts of the U.S. or Britain or France or Germany, where they do have these protected areas.[6]

Official conservation policy is usually a reflection of the value people hold for different aspects of the environment. Recent Ontario legislative history attests to this. In March 28, 1995[7] the old Planning Act was reformed to include, among many other innovations, policies to protect Ontario landscapes - both visual and cultural. With a subsequent change of government another Planning Act was passed in April 3, 1996,[8] and in spite of many modifications, the policies to protect 'cultural heritage landscapes' survived.

In this thesis the landscape understanding of the authors of these Provincial Policies is explored. A comparison is further made between this provincial understanding and the understanding held within selected local areas in the Grand River watershed. The advantages to this juxtaposition are the ability to see the genesis of the landscape conservation measures in the planning acts; to examine how the idea has been translated into potentially powerful Provincial Policies, and implemented at a local level; and to observe how different understandings of a planning concept brings power relationships between different planning agents into focus.

As a planning concept 'landscape' has great potential, and it has been clear to me[9] since beginning studies in landscape architecture that landscape is far more than a momentary glance up from the road for a passing motorist. It represents a coming together of many personal as well as external disciplinary threads. Having trained and practiced as a landscape architect and now committed to the teaching of future generations of landscape architects, I maintain a strong interest in the power and complexities of landscape. With the emergence of the term in Ontario's influential Planning Acts, I was intrigued by the possibilities, as well as the difficulties, of truly embracing landscape as a planning foundation. Landscape reflects a larger movement afoot in the profession - to a more integrated and inclusive process. Landscape has the potential to unite both cultural and natural perspectives that have been traditionally divided; and it can also serve as a platform from which all members of a society can relate - we all experience landscape and we all have a vested interest in it as a common, yet variously understood reality. Landscape could represent a more concrete foundation for many contemporary planning theorists who currently argue for important yet less applied and ethereal concepts of pluralistic, dynamic, and integrated planning.

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[6] Ibid.

[7] Bill 20: "An Act to Promote Economic Growth and Protect the Environment by Streamlining the Land Use Planning and Development System through Amendments related to Planning, Development, Municipal and Heritage Matters". First Reading, November 16, 1995.

[8] Ontario Legislative Digest Service, 1st Session, 36th Legislature, 1996, Bill Number 20(G), Release 20, April 26, 1996.

[9] The introduction of the author in the first person may seem a little unconventional. However, this has been a conscious decision in recognition that all research is subjective; and no more so than in the study of 'landscape'.

Recognition of landscape's planning potential has been present on the international conservation stage for some time. Most notably there is the formation in Britain, in 1949, of the Countryside Commission and its work with Areas of Natural Beauty (AONB). Through these designations the Commission has been trying to retard the deterioration of rural landscapes from agricultural change, mineral extraction, and urban sprawl while at the same time addressing the recreational, tourist and community growth needs of the same areas.[10]

A more 'top-down' approach to landscape conservation, the Countryside Commission also protects landscapes through National Parks and Heritage Coasts programmes. The French on the other hand have a more regional and local emphasis to conservation. *Syndicat mixtes* are local boards of political and development interests who advise local authorities; authorities that retain ultimate power in the establishment and administration of protected landscapes.[11]

There are also a growing number of other countries which are taking steps to conserve their landscape heritage. To name a few, there is the protection of the traditional fishing area of Torres Strait Protected Zone, between Papua New Guinea and Australia[12]; the visual quality planning control in Malvern County District Scheme of New Zealand[13]; and the Cultural Landscape Initiative led by the United States National Park Service.[14]

The arrival of the landscape idea to international consciousness was heralded by the International Union for Conservation of Nature and Natural Resources (IUCN) when it held a joint conference with the Countryside Commission in 1987. From this International Symposium on Protected Landscapes in the Lake District a resolution was adopted called *The Lake District Declaration*[15]. The Declaration listed the values of protected landscapes and serves to describe why the Province of Ontario was moved to protect their landscape heritage in 1995 and again in 1996.

Figure 3

Values of Protected Landscapes

conserving nature and biological diversity;
buffering more strictly protected areas;
conserving human history in structures and land-use practices;
maintaining traditional ways of life;
offering recreation and inspiration;
providing education and understanding;
demonstrating durable systems of use in harmony with nature.[16]

[10] Blunden, John and Curry, Nigel. 1990. *A People's Charter?: Forty Years of the National Parks and Access to the Countryside Act 1949.* Her Majesty's Stationery Office: London.

[11] Note: the French example may prove to be more applicable to the Ontario experience which is striving to localize decisions on landscape conservation through the 1995 and 1996 Planning Acts. (Lucas, P.H.C. 1992. *Protected Landscapes: A Guide for Policy-Makers and Planners.* London: Chapman and Hall).

[12] Ibid. 68.

[13] Ibid. pp.68-69.

[14] US National Park Service. 1992. "Cultural Landscape Inventory (CLI) Draft User Manual for Field Testing in FY 1992".

[15] Adopted in 1988 by the IUCN at its 17th Session in San Jose, Costa Rica.

[16] Lucas, P.H.C. 1992. *Protected Landscapes: A Guide for Policy-Makers and Planners.* London: Chapman and Hall.p.27.

This landscape declaration was given further substance in 1992 when UNESCO's World Heritage Committee produced its "Convention concerning the Protection of the World Cultural and Natural Heritage: Operating Guidelines". In this document landscapes are seen as the major medium for cultural and natural heritage.[17]

Interest in landscape on the part of Ontario's governmental agencies has also been intensifying through the 1990's. A sampling of recent studies reflects the utility of this term. For example, there is *The Natural Heritage of Southern Ontario's Settled Landscape: A Review of Conservation and Restoration Ecology for Land-use and Landscape Planning*[18], produced by the Ministry of Natural Resources; a recent publication by the Ontario Management Board for the conservation of cultural heritage resources of the Province's properties included a section on landscapes[19]; the Greenlands strategy for the Greater Toronto Area provided provisions for the conservation of "Cultural Heritage Features and Landscapes"[20]; and the Royal Commission on the Future of the Toronto Waterfront used a landscape perspective in its studies of watershed and land-use planning.[21]

In Ontario the movement to adopt landscape as a planning element first got momentum with the influential report of Len Gertler in 1968, *The Niagara Escarpment Study: Conservation and Recreation Report*[22]. This was a report that was influential in the creation of the Niagara Escarpment and Planning Act[23], which now protects the 'open landscape character' in the protected area. This same sentiment was present twenty-five years later with the study prepared on the Oak Ridges Moraine, which called for the preservation of "the essential landscape character of the region".[24]

This thesis traces the history of that continuing and building interest in landscape through park development[25]; power corridor selection by Ontario Hydro[26]; work of

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[17] World Heritage Committee. 1992. "Convention concerning the Protection of the World Cultural and Natural Heritage Convention." UNESCO: Santa Fe.

[18] Riley, John L. and Mohr, Pat. 1994. Aurora: Ontario Ministry of Natural Resources.

[19] Commonwealth Historic Resources Management Ltd. 1993. Toronto: MBS

[20] Ontario. Office for the Greater Toronto Area. *Vision for the Countryside - Report of the Provincial-Municipal Countryside Working Group.* p. 6.

[21] Royal Commission on the Future of the Toronto Waterfront. 1991. *Planning for Sustainability; Towards Integrating Environmental Protection into Land-Use Planning,* and 1990. *Watershed.* Toronto

[22] Ontario Treasury Department- Finance and Economics. Niagara Escarpment Study Group. *Niagara Escarpment Study- Conservation and Recreation Report.* 1968.

[23] Government of Ontario. January 1992. Niagara Escarpment Planning and Development Act. Revised Statutes of Ontario. 1990. Chapter N.2.8.

[24] Ecologistics Limited. 1993. *Options for Tomorrow: Alternative Planning and Design Approaches for the Oak Ridges Moraine.* Background Study No. 6 ORM-007. Ontario Ministry of Natural Resources. Toronto. Executive Summary.

[25] e.g., A study considering the establishment of a National Park at the north end of the Niagara Escarpment with one of the planning goals being, "To protect the special and important landscape features of the area while at the same time to allow for compatible recreational use." And an objective being, "To interpret the unique landscape and cultural history of the area to the visitor." (Eagles, Paul F.J. *et al.* 1981. *The Feasibility of Establishing a National Park in the Bruce Peninsula and Manitoulin Island Area of Ontario.* pp. 130 and 132).

[26] McKibbon, George. 1983. "Recommended Route Evaluation Criteria for Niagara Escarpment Crossings." Ontario Hydro Route Stage Environmental Assessment. Toronto: Ontario Hydro.

Conservation Authorities[27]; and numerous studies by provincial and federal authorities[28]. The intensifying interest in the concept eventually leads to the inclusion of the idea in the draft of the new Ontario Heritage Act[29]. This new Act has never passed, but it is evident in discussion with the authors of the 1995 and 1996 Planning Acts, which included provisions for landscape, that the Ministry of Culture (who was responsible for these landscape provisions) was greatly influenced in their role in the Planning Act review by the developments in the proposed Heritage Act.

In trying to attain the 'Promise of Landscape'[30] as a common, pluralistic and integrated planning concept, many difficulties will be encountered - and this thesis clearly points them out in its comparison between the provincial vision of landscape conservation in the land use planning process, and the local response that anticipates the real life implementation of this landscape vision. A metaphor of this promise and its challenges is presented in the form of a multi-faceted construct, called the Countryside Ideal. It represents the deep divide that characterizes landscape - between the country and the city; nature and culture; centralized power and communal societies; and self and object. It also characterizes the pastoral aesthetic that first comes to mind when the word 'landscape' is used, even though in its most complete sense it includes both rural and urban areas. And since this study is centred on the urban-rural fringe of the Greater Toronto Area, within the Grand River corridor, the Countryside Ideal seems very appropriate.

Moreover it is an Ideal that undoubtedly influenced the largely urban-bound authors of the landscape policies - city dwellers who typically fantasize about an idyllic existence on their own country estate, complete with a stone house, cedar fences and grazing cattle. The thesis describes this Ideal in detail explaining its strong connections to the whole conservation movement, epitomizing a "respect for nature, sensitivity to the presence of others and their needs, an organic sense of total systems, in nature and in social relationships, in pride of workmanship and in the artisans skills."[31] The Ideal persists in spite of shrinking rural centres, and the industrialization of farming operations. Therefore the thesis affords a comparison between those who dream about the Countryside Ideal, at a distance from urban areas employed by the Province; and the rural residents who live the Ideal in the local areas.

The study is intended for an audience familiar with planning and the heritage conservation field. However, the paper is intentionally not steeped in technical planning language because it should be accessible to scholars from other fields who have also

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[27] e.g the Heritage River nomination of the Grand River included detailed descriptions of the cultural landscape, (Nelson J.G. and O'Neill, Pauline C. (eds.). 1989. *The Grand as a Canadian Heritage River.* Occasional Paper 9. Waterloo: Heritage Resources Centre, University of Waterloo).

[28] e.g., the combined federal and provincial study of the Rideau and Trent Severn with the CORTS study of the 1970's.

[29] 'Real Property' described in the draft Act as, "natural and cultural lands, areas and corridors and the features thereof, including buildings and other structures, archaeological and paleontological sites, cemeteries and other burial places, areas of natural and scientific interest, landscapes and vista." (Ontario Ministry of Culture and Communications. November 30, 1993. *A New Ontario Heritage Act: Working Draft.* Toronto. 'Definitions'. p.5).

[30] As one participant referred to it in an interview. Summer 1995.

[31] Sim, R. Alex. 1988. *Land and Community: Crisis in Canada's Countryside.* Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. p. 23.

focused their attentions on landscape, such as geographers, architects, historians, and ecologists. As well, it is a hope that excerpts from this thesis can be distributed to study participants, as well as other planning actors located in different parts of the Grand River watershed and beyond. The findings of such a study would have immediate relevance to all who are involved in any land-use planning process, such as environmental and heritage activists, politicians, and developers.

The study itself is largely a qualitative piece of grounded theory research, which brings its own philosophical foundation - namely that research is never objective and the use of 'I' or 'me' reflects this subjective exploration of an idea. The study's findings not only reflect the participant's feelings about landscape, but it also reveals the researcher's deeply-ingrained thoughts on the subject. The dissertation builds an understanding of landscape from an investigation of landscape literature, and a series of semi-structured interviews and a subsequent feedback response with both local and provincial planning actors. The thesis has five major chapters which describe in a hierarchical fashion the research interpretation nested within the field interview analysis; and an explanation of the specific research approach structured within a more generalized theoretical/methodological and method framework. The thesis concludes with a narrative on the landscape idea explained through the Countryside Ideal. This discordant Ideal is described; as is how this valued Ideal may be conserved. The narrative culminates in a final commentary on how the full potential of that Ideal may be realized - its potential played out in light of the radical shift in ideology and power that has occurred through the course of this research on landscape.

In fact this whole study perfectly highlights the current power play in the Province of Ontario. The 1995 Planning Act that this study began with took 4-years to produce in a highly consultative manner. The 1995 legislation represented a "carefully crafted compromise bridging the views of the three main protagonists in the land development debate in Ontario - the municipalities, the developers, and the environmentalists."[32] A short nine months after the passage of the reformed Act, and with a change of government and ideology - the newly-empowered Progressive Conservative government brought around rapid changes with the introduction of a new Planning Act,. This 1996 version of the planning legislation was forged with developers and municipalities, and not environmentalists. The exclusion of some interests and the inclusion of others clearly demonstrated the new power structure in the Province. Even with this more exclusive process of change, 'landscape' has survived. The question now is whether the new streamlined legislation will encourage landscape conservation and the necessary parallel support of local communities; or will landscape conservation be put off until the power structure shifts again?

Finally, it should also be clearly noted that this is a study of a concept that has been newly introduced to Ontario's planning lexicon. This research is a snapshot in time, largely built upon the reactions of people who have not yet implemented any landscape conservation measures. Thus the study could fruitfully be done again in five or ten years to examine how that idea has been actually implemented in planning decisions. This study can only speculate on how this potentially effective planning focus will likely influence people making these conservation decisions.

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[32] The Toronto Star. November 17, 1995. "Planning Act Ontario Legislation": Editorial. p. A26.

2. Purpose of the Study

The association of 'landscape' with painters, writers and academics[33] is a long and rich one. But more recently this term has been used by those interested in its potential for conservation - capturing within its meaning a more unified view of natural and cultural resources[34]. In fact, in some jurisdictions the concept has been deemed so useful that measures have been taken to protect landscapes[35]. Yet the concept remains illusive[36] - a particular problem when used in policy. Therefore while the term 'landscape' may allow a more inclusive approach to conservation, it can present many difficulties by being so variously understood.

In the Province of Ontario it became particularly pressing to better understand this imprecise concept when it entered officially-sanctioned planning policy through the Planning Act of March 28, 1995. This research need continues, since the term was maintained in Bill 20; a bill that amended the 1995 Planning Act when it was passed April 3, 1996.[37] 'Provincial Interest' in landscapes was articulated in the 1995 Act's accompanying Policy Statement's B13 - "Policies and decisions regarding development and infrastructure should conserve significant landscapes, vistas and ridge-lines."; and B14 - "Policies and decisions regarding development and infrastructure should conserve significant cultural heritage landscapes and built heritage resources.' The subsequent

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[33] e.g., **Painting:** In the 18th century, "Landscapes very quickly became the most popular genre of painting, and in the private collections of the very rich it was the newly acquired Claudes [Claude Lorrain] and Salvators [Salvator Rosa] that were most admired." (John Barrell, 1972. *The Idea of Landscape, 1730-1840: An Approach to the Poetry of John Clare.* London: Cambridge University Press. p.4); **Literature:** Talking of the Pleasures of the Imagination the English essayist, Joseph Addison wrote in the Saturday, June 21, 1712 (No. 411) issue of *The Spectator*, "for by this Faculty a Man in a Dungeon is capable of entertaining himself with Scenes and Landskips more beautiful than any that can be found in the whole Compass of Nature." Joseph Addison, (cited in Donald Bond (ed.). 1965. *The Spectator*, Volume III, Nos. 283-426, London: Oxford University Press. p.537); and **Theorists:** Lewis Mumford in 1925 said, "The works of man express themselves in the cultural landscape. There may be a succession of these landscapes with a succession of cultures. They are derived in each case from the natural landscape, man expressing his place in nature as a distinct agent of modification." (*University of California, Geographer* II. p.37).

[34] Natural and cultural elements are inextricably tied to the other in a landscape's formation - over years of human occupation of the environment. This is the thesis of W.G. Hoskins' seminal piece, *Making of the English Landscape* (1988. London: Hodder and Stoughton) documents the history of this human-natural interaction.

[35] e.g., Tongariro National Park in New Zealand, the first internationally recognized cultural landscape was designated as a World Heritage Outstanding Cultural Landscape. (ICOMOS Australia. 1994. *ICOMOS Landscapes Working Group Newsletter*).

[36] Geographer D.W.Meinig calls 'landscape' an "attractive, important, and most ambiguous term." (1979. New York: Oxford University Press, p.1); and David Lowenthal goes further saying, "almost nothing is known about landscape as a whole. Landscape meanings and values vary with place and epoch in ways little understood and seldom compared; we don't even know which attachments are universal which specific to a given time or place. How landscapes are seen and thought about, what aspects of them are admired, what symbolic meanings they embody, how purpose and duration, novelty or impending loss affect our encounter with landscape. Such questions have few answers." (1990. "Historic Landscapes: Indispensable Hub, Interdisciplinary Orphan". *Landscape Research.* 15(2): p.27).

[37] Ontario Legislative Digest Service, 1st Session, 36th Legislature, 1996, Bill Number 20 (G), Release 20, April 26, 1996

Provincial Policy Statement of December 1995, released with Bill 20, served to maintain provisions for landscape with its clause 2.5.1. - "Significant built heritage resources and cultural heritage landscapes will be conserved."

Therefore the goal of this study is to understand how the idea of landscape is being interpreted for planning purposes in Ontario. To achieve this, the research has two parts: the first examines how landscapes are described and planned by provincial planning actors - those responsible for writing provincial landscape policy. And the second part of the study centres on the local planning actor's landscape idea - since local planners are the ones who will be called upon to implement these landscape policies. When these two sectors are compared in the final narrative, one gains a more complete perspective on how landscapes will be planned and conserved in the Province: where incongruities could exist; where there will be difficulties with interpretation; where institutional change must occur, and so on.

3. Research Structure

The task of understanding the landscape idea and assessing the 'fit' between the idea and planning for the idea, is the major emphasis of the work. There are three stems constituting this research - of these, the first two components are given priority:

1. Understanding the Landscape Idea; and the state of Landscape Planning.
2. Assessment of the 'fit' between the Landscape Idea and Provincial Landscape Planning.
3. Recommended Adaptations of Provincial Landscape Planning to the Landscape Idea.

The Question that flows from this is,

What is the provincial, officially-sanctioned idea of landscape in Ontario; and how does it interact with the local landscape idea, and impact on future planning efforts?

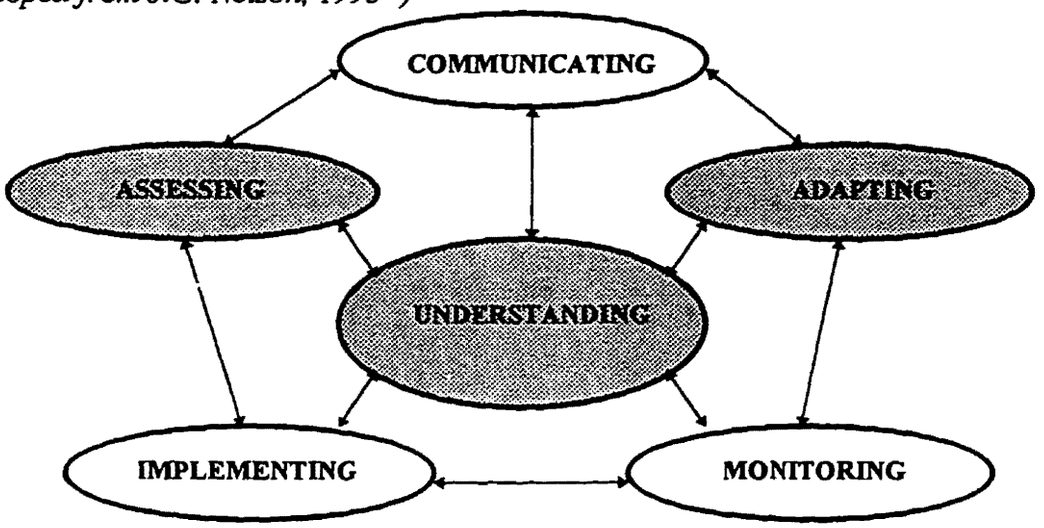
To answer this question a hierarchical study has been designed with the major focus of the work on the understanding of this vague concept of landscape at both a provincial and local level. This then is followed by a survey of existing planning for landscapes, again at both levels. Assessment of the 'fit' between the landscape idea and landscape planning leads to a number of recommendations or adaptations for better landscape conservation practice.

The sections of 'Understanding', 'Assessment' and 'Adaptation' are taken from the Civics Planning model[38]; although the overall process in the Civics Planning approach includes Understanding, Communicating, Assessing, Visioning, Implementing, Monitoring and Adapting. Their interrelationship is illustrated in Figure 4.

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[38] J.G. Nelson describes this planning approach in "Natural and Cultural Heritage Planning, Protection and Interpretation: From Ideology to Practice, A Civics Approach", (in John Marsh and Janice Fialkowski (eds.). *Linking Cultural and Natural Heritage*, Proceedings of a Conference at Trent University, June 11-13, 1992, The Frost Centre for Canadian Heritage Development Studies, Trent University, pp.33-43).

FIGURE 4
Civic Planning Model
(Developed from J.G. Nelson, 1993[39])



All six would more likely be realized in an actual planning exercise. However for a study such as this which seeks ideas, the focus, as Figure 5 indicates, is largely one of Understanding, Assessing, and Adapting.

Figure 5
Thesis Focus within Civic Planning Model

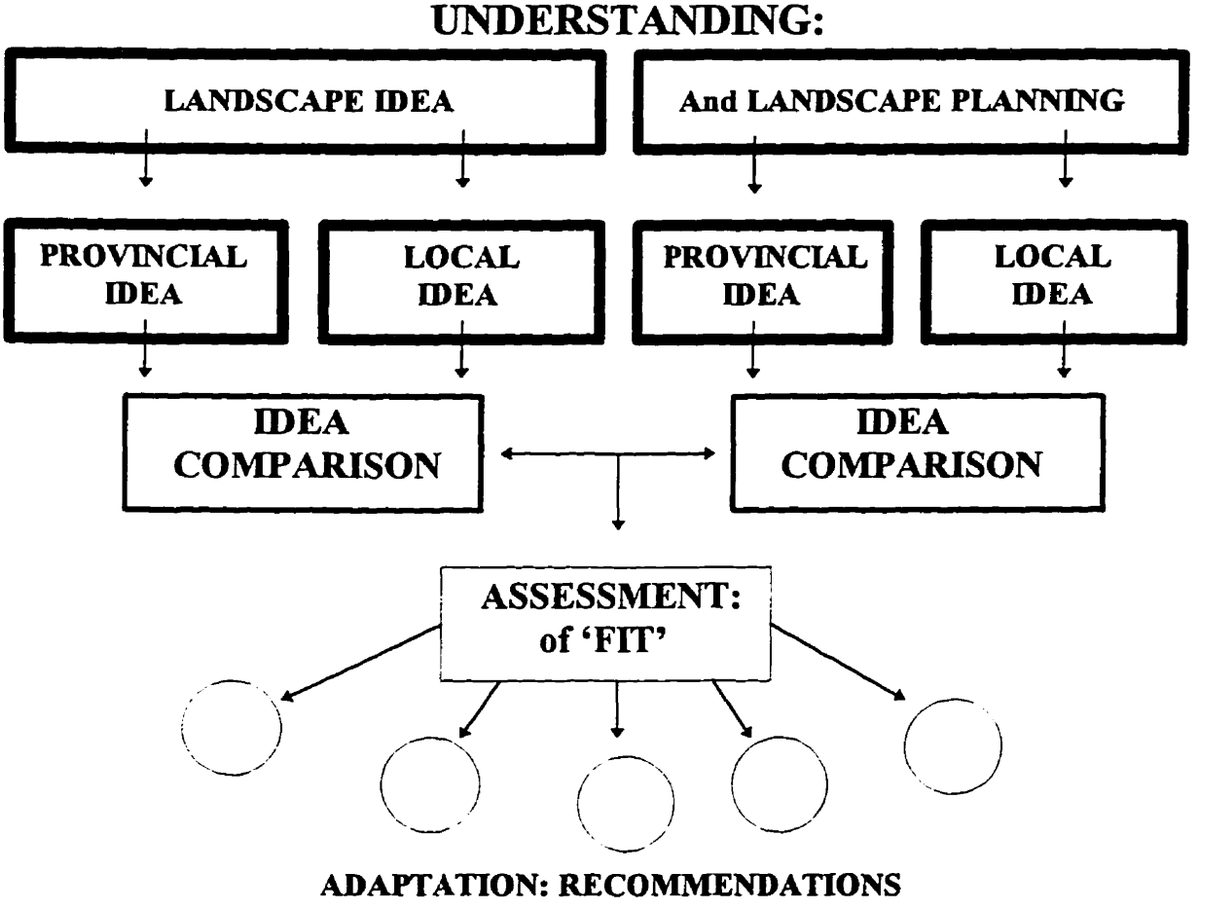
> ***Understanding:***
> "Broadly informing; comprehensive; selective in terms of significance, assessment and action; focusing on preparedness for action.";
> ***Assessing:***
> "Understanding of and ability to evaluate and select on the basis of principles and standards; pluralist in orientation; awareness of various kinds of social, economic and environmental assessment; understanding of trade-offs; importance of understanding and assessing institutions both as resources and as obstacles to desired change."
> ***Adapting***
> "Understanding that continuous adjustments to turbulent and changing circumstances are part of the civics model; objectives and activities frequently change among individuals, groups and nations in a dynamic world; capacity to foresee and adapt; evolutionary, interactive, competitive and accommodating; tolerance for ambiguity."[40]

[39] Adapted from J.G. Nelson's 1993. *Towards a Sense of Civics: Sustainable Development, the Universities and Provincial Renewal.* For Council of Ontario Universities, Universities and Provincial Renewal Conference, held November 7 to 9, 1993. Toronto: Council of Ontario Universities.
[40] Ibid. p.43.

Understanding is placed in a central position in Figure 4 indicating its importance to the whole Model. And so it is with this thesis: understanding is paramount as it effects all other aspects of the work. It is the Understanding of the Landscape Idea that in turn will influence the Assessment of the fit of Landscape Planning to the Idea; and how Adaptations should be made to better accommodate the fit. In a real-life planning situation the relationship between these three phases would be more iterative than one-way; but since this study really represents a snapshot of Understanding, the natural spread of influence from Adaptations to Assessment, and on to Understanding, was not as apparent.

Given the concentration on Understanding, Assessment and Adaptation, Figure 5 indicates the study's hierarchical emphasis. The first priority is Understanding, followed by Assessment, and finally Adaptations.

FIGURE 6
Research Hierarchy



4. Motivations

Traditionally scholar's interests become more specialized as they move through their career. My focus however, has broadened like the field of my academic interest, landscape conservation.

When motivations are considered I begin with my training in landscape architecture - an unusually general programme of study for a professional degree[41]. This training predisposes one to see the environment as an amalgam of natural and cultural forces, with courses ranging from sociology to soil science.

After graduating I worked with Parks Canada, thus giving me a very good perspective on the evolution of landscape conservation in the country. As a Period Landscape Architect with this federal agency, I saw conservation move from the protection of specific historic sites to the protection of broader cultural landscapes. To illustrate this shift - my first project was the landscape restoration of a small National Historic Site, Motherwell Homestead. The directive from the planning team was to faithfully return this farm to the summer of 1914. In retrospect this seems a ludicrous goal when the dynamic nature of a landscape is considered; nevertheless gardens were replanted with historic vegetable and flower species, site furnishings were exactly detailed from period photographs and archaeological data, and period maintenance guidelines were written for costumed site workers.

This approach to landscape conservation quickly evolved because it did not recognize the dynamic nature of landscapes. By the end of my tenure at Parks Canada, I was working with a more realistic approach for an important cultural landscape, the 1,200-hectare, Batoche National Historic Park. It was a challenging project - reconciling on one hand the reconstruction of a battlefield; and on the other, the commemoration of a landscape that reflects continuous Metis occupation since the early 1800's. These two projects represent the evolution of Canadian landscape conservation, from a bounded, time-locked restoration to an extensive, continuously-occupied landscape. The broadening of the landscape theme has also surfaced in my teaching and research at the School of Landscape Architecture, University of Guelph. In discussing the history of design I always talk to students about the larger contexts of economic, political and social movements.

It is from my previous research work at Guelph however, that this present doctoral study has directly developed. Like the overall maturity of the conservation movement that has influenced other parts of my experiences, this research has also evolved to wider applications. Five years ago my research was dealing with the development of a historic site inventory - a listing of separate properties significant for their association to specific personalities, events and dates. Now I am considering the overall conceptual and policy framework for landscape conservation.

The initial focus of my doctoral work was on the Heritage Act and its provisions for landscape conservation. However, that Bill has never been passed and the latest

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[41] Typically, a prominent landscape architecture school describes the profession as a blend of natural and cultural elements. "The art and science of designing and conserving land and water for human use and enjoyment." (1996/97. *University of Guelph, Undergraduate Calendar.* Guelph: University of Guelph. p.151).

versions of the Planning Act[42] with its attached Provincial Policy Statements has subsumed many of the Heritage Bill's landscape conservation provisions,. With the passage of the Planning Act on March 28, 1995 the initial opportunity presented itself. It was the first time[43] the landscape idea could be so fully and ubiquitously applied in the Province. The subsequent changes to the Act, although extensively softening the strict environmental protection present in the 1995 Act, preserved a provision for the conservation of landscapes. The concept is still present and potentially influential on the local planning scene. Both these Acts therefore remain a logical point of entry: allowing the researcher to focus on those responsible at a provincial level for the crafting of these new provisions for landscape; as well as concentrating on those local level planning actors who would most likely first encounter and wrestle with these provincial policies - area and regional planners, politicians, environmental and heritage advocates and developers.

5. Relevance of Study

This examination of landscape relates to three areas beyond the constructs of this study; and the relevance of this research draws from that. They are:

A. Landscape and the new Planning Acts,
B. Landscape and the broadening trend of heritage conservation, and
C. Landscape and recent planning theory developments.

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[42] i.e., 1995 and 1996 versions of the Planning Act.

[43] This claim is made with some reservations - in that the word 'landscape' has actually appeared in three previous pieces of legislation in Ontario. These are the Aggregate Act, Niagara Escarpment Planning and Development Act and the Crown Timber Act. Yet the provisions for landscape in those Acts are limited. The Aggregate Act uses it in a landscaping sense in its requirements to beautify aggregate operations. In Chapter A.8, 26. of the Act, under 'Matters to be considered by Minister', it says the Minister "... shall have regard to, i) any proposed aesthetic improvements to the landscape." The Crown Timber Act also mentions landscape in an aesthetic sense in 'Forest Management', 28.(2) "the Minister may, (c) for the purpose of forest management, watershed protection, fire protection, or preservation of beauty of landscape, game preserves or game shelters, direct the marking of trees to be left standing..." Finally the Niagara Escarpment Act, uses a broader meaning of landscape then a visual attribute. However, the landscape provisions are limited geographically to the Niagara Plan area. In Chapter N.2.8 of the Act, the Objective d) states its purpose is "to maintain and enhance the open landscape character of the Niagara Escarpment in so far as possible, by such means as compatible farming or forestry and by preserving the natural scenery." (For a fuller description of the legislative precedence for landscapes, see Appendix A). Therefore the Planning Act by virtue of the ubiquitous nature of this legislation makes landscape a concern for all the Province in all local planning exercises. And landscape is being considered not only as a visual asset but as a cultural resource as well.

A. Landscape and the new *Planning Acts*

This research took place over a particularly turbulent period in Ontario planning history with the passing of a new Planning Act in March 28, 1995, by the New Democratic government; its reworking under the newly-elected Progressive Conservative government; and the subsequent release of a new Planning Bill, less then a year later.[44] The term 'landscape' has survived these substantial alterations to the new Planning Act, which allows this research to retain its perspective on Ontario planning and its evolution. The interviews conducted as part of this research took place during the period when the March 28, 1995 Legislation, Policies and Guidelines were in effect. Regardless, electoral change was being anticipated by the participants in the study; and the impact of shifting ideology on the Act obviously was being contemplated and was brought forward in the interviews.

The study was structured to provide each participant with feedback on the overall responses from the interviews. A summary of the study's findings on the landscape idea were sent to all forty interviewees and their response to that material was sought. By that action the study became interactive and more current to the fast-changing planning ground through this period. The summaries were sent to the participants between twelve to eighteen months after the interviews. Therefore, they were able to make further comments according to the newest Planning Act, passed in early 1996. Therefore, although this research is based on a short-lived Act, it is still relevant in assessing what influence the 1996 planning revisions will have on future landscape conservation in the Province.The benefit of this sharing of information was to inform both the provincial and local planning actors who were involved, how very diverse and complex is the idea of landscape. This dissemination of information may assist them as they engage in the actual conservation of landscapes.[45]

Throughout this time of shifting legislative ground I have been able to see how some key people are understanding landscape and how that understanding is influencing planning decisions. I was able to get at individual nuances while still seeing the broader commonalties that will ultimately determine how well landscape conservation succeeds in this Province.

B. Landscape and the Broadening Trend of Heritage Conservation

The tradition of heritage conservation, be it natural or cultural, has been to focus on defined sites. They were discrete and bounded properties where specific conservation sanctions were enforced. No matter what size they were, they were seen as isolated sites. The inadequacy of this limited view of environmental heritage was evident; nothing is

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[44] Bill 20: "An Act to Promote Economic Growth and Protect the Environment by Streamlining the Land Use Planning and Development System through Amendments related to Planning, Development, Municipal and Heritage Matters". First Reading, November 16, 1995.

[45] Eugene Palka says in his article, "Coming to Grips with the Concept of Landscape", (in *Landscape Journal.* 14(1): 63-73) "The mutual appreciation of how each employs the concept [i.e., the landscape idea held by different professions in this case] would facilitate the exchange of information at those junctions where interests merge." (p.64)

independent of its context. Conservationists moved away from the 'islands of green' approach. In Ontario this occurred as early as 1946 with Conservation Authorities.[46] At an international level, this move to see resources in a more connected manner led to the development of such programmes as the 1973 Man and Biosphere project[47] and World Heritage Sites designations that began in 1972.[48] This broadening of the conservation approach is evident today in initiatives like the Natural Habitat Network being developed in the Region of Waterloo[49]; and at the federal level, the Natural Regions Framework of the Canadian National Park Service.[50]

As natural heritage conservation has broadened a parallel broadening has occurred with cultural heritage conservation. International charters for cultural resource management are an indicator of this widening perspective. The earliest charters approved by UNESCO's International Council on Monuments and Sites (ICOMOS) was the Venice Charter[51] of 1964 and the 1982 Florence Charter[52]. In those documents principles were established for the restoration of specific gardens and historic sites. This focus on discrete properties is probably a legacy of architectural restoration which predates garden restoration. Buildings are static, defined objects that can be conserved to a specific time

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[46] "The Conservation Branch of the Ontario Department of Commerce and Development was established in 1944 and was charged with organizing conservation work in Southern Ontario on the basis of drainage basins, with all the municipalities contained therein as equal partners." And then, "The Conservation Authority Act was passed by the legislation in the spring of 1946." (City of Toronto Department of Commerce and Development. 1960. *Conservation Authorities in Ontario, Progress and Achievements.* Toronto: Department of Commerce and Development. pp. 6-7).

[47] "The long-term goal [of the Man and Biosphere programme] is to create an international network of biosphere reserves that will collectively represent the world's major ecological systems with different patterns of human use and adaptations to them." (Environment Canada, Lands, (prepared by) Ward, E.N.and Killham, B. 1987. *Heritage Conservation - The Natural Environment.* Waterloo: University of Waterloo, Heritage Resources Centre. pp.6-7).

[48] [This designation] "recognizes the obligation of all nations to protect those outstanding natural and cultural areas which are of such unique value that they form part of the heritage of all mankind." (Ibid. p.5).

[49] "The Plan views significant natural areas as elements of an interconnected network rather then 'islands of green' isolated from one another by urban development and intensive agriculture. One of the most significant human impacts of our environment is the fragmentation of natural habitats." (Region of Waterloo. 1994, *Regional Official Policies Plan, Draft.* (Chapter 4.0 Natural Habitat Network), Waterloo: Region of Waterloo. pp.1-4).

[50] "By tradition, our parks are seen as islands to be protected from a sea of development by legal boundaries, federal ownership and a strongly independent management service. The fortress approach served us well in simpler times. But it is no match for acid rain, it provides limited room for partnership with other agencies in expanding the park system, and it is vulnerable to internal collapse as budgets shrink. As a strategy it is unsuited to the challenge of the 21st century." (Canadian Parks Service. "Parks 2000, Vision for the 21st Century." Ottawa: Canadian Parks Service. p.5).

[51] The Venice Charter is called "The International Charter for the Conservation and Restoration of Monuments and Sites." (Heritage Canada. 1990., the Ministry of Cultural Affairs of Quebec and the City of Quebec. *Preserving Our Heritage, Catalogue of Charters and other Guidelines.* International Symposium on World Heritage Towns. Ottawa: Heritage Canada, Environment Canada Parks Service p.14).

[52] 'The Florence Charter' is for "Historic Gardens". (Ibid. p.52).

and appearance.[53] Therefore by association, their settings, the gardens, were similarly treated as static defined objects.[54] As with natural environments this approach eventually became outmoded and the latest international pronouncement on environmental heritage conservation, called the 1992 Santa Fe, World Heritage Convention for Natural and Cultural Property Designation[55], heralds the broadening of heritage conservation. In Canada the evidence of a widening heritage perspective is expressed with the 1993 federally-sponsored "Study of the Cultural Landscape of the Rideau Canal Corridor". [56]

Therefore 'landscape', variously called 'cultural landscapes', 'cultural heritage landscapes', or 'historic landscapes' has emerged in the conservation field as a more inclusive concept. It is favoured as an idea that includes larger evolving tracts of land. In fact, when interviewed for this study, provincial authors of the landscape policies in the Planning Act and the new Ontario Heritage Act talked of the appeal of the landscape concept. Landscape in their minds was an appropriate concept for inclusion in policy that represented the broadening of heritage conservation in the Province - "a broader view of heritage... Which included intangible and traditional use... in addition to the more normal archaeology and built structures... "[57]

C. Landscape and Some Current Thinking in Planning Theory

The other appeal of the landscape idea is that it is parallels current theoretical developments in planning - bioregionalism, feminism and post modernism - in the call for a holistic planning approach. Landscapes allow planning actors to approach the environment in an integrated way. One provincial study participant called it the 'Promise of Landscape'... "Landscapes allow us, conceptually and functionally to bring these ideas together [natural and cultural forces]."[58]

Bioregionalism centres on the relationship between human cultural and natural processes.[59] And landscapes, by definition are bioregions - a convergence of natural and

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[53] Publications representative of that time and approach are John J. Stewart's 1974. "Historic Landscapes and Gardens: Procedures for Restoration." (*Technical Leaflet #80.* Tennessee, Nashville: The American Association for State and Local History). And, Rudy and Joy Favretti's 1978. *Landscape and Gardens for Historic Buildings: A Handbook for Reproducing and Creating Authentic Landscape Settings.* (First Edition. Tennessee, Nashville: The American Association for State and Local History).

[54] In Canada the only sites to be designated by the Historic Sites and Monuments Board of Canada are defined gardens and estates: Halifax Public Gardens; Sulpician Seminary Gardens, Montreal; Grounds of Parliament Hill, Ottawa; Beechcroft and Lakehurst, Roches Point, Ontario. (Canadian Historic Sites and Monuments. 1988. *Volume 3, Catalogue of Extant Buildings and Gardens with a Positive Recommendation by the HSMBC from 1919 to 1987 - Ontario.* Ottawa: Historic Sites and Monuments Board of Canada).

[55] UNESCO. 1991. *WH C/2/Revised B: Operational Guidelines for the Implementation of the World Heritage Convention.* Ottawa: UNESCO's Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage.

[56] Canadian Parks Service. November 30, 1993. "Proposal Call for the Rideau Canal Cultural Landscape Study".

[57] Taken from interviews by author with provincial and local participants, Summer 1995.

[58] Ibid.

[59] Donald Alexander. 1990. "Bioregionalism: Science or Sensibility?", *Environmental Ethics.* 12: pp.161-173.

cultural forces.[60] The Sewell Commission in fact considered bioregional concepts with its call for watershed planning. "Municipalities must map or describe environmental resources, regularly monitor environmental (and other) indicators, and plan on a watershed basis."[61] But in the end the Province did not fully commit to watershed planning. However, it did lead to the recommendation of the Landscape Policies B13 and B14 (see page 7 for wording of policies). And although the 1995 Policies adopted by the Province limited landscape to a visual and cultural resource and the 1996 Policies limited it even further to a cultural entity alone, landscape still has the potential to develop a more meaningful planning basis. The Provincial Policies attached to both the Planning Acts left it up to the local areas to interpret landscapes as they wish; and if the political will is there they can be as far-reaching in their use of the concept as they deem possible and necessary.

Feminist and postmodern theorists also add to the argument for holistic planning. Writers such as Sandercock and Forsyth[62], Karetz[63] and Goodchild[64] all believe there should not be a division of research from the self. Other planning theorists express it as a concern over the division of science and humanism[65] - describing the traditional isolation of natural and cultural planning concerns. We are predisposed to divide these elements through separate fields of research in educational institutions (the Arts or the Sciences) and in government agencies (e.g., the Ministry of Natural Resources or the Ministry of Culture) - something that John Sheil has characterized as the 'Great Divide'.[66] Landscape does afford a 'Weltanschauung'. This is a philosophical perspective that dictates, "I am what I am and the universe is what it is because of the relation which holds between us.... a view of the whole to guide us in establishing priorities for action."[67]

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[60] "That unifying principle [of landscape] derives from the active engagement of a human subject with the material object. In other words landscape denotes the external world mediated through subjective human experience in a way that neither region nor area immediately suggest." Denis Cosgrove. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books. p.13.

[61] Commission on Planning and Development Reform in Ontario. 1993. *New Planning for Ontario.* Toronto: Queen's Printer for Ontario. p.4.

[62] Sandercock, Leonie and Forsyth, Ann. 1992. "A Gender Agenda: New Directions for Planning Theory". *JAPA.* 58:1, pp.49-59.

[63] Karetz, Jack D. 1989. "Rational Arguments and Irrational Audiences." *JAPA.* 55:4, pp.445-456.

[64] Goodchild, Barry. 1990. "Planning and the Modern/Postmodern Debate". *Town Planning Review.* 61:2, pp.119-137.

[65] 1967. "The Limits of Science and Humanism in Planning", *The Journal of the American Institute of Planners,* 33:5; and a paper delivered to the Association of Collegiate Schools of Planning, 1987, "Science and Humanism Revisited"; and more recently, 1988. "The Emerging Unity of Science and Humanism in Planning", *JAPA.* 54:4, pp.521-524.

[66] In his article, "The Great Divide: A Historical Perspective" (1988. *Landscape Research.* 13(1): pp.2-5) Sheil talks of the similar phenomenon in Britain - where a division exists between the Countryside Commission and its National Parks and Areas of Outstanding Beauty; and the Nature Conservancy Council with its protection of Nature Reserves and Sites of Special Scientific Interest. Another study by Graham Cox investigates this same division. (1988. "'Reading' Nature: Reflections on Ideological Persistence and the Politics of the Countryside". *Landscape Research.* 13(3): pp.24-34).

[67] O'Briant, Walter H. 1974. "Man, Nature and the History of Philosophy", in William T. Blackstone (ed.) *Philosophy and Environmental Crisis.* Athens, GA: University of Georgia Press. p. 88.

And, a holistic landscape idea can also serve as a focus[68] where injustices inherent to existing land use planning practice can be addressed. Landscape heritage is a common resource where diverse groups have a vested interest. As such, it exists literally as the common ground between various interests. It draws people together. This community cohesion is especially prevalent when any changes are proposed.[69] It is the planner's task to acknowledge and attend to the group differences in planning decisions for change where some people are privileged and others are oppressed.[70]

With landscape's introduction in the new Planning Acts, the door has been opened to what Lewis Mumford has called 'Regionalism'.[71] Therefore it is timely to explore the potential of the landscape concept. Perhaps this is a new 'idola', as Mumford called it[72] - a new world view - one based on viewing natural and cultural factors inextricably tied in a holistic geographical unit called 'landscape'.

More pointedly, a 1989 joint American/British review of landscape research, called 'Nature Experience Research Programme' (NERP), concluded with a discussion of areas of future research.[73] My research took form and was executed well before I discovered this. However, there is a strong resonance here that helps validate my work, especially in light of the number and range of landscape research studies that were reviewed by NERP. This study suggested it was necessary to interview local residents, land owners, environmental interest group members, and environmental professionals to ascertain their ideas of landscape. My research closely follows this model with one exception: being that this was new legislation in Ontario it was also important to explore the understanding of landscape with the provincial agents responsible for the creation of landscape policy, and compare it to the local understanding of those responsible for its actual implementation. This study of landscape thus becomes particularly necessary as the concept is introduced more often into planning policy.

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[68] Edward Relph talks of the importance of a place [a landscape] as habitat. "The relationship between community and place is indeed a very powerful one in which each reinforces the identity of the other, and in which the landscape is very much an expression of communally held beliefs and values and of interpersonal involvements." (1976. *Place and Placelessness*. London: Pion. p.34).

[69] "When there is a change in that landscape, there is an experience of loss, not only of interesting features and a reduction in quality of view, but a sense of loss of a community that shared in its use. It is seen as a tangible part of their own culture - their own lives, that shared relationship is eroded and threatened by a different ideology, embodied in a different culture, a different set of values of using the land, of using landscape and nature of replacing their landscape with a different meaning." (Crouch, David. 1990. "Culture in the Experience of Landscape". *Landscape Research*. 15 (1): p.19).

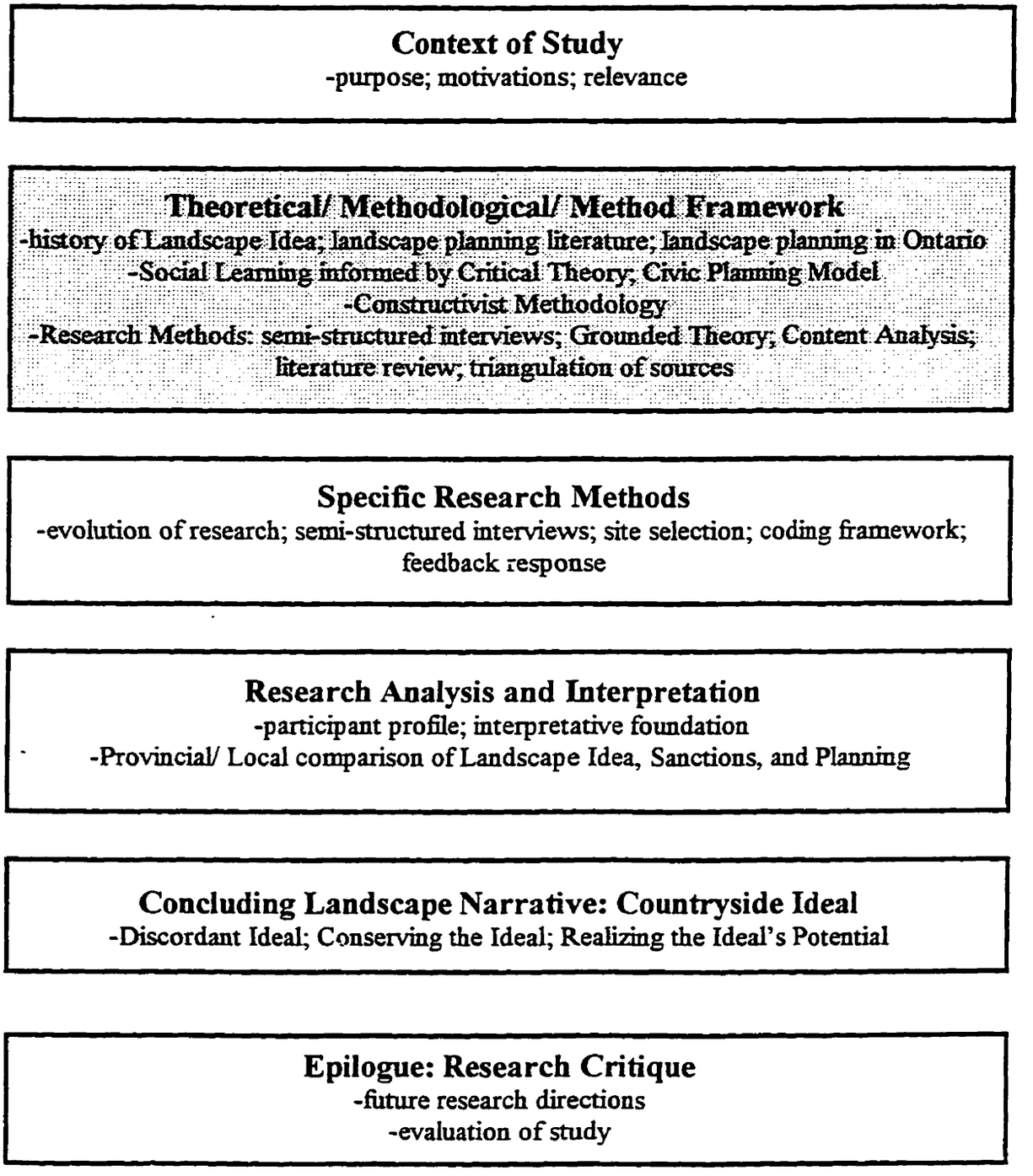
[70] Iris Marion Young. 1990. *Justice and the Politics of Difference*. Princeton, NJ: Princeton University Press. p.96.

[71] Kingsland, Susan and Eddy, Matthew H. 1990. *Laying Aside the Magnifying Glass: City, Country and Regional Design*. Sackville, New Brunswick: Rural and Small Town Research and Studies Programme.

[72] Mumford, Lewis. 1986. "The Regional Framework of Civilization: Regions - To Live In". in, D. Miller (ed.) *The Lewis Mumford Reader*. New York: Pantheon Books, p.207.

[73] "...public preferences for different landscape types and investigation of variations according to different groups of the population, e.g., local residents, incomers, tourists, day visitors, land owners and managers, environmental interest groups and environmental professionals." (Swanwick, Carys. 1989. "People, Nature and Landscape: A Research Review." *Landscape Review*. 14(3): p.7).

Figure 7
Thesis Structure: Theoretical/ Methodological/ Method Framework



CHAPTER 2

Theoretical/ Methodological/ Method Framework of 'Planning for the Landscape Idea'

THEORETICAL/METHODOLOGICAL/METHOD FRAMEWORK OF 'PLANNING FOR THE LANDSCAPE IDEA'

1. The Framework

The methodological structure of this thesis is to work from the general to the specific. (see Figure 8) The broader theoretical description includes an exploration of the landscape idea and general planning theory; focusing to a discussion of Social Learning, Civic Planning and the research methods of Grounded Theory, Content Analysis and Triangulation. A review of general landscape and planning literature, and government publications, supplies the background to these sections.

The 'filter' of the Landscape Literature is presented first in this thesis. Planning Theory follows the Landscape Literature discussion, so that the selection of one particular theory, Social Learning, can be put into a clearer context. And the discussion of Civic Planning Theory, a kind of Social Learning informed by Critical Theory, will follow that as does the discussion on research methods. The selection of Social Learning, Civic Planning and research methods is therefore all prefaced on the idea of landscape.

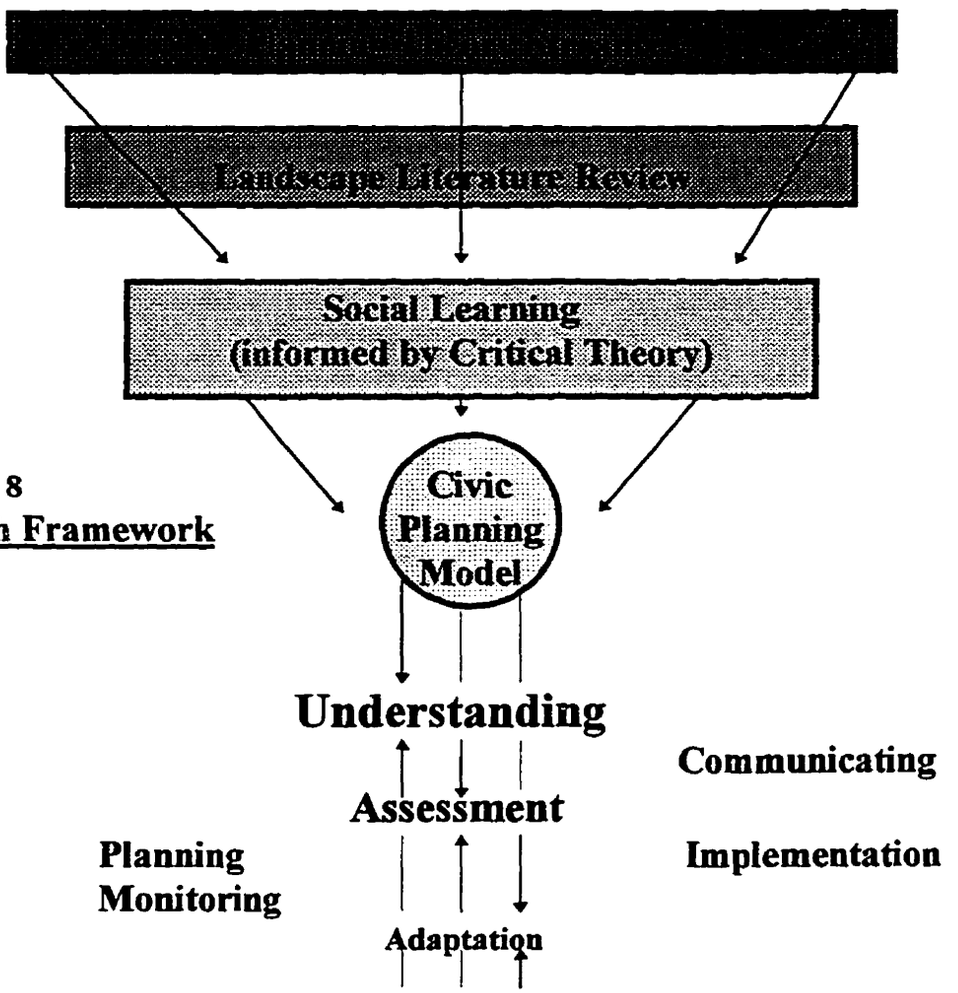


FIGURE 8
Research Framework

Research Methods: Grounded Theory; Content Analysis; Triangulation

This section presents an extensive review of the Landscape Idea, organized according to the description of its *Nature*, *Perception*, and *Representation* found in the literature.

2. History of the Landscape Idea

> The landscape is like a historic library of 50,000 books. Many were written in remote antiquity in languages which have only lately been deciphered; some of the languages are still unknown. Every year fifty volumes are unavoidably eaten by bookworms. Every year a thousand volumes are taken at random by people who cannot read them, and sold for the value of the parchment. A thousand more are restored by amateur bookbinders who discard the ancient bindings, trim off the margins, and throw away leaves they consider damaged or indecent. The gaps in the shelves are filled either with bad paperback novels or with handsomely-printed pamphlets containing meaningless jumbles of letters.[1]

Oliver Rackham, the British geographer, uses the metaphor of a historic library to describe landscape as a valuable resource; in danger of being lost through neglect or ignorance. Presumably the same concern for landscape led to Ontario's creation of Provincial Policy Statements on landscapes, attached to the March 28, 1995 Planning Act. And though there was a radical ideological shift from a left-leaning (NDP) to a right-leaning (Conservative) government in the summer of 1995, the concern for landscape has prevailed and conservation measures are still present in the most recently passed Provincial Policies.

However, despite the appeal of the landscape concept it remains an enigma because its definition is so varied and so variously understood by different individuals[2], as well as by different fields of study. One of the themes that will be explored in this study is, what are the implications of legislating an enigma?

The confusion is attributable to the long and complicated history of the landscape idea. Numerous disciplines claim expertise. Literature can be found in fields as scattered as geography, landscape architecture, planning, art history, literary criticism, environmental psychology, and sociology. Yet, despite this common interest in landscape, each discipline has different "foc[i], objectives, scales of analysis, epistemologies and methodologies."[3] As a foundation to this exploration, and as a demonstration of the breadth of professional thought on the landscape idea, it is essential to provide an overview of the thinking in these various fields. The intention is to trace the possible origins of the views of landscape held by the provincial and local area planning participants in this study. As well, having discussed the idea first, the review of overall planning streams, and the decision to use Social Learning planning theory for a discussion of landscape will be clearer.

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[1] Oliver Rackham. 1986. The History of the Countryside. London: Belhaven Press. pp. 29-30.

[2] Different expressions of 'landscape' are at the core of this thesis. A study in New Zealand by Simon Swaffield found (in "Naming the Rose: Observations on 'Landscape' Usage and Professional Identity". in 1993. *Landscape Research*, 18(2): pp. 58-64), "A significant number of the people interviewed used different meanings of 'landscape' at different stages in their conservation depending upon the topic they were discussing." (p.61)

[3] Palka, Eugene J. 1995. "Coming to Grips with the Concept of Landscape.". *Landscape Journal* 14(1): p.64

It is logical to begin this exploration of landscape with a review of geographical literature because most geographers would argue that landscape is one of their major themes of inquiry. In fact the famous American geographer, Carl Sauer said in his seminal paper, "The Morphology of Landscape", that "landscape is the field of geography." [4] Even a cursory review of the literature reveals this preoccupation.[5]

The body of landscape literature is as varied as the theoretical stances adopted by the authors defining the landscape term. Eugene Palka in his useful article, "Coming to Grips with the Concept of Landscape"[6] prefers to attribute the far-reaching exploration of landscape to the inability of geographers to agree upon a concise definition. He posits that 'landscape' has evolved from being 'The Basis for Geographic Study', at the earlier part of the 20th century (as Sauer proclaimed it); through to a 'Unit of Study' with the move to regionalism in the 1930's; and then to an 'Approach or Framework' in spatial analysis from the 1940's to the 1970's; and finally, from the 1970's to the present, as a 'concept'. He sees the stature for the term 'landscape' diminishing in the geographic field as it moves further from a precise definition.[7]

This is not a new observation. As early as 1934 James Preston wrote in his article, "The Terminology of Regional Description", that a clear definition of terms is essential - "vague word definitions [are] a serious handicap to sharp thinking."[8] Another geographer, Richard Hartshorne, went even further, in 1939, to argue for "landscape's exclusion from geographical vocabulary unless its meaning was so refined as to expunge all subjective and personal connotations."[9]

However, one could hold that the evolution of 'landscape' into a concept can be viewed as a positive development. The political scientist, Iris Marion Young, speaks of the marginalization that comes with categorization, especially when seeking precise definitions of terms: "The logic of identity goes beyond the attempt to order and compare the particulars of experience. It constructs totalizing systems in which the unifying categories are themselves unified under principles where the ideal is to reduce everything to one principle."[10] As a concept, the meaning of 'landscape' has broadened to allow a

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[4] 1925. *University of California Publications in Geography* 2: p.21.

[5] A more recent assertion of this sentiment was expressed by Canadian geographer, J. Douglas Porteus in *Landscapes of the Mind: A World of Sense and Metaphor.* "Geography is above all, the study of landscape, and a striving to be at home in our physical and social landscape." (1990. Toronto: University of Toronto Press. p.3)

[6] 1995. *Landscape Journal.* 14(1). pp. 63-73.

[7] (Ibid.). He says this variability over its definition has "had an adverse impact on the geographer's ability to communicate within, as well as across, disciplinary boundaries on matters involving landscape." (p.64). He further cites a passage from David Livingston's book (1992. *The Geographical Tradition.* Cambridge, Massachusetts: Blackwell Publishers. p.304) in which the author reiterates this point- "success in managing vocabulary and thereby solidifying conceptual slipperiness brings considerable advantages when attempting to map out conceptual territory."

[8] *Annals of the Association of American Geographers.* 24(2):pp. 78-92

[9] *The Nature of Geography.* Lancaster, Pa.: Association of American Geographers. (Cited in, Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books. p.15).

[10] 1990. *Justice and the Politics of Difference.* Princeton, NJ: Princeton University Press.

diversity of definitions, thus becoming a more inclusive term.[11] This becomes its strength and its challenge, especially when used in legislation, as in Ontario with the Planning Act.

One may question the desire of Palka to seek a single clear and precise definition of 'landscape'; however, in his article he develops a useful method of organizing the array of geographical writing that has resulted from the diversity of landscape understandings. He places authors along a series of continua that represent various approaches to the definition of landscape[12] - organized as per the "Utility of Landscape" (to live in as a habitat; to read as text of past occupants; as geographical inquiry; and to look at as a traditional aesthetic resource); the "Position of the Observer" (as an object separate from the observer; to being 'in' the landscape); its "Composition" (as a natural environment; a cultural environment; or some combination of the two); and how it is "Encountered" (by the eye, the mind's eye, multi-sensory, or imagined). Finally, Palka presents authors who write about how a landscape is "Measured" (spatially or temporally); "Revealed" (two-dimensionally in paintings, three-dimensionally as the surface of the earth and four-dimensionally as space and time); and what "Form" it takes (from an abstract in painting or literature, through a mental construct - imagined or recalled, to the actual reality of landscape). Under each of these headings various leading thinkers are grouped. These categories or the matching of authors to certain categories is of course, open to debate, but a wide array of geographical thought is conveniently represented.

In this study these definitional continua have been distilled to writings about the *nature of landscape* (i.e., its "Utility" and "Composition"); how it is *perceived* (i.e., the "Position of the Observer" and how it is "Encountered"); and how it is *represented* ("Measured", "Revealed" and "Form"). Organized under these three headings one can find a plethora of authors from a variety of fields. These same categories were also used later in the coding framework developed for the analysis of the interview transcripts (see Chapter 4).

Figure 9 presents a summary of the authors reviewed for the purposes of this thesis. On the Figure, three themes of 'Nature', 'Perception' and 'Representation' are shown. As with Palka they are shown as continua, however the difference is that the ranges relate to each other, essentially extending from a concrete perspective of the physical world on the left, to the abstractions of the cognitive world on the right. The authors are identified as per their major thrusts. However, it is not a definitive categorization of the literature since most authors write on many themes.

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[11] Denis Cosgrove goes on to explain the particular appeal of landscape for him. Many landscape ecologists might take exception to his humanistic interpretation when he talks of "the dual ambiguity which purchases landscape's continued value in a geography which finds its aims and methods more closely aligned to those of the humanities and their hermeneutic modes of understanding than with the natural sciences." For many ecologists this would be seen as another one-sided interpretation of landscape - not seeking the integration of both its natural and cultural sides. (Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books. p.19).

[12] Palka, Eugene. 1995. *Landscape Journal.* 14(1). p.69.

FIGURE 9

Landscape Literature Sampling (including reviewed landscape planning literature)

(Format adapted in part from Eugene Palka's "Coming to Grips with the Concept of Landscape". 1995. Landscape Journal. 14(1): p.69)

Defined and Concrete Understanding	← **World View** →	**Variously Known Understanding**

NATURE OF LANDSCAPE

NATURAL ENTITY	COMBINATION	CULTURAL ENTITY
Larsen	*Nelson* *Stilgoe; MacLaren* *Lawson-Peebles*	*Hoskins; Rackham;* *Lewis; Naveh;* *Crouch; Wright*
PRECISE DEFINITION	**VARIETY OF ASPECTS**	**IMPRECISE DEFINITION**
Palka; Preston; *Hartshorne; Livingston* *Sauer*	*Meinig; Turner*	*Cosgrove;* *Iris Marion Young*
BOUNDED AREA	**CONNECTED REGIONAL AREAS**	**UBIQUITOUS**
Litton; Linton *Rodiek; Better Homes & Gardens*	*Forman and Godron* *Steiner; G. Marsh;* *Geddes; MacKaye;* *Mumford; Hunter;* *Moss and Nickling*	*Samuels; Short*

PERCEPTION OF LANDSCAPE

EXPERT OPINION	COMBINATION	COMMON OPINION
National Park Service; *MBS; W. Marsh*	*Paine and Taylor;* *Swanwick*	*Copper Trust; Lee;* *Burgess & Gold*
SEPARATE OBJECT/SUBJECT	**COMBINATION**	**OBJECT/SUBJECT MERGE**
Samuels, Williams	*Yi-Fu Tuan;* *Bourassa*	*Naveh; Relph; Punter;* *Moore Milroy*
POSITIVISTIC APPROACHES	**BEHAVIOURAL**	**QUALITATIVE APPROACH**
Leopold; Leighley	*Appleton; Kaplans; Yu;* *Rapoport; Dearden*	*Yi-Fu Tuan; Relph;* *Cox; Lowenthal;* *Penning-Rowsell;* *Sopher; Jackson;* *Cosgrove; Daniels*

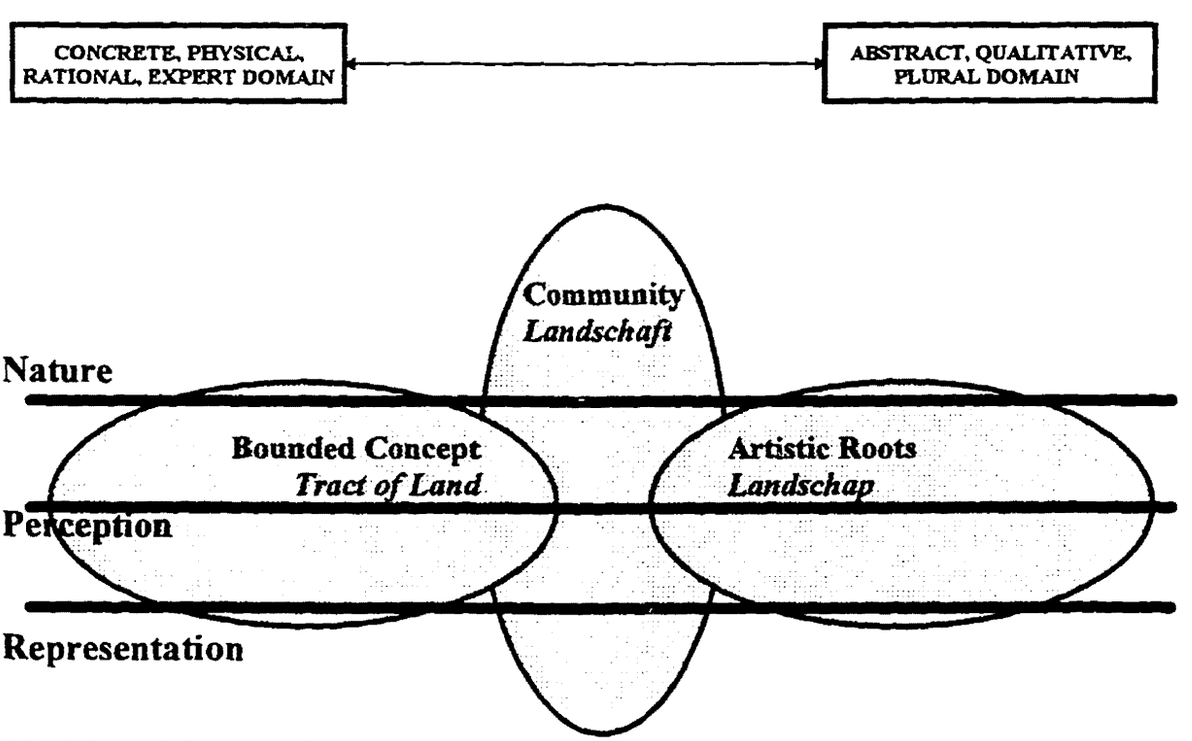
REPRESENTATION OF LANDSCAPE

CONSERVATION FOR ELITE	CONSERVATION FOR COMMON PEOPLE
Older International Charters- *Venice and Florence*	*Stilgoe; Jackson* *Bourassa; Francis* *Clifford; Shute &* *Knight*
ASSESSMENTS	**ABSTRACTIONS (LITERARY & PAINTING)**
Nassauer; Schauman; McHarg *CLI; Verkoren; Ogrin*	*Adams; Barrell;* *Pocock; Seamon;* *Appleton*

Most texts on landscape begin with a discussion of the origins of the term landscape. Inevitably there follows a discussion of how and when the term entered the English language. It is a mixed genesis between artistic roots traced to Dutch *landschap* painting[13]; a German concept of rural community called *landschaft*; and an areal or bounded notion which traces its roots to Middle English as "an identifiable tract of land, an area of known dimensions like the fields and woods of a manor or parks."[14]

These aspects of landscape are reminiscent of the previous organization of the landscape literature from the physical world to the cognitive world. The bounded notion would exist at one end and the abstract connotation at the other. And the *landschaft* concept would be situated between as a habitat where both physical and the metaphysical are important components. This relationship is shown in Figure 7. And the three themes of landscape literature ('Nature', 'Perception' and 'Representation' of Landscape) trace across all three of these definitional approaches to 'landscape'. As such literature on these three landscape subjects varies from a physical and rational approach to a more qualitative approach. It is also this three-part structure that describes the following sections, A. Nature of Landscape; The Perception of Landscape; and The Representation of Landscape.

FIGURE 10
Terminological Relationships in 'Landscape'



[13] e.g., John Barrell (1972, 1980); Denis Cosgrove (1984); John Hunter (1985); Gina Crandell (1993); Eric Hirsch and Michael O'Hanlon (editors) (1995)

[14] Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books. p.16.

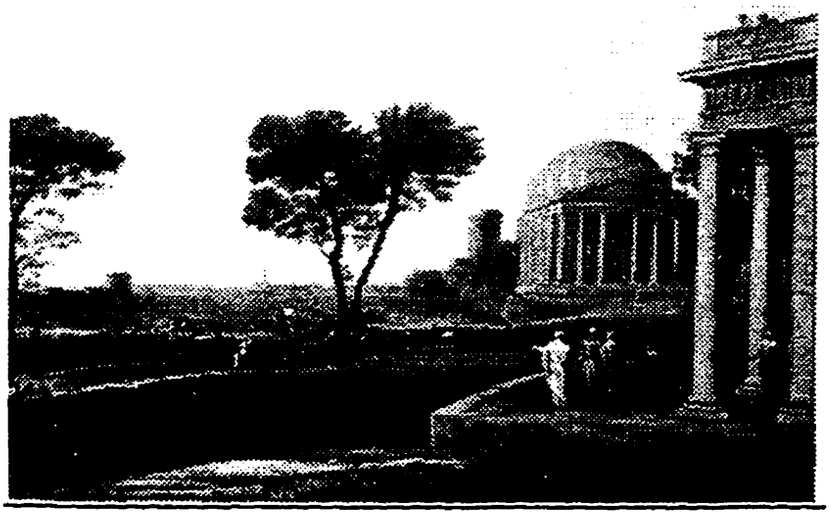
A. Nature of Landscape

i) Artistic Roots: *Landschap*

Each lexicological root brings its own inheritance to our current understanding of landscape. As a genre of painting, landscape is imbued with the tradition of 'prospect' from which 'scenery' unfolds - a view from a specific vantage point.[15] Cosgrove more precisely traces the aesthetic origins of landscape to the early fifteenth century; "at first in Italy and Flanders [*Landschap*] and then throughout western Europe the idea of landscape came to denote the artistic and literary representations of the visible world,"[16]

This tradition took firm root in England with the "ascendancy of Claude Lorrain's [see Figure 11] paintings of the Roman *compagna.*"[17] The idea was not to document an actual place, rather it was "to create a certain mood and to portray subjects from classical literature."[18] It was a 'nature perfected'. These Romantic scenes inspired a whole school of Romantic painters. These painters were part of a larger group called 'Grand Tourists' who made the obligatory visit to the Italian countryside, via the inspiring Alps.

FIGURE 11
'Aeneas at Delos' by Claude Lorrain
(Source:"The Stourhead Landscape" p.20)



[15] *The Oxford English Dictionary*, (Second Edition, prepared by, J.A. Simpson and E.S.C. Weiner, 1989. Oxford: Clarendon Press) lists 'Landscape' variously as "A picture representing natural inland scenery, as distinguished from a sea picture, a portrait, etc."; The background of scenery in a portrait or figure-painting."; "A view or prospect of natural inland scenery, such as can be taken in a glance from one point of view, a piece of country scenery."; "A tract of land with its distinguishing characteristics and features, esp. considered as a product of modifying or shaping processes and agents (usually natural)."; "In generalized sense (from 1 and 2): Inland natural scenery, or its representation in painting."; "A view, prospect of something."; "A distant prospect: a vista."; and "The object of one's gaze."

[16] Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books, p.9.

[17] MacLaren, I.S. 1989. "The Pastoral and the Wilderness in Early Canada". *Landscape Research.* 14(1): p.16.

[18] Crandell, Gina. 1993. *Nature Pictorialized: "The View" in Landscape History.* Baltimore: John Hopkins University Press. p.9.

Romantic painting gave momentum to the same expression of the pastoral in the English countryside where great tracts of land were given over to create vast garden estates in the English Landscape School style. Figure 12 illustrates one of the most famous of those gardens Stourhead, built in the English countryside west of London, by Sir Henry Hoare in the mid-1700's.

FIGURE 12
'The Pantheon at Stourhead'
(Source: "Stourhead Garden, p.6)



Many other estates still dot the English countryside attesting to the wide-spread influence of the Romantics, e.g., Stowe, Stourhead, Blenheim and Castle Howard. Beyond these gardens the pastoral theme was further reinforced through its ubiquitous adoption as a dominate style by landscape designers of the mid-1800's. Note the organic layouts of cemeteries and parks of the period, typically: Mount Auburn, Cambridge (1831), by H.A.S. Dearborn and Alexander Wadsworth; New York's Central Park (1857) by Frederick Law Olmsted; and Mount Royal Park in Montreal (1874) by Frederick G. Todd.[19] The influence was also translated to suburban design with circuitous layouts of street patterns, and great expanses of lawn, e.g., Riverside, Illinois (1869) by Olmsted.[20] The Romantic themes echo through to contemporary design with the curvilinear layout of parks and communities, e.g., Macklin Hancock's work on Don Mills set the standard for Canadian suburban community design with its circuitous roadways; irregular-shaped lots; and unfenced lawned front yards, that merge into park-like settings.[21] The naturalistic

[19] Pregill, Philip and Volkman, Nancy. 1993. *Landscapes in History: Design and Planning in the Western Tradition.* New York: Van Nostrand Reinhold.
[20] Ibid.
[21] Jellicoe, Geoffrey and Susan. 1987. *The Landscape of Man: Shaping the Environment from Prehistory to the Present Day.* London: Thames and Hudson.

genre of landscape design still represents a significant part of the designer's palette (see Figure 13); seen in counterpoint to a more geometric and imposed vocabulary.

FIGURE 13
'Ha-ha at Gainesway Farm, Lexington, Kentucky'
(Source: "Abstracting the Landscape: The Artistry of Landscape Architect A.E.Bye", p.45)



ii) Community: *Landschaft*

On the second landscape theme, John Stilgoe in *Common Landscape of America: 1500 to 1845,* provides an excellent discussion of the *landschaft* concept. He describes it as a specific organization of space that included, "a collection of dwellings and other structures crowded together within a circle of pasture, meadow and planting fields and surrounded by unimproved forest or marsh."[22] It also implied a certain scale (of no more then 300 people); and a communal social structure where lands were shared and inhabitants worked together for the greater benefit of the community. *Landschaft* therefore embodies the intimate connection landscape can represent, between people and their environment.

Stilgoe goes on to talk of a dichotomy that exists with landscape. He describes a tension that exists between husbandry and artifice. With this tension, the debate as to whether landscape is a natural or cultural environment or some combination of the two is highlighted. Two articles by Naveh and Larsen help to highlight the two ends of that discussion. Naveh believes landscape is fundamentally a cultural resource. "Today there remains very few larger stretches of land which have not been touched to lesser or greater degrees by human cultures and their inputs of energy, matter or information, even in the

[22] 1982. *Common Landscape of America, 1580 to 1845.* New Haven: Yale University Press. p.45

Arctic and Antarctic."[23] And Crandell adds to that sentiment saying in *Nature Pictorialized*, that "to think of the landscape as natural, if naturalness implies being untouched by human beings, flies in the face of its history." [24]

Where Naveh declares that landscapes are inherently cultural, Svend E. Larson, although agreeing that landscape is composition of natural and cultural forces, believes that nature is the foundation of landscape. "Nature is not so much a place or an object outside culture - dangerous, alluring, infinite; as a boundary between that which acquires or functions through culture and that which leaves culture powerless, but is, nonetheless, a precondition for culture." [25] To his mind we are what we are because of our cumulative reaction to natural phenomenon.

This debate, as to whether a landscape is cultural or natural, also reveals the dominant Eurocentric view many writers uncritically embrace and bring to landscape commentary[26]. In North America, studies often trace a landscape's origins to European settlement of the land, and in doing so, the considerably longer presence of native cultures in the landscape are forgotten. Much of what may be considered pristine now could very well have been burned over a number of times and farmed for thousands of years.[27] With that knowledge, much that is considered natural could very well be cultural.

In the interface of the natural and the cultural, landscapes can range from wilderness to rural and on to urban conditions (once again husbandry to artifice). More often then not, landscape is often associated with the rural situation; however, an important exception to this is the well-researched preference for wilderness - the untamed.[28] This too is a very strong incentive in the landscape conservation movement. It is in part the reason why countries today dedicate so much effort to protecting large tracts of land as National Parks, Areas of Scientific Interest and Environmentally Sensitive Areas. Ronald Rees[29] writes of the radical shift in attitudes that moved people from fearing nature to admiring its majesty. The shift was manifest as an interest in natural scenery. And it is this aesthetic interest which developed over time into a deep concern for the nature which eventually was manifest in conservation movements. This change, Rees says, dates from the end of the eighteenth century - which is coincidentally when the conservation movement gained momentum (e.g., Yellowstone in 1872; Banff in 1885).[30] He actually dates this shift (which he marks as the beginning of the Romantic period) to a specific article, a 1739 letter by the poet Thomas Gray, in which he describes the French

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[23] Naveh, Z. 1995. "Interactions of Landscapes and Culture". *Landscape and Urban Planning*. 32: p. 47.

[24] 1993. *Nature Pictorialized: "The View" in Landscape History*. Baltimore: John Hopkins University Press. p.6.

[25] 1992. "Is Nature Really Natural?" *Landscape Research*. 17(3): p. 119.

[26] For example, Denis Cosgrove (1984. *Social Formation and Symbolic Landscape*. Totowa, New Jersey: Barnes and Noble Books) talks of the landscape idea from a uniquely Western and capitalistic view. As such it cannot be considered a general theory of landscape.

[27] Wright, Ronald. 1992. *Stolen Continents: The 'New World' Through Indian Eyes Since 1492"*. Toronto: Penguin Books.

[28] e.g., see the fascinating exploration of wilderness, country and city in, Rennie Short's 1991. *Imagined Country: Society, Culture and Environment*. London: Routledge.

[29] 1975. "The Taste for Mountain Scenery". *History Today*. 25: pp.305-312

[30] Lothian, W.F. 1985. *A. Brief History of Canada's National Parks*. Ottawa: Environment Canada-Parks.

Alps: "Not a torrent, not a cliff but is pregnant with religion and poetry. There are certain scenes that would awe an atheist into disbelief."[31]

Marjorie Hope Nicholson in *Mountain Gloom and Mountain Glory: The Development of the Aesthetic of the Infinite,* traces this shift to another reason. She attributed this transformation to the explorations and discovery of the Victorian period. This led to the birth of what she calls 'the aesthetic of the infinite'. It was a sublime experience - "a perplexing combination of fear and rapture." [32] With time the fear subsided but the rapture remained in a kind of nature worship that worked as a real catalyst for the conservation movement of the late 1800's.

The Canadian historian Carl Berger links the study of nature in Victorian Canada even more directly with aesthetic appreciation and religious feelings. For "thoughtful Victorians... nature was the handiwork of God and its patterns and operations disclosed His wisdom, power, and goodness."[33] This conviction held strong for many in spite of Charles Darwin's theory of evolution, and advances in geological studies that showed the earth they now inhabited had not always been what they now saw before them. Persistence of this faith is reflected in the writings of one Victorian naturalist, Philip Henry Gosse, who wrote in his 1840 book, "We must not rest in the creature but be led up to the Creator."[34]

Through the study of nature and the awe and inspiration it engendered, the conservation movement gained momentum. But its roots were paradoxical - framed in a context of appreciation, nature had to serve its human benefactor. The Romantic Movement was the source of that anthropocentricism. "In certain phases of its development it stimulated the movement for the protection of nature, but in its picturesque phase it simply confirmed our anthropocentricism by suggesting that nature exists to please as well as serve us."[35] The 1887 declaration of the Canada's Rocky Mountains Park Act served to institutionalize that sentiment: "The said tract of land is hereby reserved and set apart as a public park and pleasure ground for the benefit, advantage and enjoyment of the people of Canada."[36]

Landscape itself also has a strong pastoral association. And Lawson-Peebles[37] traces the pastoral tradition back beyond the shepherds of Biblical stories; seeing the theme evolve through the Romantic movement of the English Landscape School, again replete with grazing sheep; to the pastoral appeal of the New World. MacLaren[38] goes on to say the source of Canadian pastoralism is in fact, 18th century England - again the

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[31] 1975. "The Taste for Mountain Scenery". *History Today.* 25: p.307.

[32] 1959. Cornell: Cornell University Press. p.209.

[33] (Berger, Carl. 1983. *Science, God, and Nature in Victorian Canada: The 1982 Joanne Goodman Lectures.* Toronto: University of Toronto Press. pp.xii-xiii). Berger goes on to write, "Nature was worth studying because it was a product of divine activity; since God created everything, the more intricate the patterns discovered, the more testimony there was to his wisdom and artistry." (Ibid. p.32).

[34] Carl Berger cites Gosse from *The Canadian Naturalist.* London. pp.337-360. (Ibid. pp.33-34).

[35] Ibid. p.212.

[36] Lothian, W.F. 1985. *A Brief History of Canada's National Parks.* Ottawa: Environment Canada- Parks. p.23.

[37] 1989. "Editorial: The Pastoral". *Landscape Research.* 14(1): p.1.

[38] MacLaren, I.S. 1989. "The Pastoral and the Wilderness in Early Canada". *Landscape Research.* 14(1): pp. 15-19.

English Landscape School. The particular appeal of the Canadian landscape was that it did not take much imagination to transform the wilderness of Canada into the Romantic ideal. In his article MacLaren quotes from Captain George Vancouver's writings about the coastline in the Juan de Fuca Strait: "... deer were seen playing about in great numbers. Nature had here provided the well-stocked park, and wanted only the assistance of art to constitute that desirable assemblage of surface, which is so much sought in other countries and only to be acquired by an immoderate expense in manual labour."[39] And later European settlers to Canada set about the "honest labour of clearing and working it, cultivating it, civilizing it"[40] in the uniquely Canadian pursuit of "peace, order and good government."[41] This edict is embodied in the orderliness of the fenced, plowed and productive rural landscape.

The preference for the pastoral shows itself as being a common artistic and literary theme. It has also historically been connected to nationalism[42] and patriotic rhetoric[43] giving soldiers a powerful reason to fight for the homeland. Evidently the reason to protect agricultural land is more then the protection of food-producing lands. Yi-Fu Tuan names it as a particular form of 'topophilia' - the love of countryside as the antithesis of the experience of city and wilderness. It is this middle landscape of the countryside that is characterized as 'edenic'; and the city and wilderness are seen as 'profane'.[44] It is hard to measure precisely, but undoubtedly part of the need to protect that farmland comes from a well-entrenched pastoral ideal in the people. It is a powerfully enticing image - even if the social realities underlying their creation are unsettling. Barrell writes[45], "The enclosure of wastes and open fields, and the consequent extinction of common rights, [speaking of

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[39] Ibid. p. 16. MacLaren cites Capt. George Vancouver, (in, W. Kaye Lamb ed. 1984. *The Voyage of George Vancouver: 1791-1795.* Volume II. London: The Hakluyt Society. p.568).

[40] Ibid.

[41] "It shall be lawful for the Queen, by and with the Advice and Consent of the Senate and the House of Commons to make laws for the Peace, Order, and good Government of Canada." Article 91, The British North American Act. passed March 29, 1967.

[42] Gruffurd, Pyrs; Daniels, Stephen and Bishop, Peter. 1993. "Guest Editorial: Landscape, Heritage and National Identity". *Landscape Research.* 16(2): p.1

[43] Robert Lawson-Peebles made this point in his "Editorial" The Pastoral" (1989. *Landscape Research.* 14(1):p.1) using the words of a popular World War II song, sung by Vera Lynn, to illustrate his point: "There'll be bluebirds over/ The white cliffs of Dover/ Tomorrow, just you wait and see./ There'll be love and laughter./ And peace ever after./ Tomorrow, when the world is free./ The shepherd will tend his sheep./ The valley will bloom again./ And Jimmy will go to sleep,/ In his own little room again."

[44] 1974. *Topophilia: A Study of Environmental Perception, Attitudes and Values.* New York: Columbia University Press. pp. 104-105.

[45] Barrell, John. 1980. *The Dark Side of the Landscape: The Rural Poor in English Painting 1730-1840.* Cambridge: Cambridge University Press. p.4. And Raymond Williams also speaks of the social reality of these Romantic landscapes (1973. *The Country and the City.* London: Chatto & Windus). "It was that kind of confidence, to make Nature move to an arranged design, that was the real invention of the landlords. The clearing of parks as 'Arcadian' prospects depended on the completed system of exploitation of the agricultural and genuinely pastoral lands beyond the park boundaries. There, too, an order was being imposed: social and economic but also physical. The mathematical grids of the enclosure awards, with their straight hedges and straight roads, are contemporary with the natural curves and scatterings of the park scenery. And yet they are related parts of the same process- superficially opposed in taste but only because in the one case the land is being organized for production, where tenants and labourers will work, while in the other case it is being organized for consumption- the view, the ordered proprietary repose, the prospect." (p.154).

England] was one method by which [the] proletariat was created, and we should not overlook the evidence that one motive for enclosure was, precisely, to make the labouring poor more dependent on their employees, and so more tractable to their discipline." He goes on to say that the conflict between the rich and the poor never surfaces in the literature and art of that period (i.e., the 18th century), art and literature being the great catalyst for the creation and perpetuation of the pastoral ideal. "For the most part the art of rural life offers us the image of a stable, unified, almost egalitarian society."[46] Therefore the pastoral appeal (see Figure 14) influences decision-makers today when they seek to conserve landscapes, even though the reality was and could still enshrine inequities. This study will serve to illustrate this influence on Local and Provincial Actors.

FIGURE 14
The Pastoral Appeal in the Grand River Watershed
(Source: Author)



iii) Bounded Concept: Tract of Land

The third theme of a bounded and tangible piece of land is one that gives rise to our view of landscape in strictly material terms. Landscape is something to measure and study - the domain of early geographical and environmental studies. Positivistic and mechanistic traditions developed naturally from this perspective; the validity of which is being hotly contested in some quarters today[47]. Positivist quantitatively-based studies

[46] Barrell, John. 1980. *The Dark Side of the Landscape: The Rural Poor in English Painting 1730-1840.* Cambridge: Cambridge University Press. p.5.

[47] For example, in talking about one area of inquiry within environmental studies, landscape ecology, Z. Naveh said, "If landscape ecologists rely only on formal language in quantitative studies, then they are projecting the uniqueness of these landscapes into a lower dimension." (p.45) And she concludes the article with, "As long as we continue to follow exclusively the paradigms of the so-called 'objective' scientific reasoning with the help of formal numerical languages, we must reduce the study of landscapes

were typical of earlier landscape assessment approaches, e.g., Litton, Linton and Leopold.[48] And, typically human geographers have "a tendency to reify landscape as an object of empiricist investigation."[49]

To this physical view of landscape the issue of scale is naturally raised. The scale at which a landscape is considered could be determined on a purely physical basis, e.g., watershed or sub-watershed; or city or township boundaries. Jon Rodiek describes the scales by which landscapes can be classified as 'Physiographic Provinces' (of 100,000 - 1 million square miles); a 'Region' (of 100 - 100,000 square miles); or a 'Project Unit' (of 1 - 250 acres).[50]

There are also existential dimensions to consider with scale. As Relph demonstrates (if 'place' and 'landscape' are seen to be comparable) place can exist from one's home to one's nation. Landscape in this model, as place, is situated after one's city as a region.[51] Landscape as an identifiable and distinct entity was interpreted in the interviews for this thesis, as anything from a neighbourhood park to Oak Ridges Moraine. As well, the element of time was added to the mix - landscapes exist in the moment, but in the minds of the observer the layers of past association also present themselves. A geologist, for example, would look at the Canadian Shield, with a temporal scale that reaches back to prehistoric times. Scale, in time and space, is therefore not absolute - nor are the boundaries around a landscape as distinct as a political boundary.

B. The Perception of Landscape

In 1989 a joint British/American landscape research effort was mounted. It was called NERP - 'The Nature Experience Research Programme.'[52] NERP's first task was a state-of-the-art review of landscape studies - studies that could generally be categorized as perceptually-based; if 'perception' is defined not only as seeing but also comprehending a landscape.

After reviewing a wide array of studies, NERP identified three categories of perceptual research[53]: 1) 'Professional, expert, formal aesthetic or landscape quality studies' - focusing on attributes that create an aesthetic response to form, line, colour, shape and complexity and diversity.[54] 2) 'Behavioural Studies' - that includes cognition,

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to their formal functional openness only." (p.51) (Naveh, Z. 1995. "Interactions of Landscapes and Culture". *Landscape and Urban Planning*. 32: pp. 45-51)

[48] Linton, D.L. 1968. "The Assessment of Scenery as a Natural Resource". *Scottish Geographical Magazine*. 84(3): pp. 219-238; Litton Jr., R.B. 1968. *Forest Landscape Description and Inventories*. USDA Forest Service Research Paper, PSW-49. Berkeley, California: Pacific SW Forest and Range Experimental Station; and Leopold, Luna. 1969. *Quantitative Comparison of Some Aesthetic Factors Among Rivers*. Geological Survey Circular 620. Washington, D.C. US Department of the Interior.

[49] Daniels, Stephen and Cosgrove, Denis. 1988. *The Iconography of Landscape: Essays on the Symbolic Representation, Design and Use of Past Environments*. Cambridge: Cambridge University Press. p.1.

[50] "The Evolving Landscape". 1988. *Landscape and Urban Planning*. 16: pp. 35-44.

[51] Relph, Edward. 1976. *Place and Placelessness*. London: Pion. p.21.

[52] 1989. Swanwick, Carys. "People, Nature and Landscape: A Research Review." *Landscape Review*. 14(3): pp. 3-7.

[53] Ibid.

[54] e.g., Sally Schauman's work in Whatcom County, Washington State. 1988.

psycho-physical responses and preferences. These studies are often characterized by complex formulaic approaches. Some key theorists that have emerged from this field are Appleton[55] and his 'habitat' and 'prospect-refuge' theories; the behaviorists Kaplans[56]; and in Canada, Philip Dearden and Barry Sadler[57], and Amos Rapoport[58] with his perceptual theories for design applications. And, 3) 'Humanistic Studies' - unlike the other categories, is not seeking normative nor predictive models, with its strong qualitative emphasis. Important contributions have been made by Tuan, Jackson, Relph and Lowenthal[59].

NERP's useful review of landscape research characterized the British studies as more humanistic, concentrating on landscape meaning and value. American work was more typically focused on behavioural approaches. Counter movements to both these research streams were noted, especially Marxist theorists who considered land ownership, and social relationships in the representation of landscape. However, as soon as these generalizations are made exceptions surface. And the seminal collection of essays in, *The Interpretation of the Ordinary Landscape,* is one such example. In that book a number of outstanding American, British as well as Canadian scholars, largely concentrate on the humanistic side dealing with the different ways of reading[60] a landscape, in addition to the meaning[61] that can be found there.

Palka[62] also talked of the range of ways in which scholars believe landscape is perceived - from viewing as a distant vista to being immersed in the landscape. This theme of seeing at a distance or experiencing landscape in one's head is discussed in

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[55] e.g., Appleton, Jay. 1975. *The Experience of Landscape.* London: John Wiley and Sons; Appleton, Jay. 1984. "Prospects and Refuges Revisited". *Landscape Journal.* 3: pp. 91-103; Appleton, Jay. 1990. *The Symbolism of Habitat.* Seattle: University of Washington Press; and Appleton, Jay. 1993. *How I Made the World: Shaping a View of Landscape.* Elloughton: The University of Hull Press.

[56] e.g., Kaplan, Rachel and Kaplan, Stephen. 1989. *The Experience of Nature: A Psychological Perspective.* Cambridge: Cambridge University Press.

[57] (editors). 1989. *Landscape Evaluation: Approaches and Applications.* Western Geographical Series, Volume 25. Victoria: University of Victoria.

[58] 1982. *The Meaning of the Built Environment: A Non-verbal Communication Approach.* London: Sage Publications.

[59] e.g., Edward Relph. 1976. *Place and Placelessness.* London: Pion Ltd.; Jackson, J.B.1984. *Discovering the Vernacular Landscape.* New Haven: Yale University Press; Tuan Yi-Fu 1974. *Topophilia: A Study of Environmental Perception, Attitudes and Values.* New York: Columbia University Press; and, Lowenthal, David. 1985. *The Past is a Foreign Country.* Cambridge: Cambridge University Press.

[60] For example, Lewis, Pierce. 1979. "Axioms for Reading the Landscape: Some Guides to the American Scene." (in, D.W. Meinig. (ed.) *Interpretations of the Ordinary Landscapes: Geographical Essay.* New York: Oxford University Press. pp. 11-32). In this article Lewis presents a series of axioms such as 'The Axiom of Landscapes as Clues to Culture' with associated Corollaries such as 'The Corollary of Change.' And in the same volume consider the influential piece by D.W. Meinig "The Beholding Eye: Ten Versions of the Same Scene", in which landscape is variously described as Nature; Habitat; Artifact; System; Problem; Wealth; Ideology; History; Place; and Aesthetic. (pp. 33-48).

[61] e.g., Sopher, David. 1979. "The Landscape of Home: Myth, Experience, Social Meaning". in, D.W. Meinig (ed.). *The Interpretation of Ordinary Landscapes: Geographical Essays.* New York: Oxford University Press. pp. 129-149.

[62] Palka, Eugene. 1995. "Coming to Grips with the Concept of Landscape". *Landscape Journal.* 14(1). pp. 63-72.

Marwyn Samuel's work, "The Biography of the Landscape."[63] He uses the metaphor of Athens and Jerusalem to represent the difference. The first city represents the tradition of objectification, and the distancing of oneself from the world we live in. Whereas Jerusalem is presented as a place of the metaphysical, internalized and emotional experience. Where Athens is secular, Jerusalem is sacred; where one represents enlightenment, the other embodies the spiritual.

Penning-Rowsell[64] makes the distinction between these two ends of the spectrum - one being 'perception', "an impersonal assemblage of visible features", and the other as 'experience', "a realm of interaction." John Punter[65] makes the same distinction within a broader field he calls 'landscape aesthetics'. And within that he identifies two encounters with the landscape - 'landscape perception' and 'interpretation'. 'Perception' was the realm of psychologists initially, and subsequently social and design sciences; with a focus on perception, cognition and evaluation. This is also called behavioural science. 'Interpretation' alternatively attracts a more eclectic range of archaeologists, architects, historians, anthropologists, geographers, planners and designers. The focus of 'interpretation' is meaning. Yi-Fu Tuan says meaning implies two things: it helps discern order or harmony in our world; and meaning also implies significance[66].

Most authors would concur therefore that the landscape experience at one end is a purely biological reaction - embracing "the mechanics of how we perceive landscape and the lines between vision, perception, comprehension, preference and action"[67]; where the other is a biological response in a cultural context - "the meanings imputed to landscape"[68]. Pierre Dansereau[69], like W.I. Vernadsky in his 1945 article "The Biosphere and the Noosphere" and Teilhard de Chardin (1955)[70], refers to this as the noosphere which encompasses the intrusion of mind in nature. Naveh also refers to the 'noosphere' saying ('noos' from the Greek for 'mind') humans do indeed live in a three-dimensional Euclidean space, but it is in a conceptual space, the noosphere, where landscape is

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[63] in, D.W. Meinig. (ed.) *Interpretations of the Ordinary Landscapes: Geographical Essay.* New York: Oxford University Press. pp. 33-48.

[64] Penning-Rowsell, Edmund. 1986. "Themes, Speculations and a Research Agenda.", in Penning-Rowsell, E. and Lowenthal, D. (eds.). *Landscape Meanings and Values.* London: Allen and Unwin.

[65] Punter, John V. 1982. "Landscape Aesthetics: A Synthesis and Critique". in, *Valued Environments.* John Gold and Jacquelin Burgess. (eds.) London: George Allen and Unwin. pp. 100-123.

[66] 1971. "Geography, Phenomenology and the Study of Human Nature." *Canadian Geographer.* 15: pp. 181-192.

[67] Punter, John V. 1982. "Landscape Aesthetics: A Synthesis and Critique". in, *Valued Environments.* John Gold and Jacquelin Burgess. (eds.) London: George Allen and Unwin. p.102.

[68] Ibid.

[69] Dansereau, Pierre. 1973. *Inscape and Landscape.* Massey Lectures, Twelfth Series. Toronto. CBC Learning Systems. pp.46-66.

[70] In *Biogeography: An Ecological Perspective* (1957. New York: The Ronald Press Company). Pierre Dansereau talks of Vernadsky's work found in the 1945, *American Scientist,* 33:1-12, and the later work of Teilhard de Chardin in the 1955 book *The Phenomenon of Man,* New York: Harper Torchbooks. The noosphere represents the will of agents who intervene at increasing intensity from mineral resources at Level 1 through Level 2 vegetation, Level 3 herbivores, Level 4 carnivores, Level 5 investments of accumulated materials and animal action, and Level 6 controls of resource exploitation and conservation.

encountered with "feelings, imagination and understanding, perception and conception"[71]. It is our existential space.

Yi-Fu Tuan however, characterizes landscape perception and experience in a different way. The objective and subjective experience of landscape is likened to vertical and horizontal perspectives, respectively. The vertical is "objective and calculating" - the domain of the scientist and expert. And the horizontal is "personal, moral, and aesthetic." It is the subsequent combination of these views which occurs in the mind's eye.[72]

Feminist thinkers, on the other hand, could take exception to a segregated interpretation of landscape which is evident in Raymond Williams' *The Country and The City.* Williams said that, "The very idea of landscape implies separation and observation."[73] Many feminist scholars would argue that the self cannot be separated from the object. This 'dualism' is sought in the unrealistic quest for objectivity and denies the possibility of the subjective, the intuitive and the symbolic.[74] And it is Steven Bourassa who seeks to go beyond this schism suggesting a solution with Vygotsky's Paradigm. This model is based on a Jungian concept that combines biological and cultural bases of behaviour. The mind has three levels - consciousness and personal unconscious (both cultural), and the collective unconscious (biological). In this structure he believes there are both biological and cultural influences on behaviour.[75] Other authors refer to this as a *Gestalt* - perceiving the whole and not its individual parts.

Naveh believes, as a result of the cultural perspective, that landscape is largely a mental construct, and that they can only be studied through qualitative humanistic approaches.[76] Another scholar, David Crouch, contends that landscape, in fact, presupposes a postmodern theoretical interpretation[77]. He writes that landscape experience is an "interaction of class, of social and economic and political relationships."[78] Therefore research of landscape must be informed by those relationships. Cosgrove[79] and later Cosgrove and Daniels[80] talk of this as the iconography of the landscape. And it is

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[71] 1995. "Interactions of Landscape and Culture". *Landscape and Urban Planning.* 32: p.46.

[72] 1979. "Thought and Landscape: The Eye and the Mind's Eye". in, D.W. Meinig. (ed.) *Interpretations of the Ordinary Landscapes: Geographical Essay.* New York: Oxford University Press. p. 90.

[73] 1973. *The Country and the City.* London: Chatto & Windus, p.149.

[74] Sandercock, Leonie and Forsyth, Ann. 1992. "A Gender Agender: New Directions for Planning Theory". *JAPA.* 58: p. 52.

[75] 1991. *The Aesthetic of Landscape.* London: Belhaven Press. pp. 51-52.

[76] 1995. "Interactions of Landscape and Culture". *Landscape and Urban Planning.* 32: pp. 43-54.

[77] Cosgrove and Daniels also speak of the post-modern nature of the landscape concept: "The post-modern apprehension of the world emphasises the inherent instability of meaning, our ability to invert signs and symbols, to recycle them in a different context and thus transform their reference... From such a post-modern perspective landscape seems less like a palimpsest whose 'real' or 'authentic' meanings can somehow be recovered with the correct techniques, theories or ideologies, then a flickering text displayed on the word-processor screen whose meaning can be obliterated by the merest touch of a button..." (1988. *The Iconography of Landscape: Essays on the Symbolic Representation, Design and Use of Past Environments.* Cambridge: Cambridge University Press. pp. 7-8).

[78] 1990. "Culture in the Experience of Landscape". *Landscape Research.* 15(1). p.12.

[79] 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books.

[80] 1988. *The Iconography of Landscape: Essays on the Symbolic Representation, Design and Use of Past Environments.* Cambridge: Cambridge University Press.

this kind of 'thick' description of the meaning of landscape that has been adopted for this thesis.

Innumerable studies have been conducted trying to discern landscape preferences of different groups: urban[81]/rural; western/eastern[82]; insider/outsider[83] (of particular interest to this study of provincial and local understandings of landscape)[84]; middle class[85]/working class[86]; and the dominate culture/primary experience[87]. And amongst sample populations preferences for different environmental elements have been charted - most notably by Rachel and Stephen Kaplan.[88]

Given these differences in perception, one wonders if any common ground can be found. In fact, this was the issue that J.B. Jackson explored in *Discovering the Vernacular Landscape*[89]. He talked of the common humanity expressed in the vernacular landscape. In fact, Ontario's new landscape policies pre-supposes that that common ground can only be found at the local level, giving local area municipalities the power to designate 'significant cultural heritage landscapes' in Local Official Plans[90]. Harrison, Limb and Burgess's study concurs that, "contrary to widely held 'expert' opinion, ordinary people can and do articulate their deeply held feelings and values for nature and

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[81] e.g., Hull, R.B.; Lam, M.; and Vigo, G. 1994. "Place Identity: Symbols of Self in the Urban Fabric". *Landscape and Urban Planning*. 28: pp. 109-120.

[82] e.g., Yu, Kongjian. 1995. "Cultural Variations in Landscape Preference: Comparisons among Chinese Sub-groups and Western Design Experts". *Landscape and Urban Planning*. 32: pp. 107-126.

[83] Edward Relph elaborates on this theme with 'existential insideness' and 'existential outsideness'. (1976. *Place and Placelessness*. London: Pion Ltd.). Also see David Seamon's work in "Newcomers, Existential Outsiders and Insiders: Their Portrayal in Two Books by Doris Lessing". (in, Douglas C.D. Pocock (ed.). 1981. *Humanistic Geography and Literature*. London: Croon Helm. pp. 85-100). And finally consider, the work of Raymond Williams. (1973. *The City and the Country*. London: Chatto and Windus).

[84] e.g., Edward Relph writes there is a difference in the experience of nature, and landscape, predicated upon the length of association held by the observer. (1976. *Place and Placelessness*. London: Pion. pp. 49-55).

[85] e.g., In Graham Cox's 1988. "Reading Nature: Reflections on Ideological Persistence and the Politics of the Countryside" (*Landscape Research*. 13(3): pp. 24-34), he writes about the "middle class perceptions of rustic peace... and a middle class emphasis on the 'Suburban ideology' of landscape." He speaks of landscape in terms of the relationships that are held between people associated with the land.

[86] e.g., In *Social Formation and Symbolic Landscape*, Denis Cosgrove refers to working class activists who get involved with rambling and access movements in Britain, with the intention "not to see landscape, as much as to experience it physically... a gesture toward liberation... [which] involved action rather than vision." (1984. Totowa, New Jersey: Barnes and Noble Books p.268).
And there is also David Crouch's work of interviewing working class allotment gardeners on their attitudes to the landscape. He found a positive attitude amongst the interviewees in sharing their outdoor experience with other gardeners, and having access and use of the land. (1990. "Culture in the Experience of Landscape". *Landscape Research*. 15(1)).

[87] e.g., Zube, E.H. and Pitt, D.G. 1981. "Cross-Cultural Perceptions of Scenic and Heritage Landscape". *Landscape Planning*. 8: pp. 69-87.

[88] 1989. *The Experience of Nature: A Psychological Perspective*. Cambridge: Cambridge University Press.

[89] 1984. New Haven: Yale University Press.

[90] as per, December 1995. Draft Provincial Policy Statement. 2.5.1. "Significant built heritage resources and cultural heritage landscapes will be conserved."

landscape."[91] And the loose way these new policies have been written presupposes that these deeply-rooted values will naturally surface in the local planning process.

C. The Representation of Landscape

Landscape has inspired many interpretations in the form of paintings[92], text[93]; and more recently the consideration of photography[94], television[95] and cinema[96] can also be very influential.[97] And these representations can be as influential in the development of the landscape idea as the actual landscapes themselves.

Representations also range in their form and purpose, from simple images to scientific recordings in landscape assessments. There is a variety of standards evident in assessment[98] - some concentrate on the visual experience of landscape; others, inventories of extant conditions; and others yet, impact assessments of proposed projects. Assessment literature describes a variety of inventory methods, classification typologies and evaluation methodologies. Much of this work centres on the "desire to reduce the complexities and emotions of landscape to a dispassionate, scientific object"[99] seeking only that information for plan preparation and policy making. Relph believes this represents a methodological deficiency planning - although referring particularly to urban space, these following comments can apply to the general landscape: "Planning for the experience of total urban space has been meager indeed, and the space of modern urban planning is primarily the two-dimensional, cognitive space of maps and plans."[100] The sole use of

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[91] 1986. "Recreation 2000: Views of the Country from the City." *Landscape Research.* 11(2): pp. 19-24.

[92] e.g., Barrell, John. 1980. *The Dark Side of the Landscape: The Rural Poor in English Painting., 1730-1840.* Cambridge: Cambridge University Press. In this book Barrell reveals a side of landscape painting that is not commonly revealed, i.e., the true hardships of rural life. This subject is not usually dealt with because of the preference for the idealized conception of the countryside evident in these paintings (like Gainsborough and Constable); Jay Appleton is another author who deals with art criticism and landscape in his 1990, *The Symbolism of Habitat: An Interpretation of Landscape in the Arts.* (Seattle: University of Washington Press).

[93] e.g., Pocock, Douglas C. (ed.). 1981. *Humanistic Geography and Literature: Essays on the Experience of Place.* London: Croom Helm. In this book different authors speak of the representation of actual and imaginary landscapes in literature.

[94] e.g., John Marsh's 1989. "Postcard Landscapes: An Exploration in Methodology". in, Philip Dearden and Barry Sadler (eds.) *Landscape Evaluation: Approaches and Applications.* Western Geographical Series, Volume 25. Victoria: University of Victoria. pp. 119-148.

[95] e.g., Higson, Andrew. 1987. "The Landscape of Television". *Landscape Research.* 12(3). pp. 8-13.

[96] e.g., Sitney, P. Adams. "Landscape in the Cinema: The Rhythms of the World and the Camera". in, Salim Kemal and Ivan Gaskell (eds.) 1993. *Landscape, Natural Beauty and the Arts.* Cambridge: Cambridge University Press. pp. 103-126.

[97] Pierce Lewis also talks about the value of reviewing non-academic literature such as journals, advertisements and travel literature. (1979. "Axioms for Reading the Landscape: Some Guides to the American Scene." in, D.W. Meinig. (ed.) *Interpretations of the Ordinary Landscapes: Geographical Essay.* New York: Oxford University Press. pp. 11-32).

[98] Carys Swanwick talks of this variety and the "lack of any clear direction to emerge from the mass of academic research and practical studies which have accumulated over the last 30 years." (1989. *Landscape Research.* 14(3): p.6).

[99] Ibid.

[100] Relph, Edward. 1976. *Place and Placelessness.* London: Pion. p.23.

two-dimensional representations is an inevitable approach when emphasis is on land use planning, and not on the potentially more holistic landscape planning[101].

Much of the debate over these assessment methods is whether they should be based on expert opinion[102] or public preference[103]. A recent study by Paine and Taylor, *Cultural Landscape Assessment: A Comparison of Current Methods and their Potential for Application within the Niagara Escarpment*[104], serves as a good review of the plethora of assessment techniques and how they may be classified as expert or citizen-led.

An example of a citizen-led initiative has been mounted by the Copper Trust in cooperation with the Universities of Waterloo, Guelph, York University and Leslie College of Education, Harvard. The Trust is working out the practicalities of facilitating community-based data collection on landscapes, both natural and cultural.[105] Software for data collection and a process of community data collection are being developed. Both are intended to help facilitate local residents, school children and environmental/ heritage advocates work through an assessment exercise.

Susan-Ann Lee talks of the importance of local experience in the planning process. Personal landscape identity acts as an incentive for local people to get involved in local civic life. If one does not bond with a place, then one is less likely to fight for the place on the political stage, she argues.[106] Conversely, Swanwick, although in support of local expression of heritage, cautions that landscapes are extremely complex "and the question of public preference is one aspect of this complexity."[107] Once again the debate is raised whether to use expert or community-led assessments in conservation decision-making.

The experience of landscape leads directly to a valuing of the landscape. Burgess and Gold say valuing comes from 'creating' and 'holding' one's own landscape. "To 'create' is to give of oneself and to endow the world which we inhabit with personal meaning. To 'hold' is to cherish and offer security and protection."[108]These values in turn influence the decisions that are made surrounding landscapes and how they will be represented in conservation decisions. This, of course, comes to the core of this thesis' research; how locally and provincially-held ideas of landscape might be influencing

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[101] e.g., Sally Schauman's 1988. "Scenic Value of Countryside Landscapes to Local Residents: A Whatcom County, Washington Case Study. (*Landscape Journal.* 7(1): pp. 40-46). In that paper Schauman cites another similar study by Joan Nassauer. (1979. "Visual Quality Criteria for Illinois". unpublished manuscript. Urbana. Department of Landscape Architecture. University of Illinois).

[102] e.g., United States National Park Service (NPS). 1990. *National Register Bulletin 30: How to Identify, Evaluate and Register Rural Historic Landscapes.* Washington: US National Register of Historic Places; and Commonwealth Resources Management Ltd. 1993. *Phase I: Cultural Heritage Protocol Process.* Toronto: Ontario's Management Board Secretariat (MBS).

[103] Clifford, Sue. 1987. "Common Ground: Promoting the Value of Local Places". *Landscape Research.* 12(1): pp. 2-4; and, Francis, Mark. 1987. "Meaning Attached to a City Park and a Community Garden in Sacramento". *Landscape Research.* 12(1): pp. 8-12.

[104] Paine, C. and Taylor, J. 1995. *Cultural Landscape Assessment: A Comparison of Current Methods and their Potential for Application within the Niagara Escarpment.* Toronto: Ontario Heritage Foundation.

[105] I am also involved with this effort as a consultant on the software's cultural heritage landscape content.

[106] Lee, Susan-Ann. 1982. "The Value of the Local Area". in, John Gold and Jacquelin Burgess (eds.) *Valued Environments.*. London: George Allen and Unwin. pp. 161-171.

[107] Swanwick, Carys. 1989. *Landscape Research.* 14(3): p.7.

[108] Burgess, Jacquelin and Gold, John. 1982. "On the Significance of Valued Environments". in, John Gold and Jacquelin Burgess. (eds.) *Valued Environments.* London: George Allen and Unwin. p. 7.

landscape conservation decisions. One such study of landscape values was conducted in 1986 by Harrison, Limb and Burgess. [109] It set about to explore the value of the countryside experience for British urbanites outside London. These findings helped the Countryside Commission for England and Wales in their first review of recreational policies since 1968. People talked of the appeal of the rural experience representing a lost golden age of pastoralism. Whether it was true or not, there was the perception that things were easier back then, they were more innocent times, and it was a more community-centred life. The countryside, like the landscape, was seen to be wholesome, authentic, closer to nature and less anonymous then the city.

This view of the rural world is one that has influenced planning theorists for many years; consider the turn-of-the-century beliefs underlying Ebenezer Howard's Garden City concept. He talked about the benefits of country living with his Town-Country Magnet. He said, "And the country! The country is the symbol of God's love and care for man. All that we are and all that we have comes from it. Our bodies are formed of it; to it they return. We are fed by it, clothed by it, and by it are we warmed and sheltered. On its bosom we rest. Its beauty is the inspiration of art, of music, of poetry. Its forces propel all the wheels of industry. It is the source of all health, all wealth, all knowledge."[110]

An author who deals with the theme of valuing in conservation decisions is David Lowenthal[111] He sees landscape as a repository of memories - this is its heritage value. And because we value this landscape heritage we seek to conserve it through "recognition and celebration, maintenance and preservation, and enrichment and enhancement".[112] The draft Ontario Heritage Act puts it in similar language, including in the conservation process, 'Identification, Protection, Interpretation, and Use'.[113] Value given to the landscape results in conservation measures being taken - the length to which an agency or group or people will go to protect it depends how significant they believe it is. Lowenthal gives an excellent example of how far people are willing to go if a landscape is deemed highly important.[114] He talks of the 'Fallscape Committee' in Niagara Falls which is concerned about the rate of erosion of the Falls. They have put forward a strategy that includes highly complex engineering to impede this natural process. It is obviously felt to be a worthwhile endeavor because of the multi-million dollar industry which is dependent on the Falls. He goes on to examine the reasons why we care about heritage resources such as these, in the first place. He believes that it may be the transitory nature of our modern society, "Long uprooted and newly unsure of the future", we seek the familiarity of our heritage. He lists both the perceived benefits and disadvantages of heritage and its conservation. First the benefits are, "The familiarity of recognition; the reaffirmation of

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[109] 1986. Harrison, Carolyn, Limb, Melanie, and Burgess, Jacquelin. "Recreation 2000: Views of the Country from the City". *Landscape Research.* 11(2): pp. 19-24.

[110] F.J. Osborn (ed.) 1945. *Garden Cities of Tomorrow* (reprint of 1898 original and 1902 version, *Tomorrow: a Peaceful Path to Real Reform*). London: Faber and Faber Ltd.

[111] 1979. "Age and Artifact: Dilemmas of Appreciation". in, D.W. Meinig. (ed.) *Interpretations of the Ordinary Landscapes: Geographical Essay.* New York: Oxford University Press. pp. 103-128.

[112] Ibid. p.109.

[113] Ontario Ministry of Culture and Communications. November 30, 1993. A *New Ontario Heritage Act: Working Draft.* Toronto.

[114] 1979. "Age and Artifact: Dilemmas of Appreciation". in, D.W. Meinig. (ed.) *Interpretations of the Ordinary Landscapes: Geographical Essay.* New York: Oxford University Press. pp. 103-128.

belief and action; the guidance of example; the awareness of personal and communal identity; the diachronic enrichment of present experience; respites or escapes from the pace and pressure of the here and now..." The disadvantages are the sometime detrimental effect of memory - memories that "we may want to forget or obliterate [as] a malign or traumatic history. A glorious heritage may likewise overwhelm.." In the end, he seems to side with heritage; particularly the material heritage of landscape. Lowenthal writes, "...however depleted by time and use, relics remain essential bridges between then and now. They confirm or deny what we think of it, symbolize or memorialize communal links over time, and provide archaeological metaphors that illumine the processes of history and memory."[115] This then is the eternal appeal of landscape and its elements and why we care enough to take measures for its conservation.

Once the decision has been taken to conserve - and this is what the Provincial Policy Statements are intended to encourage - there are many avenues to follow of which 'authenticity' seems an important measure. Relph talks decisively of the detrimental effects of inauthentic treatments talking about 'kitsch', 'disneyfication' and 'museumfication'.[116] To that end an ethical question is raised as to whether tourism (which may result in a no-holds-barred approach to conservation) is the only rationale for protection. Integrity of the resource needs to be considered in the conservation strategies.

As well consideration must also be made of whose 'story' is being commemorated in a landscape interpretation. For example, is it the estate owners or the unrecognized workers who contributed to landscape's creation? In that regard the great American scholar George Perkins Marsh, who obviously was concerned about the conservation of nature, also supported the conservation of cultural history. In particular, he advocated the conservation of the artifacts of common life and people and not the aristocracy of politics, finance and birth.[117] This perhaps is not completely unexpected considering his romantic view of nationalism and his embracing of the rural ideal for the new American nation.

Marsh's rural romanticism has a strong currency today with the likes of J.B. Jackson[118]; and Burgess and Gold who write that there has been an "undeniable preoccupation of Western Society with the environmental tastes of 'high culture' [e.g., the restoration of estates, battlefields and churches] but just as significant is the fact that quotidian environments are taken for granted by policy makers, academics and inhabitants alike. The strength of attachment to ordinary places and landscapes frequently only emerges when they are threatened by change."[119] In Ontario however, this emphasis on the properties of the monied and the powerful has changed, with the recent introduction of the new landscape policies. The mechanism is now there to protect some of these landscapes - ordinary as well as unique. It remains to be seen however, if the local people value the landscapes enough to speak up and provide effective prodding to politicians to include landscapes on the planning agenda.

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[115] Lowenthal, David. 1985. *The Past is a Foreign Country.* Cambridge: Cambridge University Press. pp. xx.

[116] Relph, Edward. 1976. *Place and Placelessness.* London: Pion. pp. 82-103.

[117] Original 1864 manuscript reprinted in 1965. *Man and Nature.* Cambridge: Belknap Press of Harvard University Press.

[118] 1984. *Discovering the Vernacular Landscape.* New Haven: Yale University Press.

[119] Burgess, Jacquelin and Gold, John. 1982. "On the Significance of Valued Environments". in, *Valued Environments.* John Gold and Jacquelin Burgess. (eds.) London: George Allen and Unwin. p.2.

In the final analysis, the reason why we want to conserve landscapes is found in its many meanings. In discussing this meaning, Dearden and Sadler perhaps put it most eclectically naming it a 'nested set of concepts': "Landscape is the visible, morphological expression of environment; it connotes a regional assemblage of interrelated physical/cultural features and is thus distinguished by the richer grain and depth of place-bound particularities". [120] This is a workable definition, but one that could be challenged, on the point of scale. They refer to a 'regional assemblage'; however over the course of this study it has become apparent that people who were interviewed defined landscapes everywhere from a smaller-scaled site to a broader regional assemblage. Thus any landscape planning structure proposed must account for this range, as well as its many other complexities, which this section dealt with and is summarized in Figure 15.

In conclusion it is David Lowenthal's description of landscape, that intrigues: "Landscape is everyone's interest, yet it is also no one's...Landscapes ever change; but we sense them as enduring. Landscapes differ profoundly from culture to culture... Moreover, landscapes are unspecific and seldom precisely datable; their extent and location are not fixed and immutable; they keep shifting with the passage of time and the perspective of the viewer."[121] This is the challenge of landscape planning - a description of which now follows.

FIGURE 15

Summary of Issues Identified in Landscape Literature

NATURE OF LANDSCAPE

- **ART**..... a view, prospect, scenery
  - ..... Romantic picturesque tradition
  - ..... the pastoral
- **LANDSCHAFT**..... natural/cultural schism
  - ..... community
  - ..... habitat of present and past lives
- **BOUNDED**..... quantitative or qualitative approaches
  - ..... land use or landscape perspective
  - ..... issues of scale and definition

PERCEPTION OF LANDSCAPE

- ..... formal aesthetic; behavioural; and humanistic studies
- ..... value and meaning
- ..... subject/object in perception and experience
- ..... diversity of understanding
- ..... finding the common ground

REPRESENTATION OF LANDSCAPE

- ..... ideological content
- ..... abstractions in painting, literature, etc.
- ..... assessment
- ..... local or expert knowledge
- ..... conservation decisions, re. use, whose story, influences

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[120] Philip Dearden and Barry Sadler (eds.) 1989. *Landscape Evaluation: Approaches and Applications.* Western Geographical Series, Volume 25. Victoria: University of Victoria. p.4.

[121] 1990. "Historic Landscapes: Indispensable Hub, Interdisciplinary Orphan". *Landscape Research.* 15(2). p. 27.

3. Landscape Planning Literature

There is a multiplicity of views of landscape and prescribed planning approaches in the landscape planning literature. This reflects the diversity of the understanding of the landscape idea; and it also reflects the diversity of understanding about what planning should be. However, it is with landscape planning that some kind of union is sought between the two concepts. This sentiment is found early in the literature with theorists such the famous Vermont conservationist, George Perkins Marsh, who wrote in 1864, *Man and Nature; or, Physical Geography as Modified by Human Action.* He was influential in calling for a better fit and balance of humans and nature in the arrangement of land; the core objective of planning, and landscape planning in particular.[1] Scottish eccentric, Patrick Geddes, also reached for this union when called for regional surveys and the meaningful involvement of citizens in the planning process. He talked of the trinity of planning: the Folk (the people of the region); Work (a region's economy); and the Place (geography of region).[2]

This desire to reach the best match of natural elements and human needs was also evident in early landscape design efforts. There is the development of linear park systems on hydrological systems like Emerald Necklace Park System in Boston, laid out by Frederick Law Olmsted in the 1880's. [3] And there is the American mid-western Jens Jensen, who adopted a style called the Prairie School, that encouraged the use of native plant material and the advocacy for natural area protection.[4]

Most importantly however, was the regional planning movement that got real momentum in the 1930's with the American development of the Tennessee Valley Authority (TVA). The great advocate of regional approaches, Lewis Mumford said the TVA was an encouraging development. He wrote in the *Culture of Cities,* "The Tennessee Valley project, with its fundamental policy of conservation of power resources, land, forest, soil, and stream, in the public interest, is an indication of a new approach to the problems of regional development.... The river Valley has the advantage of bringing into a common regional frame a diversified unit: this is essential to an effective civic and social life, and has been overlooked in many schemes of regional development that are erected on the basis of purely homogeneous resources or interests."[5]

A contemporary of Mumford, Benton MacKaye also spoke of the benefits of a regional approach - that could arguably be called a landscape approach. He saw regional

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[1] Marsh warned, "But we are, even now, breaking up the floor and wainscoting and doors and window frames of our dwelling, for fuel to warm our bodies and seethe our pottage," (p.52). And the editor Lowenthal said, *Man and Nature* was written to reveal this menace, to explain its causes, and to prescribe some antidote." (p. ix). (Marsh, George Perkins. 1965 (reprint). *Man and Nature; or. Physical Geography as Modified by Human Action.* David Lowenthal (ed.) Cambridge: The Belknap Press of Harvard University Press).

[2] Geddes, Patrick. (original 1915, reprint 1968). *Cities in Evolution: An Introduction to the Town Planning Movement and to the Study of Civics.* London: Ernest Benn Ltd.

[3] Pregill, Philip and Volkman, Nancy. 1993. *Landscape in History: Design and Planning in the Western Tradition.* New York: Van Nostrand Reinhold.

[4] "Every plant has its fitness and must be placed in its proper surroundings so as to bring out its full beauty. Therein lies the art of landscaping." (Jensen, Jens. 1990. *Siftings.* The Johns Hopkins University Press. p.41)

[5] Mumford, Lewis. 1938. *The Culture of Cities.* New York: Harcourt, Brace and World, Inc. p.324.

planning as, "a comprehensive ordering or visualization of the possible or potential movement, activity or flow (from sources onward) of water, commodities or population, within a defined area or sphere, for the purposes of laying therein the physical basis for the 'good life' or optimum human living."[6]

In all these works 'landscape planning' is variously called 'ecological planning', 'regional planning' or 'environmental planning'. Yet, the focus is similar. The writers are dealing with the complexities of the world around us - with natural and cultural aspects; and the necessity to organize its development in a way that is sensitive to both its parts. Works that do not fit that holistic mode come from the bioregional side. A number of key ecological planning works were reviewed for this study (e.g., Alexander (1990); Steiner (1991); Session (1995); and Kirkpatrick Sales (1992)) however, much of that work is not applicable because its world view is so radically different from the one assumed for this thesis. Instead of seeing the environment, the landscape, as an inevitably unified combination of cultural and natural forces; the natural world takes precedence. A bioregion is defined as "a place defined by its life, its topography and its biota, rather then human dictates - a region governed by nature, not legislature."[7] This quote acknowledges human effect, but not the fundamental importance of human activity on the natural world.

Deep ecologists go even further in placing nature above the human community and not seeing the two as equal parts of the same ecological system.[8] Adopting a biocentric ethic, some deep ecologists go so far to advocate non-intervention in a natural disaster, or wide-spread epidemic, in spite of the potential enormous loss of human life. They see this human loss of life as a re-balancing of the natural world.[9]

If one plans on a natural basis, what of the cultural affiliations that may not conform to natural boundaries? This could work against the potential of community to coalesce on the basis of existing social and interpersonal networks. Lewis Mumford wrote about regions, but it applies to landscapes, equally as "a complex of geographic, economic and cultural elements - not formed as a finished product in nature and not solely the creation of human will and fantasy. The region, like its corresponding artifact, the city, is a collective work of art."[10]

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[6] Benton MacKaye's writings ("Regional Planning and Ecology". *Ecological Monographs.* 10(3). p.351) were cited in, Steiner, Frederick; Young, Gerald; and Zube, Ervin. 1988. "Ecological Planning: Retrospect and Prospect". *Landscape Journal.* 7(1). p.33.

[7] Alexander, Donald. 1990. "Bioregionalism: Science or Sensibility?" *Environmental Ethics.* 12:2. p.165.

[8] "The long-range Deep Ecology movement emerged more or less spontaneously and informally as a philosophical and scientific social/political movement during the so-called Ecological Revolution of the 1960's [e.g., Rachel Carson, Aldo Leopold] . Its main concern has been to bring about a major paradigm shift - a shift in perception, values, and lifestyles - as a basis for redirecting the ecologically destructive path of modern industrial growth societies [e.g., Arne Naess, Thomas Berry, and George Sessions]. Since the 1960's, the long-range Deep Ecology movement has been characterized philosophically by a move from anthropocentrism to ecocentrism, and by environmental activism." Although the roots can be traced further to ecocentrism of early theorists like Henry David Thoreau, John Muir, Aldous Huxley. (Sessions, George. 1995. *Deep Ecology for the Twenty-First Century.* Boston. Shambhala Publications Inc. p.ix).

[9] Cited in Jennifer Sells' 1990. "An Eco-feminist Critique of Deep Ecology: A Question of Social Ethics." (*Feminist Ethics.* Spring. pp. 12-27). However, George Sessions counters this calling it a misrepresentation by human-dominant Christian stewardship and ecofeminists. (Sessions, George. 1995. *Deep Ecology for the Twenty-First Century.* Boston. Shambhala Publications Inc.).

[10] Mumford, Lewis. 1938. *The Culture of Cities.* New York: Harcourt, Brace & Company.

The themes identified in the landscape literature review are mirrored in the review of landscape planning literature. There are some exceptions, however, because the landscape idea is tempered by the nature of planning. Planning brings an aspect of the applied that may not have direct correlation to all the landscape themes. Therefore the same structure of Nature, Perception and Representation has been adopted for this section with a slightly different slant to the descriptions, because of the ultimate practical applications of landscape planning. They are the 'Nature of Landscape Planning'; the 'Perceptions that Influence Landscape Planning'; and the 'Representations in Landscape Planning'.

A. Nature of Landscape Planning

A major part of the large body of landscape literature deals with the planning approaches to landscapes. And the challenges in dealing with that literature is to determine, first, what the authors mean by 'landscape'; and secondly, what is meant by 'planning'. Therefore variability of the composite 'landscape planning' is linked to the variability of its parts. T.H.D. Turner recognizes this diversity: "The currency of a number of senses of 'landscape' makes it difficult to give a single definition of 'landscape planning', and the problem is further complicated by the variety of denotations and connotations attached to the word 'planning'."[11] Each planning actor and body that engages in landscape planning therefore, fashions their approach according to the definitional framework they have adopted.

Turner illustrates this variety with a description of a range of ways of approaching landscape planning.[12] Figure 16 illustrates how he generates these from combining three different meanings of 'landscape' (for the Artist, Geographer, and Designer) with three interpretations of 'planning' (Amenity, Physical and General). From these meanings nine categories of landscape planning activity are developed; the planner acting variously as an artist; a geographer and a designer within three modes of planning that is dependent on the scale of a project. Scale is the determinant as to whether the planner is working on an individual, site-specific Amenity level; the intermediary Physical level; or the regional General level.[13]

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[11] 1982/83. "Landscape Planning: A Linguistic and Historical Analysis of the Term's Use". *Landscape Planning*. 9: p.181.

[12] Ibid. pp. 179-192.

[13] Some examples of work a landscape planner would be engaged in at each of these levels are given as: 1.Artist and Amenity Planning- preparing design controls for such things as landscaping, signage, architectural styling; 2.Artist and Physical Planning- working on greenbelts, and aesthetic details incorporated into engineered solutions, e.g., highway planting; 3.Artist and General Planning- providing aesthetic assessment of larger projects, e.g., protection of viewsheds. 4.Geographer and Amenity Planning- evident in the early stages of the conservation movement, prompting the protection of National Park lands initially on aesthetic priorities, e.g., Banff; 5.Geographer and Physical Planning- involvement in land use planning and the allocation of spaces; 6. Geographer and General Planning- proposals for the reclamation of larger mined or abused landscapes; 7. Designer and Amenity Planning- doing visual impact studies; Designer and Physical Planning- layout of a variety of scaled projects, gardens to parks, 100 to 10,000 hectares; and Designer and General Planning- rural planning for visual assessments,

FIGURE 16

Landscape Planning Approaches *(Source: T.H.D. Turner)*

	Artist	Geographer	Designer
Amenity Planning *(Site-Specific Scale of Work)*	e.g., City Beautiful	e.g., Areas of Natural Beauty	e.g., Mainstreets
Physical Planning *(Sub-Regional Scale of Work)*	e.g., Open Space Planning	e.g., Land Use Planning	e.g., Landscape Design
General Planning *(Regional Scale of Work)*	e.g., Scenic Quality Assessment	e.g., Systems Planning	e.g., Ecological Design

Turner defines 'landscape' in two of the three categories that have been adopted for this thesis: namely, as an aesthetic concern held within the 'landskip' painting tradition; and as a tract of land. Design as a separate endeavor however, is subsumed in this study on landscape as part of the aesthetic tradition, seen as an outgrowth of romantically inspired paintings. One other difference is that Turner does not recognize the integrated concept of 'landschaft'. But regardless of these shortcomings, the framework provided by Turner does serve to display the wide array of landscape planning activities.

As for planning, Turner identifies 'Amenity Planning' as the first and longest established branch of landscape planning. The roots of this kind of planning trace back to the 1800's when concern for the beauty and health of a city developed out of the City Beautiful and Public Health movements respectively.[14] He cites the British Planning Act of 1909 which strove to create "the home healthy, the house beautiful, the town pleasant, the city dignified and the suburb salubrious."[15] Canadians were also caught up in that spirit of reform (albeit more from the health side of the amenity issue) as indicated with the first masthead of *The Journal of the Town Planning Institute of Canada,* in December 1927. It stated that, "Town planning may be defined as the scientific and orderly disposition of land and building in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural."[16]

Design traditions well-entrenched in many landscape architecture schools represent the evolution of the work in Amenity Planning. A stereotypical approach is summed up in a 1963 book by Better Homes and Gardens, *Landscape Planning,* which stated that landscape planning is design work on residential land and creating views and "patterns of land use which will be both beautiful and functional."[17] More current stylistic approaches

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conservation value of agricultural value, establishment of landscape character. At scales of 10,000 hectare and above. (Ibid.)

[14] Hodge, Gerald. 1991. *Planning Canadian Communities: An Introduction to the Principles, Practice, and Participants.* Scarborough: Nelson Canada. pp. 52-56 and 83-84.

[15] 1982/83. "Landscape Planning: A Linguistic and Historical Analysis of the Term's Use". *Landscape Planning.* 9: p.181.

[16] VI(6). p.189.

[17] (Better Homes and Gardens. 1963. *Better Homes and Gardens Landscape Planning.* Des Moines: Meredith Press. p.7). Others of the type are Brian Hackett's 1971. *Landscape Planning: An Introduction to Theory and Practice.* (Newcastle-Upon-Tyne: Oriel Press; and Derek Lovejoy's. 1973. *Land Use and Landscape Planning.* Aylesbury: Leonard Hill).

are summed up in a 1993 publication called, *Landscape Restoration Handbook*,[18] which talks of the concomitant values of sustainability, diversity of habitat, improving water quality and lowering maintenance. It is clear that ecological awareness and commitment has entered the Amenity Planning approach.

Another example of 'Amenity Planning' is included in the recent and influential publication, *Dealing with Change in the Connecticut River Valley: A Design Manual for Conservation and Development.* This book provides model design guidelines and performance standards for rural town development. An example of amenity recommendations are made for signage, store frontage treatment, street furnishings, and housing layouts[19].

'Physical Planning' is the second branch of landscape planning identified. This of course is a strong tradition in the Province of Ontario with its Land Use Planning Act. The question is however, whether land use planning is the proper context to do landscape planning. John Rennie Short speaks of the incongruity of land use and landscape planning.[20] He believes that the land use planning model inevitably leads to three problems: first, the elite land owners are given the formulation of goals for development of the land; second, the pursuit of economic growth will allow limited concern for social equity; and finally, the ultimate objective of land use planning is a desire for growth and social change. Landscape could provide a different context for planning in that the landscape is largely a common resource for all the population; and as such, inevitably, issues other then economic issues will surface.

And the third manner, Turner suggests, of practicing landscape planning is in 'General Planning' - identified as the policy and systems end of the spectrum. This branch of planning has still retained a physical bent, however, the scale is just different. Note a book that was written by William Marsh in 1983, *Landscape Planning: Environmental Applications*, in which he defines planning in physical terms of arranging resources: "Planning is concerned with the use of resources, especially those of the landscape, and how to allocate them in a manner consistent with people's goals."[21] In the book landscape elements are identified as topography, vegetation, habitat, soils, wastewater disposal, groundwater, stormwater discharge and watersheds.

Yet in spite of the wide variety of landscape planning activities noted, this framework still does not represent the potential of landscape to unite other planning efforts; to act as the organizational umbrella. Perhaps this manner of synthesized work is not present because Turner does not incorporate the 'landschaft' concept in the framework. In that perspective, the landscape planner would act as the generalist pulling

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[18] Harker, Donald; Evans, Sherri; Evans, Marc; and Harker, Kay. 1993. *Landscape Restoration Handbook.* Boca Raton: Lewis Publishers.

[19] The book also deals with rural development options such as the protection of agricultural lands through the clustering of rural residential. (Yaro, R.; Arendt, R.; Dodson, H.; and Brabec, E. 1990 (4th Printing). Amherst: Lincoln Institute of Land Policy).

[20] 1991. *Imagined Country: Environment, Culture and Society.* London: Routledge.

[21] William M. Marsh. 1983 (First Edition) and 1991 (Second Edition). *Landscape Planning: Environmental Applications.* New York: John Wiley and Sons. p.2

together the other specialists from both the cultural and natural side of the landscape equation - seeking a unified approach to environmental design and conservation.[22]

One who is in sympathy with this holistic and balanced approach to landscape planning is John M. Hunter, who also defines landscape planning via the role of the planner. He writes, "Landscape planning is the art of knitting together the competing demands on the landscape, of finding ways by which its components can at worst coexist, and at best form an harmonious synthesis."[23] He equates landscape planning to urban design saying that it is, "the art of integrating and reconciling different demands and in doing so seeking to create an urban environment which transcends functional requirements and enhances the quality of life."[24] Another scholar, Gordon Nelson, presents a balanced means to landscape planning with the ABC method.[25] The method calls for the identification of Abiotic, Biotic, and Cultural factors which subsequently leads to the examination of their interrelationships in a landscape context.

B. Perceptions that influence Landscape Planning

Variability in approaches to the planning of landscapes however, is not just a product of terminology. It also results from the wide geographical and cultural differences that a landscape planner perceives on each project. The interrelationship of philosophical and contextual influences is dealt with by Oliver Rackham. He said, "Textbooks try to present regional differences as being forced upon us by the natural world of hills, soils, and rainfall. Sometimes they are; but they are also instances where men [sic] have made different landscapes out of different environments."[26] For example, consider the eternal tension between organic and geometric approaches landscape design. A good illustration of the expression of these two mentalities can be found in close proximity, in the Townships of Wellington and Waterloo, in Ontario. One was settled primarily by Scots-Irish who employed the traditional and relentless grid method to delineate lots. Whereas Mennonites who settled the landscape of Waterloo Township employed a more sinuous and naturalistic layout of lots - more influenced by the contours of the landscape.[27]

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[22] Note, John Hunter, who talks of the appeal of landscape as a basis for planning: "Now with growing concern for the conservation of natural resources and recognition of the need for a holistic approach, landscape planning is coming to be accepted." (1985. *Land Into Landscape.* London: George Godwin. p.159). Edward Relph also talks of the potential of landscape: "Instead of [landscape] being something separate and detached, to be viewed for its visual content and qualities, or for what it can tell us about our culture it has become something with which we are actively involved."(1981. *Rational Landscapes and Humanistic Geography.* London: Croom Helm. p.57). And Aldo Leopold (in, 1966. *A Sand County Almanac.* New York: Oxford University Press) talked of that harmonious relationship as, a 'land ethic'- "That land is a community is the basic concept of ecology, but that land is to be loved and respected is an extension of ethics. That land yields a cultural harvest is a fact long known, but latterly often forgotten." (p. x).

[23] 1985. *Land Into Landscape.* London: George Godwin. p.159

[24] Ibid.

[25] e.g., Nelson.J.G. 1981. "Research in Human Ecology and Planning: An Interactive Adaptive Approach." *The Canadian Geographer.* 35:2. pp. 114-127.

[26] 1986. *The History of the Countryside.* London: J.M. Dent and Sons Ltd. p.1.

[27] Ladell, John L. 1993. *They Left Their Mark: Surveyors and Their Role in the Settlement of Ontario.* Toronto: Dundurn Press.

As was discussed earlier, part of the cultural baggage inevitably carried to the planning of landscapes is the preferences held for different landscape types: pastoral, wilderness, urbanized. This unwaveringly gets translated into policy for conservation. For example, some may argue that Ontario's system of Prime Agricultural Land protection is absolutely fundamental; whereas others would say that these protections have been excessive. John Rennie Short[28] talks of the effects of rural protection in Britain, of how it has caused problems in the cities with over-crowding, high cost housing and the distancing of people from their workplaces. He calls this pastoral idealism, 'agricultural fundamentalism'; which results in the protection of farmland with few controls on the activities themselves. Deep inside, perhaps not even consciously articulated for many, the profanity of urban life is still accentuated in juxtaposition to the sacredness of rural life.[29]

The legislative context also influences the decisions made in landscape planning exercises. Actions will differ widely between 'Protective' and 'Prescriptive' policy situations. The first is more restrictive, coming out of a situation where a landscape might be endangered - these are 'shall' policies (in the parlance of Ontario planning). The other is more guarded in its provisions - the 'should' policies now found in Ontario's Provincial Planning Policies. Hunter explains the differences between these two approaches: "Protective policies may be concerned with the preservation of good agricultural land, landscape quality, and sites and features important for nature conservation. Prescriptive policies are concerned with initiatives which arise from particular problems of the locality, for example, landscape restoration following mining and mineral extraction, the restoration of tree cover, the resolution of conflicts due to recreational use or reduction of wildlife habitats, or particular problems of the urban fringe to name a few."[30]

Of all the influences on conservation decisions the most decisive is the philosophical basis from which a landscape and its planning is perceived. The ideological pendulum swings between the rational, objective and scientific side; to the adaptive, subjective and qualitative side. The strictly rational and comprehensive side of planning has increasingly become more difficult to justify. The roots of thought on the subject however, particularly as expressed by geographers and planners was that all could be viewed rationally - even cultural elements. John Leighley said, back in 1937, "that culture has its own springs of development and is not merely a chameleon-like entity that takes the colour of the ground on which it momentarily rests."[31] This commitment to rationalism is frequently challenged today in theoretical commentary. For example, Relph states that

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[28] 1991. *Imagined Country: Environment, Culture and Society.* London: Routledge.

[29] The thesis of urban profanity and rural sacredness was dealt with earlier in the thesis, consider the words of Robert Blake's 1804-10, "And Did Those Feet" that sums up the sentiment which seems to date from that period: And did those feet in ancient time/ Walk upon England's mountains green?/ And was the holy Lamb of God/ On England's pleasant pastures seen?/ And did the Countenance Divine/ Shine forth upon our clouded hills?/ And was Jerusalem builded here,/ Among these dark Satanic Mills?/ Bring me my Bow of burning gold:/ Bring me my Arrows of Desire:/ Bring me my Spear: O clouds unfold!/ Bring me my Chariot of fire!/ I will not cease from Mental Fight,/ Nor shall my Sword sleep in my hand,/ Till we have built Jerusalem/ In England's green and pleasant Land. (Blake, William. (music- Parry, C. Hubert). 1916. *Jerusalem.* Aylesbury: Robertson Publications.

[30] 1985. *Land Into Landscape.* London: George Godwin. pp. 157-158.

[31] Leighley, John. 1937. "Some Comments on Contemporary Geographic Methods". *Annals of the Association of American Geographers.* 27(1). p.140.

landscapes, as place, require a decidedly different approach: "Certainly in the context of place it is clear that quasi-scientific planning and social engineering need to be used with the greatest possible sensitivity."[32]

Philosophical planning biases will also influence what kind of approaches are used for landscapes. Believers in more interactive Social Learning methods would support the idea of the planner as facilitator - helping the public take charge of process.[33] Others believe that the planner should take the lead role as the expert; and thus the public should inform and not dictate what decisions are made - that is the realm of the expert landscape planner.[34] The second approach would be more in keeping with the top-down planning approach advocated by rational comprehensive theorists.

Which end of the theoretical range a planner associates themselves seems to depend on the belief planners place in the knowledge, abilities and commitment of local people to get involved and assist in local planning decisions. Relph is not optimistic in this regard believing planners have a vested interest in keeping the authority with themselves as the final arbitrators of landscape planning decisions. The inclination for this expert-driven system is also a natural product of a social and economic system that is "based on assumptions of rationalism and efficiency which are deeply and widely accepted."[35]

An important aspect of landscape planning however, that necessitates meaningful input by the public, is the actual identification of the landscapes. Their identification reflects the connectedness of the resident with that landscape; and the degree to which that resident might go to protect that landscape.[36] In this situation Steven Bourassa calls the residents 'insiders' and development interests 'outsiders'. He says, "Planning or development based on... an outsider's view may involve the imposition of alien values on a disempowered community."[37] He believes that many of the advancements in procedural planning theory in the recent past have been in response to the inevitable tensions which exist between insiders and outsiders. He goes on to write that, "Insiders may have invested the landscape with values not apparent to planners and designers who may

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[32] Edward Relph. 1976. *Place and Placelessness.* London: Pion. p.89.

[33] Friedmann, John. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press.

[34] Steven Bourassa is one such thinker saying, "The landscape expert should have some understanding or insight that would not be expected on the part of the general public. The expert should, for example, be able to explain how a landscape was in the past, how it came to be the way it is, how it functions today and what it is likely to become in the future. The expert should also be able to read and interpret the layers of cultural meaning in the landscape and asses their significance vis-à-vis other cultural values, social, political and economic issues, and so forth. All of this to suggest that the expert may be able to enlighten the public and thereby change landscape perceptions and attitudes." (1991. *The Aesthetics of Landscape.* London: Belhaven Press, p.122).

[35] 1981. *Rational Landscapes and Humanistic Geography.* London: Croom Helm. p. 199.

[36] Edward Relph says in *Rational Landscapes and Humanistic Geography*, "This involvement [i.e., connection to the landscape] is primarily a political one; they maintain in effect that we are responsible for our landscapes and environments and if we neglect that responsibility, allow it to be taken from us by the agencies of government or by developers and business corporations, then we are abandoning part of our freedom." And beyond this civic responsibility there is the existential reason that people should involve themselves in landscape planning decisions: "[it] suggests that our very identity as individuals and as participants in a community are tied to our landscapes and to the places in which we live and work." (London: Croom Helm. p.57).

[37] 1991. *The Aesthetics of Landscape.* London: Belhaven Press. p.4.

therefore propose changes inconsistent with those values... the values of the insiders should have some kind of priority over those of outsiders." This is in fact the objective of the 1995 planning reforms in Ontario, to empower the local people and give them more of a say in local planning decisions.[38] Some would argue that the changes introduced by the Conservative government in 1996 shifted the power even more to the people with the extraction of the Province further from local planning decisions. The thinking goes that with less top-down planning involvement citizens will become increasingly responsible for their communities and landscapes. And this civic responsibility in planning for local involvement heralds the Civic Planning Model for landscape planning, that will be described later in the paper.

C. Representations in Landscape Planning

If communities become responsible for landscape protection then community planners could play an important role in landscape conservation. The question is: do planners realize the full potential of landscape? Edward Relph believes that landscape, as place, is not well accounted for by planning. He finds it disturbing that planners proceed "apparently in ignorance of the importance of place, even though the protests of the expropriated and uprooted demonstrates this importance."[39]

Evidence of this disregard is found in the way landscapes are commonly represented. First the representation is usually limited to a two-dimensional format, that does not do justice to the multi-dimensional character of landscapes, through time and space. As well, the landscape outside the built environment is typically shown as blank ground - white space to be filled up with development. This is an inheritance from the land use planning mentality. "Space is understood to be empty and undifferentiated and objectively manipulable according to the constraints of functional efficiency, economy and the whims of the planners and developers". The result of this is that planners "separate themselves emotionally from the places which they are planning and to restructure them according to the principles of logic, reason, and efficiency"[40]... and nothing else.

This kind of uniformity in planning will inevitably lead to landscapes that are not authentic - landscapes that are imposed and do not grow from the distinction of a specific place. The unique natural and cultural potential of a landscape will not be realized. If the opportunities and constraints of a particular location are not recognized initially they will not be translated into a final plan. This may be well suited to land use planning; but not landscape planning.[41]

In the act of landscape planning information is needed. It is needed for an array of tasks: doing technical studies; defining policies; articulating goals; formulating alternative courses of action; and preparing carrying capacities, hazard assessments, site selections

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[38] Commission on Planning and Development Reform in Ontario. 1993. *New Planning for Ontario: Final Report.* Toronto: Publications Ontario.

[39] Ibid. p. i

[40] Ibid. pp. 23 and 52.

[41] "Much physical and social planning is founded on an implicit assumption that space is uniform and objects and activities can be manipulated and freely located within it; differentiation by significance is of little importance and places are reduced to simple locations with their greatest quality being development potential." (Ibid. p.87).

and feasibility studies.[42] However, the nature of the information gathered and the manner in which it is gathered is fundamentally effected by a planner's philosophical perspective.

Rationalist approaches would typically be characterized by an expert-driven process dominated by 'scientific and objective' data. A number of assessments were reviewed in the first section in which Leopold, Linton and Litton were noted as earlier examples. Canada's own Canadian Landscape Inventory[43] and the later Canada Committee on Ecological Land Classification[44] are also prime examples of the deterministic approach. The tradition is still strong with the mapping of Areas of Natural and Scientific Interest[45] and the Natural Regions Framework for the Region of Waterloo. Ian McHarg's *Design with Nature* is another work that has been influential in establishing a systematic mapping approach to landscape planning.[46]

Different terminology is used to identify this physical data. Forman and Godron are landscape ecologists and recognized authorities on the description of these concepts, naming the elements and the flow of energy and matter as the interactions among and between natural and human elements.[47] In their method natural processes lead to increased energy and more homogeneity over time. And human processes are seen as the disruption of natural processes leading to more heterogeneity and change.

On the cultural side, Christopher Alexander saw patterns on the landscape[48] - that he called a language for designers, e.g., 'house cluster', 'promenade' and 'main gateways'. Kevin Lynch also saw patterns, but they were set at a larger regional scale that made up a city's image, with 'paths', 'edges', 'districts', 'nodes' and 'landmarks'.[49]

Just as the terminology varies author to author, so does the recommended methodology of landscape analysis - one example of which is the establishment of boundaries. In a physical approach to landscape planning the establishment of boundaries is key. Forman and Godron believe there is a difference between boundaries established by human factors and those caused by natural ones. "Human influence in landscapes tends to eliminate gradual changes and to produce abrupt boundaries."[50] One could argue however

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[42] William M. Marsh. 1983 (First Edition) and 1991 (Second Edition). *Landscape Planning: Environmental Applications.* New York: John Wiley and Sons.

[43] Begun in 1961 with the Agricultural Rehabilitation and Development Act. It was initiated because of a perception that there is, "increasing regional economic disparity, wide-spread improper land use, and a variety of emerging resource and land use conflicts in all of the provinces." (p.2) This nation-wide land capability inventory was directed to agricultural, forestry, recreational and wildlife production lands. (Rees, William E. 1977. *The Canada Land Inventory in Perspective.* Fisheries and Environment Canada).

[44] The Canada Committee on Ecological Land Classification was formed in 1976 and it was instrumental in wetlands and ecoregions mapping of Canada. (Environment Canada. 1989. *Canada Committee on Ecological Land Classification.* Ottawa: CCELC.

[45] Ontario Ministry of Natural Resources. 1989. *Life Science Areas of Natural and Scientific Interest in Site District 7-3 Outside the Niagara Escarpment Area.* Richmond Hill: Central Region.

[46] Describing a method of overlay mapping that results in areas for development that range from heavily constrained to good potential. (1969. *Design with Nature.* New York: The Natural History Press).

[47] Landscape processes are characterized as patches, corridors, matrices and networks. (Forman, Richard T.T. and Godron, Michael. 1986. *Landscape Ecology.* New York: John Wiley and Sons).

[48] Alexander, Christopher. 1977. *A Pattern Language.* New York: Oxford University Press.

[49] Lynch, Kevin. 1960. *The Image of the City.* Cambridge: The MIT Press.

[50] Ibid. p.17.

that in many cases the cultural changes across a landscape are subtle, and changes from one area to another area are anything but abrupt.

Inherent in the setting of boundaries is the issue of scale. Where are the lines drawn to indicate a landscape? Forman and Godron describe the variability referring to fine scale (10 to 100 meters across and an area of a few square kilometers); medium scale (100 to 1000 meters across and an area of 100 square kilometers); and broad scale (several kilometers across and an area of ten thousand square kilometers).[51] Verkoren[52] describes the range of scale by different types of elements. The macro-scale includes the climate; then the major scale is geological (mountains and rivers) or human infrastructure (towns and roadways); then meso-scale of consolidated sites; and finally the micro-scale of individual elements as small as building sites and city parks.

And a third author, Dusan Ogrin, claims that scale is the basis to differentiate between landscape design and planning. Landscape planning occurs at 1:1000 to 1:50,000, typical of the 'common landscape' - landscape common to all. As such, the public must be an integral part of the analysis of that land. Landscape design, however, occurs at a scale of 1:1 to 1:500, in which the controlling designer has limited exposure to the public in the process. At that scale the client is usually a private land owner.

This is only a sampling of the range of options that could be considered in landscape planning. It is in fact this variety of scales that can further complicate an understanding of landscape.[53] The overall complaint about these various scales and concomitant systems of assessment is that they do not, ultimately, represent the dynamic qualities of landscapes. They do not capture its temporal and spatial variations. Moss and Nickling said: "It is essential that data collection in landscape assessment studies must involve a recognition and understanding of landscape processes."[54]

An advocate of a Social Learning approach would also likely take issue because the human element is virtually ignored in many of these data collection exercises. And when human information is collected it is done in a non-iterative mode of demographic studies and statistical counts.[55] A postmodernist critique would go even further arguing that collecting 'objective' information is not possible since all knowledge is a fusion of the subjective and objective, in a non-dualistic relationship, and never universal and fixed.[56]

Frederick Steiner[57] is one author who calls for more emphasis on citizen involvement in the landscape planning process. Community input is found in the

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[51] Forman, Richard T.T. and Godron, Michael. 1986. *Landscape Ecology*. New York: John Wiley and Sons. pp. 191-193.

[52] Verkoren, J. 1976. "Landscape Planning: To Be or Not To Be". *Landscape Planning*. 3: pp. 359-362.

[53] On this point Verkoren writes, "The difficulty people have in discussing the concept of landscape also originates from the sometimes enormous differences in 'scale' in which people think". (Ibid. p. 361).

[54] Moss, Michael and Nickling, William. 1989. "Environmental and Policy Requirements: Some Canadian Examples and the Need for Environmental Process Assessment". in, Philip Dearden and Barry Sadler (eds.). *Landscape Evaluation: Approaches and Applications*. Western Geographical Series Volume 25. Victoria: University of Victoria. p.190.

[55] Friedmann, John. 1987. *Planning in the Public Domain: From Knowledge to Action*. Princeton: Princeton University Press.

[56] Beth Moore Milroy. 1990. "Into Postmodern Weightlessness". *Journal of Planning Education and Research*. 10(3). pp. 181-187.

[57] Steiner, Frederick. 1991. *The Living Landscape: An Ecological Approach to Landscape Planning*. New York: McGraw-Hill Inc.

identification of problem and opportunities, goal establishment, and landscape plan and detailed design review. He suggests a variety of ways the public could be given a voice in citizen advisory committees; technical advisory committees; neighbourhood planning councils; nominal group workshops; public opinion polls; and public meetings.[58] Yet ultimately, the physical considerations do take prominence in this work. Steiner defines landscape planning as, "the use of scientific and technical knowledge to provide options for decision making as well as a process for considering and reaching consensus on a range of choices."[59] He equates planning to management, seeing all aspects of planning as resources, thus seeking efficiencies. However, some human dimensions are not physical, nor marked by efficiencies; and consensus can never be reached.[60]

This is the challenge of any landscape planning exercise: to strike the balance between the seemingly polarized entities of cultural and natural forces; insiders and outsiders; and experts and lay people. Figure 17 summarizes some of these complexities that landscape planners have had to confront. The history of how these planning challenges were met in Ontario now follows.

FIGURE 17

Summary of Issues Identified in Landscape Planning Literature

NATURE OF LANDSCAPE PLANNING

- **AMENITY/ DESIGN PLANING**
  - ..... improvement of beauty and health of community
  - ..... design range from artifice to naturalization
- **PHYSICAL PLANNING**
  - ..... land use approach is limited for landscape planning
- **GENERAL PLANNING (Physical Planning at a larger scale)**
  - ..... preoccupation with resources, efficiency and functionality
- **HOLISTIC (Landschaft)**
  - ..... potential to unite all landscape aspects

PERCEPTIONS THAT INFLUENCE LANDSCAPE PLANNING

- ..... diversity of approaches to landscape intervention
- ..... diversity of landscape preferences
- ..... 'protective' or 'prescriptive'
- ..... rational, top-down to pluralistic, bottom-up approaches
- ..... 'insider' to 'outsider' perceptions

REPRESENTATIONS IN LANDSCAPE PLANNING

- ..... 2-dimensional to truer representations
- ..... data collection from objective classification to connected system
- ..... natural and human data collection
- ..... issues of scale
- ..... local or expert knowledge

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[58] Good examples of this kind of community lead landscape planning exercises are also demonstrated in Mark Francis's 1987. "Meanings Attached to a City Park and a Community Garden in Sacramento". (*Landscape Research.* 12(1): pp. 8-12); and Susan Clifford's. 1987. "Common Ground: Promoting the Value of Local Places". (*Landscape Research.* 12(1): pp. 2-4); and finally, Jeremy J. Shute and David B. Knight's 1995. "Obtaining an Understanding of Environmental Knowledge: Wendaban Stewardship Authority". (*The Canadian Geographer.* 39(2): pp. 101-111).

[59] Steiner, Frederick. 1991. *The Living Landscape: An Ecological Approach to Landscape Planning.* New York: McGraw-Hill Inc. p.14.

[60] Young, Iris Marion. 1990. *Justice and the Politics of Difference.* Princeton: Princeton University Press.

The previous review of Landscape and Landscape Planning literature serves well as a foundation to the next section, that describes the history of the Landscape Idea in Ontario's planning. This discussion primarily deals with Landscape's legislative context within the triumverate of the Planning, Heritage and Environmental Assessment Acts. It concludes with the broader governmental initaitives that are also giving Landscape some prominence today.

4. History of Landscape Idea in Ontario Planning

This history has been constructed largely through the information given by provincial participants in this study - many of whom have been major players in the development of recent landscape policies in the Province. This historical construction was first intended to be developed through exterior sources, yet it was immediately evident that the people interviewed at the provincial level were the key sources of information on the development of these policies. Much of this history has never been documented and because of their personal connections to the policies' development, the provincial interviews in particular were filled with this kind of historical accounts. In fact, when called upon to comment on the policies all, without exception, related their version of the landscape policies' history. I see these insights as being an added bonus of the interview process.

Of course, this interview information was enriched by the reading of key government documents. As well, since the term 'landscape' has such a mixed pedigree, its history traces to many different places - different provincial agencies and legislation, as well as different federal and international initiatives. These sources considered together helped to chart the course of the development of the landscape idea in the Province's planning.

A. The Legislative Triumvirate

The roots of the landscape policy in the March 28, 1995 and April 3, 1996 Planning Acts reach back to the late 1960's to a variety of activities occurring in a number of Provincial ministries.[1] The pivotal Ministry, however, has been the Ministry of Culture[2]. And it was the Heritage Policy Branch with the aid of the Property, and Archaeology and Heritage Planning Units which wrote the landscape policies for the Acts. But the Planning Act can not be considered in isolation. The key Acts that influenced the development of the landscape idea in Ontario planning, have been and remain to be the Planning Act, the Heritage Act and the Environmental Assessment Act.[3] It is interesting to note that 'landscape' is not specifically mentioned within these three Acts. Instead it is

[1] In fact one participant in the study called 1975 a watershed year of legislation with the Planning Act, the Heritage Act, and the Niagara Escarpment Act appearing in that year. When asked why this occurred in that year the participant replied that it was a reaction to a perceived loss of heritage and dramatic change in the environment. Examples were offered, of the battles for Kingston town centre and the struggle to save Union Station in Toronto. (From transcripts of recorded field notes. Summer 1995).

[2] i.e., It is important to note that the Ministry of Culture has had many alliances over that period, which have been reflected in its different names. For example, it has variously been known as the Ontario Ministry of Culture and Communications (1990); and during the study's field research it was refereed to as the Ontario Ministry of Culture, Tourism and Recreation (Summer of 1995); and at the time of writing this thesis it was renamed the Ministry of Citizenship, Culture and Recreation. Because of the various ways that the Ministry has been named, it will simply be called the Ministry of Culture in this paper.

[3] Repeatedly noted by provincial participants in the study.

referred to indirectly within attached policies to the Planning Act; or implied as an environmental element in the Environmental Assessment Act; or as a Heritage Conservation District in the Ontario Heritage Act. In legislation where 'landscape' has actually appeared in the body of the act, the meaning of the term is either limited in scope or in geography[4].

In 1981 the Ministry of Culture was asked to assist with the environmental assessment process in the Province, a process that was initiated in 1975, with the creation of a new Environmental Assessment Act. Since the Ministry of Culture was initially called upon to comment on things cultural in the environment, it prepared the "Guidelines on the Man-made [sic] Heritage Component of Environmental Assessments"[5]. Later the Ministry of Environment took the task on with the aid of this document.

Research participants said that landscape's legislative roots could be seen in that document, since the term 'environment' had been interpreted in a broad manner in the Act[6]. Consideration had to be made of a project's consequences, in its wider context. And although not explicitly referred to in the Act as 'landscape', interviewees felt that landscapes were being considered by the Ministry of Culture under these assessments. There are several early examples of environmental assessments that included landscape components, such as a number of highway project case studies prepared for the Ministry of Transportation[7]; and cultural assessments for the South Nation River Study[8], and construction of a dam on the Spanish River.[9]

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[4] This was noted earlier in the Introduction- that the Aggregate Resources and the Crown Timber Acts refer to the term as a landscaping item; and the Niagara Escarpment Act refers to 'landscape' in a fuller sense (such as primitive sites, mill sites, quarrying, agricultural use, lime kilns, brick kilns, mill villages, and escarpment village sites), but its usage is limited to the Plan area.

[5] This Ministry of Culture document was written as a supplement to the "General Guidelines for the Preparation of Environmental Assessments"(1978), prepared by the Ministry of the Environment. In the 1981 document, the Ministry of Culture defined "man-made [sic] heritage" to include "cultural landscapes". In those Guidelines it said that, "Landscape is not a static background that we inhabit, but the interaction of a society and the habitat it lives in, and if either man [sic] or habitat changes, then so invariably must the resulting landscape... Cultural landscape is the use and physical appearance of the land as we see it now as a result of man's activities over time in modifying pristine landscape." (Ontario Ministry of Culture and Recreation. prepared by, John Weiler. 1981. Toronto: Ontario Ministry of Government Services. pp. 1-2).

[6] The Environmental Assessment Act defines 'environment' as, "a) air, land or water, b) plant and animal life, including human life, c) the social, economic and cultural conditions that influence the life of humans or a community, d) any building, structure, machine or other device or thing made by humans, e) any solid, liquid, gas, odour, heat, sound, vibration or radiation resulting directly or indirectly from human activities, or f) any part or combination of the foregoing and the interrelationships between any two or more of them." (Ontario Ministry of Environment. 1994. Environmental Assessment Act: Revised Statutes of Ontario, 1990. Chapter E.18. Part I: "Interpretation and Application". 'Definitions' 1.)

[7] The Ministry of Culture prepared five case studies for the Ministry of Transportation as demonstrations of cultural heritage resource assessment along their proposed alignments. For example, there is the "Heritage Case Study: Highway 17/11, Thunder Bay to Kakabeka Falls." (Greenwald, M.; Ross, W.; and Hunt, D. 1982. W.P. 906-78-00. E.A. Category Aa, Type 11 E.A.R. Toronto: Ontario Ministry of Transportation and Communications); and Ontario Ministry of Culture and Recreation. The highway assessment guidelines that resulted were written by Paul Dilse. (1981. "Heritage Resource Identification and Evaluation in Ministry of Transportation and Communications. Type I Environmental Assessments: Description of Man-made Heritage in the Environment.": Preliminary Report. Toronto: Ontario Ministry of Transportation and Communications, and Ministry of Culture and Recreation).

Equally influential was the report prepared by Len Gertler, in 1968, that studied the Niagara Escarpment. It was guided by terms of reference that included among other directives, "To delineate the area of the Niagara Escarpment including related land which should be preserved as a permanent feature of the Ontario landscape and for recreational purposes..... identifying activities which are incompatible with its preservation for landscape and recreational purposes."[10]

Apart from the assessment and Niagara Escarpment protection work, the Ministry of Culture was involved in a number of studies that could also be characterized as landscape studies. Yet a provincial interviewee said that, "no one understood that there was a concept of 'cultural landscape', they didn't call it that. But they just knew what they were looking at was the modification of the land."[11] The landscape idea was "lingering, but people hadn't actually given it a name."[12] Work occurred on the Trent-Severn corridor[13]; and a study was made of settlement patterns in eastern Ontario[14]; and research took place on the Welland Canal.[15] A number of these projects were described in a publication produced by the Ministry of Culture at that time - *Continuity with Change: Planning for the Conservation of Man-made Heritage.*[16]

Landscape was being viewed as the vehicle that brought cultural and natural elements together. Researchers were trying to bridge the divide that has historically been an issue when considering heritage resources, like landscapes.[17] As the 1981 Ministry of Culture's Environmental Assessment Guideline put it: "There are, however, different techniques involved in the conservation of natural landscape and the structures with which man [sic] has punctuated the scene. In practice it may often be necessary to trespass some

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[8] Historica Research Ltd. 1980. "South Nation River Drainage Basin: A Historical Study." Parkhill, Ontario; and Miller, Marilyn and Wright, Philip J. 1981. "Canada/ Ontario, Eastern Ontario Subsidiary Agreement." South Nation River Basin Development Study. Report #3. Heritage Resource Study. Toronto: Ontario Ministry of Culture and Recreation

[9] Hanks, Chris C. 1980. "The Archaeology of the Spanish River": Environmental Impact Study for the INCO Spanish River Hydroelectric Project. Toronto: INCO Metals Central Utilities Division.

[10] The study specifically recommends. "... great care must be exercised in siting of buildings and in developing an overall pattern that will reap the potential scenic rewards in such areas..." (Ontario Treasury Department. Regional Development Branch. 1968. *Niagara Escarpment Study: Conservation and Recreation Report.* Toronto: Niagara Escarpment Study Group. p.1).

[11] Taken from transcripted interviews. Summer 1995.

[12] Ibid.

[13] Fram, Mark. 1984. "The Customary Shores: Training and Conserving the Material Past in its Historic and Regional Contexts on the Rideau, Quinte, Trent, Simcoe and Severn Waterways." in, Mark Fram and John Weiler (eds.). 1985. *Continuity with Change: Planning for the Conservation of Man-made Heritage.* Toronto: Dundurn Press. pp. 33-104; and Ontario Ministry of Culture and Recreation. 1981. "Heritage Studies on the Rideau-Quinte-Trent-Severn Waterway". Toronto.

[14] Marilyn Miller. 1978. *Straight Line in Curved Space: Colonization Roads in Eastern Ontario.* Heritage Planning Study Series. Toronto, Ontario: Ministry of Culture and Recreation.

[15] Greenwald, Michelle; Levitt, Alan; and Peebles, Elaine. 1976. "The Welland Canals: Historical Resource Analysis and Preservation Alternatives". Toronto: Ontario Ministry of Culture and Recreation.

[16] (Fram, Mark and Weiler, John (eds.). 1985. Toronto: Dundurn Press). Within that text especially note, Paul Campbell's and David Cuming's "Mines and Mills of Gold Rock: Cultural Landscape Assessment and Heritage Conservation in Northwestern Ontario. (pp. 177-220); and Ed McKenna's "Shifting Sands: Cultural Landscapes, Provincial Parks and the Case of Sandbanks" (pp. 221-257).

[17] Consider earlier discussion in this thesis of the persistent division of natural and cultural aspects of landscape into different institutional and disciplinary streams.

way beyond the boundary between the two. Accordingly, the works of man and the effects of his activities in the environment may be considered as heritage where they constitute the consultable record of past human activities, endeavors, or events, and where people in the whole or any part in Ontario have particular affection for these objects or activities as something that belongs to them in some way."[18] So the unifying dimension of landscape, represented in this document, is the heritage that is common to its natural and cultural sides.

The Environmental Assessment Guideline document is very instructive as to what the Ministry of Culture was defining as a 'cultural landscape' at that time. It clearly valued the extraordinary over the ordinary.[19] The interest in the ordinary and the vernacular landscape of the late-1970's[20] had not yet influenced the policy makers. As well, the architectural bias brought to landscapes was still apparent.[21] The landscape had no value unless a structure was located on it. Finally, the primarily visual focus traditionally given to the landscape idea was also evident.[22]

However, the document did herald the interpretations of landscape as a heritage resource that has intangible dimensions.[23] It is a notion that does not appear officially until the draft Heritage Act, was written some ten years later. It also represents a fuller sense of landscape that was later described by the same Ministry in the 1995 Planning Act's Provincial Policies.

This association of the Ministry of Culture with the Environmental Assessment Act is still occurring and landscape apparently is still a viable concept. This is proven by its inclusion in the 1992 updated version of the 1981 Guidelines, called, "Guideline for Preparing the Cultural Heritage Resource Component of Environmental Assessments". In that document landscape is now referred to as a 'cultural heritage landscape'. And, the union between the natural and the cultural is described in a different manner, referring to an "affected environment" in an assessment as: 'natural' landscape' as it has influenced land use; and 'human landscape' as those land use activities.[24] And now the landscape is more fully described in terms of context; patterns of structures; lines of circulation; general

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[18] Ontario Ministry of Culture and Recreation. prepared by, John Weiler. 1981. "Guidelines on the Man-made [sic] Heritage Component of Environmental Assessments". Toronto: Ontario Ministry of Government Services. p.1.

[19] "It [cultural landscape] is the only one of its kind or one of the remaining few"; and "It is the most outstanding example of its kind"; and "It is part of a complex of outstanding scenic/ historic areas..." (Ibid. p.7)

[20] Note the seminal collection of essays edited by D.W. Meinig in 1979, *The Interpretation of Ordinary Landscapes* (New York: Oxford University Press).

[21] "It is perceived by the moving eye as a built-up area with a particularly interesting and attention-catching series of visions" (Ontario Ministry of Culture and Recreation. prepared by, John Weiler. 1981. "Guidelines on the Man-made Heritage Component of Environmental Assessments". Toronto: Ontario Ministry of Government Services. p.7).

[22] "It has unique or typical material content well executed in terms of colour, texture, style, and scale"; and "It is part of a network of landscape categories...[that] presents to the moving eye opportunities for special sequential experiences or a series of visions of distinctive scenic views." (Ibid.)

[23] "It provides the observer with a strong and definite sense of position or place"; and, "It is exemplary of distinctive cultural processes in the historic development and use of land". (Ibid.)

[24] Ministry of Culture and Communications. 1992. "Guideline for Preparing the Cultural Heritage Resource Component of Environmental Assessments". p.3.

character of the place; and open countryside, or built-up areas.[25] Not surprisingly (because of the common authors) the Ministry of Culture's definition of 'cultural heritage landscape' in this document is similar to the definition used in the most recent version of the Provincial Planning Policies, released in December, 1995.[26]

Earlier than the 1981 environmental assessment provisions however, the Ontario Ministry of Culture was making provisions for the protection of landscapes through its own 1975, Heritage Act. In Part V of the Act it made it possible for municipalities to create 'Heritage Conservation Districts'.[27] The first two Districts to be designated in the Province were Meadowvale in the western part of Toronto, and Barriefield near Kingston. These Districts are located in urban situations - establishing a trend in district designations that has never varied. And at the time of this study's field work there were over thirty Districts designated in the Province, all of an urban nature. In 1993, however, an attempt was made to designate a distinctive rural landscape described in *Rainham Mennonite Settlement: Heritage Conservation District Plan* by David McClung.[28] But the Town of Haldimand council never supported the designation of that rural landscape.

The present Ontario Heritage Act only has provisions for landscape conservation through its Part V, Heritage Conservation District designation.[29] However, the draft Ontario Heritage Act, which has been in development since 1990, provides for the designation of 'Real Property' that includes landscapes.[30] Yet that proposed legislation has never been passed.

The drafting of the new Heritage Act was initiated by a Heritage Policy Review in 1987 and resulted in "A Strategy for Conserving Ontario's Heritage" in 1990[31]; which no

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[25] Ibid. p.5.

[26] "Guideline for Preparing the Cultural Heritage Resource Component of Environmental Assessments" defines a 'cultural heritage landscape' as a "group of features made by people. The arrangement of features illustrate noteworthy relationships between people and their surrounding environment. They can provide the contextual and spatial information necessary to preserve, interpret or reinforce the understanding of important historical settings and changes to past patterns of land use. Cultural landscapes include neighbourhoods, townscapes, and farmscapes." (Ibid. Appendix A: Glossary). The 1995 Provincial Policy Statement also refers to 'cultural heritage landscapes' but in a more abbreviated form: "a defined geographical area of heritage significance which has been modified by human activities. Such an area is valued by a community, and it is of significance to the understanding of the history of a people or place." (Ontario Ministry of Municipal Affairs. December 1995. "Provincial Policy Statement". p.12).

[27] "The council of a municipality may by by-law define the municipality of one or more areas thereof as an area to be examined for future designation as a heritage conservation district and the council may, after such examination is complete, prepare official plan provisions with respect to such designations." (Ontario Heritage Act Revised Statutes of Ontario, 1990. Chapter O.18. Part V, 10.(1). Toronto: Queen's Printer of Ontario).

[28] March 15, 1993. Town of Haldimand LACAC.

[29] Ontario Ministry of Culture and Communications. 1983. *Designation Handbook.* Toronto: Queen's Printer for Ontario.

[30] "Real Property, means natural and cultural lands, areas and corridors and the features thereof, including buildings and other structures, archaeological and paleontological sites, cemeteries and other burial places, areas of natural and scientific interest, landscapes and vista." (Ontario Ministry of Culture and Communications. November 30, 1993. *A New Ontario Heritage Act: Working Draft.* Toronto. 'Definitions'. p.5).

31 Ontario Ministry of Culture and Communications. 1990. *A Strategy for Conserving Ontario's Heritage: The Report of the Ontario Heritage Policy Review.* Toronto: Queen's Printer of Ontario.

doubt encouraged the government of the time to pass a Provincial Heritage Policy Statement that stated that "all Ministries have to 'have regard' for heritage in all work that they do..."[32] And research participants knowledgeable of the development of the draft legislation said "landscape was a consideration".[33] It was seen that landscape, considered as a cultural resource, was representative of the move to a broader interpretation of heritage. One interviewee said that before the 1987 Heritage Policy Review, the Ministry of Culture was fixated on landmarks. After the Review it was "no longer crazy to think in terms of pattern and context."[34] Landscape within that draft Act was indeed interpreted as tangible 'Real Property'; however, it was also recognized that it could have intangible associations.[35] The thinking on landscape was therefore well advanced (within the Ministry of Culture, at least) when the Commission on Planning and Development Reform in Ontario completed its two-year consultative process in September 1993. The new Heritage Act was not passed, therefore the Ministry of Culture undoubtedly saw its 'window of opportunity' to get some protection for heritage resources with the proposed new Planning Act and 'Provincial Policy Statements'. One provincial planning actor confirmed this saying, the reason "why we fought so hard in the context of the Planning Act, [was] because we were afraid that we wouldn't get a new Heritage Act; and we wanted the Planning Act to be something that could give us a tool that we could use."[36]

The question of course is now whether the new Heritage Act will ever be passed. Although an opportunity was seized with the 1995 Planning Act, land use planning only addresses one aspect of heritage resource conservation; as one research participant said, "our view was, you know, there's more to heritage conservation then just land use planning. Not that land use planning isn't crucial and central. [But] you need a frame-setting piece of legislation as well."[37] John Sewell, in fact, reportedly felt at the beginning of the reform process that separate heritage legislation was redundant. His view shifted through the process with the parallel advancement of the draft Heritage Act. But because

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32 Ibid.

33 Taken from transcripts of a provincial level interview. Summer of 1995.

34 Participants did state however that there had been an earlier attempt to get a broader definition of heritage, in 1983, with the planning reforms of that year. Reportedly the deterrent to the development of Provincial Heritage Policies at that time was the Ministry of Municipal Affairs, who felt that there was no provincial interest present in heritage issues. Others went further to say that the 1975 Planning Act that resulted from Comay's review in 1975 was the most revolutionary. "And if John Sewell accomplishes nothing more then just to persuade the politicians to implement this legislation [1975] as it was designed he will have performed an enormous service to the Province." In that 1975 Act a call was made for Umbrella Policies. But again there reportedly was resistance from the Ministry of Municipal Affairs to policy-driven planning. It is felt that this led to a chaotic system that necessitated the two subsequent planning reforms of 1983 and 1990. (Ibid.).

35 Ontario Ministry of Culture, Tourism and Recreation. April 1995. "A New Ontario Heritage Act: A Draft for Discussion". Toronto: Heritage Legislation Project; and Ontario Ministry of Culture, Tourism and Recreation. June 1, 1995. "Guidelines on Listing Heritage Resources: Discussion Paper". Heritage Legislature Project; and Ontario Ministry of Culture, Tourism and Recreation. "Guidelines on Municipal Designation of Real Property: Discussion Paper". Heritage Legislature Project.

36 Taken from transcripts of a provincial level interview. Summer of 1995.

37 Ibid.

this legislation has never passed, the landscape conservation policies in the Provincial Policy have become very important. Provincial planning actors that were interviewed expressed the view that the Planning Act was a good place to have heritage protection until the Heritage Act materializes. The Planning Act is viewed positively whereas the Heritage Act is often seen as contentious. It also represents a chance to play a more significant role in the land use planning process - a process that makes or breaks the preservation of a land-based heritage resource.[38]

Before Provincial Policies were developed it was always a difficulty for Ministry of Culture staff. Some provincial participants said that with no provincial interest expressed in landscape, it was always awkward to make comment. Participants reported that they would have to tell proponents, when reviewing development applications: "There's a provincial interest here, you know. We don't have a policy yet, but, there is a provincial interest."[39]

Yet in spite of the advantage garnered by the Ministry with these policies, more responsibilities, than were originally anticipated resulted during their creation. It had always been expected that the Ministry of Culture would assist in the review of the Provincial Policy relating to 'cultural heritage landscape and built heritage' (found in the 1995, B14 and B15 Policies); however, in a last minute decision by the Ministry of Municipal Affairs, the Ministry of Culture was asked to take on the writing of policies for 'significant landscapes, vistas and ridgelines' (B13). As a participant said about this situation, "The Ministry had always accepted that it would do B14 and B15. The Ministry never really expected to do the Policy for B13."[40] The thinking from Culture was that vistas was the responsibility of the Ministry of Natural Resources; obviously, 'Significant Landscapes, Vistas and Ridgelines', in their minds, only occur in natural settings. The Ministry of Culture did not believe it should be their responsibility, "because it's not particularly focused on human heritage and therefore we were quite surprised when we found out we were doing it, frankly."[41] This again speaks to the natural-cultural divide of the landscape idea.

Therefore the history of the development of the particular policy, defining landscape as a visual asset, had an inauspicious beginning - with no one wanting to take responsibility for it. In fact, it seemed to have difficulties throughout the policy's development. It is evident it was written by people who did not feel it was their responsibility, nor field of expertise[42] - although the Niagara Escarpment Commission proved to be a vital source of information on the protection and management of visual aspects of the landscape resource.[43] In the end, and not unexpectedly B13 was heavily

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[38] Ibid.

[39] Ibid.

[40] Ibid.

[41] Ibid.

[42] "We frankly like the idea of the policy but the wording of B13 is difficult." As related by a research participant in the summer of 1995.

[43] Work of that sort has been occurring for some time in that agency, because of the mandate provided by its governing legislation: "In preparing the Niagara Escarpment Plan, the objectives to be sought by the Commission in the Niagara Escarpment Planning Area shall be, (d) to maintain and enhance the open landscape character of the Niagara Escarpment in so far as possible, by such means as compatible farming or forestry and by preserving the natural scenery;" (Government of Ontario. January 1992. Niagara

criticized, particularly by developers. As an interviewee said, "a lot didn't like it" and the Urban Design Institute (UDI), in particular, "considered it onerous".[44] Another interviewee went on to say, "UDI thought it was threatening; the environmentalists were saying, 'This stuff is great'; [and] AMO [the Association of Municipalities in Ontario] was sort of in the middle... the range is what you'd expect." [45] But regardless of the reaction, the ride was particularly rough for the visual landscape policies.

The Ministry of Culture was obviously cognizant of this situation and resisted merging the provisions for vistas with cultural aspects of landscape - because they were doubtful of the success of those 'visual' policies making it through the vetting process.[46] Policies for 'cultural heritage landscapes' were already prepared and being circulated before the Planning Reform exercise had been initiated. They were viewed as a strong and viable policies. And history proved that out with the 'cultural heritage landscape' policies being the one to survive from the 1995 to the 1996 Planning Act. At first however, both landscape policies survived the review process (August to December 1994) from the Ministry of Culture's Multiple Deputies Committee and internal stakeholders; as well as the Provincial Facilitator's review, from Fall 1994 to December of that year, of the new Provincial Planning Statements with external stakeholders[47] called the Rural Round Table.

In the 1995 Planning Act both the visual and cultural landscape policies appeared as 'should' policies, and not 'shall' policies.[48] Provincial planning actors say that the landscape polices were kept in the "Comprehensive Set of Provincial Planning Policy Statements" (released in early 1995) because it satisfied one of the Reform Commission's major mandates: to empower local authorities.[49] It was viewed as an 'enabling policy'

Escarpment Planning and Development Act. Revised Statutes of Ontario, 1990. Chapter N.2. 'Objectives'. 8(d).

[44] Taken from transcripts of a provincial level interview. Summer of 1995.

[45] Ibid.

[46] An interviewee said, " In case the big landscape one [vistas] was lost, we didn't want to lose the cultural landscape one... Not knowing how this would fly we intentionally separated it. And decided to treat them as separate resources... separate approaches." (Ibid.)

[47] Rural Round Table - made up of agricultural producers and their organizations; Advisory Committee - with five members each from the Urban Design Institute, the Ontario Association of Municipalities, and environmental groups; and the Technical Committee composed of planners, scientists and academics.

[48] One interviewee expressed the reason for this shift being that the landscape term was not clearly defined enough to establish 'provincial interest' in the area of landscapes. (Ibid.) Therefore the sanctions were softened i.e., from the 'protective' as to 'prescriptive' policies- a subject of which was described earlier in the 'Landscape Planning Literature Review' section.

[49] The stated mandates for the Planning Reform Commission were both substantive and procedural: 1. Protect Public Interest; 2. Better Define Roles and Relationships; 3. Focus on Protecting the Natural Environment; and 4. Create a More Timely and Responsive Planning Process. (Cited in, Commission on Planning and Development Reform in Ontario. June 1993. *New Planning for Ontario.* Toronto: Publications Ontario. pp. 2-3). However, as noted in an interview with another provincial planning actor, the origins of the planning reform was serving a more immediate need. The need for reform gained momentum in the 1980's, when "unprecedented amounts of development occurred... As a result there was beginning to be a lot of questions about some of the political accountability of municipal politicians approving various types of development." But after a while the legal process took over that situation and the planning issues came to the fore: first, there was "increasing public awareness of the value of protecting the environment and a recognition that the planning process was not a really effective vehicle for protecting the environment." And then, "the process was seen as becoming very cumbersome and complicated." The intent of reform was to get more of the bureaucracy down to the local level. Therefore

which would be variably administered across the Province, depending upon the 'sophistication' of the area's planning abilities and the number of local people who supported these landscape provisions.

Research participants in the interviews commented on the parallels of the introduction of these new landscape policies to other legislation in recent history. Difficulties in introducing both the Niagara Escarpment and Environmental Assessment Acts were noted. For example, there was an "enormous outcry with the Niagara Escarpment Plan... about what would happen to property owner's rights". Yet, the argument was forwarded by one participant that "Probably three-quarters of what's in there [the Policies] is something that's already in the planning system".[50] And considering the well-established policies and the many designations of Heritage Conservation Districts, "People's comfort level would be a lot higher if they realize that these things have been around a long time."[51] Yet, in spite of being 'should' policies, change did occur. Outcry against B13 was obviously heard in the right quarters because it was removed from the new draft Provincial Policy Statement released in 1996 by the Ministry of Municipal Affairs, leaving only the provision for 'cultural heritage landscapes'.

Over six hundred pages of "Implementation Guidelines" were also produced (early in 1995). In these Guidelines separate ministries expanded on the "Comprehensive Set of Provincial Policy Statements" that were released on May 18, 1994 and proclaimed with the March 28, 1995 passage of Bill 163 into the new Planning Act.[52] In the Guidelines landscape provisions were placed under Goal B: "Economic, Community Development and Infrastructure Policies". And it is these policies that the participants in this study were largely reacting to: i.e., "Policies and decisions regarding development, and infrastructure should conserve significant landscapes, vistas, and ridgelines."[53]

The concern however, was that the Guidelines were produced too rapidly and consequently they were released as a 'Draft Package'. Because of its speedy production, it was felt that that document did not enjoy the same benefit of intensive public review that occurred with the initial Planning Reforms. It was decided to release the Guidelines and, "use them and see how they work. Playing with them and fix them up as we go." And depending upon one's perspective, the Guidelines could be more 'progressive' for some or more 'intrusive' for others. A distinction was made by its authors saying that the Policy Statements reflect consensus while the more detailed Implementation Guidelines reflect 'best practice' ideas: "The legislation and the policies are a reflection of the consensus that has been reached over the past 4 or 5 years"; whereas the "Implementation Guidelines are really a reflection of what the 'state-of-the-art' is.[54]

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a clear set of Provincial Policies were needed to make the Province's position more clear from the outset of any planning procedure. (taken from the transcripts of the study's summer 1995 interviews).

[50] A reference no doubt to the Provincial Policies that existed at the time of the reforms work (i.e., policies for Wetlands, Land Use Planning for Housing, Mineral Aggregate Resources and Floodplain Planning).

[51] Taken from transcripts of a provincial level interview. Summer of 1995.

[52] Ontario Ministry of Municipal Affairs. 1994. *Comprehensive Set of Policy Statements.* Toronto: Queen's Printer for Ontario. pp. 6-10.

[53] Policies B13 and B14 respectively. (Ontario Ministry of Municipal Affairs. 1994. *Comprehensive Set of Policy Statements.* Toronto: Queen's Printer for Ontario. p. 10).

[54] Taken from interview transcripts. Summer 1995.

After the 1996 shifts to the Act, a much less ambitious provision for landscape conservation was placed in Provincial Policies simply stating, "Significant built heritage resources and cultural heritage landscapes will be conserved."[55] Now the Guidelines are no longer attached to any policies and planning officials are asked to consider the Guidelines as a good reference document while preparing local area Official Plans. However, they are by no means binding or mandatory to use.[56]

B. Other Contributing Factors

One of the objectives of the questioning of research participants about the development of the landscape idea in the new Provincial Planning Policies, was to determine from what source the idea sprang. However, like the term landscape itself, the answer was anything but definitive. There was the legislative triumvirate discussed in the previous section but there were also other important initiatives in the Province, and beyond.

First, one should consider the broader resource management situation in Ontario. In the Province there was the creation of Conservation Authorities with the 1946 passage of the Act. These authorities were established on the basis of watersheds - a unit that could be considered situated at the regional end of the landscape concept.[57] There was also the work of Ontario Hydro which got involved with numerous landscape studies in the 1970's, in the location of power corridors.[58] "Because their power corridors would go right over hill and dale and they had to look at what kind of impact that was having."[59]

There is also the Ministry of Natural Resource's protection of natural landscape resources, Areas of Natural and Scientific Interest[60], Environmentally Sensitive Areas and Wetlands; and their study of landscape issues such as, *The Natural Heritage of Southern Ontario's Settled landscapes.*[61] A recent publication from Ontario's Management Board Secretariat, *A Cultural Heritage Inventory for the Ontario Management Board Secretariat*[62] has also been influential in spreading word of landscape's presence and importance. These particular guidelines include a section for the creation of an inventory of cultural heritage landscapes on provincially-owned properties. And finally, there is

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[55] Ontario Ministry of Municipal Affairs. December 1995. "Provincial Policy Statements. Clause 2.5.1. p.7.

[56] Taken from a subsequent interview with officials from the Ministry of Municipal Affairs. December, 1996.

[57] A watershed is defined in the Act as an area drained by a river and its tributaries. (Ministry of Natural Resources. September 1993. Conservation Authorities Act: Revised Statutes of Ontario, 1990. Chapter C.27. 'Definitions'. Toronto: Queen's Printer for Ontario).

[58] e.g., Mark Fram's 1980. "Ontario Hydro, Ontario Heritage: A Study of Strategies for the Conservation of the Heritage of Ontario Hydro". (Heritage Planning Study Series. Toronto: Ontario Ministry of Culture and Recreation); and George McKibbon's 1983. "Recommended Route Evaluation Criteria for Niagara Escarpment Crossings." (Ontario Hydro Route Stage Environmental Assessment. Toronto: Ontario Hydro.

[59] Taken from research transcripts. Summer 1995.

[60] Areas of Natural and Scientific Interest (ANSI) were instituted in the Province in 1981.

[61] Riley, John L. and Mohr, Pat. 1994. *The Natural Heritage of Southern Ontario's Settled Landscapes: A Review of Conservation and Restoration Ecology for Land-use and Landscape Planning.* Aurora: Ontario Ministry of Natural Resources.

[62] Commonwealth Historic Resource Management Ltd. 1993. Toronto: MBS.

another type of landscape conservation initiative headed by non-profit agencies. The Natural Heritage League has been one of the most successful with their Carolinian Canada Land Protection and Stewardship Program.[63]

Another early effort that had a strong landscape dimension was legislated through the 1972-amended Provincial Parks Act. In that Act a series of parks of historic importance were mandated for establishment within Provincial Parks.[64] They were intended as areas "selected to represent the distinctive historical resources of the province in open space settings, and are protected for interpretation, educational and research purposes."[65] Admittedly few Historic Parks were ever created (i.e., four in all[66]) but their influence on policy is notable. These parks were created by the Heritage Planning Branch of the Ministry of Natural Resources, a unit which moved to the Ministry of Culture in 1975 and eventually was responsible for the writing of the Planning Act's landscape policies. In addition, key staff from that unit, John Weiler and Bob Bowes, subsequently moved on to Heritage Canada - a federal-level institution that was an influential force in establishing many landscape restoration projects across the country in urban areas with the Mainstreet Programmes and more recently in rural areas, with the Heritage Regions programme.[67]

Some federal initiatives have also been influential. In particular there has been the federal environmental assessment review which is parallel to the provincial process. In both processes 'environment' was broadly defined to include natural and cultural elements.[68]

Also at the federal level, a number of studies have sparked interest in the potential of landscape conservation. Most notably there was the study of the Rideau Corridor's cultural landscapes. It was influential because it was a joint effort between international, federal and provincial agencies. This contact was essential in spreading the word of landscape conservation within the Province. Because of this grouping, provincial members of the study team said they first became aware of the 1992 World Heritage Convention for the protection of cultural landscapes.[69] A provincial participant described

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[63] van Hemessen, Doug. 1994. "Carolinian Canada Site Protection Status: Accomplishments and Needs after Ten Years of Effort." Carolinian Canada Land Protection and Stewardship Program.

[64] "In 1972 the Historical Sites Branch was created within the Division of Parks of the newly-established Ministry of Natural resources. The Branch was an amalgamation of two historical programmes." [i.e., 1.Operation and development of historical sites, e.g., Sainte-Marie-among-the-Hurons, Fort William; and, 2.Historical research and interpretive unit from the Parks Branch of the old Department of Lands and Forest]. "Under the 1972 reorganization of the Ministry of Natural Resources as part of its programmes of outdoor recreation and management of Crown Lands." (Ontario Ministry of Natural Resources. 1974. "A Topical Organization of Ontario History:. Toronto: Historical Sites Branch of the Division of Parks. pp. iii-iv).

[65] Ward, E. Neville and Kilham, Beth. 1987. *Heritage Conservation- The Natural Environment.* Waterloo: Heritage Resources Centre. pp. 69-72.

[66] Taken from interview transcripts. Summer 1995.

[67] May/June 1994. *Heritage Canada.* Special edition on Heritage Regions. 1(5).

[68] Government of Canada. 1987. "The Federal Environmental Assessment and Review Process." Ottawa: Ministry of Supply and Services.

[69] The Convention's "Operating Guidelines" define the concept of cultural landscapes. Three categories were identified as: 'Landscapes designed and created intentionally by man'; 'Organically evolved landscapes' resulting from successive social and economic imperatives and in response to the natural

the discovery in this manner: "I think that we ourselves were becoming more aware of the whole notion of cultural landscape. And when an organization like UNESCO's, World Heritage Committee devised Guidelines, they give it a sanction; and in a way you think, 'It must be important. We might have had this idea, but it must really be important now'... And you can say, 'Look it's not just us. We didn't just make these up, this notion of cultural landscape. Look at the World Heritage Convention.'"[70]

Other initiatives, notably in the United States and Britain, are lending momentum to landscape conservation on the international scene. In fact, the landscape tradition has been long established in Britain, with the designation of Areas of Natural Beauty since the early 1950's.[71] Another strength emerged with the National Park Service in the United States and the publications concerning cultural landscape conservation.[72] As well, there are the influential developments in what is called "rural landscape planning" in such areas as the Connecticut River Valley.[73]

C. A Convergence

Therefore there has been a convergence of many factors in the raising of landscape consciousness in provincial planning. There was international action, national studies, provincial initiatives and the broadening scope of the Planning, Environmental Asssessment, and Heritage Acts. And another great influence was the Commission for Planning Reform itself, which communicated its ideas of landscape during the reform process. The Commissioners included John Sewell, a recognized municipal politician and urban theorist; George Penfold, a planner with a strong agricultural background; and Toby Vigod, an well-established environmental lawyer. Among many other issues, the Commission focused on different dimensions of landscape. Concern was expressed about intensification and the form of development, as an urban landscape issue. Anxiety was also expressed about the loss of the rural landscape to urban sprawl and the damage to rural settlement produced by failing septic systems. And from a policy standpoint there

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environment; and 'Associative cultural landscapes' whose inclusion on the World Heritage List is justified by the virtue of the powerful religious, artistic or cultural associations of the natural element, rather than material cultural evidence." (ICOMOS Australia. 1994. "ICOMOS Landscapes Working Group Newsletter". p.11).

[70] Taken from research transcripts. Summer 1995.

[71] Blunden, John, and Curry, Nigel. 1990. *A People's Charter?: Forty Years of the National Parks and Access to the Countryside Act 1949.* Her Majesty's Stationery Office: London.

[72] Note the influential publications: Timothy and Genevieve Keller's 1994. *How to Evaluate and Nominate Designed Historic Landscapes.* (Bulletin #18. Washington: US Department of the Interior, NPS); and the *Guidelines for Evaluating and Documenting Rural Historic Landscape.* (McClelland, Linda, Keller, Timothy, Keller, Genevieve, and Melnick, Robert. Bulletin #30. Washington: US Department of the Interior, NPS). And consider the most recent 'Cultural Landscape Initiatives' begun by the US NPS (1992 to 1995) to design and field test an inventory system with six regional park offices. (US NPS. 1994. *Cultural Resource Management Guidelines.* NPS-28. Chapter 7: "Management of Cultural Landscapes." pp. 99-124. And, US NPS. 1994. *Cultural Landscape Initiative Initiation: Discussion Paper).*

[73] Yaro, Robert, Arendt, Randall, Dodson, Henry, and Brabec, Elizabeth. 1990. *Dealing with Change in the Connecticut River Valley: A Design Manual for Conservation and Development.* Amherst, MA: Lincoln Institute of Land Policy and the Environmental Law Foundation

was a concentration on a planning process that effects all aspects of landscape conservation.[74]

A research participant felt that the landscape idea specifically originated during the planning reform process, from Working Group sessions; the most influential being the Urban Fringe and Cottage Groups. Another provincial research participant reinforced this saying: "It came out of a concern, as I heard it, that many of the development changes that were happening in these tourist recreational areas, as well as the fringe, seemed to be compromising, and some saying, destroying that quality of the countryside that people experience as 'rural' or 'aesthetic' or 'beauty' or 'of meaning' to them. And landscape seemed to be the terminology used to encompass all that."[75] The spectre raised by these Working Groups was the suburbs, saying, "It seems like what we're doing in our area is creating Mississauga suburbs all over again, lot by lot. And we don't want to do that. We want to keep the 'character', the 'character' of these rural areas, the 'character' of these recreational areas, as rural and recreational."[76]

In the final analysis of Ontario's landscape conservation movement, it seems to be the threat of change that worries people; and the fear that is most acute is found in the urban fringe and cottage areas. It is the same uncontrolled change that Oliver Rackham talked about in the opening quote to this chapter. He likened the changes in the landscape to a deteriorating library, "eaten by bookworms...people discard[ing] the ancient bindings, trim[ing] off the margins, and throw[ing] away leaves they consider damaged or indecent."[77] And the history of the landscape planning policy in Ontario is one of trying to control that deterioration and conserve the fabric and associations that are of importance to people.

The inheritance of the landscape idea is apparent in this review of landscape planning in the Province. Its mixed roots in natural and cultural conservation have gained momentum through the 1970's and 1980's and coalesced in an influential piece of provincial planning legislation in 1995. And in spite of a continuing struggle with the precise meaning of the term and the best planning approach for its conservation, it remains with us. As one provincial research participant put it: when the landscape term appeared it seemed to capture an idea that they felt had been expressed in the reform process, a certain something that was to be valued in the planning process - "That was clearly what we meant... Though we didn't describe it as such."

This concludes the review of the landscape idea and landscape planning, and the evolution of landscape conservation in Ontario's planning history. What follows is a discussion of the broader theoretical base used for the specific examination of the landscape idea at a provincial and local level in Ontario.

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[74] As was said, "We weren't developing a plan, rather we were proposing a change to the planning system, a process and develop[ing] policies." (Taken from interview transcripts, Summer 1995).
[75] Ibid.
[76] Ibid.
[77] Oliver Rackham. 1986. *The History of the Countryside.* London: Belhaven Press. pp. 29-30.

The thesis changes emphasis at this point, leaving the Landscape literature to establish the theoretical planning foundation for the research. From this discussion the dissertation focuses down to a description of the methodological and research methods that were used for this particular examination of the Landscape Idea.

5. Theoretical Planning Streams

> Planning theory is what planners need when they get stuck: another way to formulate a problem, a way to anticipate outcomes, a source of reminders about what is important, a way of paying attention that provides direction, strategy and coherence.[1]

Planning theory is a reflection of intellectual traditions, as varied as the individual perceptions of reality.[2] It is clear that any theoretical stream that is chosen by a planner, is close to the head as well as the heart. Figure 18 illustrates the range of this planning theory. Planning literature varies, as writing on the landscape idea does, from the concrete, physical, and rational- dominated by expert opinion; to the other end of the philosophical spectrum, where reality is seen in terms of more abstract notions, in a pluralistic world. Moving along this continuum represents different interpretations of what planning means; what intellectual traditions it comes from; the kinds of knowledge that should be used in decision-making; and what 'control' to consensus balance should be struck.[3]

For this landscape exploration, the theoretical focus is 'Social Learning'[4]; however, in this thesis that stream of thought is augmented by 'Critical Theory'[5]. The challenge for this research was that it had to give insight into intellectual constructs, as well as give a perspective on real planning issues. Two perspectives were joined because 'Critical Theory' alone is not a sufficient basis to support this particular thesis; concrete planning situations were encountered and workable recommendations needed. However, it is useful as an adjunct to the applied nature of 'Social Learning' theory and practice; informing the discussion of power in particular. Through 'Critical Theory' the 'Social Learning' stream expands more into 'Social Mobilization' planning theory, in the guise of

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[1] Forester, John. 1989. *Planning in the Face of Power.* Berkeley: University of California. p.137.

[2] Hudson and Friedmann attribute this variation to different perceptions of the human species: Are humans social creatures and society an organic entity; or is society merely a collection of individual values? The first implies a process of planning and the other a simple public opinion poll. (Friedmann, John, and Hudson, Barclay. 1974. "Knowledge and Action: A Guide to Planning Theory". *American Institute of Planning Journal.* p. 6).

[3] Planners walk a line and therefore must decide "whether planning enhanced freedom by clarifying real options and obstacles to social action; or whether planners, frustrated by their limited effectiveness in a free market economy would be driven to seek increasingly coercive powers to intervene in social processes with ever tighter constraints on individual behaviour." Here the free market is opposed to a more controlled system, where the author assumes, in this free market, there is more room for a civic voice. But is the voice of the entrepreneur necessarily that of the ordinary citizen? Does planning enhance freedom; or does control enhance planning? It is a balance between control and consensus. (Ibid. p. 5).

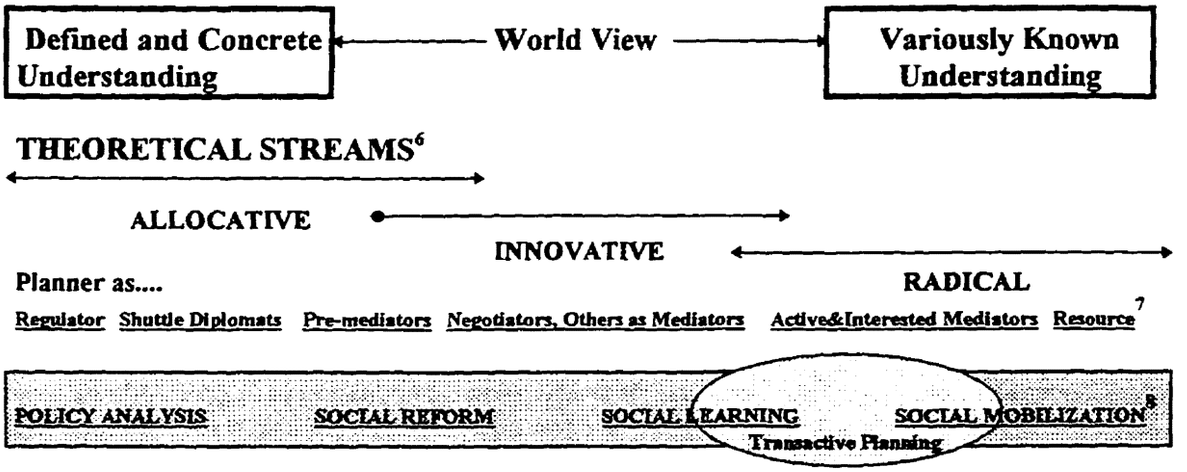
[4] 'Social Learning' is defined as originating from a theory of knowledge. Where knowledge in the planning process is, "derived from experience and validated in practice, and therefore it is integrally a part of action." (John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press. p.81).

[5] 'Critical Theory' is defined as an offshoot of historical materialism, where social interactions are analyzed through a perspective that focuses on power relationships. Under that umbrella much Post-modern and Feminist thought can be subsumed. (John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press).

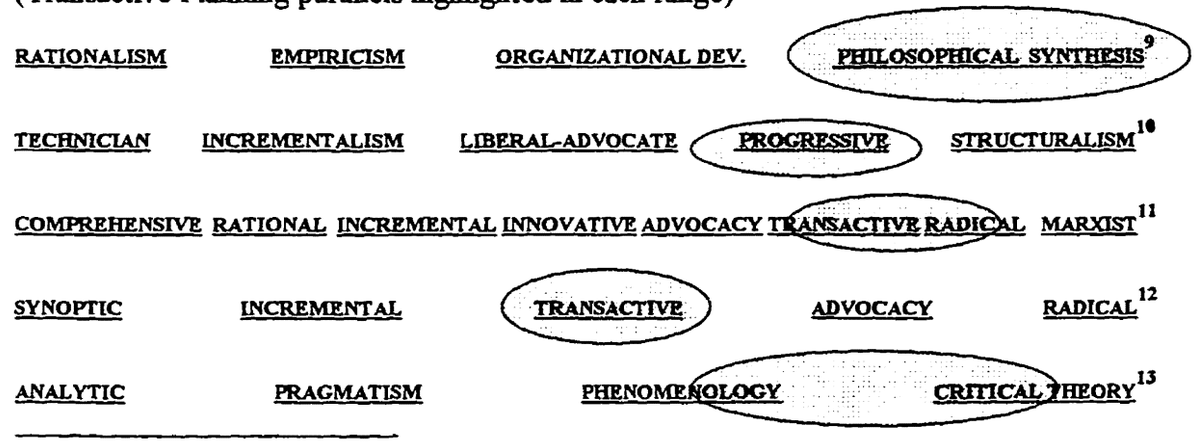
'Transactive Planning'. This critically-enriched approach proves to have great utility in understanding the landscape idea, and how that understanding influences decision-making.

This critically-informed theory is further set within a Civic Planning Model, a framework that has strong emphasis on applied planning methodology. This Model has great utility for a piece of research that strives not only for an understanding of an idea - landscape; but also seeks to understand the idea's impact on Ontario's landscape planning.

FIGURE 18
Planning Theory Range



Range of Theoretical Planning Structures Proposed by Different Authors
(Transactive Planning parallels highlighted in each range)



[6] John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press.
[7] As per John Forester. (1989. *Planning in the Face of Power.* Berkeley: University of California Press).
[8] As presented by John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press.
[9] In a much earlier article John Friedmann collaborated with Barclay Hudson. (1974. "Knowledge and Action: A Guide to Planning Theory". *American Institute of Planning Journal.* pp.2-16).
[10] Forester, John. 1989. *Planning in the Face of Power.* Berkeley: University of California Press.
[11] Lawrence, David. 1981. "Contextual Planning: Linking the Process to the Context". (Student Paper?).
[12] Hudson, Barclay. 1979. "Comparison of Current Planning Theories: Counterparts and Contradictions". *American Planning Association Journal.* pp. 387- 406.

A. Theoretical Streams

In Figure 18, the Friedmann term of 'Social Learning' is highlighted, as is 'Social Mobilization'; with the intersection being 'Transactive Planning' - where this exploration of landscape is best situated. These theoretical streams give insight into the many planning issues related to landscape: issues of pluralistic representation; the planner's role in making plans for a resource best known by locals and non-experts; and the dynamics of power when understandings of landscape do not mesh. It is therefore issues of the nature of knowledge and how that is equitably dealt with in the planning process, that is the focus of this work. Power is the touchstone in an array of questions: who should plan for landscapes - bureaucrats, advocates, developers, citizens, politicians; how does one balance the competing economic and environmental demands; and which jurisdictional body is best suited for decision-making - local, regional, or provincial? Planning theory provides the foundation to addressing these many issues.

'Social Learning' begins and ends with action; and has distinct political strategies, and theories of reality and values. Its roots are found in the writings of John Dewey, a proponent of pragmatism, who believed that one can only learn by doing. The underlying belief is that with each action society is moving progressively closer to moral perfection. Mao Tse Tung was another advocate of this approach believing that knowledge only comes from direct experience.[14] Of these antecedents, the American, Dewey, was a pluralist and a believer in equality and democratic ideals. Whereas Mao, as a Marxist, believed that the proper context for 'Social Learning' was in a centralized state-dominated process. Therefore the context of this planning approach can be quite diverse; yet the objective is the same, which is to engage people more effectively and meaningfully in the planning of their society and environment.[15]

'Social Mobilization' on the other hand seeks social emancipation by making theory and practice one, through political action. Under that category Freidmann identifies a diverse collection of utopian thinkers, social anarchists, historical materialists and critical theorists. First, the utopians imagine a secular life in small communities living apart from the state. And where utopians pull away from the society, they believe has failed them, social anarchists strive for change by using methods that range widely from waving banners to throwing bombs. Historical materialists (Marxists) strive for the same transformation of society however, theirs is a more clearly articulated battle. They see change as a political process, a struggle between classes which is determined on the basis of who controls the modes of production.[16]

Critical theorists are also placed under 'Social Mobilization'. And within 'Critical Theory' there is another wide array of philosophical stances; such as, feminists, post modernists and those communication theorists of the Frankfurt School. Each advocates

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[13] Hoch, Charles. 1990. "Introductory Notes: Commentary on John Forester's 'Planning in the Face of Power'". *Planning Theory Newsletter*. 4: pp.3-6.

[14] "If you want to know the taste of a pear you must change the pear by eating it yourself." (John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action*. Princeton: Princeton University Press. p. 196).

[15] Ibid.

[16] Ibid.

different types of action to produce societal change; from spontaneous uprisings to local networking, and forming coalitions and community organizations. Despite the different perspective they are all classed as radical practice - power coming from below, expressed in a collective manner, aimed at the liberation of the people. The thing that divides them is whether they prescribe reform or revolution for social transformation.[17]

When 'Social Learning' becomes informed by 'Critical Theory' the planner moves to what Forester[18] called 'Active and Interested Mediation', where the planner anticipates issues and facilitates public involvement by helping them to prepare effective responses. This kind of planning will eventually evolve into the 'Planner as Resource'; the public using the planner as a resource while they do the task of planning. This is where 'Social Learning' moves into 'Social Mobilization'.

The allied theories to 'Social Learning' and 'Social Mobilization' highlighted on Figure 18, tend towards the more humanistic end of the spectrum, committed to "existential knowledge, the life of dialogue and self-actualizing groups."[19] They are variously called 'Progressive', 'Philosophical Synthesis', 'Phenomenology', and 'New Humanism' planning. Although the methods differ amongst these theories, their vision is similar.[20]

The attraction of 'Critical Theory' is that it augments 'Social Learning' planning theory on the key issue of power. 'Social Learning' addresses the importance of good communications in effective planning; but it alone does not explain how power differentials between various planning agents distorts communication. However, Critical Theorists do focus on the distortions that do arise from a power dynamic. Critical Theorists suggest that planners should: 1) develop intersubjective norms thereby avoiding dependence on empirical verification and technical control; 2) use explanatory theory that reflects on societal conditions and therefore seeks emancipation; and 3) use consensus, not theory to justify political action.[21] To that end therefore landscape is well served by this theoretical stream informing the understanding of landscape around several aspects: as to the subjective nature of landscape knowledge that should inform the planning process; the way that diverse knowledge may be equitably represented in planning decisions surrounding its future integrity; and how that knowledge is collectively weighed in decisions made within an environment of differing power relationships.

Critical theorists argue that knowledge is grasped cognitively, therefore by definition it is pluralistic - a theoretical stance that is particularly suited to landscape. Any knowledge, landscape or not, is in fact shifting ground that rationalists mistakenly consider absolute, eternal and universal. Knowledge comes in many varieties - some more technical and some more intuitive. This then presupposes that a variety of actors need to be

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[17] Bernstein, J.M. 1995. *Recovering Ethical Life: Jurgen Habermas and the Future of Critical Theory.* London: Routledge.

[18] Forester talks of a range of practice, being: Planner as Regulator; Pre-Mediate and Negotiate; Planner as Resource; Shuttle Diplomacy; Active and Interested Mediation; and Planners as Negotiators and Others as Mediators. (Forester, John. 1989. *Planning in the Face of Power.* Berkley: University of California Press).

[19] Friedmann, John, and Hudson, Barclay. 1974. "Knowledge and Action: A Guide to Planning Theory". *American Institute of Planning Journal.* p.6.

[20] Ibid. p.7.

[21] Ibid. pp. 59-67.

effectively participating in a planning exercise; people that can supply all types of knowledge. It also means that different types of landscape knowledge needs to be equally respected - whether it is measurable facts or intangible impressions. Therefore, if a community is engaged to provide some of the existential information about a landscape, then planners must be prepared for a more dynamic and highly unpredictable situation than rationalism would envisage. This also means a more equitable representation of all versions of landscape must be sought - thus representing a power shift in decision-making.

A feminist critique also addresses, among other issues, the dualism created by a rationalist approach - a result of objectifying things in a scientific method and distancing oneself from the object being observed. The feminists argue that the observer cannot in fact be disconnected from the environment they are perceiving. And like humanist geographers noted earlier, feminists believe that the object is connected to the subject; the action to the structure; the place to its context.

Feminist authors Leonie Sandercock and Ann Forsyth (1992) also make comment on the formation of our environment, of which landscape is the medium - spatially, economically and socially. They also add much to the discussion on language and communications - in seeking alternative forms of citizen participation where less educated, less aggressive and non-professional knowledge can be positioned better in the power equation. This is particularly applicable to landscapes since landscapes are a common resource that all its inhabitants, regardless of gender, age, economic bracket, cultural background, or education have a vested interest and right to express their understanding of it and its value for them. Epistemologically, feminists argue for 'connected knowing' that recognizes more then scientific knowledge. They also seek knowledge from oral traditions and by learning from listening and doing (much like 'Social Learning' traditions) - a method better suited to the informal and locally-held knowledge of landscape. A different ethical base is used when decisions are made on pluralistic circumstances - a base that differs radically from Rationalism which assumes the existence of defined and singular universals.[22]

Another stream of Critical Theory is Postmodernism, a school of thought that brings a lot to the understanding of landscapes through its criticism of Modernism. As such, "Postmodernism profoundly questions a number of key assumptions of modernist planning; the singularity of rationality, the ability to enact a critical distance from social problems, the efficacy of technical insights, the power of expertise over non-expertise, the belief in the emancipatory potential of planning and the benefits of growth of progress."[23] So as modernism wanes in the latter part of the 20th-century, the basis of modernism and its underlying philosophy of rationalism is challenged. Post modernism rejects the totality of dualistic 'comprehensive rationality'; and the large-scale standardized planning that does not embrace the diversity and localization that landscapes embody.

Some would argue that postmodernism and feminism share some common theoretical ground. Writers from both schools of thought talk about the importance of

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[22] Sandercock, Leonie and Forsyth, Ann. 1992. "A Gender Agender: New Directions for Planning Theory". *Journal of the American Planning Association.* 58: pp.49-59.

[23] Beauregard. Robert. 1990. "Intellectual Journeys and Political Destinations". *Planning Theory Newsletter.* 4: p.9.

different voices and alternative knowledge in planning, that comes from embracing pluralism. The difference between these critical theorists lies in the fact that the politics of postmodernism is less precise then feminism's 'gender agenda'.[24] As well postmodernism goes further to embrace "fragmentation, ephemerality, and the eddies and swirls of chaotic change."[25] As such both theoretical bases bring great insight to the pluralistic and dynamic state of the landscape idea.

Growing concern for the human condition inevitably leads to more radical theorists that focus on the underlying power structures themselves, not just decision-making techniques. Humanism is the ingredient in these theories that demands, "a capacity for looking at society as a function of human potential - not as an aggregate phenomenon as depicted by social statistics, nor as a series of atomistic, life patterns as implied by economic behaviour, but as a 'dialogue' in which planning may become more nearly synonymous with the processes that mediate between individual and social evolution."[26]

Yet the term 'humanism' is used advisedly because its roots in Enlightenment suggest an assumption of rationality. There is the tradition "that humanity develops through the application of rationality to its affairs."[27] And humanism is distinguished by "objective science, universal morality and law, autonomous art according to their inner logic." It is the linear, positivistic, technocratic that is supposed to lead to human equality.

As a result, Edward Relph[28] suggests abandoning the term 'humanism' because its meaning is skewed and not appropriate for the task of social emancipation. He suggests using 'environmental humility'. Another author John Dakin[29] thinks it should be called the 'new humanism' characterized by a merging of three views of the world: 'theocratic' (spiritual); biocentric (environment); and 'anthropocentric' (cultural). These three rubrics of the 'new humanity' - psyche, environment, and society, must all be addressed equally by planning. These three views also embody the essence of a landscape and therefore provide a useful perspective. So whether it is called 'humanism', 'environmental humility', or 'new humanism', the intent of those theories that claim sensitivity to the human condition is, "marked by a concern for the individuality of places and this requires a careful and compassionate way of seeing that can grasp landscape as subtle and changing, and as the expression of the efforts and hopes of people who made them."[30] Theories from the more 'humane' range of planning are therefore chosen to explain the phenomenon of landscape.

Landscapes are understood in a pluralistic manner, the knowledge of which is subjective. Accordingly, 'Social Learning' and 'Critical Theory' are well-suited as traditions committed to embracing individual experiences. As well, landscape is a dynamic entity - changing between individual experience and evolving through space and time -

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[24] Sandercock, Leonie and Forsyth, Ann. 1992. "A Gender Agender: New Directions for Planning Theory". *Journal of the American Planning Association.* 58: pp.49-59.

[25] Irving, Allan. "The Modern/Postmodern Divide and Urban Planning". *University of Toronto Quarterly.* 62(4): p.481.

[26] Friedmann, John, and Hudson, Barclay. 1974. "Knowledge and Action: A Guide to Planning Theory". *American Institute of Planning Journal.* pp.13-14.

[27] Allen, Judith. 1990. "Three Characters in Search of Truth: Leonardo, Habermas and Forester". *Planning Theory Newsletter.* 4: p.20.

[28] Relph, Edward. 1981. *Rational Landscapes and Humanistic Geography.* London: Croom Helm. p.19.

[29] Dakin, John. 1993. "Inhumanities of Planning Revisited". *UofT Quarterly.* 62(4): pp.404-439.

[30] Relph, Edward. 1981. *Rational Landscapes and Humanistic Geography.* London: Croom Helm. p.19.

qualities that are also well-served by these planning theories. Their basic tenets are that all knowledge is non-dualistic, provisional and evolutionary - just like landscapes. And because of this variety of landscape understanding it is imperative that the planning for landscapes must include an open forum for the presentation and discussion of this diversity. 'Social Learning' theory once again is sympathetic to this human dimension in landscape planning. Further, once informed by 'Critical Theory', 'Social Learning' expands to include power dynamics that are a fundamental part of landscape's meaning.

B. Straddling the Divide with Transactive Planning: Social Learning informed by Critical Theory

That common ground between 'Social Learning' and 'Social Mobilization' is forged in the belief that citizens need to be empowered to be engaged effectively in the planning process. The difference for Social Learners however, is that this empowerment is to take place within the existing political system. An evolution of that system will occur naturally as people get more involved in planning decisions; and it is Friedmann's 'Transactive Planning' that straddles the divide between 'Social Learning' and 'Social Mobilization'.[31]

Forester prefers to call this intersection of 'Social Learning' and 'Mobilization' 'Progressive' planning, seeing it in terms of a union between what he calls 'Structuralism' and 'Liberal-Advocacy'. Structural theorists focus on the power relationships that legitimize and therefore maintain existing power structures. Liberal-Advocates recognize that information *is* power and there is a need to give under-represented people a voice in a pluralistic society; "equal chance, equal information, equal technical resources."[32] As an amalgam of these two planning streams therefore, 'Progressive' planning's object is "to enable participation of citizens and avoid the legitimizing function of which the structuralists warns."[33] Social transformation therefore occurs through the emancipation of citizens; and in the case of landscape it is the equitable representation of all its varied understandings that will lead to empowered citizens.

Friedmann is the originator of the term, 'Transactive Planning' defining it in his 1973 book, *Retracking America: A Theory of Transactive Planning.* It is defined in terms of 'mutual learning'[34] between experts and the public. There are both functional objectives but also social goals of dignity, sense of effectiveness, and a capacity for growth. 'Transactive Planning' like its connecting theories of 'Social Learning' and 'Social Mobilization' call for a pluralistic approach: a critical look at power structures, where inequities embedded in the present planning system can be addressed. They also call attention to social dynamics founded on individual interaction; and an evolutionary and iterative process where ends fold into means by a process "embedded in the continual

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[31] In fact, Freedman describes Transactive Planning as a radical approach. (John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press).
[32] Forester, John. 1989. *Planning in the Face of Power.* Berkeley: University of California Press. p.35.
[33] Ibid.
[34] Friedmann, John. 1973. *Retracking America: A Theory of Transactive Planning.* New York: Anchor Press/ Doubleday.

evolution of ideas validated through action."[35] Friedmann describes this planning approach in terms of a dialogue marked by seven characteristics of authenticity; fusing of thinking, moral judgment, and empathy; acceptance of conflict; consideration of all forms of human communication; shared interest and commitment; reciprocity and mutual obligation; and conversations unfolding in real time.[36] Accordingly authentic dialogue about landscape in the planning process must possess these elements.

As a moderate stream of radical theory and societal transformation, 'Transactive Planning' demands that both planners and the people have significant roles - thus shifting power positions in the planning process. Friedmann sees it as a circle of learning - gaining input from planners and public alike on theory, political strategies, planning vision and action. In the case of landscape planning therefore, the role of the public is to provide information about the landscape they inhabit; engage other citizens in the process; and organize and voice criticism of a process that does not consider landscapes in an effective manner. Planners on the other hand are needed to communicate ideas amongst various planning actors associated with a particular landscape; provide comment on landscape planning theory; supply substantive knowledge on the technicalities within a project; help with analyzing and synthesizing information; and assist all planning participants to comprehend the larger context of a particular landscape planning exercise.[37]

In *Planning in the Public Domain*, 'Transactive Planning' assumes actions in the public domain involve decisions being produced by face-to-face interaction in small-task oriented work groups. And this interaction is understood through communications theory - of the like that critical theorist Habermas has written about.[38] Being a moderate he suggests that modification to the system is made by improving the quality of communication among its decision-makers, not tearing down the system. Habermas writes that eliminating the gap between theory and practice will further human emancipation. "Planning practice should be a combination of instrumental and communicative action directed by emancipatory interest." [39] He sees present planning practice as mainly instrumental with little communicative and no emancipatory action.

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[35] Hudson, Barclay. 1979. "Comparison of Current Planning Theories: Counterparts and Contradictions". *American Planning Association Journal.* p.390.

[36] 1. "Dialogue presumes a relationship that is grounded in the authenticity of the person and accepts his 'otherness' as a basis for meaningful communication"; 2. "Dialogue presumes a relation in which thinking, moral judgment, feeling, and empathy are fused in authentic acts of being"; 3. "Dialogue presumes a relation in which conflict is accepted"; 4. "Dialogue presumes a relationship of total communication in which gestures and other modes of expression are as vital as the substance of what is being said"; 5. "Dialogue presumes a relation of shared interests and commitments"; 6. "Dialogue presumes a relationship of reciprocity and mutual obligation"; 7. "Dialogue presumes a relationship that unfolds in real time". (Friedmann, John. 1973. *Retracking America: A Theory of Transactive Planning.* New York: Anchor Press/ Doubleday).

[37] John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press.

[38] McCarthy, Thomas. *The Critical Theory of Jurgen Habermas. 1979.* Cambridge: The MIT Press.

[39] As such Habermas' communication theory has roots in Marx and his critique of ideology; Freud and psychoanalysis; and Socrates and his model of self-knowledge. (Kemp, Ray. 1982. "Critical Planning Theory - Review and Comment". in, Patsy Healey; Glen McDougall; and Michael Thomas (eds.). *Planning Theory: Prospects for the 1980's.* Selected Papers from a Conference held in Oxford, April 1981. Oxford: Pergamon Press. p.122).

Forester also wrote of the importance of proper communications as the lubricant to successful planning. These 'ideal speech situations'[40] are the basis of a society that is civic-minded and has some hope of addressing long-standing inequities. As Forester says, "In a democratic society citizens should be able not only to find out about issues affecting their lives but also to communicate meaningfully with others about problems, social needs, and alternative policy options."[41] The task for the planner therefore, 'In the Face of Power' is to adopt a communicative ethic in which they must strive to speak without distortion and ensure that the institutions they work with are not distorting communications. Information *is* power in planning and the planner plays a vital role in striving for comprehension; trust; consent; and building a belief in the knowledge through accuracy.[42] Therefore, "[t]he function of the planner is to understand how power distorts communication and then to communicate such that those who are oppressed are empowered, thereby creating a participatory and democratic planning that challenges ideological distortion."[43]

The challenge of 'Transactive Planning' therefore, is a big one with planners having to fulfill many requirements: such as maintaining a critical distance from the interpersonal relationships the public is forming; encouraging open inquiry; and accepting the inevitable contradictions between theory and practice, empirical analysis and normative vision, and explanation and action. But it is 'Transactive Planning', under the guise of 'Social Learning'[44] and the presumed existence of a 'Civic Society', that is well-suited to understanding and subsequently planning landscapes.

C. Civic Planning Model

Ray Kemp[45] has a different perspective on critical planning theory, basing it in issues of powers, he divides the theory into three categories:

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[40] Thompson, John B. 1981. *Critical Hermeneutics: A Study in the Thought of Paul Ricoeur and Jurgen Habermas.* Cambridge: Cambridge University Press.

[41] Forester, John. 1989. *Planning in the Face of Power.* Berkeley: University of California Press. p.22.

[42] (Kemp, Ray. 1982. "Critical Planning Theory - Review and Comment". in, Patsy Healey; Glen McDougall; and Michael Thomas (eds.). *Planning Theory: Prospects for the 1980's.* Selected Papers from a Conference held in Oxford, April 1981. Oxford: Pergamon Press. pp. 59-67). And Forester further elaborates on this point in the book, saying that misinformation can develop from structural, organizational and political sources: 1) information is a complex source of power in the planning process; 2) misinformation is in part inevitable, in part avoidable, in part systemic, and in part ad hoc. Therefore it can be anticipated and counteracted; 3) misinformation undermines planning and citizen action by manipulating beliefs, consents, trust and the sense of a problem; 4) some planners participate in information distortion; and 5) since planners expect misinformation they should counter with ways to foster a well-informed, democratic process that empowers citizens. (Forester, John. 1989. *Planning in the Face of Power.* Berkeley: University of California Press pp.28-29)

[43] Beauregard, Robert. 1990. "Intellectual Journeys and Political Destinations". *Planning Theory Newsletter.* 4: p.8.

[44] Friedmann says, the epistemology of 'Social Learning' is based on the vision of a union being forged between practice and transformative theory, within the context of action and inquiry. (John Friedmann. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press).

[45] Kemp, Ray. 1982. "Critical Planning Theory - Review and Comment:. in, Patsy Healey; Glen McDougall; and Michael Thomas (eds.). *Planning Theory: Prospects for the 1980's.* elected Papers from a Conference held in Oxford, April 1981. Oxford: Pergamon Press. pp.59-67.

1.'critical theory *in* planning' is called 'Critical' - an approach that looks at the orthodoxies of planning that serve to perpetuate the status quo, by failing to look at the true nature of social and political power. The goal is to find a better relationship between theory and practice;

2. 'critical theory *of* planning', is called 'Analytic' - a perspective which calls for empirical studies of planning practice with an eye to the reconstruction of decision-making, to better address issues of power.

3. 'critical theory *for* planning', or 'Normative' - which constitutes on-the-ground application of theories that aim to teach planning actors to overcome the distortions and repression in existing planning practice.

It is these three divisions that are comparable to the Civic Planning Model's elements of 'understanding', 'assessment', and 'adaptation' which have been adopted for this thesis. In this paper the 'Critical' perspective focuses on the existing understanding of landscape that encompasses both social and political realities. This is followed by an 'Analytic' phase where the understanding of landscape is considered in conjunction with actual planning practice. Ultimately there is the adaptation stage which is comparable to the 'Normative' approach, where actual prescriptions are proposed for improved planning of landscapes in Ontario. And this is what the reader can expect in this thesis - the critical exploration of an understanding of landscape with some normative recommendations as to better realize its potential as a planning element.

The civic society which is assumed in the Civic Planning Model is an impossibility, but it is an ideal that planners must strive for if a society is to approach equality for its members. Planners must search for "strategies that work toward effective equality, substantive democratic participation and voice, and strategies that work away from the perpetuation of systematic racial, sexual and economic domination."[46] The challenge is to address the different perspectives of developers and bureaucrats as well as community advocates in order that all sectors of society are equally engaged in the planning process. Once this happens, civic planning theorists argue, a truly civil society will result.[47]

A planning model has been proposed for this kind of society by Gordon Nelson[48] - an applied planning model that can serve as the framework for civic interaction and 'Transactive Planning' in a 'Social Learning' tradition. 'Transactive Planning' holds the

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[46] Forester, John. 1989. *Planning in the Face of Power.* Berkeley: University of California Press. pp. 60-61.

[47] Forester also says, " In the planning process, developers appeal to the prerogative of private property; bureaucratic appeal to the principles of formal equality and procedural democracy; and community organizations appeal to the diffuse traditions of direct democratic participation." (Ibid. p.60).

[48] i.e., Nelson, J.G. 1995. "Natural and Cultural Heritage Planning, Protection and Interpretation: From Ideology to Practice, A Civics Approach". in, John Marsh and Janice Fialkowski (eds.). The Proceedings of a conference held at Trent University, Peterborough, Ontario, June 11-13, 1992. Peterborough: The Frost Centre for Canadian Heritage Development Studies, Trent University. pp.33-43; Nelson, J.G. and Serafin, R. 1996. "Environmental and Resource Planning and Decision Making in Canada: A Human Ecological and a Civics Approach". in, Roland Vogelsang (ed.). *Canada in Transition: Results of Environmental and Human Geographical Research.* Bochum: Universitatsverlag Dr. N. Brockmeyer. pp.1-25; and Nelson, J.G. *Towards a Sense of Civics: Sustainable Development, the Universities and Provincial Renewal.* For Council of Ontario Universities, Universities and Provincial Renewal Conference, held November 7 to 9, 1993. Toronto: Council of Ontario Universities.

promise of taking planning "into a genuinely public sphere where everyone at every stratum of society would take responsibility for social guidance."[49]

In any civil society Friedmann believes three parts of human existence must be addressed in planning: individual, dialogic; and collective political (state, corporate *and* Civil Society). The society must provide equal access to its citizens so they all can participate fully. And in order that these people may assert these rights, they must build their civic knowledge and skills. As well, it suggests a fundamental structural change to the decision-making process within this society. In both regards planners can play a significant role. As part of the state structure, planners can help empower people by giving them adequate time to participate, give them access to space to meet, and time with politicians to air their feelings - a receptive forum for their input. As well, grassroot movements can be mobilized through the provision of financial resources for organizing; and the necessary technical knowledge from experts.[50]

Given the idealistic assumptions of the Model, Civic Planning has considerable obstacles to overcome. They are 'structural' - requiring the control of the forms of capital production; 'organizational' - demanding a planner's ethical conduct in the search for comprehension, sincerity, and consent of the public during effective citizen participation; and 'interactional' - necessitating social discourse at a local level.[51] Beth Moore Milroy calls this civic proposal a nostalgic urge on the part of communities, "to act on their own behalf, to name and to reach for more lofty ideals than symbolized by the present, individual 'I' or by mere money, and recalls from experience or myth a time when people were more caring towards present and future generations, when communities played larger roles in their lives, and when people felt less at the mercy of faceless powers outside their communities."[52] But does this urge to coalesce as a community lead to the exclusions that Iris Marion Young writes about, that seeking unity instead of heterogeneity excludes and inevitably marginalizes that faction of the society that does not side with the majority. She calls this the 'logic of identity' that denies differences inherent to us all.[53]

Therefore, there are many challenges to the creation of a civic society. Forester cites the difficulties of fostering effective public participation, as being the main impediment. He writes that: 1) the public is often uncertain and uninformed about policy opportunities and consequences, believing others 'know better'; 2) or the public is cynical about the effectiveness of participation given the priority of the expert, official or investor in the process; 3) or there is a question as to whether the public have the social and community capacities for cooperation, and trust in good faith of professionals and the hidden hand of market advocates; or 4) the public is confused and distracted from policy options that could address social needs.[54] In the end for Forester, the real challenge of 'Civic Society' is the commitment and capacities of community members. This research

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[49] Friedmann, John. 1981. (original 1973). *Retracking America.* Emmaus, PA: Rodale Press. p.34.
[50] Friedmann, John. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press.
[51] Forester, John. 1989. *Planning in the Face of Power.* Berkeley: University of California Press.
[52] Moore Milroy, Beth. 1993. "Planning, the Humanities, and Circulation of Ideas". *University of Toronto Quarterly.* 62(4): p.494.
[53] Young, Iris Marion. 1990. *Justice and the Politics of Difference.* Princeton: Princeton University Press. pp.226-230.
[54] Ibid.

thesis gives substance to these same sentiments; especially, regarding the effectiveness of public participation in the landscape planning process (see Chapter 6, Section iii).

Hudson and Friedmann go on to say that the idea of this kind of public involvement is utopian. In a real planning situation what would happen if consensus cannot be reached; and conflicts need to be resolved. For these authors, a well-functioning civic society is characterized as one in which there is a strong societal controls, applied by virtue of consensus. Societies with high consensus and weak controls are socially-alienating. Those with low consensus and weak controls are chaotic societies; and those with strong controls and low consensus are over-managed societies.[55]

Yet the dream of a 'Civic Society' persists and it is as old as the planning profession itself. Early thinking along these lines is found in Patrick Geddes' writings. He embraced the concept, promoting a 'Civic Society' through Schools of Civics and civic education.[56] And that civic theme has remained constant. Lewis Mumford also wrote about the Jeffersonian democratic potential of people to do for themselves; envisioned as a nation of proficient farmers who lead strong civic lives.[57]

Today advocates still strongly promote the virtues of civic empowerment and societal control. In recent civic history there has been the battle against the formation of Toronto into a Megacity, where the grounds of protest have centred on the loss of local representation in this 'megalopolitan' proposal. In Ontario's countryside there is similar controversy over amalgamation, and the perceived loss of local representation. And interestingly the rallying point for many civic projects have been landscape-related, such as the work of communities on communal gardens[58]; and communities identifying places of common heritage[59]; and communities working toward the stewardship of the land[60].

The idea of a civic renaissance however has more than an ethical basis it also fits well with today's fiscal realities. As government agencies reduce their staffs and programs, many of those tasks formally handled by bureaucracies are falling to the people. 'Volunteerism' and 'partnerships' are becoming the watchwords of the 90's - from both the government and the public. These new governance conditions demand a model for

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[55] Friedmann, John, and Hudson, Barclay. 1974. "Knowledge and Action: A Guide to Planning Theory". *American Institute of Planning Journal*. pp.2-16.

[56] "Before long, then, the School of Civics, with its observatory and museum of survey, its drawing-offices and business office, must become a familiar institution in every city, with its civic library in rapid growth and widening use, and all as a veritable power-house of civic thought." Geddes, Patrick. 1968 (first published 1915). *Cities in Evolution: An Introduction to the Town Planning Movement and to the Study of Civics*. London: Ernest Benn Ltd. p.312.

[57] Friedmann, John. 1987. *Planning in the Public Domain: From Knowledge to Action*. Princeton: Princeton University Press.

[58] As described by Mark Francis. 1987. "Meanings Attached to a City Park and a Community Garden in Sacremento". *Landscape Research*. 12(1): pp.8-12; and Severson, Rebecca. 1990. "United We Sprout: A Chicago Community Garden Story". in, Mark Francis and Randolph Hester (eds.). *The Meaning of Gardens: Idea, Place, and Action*. Cambridge: The MIT Press. pp.80-85.

[59] As described by Susan Clifford. 1987. "Common Ground: Promoting the Value of Local Places". *Landscape Research*. 12(1): 2-4.

[60] As described by Jeremy J. Shute and David Knight. 1995. *The Canadian Geographer*. "Obtaining an Understanding of Environmental Knowledge: Wendaban Stewardship Authority". 39(2): 101-111.

action - a 'Civic Planning Model'.[61] Gordon Nelson notes seven steps planners can use to help citizens to assume a more affective civic role. Figure 16 lists these as 'understanding'; 'communicating'; 'assessing'; 'visioning'; 'implementing'; 'monitoring' ; and 'adapting'. Figure 4 (found on page 8) illustrates the relationship between these Civic Planning elements.

Figure 19
Components of the Civic Approach ***(Taken from Nelson 1993)***

UNDERSTANDING

Broadly informing; comprehensive and pluralist; selective in terms of significance, assessment and action; focusing on preparedness for decision.

COMMUNICATING

Understanding and using varied means and media; personal and group communication skills; technical understanding and skills; inter-group or cross-cultural understanding and skills.

ASSESSING

Understanding of and ability to evaluate and select on the basis of principles and standards, pluralist in orientation; awareness of various kinds of social, economic and environmental assessment; understanding of trade-offs; importance of understanding and assessing institutions both as resources and as obstacles to desired change.

IMPLEMENTING

Understanding how to decide and act, ideas and models of co-operation and co-ordination; integrating the technical and socio-economic, the scientific and the humanistic; understanding and use of bridging institutions, of demonstration, of research and experimental approach, of mixed scanning and transactive planning.

MONITORING

Generally following or tracking issues and current events; understanding and use of auditing and follow-up procedures as part of all aspects of civics; understanding of different kinds of monitoring and the pluralist nature of monitoring; regular, periodic, and technical monitoring and assessment.

ADAPTING

Understanding that continuous adjustments to turbulent and changing circumstances are part of the civics model; objectives and activities frequently change among individuals, groups and nations in a dynamic world; capacity to foresee and adapt; evolutionary, interactive, competitive and accommodating; tolerance for ambiguity.

Unlike the rationalist or Management Model, the civic process ('Means'- see Figure 20) is not linear but rather iterative, in a 'Transactive Planning' approach ('Planning Approach'). As well, the context ('World View') is multi-disciplinary and multi-voiced; participants providing a range of knowledge. The objective ('Goals') of the planning is one of sustainability; balancing economic, environmental and societal needs. Unlike rationalism and its spawn land use planning, it does not solely aim for the efficient use of resources. The balance of economic, environmental and societal dimensions is achieved ('Mechanism') through an equitable representation of all sectors of society: the government at all levels, corporate interests, and a full range of citizen concerns. Success

[61] An interesting paradox of the recent shift between right and left politics with the 1995 election in the Province of Ontario, is that both have advocated local empowerment - the NDP perhaps arguing more from an ideological basis and the Conservatives from a fiscal perspective. The results however, are the same... more power to the people.

is judged ('Criteria for Judging Success') by the level of civic involvement in the decision-making process, and measures of equity and quality of life for society's members.

FIGURE 20
Civics Model *(Taken from Nelson 1994)* [62]

World View:	holistic, multi-disciplinary, connected natural and cultural heritage, ecological, community, cross-sectoral, etc.
Goals:	sustainability, multi-cultural, equity, informed choices, etc.
Means:	mutual learning, local knowledge and scientific perspective, dialogue, integration, meeting basic human needs, etc.
Mechanism:	pluralistic representation from government, corporation, and citizens, voluntarism, etc.
Planning Approach:	transactive, participatory, integrative, adaptive, etc.
Implementation Processes:	preparation for understanding and participation, monitoring, assessment, adaptation, etc.
Criteria for Judging Success:	meeting basic needs, equity, a strong sense of heritage and civics, level and kind of involvement, etc.
Possible Situation:	stronger communities, possible burn-out for the call to volunteerism, difficulty of achieving sustainability, etc.

Civic Planning is particularly well-suited to this study especially as it is nested with the other socially-empowering theories of 'Social Learning', 'Transactive Planning' and 'Critical Theory'. Landscape is an amalgam of natural and cultural forces. Yet the current land use planning structure in Ontario is not adequate. The social dimensions are not well addressed; theory that helps one concentrate on the human processes of landscape is essential. It is the union with the cultural realm that distinguishes landscape as 'landscape', and not 'land'; 'landscape planning', not 'land use planning'.

As discussed the theories of 'Social Learning', 'Critical Theory' and 'Transactive Planning' give a perspective on the understanding of the landscape idea; and the assessment of the impact of the differing provincial and local views on planning in the Province. Ultimately theory helps in making recommendations as to the adaptations that can occur for that planning practice. The theoretical umbrella of this study provides a perspective on actual planning conditions that are dealt with at a local and provincial level; complete with planning actors, institutions, planning process, policies and so on.

Analyzing what the landscape idea is facilitated through the use of Grounded Theory. It provides a qualitative methodology for examining the concept; an essential approach if one is to grasp the nuances of landscape. A detailed description of that methodology follows as does the research techniques. From these descriptions it is argued that this approach, as structured, is the only suitable one for the task of 'understanding', 'assessing', and 'adapting'.

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[62] Nelson, J.G. "Innovation, Competition and Sustainability: A Civics Approach to Decision-Making". For Presentation at Trinational Institute on Innovation, Competitiveness and Sustainability. August 14-21, 1994. Table 6.

A discussion of the Constructivist methodology that underlies this study follows. As Social Learning planning theory was informed by critical thought, so too is the methodology critically-enriched. From this flows the discussion of research methods used in this study - methods which form a triangulation of sources on the Landscape Idea: Grounded Theory, semi-structured interviews analyzed through Content Analysis, and reinforced from a Review of Literature.

6. Charting a Research Course

The theoretical framework chosen for this study - a study which focuses on the human experience of landscape - presupposes the need for more qualitative methodology. It is argued that landscape interpretation is best served by this approach. If normative laws are needed to explain a fixed phenomenon, a quantitative approach is better. However, to understand a diversely known, constantly changing intellectual concept such as landscape, qualitative methodology is the best course.[1]

One looks to the social sciences for the methodologies that can direct planning research. Like planning and landscape theories, these sociological methodologies range from the positivistic to the interpretive. At one end, social structure and social facts are sought; at the other, social meaning is sought. Lincoln and Denzin[2] describe four research paradigms within that range, listing them as Positivism; Post-Positivism; Constructivism; and Critical (see Figure 21). Positivism and Post-Positivism are marked by a highly rational approach and a belief in objectivity and closed and definitive experimental conditions. The criterion for the evaluation of this kind of research is reproducibility. The product of such research is often illustrated in spread sheets with matrices and percentages.

Constructivism and Critical paradigms on the other hand seek emancipation through research.[3] The Critical approach in research focuses solely on emancipation; whereas Constructivism seeks emancipation in a more tangential way, through the revelation of social conditions. The criteria for evaluating this kind of emancipatory research approach is very different from Positivism. Value is determined on the basis of seeking race, class and gender equality; and the success of building community; and fostering personal accountability. "Emancipatory action involves the researcher's ability to expose the contradictions of the world of appearances accepted by the dominant culture as natural and inviolable."[4] The product is often innovative, e.g., using personal narratives, multiple stories and experimental writing.

In addition, there are the research perspectives (as with planning theory) of feminism, and postmodernism. As discussed earlier these all bring a stronger critical mandate to the research mix. Feminist commentary aims to expose the inequities women experience; whereas postmodernism concentrates on the larger power dynamics that produce those inequities.[5]

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[1] "A quantitative researcher assumes that sociological concepts can be conceptualized as variables, and that he can develop objective, precise measures that attach numbers which capture important features of the social world. By contrast, a qualitative researcher focuses on subjective meanings, definitions, metaphors, symbols, and descriptions of specific cases. She attempts to capture aspects of the social world (e.g., sights, odours, atmosphere) for which it is difficult to develop precise measures expressed as numbers." (Lincoln, Y. and Denzin N. (eds.). 1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications. p.318).

[2] Ibid.

[3] "A good critical theory teaches people about their own experiences, helps them to understand their historical role, and can be used by ordinary people to improve conditions." (Ibid. p.70).

[4] Ibid. p.140.

[5] Feminist research has, "collaborative, thrusting, non-oppressive relationships... committed to an ethic that stresses personal accountability, caring, the value of individual expressiveness, the capacity for

A. Focusing the Research

As a methodological frame, Constructivism, serves this study of landscape well. Constructivism seeks understandings in a complex world of lived experience, from the point of view of those living the experience. This is called the 'lifeworld', and the perspective is 'emic', i.e., from the subjective point of view of the research participant. And like landscape, it is individually constructed, and known differently by those who live the experience. Landscapes are complex and changeable entities, known subjectively in pluralistic fashions.[6] They are intellectual constructs that reside in the minds of the inhabitants of those landscapes. Constructivism informed by Critical thought helps the researcher to access these constructions in a fuller manner.[7]

The basis of these constructions is 'symbolic interactionism' - a dynamic which also relates to the Social Learning planning theory adopted for this study. Both the planning theory and constructivism assume that: 1. humans act towards physical objects and other beings in their environment on the basis of the meaning those things have for them; 2. meanings come from the social interaction between individuals which takes the form of communications that are symbolic; and 3. meanings are established by an interactive process.[8] Therefore the match of Constructivism and Social Learning with Landscape Understanding is a sympathetic and useful one.

As a method forged within the Constructivist mold, Grounded Theory has also proven to be a suitable technique for this study. The advantage of Grounded Theory is that it helps to develop theories or themes that together represent a broader understanding of a phenomenon. Added to this research frame is Content Analysis which helps to reinforce the significance of the different landscape themes - allowing the author to measure the magnitude of response. As well, as discussed, the review of literature and government policy helps form those landscape themes. The combination of Grounded Theory, Content Analysis and Literature Review thus provides a platform to 'understand', 'assess' and 'adapt' the landscape idea.

Figure 21 presents the overall selection of planning theory, research methodology and research methods. The intent of the diagram is to demonstrate the synchronicity of these three levels. Social Learning informed by Critical Theory fits easily within Constructivism methodology. Informed by Critical thought, this in turn leads naturally to the chosen research method of semi-structured interviews interpreted through Grounded

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empathy, and the sharing of emotionality." (Ibid. p.22); and Postmodernism examines, "The endless play of signs, the shifting sands of interpretation, language that obscures- all prompt these postmodernists to view the world as endless stories or texts, many of which sustain the integration of power and oppression." (Ibid. 164)

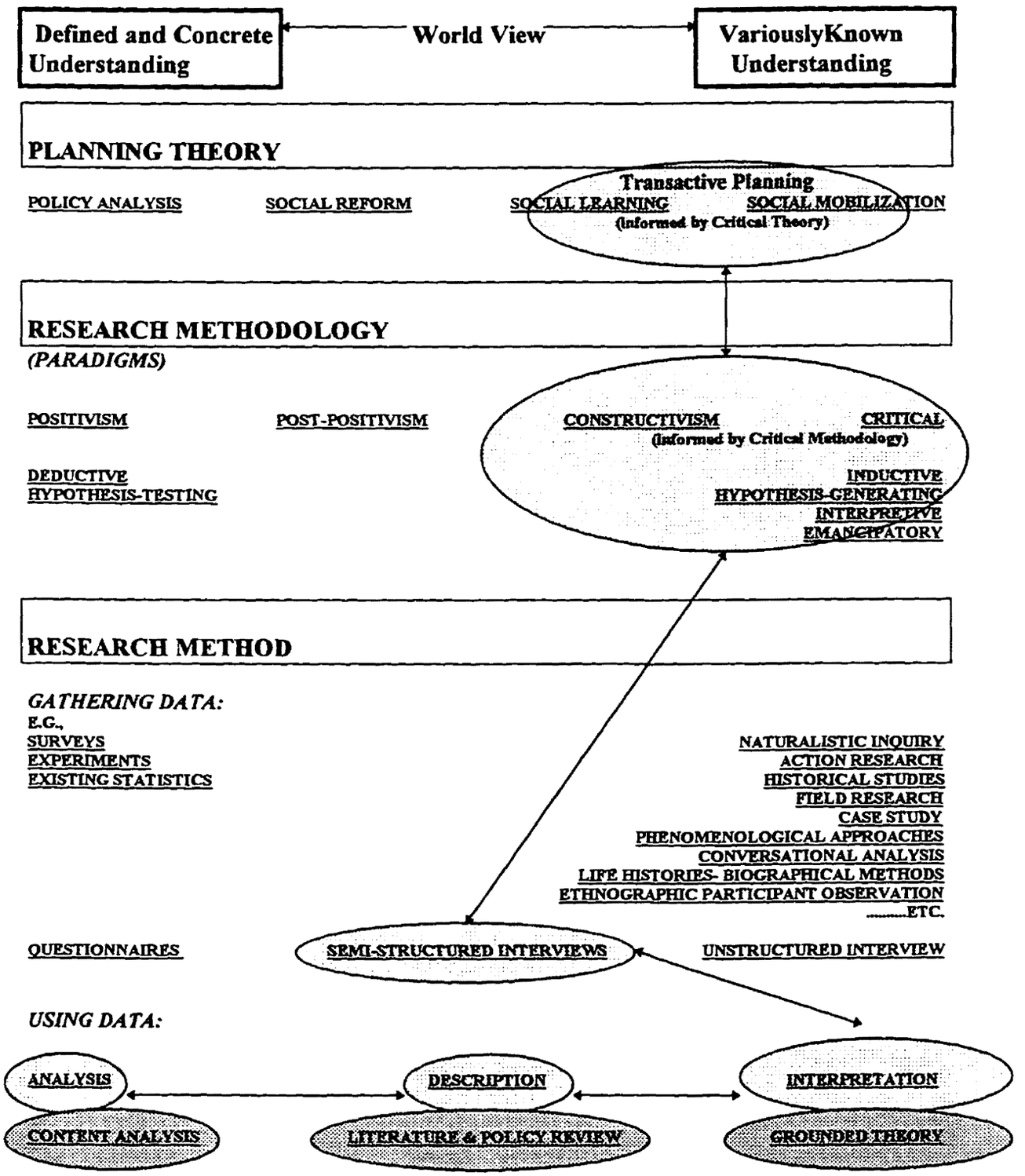
[6] Constructivists "emphasize the pluralistic and plastic character of reality-- pluralistic in the sense that reality is expressible in a variety of symbol and language systems; plastic in the sense that reality is structured and shaped to fit purposeful acts of intentional human agents." (Lincoln, Y. and Denzin, N. (eds.) 1995. *Handbook of Qualitative Research*. Thousand Oaks, CA: Sage Publications. p.125)

[7] Ibid.

[8] "In a fairly unremarkable sense, we are all constructivists if we believe that the mind is active in the construction of knowledge... We invent concepts, models, and schemes to make sense of experience and further, we continually test and modify these constructions in the light of new experience." (Ibid.)

Theory; with coded text further analyzed through Content Analysis; and a literature review that provides a foundation in landscape writings and government publications.

FIGURE 21
Charting a Research Course
(Note: Highlighted areas represent chosen research course)



In research a fit should exist between planning theory, and research methodology and methods. The unifying element in an academic exploration is the researcher's view of reality. A continuity must be established between the assumptions made regarding the nature of reality (ontology or theory); how this reality is known (epistemology); and how one gains this knowledge of reality (methodology). Method flows logically from these research parameters. The researcher makes a basic decision at the outset: can the subject of research be quantified through precise measurements; or, can it only be approximated through descriptive narrative? Figure 22 summarizes the match of ontology, epistemology, methodology and research methods for this particular examination of the landscape idea.

FIGURE 22
Landscape Research Structure and Sampling of Literature Sources

ONTOLOGY ***(NATURE of LANDSCAPE)***
- **A Landscape is.....**
  - **Complex** (Meinig, Swanwick)
  - **Cultural and Natural, and Physical and Metaphysical** (Crandell, Barrell, Marsh, Stilgoe, Buttimer, Boyer)
  - **Non-dualistic Gestalt, Holistic** (Bourassa, Zaveh, Stilgoe)
  - **Ambiguous- everyone's interest but no one's responsibility, changing, enduring, differs culture to culture, unbounded** (Lowenthal, Cosgrove and Daniels, Irving)
  - **Text to Read- as community or habitat** (Miller, Frum, Weller, McClung, Francis, Hoskins)
  - **Imprecisely Defined** (Young, Turner)
  - **Common Resource- ubiquitous and often overlooked** (Jackson, Samuels)
  - **Rural to Urban, but Pastoral Tradition** (Sims, Short, Lawson-Peebles, Lynch, MacLaren, Williams)
  - **Picturesque Scenery** (Crandell, Barrell)
  - **Cultural and Political Manifestation** (Cox, Gold and Burgess, Harvey, Boyer, MacKenzie, Beauregard, Kemp)

EPISTEMOLOGY ***(HOW LANDSCAPE is PERCEIVED)***
- **A Landscape is Understood.....**
  - **Subjectively** (Kemp, Beauregard, Moore Milroy)
  - **Existentially and Intuitively** (Lewis, Naveh)
  - **Through Connected Knowing of Object to Subject** (Sandercock and Forsyth, Relph, Samuels)
  - **Pluralistically and Diversely** (Swaffield, Cosgrove)
  - **Through a Humanistic and Phenomenological Perspective** (Dakin, Relph, Seamons, Pocock)
  - **Through the Mind's Eye** (Tuan)
  - **Through Ideology and Symbols** (Cosgrove and Daniels)
  - **In Multiple Scales of Time and Space** (Jackson, MacKaye, Mumford)

METHODOLOGY ***(HOW LANDSCAPE is REPRESENTED)***
- **The Way a Landscape is Understood is.....**
  - **Through Human Expression** (Lincoln and Denzins)
  - **Through Language** (Habermas, Bernstein, Thompson, Forester, McCarthy, Allen)
  - **Through Individual and Collective Constructs Formed by Social and Cultural Contact** (Lincoln and Denzins, Lowenthal)
  - **Qualitatively- not normatively nor predictively** (Lowenthal)
  - **Inclusively, Not Exclusively** (Moore Milroy and Forester)
  - **Through Valuing It- Heritage** (Burgess and Gold, Lowenthal, Hunter)
  - **Through Expert Facilitation and Layperson Input** (Freedman, Paine and Taylor, Bourassa, Harrison *et al*)
  - **Locally, Influenced by Government Policy** (Francis, Hester, Clifford)

METHOD
(WHAT TECHNIQUES are USED TO 'UNDERSTAND', 'ASSESS', AND 'ADAPT')
The Way Landscape and Landscape Planning is Explored is.....
Through Qualitative Methods (Strauss, Lincoln and Denzins)
Through Talking- in interviewing (Zelsel)
Through Text Analysis of Dialogues (Strauss and Corbin)
Through Conversations with Local and Provincial Planning Actors (Friedmann)
Through Civic Planning Model with Understanding at Centre, and related Assessment and Adaptation (Yaro *et al*, Nelson, Steiner)
Through Mutual Learning Process, Iterative, Feedback, Pluralistic, and Equal Representation (Ely, Neuman)

B. Constructivism Informed by Critical Thought

As a kind of applied research, Constructivism strives to empower citizens; recognizes that research can never be neutral; and ideally should attain a connection between theory and practice. The products of such studies are typically interpretive case studies, ethnographic description and narratives [9] - a narrative being the form chosen to describe the landscape idea. Constructivism like Social Learning planning theory, fits with the same relativist ontology (to a specific time and space); transactional epistemology (subjective); and dialectical methodology (constructing meaning through the interaction of the investigator and respondents).[10]

And as Social Learning can be enriched by Critical Theory in planning, Constructivism can also be informed by a Critical research paradigm. As such, Constructivism can move from solely constructing an understanding of a concept to being more transformative. In this particular study, participants were asked to focus on landscape and thus became more cognizant of its various dimensions and its possible value to a community's development. As a result, this could cause them to become more committed to landscape conservation in their own jurisdictions. As such, the planning actor interviewee in this study is seen as a "passionate participant", as well as a "transformative intellectual".[11]

Constructivism as a methodological frame fits well with this study's emphasis on understanding - understanding that derives from an approach that concentrates on that which is perceived, experienced and thus given some sort of significance. Thus when research participants were engaged in conversation on this study they revealed the concept of landscape they had constructed through experience and memory of it.

It is the exclusive world of the participant that the researcher has tried to decipher. David Silverman says in his book on the subject of interviews: "When we talk about the world we live in, we engage in the activity of giving it a particular character. Inevitably, we assign features and phenomena to it and make it out to work in a particular way.

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[9] Silverman, David. 1993. *Interpreting Qualitative Data: Methods for Analyzing Talk, Text and Interaction.* London: Sage.
[10] Lincoln, Y. and Denzin, N. (eds.). 1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications.
[11] Ibid.

When we talk with someone else about the world, we take into account who the other is, what that other person could be presumed to know 'where' that other is in relation to ourselves in the world we talk about."[12] Such is the relationship between the researcher and the subject of study in Constructivism research.

Under Constructivism methodology there remains a vast array of methods that range from the quantitative to the qualitative. The distinction being that qualitative research methods are inductive - moving from a hunch to a hypothesis; and quantitative methods being deductive draws implications from a hypothesis. A hypothesis is not typically posed at the outset of qualitative research. Instead the process is inductive; in which the study themes develop through the course of the research. Therefore, where one approach is hypothesis testing; the other is hypothesis generating. Lincoln and Denzin go even further saying that qualitative research pushes the limits of data interpretation, linking research to social change, the researcher to the research, and the study to a cultural context. Thus it is inherently political: searching for understanding through face-to-face encounters, within a larger cultural context.[13]

The other major difference between quantitative and qualitative research methods is how the question of 'validity' or 'authenticity' is determined. In a qualitative piece the reader will decide if the process is valid - if it is solid, the reasoning sound, the presentation and defence of ideas is logical, and the conclusions are supported. Candid assessments of the study by the researcher are also insightful. As well, feedback from the study participants serves to validate a qualitative piece of research. Validation can also come through the 'triangulation' of sources and/or methods (see Part iii of Section C for the specific triangulation of sources used for this study).[14] If a phenomenon can be observed through different perspectives then the analysis of that phenomenon gains authenticity - one view reinforcing the other. Therefore, the assessments of the study by the reader; the researcher making frank evaluations of their own work; and the participants, by feedback, help to determine 'validity'.[15] All these 'validity' checks are used by the author.

The 'reliability' of findings is not as pressing an issue as 'validity' for qualitative research. 'Reliability' issues are raised for quantitative work; 'reliability' being the ability to replicate the findings of a study, using the same conditions.[16] Qualitative research is bound to the particulars of a specific time, place, conditions and groups of participants[17];

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[12] Silverman, David. 1993. *Interpreting Qualitative Data: Methods for Analyzing Talk, Text and Interaction.* London: Sage. p.90.

[13] Ibid.

[14] Lincoln and Denzin cite Flick (1992, p.194) saying that it is best to have a "combination of multiple methods, perspectives and observers in a single study .... as a strategy that adds rigor, breadth, and depth to any investigation." (Lincoln, Y. and Denzin, N. (eds.) 1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications p.2).

[15] "By validity, I mean truth: interpreted as the extent to which an account accurately represents the social phenomena to which it refers." (Silverman, David. 1993. *Interpreting Qualitative Data: Methods for Analyzing Talk, Text and Interaction.* London: Sage. p.145).

[16] Reliability "refers to the degree of consistency with which instances are assigned to the same category by different observers or by the same observer on different occasions." (Lincoln, Y. and Denzin, N. (eds.). 1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications).

[17] Ibid.

therefore, the 'reliability' of reproducing the results in another study is not relevant for this research.

W. Lawrence Neuman writes that quantitative methods include experiments, surveys, use of existing statistics, and Content Analysis. Whereas a more qualitative approach involves Field Research that can move from completely naturalistic inquiry at one end of the research spectrum through to more conventional techniques, such as the structured interviewing used for this thesis.[18] A naturalistic type of inquiry assumes that events can only be understood within their own context. To achieve this the researcher immerses themselves in a setting without disturbing the dynamics of the situation itself. It is not uncommon to see a researcher live in the community for an extended period with the sole object of observing the ethnographic behaviour of the people. This is a non-interventionist approach, learning through observation alone. In this situation nothing can be pre-defined or taken for granted. Accordingly for this study of landscape the naturalistic approach was not employed, because the research situation was indeed pre-defined by virtue of the fact that the Province had produced Policies that contained provisions for landscape conservation. These Policies therefore became the touchstone for this research.

More directed and interventionist inquiry was chosen with a series of semi-structured interviews, because this is not a study of the behaviour of the planning actors making decisions about landscapes. Rather, it was a study of the ideas these planning actors had about the landscape concept. What they had to say was telling, because the concept had only recently been legislated and the actors were still contemplating what they would do with landscapes in their communities. Therefore it was better to fashion a study that focused on the ideas of the decision-makers, rather then on the behaviour and action of those same decision-makers.

Strauss and Corbin[19] write about the benefits of qualitative methodology which translated as benefits for this study. The researcher was allowed to focus on the issues of meaning; the underlying structures of power; the language-based situations; a person's life, story, and behaviour; and organizational functioning, and social movements. The ultimate object was to develop "thick descriptions" to communicate the findings of a study. Themes forming these 'descriptions' emerged during the Grounded Theory coding and Content Analysis of the semi-structured interviews. They coalesced through a Review of Literature and Feedback mechanism, into a narrative - a landscape narrative centred on the Countryside Ideal.

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[18] Other qualitative methods are given as historic comparative research or historical research , case studies, observational research, constructing life stories, action research, analyzing visual text, and interviews. (Neuman, W. Lawrence. 1994. *Social Research Methods: Qualitative and Quantitative Approaches.* (2nd edition). Toronto: Allyn and Bacon). Lincoln and Denzin adds a more exhaustive list of qualitative research techniques: suggesting semiotics, narratives, content discourse, archival and phonemic analysis, statistics from ethnomethodology, phenomenology, hermeneutics, feminism, rhizomatics, deconstructivism, ethnographics, interviews, psychoanalysis, cultural studies, surveys and participant observation. (Lincoln, Y. and Denzin, N. (eds.) 1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications).

[19] Strauss, Anselm and Corbin, Juliet. 1990. *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park: Sage Publications. p.17.

C. Research Methods

Methodology is nested in theory; as method is nested within methodology. The method that flows from methodology includes the techniques used by the researcher to *gather* and *use* data; and validate the study's findings. The method of gathering the data in this study was semi-structured interviews, which is described in the following section. The method of data use and validation however is described here.

Henry Wolcott writes that there are three distinct ways to organize the data collected through 'description', 'analysis', and 'interpretation'.[20] 'Description' is defined as a method of permitting the informant to speak directly to the reader; allowing the reader to discern the implications of the narrative by themselves. The understanding of landscape in this mode could be presented through a variety of methods. One would be a 'day-in-the-life' description, e.g., a municipality actually dealing with landscape issues. Or it can be dealt with as 'critical or key events', e.g., the creation of key landscape policies that effect conservation decisions. Landscape could also be described in terms of 'groups in interaction', e.g., a case of environmentalists fighting developers over a landscape's fate. Alternatively the idea could be depicted using the 'Rashomon Effect', referring to Akira Kurosawa's 1950 film, *Rashomon*, which "depicts a violent encounter as seen through the eyes of four witnesses, lending dramatic emphasis to the lesson that there is not one version of any event but as many versions as there are viewers."[21] In this instance the landscape could be seen through the eyes of different inhabitants - children playing in a park; a labourer cutting the lawn; and a policeman patrolling the neighbourhood.[22]

Organizing data using 'analysis' employs another set of techniques. In this mode a researcher could 'display the findings', e.g., by preparing a spread sheet of research data. Or one could 'compare the data with another case study', e.g., using other studies of the landscape idea and compare the results. Further, one could compare the results to other standards, e.g., other jurisdiction's landscape policies and their effect on conservation.[23]

Examples of the 'interpretive' organization of the data are more freewheeling and subjective. For instance, landscape information could be presented as a 'personal exploration', e.g., relating how an individual's involvement in the subject area has evolved through their career, as an indicator of the evolution of the concept. Or 'alternative forms

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[20] (Wolcott, Harry. 1994. *Transforming Qualitative Data: Description, Analysis and Interpretation.* Thousand Oaks, CA: Sage). Neuman identifies the same method divisions calling them 'Explanatory'; 'Description'; and 'Exploratory'. (Neuman, W. Lawrence. 1994. *Social Research Methods: Qualitative and Quantitative Approaches.* (2nd edition). Toronto: Allyn and Bacon).

[21] Wolcott, Harry. 1994. *Transforming Qualitative Data: Description, Analysis and Interpretation.* Thousand Oaks, CA: Sage. p.21.

[22] Wolcott identifies an interesting array of 'Description' methods, of which 4 have already been presented. To complete the list there is also 'ordering events chronologically'; 'researcher orders events according to their own invention'; 'progressive focusing from the context to a particular object or event'; write a story complete with 'plot and characters' that describe a phenomenon; using existing 'analytical frameworks' to describe an entity; or 'write a mystery' in which the unveiling of it solves the mystery of a phenomenon like landscape. (Ibid. pp.17-20).

[23] The rest of the 'Analytic' list of research methods is: 'highlight your findings'; 'follow and report systematic fieldwork procedures'; 'flesh out analytical framework used to guide data collection'; 'note patterned regularities'; 'contextualize in a broader analytical framework'; 'critique the research process'; and 'propose a redesign of the study'. (Ibid. p.27).

of expressions' could be used to communicate the idea, e.g., using photography, music and literature to describe the same concept. Or one could simply 'extend the analysis' by discussing the depth complexity and richness of the subject.[24]

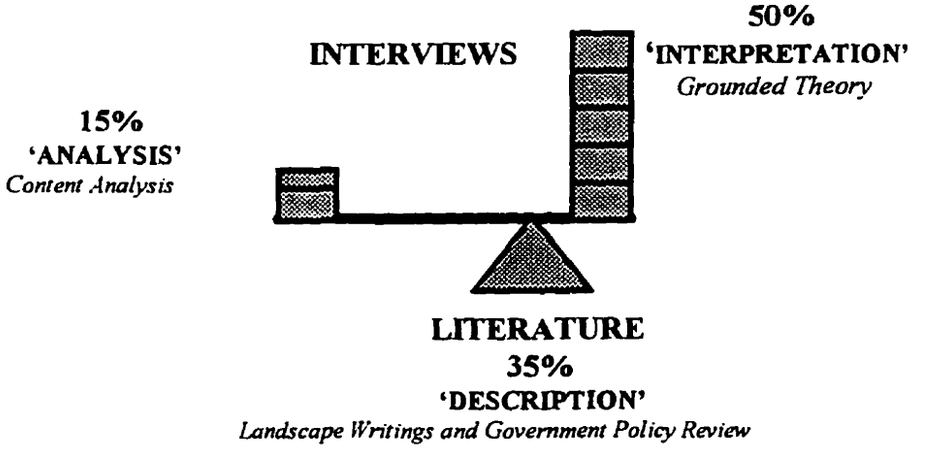
'Description', 'analysis' and 'interpretation' however are not isolated in the organization of data. In fact, one strikes a balance between the three in research. Different studies have different emphases. For this particular study of landscape the emphasis is on the 'interpretive' mode, because the landscape subject demands a more unbounded, inductive, holistic and impassioned approach. And Grounded Theory is used to explore the nuances of the landscape idea communicated by the study participants.

The 'analytic' is also employed. Once patterns of responses were discerned through interpretive Grounded Theory, the repeating landscape themes were counted in a Content Analysis. This helped to determine the degree of commonality amongst participants' response, on certain landscape themes. The results of the 'interpretive' and 'analytic' organization of the data is presented in the fourth chapter, "Research Analysis".

Finally, a 'descriptive' mode was employed for this study. This was achieved through the review of academic writings; then there was the review of government publications, including the reading of policies and legislation from a number of different jurisdictions, with a concentration on the Province of Ontario. The result of this literature and policy review is summarized in the first four sections of this chapter, and helped to enrich the final Countryside Ideal narrative.

In this multi-faceted way different aspects of the same concept can be explored - different techniques are better suited for different dimensions of the landscape idea. 'Interpretive' methods address the cognitive side of the landscape concept; 'Analytic' techniques help determine the magnitude of importance of separate landscape themes; and, the 'descriptive' exploration of text gives a foundation to the whole study. The relationship of this study's research methods is illustrated in Figure 23.

FIGURE 23
The Balance of the Study's Research Methods (and distribution of emphasis)



[24] The remaining 'interpretive' methods are: 'inference', speculating on the future of a situation; proceed on 'direction from others'; proceed on 'suggestions from others'; use 'theory' to describe phenomenon; 're-focus on interpretation'; 'analyze the interpretative process'; and 'interpret the analytical process'. (Ibid. p.36).

i) Gathering Data: Interviews

Interviews can vary in structure from set questionnaires with restricted options for response (i.e., yes/no), to open free-wheeling discussions. It was decided for this study that a style of interviewing that took from both camps would be best. Semi-structured interviewing is appealing if a richer understanding of a concept is needed. As such one should never forget that an interview is really a conversation, where one must master the art of questioning and listening. Yet, the underlying structure gained from a semi-structured interview style, albeit often covered in an erratic fashion during an interview, still ensures that the key topics are discussed.

The kind of interaction found in an interview situation goes to the core of Social Learning planning theory, and Constructivism methodology. The researcher must be aware of the obvious, that these are not neutral situations.[25] It is the kind of 'mutual learning' opportunity that Freedman writes about; and it seems an appropriate style of research for a study such as this which adopts the philosophy of Transitive Planning.[26]

Following a series of forty semi-structured interviews (twenty-six held with Provincial Planning Actors, and fourteen with Local Planning Actors), transcripts were made. It was decided early on in the process that only key parts of the interviews - which ran between 90 and 120 minutes each - needed to be transcribed; parts that were selected according to the coding framework which was developing concurrently. Even with partial transcriptions, each interview represented an average of seven single-spaced 10-point typed pages. This came to nearly 300 pages of transcripts that subsequently had to be organized through Grounded Theory coding.

The coding itself can vary from a detailed accounting of a conversation to a brief summary of key points. A detailed account in some studies could be a word-for-word record that describes the intonation of the speaker; pauses counted in seconds; interruptions; environmental sounds; gestures; and so on.[27] A less formal approach however, was adopted for this study, being the derivation of landscape themes from annotated versions of the conversations. The reason for this approach was that after preparing two full transcripted interviews, it was clear that these detailed accounts were redundant. They gave no more pertinent information than would an abbreviated version focusing on key concepts. The task of this research project was not to analyze *how* the participants were saying it, it was an exercise in analysing *what* they were saying. As Silverman writes, "we cannot assume that transcriptions which do not record such details

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[25] David Silverman talks of the challenges of interviews: 1. These encounters represent fleeting relationships where there could be no commitment to the work; 2. It is difficult to get to the private world of an individual's experience; 3. The differential status of the interviewer and the interviewee can effect the dynamics of the interview; 4. The context in which the interview occurs, i.e., in an office or in a restaurant, etc. can influence the outcome of an interview; 5. Respondents have different communication skills that can also effect the interview's success. (1993. *Interpreting Qualitative Data: Methods for Analyzing Talk, Text and Interaction.* London: Sage Publications).

[26] Friedmann, John. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton: Princeton University Press.

[27] Lincoln and Denzin identify three phenomena that are noted in this type of detailed analysis: 'Chronemics'- the use of pacing of speech and length of silence; 'Kinesic'- body movements or postures; 'Paralinguistics'- variations in pitch and quality of voice. (Lincoln, Y. and Denzin, N. (eds.)1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications).

as length of pause... are necessarily imperfect. There cannot be a 'perfect' transcript of a tape-recording. Everything depends upon what you are trying to do in the analysis, as well as upon practical considerations involving time and resources."[28] So it was decided to use an annotated approach to the transcription of over 60 hours of interview tapes.

In this study the participants were chosen, and interviews set up, following initial phone calls. These calls ensured two things: that the prospective participant was interested in being involved in the research; and the prospect had a high probability of adding something to the study. This 'screening' conversation was followed up by a letter that prepared the interviewee for the arrival of the researcher. In the correspondence the participant was told what the purpose of the study was; how the interview would proceed (e.g., tape-recorded, or note-taking, etc.); and what general topics would be covered. The letter also described the manner in which the material from the interview would be used. Finally, a pledge of confidentiality was offered, as well as a promise to act in an ethical manner with any disclosures they may choose to make in the interview. These assurances accompanied the request for a signed consent from the participant - a copy of which was returned to the researcher at the beginning of the interview.[29]

For the researcher, the interviews are ideally taped; unless the interviewee denies permission to use recording equipment during the sessions. However, even when taping an interview the researcher must also take notes - recording key points in the conversation; making reminders to follow up on something discussed with the participant; listing further sources of information that must be tracked down, and other people who should be contacted; noting requests for information made to the interviewee by the study participant; and so on.

The formal interviews were followed as immediately as possible by a debriefing period, when the interviewer expanded upon notes taken in the session and summarized the discussion. It was very evident that details soon faded, especially when one was doing a series of forty interviews.

In addition, a separate fieldwork journal was kept to record problems, administrative needs and observations about the progress and evolution of the research. Another parallel journal was kept to record the analytical and interpretive thoughts that were naturally arising in the mind of the researcher through the course of the field sessions. Versions of the coding framework began to develop intuitively as the researcher got more and more field exposure. Grounded Theory in fact begins long before the researcher formally sits down to analyze the text of a document. While data was being collected in interviews, patterns inevitably started to emerge. And the way the transcripts of those interviews are deconstructed by coding, reflected those early thoughts.

ii) Using Data:

a) Grounded Theory-

The same set of questions were asked of the Local Participants; and another similarly worded set were asked of the Provincial Participants. The delivery and response

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[28] Silverman, David. 1993. *Interpreting Qualitative Data: Methods for Analyzing Talk, Text and Interaction.* London: Sage Publications. p.124.

[29] As per, "Focused Interviews". Zeisel, John. 1981. *Inquiry by Design: Tools for Environment-Behavior Research.* Cambridge: Cambridge University Press. pp. 137-156.

to these questions was varied, in a fluid semi-structured interview situation. However, when considered in total the inquiries yielded strong similarities. It is these similarities that were formalized in a Grounded Theory process. Landscapes are complex and they require "conceptually dense theory that accounts for a great deal of variation in the phenomena studied."[30] And Grounded Theory provided that density. It "is a style of doing qualitative analysis that includes a number of distinct features such as theoretical sampling and certain methodological guidelines, such as the making of constant comparisons and the use of a coding paradigm, to ensure conceptual development and density."[31]

Authors such as Strauss[32], Glaser and Strauss[33], Strauss and Corbin[34], and Neuman[35] prescribe steps for Grounded Theory but all suggest they are 'guidelines' and not 'rules' for analysis. The researcher is the final arbitrator of this approach, because its very essence is flexibility. However, it is a fluidity held within a structure - the structure coming from the 'coding' in Grounded Theory. This is an exercise of identifying ideas that recur through the body of a text. One begins with Data (provided in this study by government documents and field interviews) reviewed through an Interpretive Procedure (coding), with the object of Theory development (iconographic representation of ideas).[36]

Before describing the details of Grounded Theory it is important to note the criticisms that are leveled at the method by authors such as Lincoln and Denzin[37]. They argue there is no reality on which to ground the theory. They advocate interpretive theories informed by Critical Theory - adopting a more postmodern model of action-oriented research. It is a kind of research that concentrates on social criticism and critique; not so much a focus on grand theories, as smaller theories for specific problems in specific situations. For this thesis, action-oriented research was not chosen, because the focus was on reactions to new policy. It was not an advocacy position of encouraging a certain perscribed reaction. It is reaction to these legislative changes, from those who penned the Policies and from those who must work with the Policies, that is of interest at this point.

The attraction of Grounded Theory for this researcher therefore, is its potential to frame an understanding of ideas and provide a method to illustrate both its foundation and evolution. The caution is to maintain the fluidity and flexibility of mind that leads to good interpretive work. One must not be too pragmatic in following the rather formulaic approach suggested by Glaser and Strauss.[38]

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[30] Strauss, Anselm. 1987. *Qualitative Analysis for Social Scientists.* New York: Cambridge University Press. p.1.
[31] Ibid. p.5.
[32] Ibid.
[33] Glaser, B. and Strauss, A. 1967. *The Discovery of Grounded Theory.* Chicago: Aldine.
[34] Strauss, A. and Corbin, J. 1990. *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park: Sage Publications.
[35] Neuman, W. Lawrence. 1994. *Social Research Methods: Qualitative and Quantitative Approaches.* (2nd edition). Toronto: Allyn and Bacon.
[36] Strauss, A. and Corbin, J. 1990. *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park: Sage Publications.
[37] Lincoln, Y. and Denzin N. (eds.). 1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications.
[38] Glaser, B. and Strauss, A. 1967. *The Discovery of Grounded Theory.* Chicago: Aldine.

Interpretive patterns became most apparent to the researcher as the interviews were being transcribed. Accordingly the transcripts were filled with verbatim quotations (shown in this study as, " "); paraphrasing (shown in this study as ' '); 'emic' analysis offered by those being researched (shown in this study as ( )); and 'etic' observations and asides made by the researcher (shown in this study as [ ]). Through this commentary the textual analysis began early in the procedure. "This is because analysis is part and parcel of the on-going intertwined process that powers data collection."[39] In fact, ideas really evolved from the moment the foundation was set with the interview questions. The basic themes mapped out there evolved through the interviews and beyond to their summary in transcriptions, and finally, to the narrative construction.

The types of things that would be coded are the mention of special episodes, personalities, certain roles and responsibilities, beliefs, groups, organizations, and so on. These are all associated with the phenomenon being studied. As Strauss writes, a coder must look for the general categories of conditions; interactions among actors; strategies and tactics; consequences; and the things that do not fit into the above categories.[40]

The text that has been prepared from the transcriptions is broken into general divisions or codes - called by Ely, 'meaning units' or 'categories'[41]; and 'concepts' by Strauss and Corbin.[42] Once identified the coder continues through the other text to find similar units; enriching the understanding of those units; and discovering new units of information. These categories are the smallest chunks of meaning[43] and they link to form larger 'themes' - in this case landscape 'themes' - which further come together to form 'vignettes' or 'constructs'. These in turn are pieced together in a structure that could be called a 'narrative'. And in the case of this research, it is a landscape narrative.

Strauss and Corbin describe Grounded Theory's coding practice, writing that 'Open Coding' is the "process of breaking down, examining, comparing, conceptualizing, and categorizing data."[44] The object is to identify 'properties' (characteristics) and 'dimensions' (location of properties along a continuum of descriptors) for these categories. These 'properties' and 'dimensions' are important to understand the

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[39] Ely, Margot. 1991. *Doing Qualitative Research: Circles Within Circles.* London: The Falmer Press. p.86.

[40] Strauss, Anselm. 1987. *Qualitative Analysis for Social Scientists.* New York: Cambridge University Press. pp.27-28.

[41] Ely writes that, "To analyze is to find some way or ways to tease out what we consider to be essential meaning in the raw data; to reduce and reorganize and combine..." (Ely, Margot. 1991. *Doing Qualitative Research: Circles Within Circles.* London: The Falmer Press. p.140).

[42] Strauss, A. and Corbin, J. 1990. *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park: Sage Publications.

[43] "Making categories means reading, thinking, trying out tentative categories, changing them when others do a better job, checking them until the very last piece of meaningful information is categorized and, even at that point, being open to revising the categories." (Ibid. p.145).

[44] Strauss, A. and Corbin, J. 1990. *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park: Sage Publications.

interrelationships of the codes.[45] Through this process there is a progressive building of information.[46]

The recombination of that information is called 'Selective Coding'. One takes the core category of the research and fleshes it out with a fuller description of its properties and dimensions. In this study the core category is the landscape idea. Its complexities are augmented by 'subsidiary categories'. In this case the core landscape category and Understanding is enriched by a discussion of the associated Nature, Perception and Representation of landscape.

FIGURE 24
Axial Coding- "Assessment"

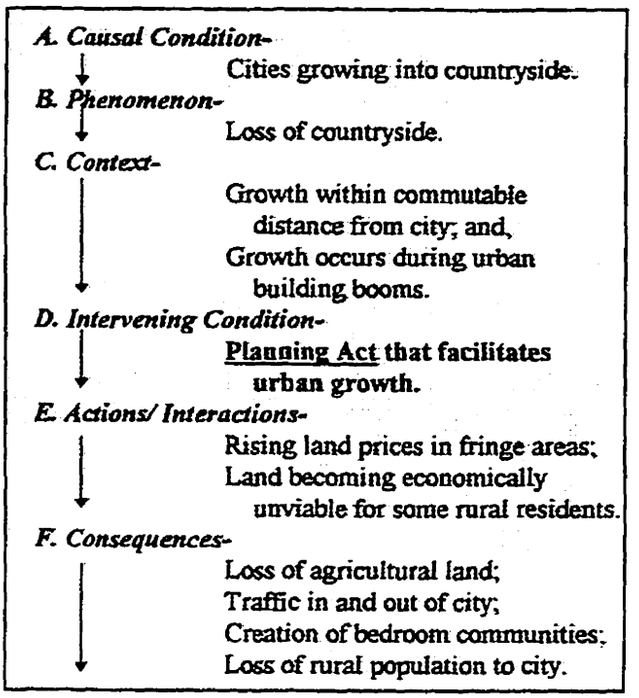
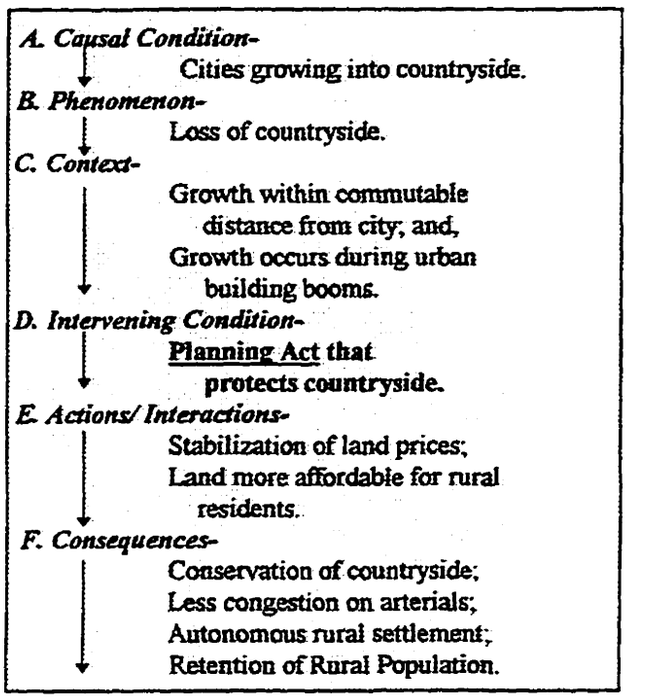


FIGURE 25
Axial Coding- "Adaptations"



Once the text is broken down into units of information through 'Open Coding' the researcher can also begin 'Axial Coding'. This is the building of theory through the extension of ideas from the core units of information. This extension is made by first identifying 'Causal Conditions' - events, incidents and happenings that produce 'phenomena' (the central focus of a piece of research). Once the 'phenomenon' is identified the idea is filled out by finding its 'context' (spatial and temporal conditions); 'intervening conditions' (structural conditions that facilitate phenomena); 'actions/interactions' or strategies that occur in phenomena because of their context and

[45] For example, a 'category' could be a vista; 'Properties' of that could be the framing of the view; and the 'Dimensional Range' could be describing that view from homogeneous to heterogeneous, historical to contemporary, or a tight to open panorama.

[46] Strauss, A. and Corbin, J. 1990. *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park: Sage Publications.

conditions; and eventually 'consequences', that are the outcomes of the actions and interactions. This is what Strauss and Corbin call the 'paradigm model'.[47]

Figures 24 and 25 demonstrate how 'assessment' of the current planning legislation for landscapes is facilitated by this particular axial coding exercise. The exploration of 'adaptive' recommendations is also accommodated through this technique. In particular, Figure 24 illustrates what is the current 'assessment' of the fit between the landscape idea and the new planning legislation. And Figure 25 serves to show what happens when the researcher reconsiders the 'intervening conditions'; and the probable actions and desired consequences that will result from these shifting conditions. The shifting condition in this scenario is a recommended alteration to the Planning Act. If this 'Intervening Condition' is altered to more effectively protect the rural landscape, the 'Consequences' will be a decrease in agricultural land loss.

As demonstrated the coding exercise provided by Grounded Theory has great utility in all aspects of 'understanding', 'assessment' and 'adaptation' to the landscape idea and its provisions in Ontario's planning. However, it was also very useful to augment this research method with a quantitative technique - Content Analysis.

ii) Using Data:

b) Content Analysis-

Content Analysis in this study has essentially been an "objective and systematic counting and recording procedure to produce a quantitative description of the 'symbolic content in a text.'"[48] The coding exercise of the Grounded Theory process breaks out the symbolic content, but the counting helps to establish the relative significance of each symbol. The quantifying of each separate theme in this landscape study however is not definitive. The counting exercise only helps to indicate the comparative importance of the themes to the participants, all of which is summarized in Chapter 3's charts and tables.

This simple quantitative exercise enables the researcher to not only note the different elements of the landscape idea, but it also gives a perspective on the importance of each fragment. The higher the frequency, the greater the assumed magnitude of importance. This kind of Content Analysis allowed the researcher to compare the relative significance across themes; and the relative significance of themes between Provincial and Local actors. The proviso however, for using this kind of quantitative Content Analysis was that it should only be seen as "a supplement to, not as a substitute for, subjective examination of documents..."[49]

The qualitative exercise of Grounded Theory combined with the quantitative enrichment of Content Analysis however, was not an adequate basis on which to proceed with this research. Another fundamental element had to be added to the mix: an extensive review of literature and government publications on the subject of the landscape idea and its accommodation in landscape planning theory and practice.

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[47] Ibid.

[48] Neuman, W. Lawrence. 1994. *Social Research Methods: Qualitative Approaches.* Toronto: Allyn and Bacon. p.262.

[49] Neuman cites Ole R. Holsti for this quote (1968. "Content Analysis". in, Gardner Lindzey and Elliot Aronson (eds.). *Handbook of Social Psychology.* 2nd Edition, Volume 2. Reading, MA: Addison-Wesley. p.602) (Ibid. p.263).

ii) Using Data:

c) Literature Review-

As articulated by Lawrence Neuman[50], the goals of any literature review are four-fold. It is used to demonstrate a researcher's familiarity with a body of knowledge, thus establishing their credibility. It also helps to illustrate what prior research has been in the chosen area of study; and how the proposed research can link to that body of knowledge. As well it serves to summarize what is known in a given area of research. And finally, it acts as a platform from which the new ideas generated in the current study are forged.

Of these, the final three goals are most applicable. A literature review most importantly provides a foundation to a piece of research. One must know what has gone before, to know where future areas of inquiry may be found: what are the unanswered questions; where might the envelop be pushed? All research grows from this foundation, following from established thinking; or it proposes alternatives to the status quo.

In this particular case, there was a review of literature and government publications around landscape - its Nature, and Perceptions and Representations. A review was also made of material that concerned the planning of these landscapes. Much was garnered from the other two research methods employed in this study. However, where Grounded Theory and Content Analysis provided the specifics, the Literature and Policy Review helped with the general construction of concepts. 'Understanding' of the landscape idea flowed from this review; and the 'assessment' of how the landscape idea fitted planning procedures was better informed. Finally, as a source of 'adaptation' of ideas from other jurisdictions and planning situations, it was critical.

The most pointed application of the literature and policy review was its utility in forming the themes concerning landscape and landscape planning that emerged in the Grounded Theory exercise. As such, the review had to be conducted in a certain fashion. It is 'historical' - tracing the development of the landscape idea from its origins, to the present. This is because well-entrenched historical concepts needed to be reflected in the thematic structure. As well, it is a 'theoretical review', reflecting the spectrum of thought on landscape, from the positivistic to the interpretive. And finally, it is 'integrative', culminating in a summary of what is known about landscape *and* its planning, at this time. The point in time being both March 28, 1995 and April 3, 1996, when the landscape idea emerged as Provincial Policy on to Ontario's planning scene.[51]

iii) Triangulation of Sources

Triangulation is the final element of this study's research methods. It is the overall framework that organizes the study - using multiple sources of information to build the understanding, assessment and adaptation of the landscape idea. Triangulation also brings an important element to this piece of qualitative research: Validity.[52]

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[50] Ibid.

[51] Ibid.

[52] Validity being whether or not a given explanation fits a given description. (Lincoln, Y. and, Denzin N. (eds.). 1995. *Handbook of Qualitative Research.* Thousand Oaks, CA: Sage Publications. p.215). Although Strauss calls this triangulation in qualitative research 'synchronic reliability': "the similarity of observations within the same time-period... A standard through which this is assessed is through triangulation of methods." (Strauss, Anselm. 1987. *Qualitative Analysis for Social Scientists.* New York: Cambridge University Press. p. 145).

As Lincoln and Denzin write, "The combination of multiple methods, empirical methods, perspectives and observers in a single study is best understood, then, as a strategy that adds rigor, breadth, and depth to any investigation."[53] This kind of rigour is needed for a research approach that does not employ traditional techniques of hypothesis testing, the reliability of replicating experimental results in different settings, and the use of quantitative measures to support research findings.

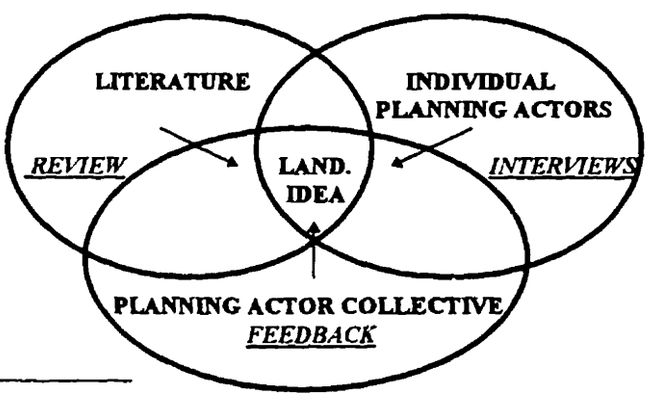
There are many types of triangulation that take the form of data; investigator; theory; methodology; and disciplinary triangulation. For this study it was felt it was most appropriate to use 'data triangulation'. Information came from three separate sources: literature; interviews; and feedback. And these three sources required three different research methods: literature review, Grounded Theory coding, and Content Analysis. Triangulation brings validity to the research. The different sources of information, obtained in different ways, provide a more intricate understanding. The richness comes from the reinforcement of ideas, as well as the inevitable inconsistencies.

It would be interesting to conduct future studies on the landscape idea in a variety of fashions, across different disciplines; using different theoretical and methodological constructs; and multiple investigators. Adopting different theoretical and methodological stances would focus more on philosophical arguments - more esoteric than this applied study warrants. And multiple investigators were not feasible, given the time and resource restrictions of this study. Studying the idea from different disciplinary perspectives would reveal more about the influence of professional training on the construction of meaning - an avenue of inquiry that is interesting but not germane to the question.

For this thesis it was apparent that data triangulation was the most effective research technique to ensure validation of results. The three sources of data were landscape literature; interviews with 40 Planning Actors; and feedback from 60% of the research participants. Information was also gleaned from the expert panel, although their involvement was not as fundamentally influential as the other sources.

Although separate sources were used, they were not unrelated. The literature review formed the foundation of the research, guiding and influencing the development of the interview questions and the analysis of the text. The literature with the field research influenced the analysis of the feedback, subsequently received from the study participants. Figure 26 diagrams this triangulated relationship of data sources and research methods.

FIGURE 26 Triangulation of Data Sources and Research Methods



[53] Ibid. p.2.

But one can also ask if this is 'triangulation' or 'convergence'. One concept, 'landscape', is being considered from different sources. It is not the same group of people being measured in three different ways. Convergence is suggested here, but it is not adopted because it suggests that one may be converging to one absolute truth. This notion is rejected because the very essence of landscape is its variable understanding.[54]

Validity in this study also comes from a variety of mechanisms employed: the use of an expert panel in site selection, statistical review of potential sites; use of the 'snowball' method to select participants; rigour in compiling findings; the use of both quantitative and qualitative techniques; an extensive literature review; and the close association with the advisory committee from the development of the research proposal and questions, to site selection.

As Rubin and Rubin[55] write "A topic that is suitable for qualitative work requires in-depth understanding that is best communicated through detailed examples and rich narratives." A primarily qualitative research approach is therefore well-suited when a different way of knowing is sought - a different way of understanding a complex and culturally-rich concept like landscape. And the narrative on the Countryside Ideal, that follows after the discussion of Specific Research and the Research Analysis and Interpretation, is the vehicle chosen for this thesis to communicate landscape's richness.

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[54] Neuman puts it well saying, "The basic idea is that measurement improves when diverse indicators are used. As the diversity of indicators gets greater, our confidence in measurement grows, because getting identical measurements from highly diverse methods [and sources] implies greater validity than if a single or similar methods had been used." (Neuman, W. Lawrence. 1994. *Social Research Method: Qualitative and Quantitative Approaches.* (2nd edition). Toronto: Allyn and Bacon. p.141).

[55] (Rubin, Herbert J. and Rubin, Irene S. 1995. *Qualitative Interviewing, The Art of Hearing Data.* Thousand Oaks, CA. Sage Publications. p.51). Note the famous study of Kevin Lynch that constructed a thesis about the image of a city through interviewing fifteen individuals (1960. *The Image of the City.* Cambridge: The MIT Press). Or more recently the "Aspirations Project" prepared by The Ontario Premier's Council on Health, Well-being and Social Justice that held 22 focus groups with children and parents over the full range of public school years - representing over 300 people. (Insight Canada Research. 1993. "Aspirations Project, Qualitative Research Report". Prepared for the Children and Youth Project. Toronto, Ontario: The Premier's Council on Health, Well-being and Social Justice).

CHAPTER 3

Specific Research Methods used in 'Planning for the Landscape Idea'

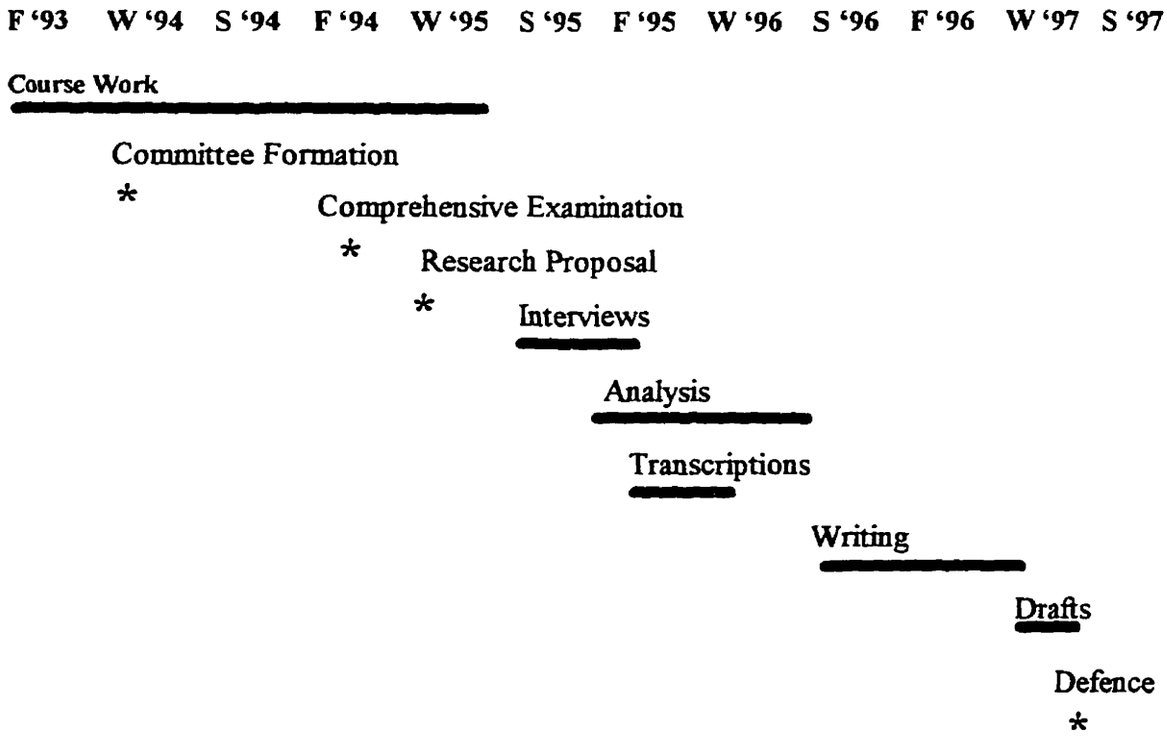
Having established the theoretical and methodological foundation for this study, a discussion of specific research methods now follows. This section describes the evolution of the research; how the interviews were conducted; how the participants and local sites were selected; how the analytic coding framework was developed; what the feedback process yielded; and what is the summary of participants, given as background to the responses that follow in the next three chapters.

SPECIFIC RESEARCH METHODS USED IN 'PLANNING FOR THE LANDSCAPE IDEA'

1. Evolution of Research

When I commenced the Doctoral Planning Programme in the Fall of 1993 (see Figure 28) the first sixteen months were occupied with course work, the comprehensive examination and defence, and the preparation of a research proposal. That period was also marked by the formation of my advisory committee - a committee which has kindly agreed to continue its work throughout the duration of the study, despite changes in the member's geography and responsibilities. The committee is composed of: Dr. Gordon Nelson, Planning School, as my advisor; and committee members, Dr. Beth Moore Milroy, now the Director of the Urban and Regional Planning School at Ryerson; Dr. Paul Eagles, at the School of Recreation and Leisure Studies; and George Penfold, now of Courtenay, British Columbia with his own planning consultancy practice. I was fortunate however, that the dispersal of the group did not occur until the field research was well on its way.

FIGURE 28
Study Progress



I presented the research proposal to all committee members on March 26, 1995. Discussion centred on the purpose of the research, and served to clarify its final direction. The original proposal focused on the effects of politicizing language, i.e., exploring the dynamics of the term 'landscape' as it moved from a common term into a legislated term. However, after our conversation it was concluded that the research should be a more fundamental exercise centering on the understanding of the landscape idea itself. The structure was guided by the key objective of exploring the different ways local and provincial planning actors understand the term. The altered focus better positioned the work on the landscape idea, as introduced by provincial authors of the Provincial Policy; and it provided a perspective on selected local areas where the Policies have impact (or not) in the planning process.[1]

The committee pointed out that the research could now deal with a number of interesting issues, such as: the history of the idea; where the levels of decision-making exist for this issue; what is the difference and the possible impact in the difference in understanding from the universal (held more at the provincial level) and the particular (at the local level); and who are the actors involved in these policies - what is their expertise and their influence? From this session a list of questions for the provincial and local level interviews was formulated. After vetting by the committee, the list was submitted to the Office of Human Research. Approval came at the end of April 1995.

The committee suggested I should do no more than 40 interviews. This was because I was proposing the time-consuming method of semi-structured interviews, followed by a qualitative analysis of the taped interviews. It was thought that 12-15 interviews should take place at the provincial level and 25 at the local level. As it turned out the actual split was almost exactly that, with 26 interviews at the local level and 14 at the provincial. The interviews were held from May to September, 1995.

Participant and site selection criteria will be described in more detail later, however, it is interesting to note the transformations that occurred with both. For participant selection, I began with a ten-person panel with 'luminaries' located in the watershed - first explaining what the study entailed and then asking who they would recommend as likely participants. From this core list a 'snowball' method of selection was used for the other participants - asking each interviewee at the end of the session who else should be included in the research. At the provincial level I began with key Ministry of Culture individuals and Planning Reform Commission members and progressively developed the list after each interview. At a local level I ensured that at least five key players were involved: the regional, and area planners; the councillor; and local cultural and natural advocates.

As for the site selection, it was decided that the Grand Valley watershed offered enough variety (both naturally and culturally), had a lot of background research, and was convenient to Guelph. Within that area five sites were selected; however, the committee recommended that I consider three or four sites along the Grand because the snowball method often expands the number of interviews at each site, beyond your initial estimations. This is exactly what happened, finding that five interviews at one local area was not sufficient to get the sense of a specific area's understanding of landscape.

[1] Summary from notes taken during the meeting.

Therefore, the study came down to three localities situated at the headwaters, mid-point and mouth of the Grand River system.

I met again with the committee at the end of the field research. I reported on the progress of the summer's work on September 27, 1995 to Gordon Nelson, Beth Moore Milroy, and Paul Eagles (George having already left for British Columbia, he was contacted electronically). At that time I had formed many conclusions about the efficacy of the interview technique as it had evolved.

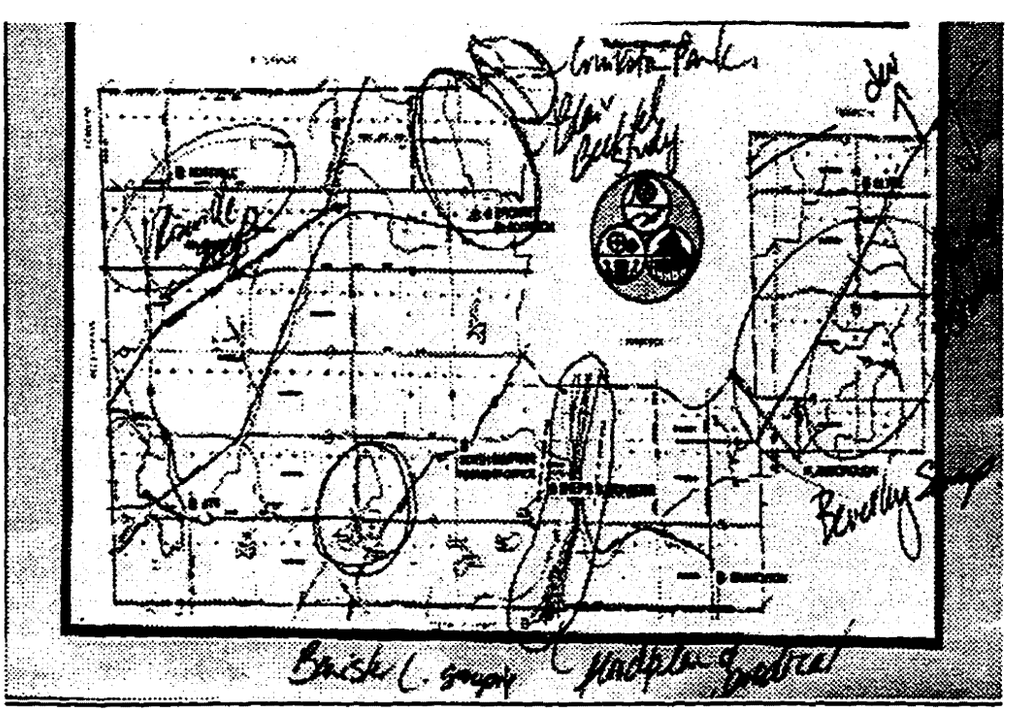
1. After the first interviews, it was apparent that I should begin the interviews with their biographies, and not at the end, as was originally planned. It was apparent that the biographical information was essential to understanding their idea of landscape. It had reverberations throughout the interview.

2. Secondly, it was decided to follow the biographies with the major issues they confronted in the work place, as a natural progression from their biographical background. I was careful not to raise the issue of landscape until after these initial inquiries - as I wanted to see if they raised the landscape issue before I mentioned it.

3. Following this I re-ordered the questions that had been submitted to the Committee. The idea was to move more smoothly from the general to the specific. What were the major issues in their daily work?; have they dealt with any landscape issues in the past?; and what do they define as 'landscape'?

4. Next I quickly saw the value of adding a visual reference of the landscape that was being described at a local level. A map of the area was used and interviewees were asked to identify landscapes they were familiar with - as an example of what they meant by 'landscape'.

FIGURE 29
Typical Mapping Prepared by Interviewee



At the same post-interview meeting with my Committee I suggested a coding framework for the transcriptions of the interviews. This was presented from an intuitive impression of what was contained in the interviews. At that time I felt that participants were discussing more then a straight typology of the landscape idea, variously describing landscape as a heritage asset, habitat, community landmark, etc. Interviewees also felt it necessary to talk about the nature of sanctioning an idea like landscape - its challenges, its impact, and politics.

The committee's reaction to this preliminary coding idea was one of interest, but they insisted that a clearer methodology should be apparent in the development of the coding framework. After a few iterations the coding framework was established as a set of themes under typology, sanctioning and planning of landscapes. The coding framework that was finally rationalized is presented later in the paper.

After reviewing a number of the recorded interviews and having full transcripts prepared on two interviews, it quickly became apparent that full transcripts was a huge amount of work and expense that really did not contribute to better quality of analysis. After consultation with committee members in January 1996, it was decided to do annotated transcriptions of the interviews. This in itself took four months of intensive work, from January to May of 1996.

Two other changes were made in the course of the analysis. First, it became clear that in order to discern the idea of landscape represented in the Provincial Policies, it was not necessary to review the full 600 pages of the Implementation Guidelines that accompanied the Provincial Policy Statement of 1995. It was more relevant in fact, to review those sections of the Policy that the interviewees directed me towards. I also incorporated the other documents they were also directing me to read, such as Official Plans and policy documents that were prepared in advance of the Guidelines.

Secondly, the dissemination of the study's findings beyond the participants themselves was deemed, in conjunction with Gordon Nelson, to be too demanding - in terms of the cost of effectively distributing it to a significant number of people; and in terms of the time that that response would demand. It is very likely however that that distribution may well occur during a future study evolving from this thesis.

Extraneous to the study were changes to the 1995 Planning Act - which proved to be the most significant change of all. With the election of the Progressive Conservative government, in June of 1995, it became apparent that they intended to change the new Act. By December of 1995 a new planning Bill 20 was introduced in the House. And by January, 1996, Al Leach, the new Minister of Municipal Affairs and Housing, sent out new Provincial Policies[2]. The new policies removed the 1995 provisions for 'significant landscapes' which was interpreted as significant views, in Policy B13. Yet, the new government chose to keep provisions for 'cultural heritage landscapes' that had previously been covered in Policy B14. However, the description of the term and methodology for conservation was greatly reduced from over ten pages of explanation to one line in the new Policy saying, "Significant built heritage resources and cultural heritage landscape will

[2] Ministry of Municipal Affairs and Housing. January 2, 1996. "Province Consults on New Planning Policies". News Release. Toronto.

be conserved."[3] The 600-page Implementation Guidelines were dropped and are now seen by provincial bureaucrats, responsible for its creation, to now be a useful guide for those who may opt to undertake landscape conservation at a local level.[4]

Interview commentary was based on the 'old' new Planning Act and provincial policies with Policies B13 and B14 laid out in the Implementation Guidelines. But, in writing this dissertation through 1996 and 1997, the newest 1996 Planning Act has been accounted for and comment is made throughout in response to these latest developments. And because provisions for the protection of landscapes still exist in the Province the debate over what landscape means is still on the planning agenda.

2. Semi-structured Interviews

Semi-structured interviews were conducted through the Summer and Fall of 1995. To fully understand the landscape idea it was necessary to involve participants from a provincial and local level. The provincial investigation focused on those people who were responsible for the development of the planning legislation that was passed into law on March 28, 1995. In that process they were responsible for the 1995 Provincial Policies that related to landscape and its planning in the Province; and thus have influenced the latest, more cryptic 1996 landscape policies.

This investigation therefore was centered on the Commission on Planning and Development Reform in Ontario, which recommended the shift in provincial planning policy on landscape; and the Ministry of Municipal Affairs, which was the coordinating body in the re-writing of the 1995 and 1996 Acts. In addition, participants came from the Ministries of Culture, Environment and Natural Resources, all the agencies involved in the creation of the landscape-related Provincial Policy Statements and its supporting Implementation Guidelines. These participants were also able to provide a perspective of the emergence and evolution of the landscape idea and its planning in the Province of Ontario. The understanding of the landscape idea held by these provincial planning actors was very significant to this landscape study. They had considerable influence, particularly on the 1995 document, in how landscape was defined and protected through the planning legislation.

The involvement of the local level was equally important to this study. It is at the local level that the landscape policies will, or will not have an impact. The intent of both Acts is to make local jurisdictions responsible for the designation of significant cultural heritage landscapes. Therefore the involvement of local planning participants is essential to better understand what their idea of landscape is; how the new landscape policies may be interpreted; and how their local planning decisions may be influenced by this legislation's provisions for landscape protection.

The method used to select the participants was two-fold. First, ten knowledgeable people in the area of landscape heritage and conservation were contacted and asked to recommend a list of participants that should be included in the study. They came from

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[3] Ministry of Municipal Affairs and Housing. December, 1995. *Provincial Policy Statement: Draft for Discussion Purposes.* Section, "Cultural Heritage and Archaeological Resources", 2.5.1.

[4] Taken from transcripted interviews. Summer 1995.

different areas of landscape practice - as historical researchers, planners, ecologists, land stewardship activists, and landscape architects. They were Owen Scott of Landplan Associates, in Guelph; Ian Easterbrook, the Wellington County Historical Society Chairperson; Doug Hoffman from the University of Waterloo Planning School; Jackie Wolf of the University of Guelph Rural Planning School; an administrator with the Lower Grand Land Use Trust, Cindy Presant; Virgil Martin, Barb Veal and Ralph Beaumont from the Grand River Conservation Authority; and planners John Plank and Andrew Skibiki.

Once this initial list of participants was drawn up the actual interviewees were asked for other people who should be included in this study - 'snowballing' the number from 15 to 40. The list was complete once different interviewees began to suggest the same potential study participants.

The basic criterion for the selection of a study participant was that they were involved in and familiar with planning of landscapes at either a local or provincial level. At the provincial level this included the drafters, and reviewers of government landscape policies. However, at a local level the requirements were different. The local people had to be actively engaged in actions that influenced the landscapes in their community. Planning in this sense is more broadly interpreted, involving people in the study not formally trained in planning. It also included those participating in local planning actions; as evidence of their civic orientation. This represented a range of bureaucrats, politicians and citizens who will likely be the first ones called upon to react to, use, or disregard the new landscape planning provisions.

Each local area site, therefore minimally included Planning Actors in the following roles:

1. **Regional or County Planner (employed or consulting);**
2. **Area Municipal Planner (employed or consulting);**
3. **Local Politician involved in local planning decisions;**
4. **Local Heritage Activists- both LACAC and environmental groups;**
5. **Local Developers.**

The actual field interviews were arranged after an initial telephone conversation. It was through is this interview that the interest in the study, and knowledge of the subject area was ascertained. If the potential research participant was deemed to be useful and amenable to the work, an interview was set up. The time and place of interview was established, with the interviews occurring at the person's place of work or residence.

At the time of the interview a signed consent was sought from each of the participants. A copy of a typical consent is included in Appendix C. The consents clarified that the sessions would be recorded; and that a summary of the interviews would be returned to them for review. In addition, the participant was informed that the summary material would also be sent to other participants in the study, for their reaction.[5]

The interviews themselves were mostly tape-recorded, with ancillary notes taken during the sessions. However, there were some interviewees (3) that preferred not to be

[5] It must also be noted that an Ethical Foundation was adopted at the outset of this study that guided the construction and execution of all phases of this research. See Appendix B for the "Ethical Foundation of Research".

tape-recorded. Extensive notes were taken during those sessions. Cassettes from taped interviews were duplicated and the doubles were kept in a remote and locked storage area to ensure that these valuable recordings were not misplaced and always secured for confidentiality. In addition there were summary notes made. usually *in situ* after the interviewee had left the room. These notes summarized the overall impressions of what the participant had to say about the landscape idea; its fit with landscape planning practice; and the adaptations they believed should occur to the planning system, to better accommodate landscape conservation. Both levels of interviews were centred on four areas of exploration[6].

Figure 30
Areas of Exploration in Interviews

'Awareness'
- of the nature of this study;
- why landscape is being studied at this time:
- of the participant's background in relation to landscapes.

'Landscape Idea'
- held by the participant, expressed in past studies they were aware of, or were involved with;
- expressed in mapping of landscapes known to them;
- defined through examples;
- evolution of their idea through education, influence, and experience; and,
- expressed differentially through the values given to its component elements- both natural and cultural.

'Status Quo'
- of how landscapes are being treated today;
- of who the influential actors are, in landscape conservation;
- level of satisfaction with past landscape planning provisions; and,
- perceived need for new policies and procedures for landscape conservation.

'Change and Impact'
- of new landscape planning provisions;
- on anticipated actions in recognizing landscapes;
- on future decision-making process surrounding landscapes;
- on resources that will be consulted on this new subject of landscape conservation;
- new policy seen as opportunity or constraint; and,
- estimation of new policy as effective or ineffective in landscape conservation.

[6] See Appendix D for the list of actual Provincial and Local Questions.

This was followed by a concluding set of questions that dealt with overall debates surrounding legitimacy and power differentials in the planning process. Interviewees were asked: the connection of landscape planning to other planning movements; and, the perceived legitimacy of interviewee, in their present involvement with landscape planning.

Finally, as it became clear that there would be a major ideological shift with the summer 1995 elections, another question was added. Participants were asked what recommendations they would propose to the new Minister of Municipal Affairs, for changes to the new landscape policies.

3. Feedback Response

As the final component of a research structure composed of a literature review and field interviewees, the feedback process served many purposes. First, it was a courtesy to the participant, so they knew the time and energy they invested in the study had been usefully employed. It also gives them a chance to check the accuracy of the transcript. As well, it gives them a perspective on how their views compare with the larger study's findings. And finally, it provides a further opportunity to add information on the latest developments in the quickly changing Ontario planning scene.[7]

The material returned to them for reaction included the individual's transcript, plus a summary of the interview analyses (see Appendix G). The response rate was 35%, i.e., 14 returned out of 40 interview summaries sent out. The respondents usually wrote comments on the material given to them in the feedback mailing, and returned the whole package to my University of Guelph address. Appendix G represents a typical response. The response did not shift any interpretations made by the author. Instead, interviewees corrected spellings; noted changes to the planning situation; revised comments that they had made previously[8]; or they added further commentary on a particular topic[9], given the benefit of hindsight afforded by the time between the interviews and the return of the feedback package. Some others lamented the quality of their spoken word; and others still added further comments in response to the commentary they read.

More broadly however, the feedback loop supports both the theoretical and methodological stance of this study. First, the feedback mailing and resulting response is

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[7] e.g., Interview comment: "But I can't believe they're going to say, 'We don't want to protect significant natural features.' That'll cause them some trouble. They don't want to protect landscape?!"; and Feedback Response: "Still can't believe it!"... "I was Wrong. Another interviewee said, "Very disappointed in the watering down of the Planning Act and other environmental safeguards. Decreased notice time, government power to exempt projects from notice, and lack of intervenor funding will block opportunities for citizen input."

[8] e.g., Interview comment: "Less government is better government."; and Feedback Response: "Did I say that? Don't Agree with that statement."

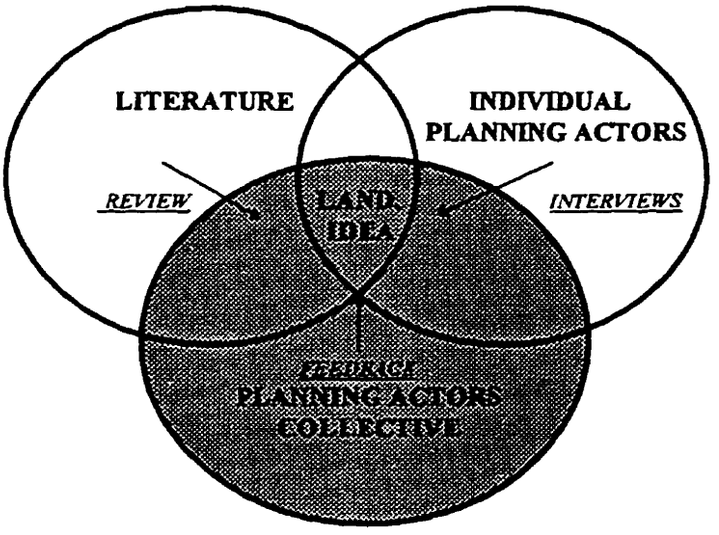
[9] e.g., Feedback Response: "However, with the 'downloading' of planning functions to certain agencies and the elimination of planning functions by the MNR, could lead to delays. It is still too early to tell!". And, "Still think local decisions should be made, such as city and GRCA, and not involve Province in planning affairs." Or, "No change to my views as far as I can see."

very much in keeping with the Social Learning planning theory adopted for this study[10]. An understanding of landscape demands an iterative, adaptive approach. The interviewees expressed their opinions about the landscape idea; and the nature of landscape sanctions and planning. The researcher in turn tried to represent this as accurately as possible in the transcripts; and then went on to interpret those findings according to her own reality. This was returned to the participants to gain further impressions, as is prescribed in a transactive, mutual learning planning process. This thesis only represents a point in a process that could conceivably continue indefinitely in a Grounded Theory process; constantly moving closer to an agreement about what is meant, and what is understood.[11]

As well, the feedback is an extremely important step in the establishment of a study's validity.[12] One can better trust the representation and analysis of the data in the study, if the participants involved have vetted the information. Originally it was intended to distribute the analysis of the study beyond the participants, to the larger planning community within the Grand watershed. However, because of the anticipated extra time that would involve, it was decided with Gordon Nelson to forgo that broader distribution until a future study. Yet, the participant response was retained because it provides such a vital ingredient to the mix of research methods.

Finally, although the feedback numbers were not overwhelming at 35% return, the act of seeking further input from the planning actors provided the essential third 'leg' of data collection. With this source the research was triangulated. Figure 31 illustrates the importance of this feedback in the study's organization. In this step of the research the participants respond not only to interpretation of their own words; but to the interpretation of the whole body of interviews, as a collective.

FIGURE 31
Triangulation of Data Sources and Research Methods; and the Role of Feedback



[10] Friedmann, John. 1987. *Planning in the Public Domain.* Princeton: Princeton University Press
[11] Strauss, A. and Corbin, J. 1990. *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park: Sage Publications.
[12] Ely, Margot. 1991. *Doing Qualitative Research: Circles Within Circles.* London: The Falmer Press.

4. Local Site Selection

It was decided early on in the research process to set the local exploration of the landscape idea within a rural setting.[13] Within that context however, it is those landscapes found near urban areas that are of most interest. They are often seen as a place to build into, recreate, remove resources from, and dump waste. As a result, the new landscape provisions are likely to be more immediately used within an area that, rightly or wrongly, has been associated with rural traditions of mutual aid, self-help, and "an unprecedented degree of citizen involvement."[14]

Within the overall rural-urban fringe setting, a variety of landscapes was sought; the rationale being that a diversity of perceptions of the landscape would result. Yet it was also felt that the local sites should not be radically different. In that way a range of ideas were explored; yet comparison could still produce some recognizable patterns.

Several study sites were selected within a larger common geographical setting. A watershed provided this kind of unified context. The advantage was that a diversity of landscapes could be found within such a basin. Yet, the focus on the same river system gave a continuity through geographic and natural systems, as well as cultural patterns.

The Grand River Watershed(see Figure 32)was chosen for the following reasons[15]:

1) First, the Grand has three distinct physiographic regions that formed a useful foundation for the selection of local sites: the upper headwater area, including such features as Luther Marsh; the central moraine area that includes such landscape features as the Grand River Forest; and finally the lower reaches of the river with elements such as the Dunville Marsh.

2) Second, within these three zones there are a variety of actively developing communities. There is Arthur, Dundalk and Grand Valley in the upper region; Kitchener/ Waterloo, Guelph and Cambridge in the central area; and Dunville, Caledonia and Cayuga in the lower reaches. Adjacent to each of these communities the landscape is variously pressured.

3) Next, the watershed is appealing because it was accessible to Guelph. Thus the time and resources to conduct the interviews was more manageable.

4) In addition, the Grand River has had many studies, therefore there is a lot of background information available on the landscape elements.

5) Finally, the Grand has been designated as a Heritage River. As a result interest has been piqued within the basin - on the watershed and related heritage.

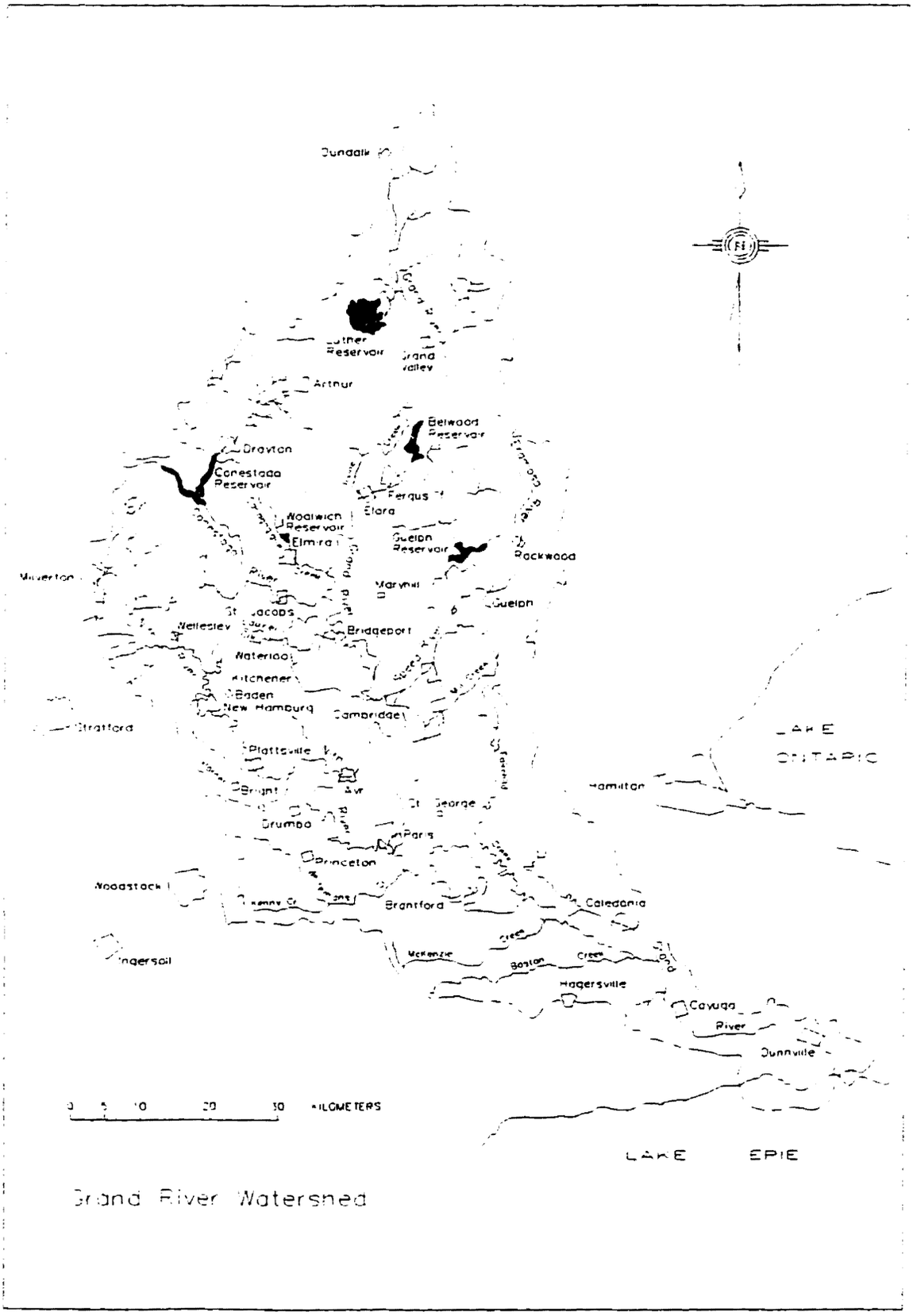
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[13] "To some 'rural' means farm, to others, a romantic refuge, and still others, a state of backwardness and rusticity, the very opposite of urbanity." (Sim, R. Alex. 1993. "Planning: A Rural Perspective". *University of Toronto Quarterly*. 62(4). p.459).

[14] Ibid. p.464.

[15] Information on the Grand River watershed is taken from, Nelson, J.G. and O'Neill, Pauline C. (eds.). 1989. *The Grand as a Canadian Heritage River.* (Occasional Paper 9. Waterloo: Heritage Resources Centre, University of Waterloo).

FIGURE 32 Grand River Watershed ***(Source: GRCA)***



A. Overall Grand River Corridor Description

The Grand River watershed was designated a Canadian Heritage River in February 1994.[16] The purpose was, "To strengthen, through shared responsibility, the knowledge, stewardship and enjoyment of heritage and recreational resources of the Grand River watershed."[17] And as the nomination stated, this was new development for the programme, that had previously only designated pristine stretches of rivers, and portions of larger river systems. The government not only chose to designate the whole watershed, it also designated a densely populated and largely privately owned landscape.[18]

FIGURE 33
Grand River Landscape Themes
Cultural Themes [19]

-the watershed's cultural mosaic since the mid-1800's.
(e.g., 1881 West Montrose Covered Bridge; 1925 Pioneer Memorial Tower to mark Pennsylvanian Mennonites to the German tract).
-the strong association of Native People for thousands of years.
(e.g., Six Nations Reserve; Joseph Brant; 1785 Chapel of the Mohawks).
-the Grand River's industrial heritage.
(e.g., Grand River Mill; Grand River Navigation Co.).
-the human adaptation to fluctuating river flows. And,
(e.g., Wilkes Dam; 'The Living Levee' of Cambridge; and Dunville Dam).
-the many famous persons associated with the watershed.
(e.g., Pauline Johnson's home at Chiefswood; Col. John McCrae's home; Mackenzie King's home at Woodside; and associations with Homer Watson).

Recreational and Tourism Themes

-water sports. (e.g., canoeing).
-nature and scenic appreciation.(e.g. Grand Forest; Elora Gorge).
-fishing and hunting.
-trails and corridors. (e.g., Rail Trail) And,
-human heritage appreciation.(e.g., Scots/Irish, Mennonite, UEL, Native).

The reasons why the Grand was nominated and accepted as a Canadian Heritage River, were listed in *The Grand Strategy*. This document was prepared by the Grand River Conservation Authority as a preliminary step in a continuing planning effort in the watershed. It provides the goals, values and underlying vision for the future development

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[16] The Canadian Heritage Rivers programme, "honours important Canadian rivers and gives them national and international regard." (Grand River Conservation Authority. 1994. *The Grand Strategy for Managing the Grand River as a Canadian Heritage River".* Cambridge. p.viii).
[17] (Ibid. p.ix).
[18] Nelson, J.G. and O'Neill, Pauline (eds.). 1990. *Nominating the Grand as a Canadian Heritage River.* Occasional Paper 13. Waterloo: Heritage Resources Centre, University of Waterloo.
[19] Grand River Conservation Authority. 1994. *The Grand Strategy for Managing the Grand River as a Canadian Heritage River".* Cambridge.

of the corridor; and serves as a good summary of the specific landscape elements that distinguished its position in the Heritage River programme (see Figure 33).[20]

In the nomination document[21] for the Grand River as a Heritage River, the ABC[22] method of analysis was used. What follows is a precis based on this publication, that describes the Abiotic, Biotic, and Cultural elements found along the River - elements which form the landscape structure for the watershed.

i) Abiotic Elements

As Mark Bowes writes in the publication, *The Grand as a Canadian Heritage River,* the Grand River is one of the oldest rivers in Ontario with a number of buried river valleys under the present course. A succession of at least four glacial periods ended with the Wisconsin Ice Retreat 12,000 (BP). From this glacial action, Bowes constructs a geological perspective dividing the river corridor into three distinctive landscapes - the three separate landscape settings selected for this study. The upper part is marked by undulating ground moraine; the central area, hummocky interlobate recessional moraine; and the south, old raised glacial shorelines and lake bottoms. Therefore, the whole river course is a product of differential glacial activity.[23]

In addition to these distinctive landscape ranges there are some geological peculiarities associated with its bedrock formations. There are the limestone potholes, canyons and caves near Rockwood and Elora. As well, there are a lot of ground aquifers in the central section of the watershed. In addition to the limestone, the watershed is also underlain with dolomite, and some shale and sandstone.[24]

The actual drainage basin is 6,734 square kilometres. It begins northeast of Dundalk, 526 metres above sea level; and exits at Lake Erie, at and elevation of 174 metres. The Grand itself measures 290 kilometres. But when considered with its four tributaries of the Nith, the Conestogo, the Speed and the Eramosa, the total length comes to 627 kilometres.[25]

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[20] In reference to the Grand River's appeal as a Heritage River, "It provides an outstanding example of a river located in a highly developed part of Canada; it serves as an outstanding representation of rivers in the Great Lakes Lowlands; it demonstrates the role of rivers in the early industrial and cultural development of Canada; it provides an opportunity for greater public awareness of the importance of the role of Native Peoples in the development of Canada; and, it provides outstanding recreational and educational experiences, in a natural setting, to millions of urban Canadians". (Grand River Conservation Authority. 1994. *The Grand Strategy for Managing the Grand River as a Canadian Heritage River".* Cambridge. p.1).

[21] Nelson, J.G. and O'Neill, Pauline C. 1990. *Nominating the Grand as a Canadian Heritage River.* Occasional Paper 13. Waterloo: Heritage Resources Centre, University of Waterloo.

[22] The Abiotic, Biotic and Cultural or ABC method of analysis is described in Nelson, J.G.; Grigoriew, P.; Smith, P.G.R.; and Theberge, J.B. 1988. "The ABC Resource Survey Method, The ESA Concept and Comprehensive Land Use Planning and Management". (pp.143-175. in, Michael R. Moss (ed.) *Landscape Ecology and Management.* Montreal: Polyscience Publications Inc.)

[23] Bowes writes, "The Grand River can be considered a natural corridor of time exposing and linking paleozoic bedrock, glacial and contemporary deposits associated with different periods in the geologic development of Ontario." (Bowes, Mark. 1989. "Geological Heritage of the Grand River Area". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre. p.19).

[24] Ibid.

[25] Ibid.

ii) Biotic Elements

The varied topography has resulted in a diversity of vegetation and animal life, suited most typical to the temperate Great Lakes-St. Lawrence climatic zone. However, the corridor is also distinguished by Carolinian stands more typically associated with areas south of Canada. Within these Forests are found plant and animal species rare to Ontario, e.g., Tulip Tree, Sassafras, Flowering Dogwood, Hickory, opossum, and osprey .[26]

Historically the original cover was disturbed long ago by aboriginal agricultural practices that date from the 1400's. In much of the watershed, White Pine stands are often associated with these areas that were slashed and burned by native farmers. Later with European settlement there was a loss of interior habitats and the concomitant increase of edge habitats. And there was a decline of species that were sensitive to fragmentation of their habitats. Therefore bobcats and hawks reduced while raccoons and blue jays increased in numbers.[27]

The watershed is also marked by a number of wetlands. The most notable are Luther Marsh at the headwaters, Beverly Swamp in the central area, and Dunville Marsh at the mouth of the River. Luther Marsh was created in 1952 by the construction of a dam on the watershed's Black Creek. The retained water created 4,000 hectares of wetlands, described by the Grand River Conservation Area as "the largest, most valuable inland marsh in Southern Ontario." The area is marked by upland hardwood, cedar swamps, coniferous plantations and boreal forests.[28]

The Beverly Swamp located partially in North Dumfries represents a 1,876 hectare wetland. The Swamp includes a habitat for rare species of birds, mammals and 48 regionally rare plant species.[29] At the most southerly reaches of the watershed the Dunville Grand River Marsh covers the 5 kilometre section of the lower Grand. It has been called "one of the few relatively undisturbed river shoreline forests in the region."[30]

In addition to these sizable wetlands there is the significant Dumfries Township Landscape Complex located in the central section of the corridor. It includes a number of wetlands, water courses and habitats, such as Spottiswood Lake, Sudden Bog, Cranberry Bog, Oliver's Bog, Branchton Prairie, Fair Lake, Bannister-Wrigley Lakes, Dickson Wilderness Area, Big and Little Turnbull Lake, Blue Lake, and Glen Morris Wetlands, and the Grand River Forest. Of those separate landscape units the Grand River Forest (see Figure 34) is the most significant. The Forest runs from Paris to Galt and contains "swamp, willow-black maple flood plains, a variety of slope and upland forest types (i.e.,

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[26] Balser, David A. 1989. "Biological Features of the Grand River Area". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre. pp.45-68.

[27] Ibid. p.50.

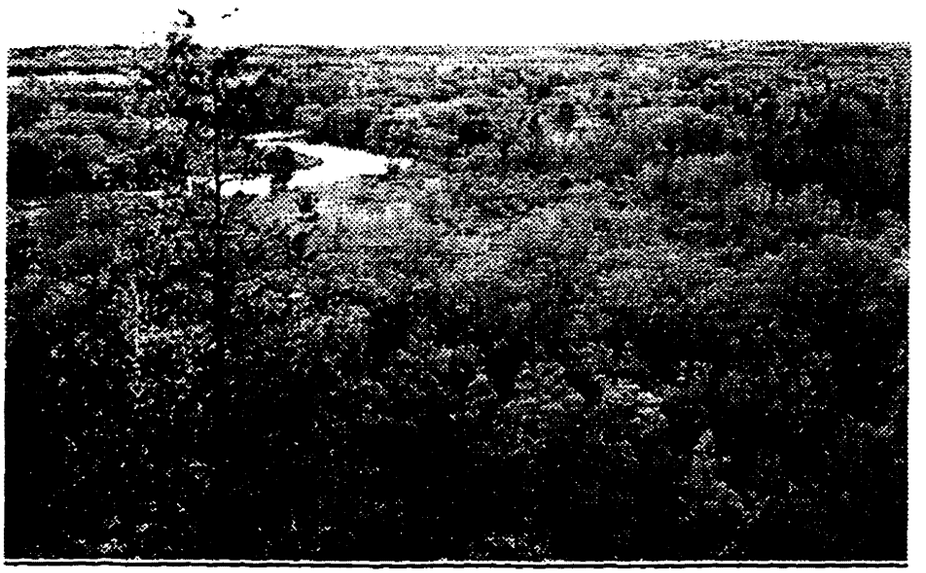
[28] Ibid. (citing a 1982 Ecologists report, *Luther Marsh Wildlife Management Area Biologically Significant Areas Study.* Cambridge District: Ontario Ministry of Natural Resources).

[29] Ibid. (citing a 1988 report by Glooschenko, V.; Parker, B.; Coo, L.; Kent, R.; Wedeles, C.; Mason, A. Dawson, J.; Herman, D.; and Smith, P. *Provincially and Regionally Significant Wetlands in Southern Ontario. Interim Report - 1987.* Toronto: Wildlife Branch, Ontario Ministry of Natural Resources).

[30] Ibid. p.63.

oak-hickory), perched fens, prairies, and gravely calcareous spring-fed lagoons", with a number of rare species.[31]

FIGURE 34
The Grand River Forest
(Source: Author)



Because of the landscape variety and biotic richness the watershed is dotted with a number of conservation designations. There are lands that are protected by private stewardship, such as the work of Carolinian Canada; as well as provincial and regional initiatives. There are also numerous Areas of Natural and Scientific Interest; Provincial and Regional Wetlands; and Environmentally Sensitive Areas.

iii) Cultural Elements

The native presence in the watershed dates from 9000 BC with succeeding groups of Paleo-Indians, Archaic, Woodlands, Neutral and Iroquois peoples.[32] The presence of the native population was formalized through a treaty that was proclaimed on October 25, 1784 by Sir Frederick Haldimand, Governor of Quebec.[33] That original land claim has shrunk over the years, resulting in the present Six Nations Reserve holding.

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[31] Ibid. (citing a study by R. Hanna. 1984. *Life Science Areas of Natural and Scientific Interest in Site District 7-6: A Review and Assessment of Significant Natural Areas.* Richmond Hill, Ontario: Parks and Recreational Areas Section, Central Region, Ontario Ministry of Natural Resources).

[32] 9000 to 5000 BC- Paleo-Indians; 5000 to 1000 BC- Archaic Indians; 0 to 1100 AD Woodlands, to Neutrals to Mississauga; and Iroquois post-American Revolution. (cited in Mark Epp. 1989. "Human Heritage of the Grand River". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre.pp. 81-127).

[33] "...whereas His Majesty having been pleased to direct that in consideration of the early attachment to His cause manifested by the Mohawk Indians and the loss of their settlement which they thereby sustained

FIGURE 35
Old Order Mennonites
(Source: "Your Gallery", GRCA, Spring 1993, p.6)



Historians believe that European contact with the watershed dates from the 1669-1670 missionary expedition of Dollier-Galinee. Following that initial contact, European settlers slowly trickled into the river valley. Numbers did not increase until the end of the 1700's. By 1871 the watershed was well-settled with a variety of cultural groups. The ethnic mix was Irish, English, Scottish, German, Native, and United Empire Loyalists and Pennsylvanian Mennonites (see Figure 35). This variety has been vernacularly expressed throughout the watershed in culturally-characteristic property configurations, architectural styles, construction materials, woodlot management, and so on.[34]

In the Lower Grand there are a numerous archaeological sites that mark the long association of native populations with the area. In addition, there is a considerable history of industrial activity associated with navigation along the River. There was the early development of a Feeder Canal supplying water from the Grand to the Welland Canal system, built in 1829; the locks of which still remain, from Stromness to Port Maitland. Later there was a second canal project in 1832, built along the Grand, allowing river

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that a convenient tract of land under His protection should be chosen as a safe and comfortable retreat for them and others of the Six Nations who have either lost their settlements within the territory of the American States or wish to retire from them to the British.... take possession of and settle upon the banks of the river commonly called Ouse or Grand River, running into Lake Erie, allotting to them for that purpose six miles deep from each side of the river, beginning at Lake Erie and extending in that proportion to the head of the said river, which them and their posterity are to enjoy forever." (cited in Johnston, Charles M. 1964. *The Valley of the Six Nations.* Toronto: The Champlain Society. pp.50-51). Hart, Chris and Epp, Mark. 1989. "Six Nations- Past and Present". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre. pp.131-139.

[34] The ethnic breakdown was different in different parts of the watershed. In the North the population mix was: Irish- 1/2; English- 1/4; Scottish- 1/8; German- 1/16. In the central area there was Irish 1/5; Scottish- 1/4; English- 2/5; and German- 1/8. In the south it was Irish- 1/3; English- 1/4; Scottish- 1/5; German 1/8; and Native- 1/16. (cited in, Epp, Mark. 1989. "Human Heritage of the Grand River". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre. pp.81-127).

navigation from Brantford to the mouth of the River, at Dunville. It was operated by the Grand River Navigation Company and brought prosperity to the basin. This is demonstrated by the once thriving Grand River Mill in Caledonia; and the sizable estate of David Thompson, called Ruthven (situated between Cayuga and Caledonia). The navigation schemes became redundant however, with the construction of railroad lines through the area in the 1870's.[35]

The lower reaches of the Grand is also the site of United Empire Loyalist and Mennonite settlement - both of which originated from south of Canada's borders. The United Empire Loyalists, like the Mohawks of upper New York State, found it more amenable to live under British rule then American rule after the Revolutionary War. The Nelles Tract, settled in 1785, near York, is typical of this Loyalist migration.

The area also served as a refuge for another group of Americans, Mennonites from southeastern Pennsylvania. One area they settled was west of the Grand, along Lake Erie's shoreline. This distinctive settlement still survives and was acknowledged through the work of David McClung in, *Rainham Mennonite Settlement: Heritage Conservation District Plan.*[36]

In the mid-section of the Grand corridor the integrity of the Dumfries Forest reflects the dominance of the natural elements along this stretch of the River. In spite of this however, there has been considerable cultural influence in the Forest, represented by numerous archaeological and historic sites associated with the Neutral and Iroquois Indians. The European contact in the Dumfries area, is centred in Paris and Brantford. Both towns were built on the labour of their inhabitants. Brantford is known for its production of agricultural implements, while, Paris got its name from the processing of Plaster of Paris from its nearby gypsum mines. Paris is also the site of textile production, as was Brantford with its historic Penman Mills.[37]

At the upper reaches of the River native impact on the landscape was more restricted. As well, European settlement was late in coming to the area; people believing that the area was not good for farming, as it was wild and swampy. Instead of agriculture early settlers occupied themselves with maple syrup production and forestry. However, many hectares of swamp land were drained, and when the railroads connected with the area, in the late 1800's, the forests were quickly depleted.[38]

B. Site Selection Method

Given the abiotic, biotic and cultural nature of the Grand, it was decided that three areas of study should be used for this landscape exploration. Following Mark Bowes' geological divisions the selected sites were found in the upper, middle and lower reaches

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[35] Ibid.

[36] March 15, 1993. Town of Haldimand LACAC.

[37] Epp, Mark. 1989. "Human Heritage of the Grand River". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre. pp.81-127

[38] Ibid.

of the River's watershed.[39] Although cultural divisions do not exactly mirror these physical divisions, each of these separate areas represent distinctly different cultural profiles[40]. The lower area is marked by United Empire Loyalist settlement with concentrated aboriginal presence located in the northern region with the Six Nations Reserve. The middle area is occupied by a melange of Native, German Mennonite and Scots-Irish heritage. And the upper reaches were settled much later and less extensively by Europeans.

Further criteria however were needed to select specific locations to conduct the interviews. A smaller political jurisdictional context was sought. The idea was that the researcher could get as close as possible to local landscape sentiment; while still experiencing the full bureaucratic setting that the new provincial planning rules will operate within. As a result it was decided to centre the search on a township level - a jurisdiction that has a scope large enough to deal with complete landscapes at provincial, regional and local levels; and small enough to understand local planning dynamics.

The search for an appropriate township, within each of those three areas followed. These townships were selected on the basis of the following criteria:

1) The Township chosen should fall mostly, if not wholly within the Grand River Watershed.[41]

2) The Township must be in a rural urban-fringe situation where landscapes are under pressure from encroaching urban sprawl. And it has to been currently experiencing that development pressure from adjacent expanding urban areas. Statistic Canada 2A/2B[42] demographic information was used to locate those Townships. Using that data a search was made for areas exhibiting inordinately high population increases, as well as higher population densities - both indicators of development pressure.

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[39] Bowes, Mark. 1989. "Geological Heritage of the Grand River Area". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre.

[40] Dennis, Deborah and Skibicki, Andrew J. 1990. "The Human Heritage of the Grand River Valley: Approaches to Planning for Significant Areas." in, J. G. Nelson and Pauline C. O'Neill (eds.). *Nominating the Grand as a Canadian Heritage River.* Waterloo: Heritage Resources Centre, University of Waterloo. pp.15-76.

[41] It should be noted that the townships in the lower reaches of the watershed are unavoidably partially in the watershed, since a river's drainage system natural narrows towards its mouth. The townships that are located wholly within the watershed are: East Luther/Grand Valley; West Garafraxa; Peel; Nichol; Pilkington; Eramosa; Guelph; Woolwich; Waterloo; Wellesley; Wilmot; Blenheim; North Dumfries; South Dumfries; Brantford; Oakland; Onondaga; Tuscarora. This leaves the following townships with some of their area outside of the watershed: Town of Dunville, Town of Haldimand; Glanbrook; Flamborough; Ancaster; Burford; East Oxford; City of Nanticoke; Blanford; East Zorra; North Easthope; South Easthope; Mornington; Maryborough; Arthur; West Luther; Proton; Melancthon; Amaranth; East Garafraxa; Erin; and Milton.

[42] Data from Statistic Canada's Profile of Census Divisions and Subdivisions. 1991 Census, 2A/ 2B Profiles of Ontario. Ottawa: Statistics Canada. 1992.

3) The Township also had to encompass a landscape that has strong cultural ties. Places were needed where people have a deep connection and rich indigenous knowledge of the landscape which they inhabit. Although not conclusive, the indicator used measured the percentage of the population over 65 years of age. The assumption is that the higher percent, the higher the numbers who have lived longer in the landscape. In addition, the percentage of the population who are migrants (with less then five-year residency in the Township) was also plotted. Again the assumption was that the longer someone lives in a place, the stronger their ties to that place.

4) In addition, to farming however, the Township should possess a variety of other land uses common to the general rural landscape, e.g., mineral extraction, small settlements, natural areas, scenic roadways, etc. The indicators that were used for this land use mix was the percentage of the population employed in agriculture; and the average receipts (or profits) produced from a property. Both of these measures indicate the rural preoccupation of a place.

5) Next, the selected study site had to have an established "planning culture" (i.e., complete with area municipal and regional planners, LACAC's and organized environmental groups). This was determined by an examination of each Township's jurisdictional structure.

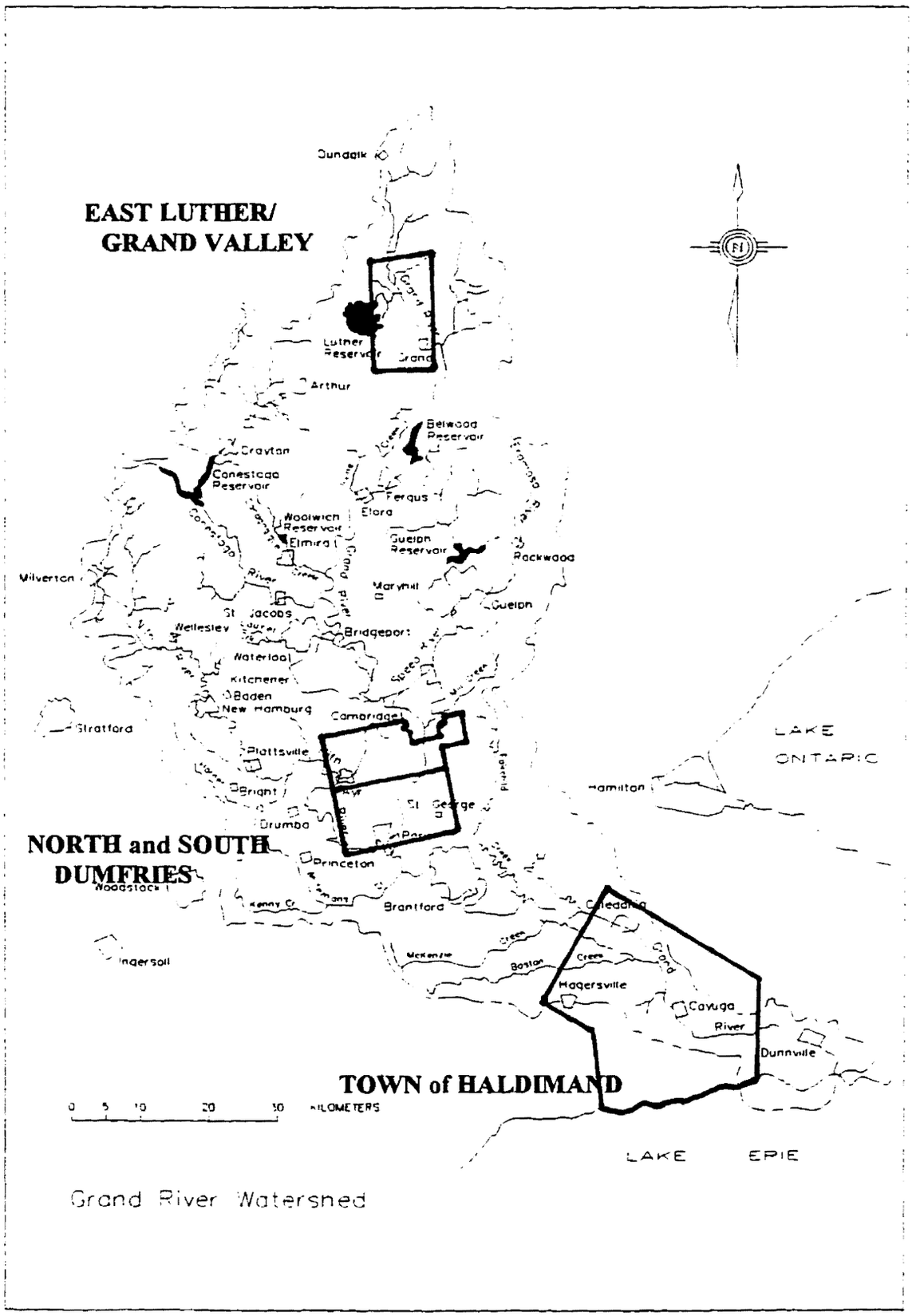
At the outset I also tried to apply criteria that omitted any townships that were presently, or have been previously engaged, in highly emotional landscape-related planning issues. I was seeking a place that reflected strong local sentiments, unaffected by external consultant or centralized bureaucratic contact - a condition that inevitably happens when land use disagreements occur. However, perhaps as a reflection of the pressure the whole Grand Corridor is experiencing, every site that was considered had some history of public debates and legal battles over potential dump sites, incinerators, highway corridors, planned rural estate subdivisions, mineral extraction pits and so on. Such is the inevitable condition of landscapes in Southern Ontario.

Based on the above criteria, a statistical search was made of the various ownships within the Grand River Watershed. It was performed with the assistance of Professor John Fitzsimmons, a faculty member of the Guelph's Rural Planning School.[43] Using Statistic Canada's census information for 1991, various selector parameters were plotted for the watershed. A series of six maps that summarize this investigation are found in Appendix E, as is the supporting statistical material.

After identifying a number of probable townships in the watershed, the ten people that helped in the selection of potential study participants, were consulted again.

[43] Professor Fitzsimmons was most helpful suggesting the statistical indicators that should be used to serve the listed selection criteria. He also ran the programme using the Statistics Canada information in conjunction with the mapping programme 'Atlas Pro', and a map base of the watershed area prepared by Fitzsimmons himself.

FIGURE 36 Selected Research Sites in Watershed ***(Source: GRCA)***



The above criteria for site selection were described and discussed with the panel members. Although the responses were quite varied (see Figure 37), this 'luminary' inquiry helped to confirm choices.

FIGURE 37
Summary of Luminary Response

Scott: **Lower- Town of Haldimand**	***Wolf:*** **Lower- Town of Haldimand**
Middle- Woolwich and Pilkington	**Middle- Brantford**
Upper- West Luther	**Upper- Nichol**
Veal: **Lower- Town of Haldimand or Dunville**	***Hoffman:*** **Lower- Town of Haldimand**
Middle- North and South Dumfries	**Middle- Guelph**
Upper- Woolwich	**Upper- West Luther**
Beaumont: **Lower- Onondaga**	***Skibiki:*** **Lower- Town of Dunville**
Middle- Woolwich	**Middle- North Dumfries**
Upper- West Luther	**Upper- Nichol**
Plank: **Lower- Town of Dunville**	***Easterbrook:*** **Lower- no suggestion**
Middle- Avoids as too political	**Middle- Nichol**
Upper- Pilkington	**Upper- Peel**
Martin: **not comfortable to address whole watershed**	***Presant:*** **Lower- Town of Haldimand**
	not comfortable to name others

From this process three study sites were finally selected within the Grand River corridor. They were the Town of Haldimand, located near the mouth of the River, on Lake Erie; the Dumfries Forest located midway on the Grand, in North and South Dumfries; and the East Luther/ Grand Valley area located near the headwaters of the watershed.

From the selection criteria summary shown in Figure 38 and the maps included in Appendix E, it is clear that the statistical analysis is not completely decisive. For the most part the indicators of population pressures ('density' and 'change', ranging from medium to high) clearly show that people are moving into the areas and thus rapidly changing the face of these landscapes. The exception here is East Luther/ Grand Valley which is situated as an anomaly in the study. It is a dense urban settlement set within a lower populated countryside. It was decided to keep that Township, however, as it serves as a contrast to the more southerly Townships with their population-pressured landscapes.

For the 'over-65 population' indicator, the Town of Haldimand and North and South Dumfries both prove to have a strong presence of elderly people. But once again there is a variance with the upper watershed site. East Luther has a low percentage of senior citizens, while the Town of Grand Valley has a medium rating. This may be an indication that older people like to stay in the region but move into the towns after retirement.

FIGURE 38
Statistical Summary of Selection Criteria

Selection Criteria	Town of Haldimand	N/S Dumfries	E.Luther/Grand Valley
Population Density /mile sq.	med. high[44]	med.high/ med.[45]	low/ high[46]
% Change in Population 1986/91	med. high	high/ med. high	med. high/ high
% Population 65+	med. high	med./ med. high	low/ med.
% Population Migrants	med.	med.high	high
Population Employed in Agri.	med.	med./ med. high	high/ low
Average Receipts/ Farm	low	med. high	low

As for the 'migrant population' all three areas rated medium to high. This could be a reflection of the rapid changes occurring in Southern Ontario. Within that range, however, there is the Town of Haldimand which appears to be the most stable, with the lowest influx of migrants; with North and South Dumfries following; and East Luther/Grand Valley at the other end of the spectrum experiencing the highest rate of new residents.

It is clear from the chart, as well, that Haldimand and the Dumfries are fairly strong agricultural areas with medium to medium high levels of the 'population employed in farming and farm-related activities'. East Luther is the most rural of all the townships; whereas the urban settlement of Grand Valley, understandably has the lowest percentage of people engaged in agriculture.

The final indicator of 'average receipts per farm' is the least useful measure - really only showing the prosperity of an area engaged in farming activities. North and South Dumfries rates medium to high, as fairly prosperous farm areas. Whereas, the Town of Haldimand and East Luther/ Grand Valley are the least successful of farming areas within the study.

The value of this statistical examination is that it indicates townships that have a strong rural tradition. They are also areas that are under development pressure, being situated in Southern Ontario. Yet, in spite of being located within the same river corridor, the sites differ significantly in demographic mix; prosperity of farming activities; and development pressure. The three selected sites ensured a good range of interview response.

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[44] Medium, high etc. designations is based on the summary maps found in Appendix E. There the measure is in quartiles. The lowest quartile is referred to as low; the second as medium; the third as medium-high; and the fourth quartile as high.

[45] In these combined designations two Townships listed are being noted.

[46] Note readings from East Luther/ Grand Valley are typical of a rural settlement surrounded by sparsely populated countryside.

The expert inquiry helped to finalize the selection process. Yet, the variety of response, and in some cases no response, made it more a review of the selections already made through the statistical process. The problem with the expert response was that everyone had different notions of what is the 'upper', 'middle' and 'lower' reaches of the River. However, a strong choice did occur for the Town of Haldimand, in the southern reaches of the watershed.

FIGURE 39
Site Selection Summary ***Town of Haldimand***

- near mouth of River;
- interesting initiatives emerging from that area in sustainability (Dunville Bioregions Project);and non-profit stewardship (Lower Grand River Trust Inc.);
- variety of landscapes within Township, from sand plains tobacco country, to clay loam market gardening, to slough forests;
- area and regional planning structure; and active citizenry;
- area under pressure from large-scale land use like incinerators and garbage dumps. This is a legacy from the large government-owned tracts of land assembled in the past for urban and industrial development;
- the other legacy of these mega-projects is that they have failed, leaving infrastructure that the remaining residents must support. The result of this experience is local desire to seek out more sustainablity development;
- interesting cultural history with Mennonite settlement, aboriginal presence, United Empire Loyalists, etc.;
- not presently under strong pressure from adjacent development, but it may step up with a proposed widening of a highway corridor from Hamilton.

North and South Dumfries

- located midway along the Grand;
- with strong agricultural tradition;
- beautifully scenic and ecologically significant forest. This makes it distinct from other areas in the study. The Dumfries area is largely known for its natural attributes;
- yet, also under considerable development pressure, being located along the 401 corridor;
- under pressure for rural estate development and aggregate resource extraction (especially because huge deposits within an economical distance from markets);
- complex planning structure that allows researcher to observe many different modes of jurisdictional operation, i.e., North Dumfries has Township, Area and Region of Waterloo planners. And in the South there is Township, and County planning that has been fragmented, from a formal planning office, to separate municipalities handling their planning by consultants (sensing resistance to upper tier government).

East Luther/ Grand Valley

- headwater location;
- overall, very rural situation;
- good contrast provided by distinct urban settlement within a countryside context;
- planning tradition is not highly formalized, as there is no upper tier presence at all. All the planning is done by consultants reporting directly to the Province;
- agricultural area does not seem to have as long a tradition as other areas; possibly a result of higher percentage of younger people, and migrants, and less prosperous operations;
- some pressure is coming from the Orangeville area, but it is it not as intense as that being experienced in the lower reaches of the watershed;
- located at the headwaters, the landscape is not as distinctively associated with the Grand. It tends to associate with adjacent headwater areas in this highland region.

As to the 'middle' site (although many called that mid-area the 'upper' part of the system), a few saw the Mennonite cultural region, found in Woolwich and Peel Townships, as a good site, others were partial to the natural gorge areas found in Pilkington and Nichol. Some experts were strong on the North and South Dumfries areas because of the Dumfries Forest. Others recommended Brantford and Onondaga. However, these were dismissed because the Native Reserve lands in those townships, although potentially being an interesting addition to the study, are not subject to the Provincial Planning Act. In the northern 'upper' watershed, two suggestions were made for West Luther at the headwaters. This was not used because there was no identifiable jurisdictional centre, as was afforded by East Luther/ Grand Valley. In the end three sites were selected, for a variety of reasons, as summarized in Figure 39.

5. Coding Framework

In qualitative textual analysis, a coding framework has to be established before any meaning can be derived from a text. In this study, Grounded Theory coding helped to break down a large volume of text into meaningful chunks of information. Following from this coding exercise, units of data were reassembled into larger themes, and these themes ultimately into a narrative. The narrative constructed on the landscape idea, and planning provisions for that idea in Ontario was based on the Ideal embodied in the concept, Countryside.

Three sources of information were used in devising the coding framework:

A. Provincial Definition of 'Landscape'

First, the definition of 'landscape' was consulted in the 1995's Planning Act's accompanying Implementation Guidelines - since the research is centred on those policies that were passed on March 28, 1995 (noting that the concept has

been retained in part in the Planning Act passed by the Conservative government in 1996).

B. Other Jurisdictional Definitions of 'Landscape'

Second, this definition of 'landscape' was examined against the standards used by the national and international conservation agencies. In all, 26 different standards were reviewed. This review in fact was done a year ago for separate contract work being completed for the Ministry of Culture. The investigation was actually around the term 'cultural heritage landscape', but the term 'landscape' can be considered synonymous with that phrase given the holistic definition afforded to 'landscape' in this study.

C. Academic Definition of 'Landscape'

Finally, leading academics writing on the subject of 'landscape' were consulted. As this thesis attests, much has been written on the subject of 'landscape'; and it was a considerable task just to touch the high points in that body of literature. The authors that were reviewed for this task included D.W. Meinig, W.G. Hoskins, Denis Cosgrove, Yi-Fu Tuan, Simon Schama, Simon Pugh, Michael Bunce, and J.B. Jackson.

A summary of the exploration of these sources follows. From this compilation and in consideration of the thesis question, "What is the provincially-sanctioned idea of landscape in Ontario; and how does it interact with the local landscape idea, and impact on future planning efforts?" - five themes emerged in describing the various dimensions of this idea. For purposes of analyzing the interviews, the following codes were used:

LANDSCAPE IDEA

A. Landscape as a Natural Environment

(expression of landscape in its elemental condition of soil, water, trees, animals, etc.)

B. Landscape as a Cultural Environment

(expression of landscape through its human associations)

C. Landscape as an Aesthetic

(expressed in terms of scenic qualities and sensual experience)

D. Landscape as a Resource

(expressed in the traditional sense of land as a resource for human use and benefit)

E. Landscape as a Place

(distinguished by intangible aspects of memory, identity and spiritualism)

In addition, other categories were established to deal with the separate issues of 'Landscape Planning' also included in the thesis question. These codes were used to analyze the influence of official sanctions on the landscape idea, and the planning decisions taken to conserve this idea. As such the codes used to assess "the impact on future planning efforts" dealt with aspects of both Sanctions and Planning. The commentary ranges from specifics on the current legislation in regards to landscape conservation; to

more generic thoughts on the state of planning, the nature of sanctions and 'good' planning practice.

SANCTIONS[47]

A. Planning Reforms

(assessment of the reform process that resulted in the new landscape sanctions)

B. New Landscape Sanctions

(assessment of new policies for landscape protection in the Province)

C. General Commentary on Government Planning Actions

(overall commentary on government; government planning actions; and sanctions)

PLANNING

E. Focus on Landscape Planning

(thoughts on the nature of landscape planning)

F. Role of Planning Actors in Landscape Planning

(naming actors that should be involved; and how they should be involved)

G. 'Good' Landscape Planning Practice

(normative thinking on what 'good' landscape planning should be like)

A. Provincial Definition of 'Landscape'

The Provincial Policies that were initially established on March 28, 1995 with Bill 163, formed the initial basis of this study. The "Comprehensive Set of Provincial Policies", attached to the Act, included two policies that made reference to 'landscape'. One was B13 and the other B14. However, because of the radical policy shifts through the research period, the study has been expanded to incorporate the more recent version of the Provincial Policy Statement. It also makes reference to 'landscape', in the December 1995 draft[48].

Attached to these definitions, the five-part understanding of 'landscape' (i.e., *Landscape as Natural Environment; Cultural Environment; Aesthetic; Resource;* and, *Place*) is added to demonstrate the utility of this adopted coding framework.

> **B13 Policy: "Policies and decisions regarding development and infrastructure should conserve significant landscapes, vistas and ridgelines."[49]**

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[47] The term 'Sanctions' is used in this thesis in its fullest meaning, as an "expressed authoritative permission or recognition (e.g., action, procedure, custom, institution, etc.)" The reason 'Sanction' is preferred over a term like 'Policy' is that 'Policy' does not convey the potential weight of these new landscape conservation measures. Sanction is more descriptive of the significance and potential of the term 'landscape' entering a new level of recognition in the Province. (Oxford University Press. 1971. *The Compact Edition of the Oxford English Dictionary,* Volume II. p.2633).

[48] Which is attached to the current Planning Act, passed on April 3, 1996, as Provincial Policy.

[49] Ontario Ministry of Municipal Affairs. 1994. *Comprehensive Set of Policy Statements.* Toronto: Queen's Printer for Ontario. p.10.

'Landscapes' is more fully defined in the Implementation Guidelines as, "The aggregation of natural and/or cultural components *[read 'Landscape as a Natural Environment']* which contribute to defining the view around us *['Landscape as an Aesthetic']*. Important landscapes exhibit individual features or combinations of features which are commonly recognized as being historic, aesthetic, cultural or scientific value *['Landscape as a Resource', and 'Landscape as a Cultural Environment']*. Landscapes provide important visual landmarks for defining community and place*['Landscape as a Place']*."[50]

> **B14 Policy: "Policies and decisions regarding development and infrastructure should conserve significant cultural heritage landscapes and built heritage resources."**[51]

Defining 'Cultural Heritage Landscape' in B14 of the Policies as, "a landscape which has been altered through human activity *[suggesting a 'Landscape as a Natural Environment' being transformed into a 'Landscape as a Cultural Landscape', and that activity making it a view of 'Landscape as a Resource']* and has been identified as being important to a community *[Landscape as a Place]*."[52]

The most current "Provincial Policy Statement", that came into effect with the passage of the newest Planning Act (Royal Assent April 3, 1996[53]), also made provision for the definition of 'landscape' as a Cultural Heritage Resource. With its passage however, the protection for scenic landscapes was eliminated.

> **2.5.1. Policy: "Significant built heritage resources and cultural heritage landscapes will be conserved."** [54]

Defining 'Cultural Heritage Landscape' as, "a defined geographical area of heritage significance which has been modified by human activities*[suggesting a 'Landscape as a Natural Environment' being transformed into a 'Landscape as a Cultural Landscape']*. Such an area is valued *['Landscape as a Resource']* by a community, and is of significance to the understanding of the history of a people or place*[Landscape as a Place]*."[55]

It is therefore evident in all these recent government planning publications, that similar themes are being used in the definition of 'landscape'. As is demonstrated, all the five dimensions of landscape as a 'Natural Environment'; a 'Cultural Environment'; an 'Aesthetic'; a 'Resource'; and a 'Place' are present.

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[50] Ontario Ministry of Municipal Affairs. 1994. *Implementation Guidelines.* Policy B13. Toronto: Queen's Printer for Ontario. p.8.

[51] Ontario Ministry of Municipal Affairs. 1994. *Comprehensive Set of Policy Statements.* Toronto: Queen's Printer for Ontario. p.10.

[52] Ontario Ministry of Municipal Affairs. 1994. *Implementation Guidelines.* Policy B14 and 15. Toronto: Queen's Printer for Ontario. p.19.

[53] Ontario Legislative Digest Service, 1st Session, 36th Legislature, 1996, Bill Number 20 (G), Release 20, April 26, 1996.

[54] Ontario Ministry of Municipal Affairs. December, 1995. "Provincial Policy Statement". p.7

[55] Ibid. p.12

B. Other Jurisdictional Definitions of 'Landscape'

Appendix F lists the material that was reviewed in the summer of 1995, for the Ministry of Culture as part of an international and national examination of landscape definitions. In most of the standards variously reviewed from Ontario; from across Canada; from Britain, Australia, and the United States; and from international agencies, the term 'Cultural Heritage Landscape' was often used. As was noted before, the definition of 'landscape' is inherent in this terminology. A 'landscape' by definition is a cultural entity, which forms part of our heritage. The use of 'Cultural Heritage Landscape' therefore, can be seen to be redundant. 'Landscape' does suffice, if its fullest meaning is embraced.

From that review it was concluded that there are many similarities between these 26 heritage landscape methodologies, in the way 'landscape' is defined. These common elements are summarized in Figure 40. These definitional dimensions of a cultural heritage landscape suggest the perspectives of *Landscape as a Natural Environment* in its terrain, concentrations, linkages and continuities; *Landscape as a Cultural Environment* in its interventions and associations; and *Landscape as a Resource* and *Aesthetic,* in its values.

FIGURE 40
Definition: 'cultural heritage landscape'

1. A landscape is composed of a ***geographic terrain;***
2. A landscape is the product of the ***human intervention with the natural environment;***
3. The ***associations*** of landscape are with,
   - ***-events***
   - ***-person/ people***
   - ***-historic themes***, e.g., political, industrial, military, technology, social, cultural, functional, architectural, economic, local community, land use/management, environmental, institutional, aesthetic, religious, spiritual, scientific, ideology, literary, artistic, sensual;
4. Landscape is a reflection of shared beliefs, meaning, traditions, attitudes, symbolism... ***values*** that give significance to landscape, e.g., landmarks, land ethic, family ties;
5. A landscape is created by ***concentrations, linkages, or continuities-*** either physical or thematic;

In addition to these qualities, cultural heritage landscapes are distinctive because of a number of variable elements summarized in Figure 41:

FIGURE 41
'Landscapes' are also...

6. Landscape can be a ***unique landscape or representative*** of a larger cultural landscape... this is dependent on its physical context;
7. Landscape can be associated with a ***particular period, several layers of periods, or has evolved*** and is ***continuing to evolve*** through time;
8. Landscape can be defined in a ***collective or individual*** manner; and,
9. Landscapes are composed of ***tangible, intangible and movable elements*** and together they comprise a cultural heritage landscape.

These final points really address *Landscape as a Place* in its identity, both geographic and temporal; in a collective or individualistic manner; and given substance through many elements that are tangible (real property), intangible (associations, legends, myths, etc.) and movable (photographs, poetry, prose, etc.)

C. Academic Definitions of 'Landscape'

The 'landscape' themes chosen to represent the idea are also evident in academic writings. From an exploration five themes emerged. The most influential authors are now presented. Of those the first, D. W. Meinig, has been the most influential.

FIGURE 42
D.W. Meinig, in "The Beholding Eye: Ten Versions of the Same Scene". [56]

Landscape as Nature- represents the natural environment
Landscape as Habitat- habitat for all biotic life, including humans.
Landscape as Artifact- represents interaction of natural with the cultural, an interaction that can be read in a landscape.
Landscape as System- rational view of landscape seen in a quantitative manner.
Landscape as Problem- examination of natural/cultural interactions that can be detrimental to both environments.
Landscape as Wealth- Seeing landscape as a resource to use. In the balance of environment and economics the scale tips towards the economic side.
Landscape as Ideology- seeing landscape development variously as evidence of progress, or as a mirror of societal inequalities, etc.
Landscape as History-seeing the landscape as continuous layers of human use and natural response.
Landscape as Place- defined and recognizable through intangible memories and associations.
Landscape as Aesthetic-reflecting the historic origins of landscape as scenery and landscape painting with notions of mass, line, etc.

[56] found in, D.W. Meinig (ed.). 1979. *The Interpretation of Ordinary Landscapes: Geographical Essays.* (New York: Oxford University Press. pp.33-48).

These ten versions of landscape however can be distilled to the five-part landscape idea:
Landscape as a Natural Environment
-which incorporates 'Landscape as Nature', 'System', 'Artifact', 'Problem',and 'Habitat'.
Landscape as a Cultural Environment
-which includes Meinig's 'Landscape as History', 'Ideology', and 'Habitat'.
Landscape as an Aesthetic
-relating to 'Landscape as Aesthetic', and 'Habitat'.
Landscape as a Resource
-which covers 'Landscape as Wealth', and 'Habitat'.
Landscape as a Place
-which relates to 'Landscape as Place', 'Artifact', 'System', 'Problem', and 'Habitat'.

The same five themes repeat in the works of many of the key landscape writers.

In his seminal work, *Making of The English Countryside*, W.G.Hoskins writes about the various aspects of landscape. He describes landscape in terms of Celtic and Roman ruins, Anglo-Saxon settlement, medieval colonizations, and parliamentary enclosures.[57] The five themes are seen in this book, when Hoskins talks of "History" *[Landscape as a Cultural Environment]*; "Pristine Scene to Altered Landscape" *[Landscape as a Natural Environment]*; "Beautiful Whole" *[Landscape as an Aesthetic]*; "Physical Variety" *[Landscape as a Resource]*; and, "Harmonies"*[Landscape as a Place].*

Denis Cosgrove, a noted cultural geographer, writes that landscape, "has its own assumptions and consequences, but assumptions and consequences whose origins and implications extend well beyond the use *[Landscape as a Resource]* and perception *[Landscape as an Aesthetic]*of land *[Landscape as a Natural Environment]*; that has its own techniques of expression, but techniques which it shares with other areas of cultural practice *[Landscape as a Cultural Environment].*"[58]

Cosgrove goes on to say that it is the surface of earth *[Landscape as a Natural Environment];* visual and functional arrangement *[Landscape as an Aesthetic* and *Landscape as a Resource];* natural and human phenomena *[Landscape as a Natural Environment* and *Landscape as a Cultural Environment];* and, multiple layers of meaning *[Landscape as a Place].*

Yi-Fu Tuan's writings also fits the five-part landscape definition.[59] Tuan concentrates on the perceptual, attitudinal and valued constructions that make landscape. *[Landscape as a Place, Landscape as an Aesthetic* and *Landscape as a Cultural Environment].* And the subject of these constructions is *Landscape as a Natural Environment* and *Landscape as a Resource.*

Art historian, Simon Schama, is a more recent arrival to the landscape field with his provocative book, *Landscape and Memory.* His book is full of rich images of landscape. He describes the Thames River Valley, where he grew up, with its history

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[57] Hoskins, W.G. 1988. *The Making of the English Countryside.* London: Hodder and Stoughton.
[58] Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books.
[59] Tuan, Yi-Fu. 1974. *Topophilia: A Study of Environmental Perception, Attitudes, and Values.* New York: Columbia University Press

dating to the "Celtic limestone" *[Landscape as a Cultural Environment* and *Landscape as a Natural Environment].* He recalls the smells of the Thames *[Landscape as an Aesthetic* and *Landscape as a Place];* and its ships moving to distant parts, "so the Commonwealth (as we had been told to call it) might pretend to live up to its name." *[Landscape as a Resource].*[60]

He also recalls, as a child, the sponsoring of trees for planting in Israel. "We were never exactly sure what all the trees were for. What we did know was that a rooted forest was the opposite landscape to a place of drifting sand, of exposed rock and dirt blown by the winds. The diaspora was sand. So what should Israel be, if not a forest, fixed and tall?... It was an innocent ritual. But behind it lay a long, rich and pagan tradition that imagined forests as the primal birthplace of nations; the beginning of habitation... All we knew was that to create a Jewish forest was to go back to the beginning of our place in the world, the nursery of the nation."[61] In this description he is dealing with all the five themes of *Landscape as Natural Environment, Landscape as a Cultural Environment, Landscape as a Place* and *Landscape as a Resource.*

Geographer, Simon Pugh concentrates on the heritage found in the rural landscape, writing that, "Landscape signifies a seductive mixture of peace and solitude with security and visual pleasure."[62] Pugh writes that landscape is composed of both, the rural ('gemeinschaft') where one finds humanity, leisure, individual, and the weekend; and the urban ('gesellschaft') which is associated with materialism, work, society, and the week. And in these two constructions all aspects of landscape are included. *[Landscape as a Resource, Place, Natural Environment, Cultural Environment and Aesthetic].*

Canadian, Michael Bunce is another author who talks of landscape in rural terms. He writes that landscape is, "deeply entrenched in our value system - ideologically, psychologically and culturally." *[Landscape as a Cultural Environment];* a "basic human desire for harmony with land and nature," *[Landscape as a Natural Environment];* a "sense of community and place." *[Landscape as a Place]*; and it ranges from country to the city in the use of it *[Landscape as a Resource]*; and it is a "Cultural construct and a social mix of ideology and values, myth and stereotype, image and perception as well as lived experience."*[Landscape as an Aesthetic].*[63]

And finally there is J. B. Jackson who has written extensively on the subject of landscape. In *Discovering the Vernacular Landscape* he writes, "A landscape is thus a space deliberately created to speed up or slow down the process of nature." *[Landscape as a Natural Environment].* And landscape is, "A composition of man-made or man-modified spaces to serve as infrastructure or background for our collective existence, and if 'background' seems inappropriately modest we should remember that in our modern use of the word it means that which underscores not only our identity and presence but our history." *[Landscape as a Cultural Environment, Landscape as a Resource,* and

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[60] Schama, Simon. 1995. "Introduction". *Landscape and Memory.* Toronto: Random House of Canada. p. 15.

[61] Ibid. pp.6-7.

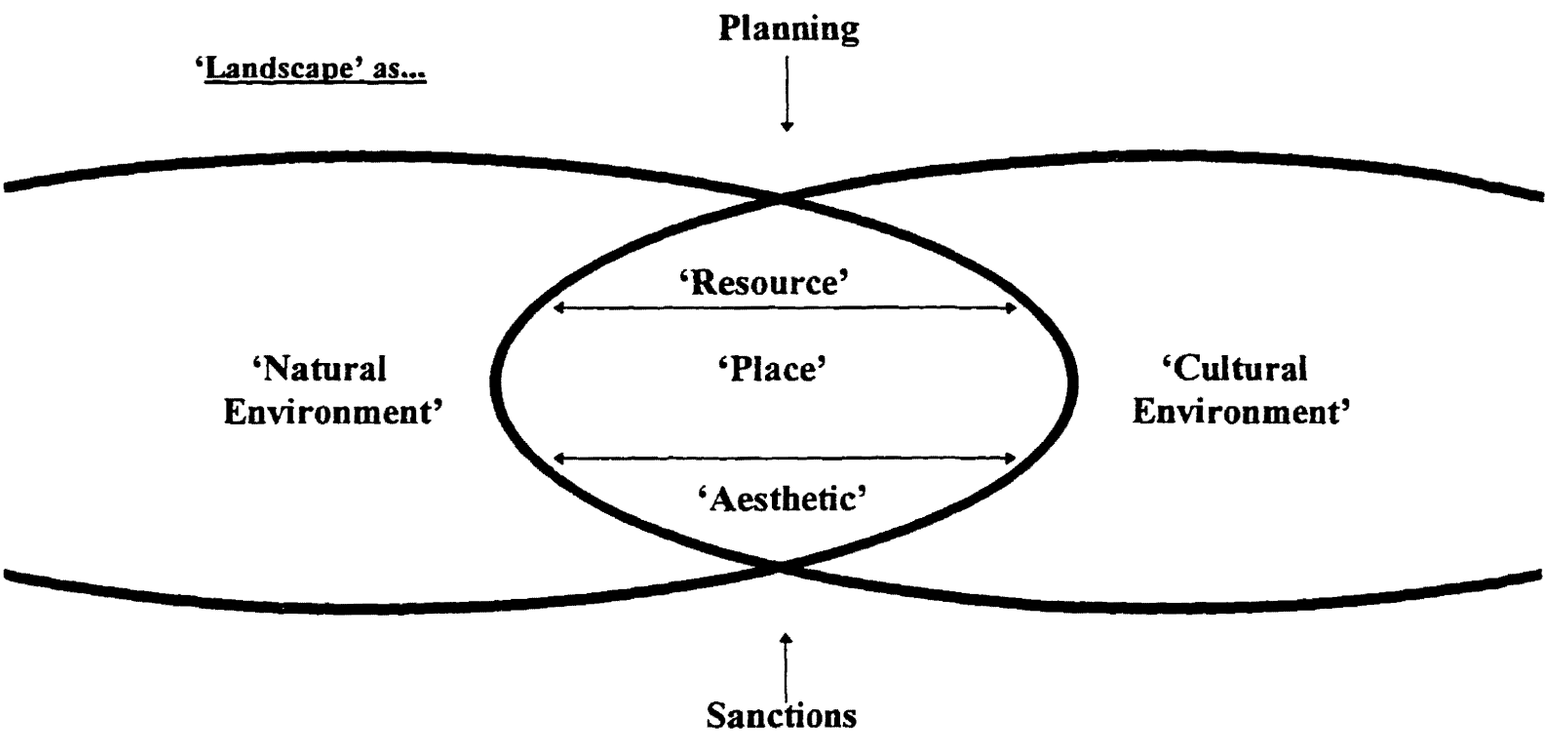
[62] Pugh, Simon. 1990. "Introduction: Stepping Out Into The Open". in, Simon Pugh (ed.). *Reading Landscape: Country-City-Capital.* Manchester: Manchester University Press. p.1.

[63] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of Landscape.* London: Routledge. pp.1-3.

Landscape as a Place]. As well it is, "A portion of the earth's surface that can be comprehended at a glance." *[Landscape as an Aesthetic].*[64]

Therefore the five-part descriptor for the landscape idea is a sound one, with resonance in the thinking of many key landscape writers and academics; as well as the current thinking of international, national and provincial policy makers. It is a useful way to divide the commentary into manageable bits of information. However, it should be noted that these are not separate categories, they all work together to form the larger idea of landscape. This interrelationship is characterized in Figure 42. Natural Environment represents one domain and Cultural Environment another. Landscape encompasses both. However, it is in their intersection and interaction that Landscape as a Resource, Aesthetic and Place is produced. And it is in that intersection, as well, that Landscape Planning and its Sanctions reside, trying to manage the relationship of the natural to the cultural, as 'landscape' is viewed variously as a Resource, Place, Aesthetic, Natural, and Cultural Environments.

FIGURE 43
Landscape Idea



[64] Jackson, John Brinckerhoff. 1984. *Discovering the Vernacular Landscape.* New Haven: Yale University Press. p.8.

6. Summary of Participants

Forty interviews were conducted for this study; the break down being 26 Local Planning Actors, and 14 Provincial Planning Actors. At the provincial level the interviews were selected on the basis of their involvement in and influence on the landscape policies in the Planning Act. The local participants were official planners, working at all jurisdictional levels as Area, Regional, and County planners. As well, other influential planning actors were consulted within the Township: developers; environmental activists; and, heritage interest group members.

The provincial and local participants play different roles in the planning of landscapes - one the policy makers; the other, the potential users of that policy at an area level. Variety amongst the planning actors is predictable, but this is compounded by the fact that the participants are distinctly influenced by operating at two different tiers. This provincial/local split is reflected in Figures 45 through 50.

This information is presented with the individual's confidentiality in mind. Names are never given, and only cursory biographical information is noted. This information is presented only to give the reader a better understanding as to why the study yielded the results that it did. It gives some insight into the factors that can profoundly effect the individual perception of landscape. Although this is not a piece of research on the influence of one's background and occupation on the landscape idea, it is however interesting to note the diversity.

The information used to describe the background of the planning actors is organized under three categories: Biographical Information; Landscape Planning Role; and Work Situation. Biographical Information includes gender; education, noting the area of specialization; and place of residence, be it rural or urban. The Landscape Planning Role is also important to note, whether it be 'Big P' planning or 'small p' as a politician, advocate, administrator and advisor - both past and present. Following from that is the Work Situation of these interviewees, again recorded for past and present employment. It is interesting to note the numbers who work inside and outside government; and if in government, at what level? As well, it is relevant to note in what area they tend to concentrate this work.

Totals are assigned to each of the divisions; but it must be noted that often participants answers would not fit neatly into the divisions of biographical information presented. Typically multiple answers were offered when information about work was sought. Many times people have worked in a multiplicity of situations, in a variety of areas of concentration; or, in the case of education, they have obtained multiple degrees. Therefore the more complex categories of education and work situations are noted solely by numbers of responses. These are only offered so that the reader can better understand the magnitude of a response. Percentage responses are only given for those categories that yielded more straight-forward responses, such as gender, place of residence, and planning role.

FIGURE 45
Profile of Planning Actors

		n=26 LOCAL		n=14 PROVINCIAL	
		Response #	%	Response #	%
Biographical Information					
Gender:	Female	8	31%	4	29%
	Male	18	69%	10	71%
Residence:	Child rural	12	46%	1	7%
	urban	14	54%	13	93%
	Past rural	9	35%	1	7%
	urban	17	65%	13	93%
	Present rural	16	62%	0	0%
	urban	10	38%	14	100%
Education:	Bachelor	17		13	
	Masters	11		8	
	Ph.D.	2		0	
	College	1		0	
	High School	2		0	
	Not Given	5		1	
Landscape Planning Role					
"Planner":	Past	15	58%	5	36%
	Present	14	54%	14	100%
Policy Involvement:					
	Policy Author			4	29%
	Guideline Author			4	29%
	Manual Author			1	7%
	Policy Reviewer			1	7%
	Commissioner			3	21%
	Comm. Ass't			1	7%
"Non-planner":					
	Politician				
	Past	4	15%		
	Present	3	12%		
	Advocate				
	Past	4	15%		
	Present	2	8%		
	Administrator				
	Past	1	4%		
	Present	1	4%		
	Advisor				
	Past	0	0%		
	Present	3	12%		
	Developer				
	Past	0	0%		
	Present	2	8%		
Other Activities:	Past	2	8%	9	64%
	Present	1	4%	0	100%

Work Situation: **PAST WORK**

Government: National.....		1
Provincial.....	2	9
Upper Tier.....	10	0
Lower Tier.....	10	2
Extra-Government:		
Non-Profit.....	3	1
Private.....	5	0
Academia.....	0	2
Politician/Advo.	0	1
Area of Concentration:		
Environment...	6	3
Heritage.....	2	7
Economic.....	1	0
Social Plng.....	0	0
Physical Plng..	15	4

Work Situation: **PRESENT WORK**

Government: National.....	0	0
Provincial.....	8	13
Upper Tier.....	10	0
Lower Tier.....	16	0
Extra-Government:		
Non-Profit.....	2	0
Private.....	5	1
Academia.....	0	0
Politician/Advo.	0	0
Area of Concentration:		
Environment...	7	2
Heritage.....	4	8
Economic.....	2	0
Social Plng.....	1	0
Physical Plng..	15	3

When one compares the provincial and local profiles a number of observations can be made. First, the gender split between the provincial and local planning actors is about the same, with approximately 1/3 of the interviewees being women and 2/3 men (see Figure 46). Another interesting comparison is the residential differences between the groups. The local participants have a closer tie to the countryside with a 50/50 split between urban and rural residency in childhood (see Figure 47); and 2/3 urban in past residences that flips to 2/3 rural in the present residences. As for the provincial participants most have almost entirely resided in urban settings, from childhood to the present.

The planning roles are distinctly different between the local and provincial levels. The local interviewees are almost split exactly between professional planner and civic-minded citizen (see Figure 48). The lay people involved, in descending order, are politicians and advocates, then administrators, advisors and developers. At the provincial level (see Figure 49) most actors are involved as landscape policy and Implementation Guideline drafters; and Planning Reform Commissioners; with policy reviewers, Commission assistants, and Landscape Technical Manual authors following.

Looking at the magnitude of response in the remaining categories, some other interesting patterns can be noted. In education there is a greater variety of backgrounds in the local participants. As for the work situation, actors at a local level have worked largely with lower and upper tier government; while the provincial people have work focused at a provincial level. The area of concentration of that work also varies predictably: the local participants focus on physical planning (where land use planning is the major preoccupation), and the provincial planning actors are involved mostly with heritage planning. Figure 50 depicts the breakdown of the provincial interviewees, as per their involvement in the planning reforms, and the creation of the resulting Provincial Policies, Implementation Guidelines and Technical Manual.

Here are the biographical factors that could have had some bearing on how the planning actors view landscape; and how they approach landscape planning decisions.

FIGURE 46
Gender Split for Local and Provincial Interviewees
(Provincial Actors Represented on Outside Ring; and Local Participants Reflected on Inner)

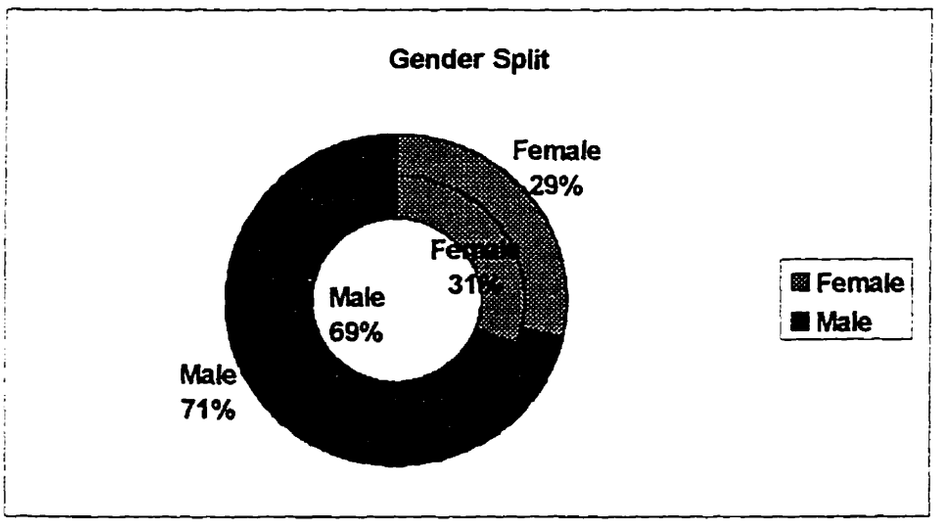


FIGURE 47

Residences of Local and Provincial Interviewees - in Childhood; Past; and Present

(Provincial Actors Represented on Outside Ring; and Local Participants Reflected on Inner)

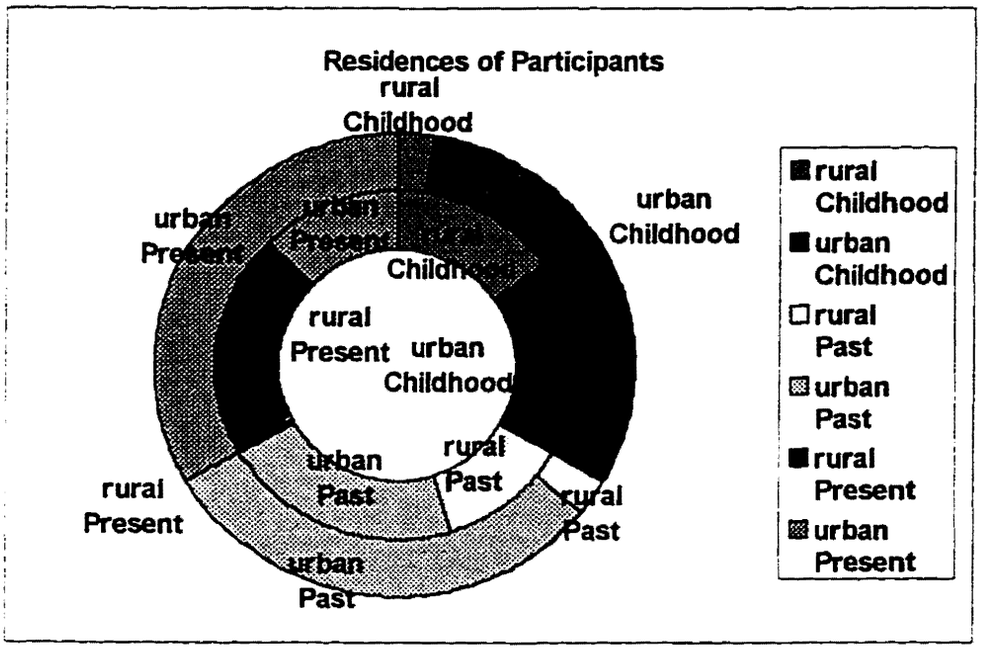


FIGURE 48

Planning Roles of Local Interviewees

(Present Planning Roles on Outer Ring; and, Past Planning Roles Located on Inner Ring)

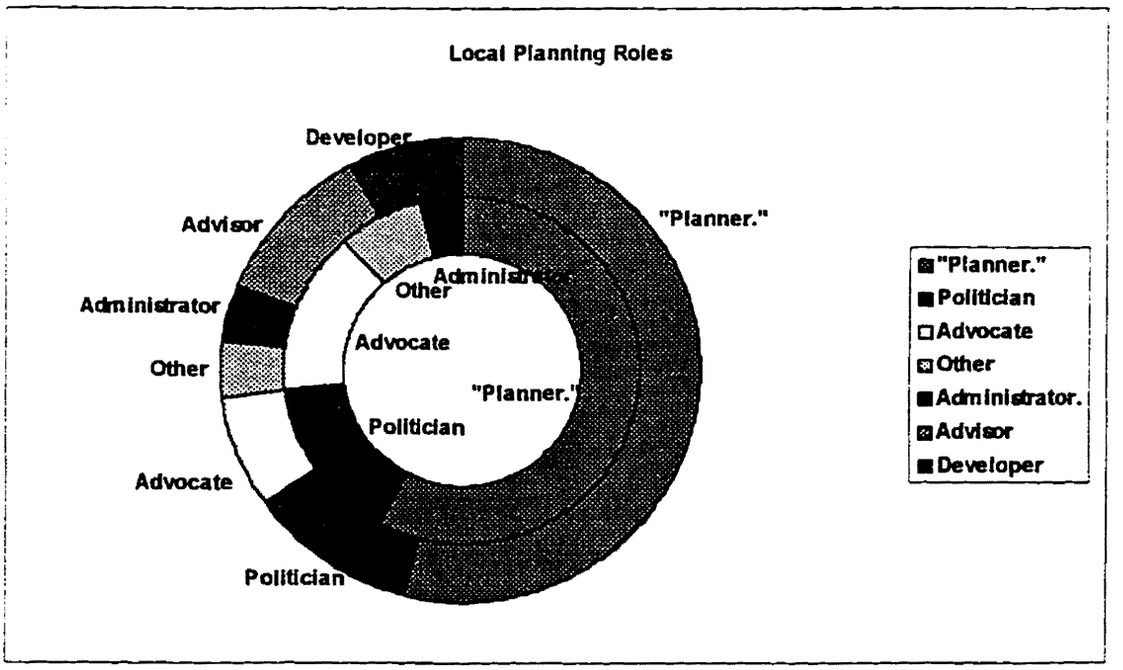


FIGURE 49
Planning Roles of Provincial Actors
(Present Planning Roles on Outer Ring; and, Past Planning Roles Located on Inner Ring)

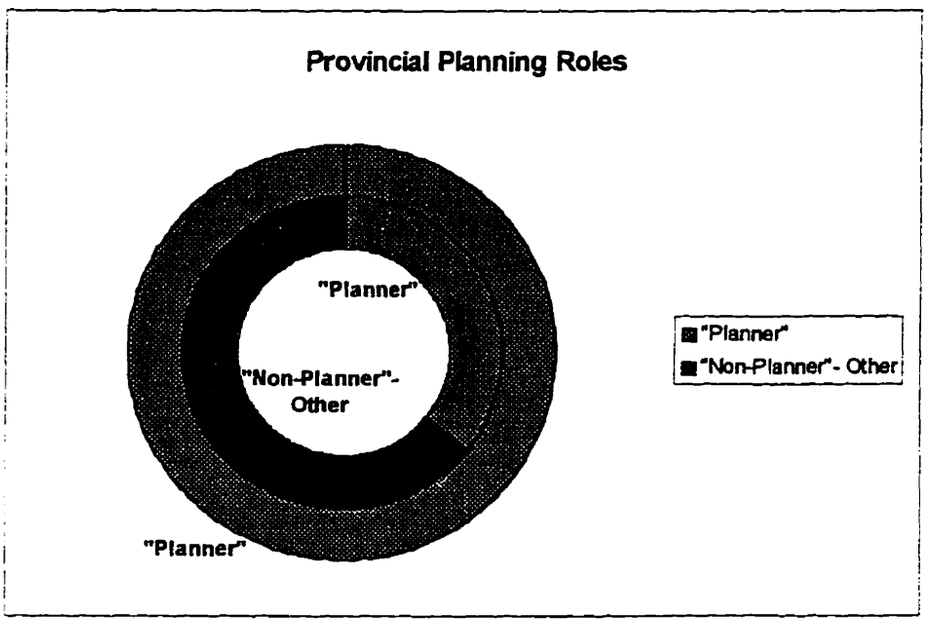
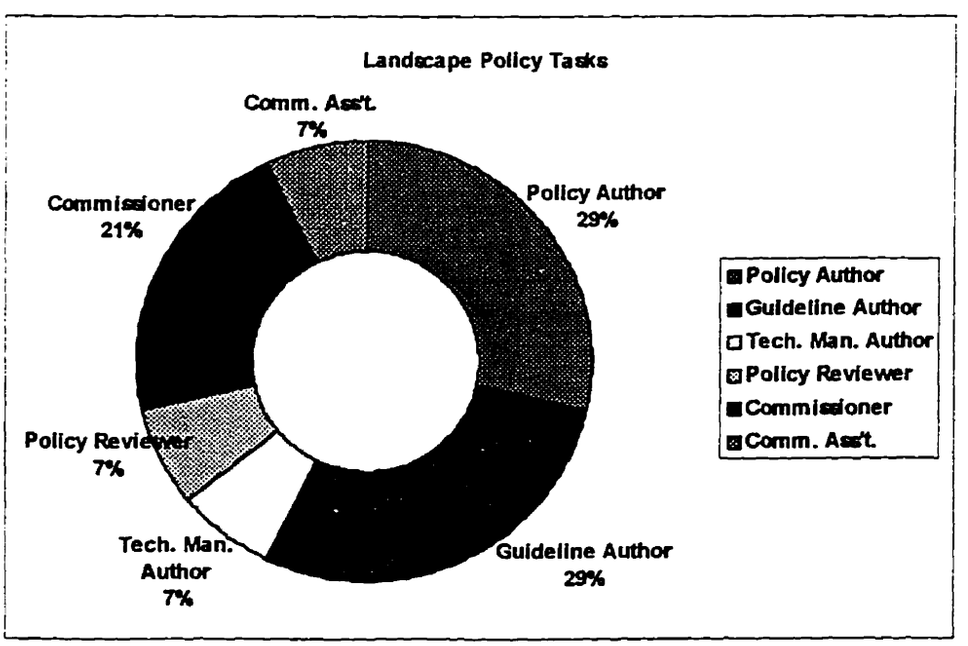


FIGURE 50
Landscape Policy Tasks of Provincial Interviewees



7. Conclusions

The Grand River is a watershed rich in both natural and cultural elements - landscape elements. Past and present conservation efforts reflect its importance. The first formalized effort came in 1932 with the Grand River Commission Act. Later there was the Grand River Conservation Act in 1946; and the creation of the Authority in 1948. Conservation work continued until 1966 when the institutional activity in the watershed was amalgamated with the union of the Grand River Commission and the Authority.[65]

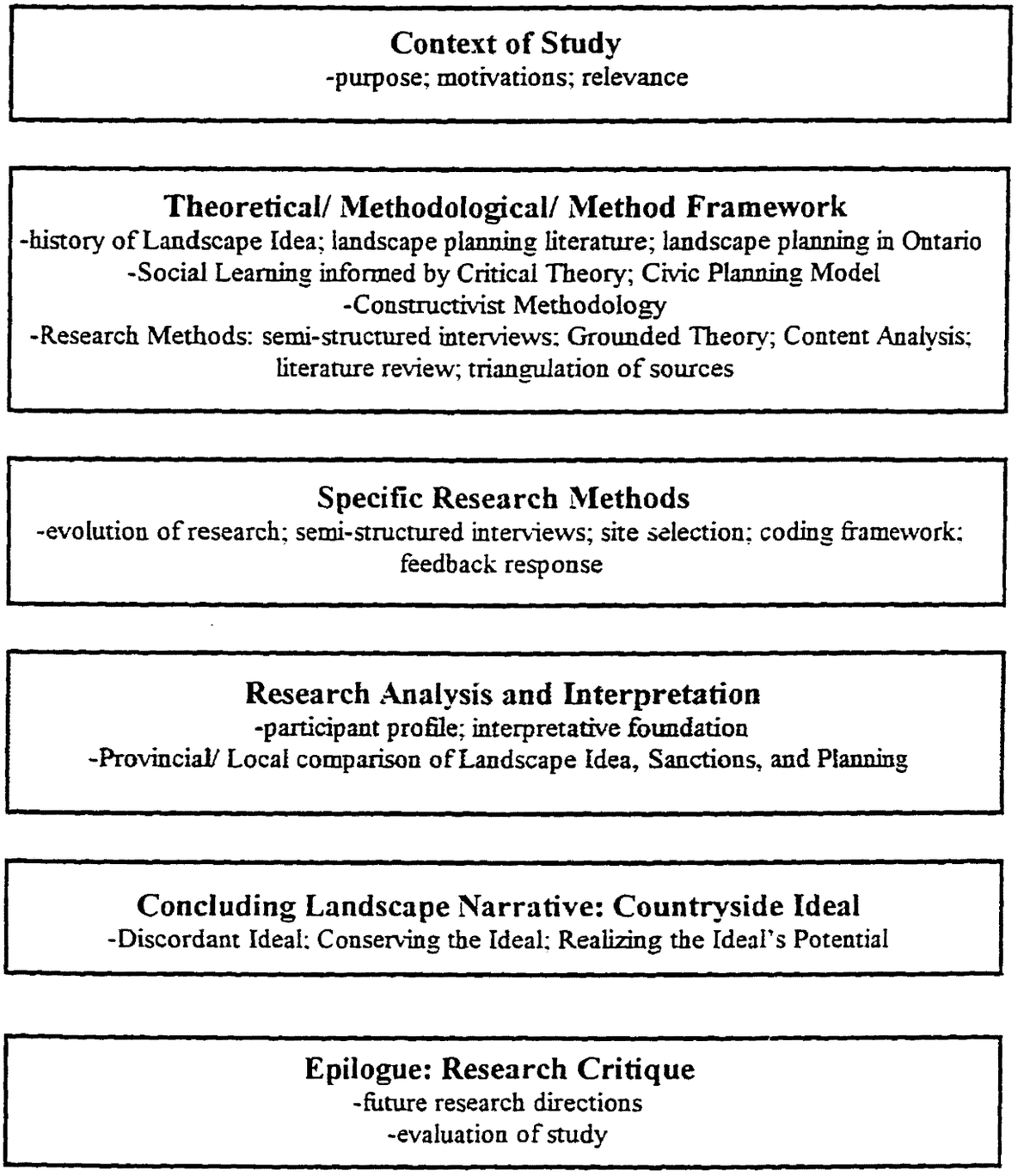
Today government cutbacks are paring back the operations of the Authority. Yet it continues its work because value is still seen in these landscape resources, which are under mounting development pressures, from outside and inside the watershed. The urban centres within the watershed are expanding; and exurbanites from Toronto and Hamilton are seeking out residential opportunities within the Grand River landscape.

The agencies beyond the Authority which are also responsible for conservation efforts in the watershed are the Regional and Area Municipalities; the Six Nations Reserve, as a semi-autonomous jurisdiction; and the odd provincially-controlled property. Beyond that, it is largely private lands. It is lands whose future depends on the balance struck between the citizen's conservation ethic, the profit motivation offered by developers, and the bureaucrat's and politician's will to conserve; dynamics typically found in a local-provincial power structure. The remaining chapters of this thesis deal with the determination of that future - as expressed in the landscape and the planning provisions for that idea.

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[65] Smith, George. 1989. "Parks and Protected Areas". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* Occasional Paper #9. Waterloo: University of Waterloo, Heritage Resources Centre. pp.171-184.

Figure 44
Thesis Structure: Research Analysis and Understanding



CHAPTER 4

Research Analysis and Understanding: *Understanding and Assessment of the LANDSCAPE IDEA*

The Analysis and Interpretation of the data collected in the interviews (and enriched by the literature review and feedback response) is now described. They are presented simultaneously as the two have easily merged as the landscape themes developed. To better facilitate comparison, the Provincial and Local responses are also given concurrent to one another. These Landscape themes are organized according to the *Nature, Perception,* and *Representation* framework of the paper. The section on the Landscape Idea commences with a description of the study's interpretive foundation as some background to the responses that follow.

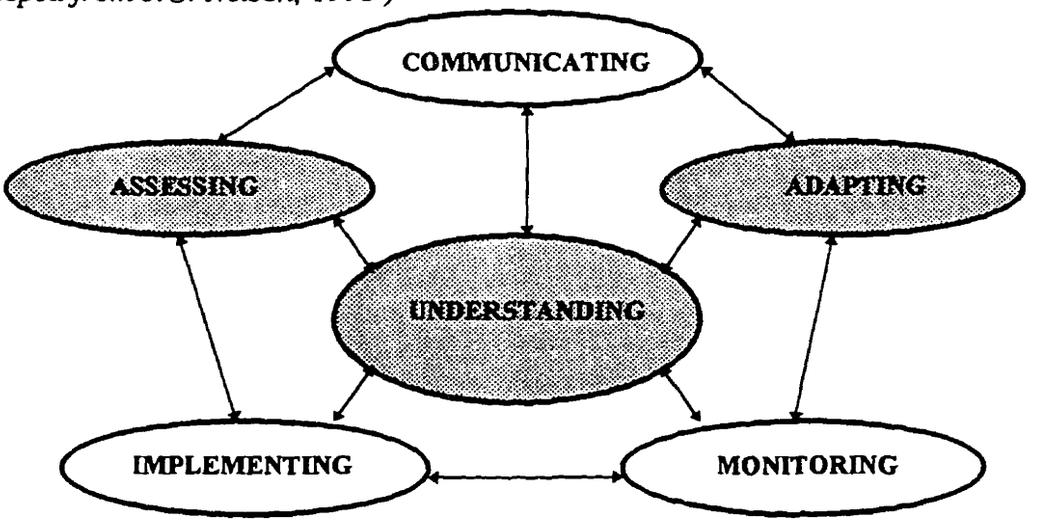
RESEARCH ANALYSIS and INTERPRETATION:
Understanding and Assessment

1. Interpretive Foundation

The foundation to the interpretation of the study's data and analysis is provided by the Civic Planning Model (see Figure 51). As described in previous sections the model breaks down the planning process into separate and inter-related components of which 'Understanding', 'Assessment' and 'Adaptation' is emphasized with this research.

It is the central element, 'Understanding', that preoccupies this researcher. In addition, this study extends beyond that 'Understanding' to 'Assessment' and 'Adaptations'. The 'Understanding' centres on the Landscape Idea and Landscape Planning, both at a Local and Provincial Level. Whereas the 'Assessment' focuses on the difference between the Landscape Idea held at the Local and Provincial Levels; and what impact those Ideas might have on the planning of those landscapes. This interpretation concludes in the final narrative with recommendations as to how the 'fit' of the Landscape Idea and Planning, can be attained through 'Adaptations'.

FIGURE 51
Civic Planning Model
(Developed from J.G. Nelson, 1993[1])



In describing the Interpretive Foundation it is essential to reiterate the central question this thesis is addressing:

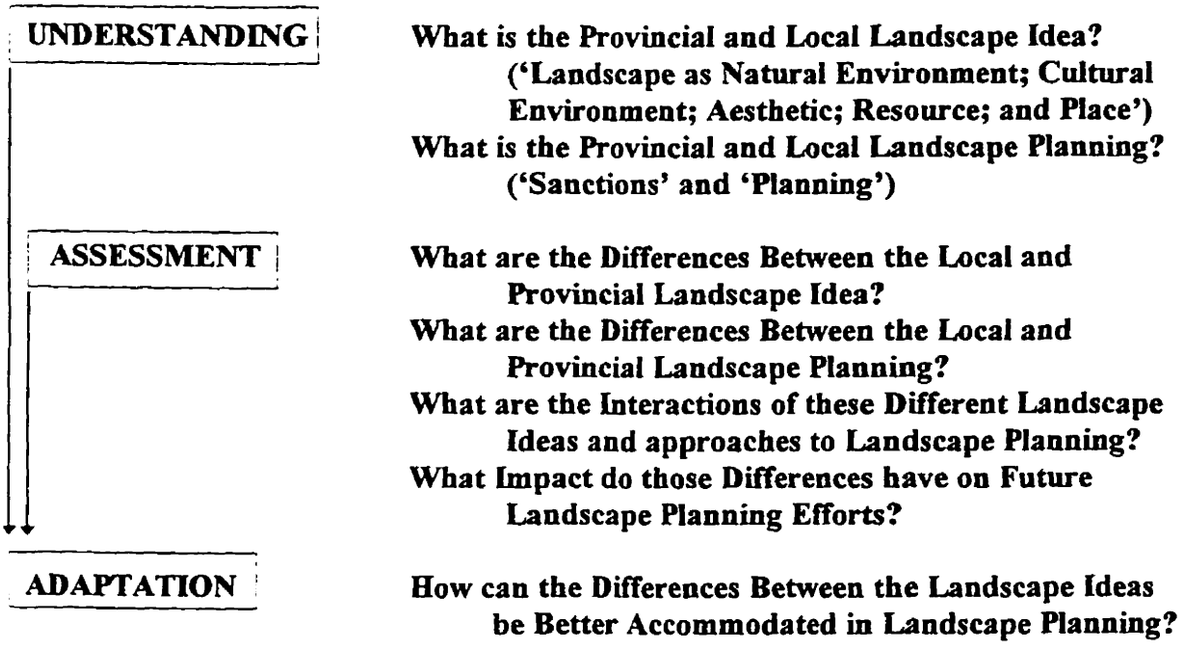
> **What is the provincial, officially-sanctioned idea of landscape in Ontario; and how does it interact with the local landscape idea, and impact on future planning efforts?**

[1] Adapted from J.G. Nelson's 1993. *Towards a Sense of Civics: Sustainable Development, the Universities and Provincial Renewal.* For Council of Ontario Universities, Universities and Provincial Renewal Conference, held November 7 to 9, 1993. Toronto: Council of Ontario Universities. Also used in Figure 9.

From this question flows the structure of the study. Figure 52 illustrates how the steps of 'Understanding', 'Assessment', and 'Adaptation' relate to that inquiry. The Question is broken down into an investigation of the Landscape Idea, at both Local and Provincial Levels. Landscape Planning, by implication, is also examined at a Local and Provincial Level. Next, in the 'Assessment' phase, the interactions of the levels of the Landscape Ideas are analyzed; and these Ideas in turn against the Landscape Planning actions. From that comparison the impact on future planning efforts can be anticipated; as can recommendations to improve the 'fit' of the Landscape Idea and Landscape Planning.

'Understanding' of the Landscape Idea therefore carries throughout the process: moving from the general discussion in landscape literature; through to the specific research findings; and beyond to its analysis, and interpretations; and finally to the future impacts of the Idea on Landscape Planning, presented in the conclusions.

FIGURE 52
Question Breakdown



2. Provincial and Local Comparison

The Provincial and Local articulations of landscape included all five components of 'Landscape as a Natural Environment'; 'Landscape as a Cultural Environment'; 'Landscape as an Aesthetic'; 'Landscape as a Resource'; and 'Landscape as a Place'. And like the definitional framework presented earlier in the paper, the participants expressed their impressions about the Landscape Idea, Sanctions and Planning according to its *Nature* (i.e., descriptions that deal with knowledge, the 'Composition' and 'Utility' of landscape; its

'Form and Function'); how it is *Perceived* (i.e., commentary dealing with the 'Position of the Observer', and how landscape may be 'Encountered'; in other words, the relationship of the subject to the object and how it is valued); and how it is *Represented* (i.e., how landscape is 'Measured', 'Revealed', and 'Given Substance'; and how value is translated into conservation action).[2] For each of these themes the differences between the two levels of planning - and Local- are noted, and interpreted; the significance being that these varying views and accompanying power structures will directly impact the planning decisions made regarding landscapes.

The implications of these differing perceptions are described in the paragraphs that follow the comparative tables; and one summarizing statement of impact is provided at the end of each category. A full collection of these statements is presented in Figure 53. It is upon these summarizing statements that the final Countryside Ideal narrative has been constructed. The full detail of this commentary can be found in Appendix H.

More specifically, the Analysis and Interpretation is organized in the following manner:

CHAPTER 4
Landscape Idea-

A. 'Landscape as a Natural Environment'
B. 'Landscape as a Cultural Environment'
C. 'Landscape as an Aesthetic'
D. 'Landscape as a Resource'
E. 'Landscape as a Place'

CHAPTER 5
Sanctions-

A. Planning Reforms
B New Landscape Sanctions
    i) Critique of Sanctions
    ii) Sanctions Impact on Overall Heritage Conservation
    iii) Impacts on Landscape Conservation
C. General Commentary on Government Actions

CHAPTER 6
Planning-

A. Focus on Landscape Planning
B. Role of Planning Actors in Landscape Planning
C. 'Good' Landscape Planning Practice

[2] As per Palka, Eugene. 1995. "Coming to Grips with the Concept of Landscape". *Landscape Journal.* 14(1): p.64.

FIGURE 53
Interpret'n Summary
NATURE

LANDSCAPE IDEA	PERCEPTION	REPRESENTATION
NATURAL ENVIRONMENT: THE 'NATURE' OF LANDSCAPE IS UNDERSTOOD AT BOTH LEVELS, BUT THE RICHEST UNDERSTANDING OF ITS NATURAL ELEMENTS EXISTS AT THE LOCAL LEVEL	A SCHISM EXISTS BETWEEN THE NATURAL AND CULTURAL ELEMENTS IN A LANDSCAPE, AT BOTH LOCAL AND PROVINCIAL LEVELS	LANDSCAPE CONSERVATION ACTIONS TAKE AN ABSTRACT FORM AT THE PROVINCIAL LEVEL; AT THE LOCAL LEVEL ACTIONS TAKE CONCRETE FORM, THUS CONFRONTING CHALLENGES OF DRAWING LINES, REACHING CONSENSUS, AND BALANCING ENVIRONMENTAL AND ECONOMIC RIFTS
CULT'L ENVIRONMENT: THE 'CULTURE' OF LANDSCAPE IS UNDERSTOOD AT BOTH LEVELS, BUT THE RICHEST UNDERSTANDING OF ITS CULTURAL ELEMENTS EXISTS AT THE LOCAL LEVEL. FOR LOCALS IT IS VITAL AND DYNAMIC	LANDSCAPES ARE VARIOUSLY VALUED, EFFECTED BY LANDSCAPE INTEGRITY AND UNIQUENESS; AS WELL AS ESTABLISHED CONSERVATION TRADITIONS, (i.e., LACAC) AT A LOCAL LEVEL	LANDSCAPE'S POTENTIAL IS RECOGNIZED AT THE PROVINCIAL LEVEL; THE LOCAL LEVEL IS YET TO BE CONVINCED
AESTHETIC: LOCAL PEOPLE ARE MORE ARTICULATE ABOUT THE EXACT NATURE OF THE LANDSCAPE AESTHETIC; WHEREAS, PROVINCIAL PEOPLE ARE CONCERNED ABOUT THE LARGER ADMINISTRATIVE ISSUES SUCH AS WHAT SCALE ENCOMPASSES A LANDSCAPE	LANDSCAPE VIEWS ARE VARIOUSLY VALUED BY LOCAL AND PROVINCIAL PLANNING ACTORS ALIKE. THUS UNDERLYING THE IMPOSSIBILITY OF REACHING A UNIFIED UNDERSTANDING OF LANDSCAPE	LANDSCAPE VIEWS ARE PUBLIC PROPERTY THAT LOCAL PLANNING MUST CONSIDER
RESOURCE: MIN. EXT.: PRESSURE ON A LANDSCAPE, TO BE ALTERED BY RESOURCE EXTRACTION ACTIVITIES, IS DEPENDENT ON ITS PHYSICAL ATTRIBUTES, SOCIETAL PRESSURES, AND ECONOMIC RATIONALE	DIFFERENT AGENDAS ARE APPARENT BETWEEN THE TWO LEVELS, WHEN IT COMES TO THE EXTRACTION OF MINERALS. THE PROVINCE SEEMS TO FAVOUR IT WHILE LOCALS HAVE TO LIVE WITH IT DAY-TO-DAY.	DECIDING UPON MINERAL EXTRACTION IS INFLUENCED BY THE PROMISE OF A PASTORAL OR NATURAL LANDSCAPE
RESOURCE: TOURISM: THE PASTORAL LANDSCAPE, IN PARTICULAR, HOLDS GREAT APPEAL THAT CAN YIELD BOTH EC. BENEFITS & PRACTICAL PROBLEMS	LANDSCAPE TOURISM HOLDS THE PROMISE OF LOCAL AREA SUSTAINABILITY	LANDSCAPE TOURISM DEMANDS COOPERATION OF LOCAL AREAS AND A REGIONALIZED STRATEGY TO REACH ITS FULL POTENTIAL
RESOURCE: WASTE: PRESSURE ON RURAL LANDSCAPES FROM URBAN GARBAGE IS DEPENDENT ON PHYSICAL ATTRIBUTES OF POTENTIAL SITES, SOCIETAL DEMAND, AND ECONOMIC RATIONALE AND THE INFLUENCE OF PROPONENTS	DEBATES OVER WASTE MANAGEMENT IN THE LANDSCAPE CAN BE EMOTIONAL, LENGTHY, AND EXPENSIVE: BOTH DIVISIVE AND COMMUNITY BUILDING	DECIDING UPON WASTE MANAGEMENT IN THE LANDSCAPE DEPENDS UPON THE STRENGTH OF OPPOSING LOBBIES, AND THE PROMISE OF TECHNOLOGY
RESOURCE: RESIDENT'L: PRESSURE ON RURAL LANDSCAPES FOR RESIDENTIAL DEVELOPMENT IS DEPENDENT ON ITS RELATIONSHIP TO ADJACENT URBAN AREAS, AND THE POLICIES REGULATING DEVELOPMENT WHICH ARE STOPPING SEVERANCES & ENCOURAGING INTENSIFICATION	THE APPEAL OF THE COUNTRYSIDE IDEA, AND THE IDEA OF GROWTH AS PROGRESS WORK AT ODDS TO ONE ANOTHER IN THE LANDSCAPE	DEVELOPMENT, AND CONSERVATION DECISIONS, ARE BASED ON THE VALUING OF DIFFERENT LAND USE, AND THE COST & PROFITS OF DEVELOPMENT. WHATEVER THE DECISION, IT IS BEST DONE IF HERITAGE IS UNDERSTOOD 'UP FRONT' IN THE PROCESS

LANDSCAPE IDEA...

NATURE

RESOURCE: AGRIC'L

AGRICULTURAL USE OF A LANDSCAPE IS DETERMINED BY NATURAL AS WELL AS ECONOMIC FACTORS

RESOURCE: ETC.

LANDSCAPE USES ARE DETERMINED BY SPECIFIC NATURAL, STRUCTURAL AND OWNERSHIP CONDITIONS; AND HAVE SPECIFIC ECONOMIC IMPACTS ON THE AREA IT IS LOCATED

PLACE

LANDSCAPE PLACES ARE A PARADOX: HIGHLY DISTINCTIVE, ESPECIALLY FOR LOCAL INHABITANTS, YET DIFFICULT TO DEFINE PRECISELY. AS SUCH THEY POSSESS GREAT POTENTIAL AND PRESENT GREAT CHALLENGES TO DECISION-MAKERS

PERCEPTION

DESIGNATION INFLUENCES THE VALUE PLACED ON LANDSCAPES USED FOR AGRICULTURE

LANDSCAPE PLACE IS ILLUSIVE YET DISTINGUISHABLE BY ELEMENTS OF 'RURAL CHARACTER'; ITS EXISTENCE IS ALSO MARKED BY THOSE WHO LIVE INSIDE AND THOSE OUTSIDE THAT LANDSCAPE PLACE

REPRESENTATION

PLACE IS A POWERFUL INCENTIVE TO GET LOCAL PEOPLE INVOLVED AND GIVE THEIR VIEWS ON LOCAL PLANNING INITIATIVES

SANCTIONS

PLANNING REFORMS

POLICIES THAT RISE FROM EFFECTIVE CONSULTATION ARE MORE REFINED AND ONE WOULD ASSUME ACCEPTED. YET IF COMPLEMENTARY SANCTIONS, SUCH AS THE IMPLEMENTATION GUIDELINES, ARE NOT ALSO ROOTED IN THE SAME CONSULTATION, THE COMBINED PRODUCT (OF POLICY AND GUIDELINES) WILL BE JUDGED BY THE LOWEST COMMON DENOMINATOR

NATURE

SANCTION: ASSESS'T

SUBJECTIVE EXPERIENCE OF LANDSCAPE, AND VAGUENESS OF POLICY THAT SERVES IT DEMANDS A NEW FLEXIBLE PLANNING PERSPECTIVE THAT LOCAL AREAS MAY OR MAY NOT EMBRACE

PERCEPTION

GUIDELINE SIZE IS PERCEIVED VARIOUSLY, AS A NECESSARY SUPPORT FOR LOCAL EMPOWERMENT OR EVIDENCE OF DOWNLOADING. THESE PROVINCIAL POLICIES WERE ALSO CRITICIZED FOR URBAN BIAS AND 'OUTSIDER' INTERFERENCE

REPRESENTATION

CONSERVATION IS EFFECTED FIRST BY THE INTEGRITY OF A RESOURCE, AND THEN THE PRIORITY GIVEN TO IT IN POLICY

SANCTIONS...

NATURE	PERCEPTION	REPRESENTATION
IMPACT ON OVERALL HERITAGE CONSERVATION		
LANDSCAPE CONSERVATION AND LOCALIZATION OF DECISIONS REQUIRES A VALUING OF LOCAL KNOWLEDGE, AND NEW PLANNING ROLES, RESPONSIBILITIES AND RIGOUR FOR LOCAL INHABITANTS	SANCTIONS HIGHLIGHT THE RAPIDLY CHANGING DYNAMICS OF POWER IN THE PROVINCE: LOCALIZATION OF PLANNING DECISIONS THAT WILL ULTIMATELY DETERMINE HOW LANDSCAPES WILL REALLY BE PROTECTED	LANDSCAPE SUSTAINABILITY DEMANDS A BALANCE OF ECONOMIC AND ENVIRONMENTAL FACTORS. THIS PRESUPPOSES CERTAIN CONDITIONS OF "KNOWING UP FRONT", EFFECTIVE CITIZEN PARTICIPATION, AND ULTIMATE ARBITRATION AT THE OMB
IMPACT ON LANDSCAPE CONSERVATION		
LANDSCAPE SANCTIONS MUST ACCOMMODATE THE LARGER, CONNECTED, AND DYNAMIC NATURE OF THE RESOURCE	LANDSCAPE SANCTIONS MUST SIMULATANEOUSLY ADDRESS THE DIFFICULTIES ASSOCIATED WITH LANDSCAPE, WHILE REALIZING ITS POTENTIAL. AS SUCH, ALL POLICIES ARE VARIOUSLY OR INCREMENTALLY ACCEPTED, ON THE BASIS OF LEGISLATIVE PRECEDENT, EFFECTIVE PUBLIC REVIEW, AND A PROVEN TRACK RECORD.	THE ADEQUACY OF THE PLANNING ACT AND LACAC'S FOR LANDSCAPE CONSERVATION IS IN QUESTION WITH THESE NEW SANCTIONS. POLITICAL WILL FOR 'SOFT' PLANNING ISSUES IS KEY. IF IT IS EMBRACED, A NEW HERITAGE LANDSCAPE CONSULTANCY INDUSTRY WILL BE SPAWNED.
GENERAL GOVERNMENT CONSERVATION ACTIONS		
SANCTIONS CAN TAKE MANY FORMS AND OFFER VARYING LEVELS OF PROTECTION FOR A LANDSCAPE	TO SUCCEED SANCTIONS MUST CONFRONT MANY OBSTACLES: LOCAL FEAR OF DESIGNATION; THREAT OF DIMINISHMENT OF PRIVATE RIGHTS; ELITISM BIAS FROM PAST CONSERVATION; AND PROVINCIAL DISTRUST. THEREFORE THEY ARE ALWAYS IN FLUX, WITH IDEOLOGY BEING THE BIGGEST INFLUENCE	THE DECISION TO CONSERVE LANDSCAPE DEPENDS ON THE PERCEIVED VALUE OF A LANDSCAPE; AND THE PERCEIVED THREAT OF CHANGE. CHANGE IS ALSO INHERENT TO SANCTIONS, BUT PLANNING SANCTIONS ALONE ARE NOT THE ONLY LEGISLATIVE AID TO LANDSCAPE CONSERVATION

LANDSCAPE PLANNING

FOCUS ON LANDSCAPE PLANNING		
LANDSCAPES CAN HOLD GREAT PROMISE FOR PLANNERS AS A HOLISTIC COMMUNITY RESOURCE, COMPLETE WITH NEW REQUIREMENTS FOR A LESS ACTION-DEPENDENT APPROACH AND A MORE THOUGHTFUL STEWARDSHIP MOTIVATION.	THE LANDSCAPE SCHISM PERSISTS WITH CULTURAL POLICY AT A LOCAL LEVEL, AND NATURAL POLICY AT AN UPPER TIER. DIFFERENT JURISDICTIONS CAN BRIDGE THIS SCHISM IF THEY COORDINATE PLANNING EFFORTS (ASSUMING AN EFFECTIVE UPPER TIER EXISTS)	SCALE IS FUNDAMENTAL IN LANDSCAPE PLANNING: SCALE DETERMINING THE LEVEL OF GOVERNMENT RESPONSIBILITY. A REGIONAL PERSPECTIVE HOWEVER, SEEMS VERY WELL-SUITED TO OVERALL LANDSCAPE MANAGEMENT LINKED TO EFFECTIVE LOCALIZED PLANNING EFFORTS.

LANDSCAPE PLANNING...

PLANNING ROLES

CIVIC LANDSCAPE PLANNING DEMANDS NEW ROLES AND RESPONSIBILITIES OF PLANNERS, THE PUBLIC, COMMUNITY GROUPS, ADVISORY BODIES, NON-PROFIT ORGANIZATIONS, POLITICIANS, THE PROVINCE, AND DEVELOPERS; AND A NEW RECOGNITION OF WHAT IS A 'LANDSCAPE EXPERT'. YET CURRENT PLANNING ACT CHANGES COULD SEVERELY CONSTRAIN THOSE NEW INITIATIVES.

NATURE

'GOOD' LANDSCAPE PLANNING PRACTICE

'GOOD' PLANNING NEEDS A FULL RANGE OF PUBLIC AND PRIVATE REPRESENTATION AND A FULL RANGE OF INFORMATION

PERCEPTION

'GOOD' LANDSCAPE PLANNING MEANS SEEKING SUSTAINABILITY WHERE GENERAL LANDSCAPE PROTECTION, PRESCRIBED LANDSCAPE PLANNING METHODOLOGY, AND A PROFESSIONAL LANDSCAPE PLANNING CODE OF ETHICS COULD ENSURE LANDSCAPES ARE NOT COMPROMISED

REPRESENTATION

IDEALLY LANDSCAPE PLANNING COMMENCES WITH A VISIONING EXERCISE; WHICH NATURALLY LEADS TO AN ITERATIVE PROCESS; THAT EXTENDS THROUGH TO A MASTER PLAN; AND EVENTUALLY BEYOND TO A COMMITMENT TO A LONGER-TERM INVOLVEMENT WITH LANDSCAPE CONSERVATION

3. Landscape Idea

A. 'Landscape as a Natural Environment'

Landscape as a Natural Environment was described variously by participants in terms of:

1. **Topography-** describing relief.
2. **Hydrology-** describing different water features.
3. **Vegetation-** describing different types of vegetation.
4. **Physiography-** describing connections of different elements.
5. **Climate-** climatic influence on vegetation.
6. **Habitat-** describing environments for animal and human life.
7. **Nodes, Corridors, Linkages-** describing landscape in terms of these ecological terms.
8. **Defining-**easier to define natural elements.
9. **Classification-**many different types of designations used to describe landscapes.
10. **Systems of Natural and Cultural Elements-** landscape represents the union of the two elements.
11. **Natural is 'Expert's' Realm-** the natural environment warrants an expert's perspective.
12. **Dynamic-** landscape as a constantly changing system.
13. **Vistas are Natural-** participants voiced the belief that landscapes are vistas; and vistas can only be natural scenes.

FIGURE 54

'Landscape as Natural Environment' - Interviewee Response Summary

	LOCAL/26		PROVINCIAL/14	
Landscape Element	Response #	%	Response #	%
1. Topography	11	42%		
2. Hydrology	17	65%	6	43%
3. Vegetation	11	42%	2	14%
4. Physiography	10	38%	6	43%
5. Climate	1	4%	0	0%
6. Habitat	12	46%	1	7%
7. Nodes, Corridors, Linkages	4	15%	2	14%
8. Defining	5	19%	0	0%
9. Classification	7	27%	4	29%
10. Systems of Nat'l and Cult'l Elements	3	12%	0	0%
11. Natural - Expert's Realm	0	0%	1	7%
12. Dynamic	0	0%	1	7%
13. Vistas are Natural	0	0%	1	7%

Nature: As can be seen in Figure 54, the Provincial Planning Actors talk of the *Nature* of 'Landscape as a Natural Environment' in terms of its form and function evident in hydrology, vegetation, physiography, habitats, and its dynamics of change. Whereas, the Local Planning Actors describe landscape's *Nature* more fully in terms of localized effects of topography and climate. Local participants also described landscape as a composite of natural and cultural elements. As such, it is an ecological system, where one set of forces effects the other. A Provincial Planning Actor went even further to make the point that landscapes are dynamic ever-changing systems. The fullness of the local description of landscape suggests the first landscape theme.

THE 'NATURE' OF LANDSCAPE IS UNDERSTOOD AT BOTH LEVELS, BUT THE MOST EXPRESSIVE UNDERSTANDING OF ITS NATURAL ELEMENTS EXISTS AT THE LOCAL LEVEL

Perception: Interestingly Local Planning Participants made no observations about issues of *Perception.* However, the Provincial Planning Actors did make comments that reflect the schism that exists between natural and cultural elements in landscape - a schism in perception that is reflected in institutional arrangements, and educational approaches. In particular, one participant referred to the argument amongst different ministries, as to who should have authorship for the policies for landscape view protection. The Ministry of Natural Resources felt that landscape perception was an inherently human experience, and as such should be handled by the Ministry of Culture. Whereas, Culture felt the only landscapes worth viewing were natural, and thus the preserve of Natural Resources. The fact that this schism exists suggests that the understanding of landscape has a long way to go before it is considered an integrated whole. And the division of Policy at a provincial level, influences landscape understanding at a local level, where the Policy is applied.

The parts of landscape considered to be a Natural Environment are served by more powerful experts; the experts being aligned with a rational, scientific and objective point of view. Conversely, there is a prevalent feeling that the cultural aspects of landscape are understood best by the non-expert, perceived through an irrational, emotional and subjective point of view.

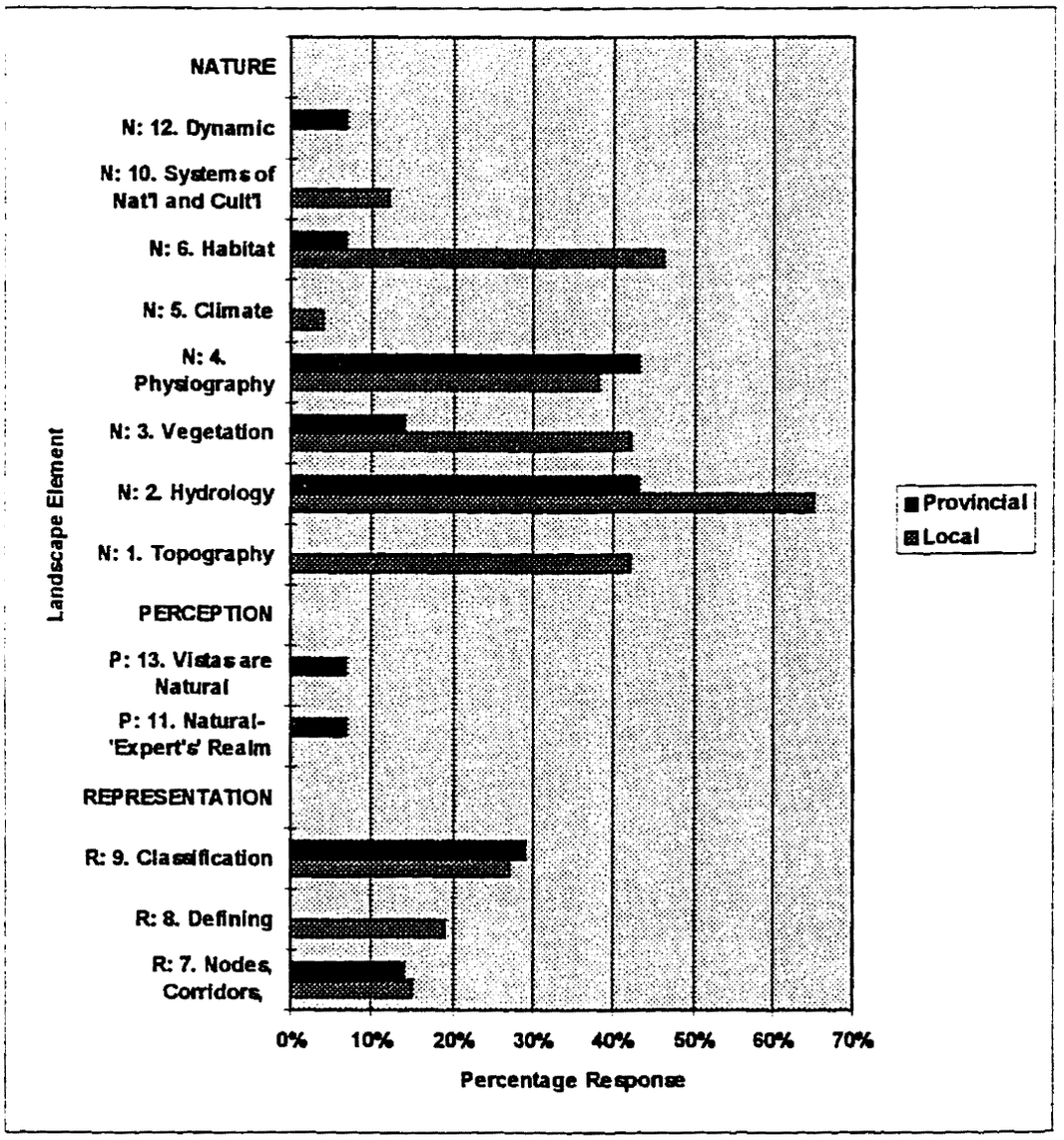
A SCHISM EXISTS BETWEEN THE UNDERSTANDING OF NATURAL AND CULTURAL ELEMENTS IN A LANDSCAPE, AT BOTH LOCAL AND PROVINCIAL LEVELS. THE INTEGRATION OF THESE PERCEPTIONS IS KEY TO THE DYNAMICS OF DECISION-MAKING SURROUNDING THEIR CONSERVATION.

Representation: Natural landscapes are often classified according to special designations. Awareness of classification is common to both levels (around 30% response each); the act of naming and parceling off sections of the landscape through official designations, such as ESPA's and ANSI's. However, it is the people at a local level who talked of the difficulties of drawing the lines around these classified landscapes. Presumably this is because it is the local people and not the Provincial Planning Actors that have to deal with

the day-to-day problems of reaching consensus on these classifications; protecting these classifications in local Official Plans; and establishing protected areas in the midst of a landscape usually considered to be open for development. These local classifications naturally lead to islands of protection, in spite of the growing recognition of the need for a more 'connected' approach to landscape conservation.

LANDSCAPE CONSERVATION ACTIONS TAKE AN ABSTRACT FORM AT THE PROVINCIAL LEVEL; AT THE LOCAL LEVEL ACTIONS TAKE CONCRETE FORM, THUS CONFRONTING CHALLENGES OF DRAWING LINES, REACHING CONSENSUS, AND BALANCING ENVIRONMENTAL AND ECONOMIC RIFTS

FIGURE 55
'Landscape as a Natural Environment'



B. 'Landscape as a Cultural Environment'

Landscape as a Cultural Environment was described variously by participants in terms of:

1. **Historical Connection** - landscape is a historical record within which one is able to 'read' successive layers of occupation.
2. **Contemporary Connection** - landscape reflects issues of current politics, religion, and ethics, and so on.
3. **Fixation on Architecture/Urban** - landscapes are connected most often with architecture and urban conditions.
4. **Unique/ Ubiquitous** - a landscape is both a unique and ubiquitous resource.
5. **Cultural Association** - cultural groups can be strongly identified and tied to a landscape.
6. **Cultural-Natural Interface** landscape is a product of the union between natural and cultural forces.
7. **Qualitative Emphasis** - more of the qualitative aspects of measurement and expression are emphasized with cultural landscapes.
8. **European Bias/ Elitist Association** - there are elitist and privileged associations when landscape is considered a heritage resource.
9. **Community Building** - landscape heritage is seen to contribute to a community.
10. **Growing Interest** - observation that the study of landscapes is a growing field of concern.
11. **Dynamic** - ever-changing because of the dynamism of human presence.
12. **Valuing** - integrity and the uniqueness of a cultural landscape reflects its value.

FIGURE 56

'Landscape as Cultural Environment' - Interviewee Response Summary

Landscape Element	LOCAL/26 Response #	LOCAL/26 %	PROVINCIAL/14 Response #	PROVINCIAL/14 %
1. Historical Connection	14	54%	11	79%
2. Contemporary Connection	9	35%	2	14%
3. Fixation on Architecture/Urban	13	50%	2	14%
4. Unique/Ubiquitous	10	38%	6	43%
5. Cultural Associations	9	35%	1	7%
6. Cultural-Natural Interface	4	15%	1	7%
7. Qualitative Emphasis	3	12%	3	21%
8. European Bias/ Elitist Association	9	35%	3	21%
9. Community Building	0	0%	1	7%
10. Growing Interest	0	0%	1	7%
11. Dynamic	0	0%	1	7%
12. Valuing	3	12%	0	0%

Nature: Cultural landscapes serve an important function as a repository of community heritage. Landscape heritage can act as a source of identity, roots and knowledge. At a local level participants provide specific examples of cultural association, naming actual landscape elements (e.g., Ruthven, Nelles Tract, and Rainham Township). Whereas, Provincial Actors, although talking more about landscape heritage, used more generic references such as structures, settlement patterns, and archaeological sites; and refer to the functioning of cultural landscapes as dynamic systems.

Local Participants also emphasized the current contemporary connections to landscape, e.g., in terms of aboriginal land claims, and meaning of living in a landscape with certain cultural affiliations such as the Mennonite townships Woolwich and Waterloo. This reflects the difference of the remote experience of a landscape to a vital everyday experience of a landscape.

THE 'CULTURE' OF LANDSCAPE IS UNDERSTOOD AT BOTH LEVELS, BUT THE RICHEST UNDERSTANDING OF ITS CULTURAL ELEMENTS EXISTS AT THE LOCAL LEVEL. FOR LOCALS IT IS REAL, VITAL AND DYNAMIC

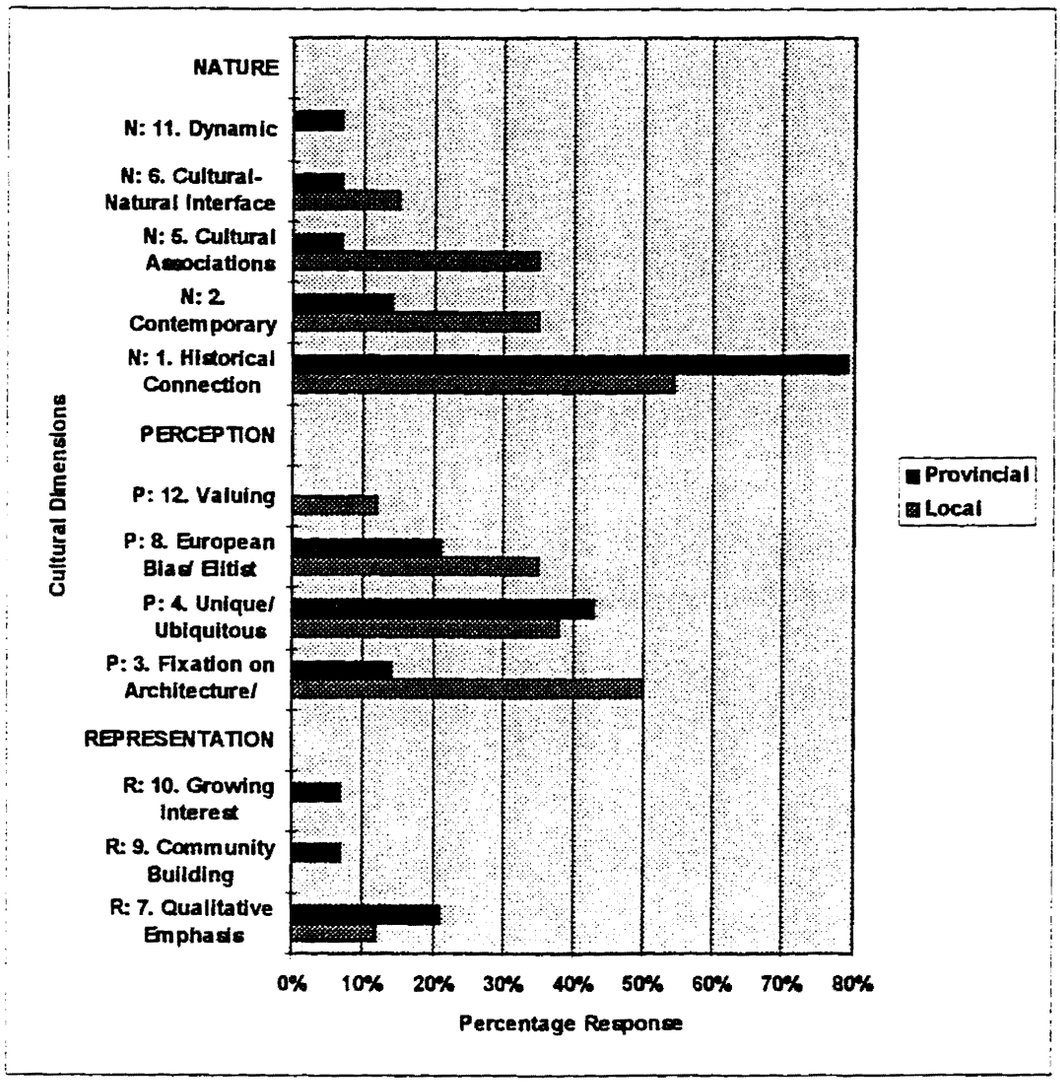
Perception: The cultural associations of landscape are both historical and contemporary. As such, the landscapes are variously valued. They can be greatly valued by the curious, who want to learn about the past inhabitants of a landscape; or those who seek answers about how to manage that landscape today. Conversely there are those who choose to ignore the legacy found in landscape and modify it through neglect or development. The value placed on a landscape varies from person to person, each influenced by whether the landscape still has integrity; and whether it represents a unique or ubiquitous heritage resource. Further, concerns about valuing a landscape were more apparent at a local level, a situation that may be expected since cultural heritage decisions are largely made by the community. The problem with the localization of heritage decisions is that greater value seems to have been traditionally directed towards European settlement, structural preservation, and urban conditions - all the legacy of LACAC's former mandate of architectural conservation.

LANDSCAPES ARE VARIOUSLY VALUED, EFFECTED BY LANDSCAPE INTEGRITY AND UNIQUENESS; AS WELL AS ESTABLISHED CONSERVATION TRADITIONS (i.e., LACAC's) AT A LOCAL LEVEL

Representation: Concern for landscape heritage is evidently growing in the Province. In particular, the Province sees its potential for building community and broadening land use planning to include more qualitative issues in decision-making. However, it remains to be seen whether that concern is influential enough to initiate real conservation action at a local level.

LANDSCAPE'S POTENTIAL AS A SOUND PLANNING FOUNDATION IS RECOGNIZED AT THE PROVINCIAL LEVEL; THE LOCAL LEVEL IS YET TO BE CONVINCED

FIGURE 57
'Landscape as a Cultural Environment'



C. 'Landscape as an Aesthetic'

Landscape as an Aesthetic was described variously by Planning Actors in terms of:

1. **Natural Preference** - participants expressed a preference for natural scenery.
2. **Pastoral Preference** - whether a landscape 'fits' or not is judged by the picturesque Ideal of Countryside.
3. **Heritage Preference** - older buildings are preferred as being more beautiful than modern buildings.
4. **Variety Preference** - variety holds one's interest and therefore should be fostered.
5. **Rolling Preference** - expressed preference for rolling topography.
6. **Perspective of View** - participants mentioned that the vantage point must be considered when thinking of views.
7. **Subjective** - aesthetic opinion of landscape differs person to person.
8. **'Landscaping'** - landscape can also be interpreted in the design sense of 'landscaping'.

9. **Landmarks** - some views act as landmarks; views that give identity and unity to a landscape.
10. **Visual Studies** - Local Planning Actors recognized the growing sophistication of visual studies field.
11. **Types of Views** - Local Interviewees felt there are a variety of different views.
12. **Aesthetic Issues Less Important** - notion that visual is less important; characterizing landscape views as 'pretty'.
13. **Artist's Special Appreciation** - a few Local Participants felt that being an artist, photographer, or painter brings special insights to a landscape.
14. **Long View Preference** - both levels expressed a preference for a longer view.
15. **Public Access** - at both levels issues of public access are highlighted with landscape views.
16. **Decline of Aesthetics** - the decline of landscape aesthetics parallels environmental and societal decline.
17. **Scale of Perception** - a bigger scale is associated with the visual landscape and the smaller scale of the cultural.
18. **Landscape is Visual** - one Provincial Interviewee thought that when a landscape is mentioned it invariably means only the visual.
19. **Policy Placement** - argument occurred as to the placement of Landscape Policies as natural or cultural elements.

FIGURE 58

'Landscape as an Aesthetic' - Interviewee Response Summary

Landscape Element	LOCAL/26		PROVINCIAL/14	
	Response #	%	Response #	%
1. Natural Preference	9	35%	1	7%
2. Pastoral Preference	13	50%	0	0%
3. Heritage Preference	2	8%	0	0%
4. Variety Preference	2	8%	0	0%
5. Rolling Preference	11	42%	2	14%
6. Perspective of View	5	19%	0	0%
7. Subjective	6	23%	2	14%
8. 'Landscaping'	3	12%	0	0%
9. Landmarks	5	19%	0	0%
10. Visual Studies	4	15%	0	0%
11. Types of Views	3	12%	0	0%
12. Aesthetic Issues Less Important	1	4%	2	14%
13. Artist's Special Appreciation	3	12%	0	0%
14. Long View Preference	1	4%	1	7%
15. Public Access	3	12%	1	7%
16. Decline of Aesthetics	1	4%	2	14%
17. Scale of Perception	0	0%	2	14%
18. Landscape is Visual	0	0%	1	7%
19. Policy Placement	0	0%	2	14%

Nature: The nature of the landscape aesthetic, and particularly the preferences for certain landscape views are commonly articulated by Local Planning Actors, i.e., natural, pastoral, heritage, variety, and rolling terrain; as are the types of certain views and perspectives. It was the Provincial Planning Actors however, who expressed concern over the scale of perception - grappling with the larger issue of what scale best represents a landscape.

LOCAL PEOPLE ARE MORE ARTICULATE ABOUT THE EXACT NATURE OF THE LANDSCAPE AESTHETIC; WHEREAS, PROVINCIAL PEOPLE ARE CONCERNED ABOUT THE LARGER ADMINISTRATIVE ISSUES, SUCH AS WHAT SCALE ENCOMPASSES A LANDSCAPE

Perception: The experience of landscape is a subjective one - the Local Interviewees most commonly reflecting the range of experience and resulting valuing. Some Planning Actors value the views as important community landmarks; others as a mere 'landscaping' item; and others still believing that only an artist can truly see and appreciate landscape.

Variation of valuing was also evident at a provincial level, some participants expressing the opinion that landscape, as a view, is less important than the cultural heritage in a landscape; some going further believing that landscape can only be a visual entity. At the other end of the spectrum, Provincial Planning Actors believed that landscape views were important as indicators of larger issues of environmental and societal health.

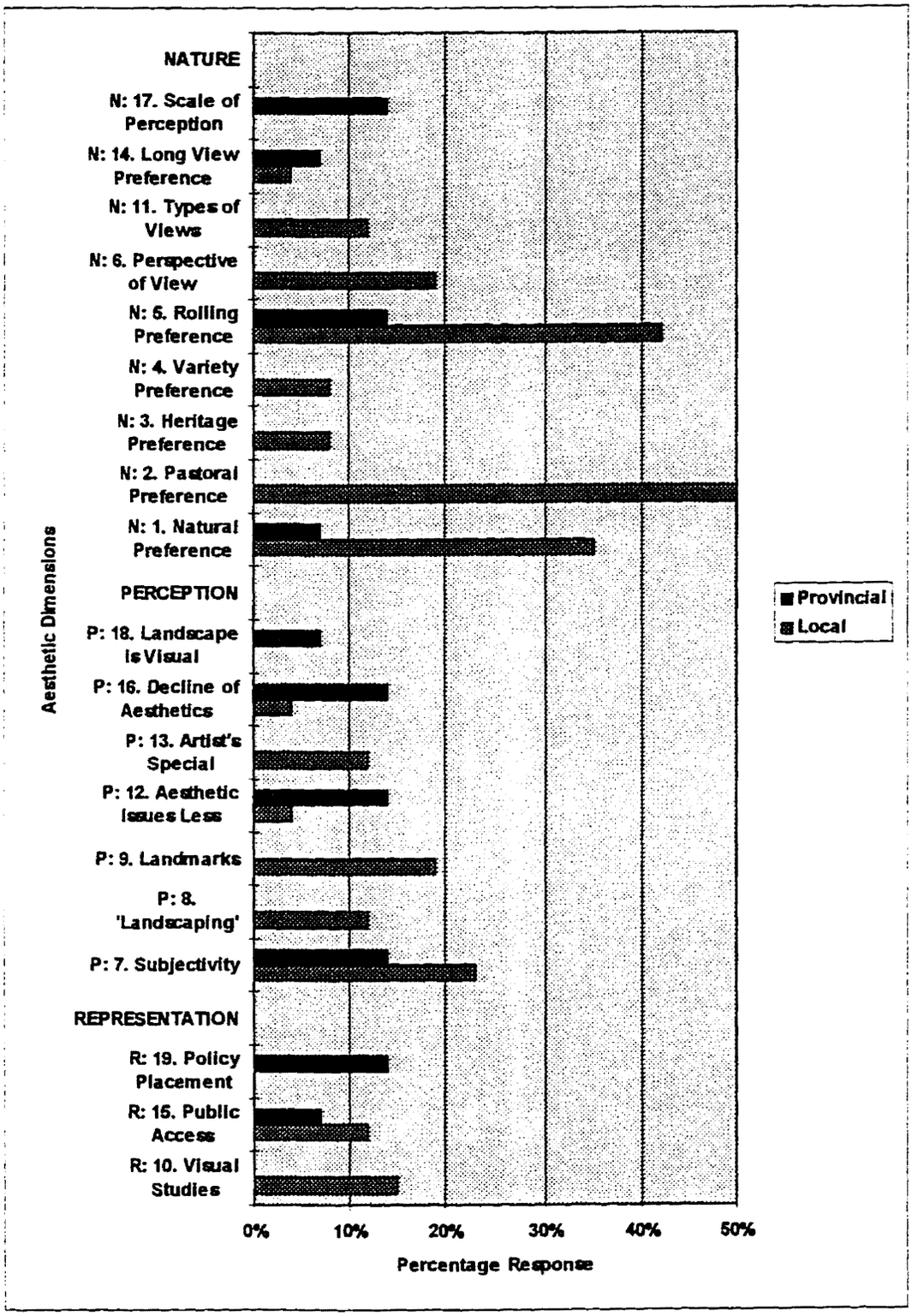
LANDSCAPE VIEWS ARE VARIOUSLY VALUED BY LOCAL AND PROVINCIAL PLANNING ACTORS ALIKE; THUS UNDERLYING THE IMPOSSIBILITY OF REACHING A UNIFIED UNDERSTANDING OF WHAT IS 'LANDSCAPE'

Representation: Valuing of landscape views influences decisions surrounding the conservation of these views. Some Local Participants believe it is becoming a larger component of local planning exercises. Consequently, the field of visual studies is becoming more sophisticated: 'sophistication' taken to mean a quantification of views, and more precision in the criteria used for determining significance.

Yet, whatever the valuing of the landscape, it is a resource that commands public interest. Thus it is subject that initiates discussion about public rights (i.e., access); and policy placement (i.e., local community's infrastructure (B), or a natural as in Policy A).

LANDSCAPE VIEWS ARE PUBLIC PROPERTY THAT LOCAL PLANNING MUST CONSIDER

FIGURE 59
'Landscape as an Aesthetic'



D. 'Landscape as a Resource'

In regards to the consideration of 'Landscape as a Resource' the amount of discussion from Local Participants was significant. The discussion of this landscape aspect was varied and highly specific to local situations, especially in terms of aggregate removal, land fill site locations, and tourism. It is likely that there was a lot of discussion of aggregate resources because the Grand River corridor is a glaciated area.[3] However, this skewed response could also be a reflection of the type of people who were interviewed at a provincial level; the bulk of which came from the Ministry of Culture. Theirs is not a resource focus.

As to 'Landscape as Resource' discussion only occurred with Provincial Actors in regards to waste management and residential development. This could have been attributable to the fact that the policies initiated by the Planning Reform Commission (which was still fresh in their minds) dealt extensively with septic tanks and severances within rural area development. The rest is local commentary about an array of resource aspects of landscape. And, because this study is centred on the Planning Act, the Provincial Planning Actors did not comment on issues that extended beyond that Act (in this case to the Aggregate Resources Act).

'Landscape as a Resource' was described variously in terms of: a. Extraction of Mineral Resources; b. Tourism; c. Waste Management; d. Residential Development; e. Recreation; f. Agriculture; g. Lumber; h. Industrial/Commercial; i. Transportation; and j. Landscape Management. In the discussion Local Planning Actors spoke in varying numbers (Figure 60) on all aspects of landscape resources, whereas Provincial Planning Actors only discussed in a minor way the use of landscape for waste management and residential development.

i) Extraction of Mineral Resources -

1. **Future Land Use** - land use proposed post-extraction effects the reception of any mining proposal.
2. **Market Influence** - there are pressures across the Province, especially for aggregate extraction near transportation corridors that lead to markets.
3. **Provincial Support** - the Province seems to be in favour of aggregate extraction with what is perceived to be a liberal Aggregate Resources Act.
4. **Nature of Deposit** - pressure on a landscape to change is influenced by the nature (extent, type, etc.) of the deposit underlying it.
5. **Agriculture/ Natural vs. Aggregates** - there are heated land use debates between aggregate extraction and agricultural or natural conservation.
6. **Mining Stigma** - a stigma is attached to aggregate extraction.

[3] Bowes, Mark. 1989. "Geological Heritage of the Grand River Area". in, J.G. Nelson and Pauline C. O'Neill (eds.). *The Grand as a Canadian Heritage River.* The Heritage Resources Centre, University of Waterloo. pp. 17-44.

ii) Tourism -

1. **Attraction** - landscape can act as a draw to a community as a scenic, historic, natural history, and recreational asset.
2. **Tourism vs. Agriculture** - often operation of farms can be at odds with visiting tourists.
3. **Too Popular** - problems are associated with landscapes when they become too popular.
4. **Marketing** - marketing is an important aspect of landscape tourism with strategies, plans and projections.
5. **Cooperation** - local areas need to cooperate with adjacent jurisdictions within a larger landscapes; but areas tend to be parochial.
6. **Sustainability** - tourism can bring sustainability to the rural landscape. And in most places this is an untapped potential.
7. **Draw of Designation** - there is the belief that designations create a draw to an area.
8. **Interpretation Important** - interpretation of an asset is important for visiting people.

iii) Waste Management -

1. **Landfill Contentious** - on landfill decisions there are always competing interests, and the debates can be quite fractious, and emotional.
2. **Site Selection Criteria** - suggested sites for landfill are often areas of low population, with large blocks of publicly-owned lands.
3. **Jurisdictional Responsibility** - debates also exist over what jurisdictional level is best suited for handling landfill matter.
4. **Incineration** - incineration seems to be the ultimate 'threat' in landfill debates.
5. **Technological Panacea** - technology is always offered as the panacea to any potentially offensive landscape problem.
6. **Septic or Not** - this was a major issue for local rural areas.
7. **Recycling** - potential of recycling to reduce waste and alleviate waste handling.

iv) Residential Development -

1. **Market** - market determines everything; and market is determined by proximity of landscape to urban areas.
2. **Draw of Countryside** - there is a draw to features that can also determine development.
3. **Sanctions vs. Profits** - sanctions make development less viable, effecting densities, approval lengths, etc.
4. **Servicing Important** - both levels express the reality that servicing is a major consideration in determining development.
5. **Residential vs. Agriculture** - agricultural land use is often set against residential use of the same landscape.
6. **Intensification** - intensification is needed in both rural and urban situations.
7. **Severances** - severances hold great attraction with short-term gains, but has long-range effects that municipalities are coming to recognize.
8. **Idea of Progress** - two Local Planning Actors explained that urban-like development in the countryside is viewed as progress by some.
9. **Identifying Heritage Up Front** - one Provincial Planning Actor believed that for developers, identifying presence and nature of heritage, up front, is the best.

FIGURE 60

'Landscape as a Resource' - Interviewee Response Summary

Landscape Element	LOCAL/26 Response #	LOCAL/26 %	PROVINCIAL/14 Response #	PROVINCIAL/14 %
i) Extraction of Mineral Resources -				
1. Future Land Use	5	19%	0	0%
2. Market Influence	7	27%	0	0%
3. Provincial Support	6	23%	0	0%
4. Nature of Deposit	4	15%	0	0%
5. Agriculture/ Natural vs. Aggregates	2	8%	0	0%
6. Mining Stigma	1	4%	0	0%
ii) Tourism - 1. Attraction	10	38%	0	0%
2. Tourism vs. Agriculture	1	4%	0	0%
3. Too Popular	1	4%	0	0%
4. Marketing	4	15%	0	0%
5. Cooperation	3	12%	0	0%
6. Sustainability	5	19%	0	0%
7. Draw of Designation	2	8%	0	0%
8. Interpretation Important	2	8%	0	0%
iii) Waste Management - 1. Landfill Contentious	5	19%	0	0%
2. Site Selection Criteria	2	8%	0	0%
3. Jurisdictional Responsibility	1	4%	0	0%
4. Incineration	3	12%	0	0%
5. Technological Panacea	3	12%	0	0%
6. Septic or Not	1	4%	1	7%
7. Recycling	1	4%	0	0%
iv) Residential Development - 1. Market	12	46%	0	0%
2. Draw of Countryside	3	12%	0	0%
3. Sanctions vs. Profits	1	4%	0	0%
4. Servicing Important	7	27%	1	7%
5. Residential vs. Agriculture	1	4%	1	7%
6. Intensification	5	19%	0	0%
7. Severances	7	27%	1	7%
8. Idea of Progress	2	8%	0	0%
9. Identifying Heritage Up Front	0	0%	1	7%
v) Recreation - 1. Public Access	1	4%	0	0%
2. Active vs. Passive	1	4%	0	0%
3. River Recreation	2	8%	0	0%
vi) Agriculture - 1. Favourable Conditions	8	31%	0	0%
2. Classification Important	5	19%	0	0%
vii) Lumber - 1. Management	1	4%	0	0%
2. Historical Activity	1	4%	0	0%
viii) Industrial/ Commercial - 1. Markets	2	8%	0	0%
2. Tax Base	1	4%	0	0%
ix) Transportation - 1. Influence of Corridors	1	4%	0	0%
x) Landscape Management - 1. Stormwater	1	4%	0	0%
2. Natural Areas	1	4%	0	0%

v) Recreation -

1. **Public Access** - when landscape slated for recreation it needs public access for walking, snowmobiling, hunting, etc.
2. **Active vs. Passive** - both active and passive recreation occurs in a landscape.
3. **River Recreation** - the Grand River is a big recreational draw to the Region.

vi) Agriculture -

1. **Favourable Conditions** - naturally-occurring conditions must be favourable for agriculture.
2. **Classification Important** - classification is important in agricultural landscapes to determine what development will be permitted.

vii) Lumber -

1. **Management** - woodlot preservation includes removing some mature growth.
2. **Historical Activity** - historically lumbering activity depended upon the species of trees, i.e., hickory and oak on clay was not marketable, but pine on sand soil was.

viii) Industrial/Commercial -

1. **Markets** - proximity of landscape to markets is important to the location of industrial and commercial land uses.
2. **Tax Base** - industrial lands provide a strong tax base that keep the land taxes down within townships they are located.

ix) Transportation -

1. **Influence of Corridors** - siting of transportation routes is important to those adjacent to the corridor, because the corridor encourage ancillary development.

x) Landscape Management -

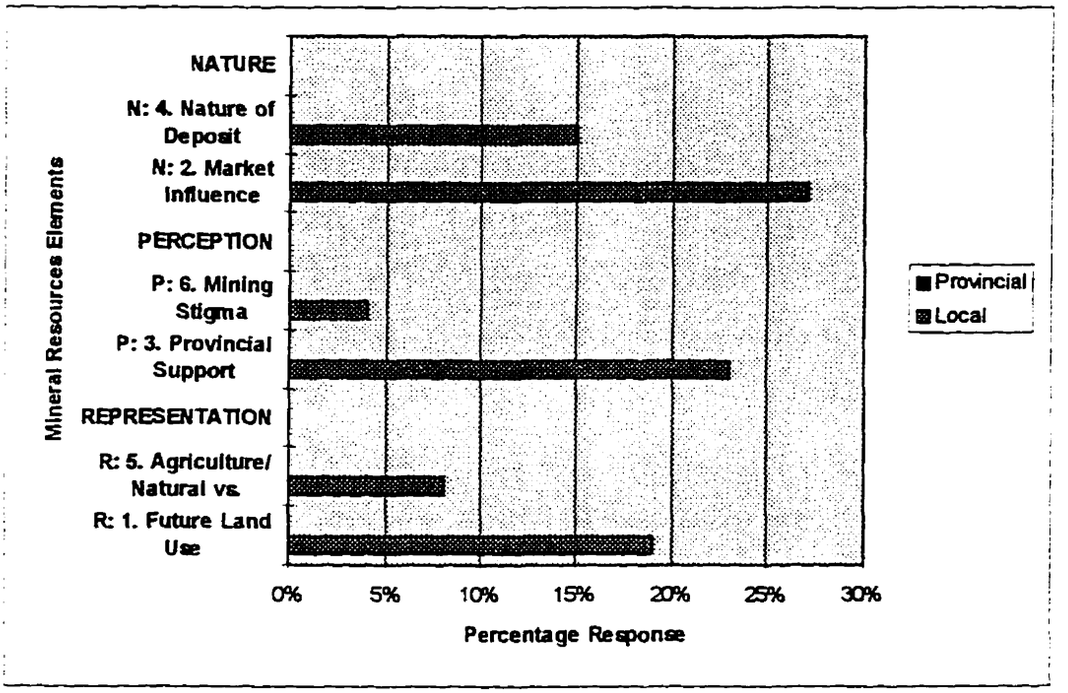
1. **Stormwater** - landscape is manipulated for better management of stormwater.
2. **Natural Areas** - manage natural areas.

i) Extraction of Mineral Resources

Nature: Local Participants talked about the factors that determine the marketability of aggregate resources. Local Planning Actors seem acutely aware of these elements: the distance of aggregate sources to markets; the quality of roadway connecting the source to markets; the quality of deposit, (i.e., sand alone is not valuable, sand and gravel being the best mix; or limestone closer to the surface is more economical to extract, etc.). For example, the area under the most acute pressure from the aggregate industry, within the watershed, is North Dumfries, located along Highway 401. All of these factors considered together determine whether local councils will respond favourably to an operators' proposal to extract mineral resources, and disturb a landscape permanently.

PRESSURE ON A LANDSCAPE, TO BE ALTERED BY RESOURCE EXTRACTION ACTIVITIES, IS DEPENDENT ON ITS PHYSICAL ATTRIBUTES, SOCIETAL PRESSURES, AND ECONOMIC RATIONALE

FIGURE 61
Landscape as a Resource
i) Extraction of Mineral Resources



Perception: Local Planning Actors also talked of the biases surrounding aggregate extraction activities. Over 20% of the interviewees spoke of the perception that the Province seems to be in favour of aggregate extraction with its liberal Aggregate Resources Act; and the belief that the basic 'need' for aggregates can never be questioned because of that Act. For many, aggregate extraction translates into progress, because with growth the demand for aggregates used in concrete for new building and road construction increases. Some believe that the policies favour aggregate extraction over agriculture.

In addition, the effectiveness of the Ministry in charge of monitoring the aggregate industry is called into doubt with the Ministry of Natural Resources being called by some, the Ministry of No Response. This reflects the local exasperation and feeling of hopelessness over the question of aggregate extraction: the Provincial ministry that is supposed to be in charge of natural resource protection seems to be in the business of natural resource exploitation. Local areas are often not in support of this industry because of past infractions by aggregate companies, and the perceived lack of control by the Provincial government; and the belief that local areas get all the aggravation of mineral extraction in their neighbourhood, with little return in tax base.

DIFFERENT AGENDAS ARE APPARENT BETWEEN THE TWO LEVELS, WHEN IT COMES TO THE EXTRACTION OF MINERALS. THE PROVINCE SEEMS TO FAVOUR IT WHILE LOCALS HAVE TO LIVE WITH IT DAY-TO-DAY

Representation: The decisions that are made at a local level, and then approved by the Ministry of Natural Resources seem to be greatly influenced by the proposed land use. An opinion is that that land is removed from agriculture when it is mined. It seldom is returned to productive farmland. Often the land is returned to a more naturalistic state, as passive recreational lands. The result is a net loss to the agricultural landscape base.

DECIDING UPON MINERAL EXTRACTION IS INFLUENCED BY THE PROMISE OF A PASTORAL OR NATURAL LANDSCAPE

ii) Tourism

The appeal of rural landscapes was discussed by Local Planning Actors as an important, and for the most part untapped resource. Again this is understandable considering the job of many of these Local Actors is to seek out business for their own communities; business that will sustain them in the long run.

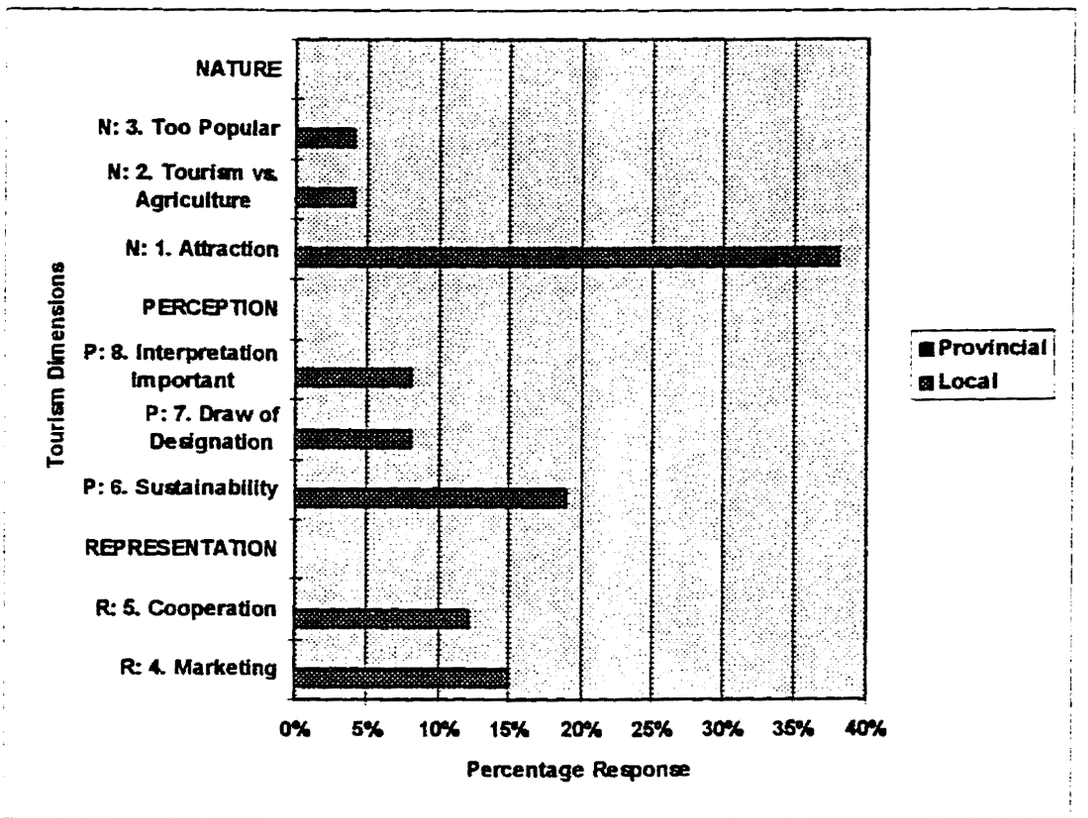
Nature: Over a third of the Local Participants discussed a number of specific landscape elements and characteristics that could be considered tourism attractions, i.e., particular views, cultural and natural history, recreational potential of River, agricultural produce and rural lifestyle. However, one Local Planning Actor added a realistic note pointing out some of the problems that come with using one's home as a tourism draw, e.g., resident-tourist conflict over parking, crowds, overuse of facilities, and the loss of privacy. And for another Planning Actor there was the concern that tourism in a rural setting can be a difficulty; the day-to-day functioning of a farm can often be a little too 'realistic' for some urban visitors (e.g., manure on fields, and crop dusting, harvesting through the night). Provincial policy for the protection of food production takes precedence, and if there was a shift from agricultural dominance in an area it could result in the loss of the very pastoral character that the people came to see in the first place.

THE PASTORAL LANDSCAPE, IN PARTICULAR, HOLDS GREAT APPEAL THAT CAN YIELD BOTH ECONOMIC BENEFITS AND PRACTICAL PROBLEMS

Perception: It is observed by Local Planning Actors that landscape has great potential for rural areas. Both cultural and natural heritage is a draw to a rural landscape, especially if the areas are designated and properly interpreted. Tourism carries the promise of sustainability; a newer use of the landscape that is not yet fully realized. The tourism industry can bring new business, and unlike other resource activities it does not necessarily detract from the landscape's integrity.

LANDSCAPE TOURISM HOLDS THE PROMISE OF LOCAL AREA SUSTAINABILITY

FIGURE 62
Landscape as a Resource
ii) Tourism



Representation: If tourism is to be sustainable in a landscape, Local Planning Actors expressed the concern that planning actions need to be coordinated between local areas. Successful tourism is seen to be a larger initiative than many local areas can manage. It is felt that tourism is more of a Regional Level concern, complete with marketing strategies, plans, and projections, e.g., ecotourism, Dunville Bioregion, and Grand Erie Development Corporation.

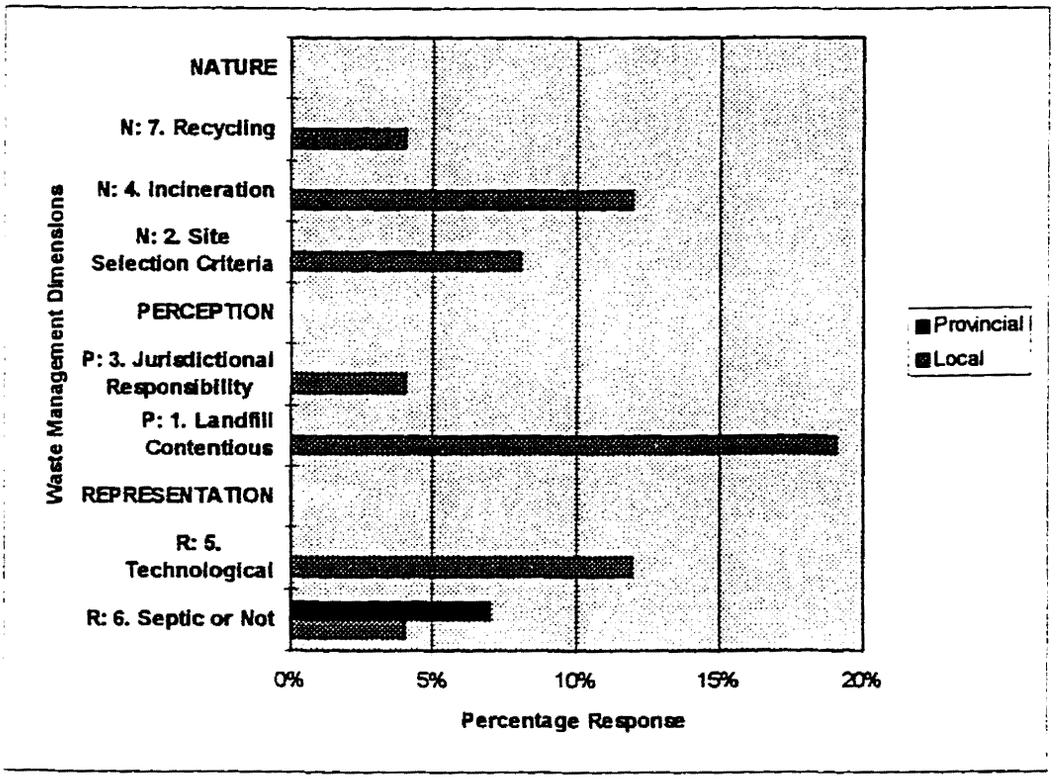
LANDSCAPE TOURISM DEMANDS COOPERATION OF LOCAL AREAS AND A REGIONALIZED STRATEGY TO REACH ITS FULL POTENTIAL

iii) Waste Management

Waste management difficulties were mentioned at both local and provincial levels, although the greatest concern was expressed by the Local Planning Actors. This concern is

understandable as the outcome of these waste management decisions can have a tremendous effect on a local area and its inhabitants.

FIGURE 63
Landscape as a Resource
iii) Waste Management



Nature: Waste management discussion centred on how the waste should be handled: landfill; incineration; and recycling. Of these, the siting of landfill and incineration spurs the most emotional debates. The location of both are determined by a number of factors: low population; large blocks of land, preferably owned by a public agency; and an economical commuting distance from the urban source of garbage. Judging by these criteria therefore it is understandable why some urban fringe rural areas are being considered for this kind of land use, e.g., South Cayuga landfill. The composition of the opposing sides in these debates is usually local and regional municipalities (wanting to find locations for municipal garbage), the developer proposing the project, and local supporters who will benefit from the sale of land, etc. on one side; and on the other, often the local inhabitants and environmental advocates.

PRESSURE ON RURAL LANDSCAPES FROM URBAN GARBAGE IS DEPENDENT ON PHYSICAL ATTRIBUTES OF POTENTIAL SITES, SOCIETAL DEMAND, AND ECONOMIC RATIONALE, AND THE INFLUENCE OF PROPONENTS

Perception: As stated debates over waste management in the landscape are particularly fractious - people fearing the degradation of their local environment, pollution, and related health problems. These disputes in fact can give individuals great purpose, and help define communities as they coalesce against a proposal. The disagreements occur between different individuals; different agencies; different jurisdictions, as to who is responsible to handle the waste; and different experts, which are hired to build a case for opposing sides.

DEBATES OVER WASTE MANAGEMENT IN THE LANDSCAPE CAN BE EMOTIONAL, LENGTHY, AND EXPENSIVE: BOTH DIVISIVE AND COMMUNITY BUILDING

Representation: Inevitably in the waste management debate a technological solution is offered as a panacea to those opposing a proposed site. Technological innovation is offered up to pacify concerns about pollution and landscape degradation. The technological solution is attractive however, as a point where opposing sides might meet to compromise. Yet the option of 'no growth' is rarely debated in these discussions.

Decisions are eventually made but no one ever seems totally satisfied by the solution. For example, in the rural landscape a major issue is septic tanks: whether to have them or not. The stance of the new Planning Policy was to restrict new development dependent on septic services. But for rural residents this was a clear demonstration of how unfamiliar and insensitive the Commission was to rural realities.

DECIDING UPON WASTE MANAGEMENT IN THE LANDSCAPE DEPENDS UPON THE STRENGTH OF OPPOSING LOBBIES, AND THE PROMISE OF TECHNOLOGY

iv) Residential Development

The issue of residential development in the countryside prompted a response from both Local and Provincial Planning Actors. The greatest volume however, came from Local Participants. Again this is logical since issues surrounding the use of the landscape for resource development are most relevant at the local level, because of the requirement for local Official Plans.

Nature: Almost half of the Local Participants discussed the market determinants influencing urban fringe residential development: proximity of rural areas to urban centres; presence of competing development areas; willingness of exurbanites to travel the distance to and from work; and the condition of roadways between the city and the countryside, etc. (e.g., Caledonia to Hamilton, and North Dumfries to the Waterloo Region, and beyond to Toronto). The corollary to that is that beyond a commutable distance, the rural

communities must be able to sustain the population as a viable place for work and to live, e.g., Paris.

Residential development in the rural landscape is also greatly influenced by the availability of land in the countryside. Policy now works against scatter rural estate development by putting more stringent controls on obtaining severances in agricultural zones. Many Local Participants said however, severances are still important to farmers as a source of income at retirement. With more controls on scatter development more pressure is placed on rural communities to intensify residential growth in hamlets and villages. Scatter development is being discouraged because it decreases the amount of useable agricultural lands; and it is a very expensive kind of development because of the need to extend services. Services were frequently mentioned (25%) by Local Participants as a major determinant in rural residential development, and lack of services was a major discouragement of further development within rural settlements.

PRESSURE ON RURAL LANDSCAPES FOR RESIDENTIAL DEVELOPMENT IS DEPENDENT ON ITS RELATIONSHIP TO ADJACENT URBAN AREAS, AND THE POLICIES REGULATING DEVELOPMENT WHICH ARE STOPPING SEVERANCES AND ENCOURAGING INTENSIFICATION

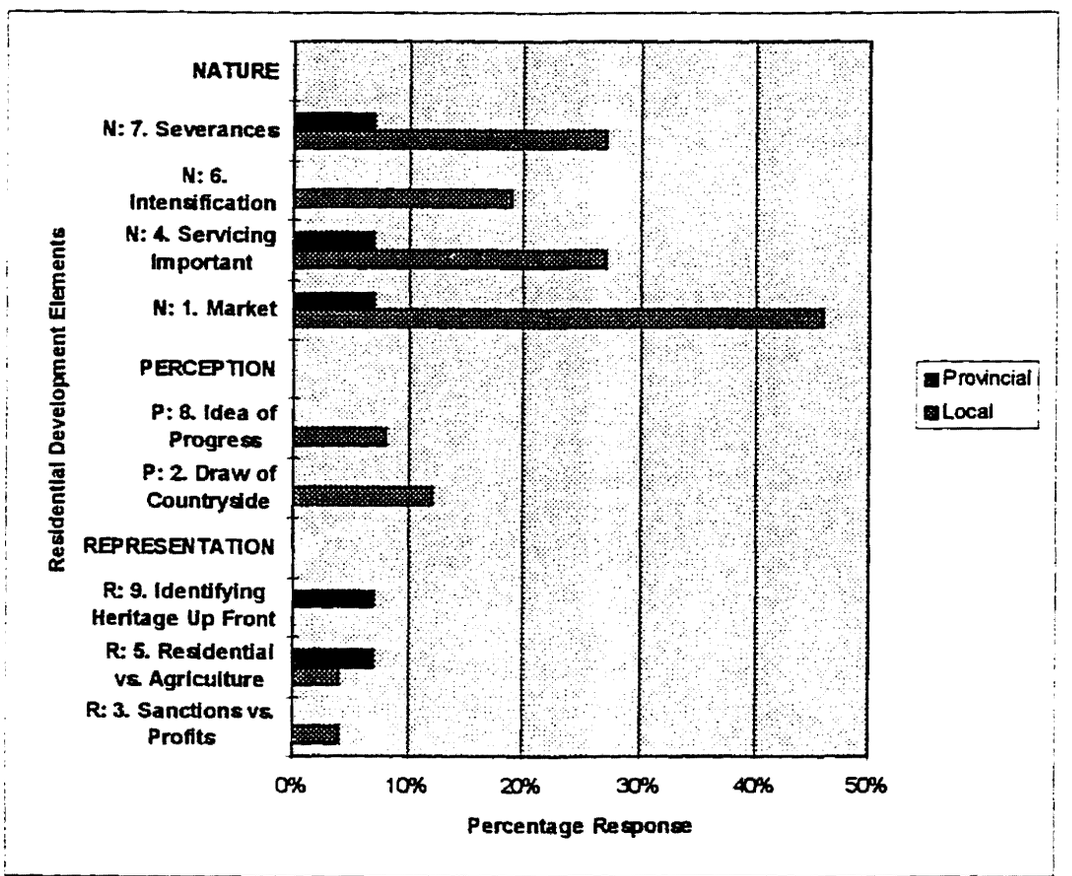
Perception: Pressures on rural landscapes from residential development comes from the appeal the countryside holds for the exurbanite. As a result, the biggest pressure is on those areas of greatest scenic beauty, e.g., along the Grand River corridor, or along the bluffs of Lake Erie. The draw of the idea of the countryside is also a strong influence on rural residential development; as is the idea that growth is progress, even though the growth may detract from the original appeal of the countryside.

THE APPEAL OF THE COUNTRYSIDE IDEA, AND THE IDEA OF GROWTH AS PROGRESS CAN WORK AT ODDS TO ONE ANOTHER IN THE LANDSCAPE

Representation: Decisions as to whether a landscape should be developed for residential use is dependent upon how decision-makers measure the value of residential land to agricultural land. In that equation the effort to instigate landscape conservation actions, demanded by sanctions, is often measured against the potential profits garnered by a development. Decisions are influenced by the conservation ethic on one side, and the motivation for profits on the other. However, the common ground between these sides, expressed by Provincial Actors, is that heritage should be identified up front in a planning process, so intelligent and less costly development can occur.

DEVELOPMENT, AND CONVERSELY CONSERVATION DECISIONS, ARE BASED ON THE VALUING OF DIFFERENT LAND USE, AND THE COST AND PROFITS OF DEVELOPMENT; AND WHATEVER THE DECISION, IT IS BEST DONE IF HERITAGE IS UNDERSTOOD 'UP FRONT' IN THE PROCESS

FIGURE 64
Landscape as a Resource
iv) Residential Development



v) Agriculture

In the rural landscape of the Grand River corridor, agriculture is the major land use. However, interestingly, only local people spoke of it; and even then in limited terms.

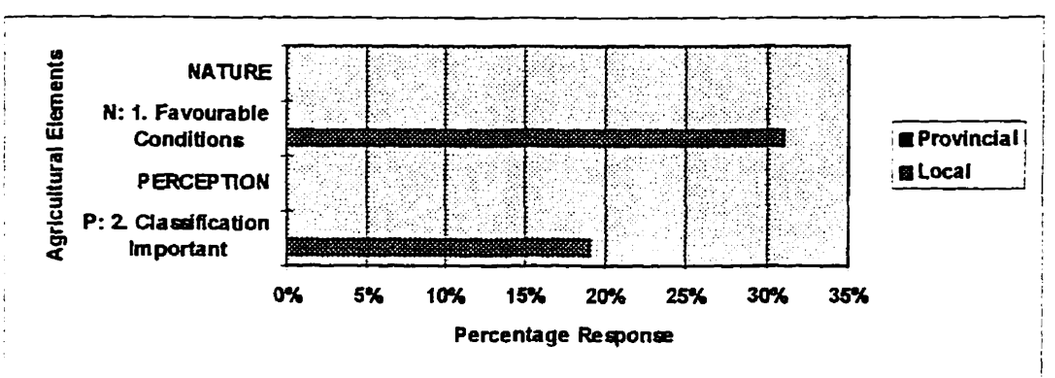
Nature: Over 30% of the Local Planning Actors talked of the natural conditions that favoured agriculture: topography, soils, climate, and water quantity and quality. As well, Local Participants also spoke of factors such as the proximity of agricultural land to markets; the availability of good transportation links; and the appropriate size of a viable farm parcel.

AGRICULTURAL USE OF A LANDSCAPE IS DETERMINED BY NATURAL AS WELL ECONOMIC FACTORS

Perception: Classification is extremely important to the valuing of agricultural landscape by Local Planning Actors: Canada Land Inventory Classes 1 to 3 being the most sacred and protected in the countryside. One Local Participant however, believed that there is no reason to protect the land today considering the unsure future of farming.

DESIGNATION INFLUENCES THE VALUE PLACED ON LANDSCAPES USED FOR AGRICULTURE

FIGURE 65
Landscape as a Resource
v) Agriculture



vi) Recreation; vii) Lumber; viii) Industrial and Commercial; ix) Transportation; x) Landscape Management

The other uses of the landscape were infrequently commented upon by Local Participants, and of those comments centred on the *Nature* of the landscape resources.

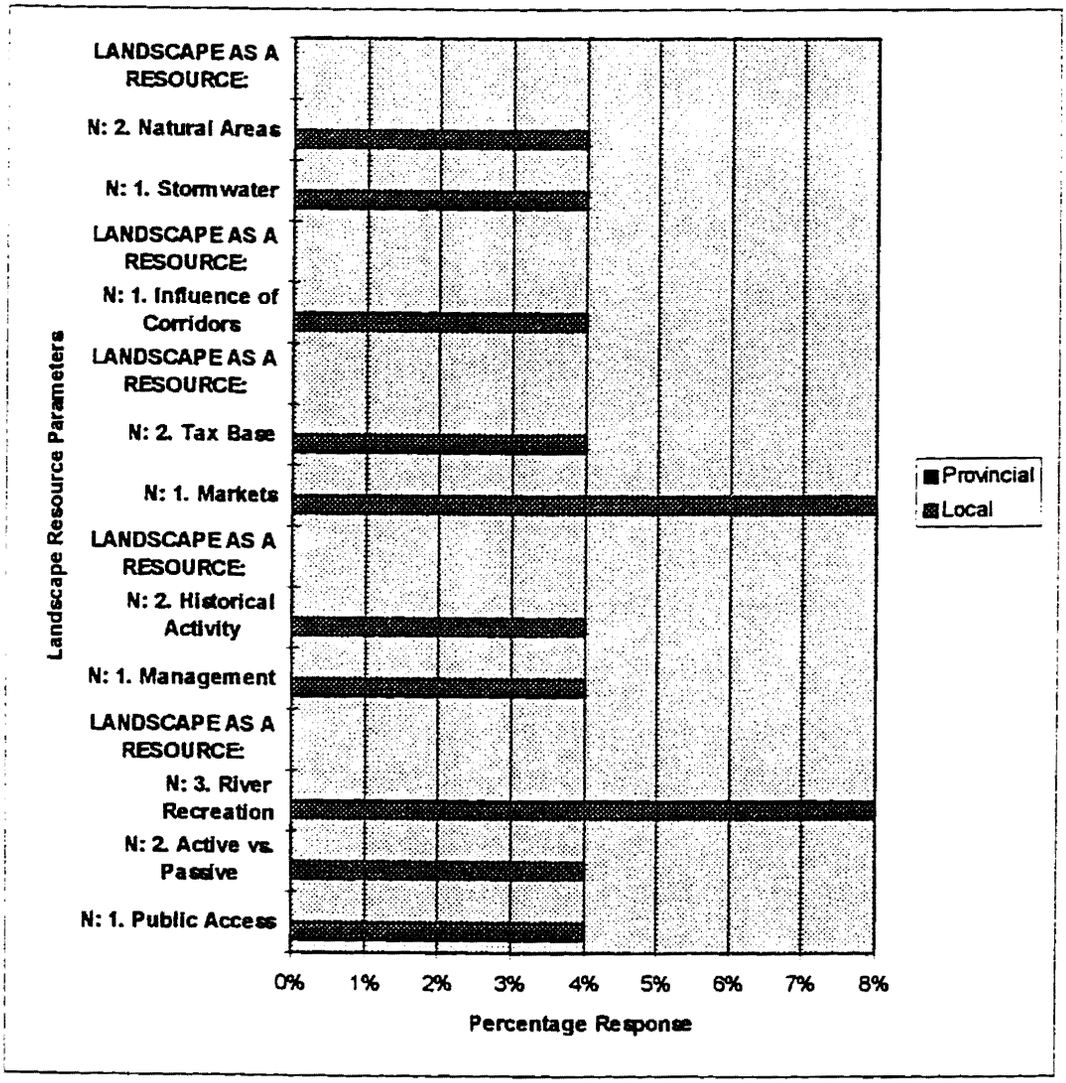
Nature: The various uses of the landscape were discussed, i.e., active as opposed to passive recreation; river recreational activities; and stormwater, natural area and woodland management (landscape management). As well, conditions determining the uses of the landscape were also noted, i.e., areas that were lumbered in the past were dependent on the species of trees; proximity of major transportation routes will effect the location of industrial, commercial and exurbanite residential development; and recreational landscapes require public access. The effect of different landscape uses was also discussed: industrial lands within a rural landscape provide a strong tax base that helps to keep other land taxes down within a township.

LANDSCAPE USES ARE DETERMINED BY SPECIFIC NATURAL, STRUCTURAL AND OWNERSHIP CONDITIONS; AND HAVE SPECIFIC ECONOMIC IMPACTS ON THE AREA IT IS LOCATED

FIGURE 66

Landscape as a Resource

vi) Recreation; vii) Lumber; viii) Industrial and Commercial; ix) Transportation; x) Landscape Management



E. 'Landscape as a Place'

'Landscape as a Resource' was described variously by participants in terms of:

1. **Insider-Outsider** - Planning Actors expressed the same sentiment that people who live 'outside' a landscape, value a landscape differently from those who live 'inside' it.
2. **Rural-Urban Interface** - local planning expressed the sentiment that each is dependent on the other therefore they should dispel distrust and build community between the countryside and the cities.
3. **Rural Character** - participants used 'character' to describe a certain quality that defines a place.
4. **Link to Place** - at both levels participants said that once a place is identified, a person who experiences this, will link with it.
5. **Scale of Place** - one Local Planning Actor wondered at what scale does one perceive a place?
6. **Identity of Place** - many Local Actors mused about what distinguishes a place.
7. **Conceptual Places** - one local person believed that some landscape places are created through literature and music.
8. **Pride of Place** - two Local Interviewees expressed the feeling that if local inhabitants recognize a place they are willing to fight for it.
9. **Local Knowledge** - at both levels interviewees said that a place is best known by local inhabitants.
10. **Holistic** - a number of Provincial Participants interviewed had the notion that landscape is a holistic resource.
11. **Continuum** - two Provincial Planning Actors saw landscape as being part of a continuum between the past, present and future.
12. **North-South Differences** - a number of Provincial Interviewees made the observation that perception of place differs dramatically between northern and southern Ontario.

FIGURE 67

'Landscape as a Place' - Interviewee Response Summary

Landscape Element	LOCAL/26 Response #	LOCAL/26 %	PROVINCIAL/14 Response #	PROVINCIAL/14 %
1. Insider-Outsider	13	50%	4	29%
2. Rural-Urban Interface	4	15%	0	0%
3. Rural Character	12	46%	2	14%
4. Link to Place	10	38%	1	7%
5. Scale of Place	1	4%	0	0%
6. Identity of Place	8	31%	0	0%
7. Conceptual Places	1	4%	0	0%
8. Pride of Place	2	8%	0	0%
9. Local Knowledge	1	4%	1	7%
10. Holistic	0	0%	6	43%
11. Continuum	0	0%	2	14%
12. North-South Differences	0	0%	4	29%

Place is the culmination of all the other landscape dimensions. And it was the Local Planning Actors again that clearly articulated the specific elements of landscape places; and Provincial Planning Actors who dealt with more of the policy implications of place conservation.

Nature: 'Landscape as a Place' in the countryside is the product of the urban-rural interface, with all its accompanying conflicts and dependencies. Place is a powerful entity that Local Participants often expressed eloquently as a strong link (over 30%), described in terms of intangible associations of identity (e.g., genealogy), memories (e.g., trying to emulate the place you used to live in), sense of community (e.g., place for new memories), and roots (e.g., literal and metaphorically). These place elements were variously referred to as: "a different feeling"[4]; "know when you're in it and when you're out"; "a place apart"; "real and not manufactured designed place"; authentic; distinct to imperceptible; and neighbourhoods in a city.

However, although many interviewees described their landscape places, it was also mentioned that it was difficult to define them precisely with a line on a map, or placing a boundary on the ground, e.g., it is "that energy where the wind hits the trees and they interact". The scale of place is also indeterminate, both spatially as an 'ecoregion', 'landscape unit' or 'landscape'; and temporally in regards to the past, present and future of a place. Therefore, landscape places are illusive and not everyone sees them nor appreciates them. Yet, in spite of this fact the landscape is hard to articulate, local people do acknowledge their existence.

It was the Provincial Planning Actors however, that noted the particular potential (and challenge) of considering landscape as a distinctive place. A place is a holistic resource where context and the integration of cultural and natural forces must be considered. Perhaps this provincial perspective came from the influence of the draft Ontario Heritage Act, (which they were all very familiar) which defined 'cultural heritage landscapes' as being composed of real property, intangible associations, and movable artifacts.

One Provincial Participant added that landscape is particularly well suited to this Postmodern age of planning theory - a theory which advocates a holistic perspective.

LANDSCAPE PLACES ARE A PARADOX: HIGHLY DISTINCTIVE, ESPECIALLY FOR LOCAL INHABITANTS, YET DIFFICULT TO DEFINE PRECISELY. AS SUCH THEY POSSESS GREAT POTENTIAL AND PRESENT GREAT CHALLENGES TO DECISION-MAKERS

Perception: Place is perceived and valued differently by different people. Particularly 50% of the Local Planning Actors expressed the feeling that there is a distinct difference between insider ('original residents') and outsider ('newcomers') valuing of a landscape place. A variety of opinions were offered: there is the notion that urban people have new eyes and an appreciation for rural places, and local people are complacent; urban expectations are inappropriate in a rural setting, re. wanting paved roads and quick action

[4] The use of quotations on remarks means that these comments are taken from field interviews.

from local governments; the urban aesthetic vs. farm production; keeping *status quo* vs. infill; and preserving the pastoral ideal vs. farming. In addition there are the many paradoxes of landscape that were mentioned by participants: i.e., country living advantages vs. disadvantages; exurbanites do not support rural communities; insiders nurture, embrace and are more committed to a place than exurbanites; exurbanite and rural residents are engaged in incompatible activities; insiders have superior rights in a local area, as being the first people to settle a landscape; farmers tend to have a different attitude towards their landscape, they are not as concerned about change and in some cases embrace it; there are educational, economic and employment differences between insiders and outsiders that put them at odds; there is also the idea that outsiders are trying to dictate what should be done in the countryside; exurbanites feel that rural people are being subsidized, and in addition they are not good conservationists ("dosing their fields with chemicals. letting soil erode into the river and killing fish"[5]); or outsider developer come into a place without true commitment to that local area, (e.g., a case in point is an international chemical company that moved into Dunville, and then later left the area leaving a legacy of pollution, unemployment, and an infrastructure that had to be supported by the Town).[6]

Both insiders and outsiders seem at odds, both believing vehemently in their own reality. Yet despite these fundamental differences there is an urgent need for the different sides to build community links so that places in the landscape can be conserved or conversely wisely developed. The common ground is the appeal of landscape places, often elusively referred to by the interviewees as 'rural character': "a quality of life"; "a good place to raise kids"; "a country feel"; safe; beautiful; natural resources; proximity to resources; quiet; tree-lined streets; comfortable; rural life evident in fields; open space; know people; friendlier; more relaxed; human-scale; development 'fits' landscape; and "unspoiled mediocrity".[7]

The insider-outsider attitudinal differences are also mirrored geographically, between northern and southern regions. The Provincial Planning Actors alone talked of these differences (30%). They, of course, have the larger perspective, knowing and dealing with northern and southern Ontario in their policy making. In discussion with the Provincial Actors the opinion was expressed that the north was more resource rich and thus the landscape concerns regarding the north were more centred on environmental conservation. Conversely, the south being more populated had more cultural influences and concomitant cultural heritage conservation.

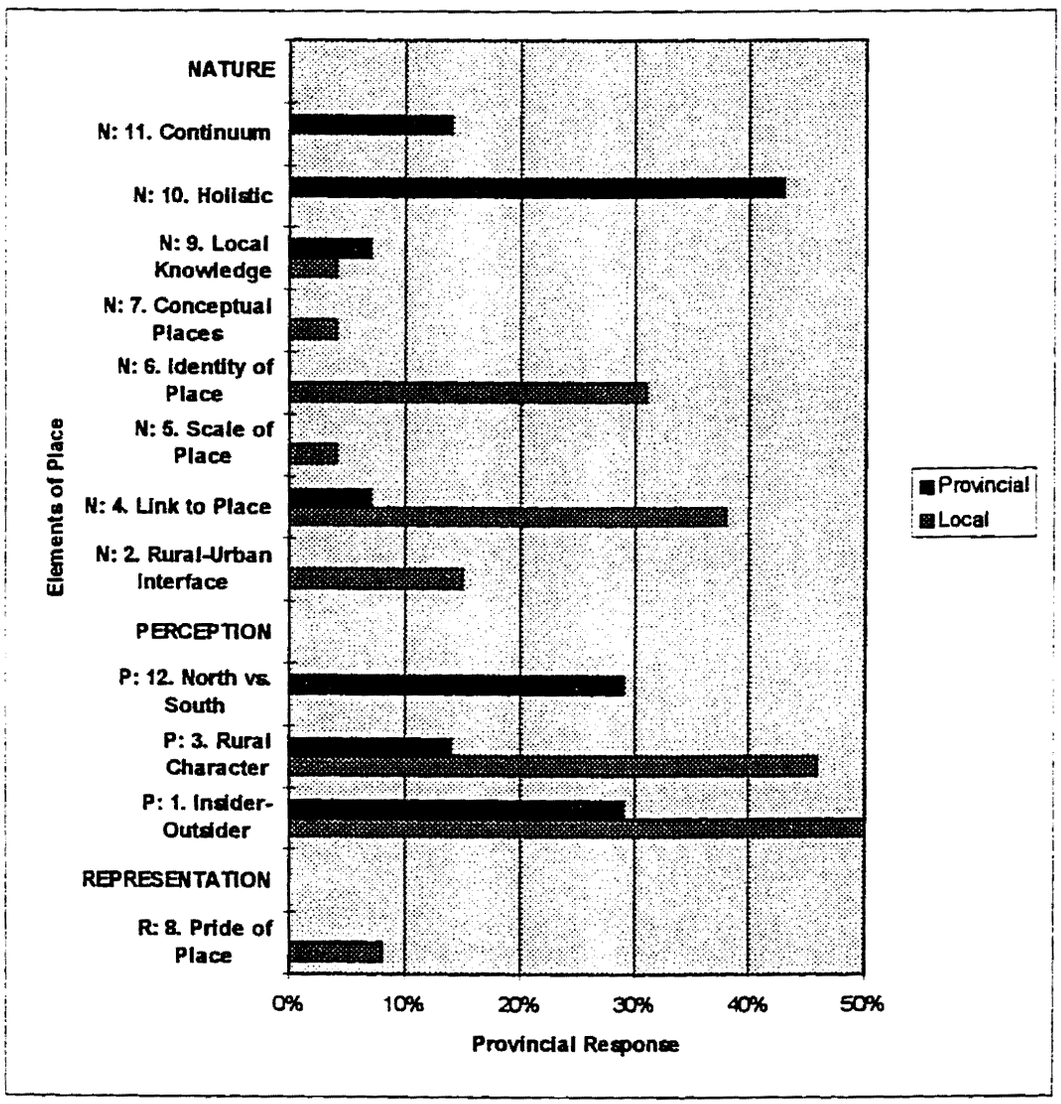
LANDSCAPE PLACE IS ILLUSIVE YET DISTINGUISHABLE BY ELEMENTS OF 'RURAL CHARACTER'; ITS EXISTENCE IS ALSO MARKED BY THOSE WHO LIVE INSIDE AND THOSE OUTSIDE THAT LANDSCAPE PLACE

[5] Taken from transcripted interviews. Summer 1995.
[6] Ibid.
[7] Ibid.

Representation: Place is best recognized by local people; and by recognizing and being proud of that place they will be willing to fight for its protection.

PLACE IS A POWERFUL INCENTIVE TO GET LOCAL PEOPLE INVOLVED AND GIVE THEIR VIEWS ON LOCAL PLANNING INITIATIVES

FIGURE 68
Landscape as a Place



CHAPTER 5

Research Analysis and Understanding: *Understanding and Assessment of LANDSCAPE SANCTIONS*

The Analysis and Interpretation continues leading to an Understanding and Assessment of Landscape Sanctions

1. Sanctions

The comparison of the response to the 1995 and 1996 sanctions helps to inform the 'Understanding' of the Landscape Idea and the 'Assessment' of its 'fit' to Landscape Planning. Sanctions are one of the products of planning actions and in this case the interviewees talked about the Planning Acts (1995 and the anticipated 1996), the Provincial Policy Statements and the Implementation Guidelines. The sanctions are a reflection of how landscapes are known and valued.

In this study 'Sanctions' are understood, "to render sacred or inviolable, ordain, decree, ratify... An express authoritative permission or recognition, e.g., of an action, procedure, custom, institution, etc.... To permit authoritatively; to authorize; in looser use, to countenance, encourage by express or implied approval." Therefore sanctions have a broader connotation then the more negative and common meaning of "an action taken by a country to penalize and coerce a country or organization that is considered to have violated a law or code of practice or basic human rights"; like present sanctions of the United States against Cuba, or the past international sanctions against South Africa. Yet, in spite of its popular use, the word still serves a vital purpose for this particular study. It serves to identify those mechanisms that have both a permissive and restrictive face; and can take many forms, from official edicts in a piece of provincial legislation to passive encouragement of 'good' conservation practice through the issuance of awards. [1]

The *Nature*, *Perception*, and *Representation* framework used in the case of the Landscape Idea has also been employed for the interpretation of these Sanctions. It is felt that the evaluations of the sanctions should proceed the planning analysis because it is these sanctions that will most profoundly impact planning actions. Through analysis of these sanctions, the 'fit' of the Landscape Idea and Planning Actions is better illuminated.

In examining these Landscape Sanctions a focus was placed on the Planning Reforms since it is from these reforms that the sanctioned policies were produced. The interviewees were asked to assess the sanctions that evolved from the process as well as the reform process itself. This commentary naturally led to the Participant's feelings about the likely success of implementing these sanctions as Overall Heritage Conservation actions, and more specific Landscape Conservation actions.

In terms of different levels of response, for the most part, it was the Provincial Planning Actors who provided the most extensive commentary on the 'Assessment' of the Sanctions. This reflects a candor that is refreshing: a willingness to be critical of a process and product they themselves were intimately involved with and responsible for. Because they were willing to be self-critical many insights were derived from these interviews.

It was, however, the Local Planning Actors who spoke more often in less concrete terms (unlike their expression of the Landscape Idea) about their opinion of government actions. This phenomenon may have occurred because they were being pressed to say something about the sanctions; and being early in the process of getting to understand these new sanctions, they were only able to comment in a general manner.

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[1] (Oxford University Press. 1971. *The Compact Edition of the Oxford English Dictionary (complete text reproduced micrographically).* Volume II, P-Z. New York. p.2633).

A. Planning Reforms

Planning Reforms were variously discussed by participants in terms of:

1. **Partisan** - both Local and Provincial Planning Actors felt that the Commission had a strong bias, as an NDP initiative.
2. **Not Open** - some observations were made by both levels that environmental concerns had top priority in the reform process and therefore the process was predetermined to some extent.
3. **Rushed** - both Local and Provincial Interviewees felt the Guidelines that accompanied the Act were produced too speedily because the NDP wanted to get them through before they lost power.
4. **Distribution** - one local said that the Guidelines were not well-distributed.
5. **Past Reforms** - a few locals also felt that reform needed only to be an exercise in achieving what was not achieved from the last round of planning reforms.
6. **Formidable Job** - other interviewees observed at both levels both levels that the Sewell Commission and the resultant Provincial Policies were well-based in community review.

FIGURE 69

Planning Reforms - Interviewee Response Summary

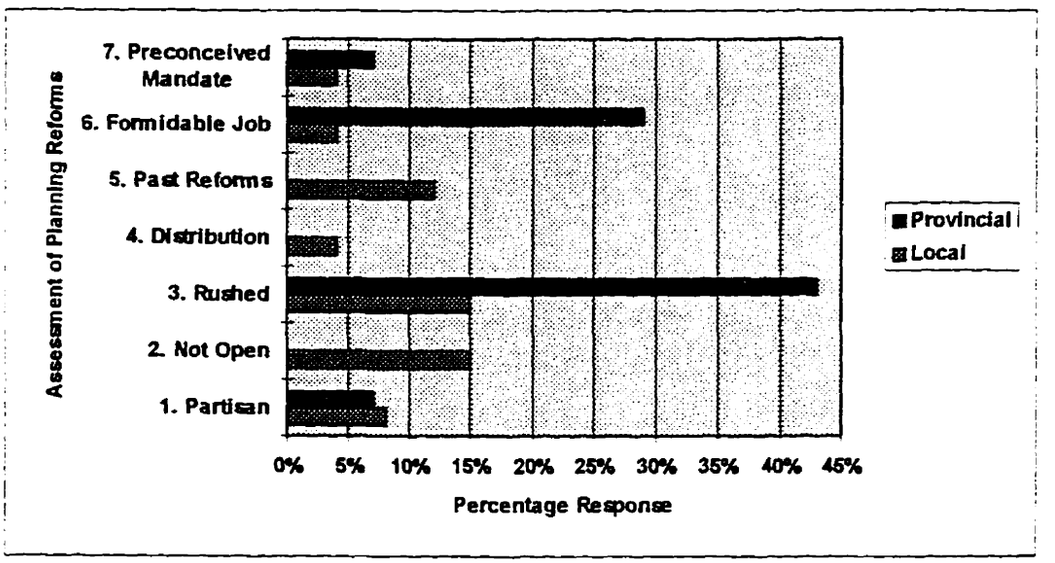
	LOCAL/26		PROVINCIAL/14	
Landscape Element	Response #	%	Response #	%
1. Partisan	2	8%	1	7%
2. Not Open	5	19%	1	7%
3. Rushed	4	15%	6	43%
4. Distribution	1	4%	0	0%
5. Past Reforms	3	12%	0	0%
6. Formidable Job	1	4%	4	29%

The overwhelming response in regards to the Planning Reforms came from the provincial interviews. Over 40% believed the Implementation Guidelines were too rushed. It was felt that pressure was being applied by the ruling NDP government to produce the document because time was rapidly running out on their mandate. It is the general impression that because the Guidelines were rushed, they were not well-researched, nor well-written in some cases; and in all cases, not adequately reviewed. The normal process of in-house Technical and Advisory Committee review, followed by external stakeholder, and public consultations was truncated because of a political agenda. It is obvious that committees, bureaucrats, and politicians alike recognized this failing of the review process and had the Implementation Guidelines released as a draft document.

In the normal course of events, such documents are reviewed every five years. Policy evolution is expected; governments know that sanctions always shift and become more refined with implementation. However, at a local level some expressed discomfort with this process of implementing ideas represented in the Guidelines and letting it evolve

through trial and error, disputes, and ultimate defence at the Ontario Municipal Board. This negative assessment of the Implementation Guidelines however was in contrast to the Provincial Planning Policies that were seen by one third of the Provincial Planning Actors as being thorough and effectively produced through a highly successful public consultation: "a formidable job", one Provincial Planning Actor called it.

FIGURE 70
Planning Reforms



This consultation necessarily meant that the 1995 Provincial Policy was better rooted in public sentiment than its accompanying Implementation Guidelines. Yet, it is the Implementation Guidelines that had the most direct applicability to the public, guiding specific local conservation action. It is a paradox that ultimately could have led to the demise of both the Provincial Planning Policy and the Implementation Guidelines.

POLICIES THAT RISE FROM EFFECTIVE CONSULTATION ARE MORE REFINED AND ONE WOULD ASSUME ACCEPTED. YET IF COMPLEMENTARY SANCTIONS, SUCH AS THE IMPLEMENTATION GUIDELINES, ARE NOT ALSO ROOTED IN THE SAME CONSULTATION, THE COMBINED PRODUCT (OF POLICY AND GUIDELINES) WILL BE JUDGED BY THE LOWEST COMMON DENOMINATOR

Since there was so much discussion around these new landscape sanctions it was deicided that a further division of the response was necessary in the Grounded Theory coding. First, the Assessment on the Sanctions themselves (Planning Acts, Provincial Policy Statements and Implementation Guidelines) is presented; followed by the assessment of its probable impact on Overall Heritage Conservation; and finally the Sanctions influence specifically on Landscape Conservation Actions.

B. New Landscape Sanction: *i) Critique of Sanctions*

1. **Huge Guidelines** - Implementation Guidelines that accompanied the 1995 Provincial Policies were so large they were seen as a "policy strait jacket".
2. **Urban Bias** - Local and Provincial Participants felt Policies and Guidelines did not relate to the rural situation.
3. **Professional Resentment** - there was a feeling amongst local practitioners that they did these things before the Policies were created.
4. **Subjective** - both Local and Provincial Participants expressed concern that the interpretation of landscape was 'subjective' and thus variable.
5. **Vagueness** - the concern is raised at both levels that the Policy's terms are too vaguely defined to be operational.
6. **Downloading** - with shrinking government coffers both Local and Provincial Planning Actors wondered if the government can support the localization of responsibilities.
7. **'Shall'/ 'Should' Policies** - landscape Policies are placed in as 'should' Policies therefore there is not as much urgency to conserve landscapes.
8. **Original Reform Mandate** - a number of Local Actors believed the sanctions could also be measured against the original mandate of the Planning Reform Commission.
9. **Sanctioning if No Integrity** - one Local said if a landscape has already been damaged, protection of that damaged landscape seems less pressing.
10. **Developing Field** - a number of Local Interviewees believed that landscape studies is a developing area.
11. **Window of Opportunity** - Provincial Planning Actors made it clear that the Planning Act was seen as an opportunity that the Heritage Act did not realize.
12. **Separate Heritage Policy** - two Provincial Planning Actors believed that it would have been better to have had a separate Heritage section in the planning legislation.
13. **Policies Already Extant** - Provincial Interviewees said that many of the policies attached to the 1995 Planning Act were already in the planning system.
14. **Guideline/Manual/Policy Relation** - Provincial Actors stated that Implementation Guidelines, Technical Manuals and Policies should be viewed together.
15. **Change of Reform Recommendations** - one Provincial Actor believed that the Province, pulled back on their originally strict stance on septic tanks.
16. **Provincial Exemption** - one Provincial Level Interviewee expressed the concern that the Province, in its own development, will not be bound to these Policies.
17. **Localization of Power** - at both levels it was felt that the new planning Policies tried to localize power to an area level.

FIGURE 71

Critique of Sanctions- Interviewee Response Summary

	LOCAL/26		PROVINCIAL/14	
Landscape Element	Response #	%	Response #	%
1. Huge Guidelines	11	42%	7	50%
2. Urban Bias	10	38%	6	43%
3. Professional Resentment	5	19%	0	0%
4. Subjectiveness	9	35%	8	57%

5. Vagueness	**15**	**58%**	**11**	**79%**
6. Downloading	**5**	**19%**	**6**	**43%**
7. 'Shall'/'Should' Policies	**11**	**42%**	**8**	**57%**
8. Original Reform Mandate	**9**	**35%**	**0**	**0%**
9. Sanctioning if No Integrity	**1**	**4%**	**0**	**0%**
10. Developing Field	**5**	**19%**	**0**	**0%**
11. Window of Opportunity	**0**	**0%**	**4**	**29%**
12. Separate Heritage Policy	**0**	**0%**	**2**	**14%**
13. Policies Already Extant	**0**	**0%**	**4**	**29%**
14. Guideline/ Manual/ Policy Relation	**0**	**0%**	**4**	**29%**
15. Change of Reform Recommendations	**0**	**0%**	**1**	**7%**
16. Provincial Exemption	**0**	**0%**	**1**	**7%**
17. Localization of Power	**16**	**62%**	**12**	**86%**

The majority of the commentary on the new Landscape Sanctions came from the Provincial Planning Actors. The local response, for the most part, helped to enrich and fortify the understanding of the provincial observations.

Nature: Repeatedly, Provincial Planning Actors (one-third) observed that the inclusion of the sanctions for landscape conservation in the 1995 Planning Act was an opportunity that was seized by bureaucrats. Particularly, Ministry of Culture staff saw it as a chance to get provincial protections in place, in light of the failure of the draft Ontario Heritage Act to be championed by any political party.

As to the Policies, an overwhelming evaluation from both the Provincial (almost 80%) and Local Planning Actors (around 55%) was that the Landscape Policies were vague. They were vague in all aspects, from defining what is a 'landscape', 'vista', 'ridgeline', 'character', etc.; to prescribing what the criteria should be for determining 'landscape significance' (at what level, and for whom); to laying out precisely what is the process to use in landscape identification, planning and protection. Much discussion occurred over the practicality of planning such an imprecisely defined resource.

Others recognized (provincial over one-half, and local response one-third) that vagueness comes with the territory because landscape is variously understood and appreciated in a highly subjective manner. If most agree however that the landscape is seen, appreciated and valued - the question for decision-makers is how to protect this within an institutional framework that currently favours the objectification of the physical world.

The Provincial Planning Actors responsible for the crafting of the 1995 Policies contended they had to be vague and open-ended. They felt the sanctions were necessarily vague, for a subjective, yet valued landscape experience. It was their intention that municipalities could craft the detail they deemed necessary to adequately protect their own landscapes. As well, some Provincial Actors said that these vague Policies were never intended to stand alone, with the new Heritage Act providing more detailed instruction to conservationists.

By being vague the Policies were more flexible to a multiplicity of landscapes and planning situations across the Province. However, vagueness can also be greeted by a variety of local reactions: from an appreciation that it fosters an inclusive approach,

permitting local areas to maneuver and customize conservation actions; to a concern that vagueness will lead to an undervaluing of landscapes; to anxiety on the part of developers who demand clarity, for less costly and prolonged development; and finally to municipal planners and politicians who want as much direction as possible in effectively dealing with this newest item on the community's planning agenda.

SUBJECTIVE EXPERIENCE OF LANDSCAPE, AND VAGUENESS OF POLICY THAT SERVES IT DEMANDS A NEW FLEXIBLE PLANNING PERSPECTIVE THAT LOCAL AREAS MAY OR MAY NOT EMBRACE

Perception: There was exasperation expressed by the Provincial and Local Planning Actors alike (almost 50%) that the Implementation Guidelines that accompanied the 1995 Provincial Policies were too big, at over 600 pages. They feared it was too big to be binding. Although the landscape portion of the overall Guidelines only numbered around 20 pages; by association the Landscape Policies were in danger of being rejected by being too cumbersome. Yet some interviewed felt that this size was necessary if planning responsibilities, traditionally held at a provincial level were to be effectively transferred to a local level. Extensive Guidelines were needed to support the localization of power and local conservation decision-making (as per over 80% of Provincial response, and over 60% of Local response). Others felt this was evidence of a downloading of responsibilities to the local areas, without the transference of necessary funds and expertise. Interestingly however, only 50% of the Provincial respondents talked of this 'downloading', only 30% of Local Planning Actors expressed the same feeling. Perhaps this difference reflected the provincial anxiety over the expected response at a local level to these new Policies; or it was a reflection of local satisfaction with newly acquired powers; or it was a reflection of local under-estimation of what these new sanctions could have entailed.

The Policies ultimately were judged by Local Planning Actors (30%) against the original planning reform mandate of environmental protection, localization of power, and the streamlining of the planning process.[9] A majority of these interviewees agreed that the Guidelines reflected an emphasis on the environmental concerns and not enough attention to the streamlining of the process. On another point a Planning Reform Commissioner wondered about the success of obtaining local power if these new planning provisions did not apply to provincially-owned properties. Also a concern was expressed by the same Commissioner that the original reform recommendations had been altered between the formulation of the Provincial Policies and the production of the Implementation Guidelines, e.g., strict controls on septics in the reform recommendations did not get translated to the Guidelines.

The Sanctions were also evaluated by 30% of the Provincial Planning Actors as being already extant in the Planning Act, and other pieces of conservation-related legislation. References were made specifically to the Environmental Assessment Act and the Heritage Act, in the belief that adequate protection is already present in those policies, if only provincial and local powers were fully executed and enforced.

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[9] Commission on Planning and Development Reform in Ontario. 1993. *New Planning for Ontario: Final Report.* Queen's Printer for Ontario, Toronto. pp.3-4.

The 1995 Sanctions were also criticized by Local and Provincial Planning Actors alike (around 40% each) for an apparent urban bias; even though the Commissioners themselves felt that great effort was expended to get beyond urban limits. Local Planning Actors in particular expressed a belief that these Policies favoured urban conditions (e.g., affordable housing policies not applicable in rural setting); and they did not reflect rural realities (e.g., need for septic development and severances). Perhaps it was the high profile presence of John Sewell on the Commission, a former Mayor of Toronto. The metaphor used by rural participants to express what they perceived as an urban bias was that these policies were meant for "South of Number 7". This is a reference to Highway 7, south of which extends most of the Greater Toronto Area. As such it was felt by these Local Participants that the policies were developed in response to Toronto problems; solutions to which were inappropriately applied to the whole Province.

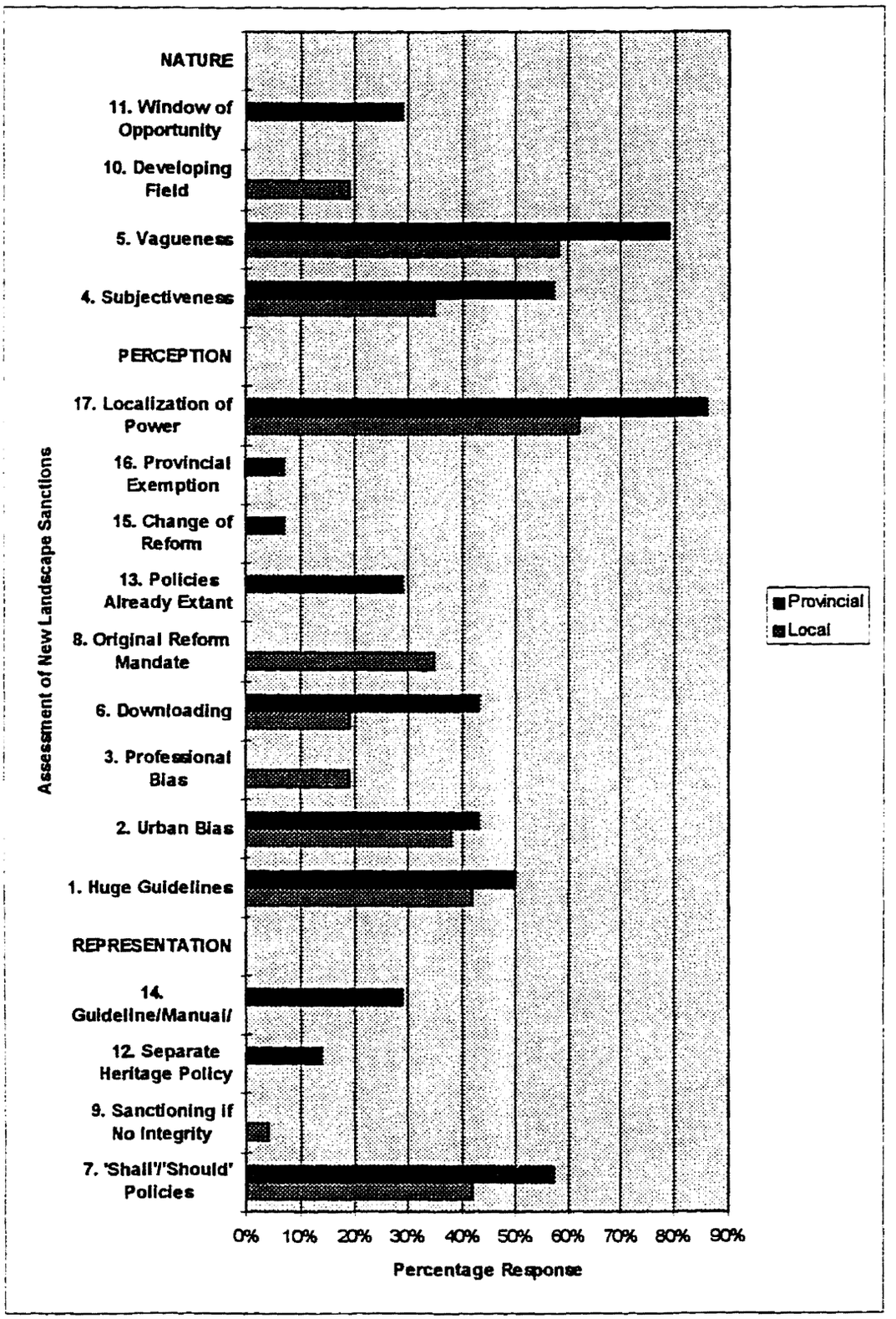
It is in fact true that the genesis of these Planning Reforms evolved from a concern with illegalities in planning approvals that had occurred in the Toronto area. Yet, one could also argue that the Landscape Policies of 1995 particularly indicated a great sensitivity to the countryside's richness and value. Yet, with the removal of the protection for the visual component of the landscape in the 1996 Planning Act, the countryside is now more vulnerable.

Finally, Local Planning Actors (almost 20%) resented the Sanctions on a professional basis. They feel that provincial bureaucrats and politicians were dictating how to plan 'correctly' - a professional insult for people who believed they were already doing a fine job. Perhaps this reaction was also a function of the insider/outsider relationship: the 'outsider' provincial policy makers imposing their will on local 'insider' Planning Actors. Local planners, politicians, and developers all expressed the same indignation.

GUIDELINE SIZE IS PERCEIVED VARIOUSLY, AS A NECESSARY SUPPORT FOR LOCAL EMPOWERMENT OR EVIDENCE OF DOWNLOADING. THESE PROVINCIAL POLICIES WERE ALSO CRITICIZED FOR URBAN BIAS AND 'OUTSIDER' INTERFERENCE

Representation: Provincial Planning Actors (30%) described the landscape conservation sanctions as layers of policies: Provincial Policy Statements and Implementation Guidelines (both released on March 28, 1995); Technical Manuals (being drafted at the time of the field interviews but never released with the change of government); and the Best Management Practice Manuals (projected for the future and also never realized). Each document was seen to bring different levels of protection. The Provincial Policies were seen to be the most powerful, yet most broad; the Implementation Guidelines and Technical Manual were more precise, yet not as binding; and finally the Best Practice Manual were seen to be supportive material for those municipalities interested, yet not compelled to do landscape conservation.

FIGURE 72
Critique of Sanctions



Two Provincial Planning Actors went further to express the opinion that the Landscape Policies would have been better handled as a separate heritage policy - not placed within Policy B's Community Infrastructure planning. In this section of the March 28, 1995 Policies, the landscape was relegated to less powerful and persuasive 'should' policies. The 'A' set of policies or 'shall' policies were directed to environmental issues. As both Local and Provincial Planning Actors (around 50% each) stated, landscape conservation under 'should have regard' policies would have a lower priority for community planners. It would remain to be seen if the landscapes would be conserved or not. Ultimately, the decision to conserve landscapes was seen to be dependent upon the integrity of a landscape. If it was degraded, a Local Participant said that conservation of the landscape would rate even lower on the planning agenda.

With the electoral changes in 1996 a new Provincial Policy was drafted for a new Planning Act. As discussed it lost protections for visual landscapes but retained provisions for the heritage components of landscape. It is clear to this author that as written the new policy is confusing and paradoxical, framing a definitive clause 'will conserve cultural heritage landscapes'[10] within a reduced "shall have regard to" Provincial Policy. Without a strong resolve landscape conservation in the Province seems to have no future.

CONSERVATION IS EFFECTED FIRST BY THE INTEGRITY OF A RESOURCE, AND THEN THE PRIORITY GIVEN TO IT IN POLICY. AS TO POLICY PRIORITY LANDSCAPE CONSERVATION HAS A SHAKY FUTURE IN THIS PROVINCE

B. New Landscape Sanctions: *ii) Sanctions Impact on Overall Heritage Conservation*

1. **More Power to Province** - Planning Actors believed that more power was coming to the Province with the Implementation Guidelines and Provincial Policies.
2. **Vision without Application** - the concern was expressed that there was no tradition or method of implementation for the landscape sanctions.
3. **Seeking Balance** - both Provincial and Local Participants said that a balance of economic and environmental factors should be attained.
4. **More Thorough Review** - although not seen as streamlining the planning process it was admitted that the 1995 Policies would broaden the heritage view.

[10] "Significant built heritage resources and cultural heritage landscapes will be conserved." (Clause 2.5.1, *Provincial Policy Statement Draft*, December 1995). Yet Bill 20 reads Part I.3 "The criteria for exercising any authority that affects planning matters has been changed to "have regard" to policy statements from the previous "be consistent with" standard". (*Bill 20: An Act to promote economic growth and protect the environment by streamlining the land use planning and development system through amendments related to planning, development, municipal and heritage matters.* 1st Reading November 16, 1995, Toronto: Legislative Assembly of Ontario).

5. **OMB Defence** - it was felt at both levels that many landscape issues would end up at the OMB.
6. **Frustration with Public** - a feeling was expressed by authors of policy that the public had not noticed the changes in the Policies; that they had not read them.
7. **Kind of Knowledge** - Provincial Actors said that landscape brings into focus the debate, as to which kind of knowledge best communicates the idea of landscape.
8. **"Knowing Up Front"** - the question raised by both Local and Provincial Actors was whether the rules were more 'up front' with the 1995 Planning Act and Policies.
9. **Role of Value** - Provincial Actors expressed the belief that value is a subjective measure. If a landscape is invaluable it is precious and must be protected.
10. **Problem with Studies** - two Local Participants talked about the fact that studies can be manipulated. Consultants may be tempted to deliver what the client expects.
11. **Enforcement** - judging by the local complaints about the 1995 Policies and Guidelines, one wonders whether the landscape sanctions would ever had a chance. With the weaker 1996 Policies the enforcement of the sanctions are even more questionable.
12. **Official Plan Power** - Provincial Participants believed that the Landscape Policies enabled local areas to protect resources through Official Plans.
13. **Non-Cooperative Public** - Policies raise the ethical issue of pressuring people to participate, or pressing an issue when there is no conventional opposition.
14. **New Planning Roles** - two Provincial Actors said that institutions and interest groups would have new responsibilities with the Landscape Policies.
15. **Local/Provincial Interface** - for a few Provincial Participants development of 'policy' is seen as a provincial role, and figuring out the 'process' is a local concern.

FIGURE 73

Impact of Sanctions on Overall Heritage Conservation-
Interviewee Response Summary

	LOCAL/26		PROVINCIAL/14	
Landscape Element	Response #	%	Response #	%
1. More Power to Province	9	35%	3	21%
2. Vision without Application	10	38%	6	43%
3. Seeking Balance	8	31%	3	21%
4. More Thorough Review	17	65%	9	64%
5. OMB Defence	11	42%	4	29%
6. Frustration with Public	0	0%	2	14%
7. Kind of Knowledge	0	0%	7	50%
8. "Knowing Up Front"	3	12%	2	14%
9. Role of Value	0	0%	3	21%
10. Problem with Studies	2	8%	0	0%
11. Enforcement	9	35%	9	64%
12. Official Plan Power	0	0%	5	36%
13. Non-Cooperative Public	5	19%	0	0%
14. New Planning Roles	0	0%	2	14%
15. Local/ Provincial Interface	0	0%	3	21%

Nature: The imposition of sanctions implies that a community values something; and 20% of the Provincial Planning Actors talked of the importance of value as a catalyst for heritage conservation. Value determines the lengths to which conservationists will go; and if no value or no significant value is recognized conservation will not occur.

The question is who values the landscape: the local inhabitants, or outside experts from a provincial level. As well, it is value which brings the question of whose landscape knowledge we regard in the conservation process. In discussion with half the Provincial Planning Actors it was felt that landscapes were best known by local inhabitants. And as 30% of the Provincial Planning Actors clearly stated, local articulation is essential if the Landscape Policies are to be integrated in their ultimate form within a local Official Plan.

Yet, landscape conservation decisions may end up at the OMB where lay knowledge may not be highly regarded, and expert, 'objective' knowledge is preferred by board members. If all local people are the 'experts' in landscape than everyone has ownership and interest in its conservation. Whose knowledge, therefore, is to be considered 'expert'; and who does the Board defer to in this matter?

With these new sanctions therefore there must be the development of new planning roles and responsibilities, especially at the local level (e.g., LACAC). With these new responsibilities local people need to understand the nature of their own landscape heritage; and the ultimate forum they may have to defend their ideas.

LANDSCAPE CONSERVATION AND LOCALIZATION OF DECISIONS REQUIRES A VALUING OF LOCAL KNOWLEDGE, AND NEW PLANNING ROLES, RESPONSIBILITIES AND RIGOUR FOR LOCAL INHABITANTS

Perception: The criticism of the sanctions by both the Local and Provincial Planning Actors (around 40% each) is that they seem to provide a vision for landscape conservation without any consideration of its concrete application; in spite of voluminous Implementation Guidelines. This is probably a valid criticism given the necessary vagueness of the Policies and the fact that few examples of landscape conservation exist. Yet, given this opinion, over 60% of all the interviewees agree that the sanctions would lead to a more thorough review and broader spectrum of planning at the local level.

In spite of the localization of power, with the added decision-making responsibilities, there is still the perception that the Province is gaining more power - a feeling perhaps generated by the fact that the Policies and Guidelines were produced by the Province. The true function of the Province therefore is a question for many. As such, the Policies were criticized for not stating a clear role for the Province. It was felt the Province may have the wherewithal to bridge the difficulties of planning across jurisdictions but that function has not been enunciated.

Ironically, it is the Province that may have better luck in enforcing these sanctions - bringing attention to a local issue by its presence; and by being removed from local infighting, the Province is in a better position to say 'No'. As almost 60% of the Provincial Planning Actors and 30% of Local Planning Actors said, enforcement will mean everything with these sanctions. If they were not strictly enforced then landscape conservation would not be highly valued at a local level. One Provincial Planning Actor said that local areas

should not fear a heavy hand in its enforcement given that the Province wanted to create a positive nurturing environment around the issue of landscape conservation; and given that the Province is loath to get involved in local matters, especially heritage issues; and finally given the Province's diminishing abilities to effectively enforce the sanctions. Therefore, if local areas chose to initiate landscape conservation actions through the inclusion of policies in local Official Plans they must also be willing to effectively enforce the sanctions, if they are to have any meaning. This situation is all the more necessary given the manner the 1996 Landscape Policies have been cast - as sanctions to be initiated very much at the discretion of the local municipalities.

SANCTIONS HIGHLIGHT THE RAPIDLY CHANGING DYNAMICS OF POWER IN THE PROVINCE: LOCALIZATION OF PLANNING DECISIONS THAT WILL ULTIMATELY DETERMINE HOW LANDSCAPES WILL REALLY BE PROTECTED

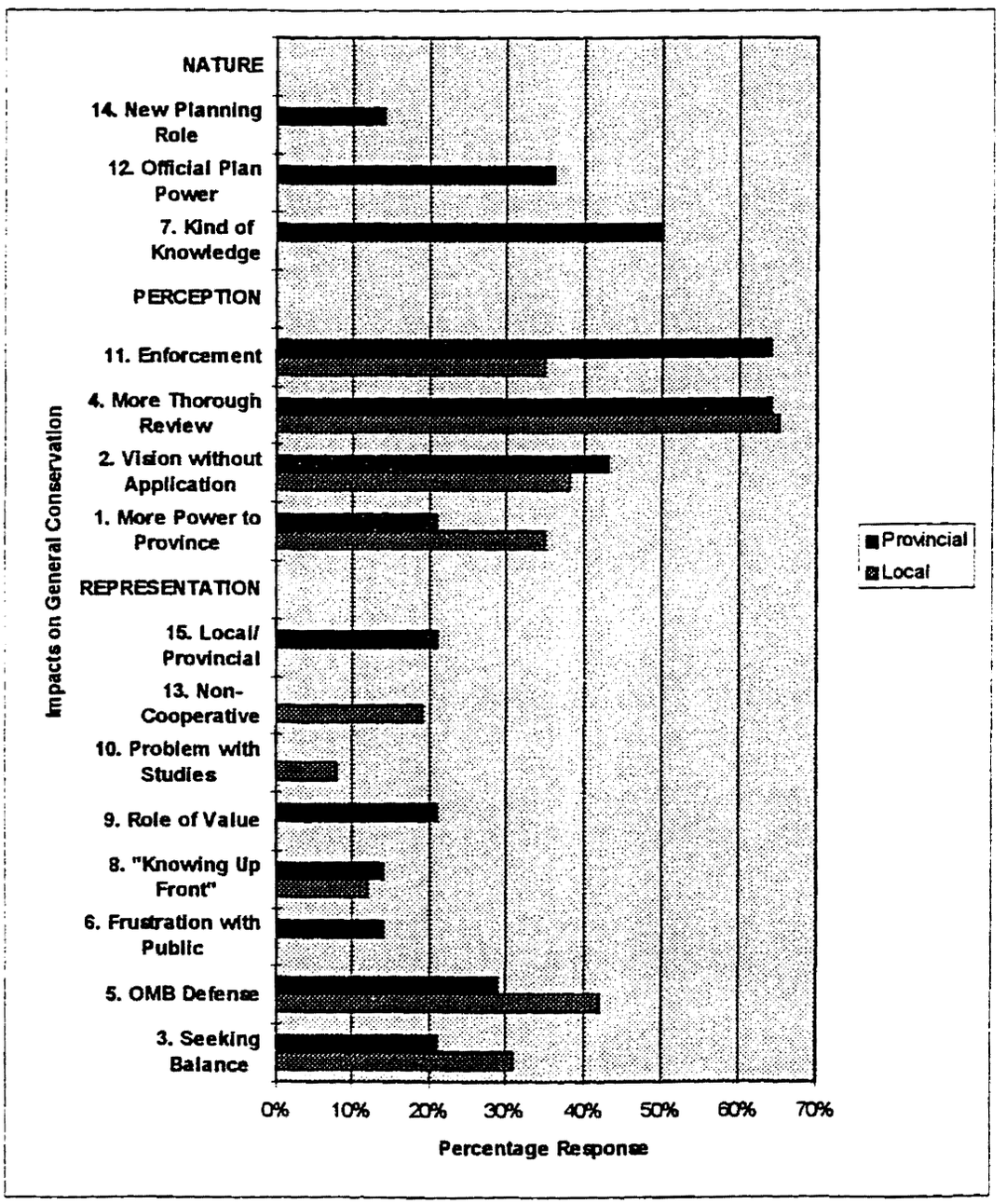
Representation: Sanctions prompt a conservation process that aims to seek some balance between forces that are often set against one another: a balance of economic and environmental interests. Thirty percent of Local Participants and twenty percent of the Provincial Participants talked of this dynamic; some felt that the new Policies went too far to the environmental side; and others felt that the environment is still exposed. 'Sustainable development' was the popular term used by interviewees to describe a balanced system of economic incentives and environmental protection. This revealed a state of mind in the respondents, that environment is necessarily opposed to business and the two must compromise to coexist. All agreed a balance is needed, the nature of that balance however, was subject to considerable debate.

As both Local and Provincial Participants stated, part of that balanced dynamic means "knowing up front", for both proponents and opponents of development. Knowledge of a landscape derived from an inventory, done in advance of a proposal, is beneficial to the developer - being able to proceed with a proposal with greater assurance if the possible impediments to development are better known; and it is to the opponent's advantage, as well, so that they may mount a more successful campaign against development. The 'playing field' of land use development is more level with this early knowledge. In both cases, information gained before development actions are initiated, will likely be used by different 'experts'. A couple of Local Planning Actors talked of the experience of hiring 'experts' that dutifully delivered evidence supporting their view of reality. Opposing sides were able to find 'experts' equally able to speak to the other side of the argument; such it seems is the apparent flexibility of the 'expert' perspective.

In seeking this balance the public plays a major role: it may be the only voice forming opposition to a proposal; or it can form a decisive element in favour of a development. Yet there is often a problem dealing with the public, as both Provincial and Local Interviewees noted. The citizens may not get involved if there is no perceived threat to their immediate environment and quality of life; or they be so overwhelmed with other responsibilities that prevent their effective involvement (frustration with this condition was evident in a few Provincial Planning Actors who expressed disappointment with the public

and Local Planning Actors alike who did not bother to become acquainted with planning policy - in their minds a pivotal piece of legislation; or participation had been badly administered, or worse knowingly manipulated, to discourage significant public opposition to a development. Then there is the situation that concerned 20% of the Local Planning Actors, that some segments of the public are reticent to get involved because of political and moral issues, e.g., limited aboriginal and Mennonite involvement in provincial planning. It is apparent for Local and Provincial Participants alike that their ability to plan in an effective, ethical and responsible manner is dependent on the quality of public participation.

FIGURE 74
Sanctions Impact on Overall Heritage Conservation



Achieving a balance of economic and environmental factors at the local level will not always be possible. The rancor and the strength of convictions may be such that the balance struck at a local level will have to be justified at the OMB. This is not an infrequent occurrence on the Ontario planning scene; however, it is a new experience for landscape conservation decisions. Both Local (over 40%) and Provincial (almost 30%) Participants discussed the probable outcome of a landscape defence at the Board. For most there is skepticism expressed as to the success of a 'soft' issue such as landscape going into a forum that has traditionally been dominated by what is perceived by most to be objective and rational decision-making.

This semi-judicial process remains a probable outcome for decisions based on the 1996 Planning Act. In that policy 'cultural heritage landscapes' remain a vaguely defined, emotive and commonly understood resource. In fact, as a few Provincial Planning Actors firmly stated, all landscape issues will proceed to the Board. And in that process the Province will stand back watching what will happen at the local level, digest it, evaluate it, and adopt it if it is a good innovation. An OMB conclusion to the process is guaranteed when the Province plays a passive role in policy development.

LANDSCAPE SUSTAINABILITY DEMANDS A BALANCE OF ECONOMIC AND ENVIRONMENTAL FACTORS. THIS PRESUPPOSES CERTAIN CONDITIONS OF "KNOWING UP FRONT", EFFECTIVE CITIZEN PARTICIPATION, AND ULTIMATE ARBITRATION AT THE OMB

B. Nature of Sanctions: *iii) Impacts on Landscape Conservation*

1. **Creating Heritage Industry** - both levels of Planning Actors believed that new sanctions would create a new segment of heritage consulting.
2. **Adequacy of Planning Act** - Local and Provincial Planning Actors believed that land use planning tools are too crude for landscape conservation.
3. **Paradox of Localizing in Watersheds** - Participants thought that landscapes suggest a broader area then might be found within a system moving towards localization.
4. **Policies Protecting Viewsheds Contentious** - Provincial Participants believed that the 1995 B13 policy, that protected viewsheds, was more contentious.
5. **Policies Protecting Heritage Resources Less Contentious** - policies that protected cultural landscapes and archaeological resources were easier to deal with.
6. **Policies Protecting Archaeological Resources Least Contentious** - participants thought that policy that protected archaeological resources was the strongest.
7. **Fragmentation of Landscape** - there was the concern that the separate Landscape Policies led to a separation of aesthetic from cultural; and urban from rural.
8. **Legislative Triumvirate** - it was important to consider the Planning Act in conjunction with the Environmental Assessment Act and Heritage Act.
9. **Potential of Landscape** - a few Provincial Actors believed that landscapes allowed one to approach planning in a more holistic manner; working towards sustainability.

10. **Difficulties of Landscape** - landscapes are difficult to plan because they are a complex amalgamation of natural and cultural factors.
11. **Landscape Change is Inevitable** - the concern was expressed that sanctions should not freeze development, but development should not compromise 'character' either.
12. **Political Will** - Provincial and Local Participants recognized that political will is everything, especially for a 'soft' issue like landscape.
13. **'Soft' Policy Implementation** - Local Planning Actors described the many difficulties with the implementation of 'soft' policy.
14. **LACAC Role** - two Local Participants unflatteringly likened LACAC's to a bunch of "'little old ladies' telling us what colour to paint our houses"[11].

FIGURE 75

Impact of Sanctions on Landscape Conservation- Interviewee Response Summary

Landscape Element	LOCAL/26 Response #	LOCAL/26 %	PROVINCIAL/14 Response #	PROVINCIAL/14 %
1. Creating Heritage Industry	2	8%	3	21%
2. Adequacy of Planning Act	13	50%	6	43%
3. Paradox of Localizing in Watersheds	2	8%	1	7%
4. Policies Protecting Viewsheds Contentious	0	0%	4	29%
5. Policies Protecting Heritage Resources Less Contentious	0	0%	6	43%
6. Policies Protecting Archaeological Resources Least Contentious.	0	0%	2	14%
7. Fragmentation of Landscape	0	0%	1	7%
8. Legislative Triumvirate	0	0%	7	50%
9. Potential of Landscape	0	0%	3	21%
10. Difficulties with Landscape	0	0%	6	43%
11. Landscape Change Inevitable	2	8%	6	43%
12. Political Will	15	58%	7	50%
13. 'Soft' Issue Implementation	7	27%	0	0%
14. LACAC Role	2	8%	0	0%

Nature: The challenge for landscape conservation lies in the particular characteristics of landscape: its larger scale; connectedness; and dynamism. First, landscapes do suggest a broader area than can often be found at a local level. This presents a paradox in light of the move to localization of decision-making. The scale of a planning area is increasing, while planning policy is decreasing in scale. The net impact of policy can in fact further fragment a landscape that has traditionally been broken down into different zones of development. Fragmentation is further encouraged by the separation of different parts of a landscape into its natural, cultural, aesthetic, and resource parts by separate policy treatment, and different institutional responsibilities.

[11] Taken from interview, Summer 1995.

Finally, policy must accommodate landscape's dynamic nature. Landscape policy therefore cannot depend on static sanctions. It must be flexible enough for a variety of applications. And if the policy cannot shift it must and will inevitably change to better suit landscape conservation. Provincial Planning Actors are particularly aware (over 40%) of the impermanence of policy; policy that they are often called upon to reinvent.

LANDSCAPE SANCTIONS MUST ACCOMMODATE THE LARGER, CONNECTED, AND DYNAMIC NATURE OF THE RESOURCE

Perception: The Provincial Planning Actors were the only ones to comment and evaluate the 1995 Landscape Policies. Again this could have been expected since the interviews occurred at a very early stage in the new Policies' release. The three Landscape Policies (B13, B14, B15) were variously discussed in terms of which one was the most contentious, and thus likely to survive. And in hindsight it is clear that the Provincial Interviewees were very perceptive. Many problems were cited with the viewshed protection policies (30% response): the evaluation of significant views is highly subjective; hard to bound; and has little precedent in past policy. As a result it is not surprising that Policies protecting viewsheds in the March 28, 1995 Planning Act, were removed from the April 3, 1996 version of the Planning Act.

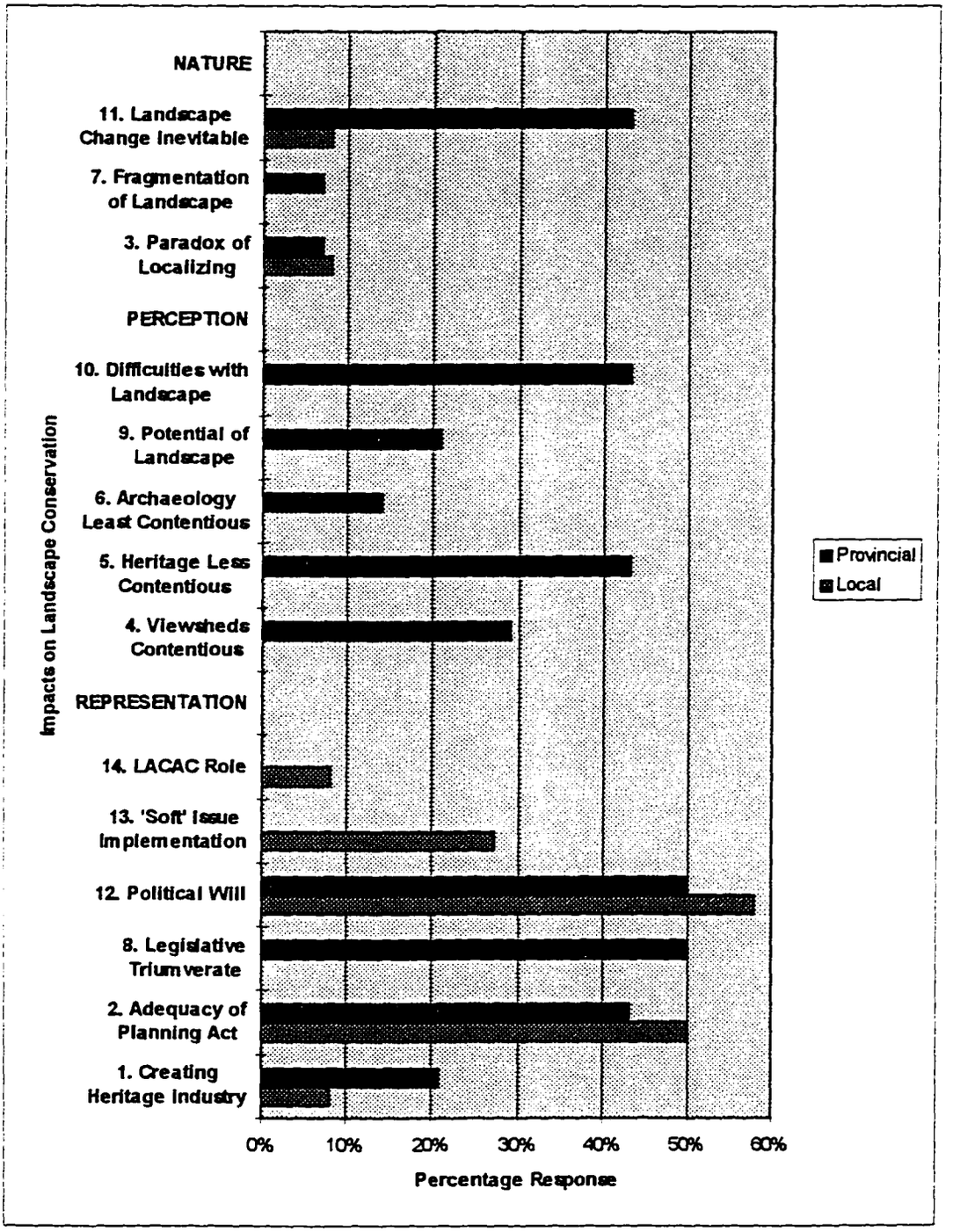
Cultural heritage Landscape Policies however were more successful, surviving the reforms of the present provincial Conservative government. One can speculate that this occurred because the policy had been well-crafted, being developed as part of the new Heritage Act package (over 40% of the Provincial Planning Actors referring to the policy's history, and expressing the opinion that it was well-reviewed and thought out). The least contentious sanctions however were thought to be those for archaeological protection. This reaction again was probably due to the fact that the sanctions have a longer history in the Province.

The Provincial Planning Actors were acutely aware of the very real difficulties associated with landscape conservation (over 40%). They recognized that landscapes are a complex melange of cultural and natural factors; hard to define; changing continuously; and known pluralistically. Yet, in spite of these challenges, Provincial Planning Actors (20%) also commented on the potential of using landscape as a holistic foundation to planning.

LANDSCAPE SANCTIONS MUST SIMULTANEOUSLY ADDRESS THE DIFFICULTIES ASSOCIATED WITH LANDSCAPE, WHILE REALIZING ITS POTENTIAL. AS SUCH, POLICIES ARE VARIOUSLY OR INCREMENTALLY ACCEPTED, ON THE BASIS OF LEGISLATIVE PRECEDENT, EFFECTIVE PUBLIC REVIEW AND A PROVEN TRACK RECORD

Representation: Significant discussion (Local 50%; Provincial 40%) occurred over the adequacy of the 1995 Planning Act for landscape conservation. Serious reservations were raised as to adequacy of the Act to deal with landscape's intangibles, stewardship management, and the 'bluntness' of zoning tools for effective landscape conservation -

FIGURE 76
Sanctions Impact on Landscape Conservation



comments that could be extended to the present Planning Act and Policies. Provincial Planning Actors alone (50%) saw the importance of the legislative triumvirate of the Planning, Heritage, and Environmental Assessment Act to conserve landscapes. To this

day the resource side of the landscape is served best by the Planning Act; the cultural by the Heritage Act; and the natural aspects with the Environmental Assessment Act.

The Planning Act in both its manifestations remains the main instigator of land use decisions at a local level; and it is the LACAC's that have gained new responsibilities with both sets of Landscape Policies. They are the advisory board to the local council on matters of heritage conservation. Their role has traditionally been directed to architectural conservation but their mandate theoretically increases to encompass landscape with both the 1995 and 1996 sanctions. The question is whether LACAC's are adequate for the challenge of landscape conservation.

When the local decision about landscape conservation (in the case of the 1996 Policies, 'cultural heritage landscape' conservation) has been made it is still the implementation that is questionable. Local Planning Actors alone (around 25%) commented on the probability of its success as a 'soft' issue. Political will in this case is therefore key, and half of both the Local and Provincial Planning Actors interviewed discussed this situation. Political support for landscape determines how its conservation will be handled at the local level. If it is embraced, it is clear that the new environment created by the 1996 Policies will spawn a new consultancy industry in landscape heritage; just as the introduction of the archaeological sanctions produced a strong boost for archaeological firms ten years ago.

THE ADEQUACY OF THE PLANNING ACT AND LACAC'S FOR LANDSCAPE CONSERVATION IS IN QUESTION WITH THESE NEW SANCTIONS. POLITICAL WILL FOR A 'SOFT' PLANNING ISSUES IS KEY. IF IT IS EMBRACED, A NEW HERITAGE LANDSCAPE CONSULTANCY INDUSTRY WILL BE SPAWNED

C. General Commentary on Government Actions

1. **Power of Sanctions** - both levels of participants commented that official policies tell all parties involved in planning that landscapes should be taken seriously.
2. **Conservation Valuing** -If it is really important, one would be willing to fight for it. What brings conservation issues into focus is the sense of a loss of quality of life.
3. **Private/ Public Rights** - both levels of participants said that any sanctions are seen largely as an invasion of rights.
4. **Conservation Change Dependent** - both levels expressed that it seems that a crisis is necessary before conservation can occur and people are galvanized into action.
5. **Effect of Ideology on Policy** - both Local and Provincial Planning Actors believed that the policy is inevitably effected by the ideology of the ruling government.
6. **Necessary Consultation** - Local Actors wondered what represents adequate consultation in order to change sanctions: election results; or extensive public consultation?
7. **Adjusting to Change** - both levels of participants talked about the dynamics of change.

8. **Increasing Sanctions Through Time?** - there is an impression at the local level that there are more regulations created over time; or existing sanctions are more stringently enforced.
9. **Fear of 'Designation'** - Local and Provincial Actors talked about the fear of 'designation' - seeing them as restrictive.
10. **Ordinary to the Elite** - both levels of participants felt sanctioning moves something from the ordinary to the elite; a paradox especially with landscapes 'of the people'.
11. **Elitism of Conservation** - the criticism of heritage conservation is that it is an elite preoccupation: the domain of the white, landed, male, anglo, and middle class.
12. **Provincial Distrust** - both levels said that sanctions are linked to government and bureaucracy and that colours the way people receive the sanctions.
13. **Sanctioning with Studies** - Locals felt that sanctioning also comes from studies.
14. **Outside Interest as Sanctions** - two Locals said that outside interest in conservation also sanctions work.
15. **Sanctions by Public Sentiment** - two Local Planning Actors believed that election outcomes can set political agenda and thus sanctions.
16. **Plaques and Awards** - two Locals felt that sanctions also come in the form of plaques and awards.
17. **Sanctioning by Organizations** - one Local said sanctioning also comes by forming organizations around landscape causes.
18. **Other Conservation Approaches** - two Provincial Actors felt there may be other techniques and policies that could equally serve landscape conservation.

FIGURE 77

General Commentary on Government Actions- Interviewee Response Summary

Landscape Element	LOCAL/26 Response #	LOCAL/26 %	PROVINCIAL/14 Response #	PROVINCIAL/14 %
1. Power of Sanctions	15	58%	7	50%
2. Conservation Valuing	8	31%	0	0%
3. Private/ Public Rights	16	62%	4	29%
4. Conservation Change Dependent	10	38%	2	14%
5. Effect of Ideology	9	35%	5	36%
6. Necessary Consultation	9	35%	0	0%
7. Adjusting to Change	15	58%	10	71%
8. Increasing Sanctions Through Time?	8	31%	0	0%
9. Fear of Designation	7	27%	1	7%
10. Ordinary to the Elite	3	12%	4	29%
11. Elitism of Conservation	0	0%	2	14%
12. Provincial Distrust	10	38%	2	14%
13. Sanctioning with Studies	7	27%	0	0%
14. Outside Interests as Sanctions	2	8%	0	0%
15. Sanctions by Public Sentiment	2	8%	0	0%
16. Plaques and Awards	2	8%	0	0%
17. Sanctioning by Organizations	1	4%	0	0%
18. Other Conservation Approaches	0	0%	3	21%

Nature: Provincial and Local Planning Actors (both around 50%) talked about the considerable power of sanctions. Local Planning Actors, in particular, named a number of methods that provide a variety of protection levels: just naming something through a designation raises its profile (e.g., 'significant landscape', 'cultural heritage landscape'); studies undertaken on a landscape make people think it is important; outside interest in a local landscape also raises the recognition of a landscape; public sentiment expressed in Council meetings, election outcomes, and special interest groups can reflect the hold landscape issues have on a community; the formation of an organization dedicated to a landscape's conservation can also be an influential force in a local area (e.g., H.O.P.E., R.A.G.E.); and plaques and awards can serve to give a level of protection to a landscape, by raising its value in the eyes of local inhabitants.

SANCTIONS CAN TAKE MANY FORMS AND OFFER VARYING LEVELS OF PROTECTION FOR A LANDSCAPE

Perception: Sanctions are often judged by local people as an imposition of 'outsider's' values, e.g., impractical demands of LACAC's, or upper tier and provincial bureaucratic intervention. Almost 30% of the Local Interviewees expressed a common fear of designations; designations being seen as restrictions to private rights (60% of the Local Participants expressing this particular sentiment). This is the price of landscape conservation that individual private landowners must be willing to pay, if conservation is to take place.

These sanctions can also be rejected on the basis of past conservation efforts. The sentiment expressed is that once heritage is designated it moves from the ordinary and common to the preserve of the privileged. The Provincial Planning Actors were particularly aware of this phenomenon (almost 30% response), talking about its inappropriateness for landscapes. Landscapes are most often seen as a ubiquitous resource that must be inclusively, not exclusively conserved, (as it is perceived to have occurred in the past for white, male, and English heritage).

The bias which sanctions have to confront, is their association with the Province. Through this association, the sanctions may be dismissed automatically without consideration, because of an inherent mistrust of the provincial government. Not unexpectedly, a significant number of the Local Planning Actors (almost 40%) expressed this sentiment. Along with this mistrust, is the local area belief (around 30%) that sanctions are increasing in number and becoming more intrusive; or that sanctions beget more sanctions, and so on. Yet, sanctions are definitely evolving: the reason is not the provincial government becoming more doctrinaire; instead, it is the natural shift of policy that is produced by ideological changes. Nowhere has that been more apparent than with the 1996 changes to the Planning Act, since the election of the Conservative government. The Local and Provincial Planning Actors equally make observations about these ideological effects on policy (30% each).

TO SUCCEED SANCTIONS MUST CONFRONT MANY OBSTACLES: LOCAL FEAR OF DESIGNATION; THREAT OF DIMINISHMENT OF PRIVATE RIGHTS; ELITISM BIAS FROM PAST CONSERVATION; AND PROVINCIAL DISTRUST. THEREFORE THEY ARE ALWAYS IN FLUX, WITH IDEOLOGY BEING THE BIGGEST INFLUENCE

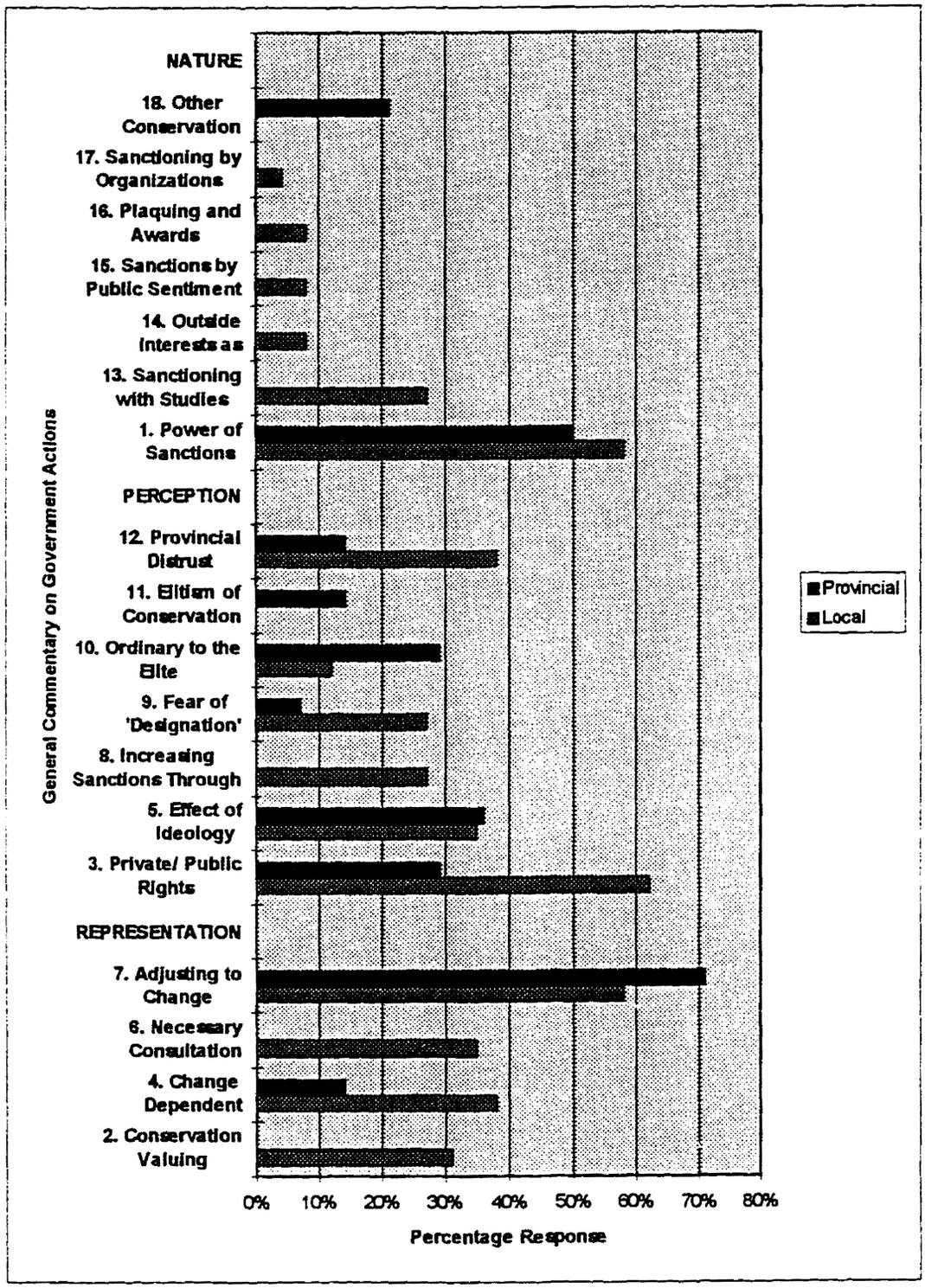
Representation: The decision to conserve depends on the importance a landscape holds for a community. Thirty percent of the Local Participants talked about some of the factors that are considered in the valuing of landscape, e.g., the perceived loss to quality of life if a landscape is changed; or, "Would I like this landscape use next to me?". But above all it seems the decision to conserve is dependent on how seriously the threat of change is taken. Trying to motivate a community before the threat of heritage loss is perceived is very unlikely, said almost 40% of the Local Planning Actors. Proactive conservation action is seen to be very difficult to undertake.

Once action is initiated however, it is also clear that the public is the main force in landscape conservation. Local Planning Actors (over 30%) knew this publication was a necessity. This puts the onus on the bureaucrats and politicians to have effective consultation with the public. Effective citizen participation ensures that a project is considered legitimate and credible in the minds of local inhabitants.

Finally, the sanctions are set within an environment of change: a changing landscape and a changing political and ideological frame; within institutions that are also changing, albeit slowly. This misfit causes anxiety for development proponents, opponents, bureaucrats, and politicians alike. It is an anxiety that is well-described by 60% of the Local Participants, and 70% of the Provincial. Ultimately it must be remembered that sanctions are not the only method of conserving a landscape, e.g., there is the Environmental Assessment Act, Heritage Act, Heritage Conservation Districts, or development controls as one would find in the UK.

THE DECISION TO CONSERVE LANDSCAPE DEPENDS ON THE PERCEIVED VALUE OF A LANDSCAPE; AND THE PERCEIVED THREAT OF CHANGE. CHANGE IS ALSO INHERENT TO SANCTIONS, BUT PLANNING SANCTIONS ALONE ARE NOT THE ONLY LEGISLATIVE AID TO LANDSCAPE CONSERVATION

FIGURE 78
General Commentary on Government Actions



CHAPTER 6

Research Analysis and Understanding: *Understanding and Assessment of LANDSCAPE PLANNING*

The Analysis and Interpretation concludes with a description of participant response on Landscape Planning

I. Planning

The discussions about landscape planning tended to break down into three areas. Interviewees first talked about Landscape Planning; then the Planning Actors who are best involved in the planning process; and finally, their personal prescription for what is 'Good' Landscape Planning Practice.

A. Focus on Landscape Planning

1. **Issues of Scale** - both local and provincial planning actors acknowledged that landscapes can vary widely from a discreet site, through to a larger region.
2. **Specifics/ Generalities** - it was apparent at the local level that it is easier for people to discuss landscape in terms of specific sites, actions, etc.
3. **Landscape and Political Jurisdictions** - participants raised the question as to whether there is a fit between a landscape and existing jurisdictional boundaries.
4. **Culture-Local/ Natural-Upper** - the 'cultural' in the landscape is seen as a local concern and the 'natural' in the landscape is seen as an upper tier responsibility.
5. **Landscape are Holistic** - both local and provincial planning actors said landscape planning is seen as the integration of natural and cultural elements.
6. **Community Resource** - provincial participants felt landscape is a resource common to all and therefore everyone's concern.
7. **Planning Only Action-Based** - local actors said there is the notion that landscape planning can only be action-based; or it needs a perceived crisis.
8. **Official Plan Power** - one local actor thought that if the landscape policies are incorporated in local Official plans, this will be the ultimate test of their acceptance.

FIGURE 79

Focus Landscape Planning- Interviewee Response Summary

Landscape Element	LOCAL/26 Response #	%	PROVINCIAL/14 Response #	%
1. Issues of Scale	10	38%	6	43%
2. Specifics/ Generalities	1	4%		
3. Landscape and Political Jurisdictions	13	50%	3	21%
4. Culture-Local/ Natural-Upper	3	12%		
5. Landscapes are Holistic	4	15%	8	57%
6. Community Resource			3	21%
7. Planning Only Action-Based	5	19%		
8. Official Plan Power	1	4%		

Nature: It was apparent to most Provincial Planning Actors (over 55%), and to a few (15%) Local Planning Actors, that Landscape Planning must be approached in a holistic manner. It was comparable, in their minds, to other planning concepts such as watersheds, biodiversity, and ecosystems. However, it was recognized that the term "watershed" has been given priority by these Policies.[12] The question is whether that concept is broad enough to fully represent all cultural and natural aspects of the landscape.

As a holistic planning entity landscape can serve as an important community resource. This is part of the 'Promise of Landscape' that Provincial Planning Actors (20%) in particular noted; its potential as a resource common to all members of a community. It is something that all residents can relate to; feel ownership for; and focus on during a planning exercise.

Landscape planning like other types of planning only seems to commence when a development has been proposed. Interestingly, only Local Participants (20%) expressed this opinion; those who deal directly with an action-oriented piece of legislation such as the Land Use Planning Act. But this perspective denies the possibility of measured thoughtful and proactive planning actions - 'good' decisions that are not being forced through because of a developer's need for a timely process. If there is no perceived crisis or sense of urgency, one wonders how local people can be motivated to do the day-to-day advocacy that might be needed to support landscape conservation in the long run. Yet, one Local Planning Actor expressed the belief that cooperation is a much better way to go than confrontation. Land trusts, such as the Lower Grand Land Trust, are based on that belief; the need for a proactive, long term community effort.

LANDSCAPES CAN HOLD GREAT PROMISE FOR PLANNERS AS A HOLISTIC COMMUNITY RESOURCE, COMPLETE WITH NEW REQUIREMENTS FOR A LESS ACTION-DEPENDENT APPROACH AND A MORE THOUGHTFUL, STEWARDSHIP MOTIVATION

Perception: A few Local Planning Actors (over 10%) described the division of cultural and natural landscape issues distributed between lower and upper tier government. One participant said that this separation was initially established by the Haldimand-Norfolk Act. This may also be a legacy of the LACAC's which operate at a local level, dealing exclusively (up to now) with architectural and urban conservation issues. This translates as 'culture' in the landscape. At an upper level, agencies such as Conservation Authorities and regional governments, have traditionally dealt with the planning of natural elements. For example, the Region of Waterloo only prepared a 'Natural Heritage Framework', and not a 'Cultural Heritage Framework' for inclusion in its recent Official Plan.[13]

However, cultural policy established at a local level is exactly where it should be, closest to the people, their heritage, their distinct identity, their community activities, etc.

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[12] Commission on Planning and Development Reform in Ontario. 1993. *New Planning for Ontario.* Queen's Printer for Ontario: Toronto. pp.17-19.

[13] Regional Municipality of Waterloo. 1994. *Regional Official Policies Plan: Draft. Planning for a Sustainable Community.* Waterloo. Section 4.0 Natural Habitat Network, and Section 6.0 Heritage Conservation

And perhaps a larger scale, upper tier perspective is best for natural heritage concerns. But the division goes on to perpetuate the traditional schism of landscape along cultural and natural lines. This schism therefore necessitates better coordination in planning between lower and upper tier issues; this coordination being reflected in both tier's Official Plans.

The question remains therefore with local municipalities that do not have access to an upper tier structure, e.g., County of Brant does not provide overall planning coordination, its townships are working autonomously within the County. What mechanism is present in such a situation to efficiently plan for landscape issues that cross local area jurisdictions? If the Province serves that upper level function, there is a growing concern that the Province is becoming less able to operate in any effective planning capacity.

THE LANDSCAPE SCHISM PERSISTS WITH CULTURAL POLICY AT A LOCAL LEVEL, AND NATURAL POLICY AT AN UPPER TIER. DIFFERENT JURISDICTIONS CAN BRIDGE THIS SCHISM IF THEY COORDINATE PLANNING EFFORTS (ASSUMING AN EFFECTIVE UPPER TIER EXISTS)

Representation: Decisions that are made concerning landscapes are fundamentally dependent upon the scale that is chosen for consideration. Around 40% of the Provincial Planning Actors and the Local Planning Actors talked about the flexibility of the term, that includes landscapes found at a super-regional, regional, and sub-regional scale, e.g., biospheres, ecoregions, bioregions, watersheds, sub-watersheds, landscape units, sites, etc. The choice of scales, of course, will fundamentally effect the kind of planning that occurs, what connections can be made between elements, and what level of detail can be considered.

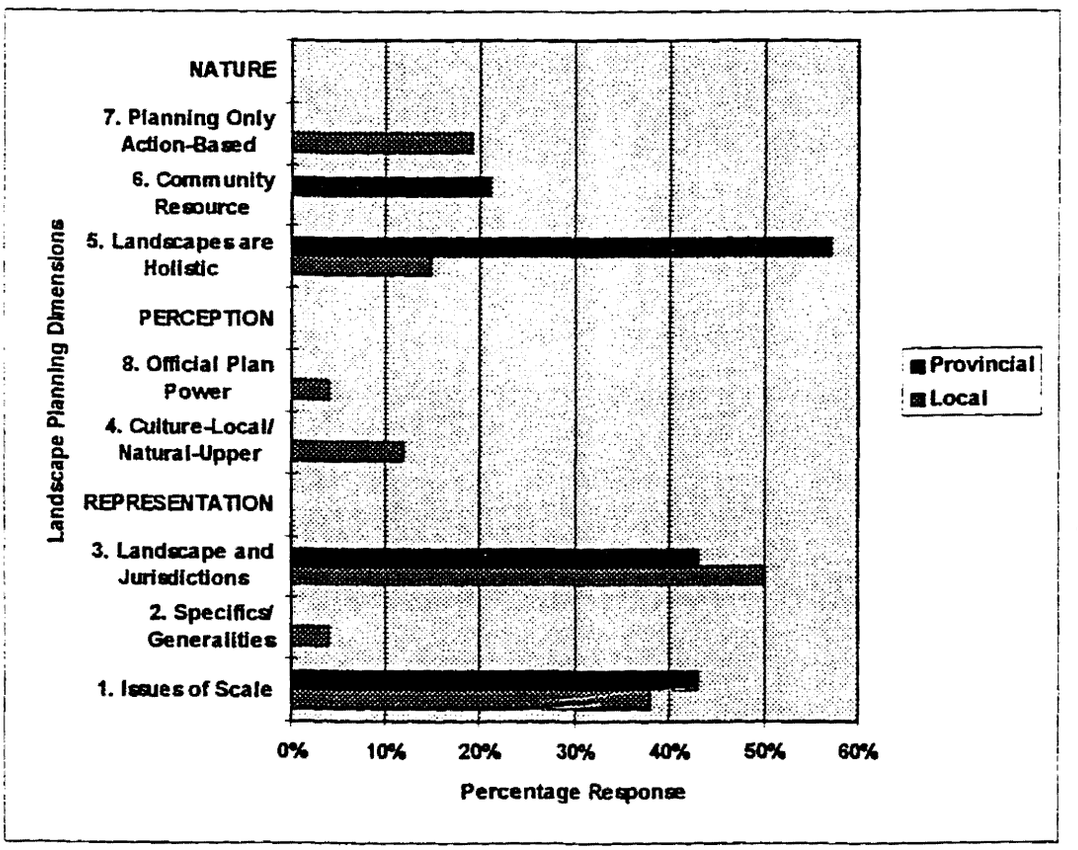
Yet, whatever the scale, the context of a landscape must also be included in the perspective. Local Planning Actors were particularly aware of this relationship, and the irony is that as planners move to a larger scale to view landscapes, it remains easier to talk about smaller site-specific issues. Landscape Planning thus demands an ability to grasp larger scale with greater complexities.

Discussions revealed that a good unit to consider the larger scale landscape could be the watershed. Watersheds however do not coincide with the political jurisdictions which for the most part have been arbitrarily applied to the Province. If watershed, and for that matter Landscape Planning is to be adopted, the separation of political jurisdictions must be confronted. Over 50% of the Local Participants and over 40% of the Provincial Planning Actors talked of this challenge. For example, one Local Interviewee made the point that watershed planning does not match the tax structure that is so fundamentally important to the daily functioning of local areas. Conservation Authorities and Regional Governments may be very well-suited to serve this coordination function, but with localization is there the incentive to coordinate planning on a landscape basis? This is especially pertinent given that politicians are elected at a local level, and there is no political motivation to coordinate between local areas.

One member of the Sewell Commission spoke of trying to address the idea of new Planning Authorities for the Province at the beginning of the Planning Reform process; authorities that could also serve this coordination role. But the idea was rejected. There was no political support for this kind of fundamental structural change: change however, that may very well be needed if Landscape Planning is to succeed. As the Commissioner said, "Tackling that issue was a loser... It was really how do you use the existing municipalities, awkward as it is with 800 municipalities."[14]

SCALE IS FUNDAMENTAL IN LANDSCAPE PLANNING: SCALE DETERMINING THE LEVEL OF GOVERNMENT RESPONSIBILITY. A REGIONAL PERSPECTIVE HOWEVER, SEEMS VERY WELL-SUITED TO LANDSCAPE MANAGEMENT LINKED TO EFFECTIVE LOCALIZED PLANNING EFFORT

FIGURE 80
Focus on Landscape Planning



[14] Taken from interviews, Summer 1995. Of course, that number has been reducing with recent municipal amalgamation introduced with the passage of legislation crafted by the conservative Harris government in the Spring of 1997. Perhaps landscape planning does have a chance!

B. Role of Planning Actors in Landscape Planning

1. **Planners as Facilitators** - both Provincial and Local Planning Actors said that planners are not in charge of the process, but rather are facilitators of the process.
2. **Role of Public** - community is the key component in landscape planning: providing landscape information through to making a commitment to landscape conservation.
3. **Role of Community Groups** - both levels of Actors said there would be an expanded role for community heritage groups with new Landscape Policies.
4. **Advisory Bodies** - one Local Actor talked about the GRCA, OMB, Planning Boards, etc. and that they would be more involved with landscape planning.
5. **Non-Profits** - two Local Participants said non-profits would have a significant role in landscape conservation through stewardship efforts.
6. **Politician's Role** - politicians hold the real power therefore they should be effectively involved in the planning process.
7. **Role of Province** - Planning Actors talked about the province's role to encourage communities to participate.
8. **Role of Developer** - a few Local Planning Actors said that developers have a role in stewardship through development.
9. **'Expert's' Role** - in landscape there is a role for the expert and the lay person, but the challenge is determining what the mix should be.

FIGURE 81

Role of Planning Actors in Landscape Planning- Interviewee Response Summary

Landscape Element	LOCAL/26 Response #	LOCAL/26 %	PROVINCIAL/14 Response #	PROVINCIAL/14 %
1. Planners as Facilitators	8	31%	2	14%
2. Role of Public	9	35%	4	29%
3. Role Of Community Groups	5	19%	2	14%
4. Advisory Bodies	1	4%	0	0%
5. Non-Profits	2	8%	0	0%
6. Politician's Role	6	23%	1	7%
7. Role of Province	0	0%	2	14%
8. Role of Developer	3	12%	0	0%
9. 'Expert's' Role	5	19%	3	21%

A number of planning roles were articulated by both the Local and Provincial Participants. Their description of the different roles helped to communicate, in part, their idea of 'Good' Landscape Planning. First, there was the discussion surrounding the development of the professional planner more as a facilitator, and less of a 'doer'. Local Planning Actors in particular (30%) expressed their view of how planners should operate,

creating 'voices' in the community, 'building capacity'. This kind of community activism is necessary in the present environment of cutbacks and less government.

There are difficulties of course with this kind of fundamental shift, from government professionally-driven planning to a community-driven process. Yet, as one Local Planning Actor said it is hard for government planners to extricate themselves because their roles are institutionalized. In addition, they may be reluctant to become 'mere' facilitators as it may be viewed as a loss of control and status. As well, handing planning responsibilities to the community can result in unpredictable outcomes. One wonders at this juncture if the increased call for volunteerism in our society is more of an unrealistic nostalgia, for a return to the 'good old days' of civic spirit, that never really existed.

It is a great challenge for planners to successfully assume this new role since their planning education and experience may have better prepared them for a top-down expert-driven approach that often creates a bias against community controlled planning. Are planners educated for, and prepared to embrace the challenge and "Promise of Landscape"?

This new professional planning role therefore assumes a greater and more effective planning presence for the public. Around 30% of both the Local and Provincial Planning Actors talked of these new societal responsibilities; it was recognized that community is essential in planning landscapes. As one Local Planning Actor stated, "Philosophically we can't think of a heritage without a community. And we can't think of a heritage without a community investing certain kinds of things we value." And another says, "The community has to value things that it wants to save."[15]

The reality of community control in a civic society is still questionable in light of professional planners' and politicians' reluctance to relinquish power. Or it may be a case of apathy on the part of residents because they do not see any thing of significance in their local heritage. It could also be hesitancy, on the part of the public, to volunteer their time in the process. As well, it could be the inability of some disadvantaged by the present planning process, and assumptions, e.g., timing of public meetings may make it hard for shift workers to attend, the language used in correspondence and meetings may not be read or spoken by many community members, or the planning meetings may be intimidating for some to speak up at, etc.

As 20% of the Local Participants noted, increased public involvement meant increased involvement of the public in organized community groups such as LACAC. And not unexpectedly Local Planning Actors were most aware that LACAC's must be able to expand their perspectives from strictly architectural conservation to include landscape conservation. As well, this civic model would demand more representation of the public with 'landscape' sensibilities on advisory boards, such as the GRCA and ministry stakeholder groups. In particular, it is essential that members of the OMB understand what landscapes are; and by understanding them, better value and accept the different kinds of qualitative defences that may be coming to the Board with the new legislation.

Finally, increased citizen involvement would also necessitate a different perspective on a kind of conservation that is done privately rather than publicly. The future of conservation could very well be led by private non-profit undertakings. A very good model of this conservation approach is the citizen-led stewardship that is occurring with the Lower Grand Land Trust Inc. This non-profit group was granted the historic Ruthven

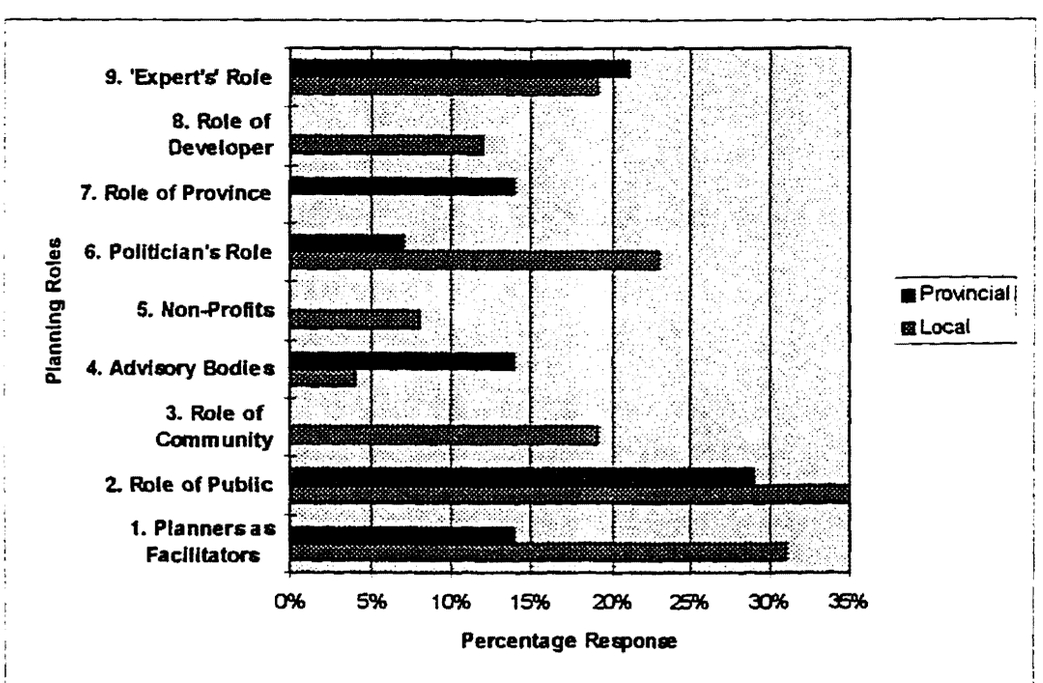
[15] Taken from interviews, Summer 1995.

Estate on the Lower Grand. They are now engaged in several conservation projects, both natural and cultural, on the over 1,000 acre property.

An important part of the planning cycle is also the politicians. They and the bureaucrats, who serve at an administrative level must deal, like the Province, with the growing public distrust of government, if they are to assume an effective planning role. Both 20% of the Provincial and Local Participants expressed the concern, that politicians and bureaucrats must approach Landscape Planning without a preset agenda. And the advice from one politician was simply, "to choose your Council carefully given the present localization of power."[16]

Provincial Planning Actors alone recognized that the Province should play a vital role in this 'civilizing' of planning. The ministries must encourage communities to get more effectively involved by providing the forum for the exchange of ideas; providing intervenor funding to balance development with an effective opposition; provide information about landscape resources equally to all parts of a community debate; aid local areas in how to write more detailed landscape policy; and assist local residents in how best to go to the OMB in defence of landscape causes, etc.

FIGURE 82
Role of Planning Actors in Landscape Planning



A Provincial Participant also felt, that in light of the diminishing presence of the Province, as an active member in local landscape decisions (i.e., approvals) it can now direct more energies to the larger issues relating to landscape conservation. It was suggested that the Province could focus on the inequities inherent to heritage conservation;

[16] Ibid.

research and present national and international models of landscape conservation to local levels, so the state of the art could be advanced; and play a more prominent role in finding the common ground of landscape conservation between municipalities, developers and the public.

The role of the 'expert' would also have to shift with a civically-driven landscape conservation planning process. The first question however is: what constitutes expertise in the landscape? Is it the inhabitants of a landscape, aware of its history, its nuances, its strong associations? Or is it the expertise of those who know how the local area connects to the larger context; the expert who may better understand the functions of natural systems, and how natural systems may integrate with cultural forces; and the expert who understands the appropriate use of technology for landscapes? The challenge is to equitably involve all these 'experts', inside and outside, so the planning process produces conservation actions that are well-informed, as well as, well-rooted in a community and its environment.

These comments of course are now placed against the most recent policy changes wrought by the 1996 Planning Act. With the diminishment of the Landscape Policy along with the other Provincial Policies to a 'should have regard to' status the immediate outlook for conservation is a poor one. The developers, who are given freer reign with the 'streamlined' legislation will be less likely to assume a more active role in stewardship; and the shortening of appeal periods, the lack of intervenor funds, and the reducing of government staff that could facilitate public involvement could seriously impair the development of civic initiatives. The policies to foster their creative involvement, in the balancing of economic and environmental concerns, is just not there now.

CIVIC LANDSCAPE PLANNING DEMANDS NEW ROLES AND RESPONSIBILITIES OF PLANNERS, THE PUBLIC, COMMUNITY GROUPS, ADVISORY BODIES, NON-PROFIT ORGANIZATIONS, POLITICIANS, THE PROVINCE, AND DEVELOPERS; AND A NEW RECOGNITION OF WHAT IS A 'LANDSCAPE EXPERT'. YET CURRENT PLANNING ACT CHANGES COULD SEVERELY CONSTRAIN THOSE NEW INITIATIVES

C. 'Good' Landscape Planning Practice

1. **Range of Representation** - local people articulate landscape heritage and the widest range of public representation should be involved in planning.
2. **Iterative Process** - both Local and Provincial Planning Actors felt that it is best when the planning process is iterative.
3. **Visioning** - both Local and Provincial Planning Actors talked about visioning that leads to community building by establishing values, beliefs, etc.

4. **On-Going Involvement** - Local Actors said that on-going involvement is also the key to the landscape planning process.
5. **Balancing Economics and Environments** - Local Participants said that all planning decisions should seek to balance economics and environmental concerns.
6. **Sources of Information** - Locals talked about the information that is needed to be an effective planning participant.
7. **Landscape's Uniqueness** - it is important to recognize landscape's special dimensions of being subjective, dynamic, 'soft', and representative of people.
8. **General Level of Protection** - Local Participants felt that landscape protection means looking beyond watersheds to form conservation networks.
9. **Identification of Landscapes** - both levels thought that an inventory is an important part of the process.
10. **Master Plan** - Locals said a plan is needed to establish achievable conservation goals.
11. **Conservation Examples** - both Local and Provincial Planning Actors said that good conservation planning examples are needed for communities to emulate.
12. **Working Groups** - the best planning done in working committees focused on different issues; meeting over a shorter period so energy is sustained.
13. **Accessible Process** - one Provincial Actor expressed the thought that all documents, all communications, etc. must be presented in an accessible way.
14. **Methodology** - both levels said that there was a need for an established methodology for cultural landscapes.

FIGURE 83

'Good' Landscape Planning Practice- Interviewee Response Summary

Landscape Element	LOCAL/26		PROVINCIAL/14	
	Response #	%	Response #	%
1. Range of Representation	19	73%	5	36%
2. Iterative Process	3	12%	3	21%
3. Visioning	6	23%	7	50%
4. On-Going Involvement	9	35%	0	0%
5. Balancing Economics and Environments	7	27%	0	0%
6. Sources of Information	6	23%	0	0%
7. Landscape's Uniqueness	3	12%	0	0%
8. General Level of Protection	3	12%	0	0%
9. Identification of Landscapes	5	19%	5	36%
10. Master Plan	4	15%	0	0%
11. Conservation Examples	2	8%	1	7%
12. Working Groups	0	0%	3	21%
13. Accessible Process	0	0%	1	7%
14. Methodology	1	4%	2	14%

Nature: Both Local and Provincial Planning Actors were quite clear about what they believe is entailed with 'good' landscape planning practice. They made prescriptive comments regarding the nature of both the needed information and process.

For the Local Planning Actors, especially (over 75% response and 35% for Provincial Planning Actors) it was very important that a range of representation is involved in planning. The complexities of landscape demand that a variety of participants are given voice: representing a full spectrum of concerns from heritage, to environmental, to social, to health to business interests. The Planning Reform process was often mentioned as a good example of a far-reaching consultation exercise, where all submissions are respected; where there is constant communications throughout; and where there is feedback from input, and plenty of opportunity for face-to-face contact with planning agents. For one Provincial Planning Actor, this variety translated to a more confrontational process; in his mind, this is a sign of a good public process. However, this confrontation may make bureaucrats feel very uncomfortable.

Representation must also include all levels of government, politicians, adjacent representation, and assorted professional advice on both the cultural and natural aspects of landscape. The key challenge with this full range representation is to ensure that all are included in the process and no one faction dominates the process. As well, representatives, both private and public, must bring an enthusiasm for their landscape to the table. As a number of Local Planning Actors said, it will be easier if the planning actors are willing to learn about procedures that may be foreign to them; be free and willing to share their knowledge of their landscape community openly in the planning forum; and believe in the rights of others to express their opinions. All this presupposes an accessible process that one Provincial Participant spoke about, ensuring that language is understandable; schedules are not too tight, nor prolonged; proceedings are well-advertised; and attitudes of administrators are such that a representative range of community members are involved in the planning of landscapes.

This 'good' landscape planning procedure also demands 'good' information. Both Local and Provincial Planning Actors spoke of different sources. Thirty percent of the Provincial Participants mentioned the importance of landscape inventories prepared in advance of the emergence of any development proposal. This could be the influence of the new Ontario Heritage Act which calls for the development of separate landscape inventories to serve different communities. The Implementation Guidelines also however, suggested the development of these landscape inventories.

Other sources of information that could enrich the landscape conservation decisions made at a local level include: other conservation examples; conferences; academic research; workshops; studies, such as the Oak Ridges Moraine report and the Waterfront Regeneration; and the work of some Regional Governments that seem to be planning progressively, e.g., Waterloo, Ottawa-Carleton, and Hamilton-Wentworth.

'GOOD' PLANNING NEEDS A FULL RANGE OF PUBLIC AND PRIVATE REPRESENTATION AND A FULL RANGE OF INFORMATION

Perception: One third of the Local Planning Actors clearly expressed that any 'good' landscape planning exercise should strive to balance economic and environmental forces. Other cultural and social elements were not considered. Some characterized this as "common sense". The question is whether that common sense is guided by the right wing, pro-development agenda of the present Conservative government and their "Common Sense Revolution"; or is it guided by the common sense that demands truly sustainable development and the profound sense of landscape held by the 'common' people? A sustainable approach would accommodate the growth of the economy and guard the welfare of the citizenry, but it must also recognize the special dimensions of landscape as a subjective, dynamic and integrated entity.

To achieve this balance, a few Local Interviewees talked of the advantages of a general level of landscape protection across the entire Province; instead of the present fragmentation of the landscape into separately sanctioned and often unconnected areas. All developments would therefore begin from a baseline of protection, as opposed to a landscape free of any restrictions. As well, two Provincial Actors expressed the desire for a clear methodology to be laid out for the planning of landscape in the Province, in which landscape is given an equitable position in local land use decision-making.

One Local Planning Actor went so far to say that planners should also be asked to include a dedication to landscape protection within their professional code of ethics. Therefore, according to this planner, anyone who failed to observe the edict should be in danger of losing their license: such is the seriousness of this matter for this Participant.

Finally, it was noted that general landscape protection is ultimately assured when people look beyond their own watersheds. The idea is that 'good' landscape planning practice is facilitated by the formation of conservation partnerships and networks that advocate effective stewardship procedures.

'GOOD' LANDSCAPE PLANNING MEANS SEEKING SUSTAINABILITY WHERE GENERAL LANDSCAPE PROTECTION, PRESCRIBED LANDSCAPE PLANNING METHODOLOGY, AND A PROFESSIONAL LANDSCAPE PLANNING CODE OF ETHICS COULD ENSURE LANDSCAPES ARE NOT COMPROMISED

Representation: Commentary by both Provincial and Local Planning Actors also centred on the ideal procedure to employ in 'good' landscape planning. In particular, 50% of the Provincial Planning Actors and over 20% of the Local Participants described a planning process that ideally begins with a visioning exercise. In that forum a range of representatives come together and hash out what are the underlying values, beliefs, goals and terminology that will be used for a planning effort. It is a time to establish a philosophical foundation for a process that will help Planning Actors steer their way through a course that may be challenging and rather lengthy. One such visioning exercise was described by a Participant as a radically different approach to planning. It was the visioning exercise that was used by the GRCA to create a value-driven process as opposed to, what the Participant described as, a traditional top-down, expert-dominated, community-alienating, government-directed process. It was much more than an exercise in

collecting data, digesting and then synthesizing alternatives, and selecting a recommended action.

The visioning exercise was highly recommended by Participants, who have experienced it. It was seen as an excellent way to establish public credibility, bringing the community on side early in the process. It was also felt that it is probable that the public will participate more fully throughout the process; and after as volunteers, advocates, etc. In this visioning of possibilities for a landscape, the planner is the facilitator seeking (as a GRCA visioning coordinator puts it), "Consensus, Commitment, Cooperation, and Collaboration".

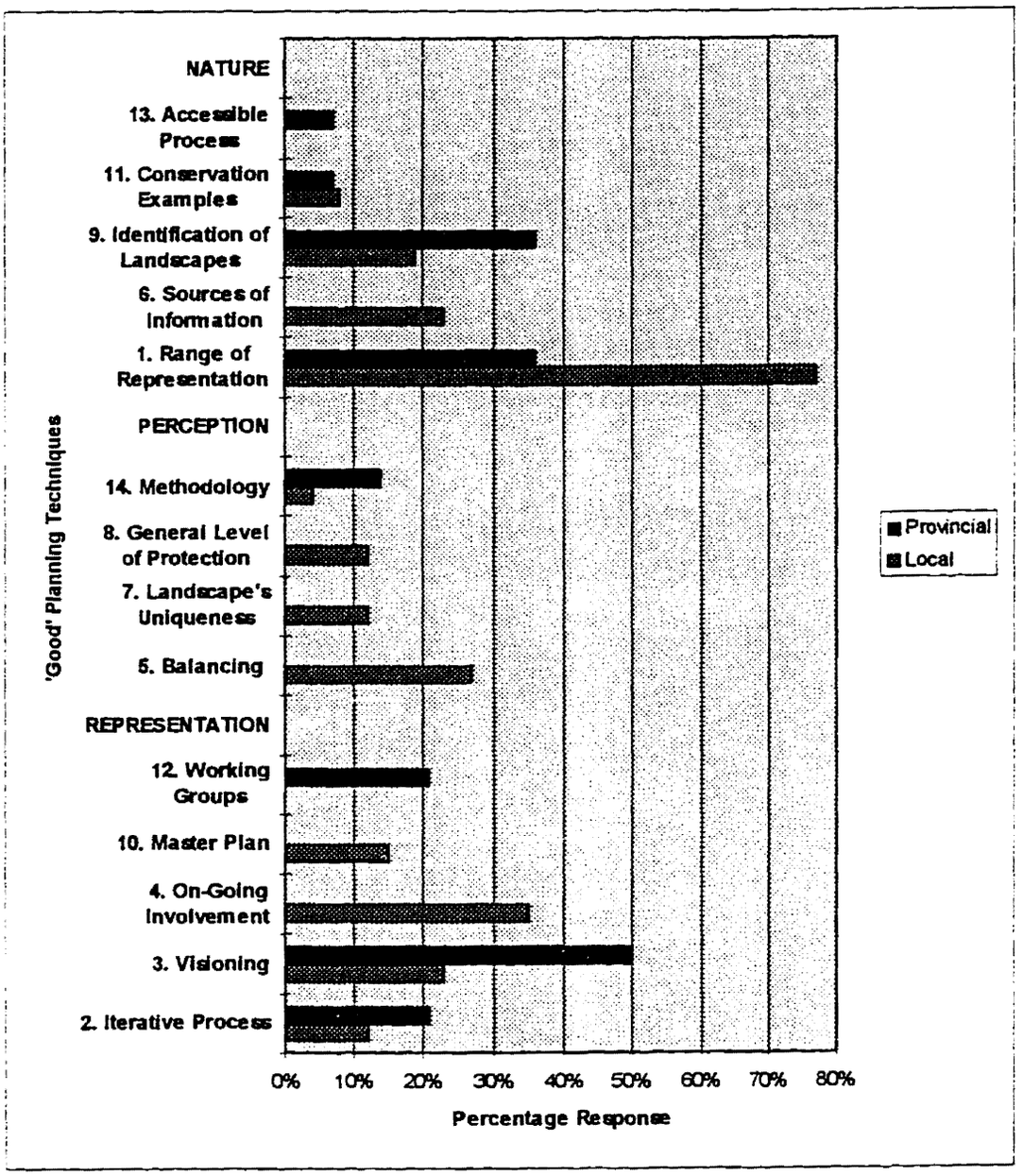
In the minds of Provincial and Local Planning Actors alike the kind of planning process that is initiated by such a visioning exercise will eventually lead to a Master Plan. It is interesting that the idea of a definitive Master Plan (e.g., 5-Year Plan, Best Management Plan, Community Action Programme, Conservation Strategy) is still accepted with this planning approach. However, it was also recognized as not the end of the process, but as only one milestone along a longer-term commitment that helps residents making later management decisions.

Part of the process also means engaging the public in a more effective manner. Twenty percent of the Provincial Planning Actors talked about how best to engage the citizenry in working groups. These are small groups focusing on smaller components of a larger planning problem e.g., cultural heritage landscape and natural heritage landscape groups were created in the Master Planning exercise of the GRCA. They are convened for a short time, thus capitalizing upon the energy and commitment associated with a smaller task. After the working group is completed their findings are incorporated into the larger planning effort; and their feedback is also incorporated, as the process continues.

The ideal of planning, being advanced by the Participants, is a Social Learning approach. Although that term was never used, the ideal process that is described is very definitely sympathetic to that planning theory. An iterative process is called for: "building instead of tearing down". One third of the Local Planning Actors characterized it as an on-going process where the public is involved in more planning aspects; from gathering information through to making decisions, and beyond. The GRCA, in fact is currently developing a "Commitment to Environment Registry" because they have found after their Transactive Planning process, building of community and the forming of partnerships has resulted and must be accommodated. The Registry is a formalization of that dynamic.

IDEALLY LANDSCAPE PLANNING COMMENCES WITH A VISIONING EXERCISE; WHICH NATURALLY LEADS TO AN ITERATIVE PROCESS; THAT EXTENDS THROUGH TO A MASTER PLAN; AND EVENTUALLY BEYOND TO A COMMITMENT TO A LONGER-TERM INVOLVEMENT WITH LANDSCAPE CONSERVATION

FIGURE 84
'Good' Landscape Planning Practice



D. Conclusions

The detailed treatment of the Landscape Idea, Landscape Sanctions, and Landscape Planning is now synthesizing the multi-faceted analysis and interpretation into a narrative. This narrative must be rich enough to encompass all aspects of the Idea: the *Nature* and the *Perception*, which in turn influence the *Representation* of Landscape in the form of specific conservation action.

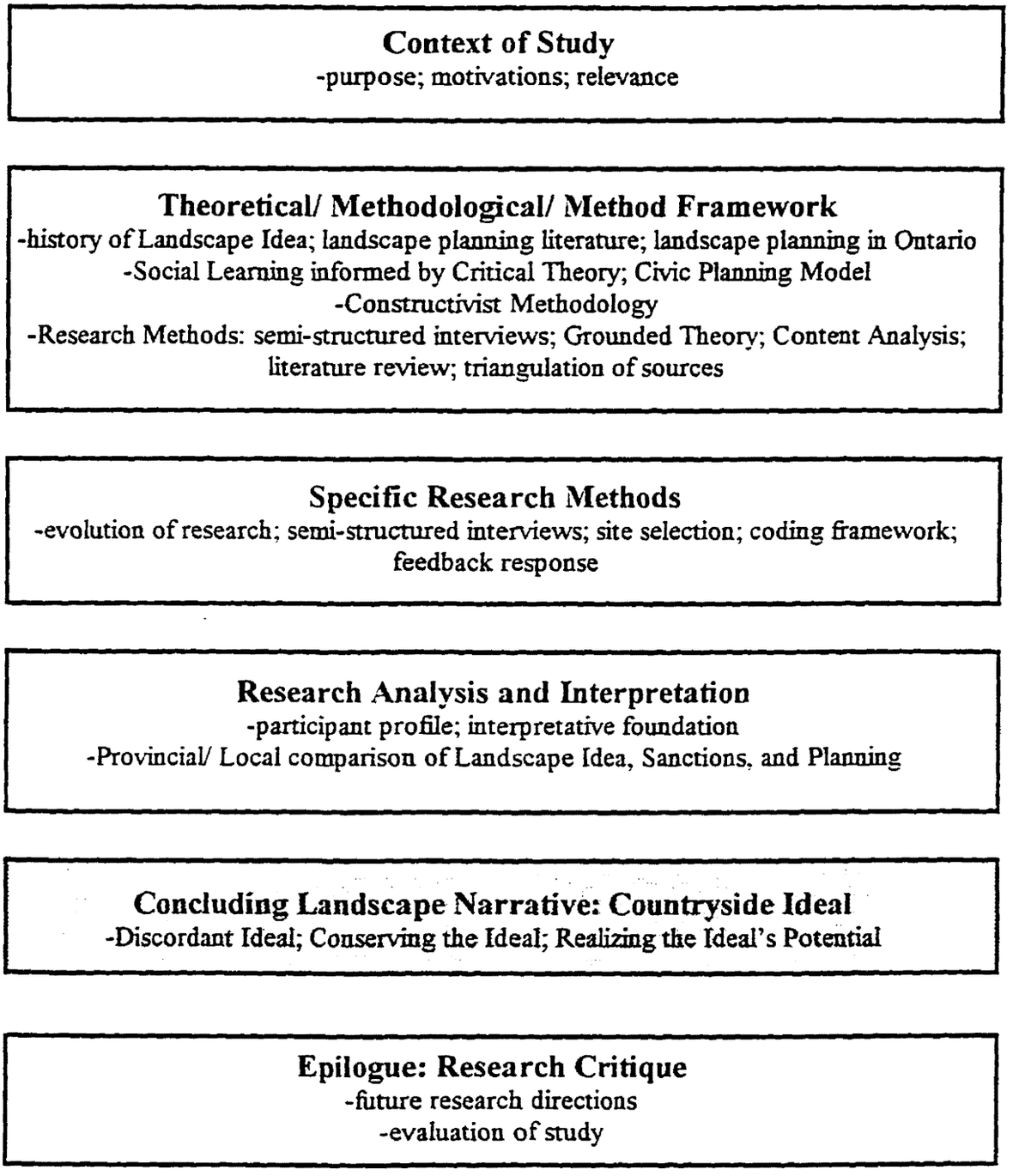
The metaphor that serves to embrace the complexities of landscape is the Countryside Ideal.[1] It is a concept that undoubtedly influenced the planning reforms, that in turn resulted in the Landscape Sanctions; sanctions that determine future Landscape Planning in the Province. Thus it is through this Ideal that the research question is finally tackled.

With the Countryside Ideal this study gains a structure. A coalescence can occur between the interview findings, the feedback response, and the literature review. This narrative has three components that relate separately to the Idea, Sanctions and Planning of Landscape: as The Discordant Ideal; Conserving the Ideal; and Realizing the Ideal's Potential.

The narrative synthesizes the variety of Landscape, Sanction, and Planning aspects highlighted in the previous three chapters and summarized on Figure 53 found at the beginning of Chapter 4.

[1] As per *The Countryside Ideal: Anglo-American Images of the Landscape*, (Bunce, Michael. 1994. New York: Routledge).

Figure 85
Thesis Structure: Research Conclusions



CHAPTER 7

Research Conclusions: *Understanding, Assessment, and Adaptations*

The final chapter of this dissertation represents the synthesis of the literature review, field research analysis and interpretation, and feedback response. The separate landscape themes identified in Chapter 4 under the categories of Landscape Idea, Sanctions, and Planning are now brought together in this narrative, called the Countryside Ideal. These three divisions are paralleled by the Discordant Ideal, Conserving the Ideal, and Realizing the Ideal's Potential. The paper concludes with an Epilogue where the Future Directions of the study of Landscape are projected; and a final Evaluation of the Study is made.

1. Landscape Narrative: The Countryside Ideal

A. The Discordant Ideal

As the geographer Michael Bunce puts it, "One of the contradictions of modern civilization is the persistence of a nostalgia for rural life and landscape which has raised the countryside to an idealized status."[1] A Reform Commission, that many complained was too biased to urban planning problems[2], insisted that landscape protection should be included within its sanctions. It is the urban idealization of the countryside that serves to explain this phenomenon. And the Countryside Ideal embodies the appeal of Landscape, revealing the challenges that are inherent to the sanctioning of this Ideal. Like Landscape, the Ideal is sustained by a complex "mix of ideology and values, myths and stereotype, image and perception; as well as lived experience..."[3] With this mixture it is in fact a discordant ideal representing the schism between culture and nature; self and object; environment and economies; townhouses and country cottages; past and future; humanity and materialism; individual and community; week and weekend; mental and menial labour; administration and operation; and political and social life. It is the divide between Country and City[4] and the power differentials that is represented by this schism. The Countryside Ideal, and the landscape it symbolizes, is indeed a Discordant Ideal- it is a discordance that profoundly influences its sanctioning and planning.

i) Character of Ideal

The Countryside Ideal embodies a very specific kind of landscape - a gentrified rural landscape that draws greatly from eighteenth and nineteenth-century England. But it is this Ideal that has evidently influenced the Planning Reform Commission in its call to protect landscapes in the Province. And although landscape can extend from the natural to the cultural; there is undoubtedly a pastoral bias to its interpretation in the current Planning Act[5]. Witness the fact that of the six groups[6] charged to review separate planning issues during the Planning Reform process, the group that raised the landscape issue was the 'Countryside Working Group'.[7] Given this rural interpretation of landscape

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[1] Ibid. Preface.

[2] An example of such sentiment is expressed by one Local Planning Actor: "You heard all about... Sewell had to take a chauffeur because he didn't know how to get out of Metro. He didn't know what a septic system was... That was one thing that a lot of rural communities hit on; with the fact that Sewell had no idea what a septic system was."

[3] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape*, New York: Routledge. p.2.

[4] Reference to Raymond Williams' seminal piece on the dichotomy between Country and City.

[5] "Cultural Heritage Landscape" found in the Provincial Policy Statement. December 1995. Section 2.5.1.

[6] The other groups were focused on Urban Form, Human Services, Infrastructure, Economic Vitality, and Investment Planning and Financing Mechanisms. (Provincial-Municipal Countryside Working Group. 1992. *A Vision for the Countryside*. Toronto: New Planning for Ontario Commission on Planning and Development Reform in Ontario).

[7] Characterized as 'Greenlands': that include Environmental Health and Hazard Lands; Natural Heritage Features and Systems; Recreational Lands; Cultural Heritage Features and Landscapes; and Linkages.

it is thus appropriate that this study is centred within a primarily urban fringe area along the Grand River Corridor.

The rural geographer, Tony Fuller, writes specifically about the Ontario countryside as being an amalgam of landscape, society, and economy. As Figure 86 shows, he characterizes its development in three periods: the Short Distance Society; the Industrial Society; and the Open Society. And a final manifestation in an Arena Society is seen as the hoped for countryside where heritage conservation, exurbanite housing and tourism add value and not detract from the rural environment.

FIGURE 86
Fuller's Description of the Ontario Countryside's Evolution[8]

SHORT DISTANCE	INDUSTRIAL SOCIETY	OPEN SOCIETY	ARENA SOCIETY
Result of colonization in nineteenth-century Ontario	Short distance centres grew if located near water power	Blurring of urban-rural distinction with mobility of people and information	Ideal where in spite of diminishing rural landscapes, has potential for heritage conservation, exurbanite housing, and tourism.
British model of surveying	Growing with subsequent railway connections, factory complexes, and urban growth housing and servicing workers	Exurbanite residences, farmers seeking serves beyond local towns, and use of communication technologies - all leads to less cohesive communities	
Staple commodity extraction, partially processed and shipped to external markets, esp. Britain	Marked by growing urban centres and rural service centres, failing rural centres, suburbanization, and extension of highway systems		
Communities placed 8 to 10 miles apart. Traveled back and forth in one day with a horse-drawn vehicle	Shift from self-employment to proletarianism, from mutual help to contractual relations, from self-provisioning to the purchase of goods.		
"designed to create a civil society that would contribute to nation-building"[9]			
Inward-looking with a high level of cohesion between the landscape, society, and economy.			

To understand the Countryside Ideal it is necessary to briefly review the history of its development: a history that mirrors and enriches the History of the Landscape Idea presented earlier, in Chapter Two.[10]

Scholars such as Michael Bunce, Raymond Williams and Denis Cosgrove[11] refer to the surge in the privatization of land in England, from the 1600's through to the end of the

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(Provincial-Municipal Countryside Working Group. 1992. *A Vision for the Countryside.* Toronto: New Planning for Ontario Commission on Planning and Development Reform in Ontario).

[8] Fuller, Tony. (in press). "Changing Agricultural, Economic, and Social Patterns in the Ontario Countryside". *Environments.* Volume 24:3.

[9] Ibid. p.2.

[10] The reader will note that some new literature will be introduced in this section. Although countryside was dealt with earlier in Chapter 2, emphasis will be given to the Countryside Ideal and all its manifestations represented in the thoughts of key scholars - the roots of which trace to England.

[11] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape,* New York: Routledge; and Williams, Raymond. 1973. *The Country and The City.* London: Chatto and Windus; Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey: Barnes and Noble Books.

1700's.[12] This gave a great boost to the development of an agriculturally-based commerce with prosperous land-owners, and less fortunate tenant farmers, working on enclosed lands. The relationship between the Country and the City is positioned as a power issue such that the aristocracy supported "their urban and industrial enterprises with the economic resources and political power of their country estates... reinvesting the profits of commerce and industry in the countryside."[13] The countryside became associated with the ruling class in Britain, with the likes of the great country estates of Stowe; Castle Howard; Rousham; and Stourhead.

With landless labourers and the growing draw of urban industries, populations moved easily into the city, where living conditions for the workers were becoming desperately crowded and unsanitary. With this deteriorating state of cities, and the privilege and luxury associated with the countryside, nostalgia for the Ideal was established. And in spite of the abysmal state of rural working conditions, the countryside was seen to be the tonic to the aesthetic, social, environmental and moral morass described in the city.[14] The emergence of the pastoral urban parks is witness to the characterization of the country as a purifying agent. This was also the reason why utopian thinkers proposed different experimental communities within the embrace of their Countryside Ideal - e.g., Robert Owens' New Lanark in Scotland, and later New Harmony in Indiana.[15] And the Ideal was absolutely entrenched by the late-19th century as the emerging middle class aspired to countrified properties in suburban developments.

This Ideal is manifest in all aspects of our society; from Milton's *Paradise Lost* to Martha Stewart. The message is one of rarefied bucolic charm. In the most refined sense it has inspired the poetry of Shelley and Keats, and the paintings of Salvator Rosa and Claude Lorrain. It has been the subject of popular accounts of life in the country, from the pioneering stories of Catherine Parr Trail[16] to the 1996 'Stephen Leacock Award for Humour' winner, Marsha Boulton's, *Letters from the Country.*[17] Or consider the detective stories of Agatha Christie and Nagao Marsh, best set in a country estate in the comfortable English countryside; and the children's stories of Beatrix Potter, Lucy Maude Montgomery and C.S. Lewis. Then there is the magazine publishing industry that capitalizes upon the Ideal with *Harrowsmith,* and *Country Living.* The advertising business, whose business it is to know the preferences of the buying public, could typically launch a campaign with pictures of a Jaguar, parked along a country lane in the autumn.

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[12] In 1640, half the land in England and Wales was owned by landed gentry; and by the late 1700's, 85% of the land was held by the gentry. (Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape,* New York: Routledge. p.7)

[13] Ibid. p.8

[14] For example Charles Dickens' *Hard Times,* and William Blake's "... dark satanic mills."

[15] Hodge, Gerald. 1991. *Planning Canadian Communities: An Introduction to the Principles, Practice, and Participants.* Scarborough, Ontario: Nelson Canada. p.78.

[16] "My dear boy seems already to have a taste for flowers, which I shall encourage as much as possible. It is a study that tends to refine and purify the mind, and can be made, by simple steps, a ladder to heaven, as it were, by teaching a child to look with love and admiration to that bountiful God who created and made flowers so fair to adorn and fructify this earth." (Traill, Catherine Parr. 1989. (unabridged reprint of 1836 original). *The Backwoods of Canada.* Toronto: McClelland & Stewart. p.206).

[17] This collection of short stories tells heart-warming tales from the countryside: e.g., "The Mother Goose Wars"; "Away in the Manger"; "The Early Bird Catches the Worm-Picker"; "Fear and Loathing from the Garden of Eden"; etc. (1995. Toronto: Little, Brown and Company (Canada) Limited).

The Ideal was manifest during the Country Place Era in North America, which produced rural fantasies such as Biltmore Estates in North Carolina, and the Waterloo Region's own Cruikston Park. This Ideal also motivates people to travel out from the City in search of rural peace and beauty as cottagers to Muskoka, Haliburton, and Collingwood; as tourists to St. Jacobs, Bayfield, and Niagara-On-The-Lake; and as exurbanite commuters to their homes in the Halton Hills, Oak Ridges Moraine, and King City. The design of these houses also reflects the Ideal from Tudor Revival through to the newest fervour for Neotraditional Community Design.[18]

Most significantly this Ideal has motivated much of the conservation thinking of the last century and a half, e.g., the New England Transcendentalists - Ralph Waldo Emerson (*Nature*, 1836), Henry David Thoreau (*Walden*, 1854), and George Perkins Marsh (*Man and Nature*, 1864); the first National Park established in Yellowstone Park in 1876; La Societe pour la Protection des Paysages (France, 1901); Britain's National Trust (1907); and Canada's own Commission for the Conservation of Natural Resources (1910-1921).[19] Moreover it has also been aligned with powerful conservative forces for at least the last 200 years. The Countryside Ideal was "consistent with the inherent conservatism of a society in which status and respectability were generally synonymous with a gentrified lifestyle."[20] Marx and Engels actually characterized the division of city and country as the bourgeois subjecting the "country to the rule of the towns."[21] Later Raymond Williams conjectured that these political theorists were also guilty of the same presumed superiority to country people - referring to 'the idiocy of rural life', and the 'forces of [city] civilizing over [rural] barbarism' - they believed that the inequality of city to country would inevitably lead to revolutions, rising from the countryside.[22] Williams goes on to say, "In a whole epoch of national and social liberation struggles, the exploited rural and colonial populations became the main sources of continued revolt."[23] China is a prime example of this phenomenon. However, one does not have to go beyond Canada and the rise of the Progressive Party and the CCF in the West.

Bunce goes on to explain how this gentrified Countryside Ideal and the powerful associations with it were reinforced by the public school education in Britain; "These values were sustained by the social dominance of provincial life and by public school traditions which prepared its students more for careers in the military, the diplomatic

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[18] e.g., The popularity of Andreas Duany's projects in Seaside and Kentlands attest to the continued draw of the Ideal. And even though Neotraditional style is distinguished by geometric layouts - the architecture, human-scale, pedestrian-orientation and sensitivity to the environment recalls the rural villages of yesteryear.

[19] The history of the conservation movement was traced earlier during my Comprehensive Exam: e.g., the New England Transcendentalists - Ralph Waldo Emerson (*Nature*, 1836), Henry David Thoreau (*Walden*, 1854), and George Perkins Marsh (*Man and Nature*, 1864); La Societe pour la Protection des Paysages (France, 1901); Britain's National Trust (1907); and Canada's Commission for the Conservation of Natural Resources (1910-1921).

[20] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape*. New York: Routledge. p.14.

[21] Williams, Raymond. 1973. *The Country and The City*. London: Chatto and Windus. p.303.

[22] Ibid.

[23] Ibid. p.304.

service, the higher professions and the Church... "[24] The University of Toronto historian, Modris Eksteins, clearly demonstrates the strength of that bucolic Ideal in the minds of the English population. He shows the contrast of the propaganda used during the Second World War: Germany, the centre of pre-war modernism, was pitted against pre-industrial images of the British countryside.[25]

When the English Countryside Ideal is transferred to Canada one must make the distinction that the North American manifestation of the countryside differs from its English genesis.[26] The Ideal is of a more pristine image of the wilder side of the landscape. The need to seek natural relief from urban ills is present in North America but the perspective is focused on a far-distant horizon: "The prevailing North American myth of the limitlessness of the land which has long shifted natural and scenic preservational attention to the wilderness frontier and the threat of its loss, rather than to the more immediate countryside."[27] And yet, there is still a specific appeal of urban fringe countryside for many Canadians who are not long off the farm.[28] In fact, today rural sociologist Alex Sim writes, (depending on how one defines 'rural') one third of all Canadians live in the open countryside and in towns under 10,000 population.[29] Therefore, the Countryside Ideal which has a long history in Canada, still has currency today; this in spite of the narrowness, insularity and conservatism that is often associated with country living. Its strong appeal has been mythologized as a "respect for nature, sensitivity to the presence of others and their needs, and an organic sense of total systems, in nature and in social relationships, in pride of workmanship and in the artisan's skills."[30]

Planning Actors who were interviewed for this study also communicated this Ideal, in its various forms. One activist said about a developer's plan for a land fill site: "A lot of people around here hate these guys - they literally hate them, despise them, because they've done so much to hurt their perception of their landscape, their environment." Another spoke of his memories of being sent to the English countryside during the Second World War: "I developed some images and very strong feelings about the country... being

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[24] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape*, New York: Routledge. p.21.

[25] 1990. *Rites of Spring*. Toronto: Lester and Opren Dennys.

[26] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape*. New York: Routledge.

[27] Bunce cites six reasons for the difference: 1. North America lacked the country-based social and intellectual elitism and class struggle; 2. the land ownership structure made public access less of an issue; 3. there was a lack of establishment-driven landscape nostalgia; 4. there was not the same sense of threat of disappearance of the landscape with the perceived limitlessness of land by North Americans; 5. there was a strong agrarian ideology and valuing of countryside as a working landscape; and finally, 6. the sheer diversity of political, cultural and geographical dimensions precluded an integrated countryside movement. (Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape*. New York: Routledge. p.191).

[28] A 1871 census cited by John Herd Thompson, reported that over 80% of Canadians were living on a farm or engaged in some aspect of the agricultural economy. And that rural past is only two or three generations away for many Canadians. (1990. "Writing About rural Life and Agriculture". in, John Schultz (ed.). *Writing About Canada: A Handbook for Modern Canadian History*. Scarborough, Ontario: Prentice-Hall Canada, Inc. p.97).

[29] 1988. *Land and Community: Crisis in Canada's Countryside*. Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. pp.21-22.

[30] Ibid. p.23.

a refugee going to the country was extremely exciting for me - the smell of cow manure on a summer's morning was magic... Strong memories of rolling hills with bluebells in the woods and foxgloves growing along hedgerows, dividing fairly small fields and just country people and their attitudes." And a developer expressed another sentiment: "People want to live here, because of the landscape basically, they want to live in an area... it happens to be our river here, it happens to be the beautiful farmland. The beautiful forest, the meandering river, the lake. People that like those kinds of landscapes will be attracted to locate here, to live here."[31]

It is evident from the literature and the research that in spite of rural realities of petro-chemical use on farms; mechanization of agriculture; the growing scale of farms as industrial operations; off-site ownership; and crop specialization that causes farmers to sell what they grow and to buy what they eat[32]... the Ideal persists. The countryside and its landscape is still perceived as a place to live in harmony with the natural world; a place of community; a place that offers a simplicity of life; a place where one links to their ancestral roots.[33] However, it is an Ideal that is complicated by the tension that exists between the two ends of its existence: the city and the country.

ii) The Dichotomy

The German sociologist Fredrich Tonnies used the terms *gemeinschaft* (country) and *gessellschaft* (city) to represent the polarity of the landscape idea[34]: the division of the city and the country; culture and nature; the communality and homogeneity of a smaller rural community, to the individualistic and cosmopolitanism of a metropolitan society. Within the Countryside Ideal therefore there lies a broader critique of industrialism, modernism and material progress.[35]

Protection of this Ideal can be initiated through a fear of loss of community and order with the growth of metropolitan areas. In this urbanization and industrialization there is a belief that anarchy lurks in the recesses of factory production lines, and tenement housing.[36] This fear however, is positioned against John Bentham's promise of technology.[37] The battle between these two philosophical centres has variously resulted in

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[31] From transcripted interview. Summer 1995.

[32] Sim, R. Alex. 1988. *Land and Community: Crisis in Canada's Countryside.* Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. pp.30-31.

[33] Brian Byrnes lists the appeal of countryside in romantic terms as a: visible record; cleaner; human scale; less complex; less stressful; happier; more community awareness; independence; slower pace of life; more privacy and quiet; safer and more wholesome; uncrowded and accessible. (1994. *Saving the Countryside: Conserving Rural Character in the Countryside of Southern Ontario.* Toronto: Conservation Council of Ontario).

[34] Pugh, Simon (ed.). 1990. *Reading Landscape: Country-City-Capital.* Manchester: Manchester University Press.

[35] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape.* New York: Routledge.

[36] Emerson and Thoreau are only two of a long series of thinkers who come from various ideological backgrounds delivering the same message, that materialism was bad: Karl Marx, John Ruskin, Thomas Carlyle, Aldous Huxley, Leo Tolstoy, Peter Kropotkin, Aldo Leopold, and Barry Commoner. (Ibid.)

[37] "Bentham's treatise [*Introduction to the Principles of Morals and Legislation*] marks the transition from the genteel voices of the Enlightenment - Locke, Hume, Montesquieu, Diderot, Voltaire, Condorcet - to the era of capitalist accumulation - dynamic, brash, materialistic, and incurably optimistic."

the intensification of urban cores, dominated by highrise towers owned by ever-prosperous financial institutions[38]; and the movement of cities into suburban enclaves such as Toronto's Lawrence Park, Rosedale, and Forest Hill, and urban fringe developments such as Ennisclare-On-The-Lake,[39] and Bridle Path Estates.[40]

This existence of this dichotomy was very evident during the field interviews conducted for this study. Planning Actors, both Provincial and Local, talked of 'Landscape as a Natural and Cultural Environment', manifest in the countryside as an 'Aesthetic', 'Resource' and 'Place'. The difference of opinion represented in this research derives from the natural/cultural divide - one a Cartesian notion of the world that can be objectified through mathematical abstractions and Linnean classifications.[41] The other is a Rousseaunian notion of nature inextricably supportive of humankind's fate, through God's grand design; a belief that has matured into contemporary reverence for the countryside.[42] And as was previously noted, this reverence persists in light of pollution problems caused by over-fertilizing of farm crops, the inhumane treatment of animals, and the reduced genetic range from breeding programmes. In spite of the countryside reality, "the rural world and its landscape idyll still connote peace, health, utopia, community..."[43]

The dichotomy was evident in the interviews with participants talking about landscape in terms of everything from the trivial to the profound. If one had to characterize the two ends of this discussion the Provincial Planning Actors seemed to see the larger theoretical value more often than their counterparts at a local level, where the planning vision has to be implemented. One Local planning consultant referred to the landscape issue as merely an 'information item': "For the most part is it a priority? It's a

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(Friedmann, John. 1987. *Planning in the Public Domain: From Knowledge to Action.* Princeton, New Jersey: Princeton University Press. p.61).

[38] "These days it's mostly a rallying cry for social, labour and small-business activists angry about what they see as "excess" bank profits... When the Big Six banks finished reporting their fiscal 1996 numbers Thursday, they had tallied total profits of $6.3-billion. This was up almost 22 per cent from the previous record of $5.2-billion they set in 1995 and a whooping 250 per cent better than the $1.8-billion they reported in the recessionary trough of 1992." ("The Big Six banking bonanza". *Globe and Mail: Report on Business.* Saturday, December 7, 1996. p. B1).

[39] Real estate advertisement for prime locations were noted in the same *Globe and Mail* edition as the above story on the banks. (Ibid. p.E4).

[40] An advertisement for this housing development reads: "Executive Splendor In A Secluded River Valley Enclave: Nestled beside the Grand River in Waterloo Region's Hidden Valley area, Bridle Path Estates provides a premier lifestyle for the discriminating homebuyer... a secluded location surrounded by bird and wildlife preserves only minutes from all the amenities of the city." (December 1996. *Community Life: The Region's Lifestyles Magazine.* Guelph, Ontario: Community Life Publications. p.2)

[41] Reference to Swedish naturalist Carl Linnaeus' *Specis Plantarum* (1753) which "has been accepted internationally as the starting-point for all botanical nomenclature. (Jellicoe, Geoffrey; Jellicoe, Susan; Goode, Patrick; and Lancaster, Michael. 1986. *The Oxford Companion to Gardens.* Oxford: Oxford University Press. p.338).

[42] As Bunce writes there is a "reverential status to farming as a way of life... By virtue of their closeness to the soil and their depending on the physical environment, farming folk live a more natural and therefore more fulfilled existence." (Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape,* New York: Routledge. p.29).

[43] Pugh, Simon. 1990. "Introduction: Stepping Out Into The Open". in, Simon Pugh (ed.). *Reading Landscape: Country-City-Capital.* p.1. The appeal of landscape is the "experience of home, of life, and of rhythms of diurnal and seasonal life..." (Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey. Barnes and Noble Books. p.270).

priority to some highly specialized interest groups. Beyond that... if it ain't putting bread on the table and it ain't making money for somebody? There's no quicker way to lull somebody to sleep at a public meeting than start talking about general landscapes." Whereas, a Provincial Level Participant saw the emergence of landscape as a profound shift in the cultural paradigm, a metaphysical construct typical of the aboriginal battle for Clayoquot in British Columbia: "Because there's a whole other cultural paradigm that starts to come into play in regard to interpretation of what landscape is... [e.g.,] a whole new type of forestry is emerging that is an example of another way to view the landscape."[44]

The participant's comments also revealed the perennial power struggle between economic and environmental forces in conservation decisions. One developer expressed his frustration with policies: "But where it gets stupid is areas like North Dumfries... it's not happening because they're taking this unilateral approach that rural is rural and it shall not be developed. It's just fought tooth and nail by Ag and Food. I mean they don't care if there's some argument for it in some areas - they just fight it. And the Region spins its wheels and the local level just sits. And the industry just shuts down. And I think that's wrong." This is in direct opposition to a local politician who said: "I feel just because a piece of property won't grow corn... it doesn't mean it should grow houses. I just strongly feel that new development... is better in a village or town, rather than in a rural community where there are active farms situated around it."[45]

The interviews' findings also revealed another part of the power differential associated with landscape - advocates who use quantitative valuing of a landscape to those who use more qualitative means. For example, one municipal planner talked of the visual assessment exercise undertaken for a proposed land fill site: "In terms of a landscape where we had the consultant come in with the balloons, so you could see how visually it would impact on the landscape... They [the Council] thought it was a total waste of money." In contrast, a Provincial Planning Actor expressed his distress with the flux of environmental policy that includes landscape provisions: "A lot of environmental legislation will fall by the wayside as it tends to do in a recessionary period. But then it will move ahead again. Unfortunately we'll lose entire... well who knows what we'll lose?"[46]

And finally, there is the dichotomy between the objective and the subjective experience of landscape; and determining which is given preference in decision-making. One Regional planner talked of the need to draw a line in planning a landscape - objectifying the reality: he saw a "gradation from obvious and self-evident, like the Niagara Escarpment through to the almost imperceptible like the Lower Thames River Valley (which is 30 miles wide). You couldn't tell the boundaries of it even if you tried." In a more qualitative vein, a Planning Reform Commissioner talked of the ambiguous yet effective use of the term 'Rural Character' in public meetings. It was not distinctly defined, negative metaphors were used instead: "It seems like what we're doing in our

[44] Taken from transcripted interviews. Summer 1995.
[45] Ibid.
[46] Ibid.

area is creating Mississauga suburbs all over again, lot by lot by lot. And we don't want to do that. We want to keep the 'character'".[47]

In fact, ownership of the land serves to further divide a landscape. Cosgrove writes about how a capitalist economy produces the rift between an insider and an outsider. "In a natural economy the relationship between human beings and land is dominantly that of the insider, an unalienated relationship based on use values and interpreted analogically. In a capitalist economy it is a relationship between owner and commodity, an alienated relationship wherein man stands as outsider and interprets nature causally."[48] He sees a closer tie to the land in a feudal or natural economy where collectivism, not private land ownership, frames a landscape.[49]

However, here in Ontario we live in a capitalist society, therefore a division of the landscape into separate properties is inevitable. There are those who collectively live in and experience a landscape, and then there are the individuals who own the land. This land is valued statistically in a cost/benefit analysis.[50] And the Land Use Planning Act, which this study centres on, is an instrument of this valuing. Therefore, we have the incongruous situation of a complex and rich entity being viewed through the limited lens of commerce. Raymond Williams goes further with this connection of countryside and economics. He writes that 'country' and 'city' are really code words for other forces. "People have often said 'the city' when they meant capitalism or bureaucracy or centralized power, while 'country', as we have seen, has at times meant everything from independence to deprivation, and from powers of an active imagination to a form and release from consciousness."[51]

With all these contrasting elements - ways of perceiving, valuing, and measuring landscape, the question is which of the ends of the divided state takes precedence? Ultimately, it is an issue of whoever is the most powerful will be heard above the rest. Their voice will determine if landscape is valued through the physical, the purely quantitative, and objective; or conversely the metaphysical, qualitative, and subjective; or some mix between the two. And it seems that ownership and division of the land carries much weight in our society, where land use decisions are legislated by a Planning Act.

Neil Evernden writes that the division in landscape is even more profound than economics - he presents a lexicological explanation. He equates the separation of nature and culture to the dualism of self and object. He argues that by defining 'nature' itself, the Greeks (who he traces the development of this word) separated 'it' from 'us'. Evernden writes, "the removal of kinship not only entails a re-assortment of worldly properties into

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[47] Ibid.

[48] Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey. Barnes and Noble Books. p.64.

[49] "In feudalism the value of land lay in its use for the production and reproduction of human life. Control over it ensured human survival, but ownership did not imply property. Ownership was collective and contingent, land was not a salable commodity, but control over it was a measure of status." (Ibid. p.61).

[50] "What the oil companies do, what the mining companies do, is what landlords did, what plantation owners did and do. And many have gone along with them, seeing the land and its properties as available for profitable exploitation: so clear a profit that the quite different needs of local settlement and community are overridden, often ruthlessly." (Williams, Raymond. 1973. *The Country and The City.* London: Chatto & Windus. p.293).

[51] Ibid. p.191.

the domains of humanity and nature, but places humans, as the beings capable of reason, in charge of that process: it gives us license to adjudicate the contents and behaviour of nature."[52] To observe 'nature' it must be separated from us - us being 'culture'. Its definition and distinction means we can observe it rationally and put boundaries on it; this Evernden argues leads to our alienation and feeling of dominance over nature.

The whole educational and institutional structure for dealing with heritage conservation is framed by this dualism; and in turn helps to perpetuate the division. Ontario has the Ministry of Natural Resources, and the Ministry of Culture; and there are usually separate schools of natural sciences and social sciences at any university, and so on. Products of each camp are stamped by this polarity, explaining the whole (nature and culture) from their own dualistic setting. Thus the whole is being explained by reducing it to its parts; another legacy of rational thought.

This objectification of the physical world melds well with 'enlightened' scientific thought and materialistic ambition. Evernden points at the paradox of the situation, that pits 'vitalistic monism' against 'materialistic monism'[53], using the lesson of an anatomy class. He talks of research on the human brain that may pinpoint the form and function of the organ, but it still does not explain our existential being composed of our values, our spirituality, our culture. "This is a dilemma: we cannot mistrust science, even when it proves we do not exist."[54] He goes on to say that, "The only way to get off our own dissecting table is to admit the fiction. That is, if we want to prevent the realm of humanity or history becoming a subcategory of Nature, we are going to have to admit to ourselves that Nature is in fact a subcategory of Humanity or History - that we are, after all, the authors of the system we call Nature."[55]

For Evernden everything is qualified by human perception. We are the authors of dualism - dualism that landscape epitomizes - dualism that planners must acknowledge and struggle with in providing protection for this reality. The irony though is that dualism cannot be resolved because it never existed - we manufactured it in the ordering of our world. By recognizing the phenomenon behind dualism however, we take a step back to when humans were inextricably identified with natural forces - made of the same substance - made of the same spirit! Stepping back means having a new conversation, "one in which the 'voices' permitted are not limited to those of practical activity and science."[56]

Finally, through this dichotomy the study arrives at an explanation of the difference between the local and provincial conception of the Landscape Idea; and what impact these differences may have on the outcome of landscape conservation decisions. There is simultaneously a schism and a union between the insider (Local) and the outsider (Provincial). As Cosgrove says, "landscape, for all its appeal, cannot mediate the experience of the active insider and passive outsider."[57] For the most part this is how the

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[52] Evernden, Neil. 1992. *The Social Creation of Nature.* Baltimore: The John Hopkins University Press. p.89.

[53] Ibid.

[54] Ibid. p.93.

[55] Ibid. p.94.

[56] Ibid. p.102.

[57] Cosgrove talks of the relationship between the insider and outsider: "the simultaneous presence of someone within the centre of knowledge... and his absence from it, in a position from which he observes

local and provincial levels of government can be characterized - the actively engaged and involved insider, and the more passively interested yet uninvolved outsider. Although there are exceptions, there was a clear distinction between Local and Provincial responses. On a quantitative basis alone the Local Planning Actors made 85 comments about the Landscape Idea, and Provincial Participants made almost half the amount at 43. Qualitatively, the insiders - the Local Planning Participants - provided a much richer description of the landscape, quickly picking up a pen and paper to draw a map of 'their' landscapes, describing in fuller detail and with more emotion than their provincial counterparts, the landscapes that they intimately know.

As such the landscape is both a subject and object of human endeavor in this Study: landscape is the focus of a specific and personal subjective experience for the Local Planning Actors; whereas the landscape is the object of study, discussion and general policy-making from Provincial Planning Actors. Landscape is thus 'known' alternatively through a Cartesian concept of a measurable reality; in distinction from a subjective pluralistic knowledge of landscape. Typically Provincial Actors talked about: "How do we best manage it?"; "Do you have the mechanisms to protect these landscapes?"; "What best fits into that environment, at that time, with respect to general policy initiatives."; and "The question is, 'Do we have the precise planning tools that can do that?... Zoning is an incredibly blunt tool. Site planning control is a little bit better but..." Whereas, the Local Planning Actors more typically talked about: "Which is the nicest, let me see. Standing on the pier itself because some of what's here is industries that seem right out of character."; "You look out and see bluffs and it looks like Newfoundland."; "So there's all kinds of things that bring back good memories."[58]

However, it must be realized that even at a distance, removed from a specific local landscape, many Provincial Planning Actors eloquently expressed their connections to their own landscape memories. One Provincial Participant talked emotionally about the loss of landscapes: he felt it is an, "assault on your fantasy world."[59] In essence all landscape experience is subjective, it is just that the bureaucratic and professional practitioners concentrated at the provincial and local levels have (for the most part) adopted the mantle of rational respectability that comes from the long entrenched traditions of classification criteria, GIS mapping, and planning analysis.

As a result it is "difficult to employ the term [landscape] as a category within a rigorously scientific inquiry, for in attempting to do so we risk denying the integrity of the insider's experience, prising it apart and subjecting it to the cold blades of classification and analysis."[60] So it comes down to the valuing of a richer, subjective and 'softer' knowledge of the landscape; against the 'harder' scientific measure. As such, landscape is undervalued, considered as 'white space' on a map - to be filled with "some form of 'higher and better' land use."[61] This denies the valuing of the landscape beyond economic

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but does not participate. (Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey. Barnes and Noble Books. p.270).

[58] Taken from transcripted interviews. Summer 1995.

[59] Ibid.

[60] Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey. Barnes and Noble Books. p.19.

[61] Provincial-Municipal Countryside Working Group. 1992. *A Vision for the Countryside.* Toronto: New Planning for Ontario Commission on Planning and Development Reform in Ontario. p.1.

terms; an economic perspective that is reinforced by the Land Use Planning Act. In fact, what chance does landscape conservation have in a system dominated by such a strong economic imperative? Even though landscape conservation carries many more benefits than just economic benefits: environmental, genetic, aesthetic, psychological, scientific, and recreational.[62] Yet as Raymond Williams writes, we seem entrenched in our economic mind set. "When we have lived long enough with such a system it is difficult not to mistake it for a necessary and practical reality, whatever elements of its process we may find objectionable."[63] As we now see with the current Conservative government, the economics have been given dominance again with a 'streamlined' Planning Act; diminishing environmental protection; and a shorter-range perspective of debt-reduction.

The challenge for those who sanction this divided Ideal is to find the common ground. Alex Sim believes it is found with the community that settles within the landscape. "Land is the foundation of all life; community is the locus of family activities - the place of coming together, the base from which people go to and return from the outer world."[64] The crisis that the policy-makers have responded to in the development of these landscape sanctions is the radical transformation of the countryside. And this transformation is more than a physical alteration of the landscape it is a "loss of intimate social relationships, the disappearance or decline of countless villages and the growth of others caused by the influx of new residents, resulting in tension between them and the old-timers."[65] The following is a discussion of how the inherent power differential of the Countryside Ideal can be restructured more equitably by finding the common ground that politicians, developers, advocates, citizens, bureaucrats, and planners - at local, regional, and provincial levels - can accept and work with effectively .

B. Conserving The Ideal

In the Province of Ontario the development of sanctions[66] to protect the visual and cultural aspects of the landscape is another manifestation of the Countryside Ideal. And the retention of the protections provided for 'Cultural Heritage Landscapes', in the latest version of the Act[67], proves the Ideal's resilience in light of dramatic ideological shifts in the provincial government. Raymond Williams wrote about the endurance of the Countryside Ideal: "we cannot say that the idea of pastoral innocence, or of the city as a civilizing agency, coming up as each does, in so many periods and forms, is a simple illusion which has only to be exposed and contradicted."[68]

Yet sanctioning a discordant Ideal like countryside poses particular challenges. These challenges were clearly articulated in the interviews and a reading of the literature

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[62] Ibid. p.4.
[63] Williams, Raymond. 1973. *The Country and The City*. London: Chatto & Windus. p.295.
[64] Sim, R. Alex. 1988. *Land and Community: Crisis in Canada's Countryside*. Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. p.16.
[65] Ibid.
[66] i.e., the March 28, 1995 version of the Planning Act.
[67] Royal assent, April 3, 1996. (Ontario Legislative Digest Service, 1st Session, 36th Legislature, 1996, Bill Number 20 (G), Release 20, April 26, 1996).
[68] Williams, Raymond. 1973. *The Country and The City*. London: Chatto & Windus. p.290.

helps to expand upon some of the themes that were touched upon in discussions with the Planning Actors. The divided Countryside Ideal makes for tensions between separate and often differentially empowered voices in the conservation process. However, in spite of this range of opinion, the countryside and the landscape that occupies it is undeniably under considerable pressure of change. How one responds to this pressure is clearly a function of what philosophical stance one has adopted. A conservationist enamored with the Countryside Ideal, views rural change "as an invasive process which disrupts traditional rural communities and degrades rural landscape." [69] On the other hand, a utilitarian views growth and expansion of urban centres and industry as a positive sign of progress. The power each of these factions holds in the community will determine the ultimate support for any sanction; and how the sanctions will actually be implemented.

i) Support of Sanctions

The geographer Michael Bunce makes some critical comments about Ontarians' appreciation of their own countryside. He believes they have a "poorly developed sense of their own countryside"[70]. Perhaps it is because the history is a relatively short (of only 150 years) and thus not well-entrenched one, "within memory of the origins of the 'settler' society"[71]. And the fact that Ontario has shifted, as Tony Fuller writes, to an Open Society, where countryside is being diminished by growing urban centres, failing rural centres, suburbanization, and extension of highway systems; there is fear for the rural landscape's integrity.[72]

The affinity people may have to the countryside is based more on it as a "symbol of agricultural progress of bygone lifestyles than of aesthetic amenity."[73] The public will for countryside conservation in this Province therefore does not extend to the visual dimension of landscape. This would evidently explain why the Policies protecting the visual landscape in the March 28, 1995 Act were dropped in the April 3, 1996 version of the provincial planning legislation. This is evidence of the importance of public support for sanctions - the major determinant in whether sanctions even survive; and if they survive, how effectively they will taken up at a local level.

The most recent Planning Act's loss of the visual protection of landscapes was easy to predict, given the rancor expressed in both Local and Provincial interviews. For example, one Local planner said, "The Policies are fine. But how do you implement them?" She went on to say, "It's a sense. It's a feeling. That makes it almost intangible. And it makes it very difficult for them to... justify any kind of policies to protect..." Another locally consulting planner reacted to the new sanctions as being detrimental to needed rural development: "You know the rural councilors I work with, they're saying, 'Hey if we can get some industrial commercial assessment up here and it compiles with what would be the 'normal' [i.e., landscape sanctions are not 'normal'] planning criteria

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[69] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape.* New York: Routledge. p.ix.

[70] Ibid. p.53.

[71] Fuller, Tony. (in press). "Changing Agricultural, Economic, and Social Patterns in the Ontario Countryside". *Environments.* Volume 24:3. p.1.

[72] Ibid.

[73] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of the Landscape,* New York: Routledge.

then, excuse me? We're not going to make them go through the expense.'" The ability to implement B13 is also called into question by another planning consultant, who said, "...is there a grouping of landscapes of various types of vistas or views? Does it have to incorporate water? Does it have to incorporate trees? Or is it one element, two elements, three?...Yes, they've raised them [i.e., landscape issues], but how do you implement them?"[74]

One Provincial Actor talked about B13[75] saying, there was no provincial standard for 'attractive', nor should there be, to her mind. Another Participant with the Ministry of Culture said: "The Ministry had always accepted that it would do B14 and 15. The Ministry never really expected to do the Policy for B13." And he continued, "... the wording of B13 is difficult... It's not a particularly logical policy in my opinion anyway... That particular policy got a lot of heat from other ministries and other people commenting on it. Particularly the UDI [Urban Design Institute] and those sort of people would not be impressed by that kind of policy... because it would be considered onerous."[76]

Even if the Policies had survived the Conservative revamping of the bill, it was very doubtful whether the visual protections provided by B13 would have ever had any effect on local planning. Support, especially local support, is essential; yet that does not seem to be immediately forthcoming. "Landscape amenity concerns in Canada, in the urban field and rural/agricultural regions, have not tended to be very strong or well-articulated." In fact in the Niagara Escarpment, where landscape sanctions have been established, "Over the years, the area of protection over which the Commission has jurisdiction has become smaller as the result of such confrontations". [77]

As the interviews clearly illustrated, support for a sanction is a product of many forces: the perception of whether the sanctions has adequate public review, e.g., a Commissioner thought the public review process of the planning reforms was particularly successful and helped to legitimize the Policy Statements: "I think it was a very successful process... It's probably one of the more inclusive exercises that a commission has undertaken."[78] And there is the influence of ideology, reflected in the acceptance of a curtailment of private property rights, e.g., one Local Planning Actor expressed the belief that public property rights always take precedent. She gave the example of a new piece of architecture in a main street setting: "And as far as architecture goes... they feel it's... a property owner's right to do with their property what they please, there's no community protection there."[79]

Sanction acceptance is also effected by the comfort level of proponents with a changing policy environment e.g., One Planning Reform Commission said, "If you're a developer, what you want is certainty. And you'll get it how ever you can. The problem

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[74] Taken from transcripted interviews. Summer 1995.

[75] "Policies and decisions regarding development and infrastructure should conserve significant landscapes, vistas and ridge-lines." (Ontario Ministry of Municipal Affairs. December 1995. "Provincial Policy Statements").

[76] Taken from transcripted interviews. Summer 1995.

[77] i.e., over property rights, and powers of local municipalities. (Bryant, Christopher R., 1989. "Rural Land-Use Planning in Canada". in, Paul Cloke (ed.). *Rural Land-Use Planning in Developed Nations.* London: Unwin Hyman. p.198).

[78] e.g.,Taken from transcripted interviews. Summer 1995.

[79] Ibid.

with putting new policy in place,... well new words always create new uncertainties... nothing new to that. I suspect if these Policies are in place for 10 years you won't find a developer who wants to change a word of them. You know they've sort of figured out how all these words work - what you can do with them - and can't do with them."[80] The inherent mistrust of government, politicians, bureaucracy and experts can also colour the way sanctions are received. For example, one Local Planning Actor described their frustration with the new Provincial Policies as bringing more power to the Province: "The amount of Policy Statements which we have to be consistent with... 'have regard to' was increased dramatically... In almost all areas... legislation opened it up to almost anything the Province thought it might want to do." Another Local Participant was more blunt: "Damn governments meddling in our affairs... some people's backs are so ready to go up that it's very difficult to get near them."[81]

The success of sanctions are also influenced by a fear of conservation actions based on the outcome of previous community conservation actions. One Local LACAC member talked of the prevalent attitude to his organization in the community: I'm not going to have, "a little old lady in Toronto tell me I can't paint my porch cream because... gray and red were the original colours - which I thought were bloody awful. Despite the fact they were heritage colours."[82] And the manner in which the sanctions are worded and presented in public documentation also effect their acceptance. For example, Planning Reform Commissioner reacted vehemently to the size of the Implementation Guidelines: "I think that they all should be burned!... I think it spooked a lot of people. I think it's a real disaster... It ruins the whole process. If there's one reason why the government might junk all the planning stuff it's because of those bloody Guidelines. Because the planners say, 'Ooh! We have to pay attention to all this stuff.'"[83]

The acceptance of conservation sanctions at a local level is also characteristically divided between 'insider' and 'outsider'. One Local Planning Actor characterized country attitudes as, "a hard-nosed attitude... [who say] 'This is in my way, I'm getting rid of it. Damn the next generation, I'm just trying to feed my own kids until they're big enough to feed me.' " Although the same Local Actor went on to qualify the statement saying, "There are a minority of people who are almost gleefully destructive... [but] People around here have to be hard-hearted... You won't find them publicly weeping if a big oak tree is cut down." This of course stereotypes a population at the local level that has as wide a variation in response to conservation as there exists at a provincial level. However, it is these stereotypes that conservationists must be aware of at both a provincial and local level.[84]

And just as long-term residents in the countryside must suffer with stereotypes, so too must 'outsiders'. Typically the 'outsiders' such as exurbanite residents are seen to have "aesthetic sensibilities and vested interests [which] converge around strongly preservationist ideologies... which protects private amenity - space, seclusion, pleasant vistas, arcadian settings - and residential exclusivity from undesirable land uses and

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[80] Ibid.
[81] Ibid.
[82] Ibid.
[83] Ibid.
[84] Ibid.

people."[85] As such, these 'outsiders' assume the same privileged position as the historic country place owners in the eighteenth-century English countryside. But the question of real power and who speaks for what happens in the countryside - the newcomers or the long-term residents - depends completely on who owns the most land; who pays the most tax dollars; and who chooses to be the most vocal in the planing process.

This Ideal thus effects the price of 'valued' landscapes in urban fringe areas, in the same way that the Ideal fosters a kind of rural consumerism that produces a plethora of antique shops, music festivals, craft fairs, and Bed and Breakfasts in Southwestern Ontario.[86] Sanctions that protect this landed and economic elite, in the guise of landscape conservation could be seen to be propping up the *status quo*. And this is how many LACAC's[87] in Ontario have been perceived - the organization that has been charged through the new planning legislation to deal with landscape conservation. One Local Planning Actor put it succinctly, calling LACAC members 'Lord and Lady Plush Bottoms'[88], "who have free time, don't have to work, and have time to go around worrying about old buildings."[89]

This quote is placed in contrast to the disenfranchised of America and Britain described in the following statement (applying equally well to the Canadian context of urban poor, aboriginal populations and the growing unemployed): "For the poor black and hispanic populations of America and the ethnically diverse immigrant populations of British cities, for the single mothers, the unemployed youth, and the aging poor that cluster in urban ghettos, the countryside might just as well be another planet."[90] Yet, the people who drive local heritage efforts are typically the kind of people who are articulate and can go in front of Councils to defend their causes; thus giving undue access to the political process and acquiring a more powerful voice in conservation decision-making. This elitism can both draw people to, and alienate people from, the landscape conservation movement. In fact, with the movement of the exurbanites into the landscape there could conceivably be a radical shift of economic and political power to the countryside - emulating the power of the British aristocracy of the 1700's and 1800's.

However, landscape is a resource that it could be argued embodies the antithesis of an elitist agenda. The landscape extends beyond private land interests to the ubiquitous interests of the whole community. Because it is 'common' to all people it can become the medium through which people can focus and unite, and find equity - across class and cultural boundaries. In fact, British debates over public access to private lands, for passive recreational use, have a strong history of working class involvement. Landscape

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[85] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of Landscape.* London: Routledge. pp.100-101.

[86] "It is woven seamlessly into a preservationist ethic in which the creation of rural authenticity goes hand in hand with commercial opportunity." (Ibid. p.101).

[87] i.e., Local Architectural Conservation Advisory Committee

[88] Bunce concurs saying, "As we have seen, there has been an establishment tone to much of the countryside movement from the beginning, and to a considerable extent it still relies on the intellectual and social elite for its leadership and draws its public support from the more affluent and educated end of the social spectrum."(Ibid. p.203).

[89] Taken from interview transcripts, Summer 1995.

[90] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of Landscape.* London: Routledge. p. 211.

conservation is the stage on which class struggles are fought in the battle over private and public rights. The battle for these rights in Ontario will shift as the ideological winds shift at a provincial level. Now a Conservative government is in place with a strong commitment to private rights. Therefore landscape conservation that depends solely on the goodwill of those land owners may be slowed as the self-interest in landscape conservation will have to be proved.

However, there are also other participants in local conservation efforts who are motivated out of a concern for nature and wildlife protection; as well as farmland preservation, as a way of life, and food security. As well, their conservation ethic could draw from a purely altruistic source that is typical of "a conventional middle-class sense of responsibility to act for the common good."[91] Therefore, conservation motivations are as complex as the inhabitants of the landscapes themselves. And the defence offered for landscape conservation runs from the economic, to health, to environmental, to quality of life arguments.[92]

ii) Implementation of Sanctions

In this study, one of the most frequently made criticisms of the Provincial Planning Policies and Implementation Guidelines, for landscape conservation, concerns the policies' vagueness. Although many Provincial and Local Participants agreed they were vague, opinion was divided. Provincial policy-makers said that vague policy is desirable with the development of new sanctions - allowing the local areas to articulate their very specific landscape qualities and conservation needs. The same sanctions are greeted, for the most part, with unease by Local Planning Actors, who see them as an abandonment of the Province's duty to give guidance.

This vagueness persists in the latest Provincial Policy directive, which simply says, "cultural heritage landscape will be conserved."[93] This vagueness may be interpreted as an attempt at universality on the part of the Province, believing, as Alex Sim believes, that too-numerous and complex statutes often stifle local conservation creativity. He writes, "As these provincial regulations increase in number and complexity, the task of creating relevant plans for small centres becomes more difficult."[94]

This vagueness is reinforced by the fact that these local regulations are written in a malleable fashion, as a 'should' sanction, as opposed to a stricter 'shall' regulation. Cynics might say that this means the provincial government is not truly committed to landscape conservation; however, others may suggest this kind of flexibility is necessary at the local level where the sanctions will be implemented. These generalized policies will be given substance at the local level - tailored to specific and very localized landscape conditions. Implementation will thus be varied across the Province according to the diversity of the landscape as well as the political will of local councils.

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[91] Ibid. p.203.

[92] e.g., see the conservation rationale in, Stokes, S.N.; Watson, A.E.; Keller, G.P.; and Keller, J.T. 1989. *Saving America's Countryside: A Guide to Rural Conservation.* Baltimore: John Hopkins University Press, and National Trust for Historic Preservation.

[93] Provincial Policy Statement. December 1995. Section 2.5.1.

[94] Sim, R. Alex. 1988. *Land and Community: Crisis in Canada's Countryside.* Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. p.174.

In the final analysis however, it is very doubtful if these 'should' policies will ever be undertaken, especially considering the limited and continually diminishing resources that local authorities now have to work with. As Gary Davidson recently noted, "With limited resources whole areas of planning will just not be attempted."[95] If however, local will exists and landscape conservation is initiated as a 'should' policy, this Provincial Policy will inevitably evolve through implementation - by appeals at the Ontario Municipal Board.

Limited provincial staffing situations will limit involvement in local development. Regardless, they still have the advantage of a provincial perspective that will undoubtedly see the incremental development of the Policies, with every success and failure to conserve landscapes across the Province. Past evolution of other Provincial and Area policy proves this phenomenon - implementation means compromise, on the part of the legislators, the public, and the proponents of development. The Provincial Environmental Assessment Act has shifted with implementation, as have policies within other jurisdictions.[96]

Another question raised during the interviews was the basic adequacy of a Land Use Planning Act for landscape planning. Land use planning presupposes an exploitative relationship with the landscape that narrowly focuses on just the resource dimensions.[97] How can landscape be served by such a restricted Act when it has a multiplicity of aspects from both the cultural and natural realms? The point raised by Planning Actors from the Ministry of Culture, however, was the fact that the Planning Act was an opportunity, that may never be realized with the passage of their own draft of the new Heritage Act. The question is whether the 'Promise of Landscape', as a holistic planning entity, can ever be realized within a Land Use Planning structure. Although castigated by many Interviewees, the flexibility of local application afforded by the loosely-worded Provincial Policy may in fact favour this inappropriate match of landscape and legislation. The enactment of the sanctions is as flexible as the approach local communities adopt for landscape conservation - approaches that may embrace the full meaning of landscape, not only as an economic resource, but also as an ecological, social, and cultural reality.

Local communities in fact, can turn to a plethora of other conservation structures provided by the Conservation Authorities Act, the current Heritage Act with its 'Heritage Conservation Districts', the Environmental Assessment Act, the Trees Act; as well as private initiatives such as land stewardship of the sort found on the Niagara Escarpment with Carolinian Canada, and the Lower Grand Land Trust.[98] One report, presented to the

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[95]Davidson, Gary. (in press)."Changing Directions: Planning Policy In Ontario". *Environments.* Volume 24:3. p.5.

[96] e.g., A Regional Planner attests to the evolution of policy surrounding the protection of ESA's in Waterloo: "Policies... carried forward to the 1995 ROP... really reflect some of the compromises that had to be worked out in the mid-70's to designate these areas, because initially there was a lot of opposition to designating them, from the development industry."

[97] Marion Young characterizes planning as a "semi-private process involving a triangle of capitalist developers, city bureaucrats, and elected city officials." She also cites David Harvey who writes in *Social Justice and the City* (1973. Baltimore: John Hopkins University Press), about the 'hidden mechanisms' "that produce and reproduce social inequalities and oppression." (Young, Marion. 1990. *Justice and the Politics of Difference.* Princeton, New Jersey: Princeton University Press. pp.244-245).

[98] Two members of the Lower Grand Land Trust were interviewed during this research - talking of the importance of education, corporate sponsorship, and cultivation of public support and private commitment to stewardship.

Planning Reform Commission during its review of planning protection of the countryside, stated that the challenge to conserve landscape is a multi-level and multi-strategy effort: "Natural and cultural heritage systems need much stronger protection through changes to provincial legislation; provision of clear and direct provincial policy; new requirements regarding landform modification; land stewardship initiatives; community involvement; better information and education; and improved agency coordination."[99]

Therefore, the sanctions provided by the Planning Act should be viewed as one part of a group of conservation strategies. The development of the landscape sanctions was a major step for the conservation cause, however, the more comprehensive development of an effective community landscape conservation movement is yet to emerge. Indeed, Williams sees the challenge to countryside conservation as a much more complex situation than mere alteration to legislation. He sees the real challenge being the economic system which pits the tangible against the intangible. With pessimism he writes: "The scale and connection of the necessary decisions requires social powers and social resources which capitalism in any of its forms denies, opposes and alienates."[100]

The landscape sanctions being studied in this research were developed in response to a perceived crisis in the countryside. The Province has finally reacted but as Christopher Bryant writes, conservation measures were slow in coming. "Although the urban pressures were strong in Ontario on the agricultural land base, Ontario was not fast off the starting blocks in developing any systematic intervention aimed at land conservation."[101] Perhaps predictably the landscape sanctions finally came to fruition when the NDP came to power. Yet, encouragingly the Conservatives which are more closely bound to capitalist tenets, have preserved landscape conservation in the 1996 Planing Act.

A crisis exists and the sanctions are a reaction to the loss, among other things, of 30% of Ontario's wetlands; the survival of less then 0.1% of its original prairies and oak savannahs; and approximately 5000 unrehabilitated mining sites that remain unattended in the Province. And of those areas that have been protected in Southern Ontario they "are too limited in number, too small in size and too fragmented to successfully protect many plants and animals."[102]

The Region of Waterloo was even more specific about the countryside problems, which they communicated in a report about the "Quality of Life in the Municipality". Citizens involved in the project presented a wide array of concerns: from unplanned urban growth, to elected officials who are 'not standing up to developers'.[103] The anxiety, in

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[99] Provincial-Municipal Countryside Working Group. 1992. *A Vision for the Countryside.* Toronto: New Planning for Ontario Commission on Planning and Development Reform in Ontario. p.45.

[100] Williams, Raymond. 1973. *The Country and The City.* London: Chatto & Windus. p.301.

[101] Being cautious to note that special parts of the landscape have been protected for decades, e.g., floodplains and agricultural land, for their economic and property protection value. (Bryant, Christopher R. 1989. "Rural Land-Use Planning in Canada". in, Paul J. Cloke (ed.). *Rural Land-Use Planning in Developed Nations.* London: Unwin Hyman. p.193).

[102] Brynes, Brian. 1994. *Saving the Countryside: Conserving Rural Character in the Countryside of Southern Ontario.* Toronto: Conservation Council of Ontario. p.12.

[103] e.g., Concern over the loss of the countryside was expressed as: 'Residents of rural and small communities fear the destabilization of their way of life'; 'Rural groups say that Townships and Regional Councilors are deaf to their needs'; 'Agricultural and local industry are polluting the environment';

fact, over deterioration of the Countryside Ideal has a long history[104] - one as long as the Ideal's history. [Historically]... "the complaints of rural change might come from threatened small proprietors, or from commoners, or even, in the twentieth century, from a class of landlords, but it is fascinating to hear some of the same phrases - destruction of a local community, the driving out of small men, indifference to settled and customary ways - in the innumerable campaigns about the effects of redevelopment, urban planning, airports.... [on the countryside]"[105]

Present sanctions are designed to encourage landscape conservation. Yet as it stands, much of the work remains with unsanctioned initiatives. Private stewardship is a considerable task whose success depends on the, "pooling of resources and a strong commitment to coordination, monitoring and enforcement by the thousands of people involved in the planning process, from politicians and municipal staff to environmentalists, developers and community groups."[106]

The need for planning effort that went beyond sanctioned minimums was also discussed during the interviews. Planning Actors both, Local and Provincial, spoke of mounting visioning exercises. One Local Planning Actor talked enthusiastically about a visioning exercise she experienced: "We've switched our thoughts from having input on planning issues from the public to having input from them, from everything from research to planning, implementation, monitoring, assessment - the whole enchilada."[107] There was also the suggestion of special zoning for heritage areas. For example, one Local Participant advocated the introduction of a 'light' form of protection for heritage resources: "That would not 'control' absolutely but would designate a kind of intent, kind of interest. So you could take the older areas in the community and say, 'This is Residential Heritage. This is Industrial Heritage'... That would give a few controls, but not a massive amount."[108]

Design guidelines were also mentioned. The author of the Technical Manual gave an example of what would be included in that document for the protection of 'ridgelines': "There will be no breaking of ridgelines. There will be no 'skylining'. There will be no building at all or no buildings over two storey whatever."[109] A recommendation for

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'Unthinking greed is resulting in abuse of the environment'; 'The ESPA's are islands of green'; 'There is growing concern about personal security in the home and on the streets'; 'Minorities in our communities see ethnic violence and racism as long-term problems'; 'There is a need for an affordable, integrated and user-friendly public transit system connecting the Region's municipalities'; and a 'Need for a Regional outdoor recreational strategy'. (Regional Municipal of Waterloo. 1991. *Regional Municipality of Waterloo State of the Environment Report (Background Report #3): Report of the Citizen's Advisory Committee on the Quality of Life.* Region of Waterloo. pp.4-5.

[104] R. Alex Sim writes that the countryside crisis is based on a fear of loss - loss of "the large measure of autonomy, the intimacy, the sharing of work, the visiting and caring of those former days." that is associated with countryside. (1988. *Land and Community: Crisis in Canada's Countryside.* Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. p.18).

[105] Williams, Raymond. 1973. *The Country and The City.* London: Chatto & Windus. p.291.

[106] Brynes, Brian. 1994. *Saving the Countryside: Conserving Rural Character in the Countryside of Southern Ontario.* Toronto: Conservation Council of Ontario. p.53. [This reference was found amongst the publications used by the Reform Commission, and subsequently given to the University of Guelph].

[107] Taken from transcripted interviews. Summer 1995.

[108] Ibid.

[109] Ibid.

advisory committees was also made, as per the draft Ontario Heritage Act, which advocates the use of a citizens advisory group to advise the local council on the establishment of a Heritage District Plan.

In addition, there are conservation easements of which one Local Planning Actor, involved with a land trust, talked about: "The Trust uses 'land owner contact'... a management technique to get information to people... an on-going relationship.... to make people aware of what they have... [first] a handshake agreement... to protect it as long as you own it... [second] the next step from that is a more concrete agreement... such as a Conservation Easement."[110] There are also needed tax benefits for conservation. One Local Planner talked about the need to make conservation an attractive alternative in light of individual gains. "Coupled with that are the changes being proposed to the Federal Income Tax Act that will allow people to get some tax write-off in return for donating land or even donating conservation easements."[111]

Some conservation advocates talked about innovative measures, such as forming partnerships with developers. For example, a Local Planing Actor talked of a strategy to find 'friendly' owners of large tracts of land that had previously been slated for incinerators of dumps. "We don't have the money ourselves... [therefore we have to get it into] 'friendly hands'."[112] And finally there was talk of stewardship agreements: one Local environmentalist said after years of fighting development proposals in her area she looked forward to more positive conservation work, in the form of land stewardship activities.[113] In order to foster the right environment for such pro-active planning, many writers (Bryne, 1994; Stokes et al, 1989; and Yaro et al, 1990) agree that 'education' is the key component to help all players in the process - citizens, developers, politicians, consultants, and bureaucrats. This empowerment is most crucial at the local level, where decisions profoundly affect the Countryside Ideal. This 'education' is not a small undertaking. If successful it means a shift in the conservation ethics of those who influence and determine what gets conserved. It also leads to the empowerment of people who collectively can have a profound effect on the conservation of the Countryside Ideal.

C. Realizing the Ideal's Potential

It is evident that the Countryside Ideal is a strong theme in landscape planning - a divided theme that presents immense challenges. However, if the schism is recognized and understood its full potential can be realized. It is imperative that the Landscape Idea as the medium of the Countryside Ideal is understood; and knowing "its origins, its development and its consequences, the better placed we shall be to understand and manage our landscapes."[114]

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[110] Ibid.
[111] Ibid.
[112] Ibid.
[113] Ibid.
[114] Bunce, Michael. 1994. *The Countryside Ideal: Anglo-American Images of Landscape.* London: Routledge. p.xii.

i) 'Civilizing' the Ideal

It is clear that in managing that Ideal, it is best done with full support of the people who inhabit the landscape. That support is realized in the Civic Planning Model where the local people, most knowledgeable of the landscape (as this study has demonstrated), are effectively engaged in the planning process. As yet an effective local civic planning exercise occurs rarely[115]; only where a community perceives the potential of deterioration from a development proposal (e.g., Town of Haldimand's H.O.P.E. - a community activist group that banded together against a proposed incinerator in their Township). Proactive landscape conservation actions are more rare, taking the form of some land stewardship efforts, such as the Lower Grand Land Trust.

The Planning Reform Commission was committed to the fostering of an environment where local municipalities were more empowered - nurturing a civic model of planning where landscapes could be effectively planned. And the present Conservative government claims it is committed to the same ideal. This is a natural state of governance; Kirkpatrick Sale claims that independent, local communities are "far more ancient, more durable, and widespread"[116] than centralized governments. He calls it 'bioregional politics', that seeks "the maximum diffusion of power and decentralization of institutions, with nothing done at a level higher than necessary, and all authority flowing upward incrementally from the smallest political unit to the largest."[117] Tony Fuller would characterize this as a need to shift to an Arena Society where the rural landscape is revitalized by exurbanite commuters, tourism, and heritage conservation. To him this means "new partnerships, collaborations and cooperative ventures".[118]

Sale believes that the maximum size a community should be is 10,000 people - the same size used by Sim to designate the upper limit size of a rural community.[119] Sale goes on to write that it is "here, where people know one another and the essentials of the environment they share, where at least the most basic information for problem-solving is known or readily available, here is where governance should begin."[120]

The paradox of the localization of power in civically-planned landscapes is the equally important need to seek a broader union of jurisdictions, where connections between local areas can be optimally seen and managed[121] - seeking the common ground

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[115] "Decisions are made that do not take into account the knowledge that can only come from knowing a place through years, indeed generations, of inhabitation." The 'interests from afar' are characterized as typically fleeting, aimed at profits, not at long-term sustainability. (Plant, Christopher; and Plant, Judith (eds.). 1992. *Putting Power in its Place: Create Community Control.* Gabriole Island, B.C. p.9).

[116] 1992. "'Free and Equal Intercourse': The Decentralist Design". in, Christopher and Judith Plant (eds.). *Putting Power in its Place: Create Community Control.* Gabriole Island, B.C. p.23.

[117] Ibid. p.25.

[118] Fuller, Tony. (in press). "Changing Agricultural, Economic, and Social Patterns in the Ontario Countryside". *Environments.* Volume 24:3. p.6.

[119] Sim, R. Alex. 1988. *Land and Community: Crisis in Canada's Countryside.* Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada

[120] Ibid.

[121] "Broad-based regional conservation policy-setting and information provision can complement local conservation efforts... [In fact]... efforts not to pollute a local creek have limited value if all communities in the region fail to make the same effort for the same creek." (Brynes, Brian. 1994. *Saving the*

at an upper level. As Raymond Williams said, "local measurement is important but the full accounting has to be in those broad terms."[122] Sale writes that he believes local areas within one bioregion will naturally gravitate to one another and cooperate because, "sharing the same bioregion, they naturally share the same configuration of life, the same social and economic constraints, roughly the same environmental problems and opportunities, and so there is every reason to expect contact and cooperation among them." He thinks that a confederation will naturally evolve which does not impede the sovereignty of community, and only enlarges the "horizons of knowledge, of culture, of services, and of security."[123]

Judging by current controversial attempts to amalgamate jurisdictions in such places as Brant County, one wonders whether this move to bioregionalism is that 'natural'. An article in the *Brantford Expositor*, dated May 17, 1997, read, "A majority of Brant County councillors is prepared to railroad a proposal for one big county through council to forestall a perceived grab of the whole county by the City of Brantford."[124] Even though Brant is situated adjacent to Waterloo, an innovative and effective regional planning unit, the County of Brant remains unconvinced.

One Interviewee talked about the benefits of regional government that had still not been realized in Brant. In his mind, the benefits of Upper Tier government are expressed in administrative terms: it is more efficient; more consistent; avoids planning duplication; consolidates development; there is less competition and conflict between its component parts; less fragmentation of tax structures and tourism efforts. Another study participant was more pessimistic as to whether regional cooperation will develop in the County: [There is] "no formal County Planning structure and I don't think there will be unless they're forced into it." There is a lack of cooperation amongst the Township and "a real fear of Regional government."

Another Planning Actor said he actively resisted regional structure: "Why do they need it? Just because somebody in the Province... [is] trying to look at things from an efficiency standpoint says that they need it. You've got a system that's working good right now. Why change it? If we're doing our own local planning at the local level, why do we need somebody at the upper tier to tell us what we're doing is right or wrong?"[125] Finally, an Interviewee suggested the reason why local areas are loath to cooperate is because politicians are elected locally. They are accountable to the local inhabitants therefore they listen to local sentiments and are promoters of their local good, not the larger regional good. In fact it is very hard to say anything but 'Yes' in a smaller countryside community. "Local politicians have a much higher profile than in urban

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Countryside: Conserving Rural Character in the Countryside of Southern Ontario. Toronto: Conservation Council of Ontario. p.52).

[122] Williams, Raymond. 1990. "Between Country and City." in, Simon Pugh (ed.). *Reading Landscape: Country-City-Capital.* Manchester: Manchester University Press. p.13.

[123] Sale, Kirkpatrick. 1992. "'Free and Equal Intercourse': The Decentralist Design". in, Christopher and Judith Plant (eds.). *Putting Power in its Place: Create Community Control.* Gabriole Island, B.C. p.26

[124] Marion, Michael-Allan. "County on Track for Single Government". p.1

[125] Taken from interview transcripts. Summer 1995.

centres. They are much more likely to deal with residents on a regular and one-to-one basis."[126]

The tension between regionalism and localization has a long history in the Province.[127] The current reformation of the Greater Toronto Area is evidence of that continuing battle. On December 17, 1996, Municipal Affairs Minister, Al Leach, called for the amalgamation of six separate municipalities into one giant 'mega-city' structure - a proposal made, they said, to reduce escalating government costs.[128] The Conservative government said they would not recognize any referendum on the issue, even though this amalgamation was not part of their election platform. The criticism made by citizen groups opposing amalgamation was that within a super-city it would be difficult for the individual to participate in the "most immediate political arena of the individual, the world that is literally a doorstep beyond the privacy of the family and the intimacy of personal friendships."[129] The question is whether the government's proposal to replace elected local councils with volunteer neighbourhood committees will lead to a more civic society.[130]

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[126] Brynes, Brian. 1994. *Saving the Countryside: Conserving Rural Character in the Countryside of Southern Ontario.* Toronto: Conservation Council of Ontario. p.52.

[127] "Beginning in the 1960's the provincial government initiated a regional government programme to reorganize municipalities and create new regional governments. One objective was to respond to broader planning issues that extended beyond individual communities. The Province has also initiated a number of "amalgamation exercises" to combine smaller municipalities and townships into larger ones. The intent of these programmes was to create a less complex and more cost effective form of government. However, some rural communities have perceived these programmes as a major threat to their autonomy and individuality and an attempt to centralize power." (Byrnes, Brian. 1994. *Saving the Countryside: Conserving Rural Character in the Countryside of Southern Ontario.* Toronto: Conservation Council of Ontario. pp.50-51).

[128] "It will save the taxpayer money. It will reduce overlap and duplication, it will be a simpler, more accountable, less confusing system of local government." (*The Toronto Star.* Wednesday, December 18, 1996. A27).

[129] Bookchin, Murray. 1992. "The Meaning of Confederalism". in, Christopher and Judith Plant (eds.). *Putting Power in its Place: Create Community Control.* Gabriole Island, B.C. p.66.

[130] "The new citizen committees are intended to ensure that the Toronto megacity council remains in touch with neighbourhood residents and their local concerns." says Minister Leach. The criticism with this new monitoring and advising group is that it will create a new level of bureaucracy that "will be forced to shoulder heavy burdens with large responsibilities but no authority... And the committees could fall victim to political cronyism, evolving into political action groups with no other purpose than guaranteeing re-election of the councillors who appointed them." John Sewell, the former Toronto mayor said, "It's a dumb, loopy idea", saying that the city residents should 'say goodbye to democracy in the local government.' Toronto's current mayor Barbara Hall went on to say that this move was, "a very loud message to the people of this Province of the lengths the provincial government will go to not let the people speak." ("Citizens to add a homey touch: Volunteers to play grassroots role dealing with local problems." *Toronto Star.* Wednesday, December 18, 1996. PA1; and "Violation of rights alleged by Sewell". Ibid. P.A8). Another voice on the issue was Anne Golden, who led the task force that recommended the merger, expressed gladness that "the minister and the public are [accepting] that we are a city region in a global economy... We are a single region when it comes to the economy and we are a single region when it comes to infrastructure planning..." in order to "compete with the best in the world." It is clear that Ms. Golden gives priority to the economy over the community. ("Service board's creation wins a Golden smile." *Toronto Star.* Wednesday, December 18, 1996, PA.6).

The transformation of these political boundaries, in spite of public opposition, is the ultimate expression of power. The vote cast to put this party in power is evidently seen to be more decisive than any other subsequent expressions. The power this government wields is feared. Witness the spectre that has been raised in Brant County: if a decision is not made locally for amalgamation then provincially-appointed Commissioners will descend on the community to settle its reorganization. In Brant they have returned to the perennial power struggle between the City and the Country in the amalgamation debate: should these new larger jurisdictions be city-centred or should all the areas come together in equality?

Those who advocate regional approaches talk of both its physical and social manifestation - the landscape divided once again. Landscape ecologists (e.g., Forman and Godron 1986) talk of the need to think in connected ways at a regional level. Conservation Authorities are founded on the belief that watersheds are the best regional container. There are also social theorists like Plant, Sale, Bookchin, Young[131] who talk of the social advantages of regionalism. In particular, Iris Marion Young calls for a 'confederation of empowered local people', because, "the loss of local power is perceived increasingly to be undermining the very ability of local people to survive over time in a sustainable way."[132] The best basis for those regions is landscapes - landscapes that meld the dichotomy of the Countryside Ideal. But as is seen with current amalgamation proposals in the Province of Ontario, uniting local areas into larger landscape units is very fractious.

In this headlong rush to amalgamate, tactics for strengthening civic presence are essential. Several proposals to increase the civic control of planning are put forward by Alex Sim: political, economic, 'foodland', cultural and planning options. The political option is fueled by information; "since knowledge is a species of power, a beginning is possible by gaining access to information previously withheld, securing knowledge that was previously priviledged."[133] Citizens are effectively empowered by information of development proposals; who else in the community is concerned about a development proposal; and how a community can be engaged as an effective planning actor; and so on. Current work of the Copper Trust with the Village of Blair, south of Cambridge, is an excellent example of community building. There an exercise in heritage data collection has raised awareness amongst the village inhabitants - not only about their local landscape heritage, but also about pending development proposals which they have confronted successful as a cohesive community.

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[131] e.g., Young writes social justice involves "equality among groups who recognize and affirm one another in their specificity [and] can best be realized in our society through large regional governments with mechanisms for representing immediate neighbourhoods and towns." But she also cautions that regions can be as exclusive as communities. "Not even regional governments should have complete autonomy, but their power would be extensive, matching or exceeding the present powers of local municipalities: powers of legislation, regulations, and taxation, significant control over land use and capital investment, and control over the design and administration of public services." (Young, Iris Marion. 1990. *Justice and the Politics of Difference.* Princeton, New Jersey: Princeton University Press. p.248 and p.252).

[132] Ibid. p.7.

[133] Sim, R. Alex. 1988. *Land and Community: Crisis in Canada's Countryside.* Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. p.154.

Sim also speaks of the economic option, where a community engages in economic activities that bolster an area through sustainable initiatives. Main street programmes of Heritage Canada are motivated by such an option. Another example of a 'civilizing' economic option is found within the Grand River watershed, in Dunnville, Ontario. The Dunnville Bioregions project is trying to effectively engage the public in the development of sustainable economic strategies.[134]

In addition to the Economic and Political Options for promoting a civic life, Sim speaks of three other options that require more radical transformations. First there is the Foodland Option which requires, "the restructuring of agriculture along humane, ecologically sensitive lines... [being] essential to the revitalization of the rural community."[135] Next there is the Culture Option, where a whole community is focused on a cultural activity such as a print-making co-operative in northern Canada. Finally there is the Planning Option that this study focuses on.[136]

Transformations in planning approaches can lead to more meaningful engagement of people in a civic process. Planning Actors involved in this study and the literature concur that public commitment can be better generated at the beginning of a planning process by a visioning exercise - envisioning at the outset what their ideal community entails. [137] One Participant talked of the visioning that occurred for the planning of the Grand River Corridor, headed by the GRCA. It was distinguished by one of the participants as being very different from a conventional planning exercise: "Usually a planning document goes through... background information, it's trying to resolve an issue, it looks at the alternatives, it has recommended actions."; but with a visioning exercise, "what we ended up with was a vision, beliefs, values as to how we were going to do business in the future - management philosophy, goals, objectives. Primary actions which collectively everyone would do. And then ask for voluntary commitments to action."[138]

Part of that vision for landscape planning would therefore be a more effective strategy for involving the public in the planning of their own communities. Through a multiplicity of techniques[139] one can move up Arnstein's famous 'Ladder of Citizen

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[134] The Dunville Bioregion Workshop Proceedings lays out the strategy for effective community action: Public involvement is planned from involving everyone in the community early in the process to the long-term action of creating a Community Action Plans for Sustainability. (Dunville Bioregion Association. 1993. *Dunville Bioregion Workshop Proceedings.* Waterloo: Cumming Cockburn Limited. pp.14-15.

[135] Sim, R. Alex. 1988. *Land and Community: Crisis in Canada's Countryside.* Ottawa: Canadian Studies Directorate of the Department of the Secretary of State of Canada. p.165.

[136] Ibid. p.172.

[137] "Just as family members must decide what they expect of a house before an architect can design one for them, so people must have a vision of their community before the technicians and planners can come up with a satisfactory proposal." (Ibid. p.175)

[138] Taken from interview transcripts. Summer 1995.

[139] Some good ideas for encouraging public participation were listed by Luigi Caravello, in his review of the English Planning System: he talked of the use of notice boards; 'School Packs' of planning information sent from the schools to homes; 'Opinion and Attitude' surveys in malls; setting up a telephone hotline; individual invitation to local groups to participate in planning meetings; use of a traveling exhibition bus with information on planning activities; participation of planners on local TV and Radio talk shows; newsletters in a variety of languages; advertisement of 'Last Days for Comment' deadlines, etc. (Caravello Luigi, N. 1992. *The Role of Public Participation in England's Planning System:*

Participation' from mere consultation to sharing of power, which has three 'rungs' ranging from 'Partnership' to 'Delegated Power', and ultimately to 'Citizen Control'.[140] Jack Nagel puts it similarly in *Participation*, calling power-sharing planning "co-production". Nagel gives specific advise on how to attain this Social Learning planning approach. He writes that public participation must be voluntary, positive and active; the public and authorities must accept each others legitimate role in the process; it must be a cooperative relationship; and decisions must be made through discussion and negotiations.[141]

The key is to get the public interested in participating in the landscape planning process. Both Local and Provincial Planning Actors talked of the positive experience of planning situations where the public was truly involved in decision-making: "I believe that what we tried to do was figure out what people were saying in those meetings, write them down and clarify them. And then say, 'Did we catch you right?'... Were they influenced by some of my personal concerns? Of course they were. But they were influenced by everyone else's personal concerns as well, because we were trying to get something everyone would agree on." A dialectic process is being described here where all the participants are on an equal footing; the 'expert' planner is facilitating full participation; and all opinions are noted, respected and considered.

One Commissioner interviewed for the study put it this way: "People are never going to attend a meeting in which whatever they say doesn't matter. Why would they want to do it? People are smart..." The opportunity must be afforded to the participants where serious decision-making is occurring. It is a chance to air concerns that can inevitably lead to confrontations; but the most successful sessions are ones where differences of opinion are given a platform, and some people may change their own opinion instead of becoming more entrenched.

Radical shifts are needed in order to accommodate this new civic model. In fact, "to talk of community control or of an eco-constitution is to challenge the direction of modern history."[142] Contemporary trends are toward globalization of the world economy; and telecommunications and computer use that breaks down the borders of nations. Yet in that globalization the need for a localized landscape base is acute, as people find it harder to identify with ever-enlarging jurisdictions. Michael McGonigle believes that regional government is the logical place to locate the ultimate source of sovereignty to which all the authority is delegated up to that point. At that upper tier level a confederation serves to better reveal the common interest to all its local component parts; monitor human and democratic rights; safeguard environmental protection; and ensure the integrity of social equality and social welfare.[143]

Possible Applications for Ontario. (Presented to the Planning and Development Reform Commission of Ontario).

[140] Reference to Sherry Arnstein's famous 'Ladder of Citizen Participation'. (1969. "A Ladder of Citizen Participation". *Journal of American Institute of Planners.* Vol. 35: pp.216-224).

[141] Nagel, Jack. 1987. *Participation.* Englewood Cliffs, New Jersey: Prentice Hall Inc. p.153.

[142] McGonigle, Michael. "Our Home and Native Land? Creating An Eco-Constitution in Canada". in, Plant, Christopher and Plant, Judith (eds.). *Putting Power in its Place: Create Community Control* 1992. Gabriole Island, B.C.: New Society Publishers. p.50.

[143] Ibid. pp.57-58.

Some planning theorists and Planning Actors talk of the need to reach a consensus, through this process; but others believe consensus-building is just another way of excluding factions of our society from the planning process. In fact, one study Participant talked of a planning exercise in the Grand River corridor whose facilitator was seeking, "Consensus, Commitment, Cooperation, and Collaboration".[144] Yet in seeking a smooth and united process, had that facilitator eliminated a large faction of the population? Perhaps planning necessarily has to be a bumpy ride where people get emotional at meetings, because people hold ties to the landscape which are profound and highly personal.

Nagel[145] characterizes this needed public input in the Civic Planning Model in terms of value to the participating citizen: it must be 'instrumental' - in achieving something; 'developmental' - with a chance to learn about the planning process and others views, thereby gaining political savvy; and finally 'intrinsic' - where a person gains a sense of self-worth and commitment to community. Therefore it is far more than reaching consensus and getting the job done, instead it is about 'building capacity'[146] in the community to be more effective planning participants. For the planner it is much more than the collection of information, it is the legitimization of the decision-making process with better local knowledge; a more realistic view of their own performance; and a longer-term commitment from the public for an on-going relationship.[147]

The role of all the Planning Actors must shift to accommodate this 'civilizing' of planning. However, it is the planner who must radically transform from the belief they are an 'expert', to one of fostering citizen control. This means the ultimate priority of the planner is not the simpler task of the efficient disposition of land parcels; instead it is the dedication to a far more complex system of civic government, operating within a landscape. The role of the planner in a civic society means effectively informing all the planning participants; it means fostering 'alternative' points of view through intervenor funds; it means letting all people know their rights for involvement; and it means reducing the mystery of the process for others.

ii) Post-Ideal Planning

In the tradition of Post-modernism, 'Post-Ideal Planning' takes one beyond the conventions of an idea to a critical analysis of its parts. In the previous sections of this narrative, the discordance of the Ideal has been explored, as has the effect of this discordance on the official sanctioning of the Ideal. Finally, a Civic Model of Landscape Planning has been forwarded, where the traditional roles of Planning Actors must be altered to fully realize the full potential of the 'Promise of Landscapes'[148]. This final section of the narrative serves as a caveat on the Idea, a cautionary note to some of the

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[144] Taken from transcripted interviews. Summer 1995.

[145] Nagel, Jack. 1987. *Participation.* Englewood Cliffs, New Jersey: Prentice Hall Inc. p.153.

[146] Taken from one Research Participant's description of effective participation.

[147] "As planning is the discipline which has the greatest influence over neighbourhoods, via land use control, it is only natural that there is an inherent and justifiable self-interest of that community's residents to have an influence, if not control, over its present and future direction." (Nagel, Jack. 1987. *Participation.* Englewood Cliffs, New Jersey: Prentice Hall Inc. p.23)

[148] A quote taken from one Research Participant who was describing the potential of landscape to planning.

assumptions we unconsciously bring to the planning table about power, community, community action, and the potential of planning to augment and facilitate civic action.

The challenge of landscape planning is a huge one, to think in a unified manner, in a way that goes against our innate separation and distinction from the world around us. This is the separation that divides nature from culture; self from object; and environment from economics. And the Land Use Planning Acts (1996, 1995, and before), by their very nature of dealing with only the geographic disposition of activities, help to further the schism objectifying land into units of commerce and separate ownership. Contrary to this prevalent view of the landscape that comes with land use planning, Raymond Williams writes that, "efficiency must never be reduced to a monetary criterion, or to a simple criterion by gross commodities. Efficiency is the production of a stable economy, an equitable society and a fertile world." He suggests a kind of 'Green Socialism' where "ecology and economics can become, as they should be, a single science and source of values, leading on to a new politics of equitable livelihood." Through this he sees a union between the City and the Country, "in a new social and natural order."[149] It requires a new way to view power - in this 'Green Socialism', "the power to restrain our desires, to rein in our technical abilities, the power to see the whole and act with sensitivity within it."[150] This is an ambitious request - Williams calls for societal transformation so that we may better manage the landscape that society inhabits.

Denis Cosgrove writes about how economic and environmental forces of landscape can interpenetrate, through a dialectical process that is informed by theory. This in essence is the approach that has been adopted for this study: a Social Learning approach informed by Critical Theory. Cosgrove goes on to say this interpretation does not come "solely in the practice of historical reconstruction and interpretation, based on empirical evidence, but [rather] informed by theory, can it be revealed."[151] But achieving that balance is where practice meets theory. And the recent changes to Ontario's Planning Act shows that the Province is far from that ideal where economic and environmental considerations are placed on an equal footing. Al Leach, the Minister of Municipal Affairs, said at the time of the release of the revamped Act said that the government will provide 'one window service' for developers. "While critics say the new legislation opens the door to urban sprawl and closes it on the environment, Leach contends he is simply putting the decision-making power back in the hands of local municipalities to build how they see fit.... "The whole planning and development process was wrapped in a sea of red tape and the legislation and policies tilted in favour of environmental concerns - to the detriment of Ontario's economic health," said Leach".[152]

The writings of the likes of Iris Marion Young, Raymond Williams and Michel Foucault speak to these present uncertainties for landscape planning in the Province.

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[149] Williams, Raymond. 1990. "Between Country and City." in, Simon Pugh (ed.). *Reading Landscape: Country-City-Capital.* Manchester: Manchester University Press. pp. 13 and 18.

[150] Plant, Christopher and Plant, Judith (eds.). 1992. *Putting Power in its Place: Create Community Control.* Gabriole Island, B.C.: New Society Publishers. pp.7-8.

[151] Cosgrove, Denis. 1984. *Social Formation and Symbolic Landscape.* Totowa, New Jersey. Barnes and Noble Books. p.58.

[152] Wright, Lisa. November 17, 1995. "Ontario's Planning Act Legislation Housing". *The Toronto Star. p.A2.*

These theorists describe themes evident in the discordant Ideal and lament that in the division of landscape in the countryside the past is the country and the future is the city[153]; "That leaves, if we isolate them, an undefined present."[154] It is better to seek the common ground, that landscape, in fact, perfectly represents. 'Common ground' is that environmental experience that we all share, yet interpret differently.

The political theorist, Iris Marion Young, in fact, cautions against seeking the 'common good', writing that, "many contemporary theorists of participatory democracy retain the ideal of a civic public in which citizens leave behind their particularity and differences."[155] But this universal ideal threatens to exclude many that do not fit the 'unity'; and the guise of impartiality is adopted to deny the differences. She calls it a relentless 'logic of identity' that seeks "to reduce the plurality of particular subjects, their bodily, perceptual experience, to a unity, by measuring them against the unvarying standard of universal reason."[156]

This unifying logic of identity in fact augments the existing dichotomy of landscape. If you are not part of the common good than you are its opposite. The division between subject/object, mind/body and nature/culture is underlined. Instead the planning process should be dialogic at a local level, "the product of the interaction of a plurality of subjects under conditions of equal power that do not suppress the interests of any."[157] The aim therefore is not to reach a universal consensus, but rather a group affinity over a particular issue.

And as Young criticizes the idea of consensus, she similarly criticizes the ideal of community - one of the basic appeals of the Countryside Ideal. She rejects community because it also suppresses individualism. Instead of talking about community planners should be thinking in terms of 'shared subjectivity'; 'mutuality and reciprocity'; and what Jacques Derrida calls 'copresence of subjects'. Therefore, successful planning is not judged on whether participants are building friendships, instead effective planning is determined by the clear enunciation of differences. [158]

But the disturbing fact is that even with the localization of power there is no guarantee of holistic approaches, sustainability, and democracy that landscapes do promise. As Murray Bookchin writes, localization may in fact lead to parochialism and chauvinism[159]; "decentralization, nor self-sufficiency in itself is necessarily democratic... Nor does it follow that humanly-scaled communities and appropriate technologies in

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[153] This is the schism of the countryside: old ways to progress; human ways to modernization; natural ways to development.

[154] "This is why, in the end, we must not limit ourselves to their contrast but go on to see their interrelations and through these the real shape of the underlying crisis." (Williams, Raymond. 1973. *The Country and The City*. London: Chatto & Windus. p.297).

[155] Young, Iris Marion. 1990. *Justice and the Politics of Difference*. Princeton, New Jersey: Princeton University Press. p.97.

[156] Ibid. p.99.

[157] Ibid. p.106.

[158] Ibid.

[159] "Decentralism, localism, self-sufficiency, and even confederation - each taken singly - do not constitute a guarantee that will achieve a rational, ecological society. In fact, all of them have at one time or another supported parochial communities, oligarchies, and even despotic regimes." (Bookchin, Murray. 1992. "The Meaning of Confederalism". in, Christopher and Judith Plant (eds.). *Putting Power in its Place: Create Community Control*. Gabriole Island, B.C. p.63).

themselves constitute guarantees against domineering societies."[160] Within the frame of decentralization therefore, participatory democracy must be fostered - another name for a Civic Society. Young describes the ideal: "We require real participatory structures in which actual people, with their geographical, ethnic, gender, and occupational differences, assert their perspectives on social issues within institutions that encourage the representation of their distinct voices."[161] Yet the success of cooperation amongst that society's constituent parts is very much up to individual dynamics - the great social experiment about which some are optimists[162] and others are not.

Above all it should be remembered that the power which the state wields does not represent all the power relationships. There are the relationships of power found in families, public and private institutions and the judiciary; and the only way to address the issues of power relationships in planning is to focus on the techniques and tactics of domination. "[O]ne must rather conduct an ascending analysis of power, starting, that is, from its infinitesimal mechanisms, which each have their own history, their own trajectory, their own techniques and tactics, and then see how these mechanisms of power have been - and continue to be - invested, colonized, involved, transformed, displaced, extended, etc. by ever more general mechanisms and by forms of global domination."[163]

As current conflicts attest, surrounding the passage of Premier Harris' Bill 103 to amalgamate six Toronto-area cities and the further amalgamations in counties like Brant, they are "specific to particular power relations."[164] Michel Foucault, said it is important to assert the "rights of local, discontinuous, disqualified, illegitimate knowledge, against the claims of a unitary body of theory which would filter, hierarchies and order them in the name of some true knowledge and some arbitrary idea of what constitutes a science and its object."[165] Landscape is therefore the ideal stage upon which these struggles can occur; landscapes that are known locally, in a subjective and commonly valued manner. Landscape is where the Foucauldian triad of power, knowledge and subjectivity are constantly interacting. However, there is no formula for the assertion of one's individual and subjective knowledge. One can only be cognoscente of the underlying power relations and be prepared to engage in a struggle without the advantage of strategies, as they "cannot be specified theoretically outside of the local struggles themselves."[166] Landscape is a common ground upon which highly specific power struggles will occur. Whether equity is achieved within the countryside - for all the stories that landscape has to tell, and for all those who have the stories to tell - one can only speculate. It is up to individual communities to grasp its potential as common ground, for all its inhabitants.

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[160] Ibid.

[161] Young, Iris Marion. 1990. *Justice and the Politics of Difference.* Princeton, New Jersey: Princeton University Press. p.116.

[162] Bookchin is optimistic about people: "I would like to think that a confederal ecological society would be a sharing one, one based on the pleasure that is felt in distributing among communities according to their needs." This would all come about by some kind of moral education and exercises in character-building. (Ibid.).

[163] Cook, Deborah. 1993. *The Subject Finds A Voice: Foucault's Turn Towards Subjectivity.* New York: Peter Land. p. 111.

[164] Ibid. p.113.

[165] Ibid. p.115

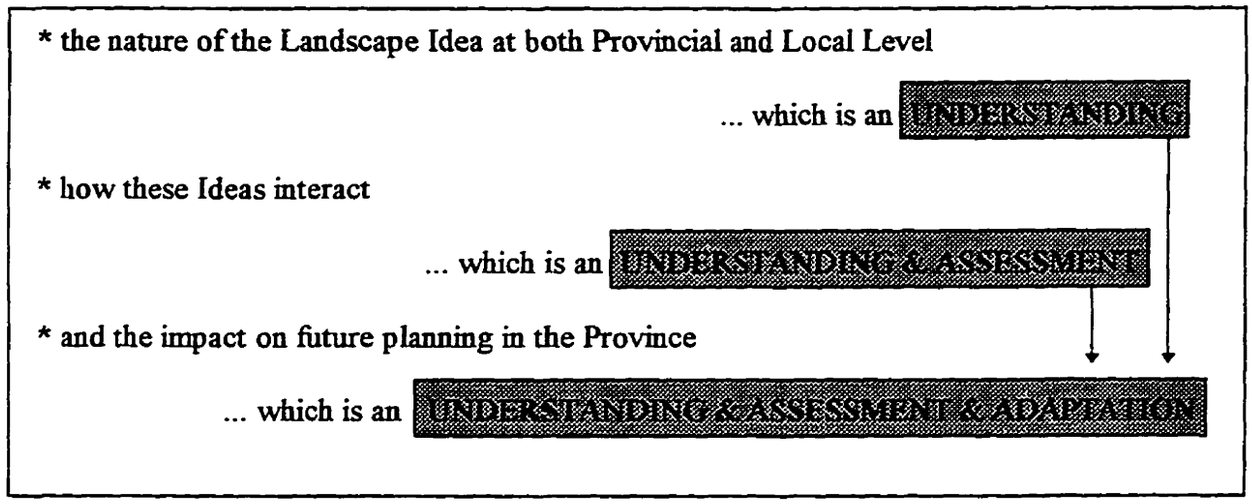
[166] Ibid.

2. Concluding Remarks

This study tackled three themes in answering the question:

What is the provincial, officially sanctioned idea of landscape in Ontario; and how does it interact with the local landscape idea, and impact on future planning efforts?

FIGURE 87
Understanding, Assessment, and Adaptation of the Landscape Idea



UNDERSTANDING

The variety and complexity of the Landscape Idea means that it cannot be definitively characterized along a Local and Provincial basis. But the interviews did demonstrate something that was suspected from the first; that local expression of the Landscape Idea reflects a depth and richness of landscape experience that the Provincial Planning Actors did not possess. People who work within a landscape on a daily basis, and make decisions that immediately effect the landscape they inhabit, naturally have a deeper knowledge and more intimate connection with it.

If one is to characterize the levels of understanding, therefore, the local knowledge is highly detailed, deeply felt, and personal; and the provincial knowledge is more remote, generalized and objectified. The Provincial and Local differences epitomize the divide ever present in landscape itself; the separation of self and object. The 'self' of the local people is more frequently associated with the subjective, metaphysical domain, where abstract and pluralistic expression resides. The Provincial Idea is more commonly allied with the objective physical world of concrete universal measurement. This division has profound implications in how each level of understanding is valued in the planning process. The rich yet qualitative understanding of local people is disadvantaged in a system where the provincial, more objectified understanding of landscape, is comfortably situated.

UNDERSTANDING & ASSESSMENT

There is a long history of how these philosophical stances interact; or more aptly coexist in opposition to one another. The differences in the Provincial and Local Idea of Landscape are mirrored in the traditional polarity of the natural and cultural realms of landscape; the polarity of the economic and environmental valuing of landscape; and the polarity of conservation and material progress within that landscape. The Countryside Ideal serves well as a metaphor illustrative of this landscape divide; and the history of the interaction of its parts. The Ideal also serves to highlight the profound challenge of operating within this divided continuum. This dichotomy inevitably leads to inequalities in the treatment of the two ends of the landscape spectrum. With a separation of treatment there is a power differential and the inevitable domination of city over country; landowners over renters; developers over residents; and elite heritage over the common heritage.

The Countryside Ideal and how dearly it is cherished also explains why the continuing depletion of rural landscape has led to concern on the part of decision-makers over its loss. Yet a caution is offered to decision-makers to cast a more critical eye on the Ideal as a place of community, harmony and heritage. In this myth lies exclusivity and inequalities where some people are wanted as 'insiders' (e.g., middle and upper class, 'Canadian', and those with a traditional design sense that fits the pastoral image); and others that are not, as 'outsiders'(e.g., unemployed, immigrants, and those with a particular design sense that offends the Ideal's bucolic aesthetic).

It is important to note that these landscape sanctions considered in this study are framed within a piece of legislation that is called the Planning Act - which presupposes an approach to landscape conservation from the utilitarian end of the philosophical divide. This further complicates the challenge of planning actors who seek to embrace the true 'Promise of Landscape' as a foundation to decision-making that could address the deep divisions that trace back to our inherent need to distinguish ourselves, distinct from the world around us. It will be a considerable challenge to question the strong bias and long-entrenched mind set of seeing the world in separate and often unrelated parts. As well, in seeking that unified concept the planner must not deny the particularity of the individual.

Given the very mixed feelings about landscape the question is whether the political will shall exist at a local level to take on the challenges of landscape conservation. Undoubtedly landscape conservation actions will vary dramatically across the Province - according to the perceived threat to landscape; the local knowledge of landscape heritage (and thus its value in the public's eyes); and the manner in which the more utilitarian sensibilities sway political opinion in a community.

Yet, in spite of seeking the common ground that landscape can represent, the rights of that part of the population that is already well provided for, will inevitably be further enshrined. The challenge of those embracing landscape conservation is to ensure that the equalizing potential of that resource is fully realized. The true experience of landscape crosses class, economic, educational, ethnic and other boundaries. Therefore, the landscape heritage of a working-class neighbourhood should be rated equally important as a grand estate; where "new partnerships, collaborations, and cooperative ventures" will be forged.[167] And even if the defence for different landscape views is not

[167] Fuller, Tony. (in press). "Changing Agricultural, Economic, and Social Patterns in the Ontario Countryside". *Environments*. 24:3. p.7.

equally stated, the decision-makers must make allowances and realize the innate bias of heritage conservation for the pretty, the posh, and the priviledged!

Grasping the whole essence and potential of landscape may reside with the vague wording of the sanctions, that the Local Planning Actors in particular complained so bitterly about. Vagueness means that local areas must determine on their own what is important and how best it could be protected. As one Provincial Planning Actor frankly stated, "The Province is a bad policy-maker".[168] The local areas, over the course of a number of actual landscape conservation cases, will collectively mold the sanctions into a workable policy. Perhaps they will discover that the answer to landscape conservation is not the Planning Act at all - which biases the perception of what landscape fully entails. More fertile ground could exist in other pieces of legislation; private initiatives; and innovative collective actions.

UNDERSTANDING & ASSESSMENT & ADAPTATION

The true success of these sanctions presupposes the existence of a Civic Society. Some communities in Ontario will see this societal ideal moving further away with the present provincial government's Omnibus Bill; Mega-cities; the removal of more and more government services; and the growing dependence on volunteers to fill the gap. The incentives to cooperate and work together collectively are not legislated; and some new measures like regionalized areas without elected local representation will actively work against the Idea. Others however, will see this as a welcome release from governmental interference. Each community will have different dynamics - some will flourish in this new environment and others will not. In fact, the success of these massive modifications presently occurring in the Province presupposes and is absolutely dependent upon the existence of a Civic Society.

A Civic Model is necessary where the maximum power is diffused to the local levels. Landscape planning needs a strong foundation in local knowledge to be paralleled by local empowerment. In this localization however, it is clear that landscapes must retain a regional perspective. The basis of determining that region should also be determined from a landscape rationale and not an arbitrary political division. This is where the sovereign power would have to rest so that the innate territorialism of the local areas could be discouraged. And the broader perspective would ensure that administrative duplication would be avoided; environmental protections would be ensured; and social justice would be maintained.

Debate will rage over whether the present policy and institutional changes of the 1995-elected government for more fiscal responsibility[169] will move Ontario closer to a

[168] Taken from interview transcripts, Summer 1995.

[169] The Minister of Municipal Affairs, Al Leach, announced at the Association of Municipalities of Ontario, "Ontario's 600 smallest municipalities represent a population of less than 300,000. And the fact remains that 70% of municipalities have populations of 5,000 or less. This really limits their ability to offer a full range of services efficiently and effectively. The cost to taxpayers of so many governments needs to be reduced. The new restructuring process, set in motion with the Savings and Restructuring Act, should result in fewer, but larger and stronger municipalities that are fiscally better positioned for the

Civic Planning Model. The regionalization of operations may better suit the management of a landscape; but if there is a removal of power from local governments in this restructuring the ability of local people to communicate their intimate and very important understanding of landscape will be frustrated. Regionalization therefore must happen with the necessary support of local knowledge.

A real life instance of this regionalization, without apparent local support, recently occurred in Toronto with the Mega-city proposal. Amalgamation may lead to administrative efficiencies; but does it produce better representation and participation of people in the landscape planning process? As Lynn Gibson has postulated bigger is not necessarily better. [170] However, there has been no analysis nor any consultation as to what these radical changes will wrought.

It is clear however, that the movement to a Civic Society necessitates considerable adaptations, because institutional change is dependent on attitudinal change - and those attitudes can take generations to shift. As for planning, profound change cannot really happen until all other aspects of society begin to transform. It begins with a critique of power, knowledge and subjectivity. Landscape knowledge embodies that subjectivity and power. Yet, landscape conservation's relegation to a minor clause in a 'should' piece of planning legislation demonstrates the unlikely possibility of meaningful dialogue about landscape's dimensions. With radical changes to policy occurring at a break neck speed, civic representation is being engulfed by economic priorities of efficiency and downsizing. In the end therefore the 'Promise of Landscape' has been sidetracked. The move to regionalism of the 1995-elected conservative government provides a better physical foundation to landscape planning. But the equally important local representation has been lost.

The term 'landscape' does persist in the 1996 Provincial Policies, albeit emasculated. Its persistence means that the opportunity for communities to embrace the Idea, technically, still exists. Landscape could still serve as an excellent foundation upon which integrated and pluralistic decisions could be made because the Landscape Idea is: a complex play of power, knowledge, and subjectivity. Knowledge of landscape is variously expressed as a Natural Environment, a Cultural Environment, an Aesthetic, a Resource, and a Place. It is only truly known in a highly personal and subjective manner; and it is best understood by local people who live in the landscape. Knowledge of that landscape is essential in deciding how to conserve it. However, knowledge particularly in the present planning arena is typically objectified through the imposition of some kind of artificial structure of classification, quantified valuation, and precise significance criteria. It is the domain of the expert in the OMB; it is the domain of planners who deliver 'products' down to the citizens; and it is the domain of public opinion devalued and dismissed because it is contentious and prolongs decision-making. Therefore, ultimately it is the dynamics of power that will determine whether the true and subjective knowledge of landscape will be valued and respected in the planning process in this Province.

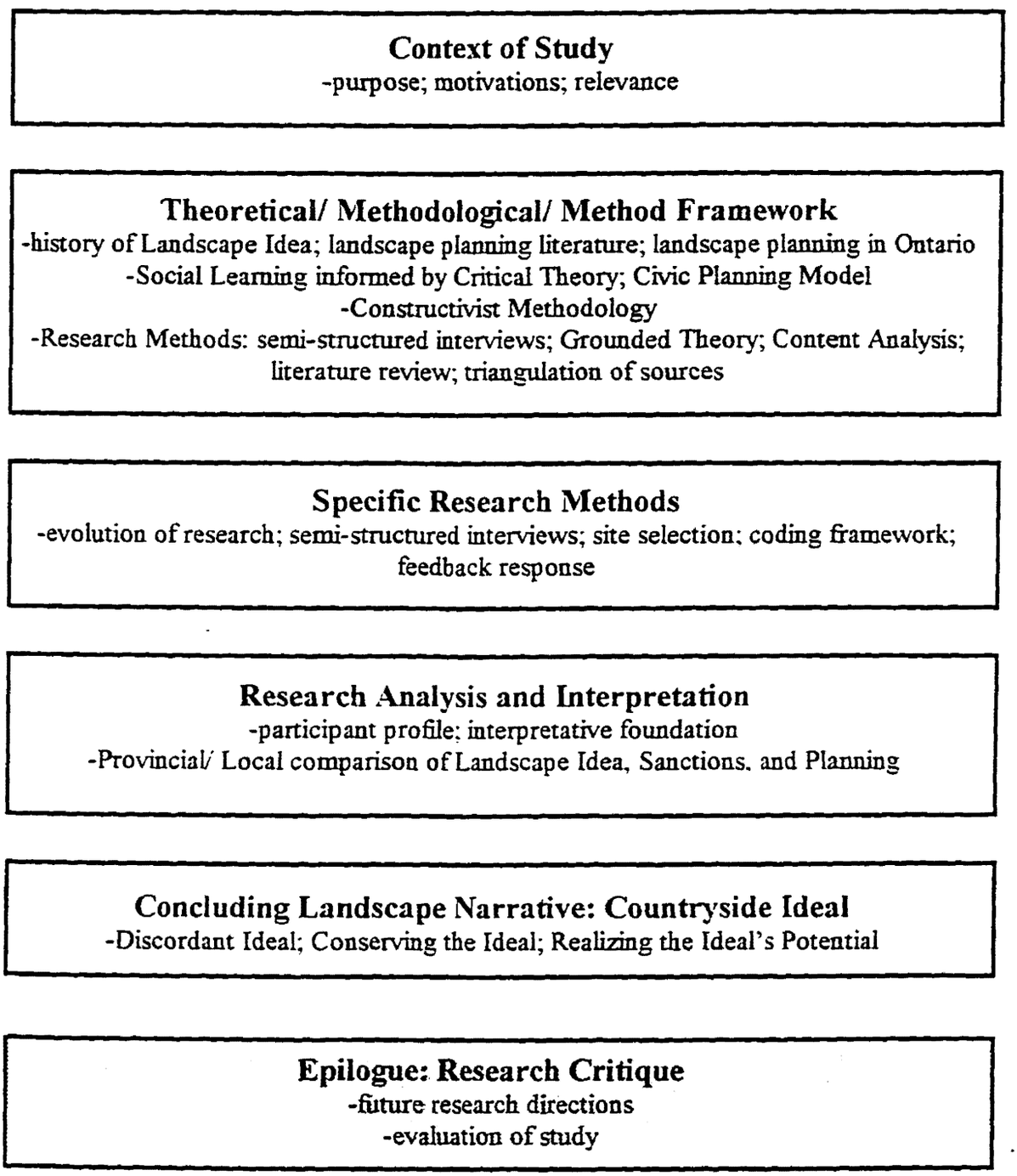
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future." (Ontario Ministry of Municipal Affairs. 1997. *Report of the Advisory Committee on County Government: Patterns for the Future*).

[170] Gibson, Lynn. (in press). "The Changing Political Landscape and Ontario Countryside". *Environments*. 24:3.

It is also through the dynamics of power that the current ideologically-motivated policy shifts will eventually be revised again and again. And provisions for landscape conservation, like other issues will likely be bounced around with these changes. Landscape's only hope for a stable adoption, safe from the vagaries of politics, comes from the fact that it remains a cherished entity for many - a resource common to all - a concept that could galvanize grass root initiatives. The shear power and appeal of landscape may mean that its full potential will be embraced by planners some day because it is embraced by communities. In the ever-shifting political climate that marks democratic societies, fertile ground could finally be found for the 'landscape' of civic government to flourish.

Figure 88
Thesis Structure: Epilogue

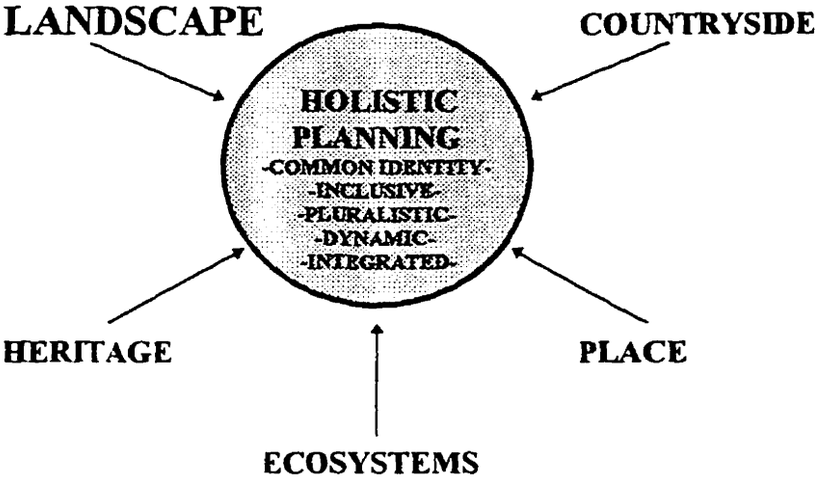


3. Epilogue

A. Future Research Directions

The allied concepts of 'landscape' were heralded in the Preface of this study; and 'countryside', 'heritage', 'place', and 'ecosystems' have been variously used throughout the study. The terms are not fully interchangeable but they do share the common aspect of holism. All these concepts define a wider perspective of the world, incorporating cultural and natural elements; an entity known by experts and public alike; and as such represents different avenues to an integrated (physical and human dimensions) foundation for planning. Holistic dimensions serve a civic approach to planning - striving for inclusivity, pluralism, connection of cultural and natural elements, continuity through time and space, and identification from which meaningful participation can arise.

FIGURE 89
Avenues to Holistic Planning



Research is therefore warranted on these broad topics in the quest for a more secure basis for planning. And future research that aims to explore holistic planning approaches should begin as this study - focusing on the understanding makers and users of policy may have regarding these various terms. This could be extended even further to examine the understanding of these terms by different members of the public: particularly special interest groups; different residents in a specific area where development or conservation actions are being proposed; or various residents where policy changes are occurring (e.g., municipal amalgamation; Official Plan revisions, etc.); and exploring the understanding amongst wider demographic groupings distinguished by age, ethnicity, geography, and gender. Studies could also centre on the understanding of these terms expressed by different academic disciplines (e.g., geographers, artists, historians, sociologists, biologists, geomorphologists, etc.) and practitioners (e.g., planners, architects, landscape architects, engineers, archaeologists, etc.).

FIGURE 90
Research Matrix

	IDENTIFICATION	PROTECTION	INTERPRETATION	USE
UNDERSTANDING	-Identify different streams of understanding across disciplines, community groups, geography, etc.	-What forms of sanctioning best serve a holistic resource like landscapes?	-How does one represent diverse understandings in decision-making surrounding these areas?	-What use of an area best fosters a better understanding of it?
ASSESSING	-Issues mitigating against holistic planning approaches.	-What forms of sanctioning work best and least best for holistic resource protection?	-Do civic building techniques (i.e. events, festivals, stewardship organizations, facilitating, visioning, etc.) as opposed to traditional planning methods lead to a different interpretation of an area?	-How is community building alternatives now working out; do they result in superior land-use decisions?
ADAPTING	-In these changing times of less government and funding how best to identify these resources?	-What forms of sanctioning now present themselves in these times of fiscal constraints and less bureaucracy?	-If the interpretation is a fuller one how can these new techniques be instituted in the present climate?	-How does one move a community to a civic mode within the existing land use planning model; and what must occur to that model to better accommodate this approach?
COMMUNICATING	-What are the better ways of communicating a holistic resource - by experts and public alike?	-How best is the understanding communicated to all parties so a planning exercise for these areas is truly effective and fully participatory?	-How do alternative ways of understanding get aired?	-Once a holistic resource has been planned in a civic mode what ways are best to spread the word if some fundamental shifts are needed?
IMPLEMENTING	-How do identified resources fare in terms of acceptance by public, government agencies, developers, OMB, etc.?	-How does one connect communities in a cooperative effort across an area?	-What can government agencies do to encourage non-government volunteer organizations to work civically in a holistic manner?	-Explore which end of the environmental/economic equation results in a land use that is better suited to a holistic resource.
MONITORING	-Does a protected area retain the essential core which assures the integrity of its holistic functioning?	-How does a community benefit from a protected area; and how does an area reap the benefits of a committed community over time?	-How can we monitor all these processes of civic and holistic planning; and what is the measure of a successful interpretation ?	-Do the different land use decisions produced by a civic approach to planning produce a 'superior' land use mix; what measures do we need to monitor it success?

An international countryside exchange occurred in the summer of 1996. A publication from that conference listed themes and issues common to three host communities where workshops were conducted. In fact these issues are really common to all countrysides, places, heritage, ecosystems... and all landscapes; and translate into the potential research areas that extend from this study. In this Exchange two major theme areas were noted[172] - one dealing with planning *means* and the other with planning *ends*.

Both 'ends and means' are addressed in the Civic Planning Model; and it is this Model that is once again employed. When the six-part Model is compared to the conservation strategy found in the new Ontario Heritage Act a research matrix (found in Figure 90) is generated. When these steps (identification, protection, interpretation, and use) are overlain with the six phases of the Model future research streams are identified.

These streams are varied and demand different methodological and method approaches. Yet the theory is the same that a holistic, inclusive, integrated, dynamic, and pluralistic foundation to planning is needed. There is much fertile ground for a researcher interested in transforming the *status quo* - it lies in examination of community dynamics, bureaucratic structures, planning education, and attitudes toward conservation and landscape. It is also these very research issues that will determine the likelihood of landscape ever being adopted as an effective planning concept.

Many theorists write of the shortcomings of planning - its part in the perpetuation of social inequalities; its inability to orchestrate connections between individuals, communities, and different levels of government; and its neglect of both the cultural and natural environments in the face of economic imperatives. Different critics purport different answers in the guise of Bioregionalism, Healthy City Movements, Civic Planning, Watershed Planning, Countryside Planning. And 'landscape' is another such concept that is forwarded as a holistic planning approach. Debates could rage and many theses penned as to which term best fits the need. However, how can one word or one profession hope to tackle these immense and complex challenges?

It cannot. Yet, a perspective like landscape could provide part of the foundation. The trouble is that many impediments exist for planners and communities alike, to embrace the Idea. The fundamental problem is exactly what this study has illustrated: few people at a provincial level and even fewer at a local level fully understand the potential of landscape. Its planning potential is being a 'common' resource for all members of a community - something to identify with and therefore demand some say in its treatment. We all bring landscape experience to the table, thereby acting as a leveller between 'experts' and lay people. Landscape also unites the factions that are systematically divided into natural and cultural camps. The Landscape Idea also unites areas across political boundaries and between communities.

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[172] One that deals with planning means, from the expert perspective with *governance and land use planning* issues, to the community's concerns with *cooperation*. The second theme area dealt with planning ends bracketed between economic and environmental valuing of the landscape - *tourism* to *parks and protected areas*. (Environment Canada. 1996. *International Countryside Stewardship Exchange '96 Report*. Ontario Region: Environmental Conservation Branch. p.4).

What then is the future of the Landscape Idea as a common social, physical, and economic ground for planning? In Ontario the term 'cultural heritage landscape' has survived in the current planning legislation. However, it is not placed centrally as a 'should' directive in the Policy Statements attached to the Act: not a powerful position. Landscape is likely destined to remain an afterthought until it is wholeheartedly embraced and placed as a focus in a fundamentally different type of planning legislation.

These kinds of profound changes to a piece of influential legislation necessitate even more profound changes to public and professional attitudes, planning education and agendas, and governmental institutions. It is interesting to note that one member of the Planning Commission for Reform said that the need for such change was recognized but ruled out as too impractical a proposition. Their final position was to advocate watershed planning as a sound planning concept but they realized that full adoption of that approach was too difficult at this point in Ontario.[1]

These kinds of transformations will occur, if at all, over generations. Text books need to be written, educators trained, and curriculum altered; and this only after some successful examples of landscape planning have occurred. These cases will encourage others towards a more integrated, civically-driven landscape approach. One such example could be the Countryside Exchange workshops which recently occurred in three sites in rural Ontario.[2] Another exemplary planning model is the exercise that is being headed by the Grand River Conservation Area, which began with an extensive visioning process and continues in committees with diverse membership, and the whole process is reinforced by a Registry of Commitment from inhabitants within the watershed.[3] In these initiatives the Idea of Landscape, although not named so, does characterize these planning exercises being holistic, pluralistic, non-dualistic, and dynamic.

In the final analysis therefore some promising initiatives have begun in the Province, yet they remain just that - beginnings and not significant movements. Whether it is called Landscape Planning or not, is not important. It is important however, that the approach gains momentum through a few jurisdictions incorporating landscape conservation sanctions in their Official Plans. As more jurisdictions attempt integrated and pluralistic approaches, the planning repertoire expands. It has a future with those implementing projects, advocating principles, developing necessary policy infrastructure and professional support, encouraging private initiatives, and above all fostering strong public expectations for a planning approach that is sensitive to their Idea of Landscape.

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[1] "So the point again was to encourage the existing structures to plan on a watershed basis." Taken from an field interview. Summer 1995.

[2] Volunteer countryside management professionals from the United States, United Kingdom and Canada visited Essex County, Mono Township, and Quinte County in September 1996. Recommendations about 'Governance and Land Use Planning', 'Tourism', 'Parks and Protected Areas', and 'Cooperation' were developed that are now serving as a basis for planning at a local level. (Environment Canada. 1997. *International Countryside Stewardship Exchange in Ontario, Canada: 1996 Report.* Ontario Region: Environmental Conservation Branch).

[3] Information gained through a Grand River Conservation planning representative.

B. Evaluation of Study

At the end of the research process I look back at the result and am assured that the use of qualitative methodology was the superior approach. This description-rich method was exactly what the examination of the Landscape Idea demanded. Yet, with that richness a major difficulty arose during the course of the study.

First this approach generated so much detail it was a considerable task to digest it all, and condensing it into a usable form. In this process the fine detail of the interviews had to be subsumed into broader themes, in order to better communicate the essence of the findings. The volume of details threatened to obscure the concepts that were discovered in the research. I was loathe to lose all those intricate nuances, so many of these details were employed to illustrate the larger points being made.

Secondly, the semi-structured interview technique produced an overwhelming amount of work for one researcher. The review of taped interviews themselves and the preparation of transcripts took 4 1/2 months of non-stop annotations; and the analysis and interpretation took another 6 months. The utility of qualitative research for one individual at any other level then a doctoral level is put into question - because of the massiveness of this undertaking. As an academic about to return to teaching and research at the University of Guelph's School of Landscape Architecture, I wonder how I might honestly promote this approach for my future graduates (who are largely Master-level students) as a viable alternative in a School that has traditionally produced quantitatively-based research. I truly believe in the appropriateness of the approach for landscape research, but the real challenge to me is to find a manageable, and suitably scaled research challenge for my students.

Yet for me this is where part of the future of landscape research lies - and no where is that more relevant then a Landscape School such as Guelph, that is about to amalgamate with a planning school. Planners have grappled with the utility of qualitative research far longer then landscape architects, and although the examples of qualitative planning research are few in number, they are certainly more than those found in landscape architectural research. Therefore, the answer lies in seeking the 'copresence of subjects'[171] between the two disciplines. Different disciplines and professions bring different views of landscape to the table as do the different academics and practitioners within those collectives. It is not a unified Understanding of Landscape that is sought - it is rather a recognition of the different views of landscape that will enrich all our understandings. In this specific union between Planning and Landscape Architecture, therefore, there may be the fostering of an environment that is more accepting of qualitatively-inspired approaches to research.

What is called for is a transformation in thinking - the same kind of transformation that is called for in planning in this study. And like the planning transformation, the cultural transformation that will be necessary around landscape research will have to be as fundamental and profound. It means a shifting of attitudes to value more highly the subjective, the personal, the incongruent, and the unique in research.

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[171] This a reference to Jacques Derrida's alternative to seeking consensus. 'Copresence' is a recognition and acceptance of the differences and not a suppression of the differences.

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APPENDICES

APPENDIX A

This 'Legislative Precedent for 'Landscape'' was prepared in Spring 1995 at the suggestion of committee member Paul Eagles. This documents that 'landscape' appeared only in the Aggregate Resources Act, the Crown Timber Act, and the Niagara Escarpment and Development Act at the time of 'landscape's' emergence with the passage of the March 28, 1995 Planning Act.

Legislative Precedent for 'Landscape'

The suggestion was made by Paul Eagles that I check the term 'landscape' to see whether it has ever appeared in legislation before. I went through the exercise of reviewing all pieces of legislation that I thought may contain any reference to 'landscape'. Using the Revised Statutes of Ontario: 1990 (Queen's Printer for Ontario, Toronto, 1991) I reviewed the "Definitions", "Purpose of Legislation", and "Minister's Responsibility" sections of all the following Acts:

Abandoned Orchards Act
Aggregate Resources Act
Agricultural Rehabilitation and Development Act
Airports Act
Algonquin Forestry Authority Act
Boundaries Act
Bridges Act
Building Code Act
Cemeteries Act (Revised)
Conservation Authority Act
Conservation Land Act
Conveyancing and Law of Property Act
Crown Timber Act
Environmental Assessment Act
Environmental Protection Act
Forestry Act
Highway Traffic Act
Historical Parks Act
Industrial and Mining Lands Compensation Act
Lakes and Rivers Improvement Act
Land Registration Reform Act
Land Titles Act
Land Transfer Tax Act
Line Fences Act
Local Improvement Act
Local Roads Boards Act
Mining Act
Ministry of Agriculture and Food Act
Ministry of Citizenship and Culture Act
Ministry of Environment Act
Ministry of Municipal Affairs and Housing Act
Ministry of Natural Resources Act
Ministry of Northern Development and Mines Act
Ministry of Tourism and Recreation Act
Ministry of Transportation Act
Municipal Act

Municipal Affairs Act
Municipal Boundary Negotiations Act
Niagara Escarpment Planning and Development Act
Niagara Parks Act
Non-Resident Agricultural Land Interests Registration Act
Northern Ontario Heritage Fund Act
Ontario Agricultural Museum Act
Ontario Heritage Act
Ontario Municipal Board Act
Ontario Municipal Improvement Corporation Act
Ontario Planning and Development Act
Ontario Waste Management Corporation Act
Ontario Water Resources Act
Parks Assistance Act
Parkway Belt Planning and Development Act
Petroleum Resources Act
Planning Act
Property and Civil Rights Act
Provincial Parks Act
Public Lands Act
Public Transportation and Highway Improvement Act
Public Utilities Act
Regional Municipality Act
Rural Hydro-Electric Distribution Act
Settled Estates Act
Shoreline Property Assistance Act
St. Clair Parkway Commission Act
St. Lawrence Commission Act
Surveyors Act
Surveys Act
Topsoil Preservation Act
Trees Act
Wharfs and Harbours Act
Wilderness Areas Act
Woodlands Improvement Act

From this search the word 'landscape' was found to appear in three pieces of legislation: the Aggregate Resources Act; the Crown Timber Act; and the Niagara Escarpment Planning and Development Act. In the first two acts 'landscape' has a narrow aesthetic focus. In the "Matters to be Considered by Minister", A.26 (i), of the Aggregate Resources Act, the term is mentioned in the following way: "The Minister in considering whether to issue or refuse a wayside permit shall have regard to, (i) any proposed aesthetic improvements to the ***landscape***;". Interestingly however, the requirements for 'landscape' is not mentioned in the initial issuing of the license.

Similarly in the Crown Timber Act a provision for the "Cancellation of Variation of a Timber License", C.51.28 (2) reads: "Despite anything in any general or special Act or in any regulation or in any license or in any management plan or operating plan, the Minister may,... (c) for the purpose of forest management, watershed protection, fire protection, or the preservation of the beauty of ***landscape***, game preserves or game shelters, direct the marking of trees to be left standing or to be cut in any area designated by the Minister, and direct the licensee to pay the cost of such marking."

The Niagara Escarpment Planning and Development Act however, had a broader definition of 'landscape' that goes beyond a purely aesthetic interpretation to include elements of land use that constitute a 'landscape'. The "Objectives of the Act", N.2.8. (d) states a requirement to, "maintain and enhance the open ***landscape*** character of the Niagara Escarpment in so far as possible, by such means as compatible farming or forestry and by preserving the natural scenery".

Further to these references to 'landscape' there is also a reference to 'landscaping' in the Planning Act, in "Land Use Controls and Related Administration", P.13.V.41 (7) (a.6), for conditions for approval of plans to include: "Walls, fences, hedges, trees, shrubs or other groundcover or facilities for the ***landscaping*** of the lands or protection of adjoining lands." Here, once again, the aesthetic aspect of 'landscape' is emphasized.

There are also tangential references to 'landscape' in the definition of different elements that could be considered part of a landscape; such as, ***orchards*** (Abandoned Orchards Act, A.1.1); ***pits and quarries*** (Aggregate Resources Act, A.8.1.); ***burial site and cemetery*** (Cemeteries Act (revised), C.4.1); ***Areas of Natural and Scientific Interest***, ***Conservation Land*** and ***wetland*** (Conservation Authority Act, C.28.1); ***Licensed Area***, ***Public Lands***, and ***productive*** and ***unproductive Lands*** (Crown Timber Act, C.51.1); ***natural environment*** (Environmental Protection Act, E.22.1); ***Private Forest Reserve*** (Forestry Act, F.26.1); ***built-up area*** (Highway Traffic Act, H.8.1); ***recreational land*** (Land Transfer Tax Act, L.6.1); ***frontage*** (Local Improvement Act, L.26.1); ***Crown Land***, ***mining claim***, and ***mining lands*** (Local Roads Boards Act, L.27.1); ***Township***, ***Village***, ***Town***, ***Improvement District***, ***City*** and ***Police Village*** (Municipal Act, M.45.1); ***Parks*** (Niagara Parks Act, N.3.1; St. Clair Parkway Commission Act, S.23.1; and St. Lawrence Parks Commission Act, S.24.1); ***agricultural lands*** (Non-Resident Agricultural Land Interests Registration Act, N.4.1); ***Provincial Park*** (Provincial Parks Act, P.34.1); ***Public Lands*** (Provincial Parks Act, P.34.1, Public Lands Act, P.43.1); ***Woodlot*** (Trees Act, T.20.1); and ***Woodlands*** (Woodlands Improvement Act, W.10.1).

Finally this search included the identification of terms that could be considered as synonyms with 'landscape'. These terms were repeated throughout the various legislation: e.g. ***Environment*** (Aggregate Resources Act, A.8.1; Environmental Assessment Act, E.18.1); ***Site*** (Aggregate Resources Act, A.8.1; Local Roads Boards Act, L.27.1); ***Parcel*** (Boundaries Act, B.10.1); ***Lot*** (Cemeteries Act revised), C.4.1; Land Titles Act, L.5.1; Land Transfer Tax Act, L.6.1; Local Improvement Act, L.26.1; Topsoil Preservation Act, T.12.1); ***Land*** (Conservation Authority Act, C.27.1; Conveyancing and Law of Property Act, C.34.1; Environmental Assessment Act, E.18.1; Environmental Protection Act, E.22.1; Land Registration Reform Act, L.4.1; Local Roads Boards Act, L.27.1; Municipal Act, M.45.1; Public Transportation and Highway Improvement Act,

P.50.1; Settled Estates Act, S.7.1 (1); Surveys Act, S.30.1); ***Place*** (Environmental Protection Act, E.22.1); Ontario Water Resources Act, O.40.1); and ***Property*** (Ontario Heritage Act, O.18.II.4, O.18.IV.26, O.18.VI.47; Planning Act, P.13.31 (1)).

The conclusion from this legislative search is that 'landscape' has some precedent. However, the use has been limited to an aesthetic interpretation in three references; and land uses that ensure a certain type of aesthetic in the other. It is now clear that the introduction of the term 'landscape', as part of the new Planning Act's Policy Statements, is the most extensive exploration of landscape in Ontario's legislative history. This quick search has further reinforced the importance of this doctoral examination of the understanding of the term, and its impact on Provincial and Local planning. The ubiquitous nature of the planning legislation also demands a thorough investigation of this term and its implications for planning actors.

APPENDIX B

Ethical Foundation of Research

An ethical foundation was established for this study before any work commenced. This foundation influenced all stages of the research:

A. Collecting Data

- ensure confidentiality of participants;
- ensure they are agreeable to the proposed use of material from interviews;
- give participants the option to pull out of process whenever they desire;
- orient participant to nature of study before commencing interview;
- ask for impressions at end of interview to improve process.

B. Analyzing Data

- have rationale for coding
-maintain confidentiality of participants

C. Checking Assumptions

- don't infer from participants' comments. Only code if clearly stated.

D. Particpant Involvement

-ask for their permission to use material in proposed fashion;
- if participants have some requests (e.g. no taping of sessions) then regard, if it does not compromise the integrity of the study. If it will interfere with the study, then the participant should be dropped from the study.
- get transcripts of interviews back to the participants for them to check for accuracy.
- prepare summary of findings and return to participant for their reaction.

E. Communication of Results

- material returned to participant is identified by number, so that no names are revealed.
- no information that can reveal the identity of the participant should be included in the summary.
- special editorial requests from the participants will be regarded (e.g. no direct quotes) as long as the request doea not compromise the study. If the request can not be accommodated the particpant will be ommitted from the study.

APPENDIX C

'Information Consent Letter';

and 'Project Description' given to study participants to sign.

(Date)
(Address of Participant)
Re: Information Consent Letter

Dear Study Participant (actual name inserted)

Following our telephone conversation of _____, I would like to confirm your involvement in my study of the landscape idea in the Grand River Watershed.

As we discussed, I would like to conduct an interview with you at your offices on_____.

In advance of our meeting it is necessary that I obtain your consent to participate in this study. I would like to record our sessions since the exact depiction of your understanding of Landscape is necessary for this study. In addition, the summaries will be disseminated to other planning units in the watershed for their reactions. In doing so, the understanding of landscape will have a broader foundation; and discussion of the planning implications of the new landscape policies may gain momentum.

If this seems an acceptable approach to you, your participation will be greatly valued in this doctoral research project. I attach a one-page description of this study to refresh your memory regarding my work. If all seems acceptable to you, I would ask that you sign the bottom of this letter. Thank you in advance for your cooperation in this matter.

It should be clear that you are free to withdraw from this study at any point during the process of interviewing. The withdrawal of consent can be confirmed with a letter addressed to the Heritage Resource Centre, at the University of Waterloo.

This project had been reviewed and received approval through the Office of Human Research and Animal Care (OHRAC). If participants have any concerns or questions about their participation please direct inquiries to Dr. Susan Sykes, the Manager of OHRAC at 519-885-1221 (ext. 6005).

Sincerely yours,

Nancy Pollock-Ellwand
(Doctoral Candidate, Planning School,
University of Waterloo

I agree to participate in the Doctoral Research described in the attached Project Description.

_____ _____
Signature of Participant Date

Project Description

Student Investigator: Nancy Pollock-Ellwand
519-763-8133

Faculty Investigator: Dr. Gordon Nelson
Heritage Resources Centre
University of Waterloo
519-885-1221

Project Purpose:

Procedure: Semi-structured interviews surrounding the: 1. Awareness of the Study; 2. Your Landscape Idea; 3. The Status Quo of how Landscapes are now treated; and 4. The anticipated Change and Impact of the new legislation and policy.

I anticipate our session will take anywhere from 1 to 2 hours. I plan to record the sessions; summarize the sessions for your reaction; and distribute our interactions with other planning agencies in the Grand River Watershed.

Risks/Benefits: The only risk associated with this study is that the planning actors will expose their opinions and views regarding 'landscape' to a wider audience. This however, will likely be seen as a real benefit - giving a wider stage to their voice; and engaging themselves and others in the Grand River Watershed with issues that effect all planning actors. A more integrative 'landscape' approval to planning in the basin may be encouraged.

APPENDIX D

'Provincial Interview Questions';

and 'Local Interview Questions'

PROVINCIAL QUESTIONS

Semi-structured interview sessions will focus on the following issues:

Awareness

i. Who I am; and why I am conducting research on the 'landscape' idea.
ii. Describing the parameters of my study in light of the new Planning Act; the timeliness of the research; and its need.
iii. How I am conducting the research-- especially in terms of dissemination of information
iv. Possible outcome of work-- e.g. critique on the politicization of landscape in the province; and possible impacts of the study on planning actors at a local and provincial level.
v. Describe the on-going and interactive nature of the study.

Landscape Idea

i. Examples of 'landscape' in the Province, e.g. Niagara Escarpment, Oak Ridges Moraine. Asking for their characteristics.
ii. What is their landscape idea, i.e. ask for a generic description of a 'landscape', e.g. "a garden designed by a famous designer is a 'landscape'".
iii. The development and possible evolution of their idea-- education, influences, experience.
iv. Differential valuing of different aspects of the 'landscape', e.g. natural, cultural, and community symbol, etc.

Status Quo

I. Does your ministry, agency or group currently attend to 'landscape'; and if so, how does your organization deal with Landscape Planning today (process, resources, personnel)?
ii. Who are the influential actors regarding landscapes in the Province? and Why is this the case?
iii Level of satisfaction with the planning process for landscape heritage in the Province.
iv. Perceived need for the new planning legislation.
v. Knowledge of politicization of landscape term.

Change & Impact

A. Change-

i. What do you understand will be the effect of the new planning legislation on the Province's landscape planning?

B. Future Planning-

i. Anticipated Action-- your organization's future involvement in recognizing 'landscapes'; and how it will be implemented at a local level.
ii. Levels of decision-making-- the key actors in the process at different planning jurisdictions.
iii. Resources to Consult-- imported experts; provincial authorities; other agencies to involve; other actors to involve.

iv. Influences on Process-- issues that are now likely to come to light that didn't before; and those issues that may recede in importance.
v. Perceived legitimacy of them and the Province in planning landscapes.

C. Anticipation of Influence-

i. Same as Status Quo.
ii. Any influence-- Opportunities and Constraints.
iii. A useful or useless concept.
iv. Connection of landscape approach to other movements in planning, e.g. bioregionalism, watershed planning, etc.
v. Loopholes to implementation.
vi. Some sectors of society differentially served by the Legislation.
vii. Recommendations as to how the Legislation should evolve.

Recap

A. Post-Interview Conclusions-

i. Expanded understanding of 'landscape'?
ii. Legislation's appropriateness for landscape management at a a Provincial level.
iii. Suggested changes to the interview process and content.

B. Baseline Information-

i. Biography-- title; responsibilities; length of time doing what you are currently doing; what related activities did you do before this job.
ii. Their Influences with Landscape Planning-- who and what are they reading; what conferences do they attend; what landscape-related activity might they engage in; past training; education and experience in the area; people in the community who they depend upon for planning support.
iii. Planning agencies the compiled and analyzed results should be forwarded to for reaction.
iv. Local sites where they believe exemplary landscape planning is occurring.

LOCAL QUESTIONS

Semi-structured interview sessions will focus on the following issues:

Awareness

i. Who I am; and why I am conducting research on the 'landscape' idea.
ii. Describing the parameters of my study in light of the new Planning Act; the timeliness of the research; and its need.
iii. How I am conducting the research-- especially in terms of dissemination of information
iv. Possible outcome of work-- e.g. critique on the politicization of landscape in the province; and possible impacts of the study on planning actors at a local and provincial level.
v. Describe the on-going and interactive nature of the study.

Landscape Idea

i. Examples of 'landscape' in their community, e.g. Exhibition Park; Langdon Hall. Asking for their characteristics.
ii. What is their landscape idea, i.e. ask for a generic description of a 'landscape', e.g. "a garden designed by a famous designer is a 'landscape'".
iii. The development and possible evolution of their idea-- education, influences, experience.
iv. Differential valuing of different aspects of the 'landscape', e.g. natural, cultural, and community symbol, etc.

Status Quo

i. Is 'landscape' attended to in their community today; and if so, how do you deal with landscape planning in your community today?
ii. Who are the influential actors regarding landscapes in your community? and Why is this the case?
iii Level of satisfaction with the planning process for landscape heritage.
iv. Perceived need for the new planning legislation.
v. Knowledge of politicization of landscape term.

Change & Impact

A. Change-

i. What do you understand will be the effect of the new planning legislation on your community's landscape planning?

B. Future Planning-

i. Anticipated Action-- steps needed to recognize landscapes.
ii. Levels of decision-making-- the key actors in the process.
iii. Resources to Consult-- imported experts; local authorities; agencies to involve; local actors to involve.
iv. Influences on Process-- issues that are now likely to come to light that didn't before; and those issues that may recede in importance.
v. Perceived legitimacy in planning landscapes.

C. Anticipation of Influence-

i. Same as Status Quo.
ii. Any influence-- Opportunities and Constraints.
iii. A useful or useless concept.
iv. Connection of landscape approach to other movements in planning, e.g. bioregionalism, watershed planning, etc.
v. Loopholes to implementation.
vi. Some sectors of society differentially served by the Legislation.
vii. Recommendations as to how the Legislation should evolve.

Recap

A. Post-Interview Conclusions-

i. Expanded understanding of 'landscape'?
ii. Legislation's appropriateness for landscape management at a a local level.
iii. Suggested changes to the interview process and content.

B. Baseline Information-

i. Biography-- title; responsibilities; length of time doing what you are currently doing; what related activities did you do before this job; length of residency in community.
ii. Their Influences with Landscape Planning-- who and what are they reading; what conferences do they attend; what landscape-related activity might they engage in; past training; education and experience in the area; people in the community who they depend upon for planning support.
iii. Other planning agencies the compiled and analyzed results should be forwarded to for reaction.

APPENDIX E

Map 1: Townships in Grand River Watershed (also note Township identification numbers that were in the statistical analysis)

Map 2: Population Density Per Square Mile, 1991

Map 3: Percent Change in Population, 1986-91

Map 4: Percentage of Population 65+ in 1991

Map 5: Percentage of Population Migrants, 1991

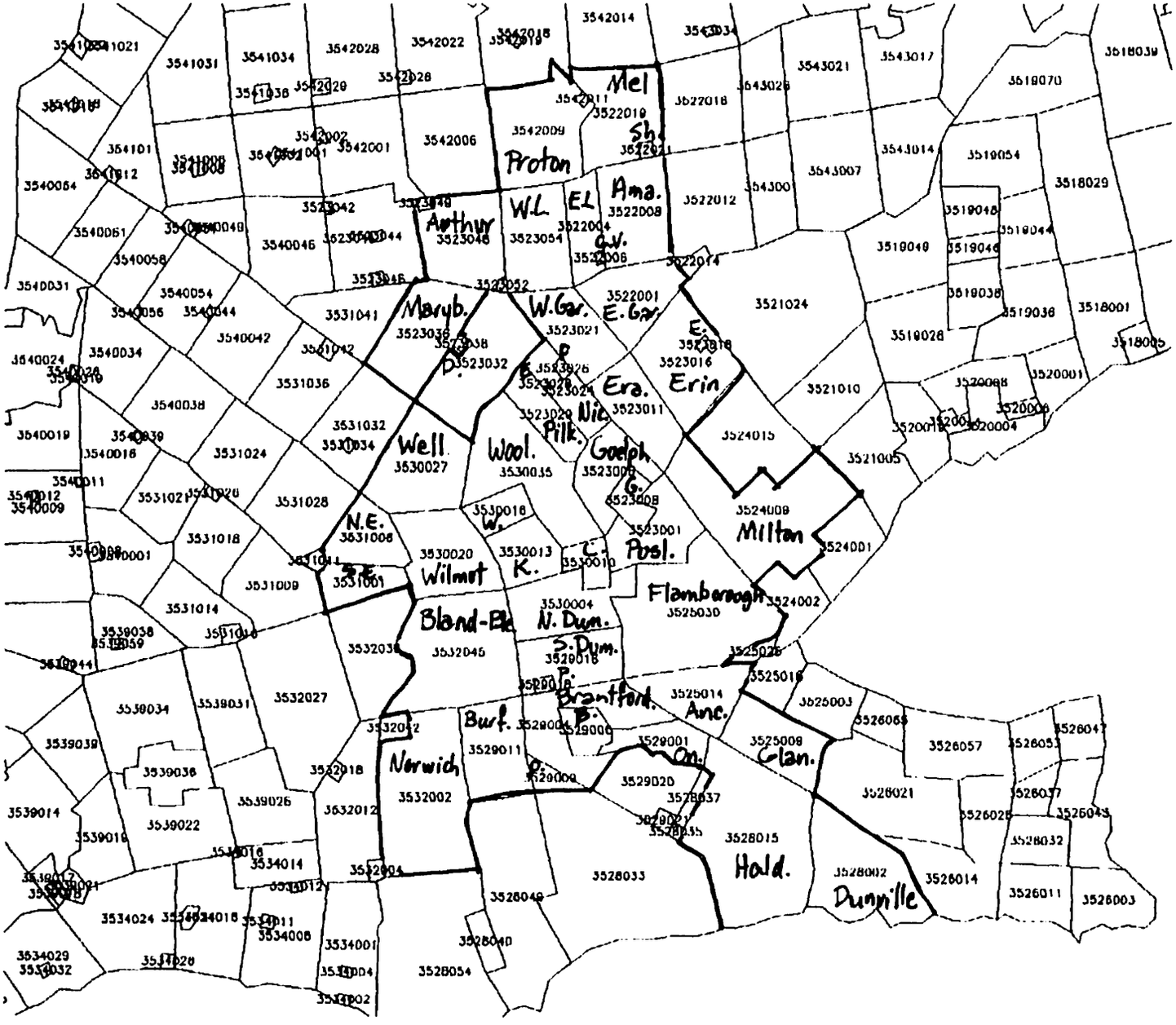
Map 6: Percentage of Population Employed in Agriculature, 1991

Map 7: Average Receipts Per Farm, 1991

Chart 1 summarizes the parameters used to determine the preliminary selection. The code numbers relate to Map 1 designations. As well, the separate Townships are listed along the left margin. Along the top axis the abbreviations are identified as:

arcop91-	area of cropland (acres)
farmarea9-	area of farms (total in acres)
totreceipts91-	total value of farm receipts 91 ($)
totfarms91-	total number of farms
arctfm91-	average receipts per farm
pop91-	total population 1991
pcpop8691-	percent change in population, 1986-91
areakm91-	area in square kms, 1991
areasqmil-	area in square miles, 1991
densqmil9-	density in persons/ square mile
tpop91-	total population, 1991
p65+91-	percent persons 65 years +
pcmig91-	percent population migrants (moved into Township in last 5 years)
labforce9-	total labour force 15+ years
agric91-	person's employed in agriculture
pcagric91-	percentage workforce in agriculture

GRAND RIVER WATERSHED AND ADJACENT TOWNSHIPS



QUARTILES

- 16.09 to 23.65
- 23.65 to 27.75
- 27.75 to 32.98
- 32.98 to 51.11
- Missing

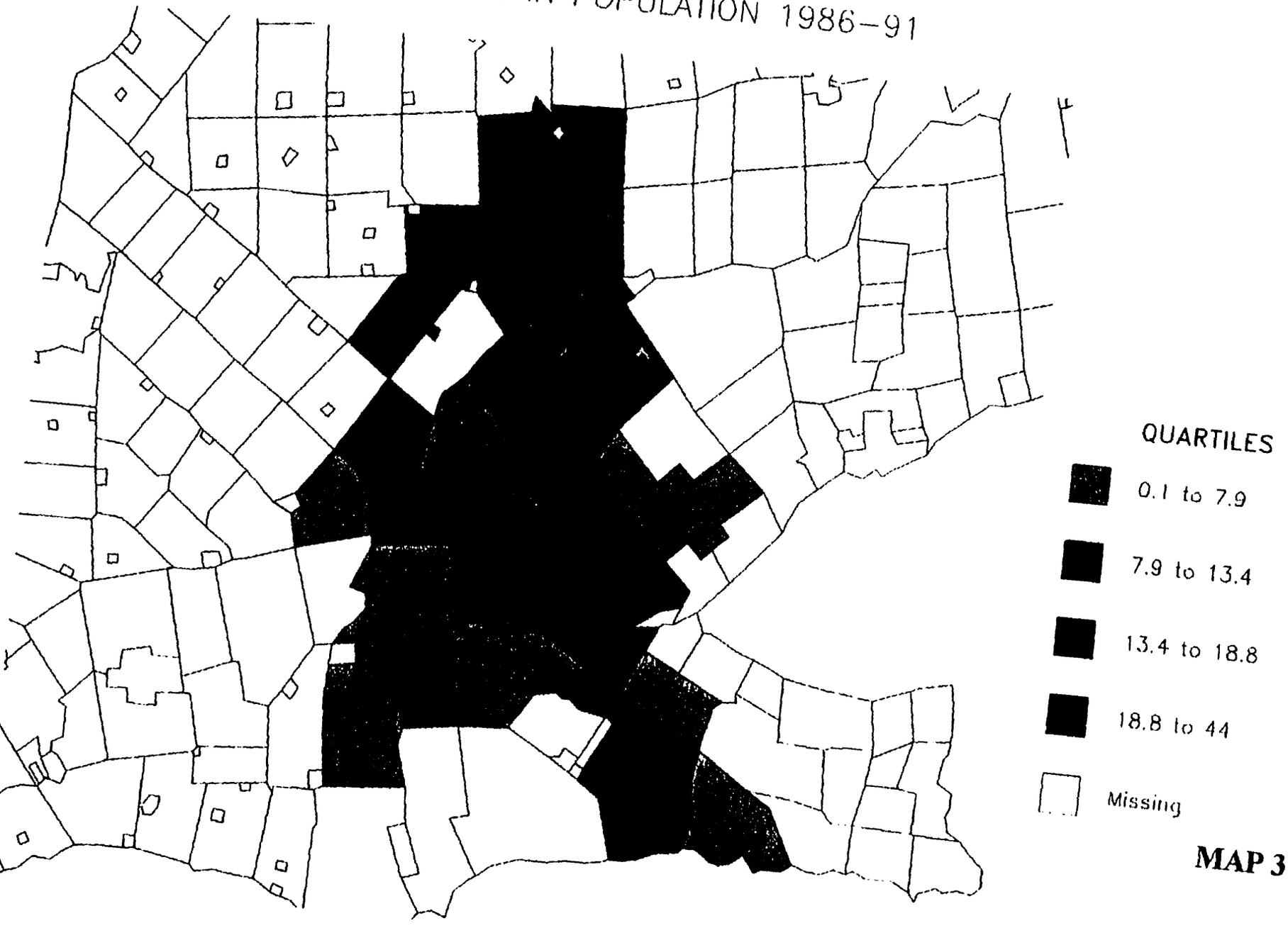
MAP 1

GRAND RIVER WATERSHED AND ADJACENT TOWNSHIPS
POPULATION DENSITY PER SQ MILE 1991



MAP 2

GRAND RIVER WATERSHED AND ADJACENT TOWNSHIPS
PERCENT CHANGE IN POPULATION 1986–91



MAP 3

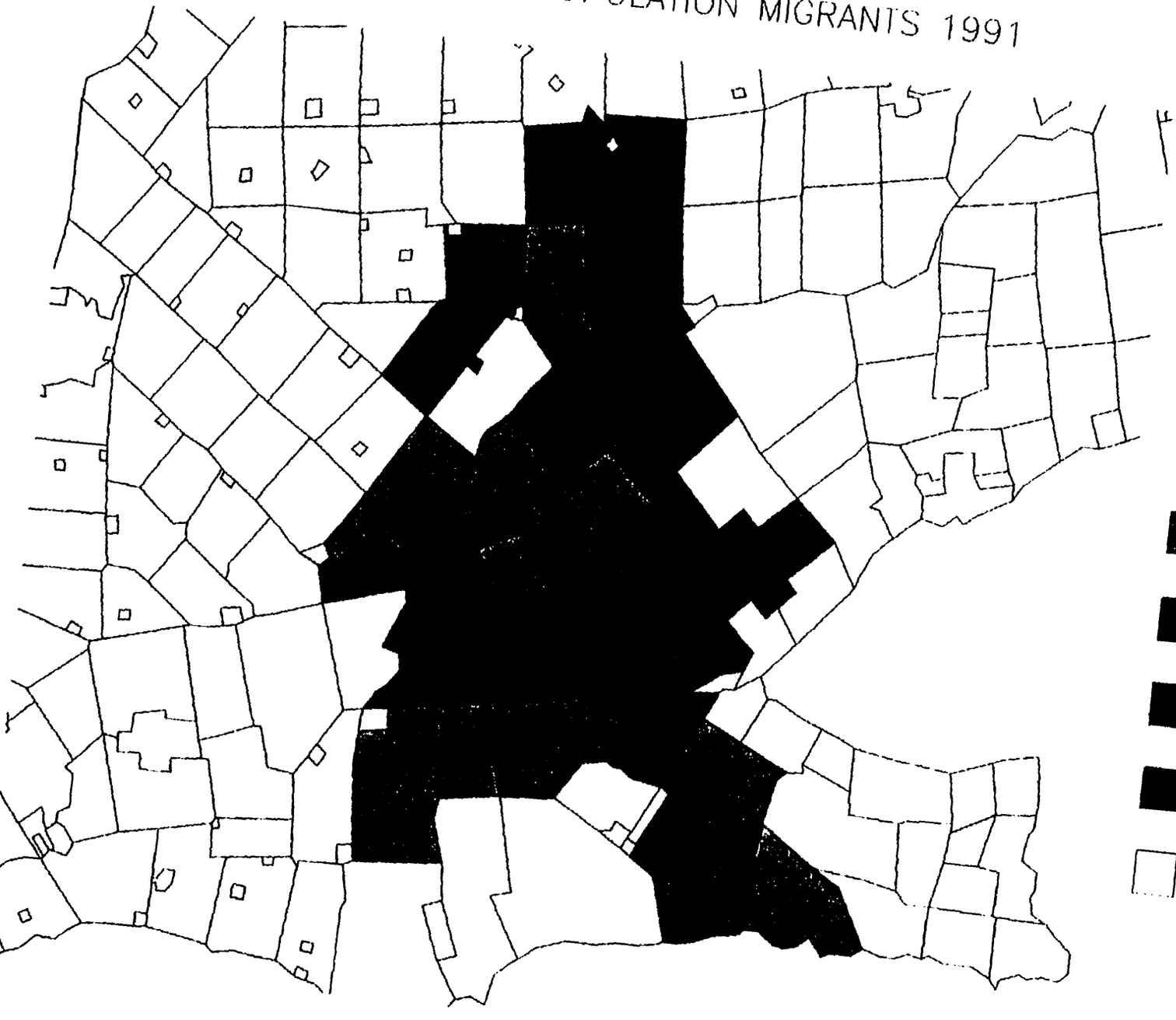
GRAND RIVER WATERSHED AND ADJACENT TOWNSHIPS

PERCENTAGE OF POPULATION 65+ IN 1991



MAP 4

GRAND RIVER WATERSHED AND ADJACENT TOWNSHIPS
PERCENTAGE OF POPULATION MIGRANTS 1991



QUARTILES

16.09 to 23.65

23.65 to 27.75

27.75 to 32.98

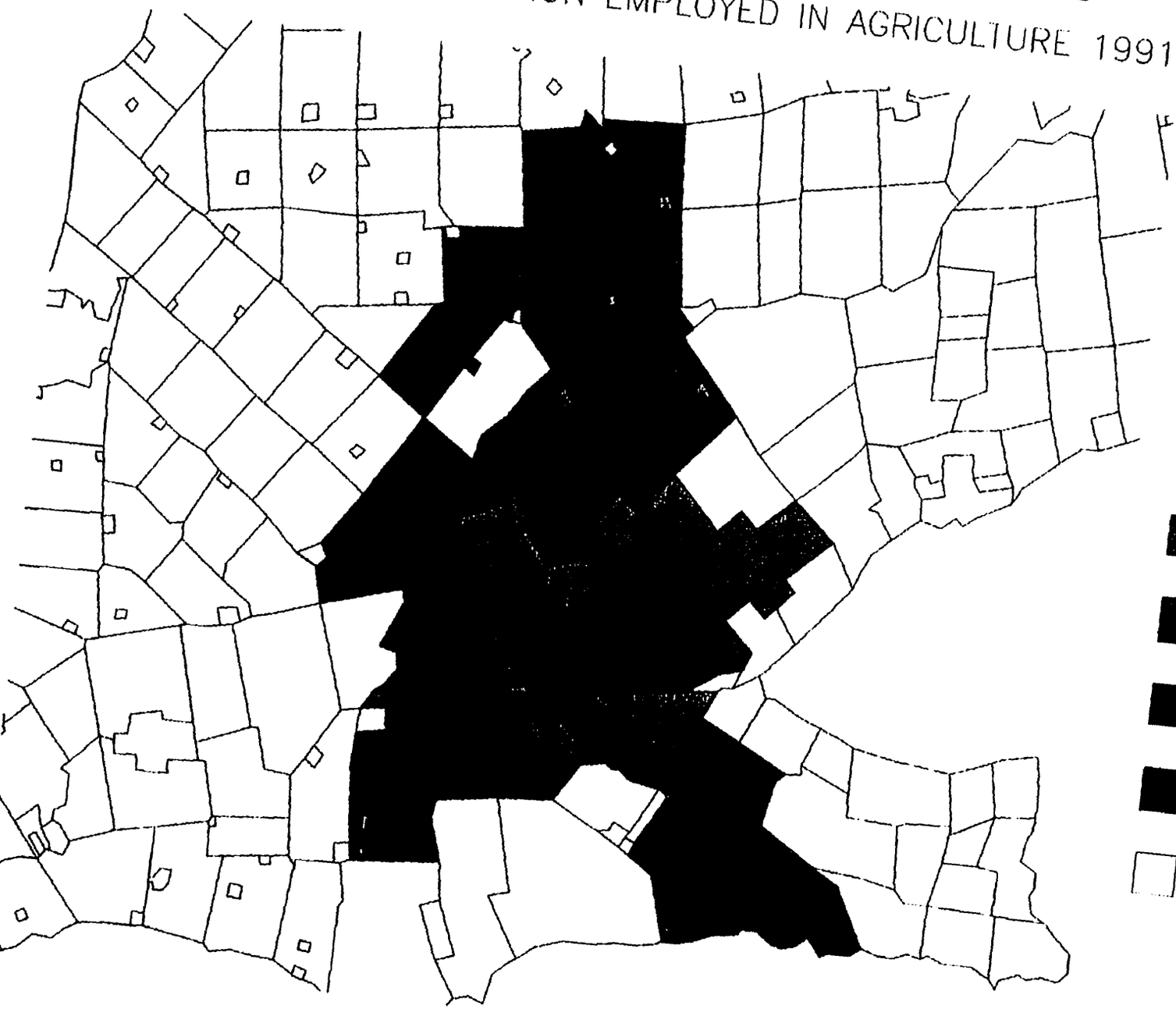
32.98 to 51.11

Missing

MAP 5

GRAND RIVER WATERSHED AND ADJACENT TOWNSHIPS

PERCENTAGE OF POPULATION EMPLOYED IN AGRICULTURE 1991

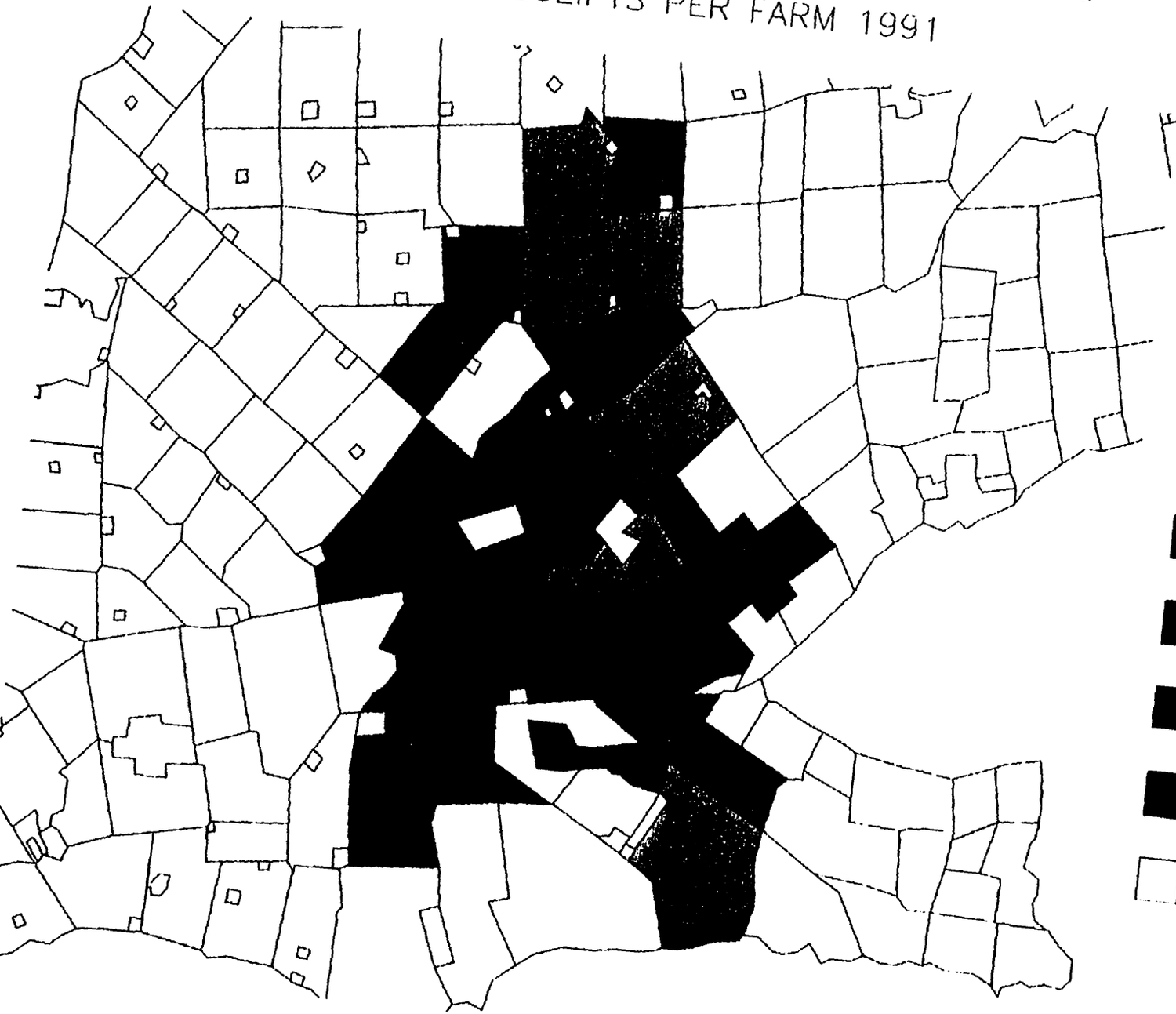


QUARTILES

- 0.62 to 4.15
- 4.15 to 9.62
- 9.62 to 19.48
- 19.48 to 41.55
- Missing

MAP 6

GRAND RIVER WATERSHED AND ADJACENT TOWNSHIPS
AVERAGE RECEIPTS PER FARM 1991



QUARTILES

- 46430 to 71458
- 71458 to 113325
- 113325 to 143758
- 143758 to 199277
- Missing

MAP 7

code	place	acrop91	farmarea9	totreceipts91	totfarms9	arctfm91	pop91	pcpop8691	areakm91	areasqmil	densqmil9	tpop91	p65+91	pcpop65+9	pcmig91	labforce9	agric91
3522001	East Garafrax	19899	27244	15525577	137	113325	2002	8.7	165.1	63.75	31.41	2000	130	6.50	30.89	1145	200
3522004	East Luther	19229	27961	8092684	144	56199	1042	14.1	160.7	62.05	16.79	1040	85	8.17	43.30	630	140
3522006	GRAND VALLEY [VL]						1517	28.8	1.4	0.54	2806.34	1520	150	9.87	51.11	700	10
3522008	Amaranth	29131	45499	13707817	249	55051	3156	13.9	265.3	102.44	30.81	3155	185	5.86	30.16	1965	335
3522019	Melancthon	26317	43712	16637047	191	87105	2450	14	312.4	120.62	20.31	2450	220	8.98	27.56	1370	305
3522021	SHELBURNE [T]						3436	15	3.7	1.43	2405.11	3435	720	20.96	39.62	1625	65
3523001	Puslinch	16380	26757	13577098	190	71458	5397	10.4	231.1	89.23	60.48	5395	640	11.86	24.65	3290	245
3523006	Guelph	23472	29224	16833278	124	135752	3288	9.1	118.0	45.56	72.17	3285	285	8.68	22.19	1965	230
3523008	GUELPH [C]						879760	12.5	68.7	26.53	3316.58	87980	9930	11.29	25.65	49820	640
3523011	Eramosa	19469	31141	16450015	239	68829	5949	26.2	188.6	72.82	81.69	5950	510	8.57	40.76	3425	450
3523016	Erin	27042	42759	13799457	271	50921	7561	18.8	294.2	113.60	66.56	7560	480	6.35	30.50	4365	420
3523018	ERIN [VL]						2489	7.3	4.3	1.66	1499.13	2490	190	7.63	39.38	1390	25
3523021	West Garafrax	23236	31382	17300689	178	97195	3514	36.1	189.4	73.13	48.05	3515	350	9.96	32.05	1790	240
3523024	Nichol	16200	20258	12911218	113	114259	3982	10.8	108.3	41.82	95.23	3985	305	7.65	29.66	2225	185
3523026	FERGUS [T]						7940	26.5	7.2	2.78	2856.08	7940	1130	14.23	36.30	4150	95
3523028	ELORA [VL]						3261	16.5	3.5	1.35	2413.05	3265	600	18.38	36.35	1635	70
3523029	Pilkington	22784	27584	28963608	156	185664	2415	20	123.4	47.65	50.69	2415	165	6.83	27.75	1495	275
3523036	Maryborough	39811	49733	44825136	283	158393	2737	11.8	230.9	89.15	30.70	2740	225	8.21	40.89	1515	550
3523038	DRAYTON [VL]						1181	44	1.9	0.73	1609.83	1185	130	10.97	45.54	565	50
3523048	Arthur	38289	55068	30979367	345	89795	2509	23.5	270.0	104.25	24.07	2510	190	7.57	32.02	1445	435
3523054	West Luther	17654	24291	6781310	144	47092	1147	8.8	206.0	79.54	14.42	1145	95	8.30	22.33	710	295
3524009	Milton	23601	38778	64167352	322	199277	32075	0.1	367.2	141.78	226.23	32075	2600	8.11	24.46	18665	775
3525009	Glanbrook	27908	33262	17813944	183	97344	9726	1.4	202.7	78.27	124.27	9725	915	9.41	18.35	5290	330
3525014	Ancaster	20772	27108	28928458	229	126325	21988	27.4	174.6	67.42	326.16	21985	2225	10.12	25.77	11775	420
3525030	Flamborough	46195	69390	96030062	668	143758	29616	13.3	489.9	189.16	156.57	29615	2690	9.08	26.18	17055	1560
3528002	Dunnville						12131	4.7	302.9	116.95	103.72	12130	1785	14.72	18.43	5630	450
3528015	Haldimand	18885	37291	11114698	179	62093	20573	16.2	638.2	246.42	83.49	20575	2230	10.84	25.46	10975	875
3528035	NEW CREDIT (PART) 40A [R]																
3528037	SIX NATIONS (PART) 40 [R]																
3529001	Onondaga	19601	23533	9524922	122	78073	1519	16.9	87.1	33.63	45.17	1520	175	11.51	32.98	890	145
3529004	BRANTFORD [TP]						6509	3.5	239.6	92.51	70.36	6505	935	14.37	20.25	3555	390
3529006	Brantford	33783	42377	30400663	263	115592	81997.0	7.7	71.2	27.49	2982.64	82000.0	11480	14.00	18.55	41600.0	505
3529009	Oakland	5830	8199	6058357	58	104454	1398	13.4	45.4	17.53	79.75	1395	155	11.11	34.10	785	200
3529011	Burford	39538	52103	42074968	352	119531	5733	9.7	276.4	106.72	53.72	5735	645	11.25	19.47	3215	800
3529016	South Dumfrie	29976	40414	28094926	215	130674	4624	15.1	181.9	70.23	65.84	4620	500	10.82	32.20	2735	340
3529018	PARIS [T]						8600	6.3	13.6	5.25	1637.73	8600	1365	15.87	24.84	4455	95
3529020	SIX NATIONS (PART) 40 [R]																
3529021	NEW CREDIT (PART) 40A [R]																
3530004	North Dumfrie	24579	35210	27368023	192	142542	6821	30.6	184.5	71.24	95.75	6820	590	8.65	29.14	4045	275
3530010	Cambridge	4119	5934	2617674	42	62326	92772.0	16.1	115.6	44.63	2078.46	92775.0	9760	10.52	23.96	50515.0	380
3530013	Kitchener	4631	5691	5788174	36	160783	168282.0	11.7	135.1	52.16	3226.01	168285.0	17385	10.33	23.65	95240.0	595
3530016	WATERLOO [C]						71181.0	21.2	64.4	24.87	2862.60	71180.0	6720	9.44	30.61	41005.0	370
3530020	Wilmot	37309	46960	60078781	302	198936	13107	17.6	262.0	101.16	129.56	13110	1550	11.82	25.39	7355	645
3530027	Wellesley	44051	59887	74113724	505	146760	8234	16.6	274.0	105.80	77.83	8235	590	7.16	17.19	4385	1160
3530035	Woolwich	60828	75785	87899620	541	162476	17365	3.8	323.9	125.06	138.85	17365	2005	11.55	18.33	9915	1295
3531001	South Easthop	18691	21880	14732120	140	105229	1842	3.4	97.6	37.68	48.88	1840	165	8.97	27.76	1075	200
3531006	North Easthop	30200	37743	25406189	248	102444	2178	3.5	176.9	68.30	31.89	2180	225	10.32	16.09	1295	485
3532002	Norwich	70485	86756	77785743	587	132514	10146	6.5	434.0	167.57	60.55	10150	1190	11.72	22.03	5355	1230
3532045	Blandford-Ble	69150	88353	69661557	470	148216	7266	7.9	395.4	152.67	47.59	7265	770	10.60	28.46	4210	820
3542009	Proton	21956	46498	9982505	215	46430	1850	24.1	337.5	130.31	14.20	1850	175	9.46	43.79	1115	330

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APPENDIX F

Material reviewed for Ministry of Culture contract, Summer of 1995. Review of 26 heritage landscape inventory models, that included definitions of 'landscape'.

Ontario Examples:

1. Ministry of Culture and Tourism (meeting with Fred Kane of the Ministry of Culture, May, 1995)
2. Ontario Heritage Conservation District Guidelines (1992)
3. Implementation Guidelines, Policies B13, 14 and 15 (1995)
4. Ontario Heritage Act: Draft (1995)
5. Rideau Canal Cultural Landscape Study: Draft (1995)
6. Management Board Secretariat, Cultural Heritage Resources Inventory (1993)
7. Heritage Conservation District Study and Plan: New Hamburg (1995)
8. City of Ottawa, By-Law for Historic Designation (1992)
9. SW Ontario Cultural Heritage Landscape Inventory (1992)
10. Oak Ridges Moraine: Proposal Request (1992)
11. Halton Region Heritage Landscape Study (Pam Kaufman, 1993)
12. Niagara Escarpment Commission Cultural Landscape Study: Draft (Paine and Taylor, 1995)

Canadian Examples:

13. Bar U Ranch Cultural Landscape Study, Canadian Park Service (1994)
14. Federal Historic Building Review Office: Canadian Historic Sites (1985)
15. National Capital Commission Workshop (1994)
16. British Columbia Heritage Landscape Identification, Evaluation and Protection (Paterson and Colby, 1989)

International Standard:

17. ICOMOS/ Unesco (1994)

British Examples:

18. UK Countryside Commission (and University of York, England and English Heritage)
19. David Jacques (then of English Heritage at the NCC Workshop, 1994)

United States Examples:

20. Cultural Landscape Initiative (C.L.I.) US, National Park Service (1994)
21. National Park Service Standard Treatment and Guidelines for Cultural Heritage Resources (1994)
22. US National Registry of Historic Resources
23. National Park Service, Bulletin #30 (Conserving Rural Heritage Landscapes)
24. National Park Service, Bulletin #18 (Conserving Historic Designed Landscapes)
25. US, National Park Service, Pacific Northwest Review Office Inventory Form (1993)

Australian Example:

26. Australian Heritage Committee, and the Environmental Studies Centre (Ken Taylor, 1989)

APPENDIX G

Feedback Response includes: cover letter describing need for feedback; summary of study findings; and transcription of interview (Note: changes added by participant during Feedback are marked in **bold** type).

Planning for the Landscape Idea

by
Nancy Pollock-Ellwand

Report on the Continuing Project

It has been a year or more since we met and you kindly answered my questions about the March 28, 1995 Planning Act, and its provisions for landscape conservation under Provincial Policies B13 and B14. You may recall that my research is directed at understanding the landscape idea in the Province of Ontario, both at a provincial and local level; how they may differ; and how this understanding and difference in understanding will effect landscape planning in the Province.

Thank you for your invaluable assistance in Phase One of the project. Now I am seeking feedback on what has been prepared to date,

-the summary of your interview
-the summary of study findings

This second phase feedback is extremely important for the accuracy, currency and credibility of this study. Therefore any help you could give me would be greatly appreciated.

Attached please find a transcript of your interview:

1. **Feel free to make any comments, and**
2. **In light of the proposed alterations to the planning legislation have your views changed?**

Please also find a summary of the research findings:

1. **Again make any comments you wish to.**

A stamped return envelope for your responses has been enclosed.

Thank you for your continued participation in this project. If you need any clarification on this material please do not hesitate to contact me at 519-763-8133.

Sincerely yours,

Nancy Pollock-Ellwand

Summary of Study Findings

Forty people participated in this study of Landscape. Twenty-six were interviewed at a local level and fourteen people were interviewed at a provincial level.

The analysis of these semi-structured interviews has been broken into three areas, for both the provincial and local levels: the expression of the *Landscape Idea*; views on *Landscape Planning*; and ideas about conservation incentives- called *Sanctioning Landscapes*.

Overall the provincial representatives (although largely asked the same set of questions as the local planning actors) tended to speak less about the specific idea of landscape and more about the landscape planning process and the effect of sanctions. As well, the provincial people were in a position to provide a history of the development of landscape sanctions in Ontario, and the relationship of the Planning Act to other pieces of legislation with landscape policies- specifically the Heritage Act and the Environmental Assessment Act.

1. The Landscape Idea

-expressed as 'Landscape as a Resource'; 'Landscape as a Natural Environment'; 'Landscape as a Cultural Environment'; 'Landscape as an Aesthetic'; and 'Landscape as a Place.'

A. Landscape as a Resource

Both provincial and local participants made most of their comments about ***Residential Development-*** the effect of urban sprawl, the determining influence of infrastructures, the marketability of developments, the problem of severances, and the move to intensification.

At the local level there was a lot of discussion of the effect of ***Aggregate and Limestone Extraction*** on their community; and the potential of landscape as a ***Tourism*** and an ***Agricultural Resource.***

B. Landscape as a Natural Environment

Both provincial and local participants noted similar elements with discussion of ***Hydrology*** rating high; and similar mention of the influence of different ***Geology and Soils*** on land use and ***Vegetative Cover.***

C. Landscape as a Cultural Environment

In this discussion the concept of landscape and its ***Historical Connections*** were strongly expressed at provincial and local levels with the idea that landscapes can be 'read' as a repository of past lives. Similarly both provincial and local actors discussed whether a landscape is ***Unique or Ubiquitous.*** Accordingly the concern was expressed at both levels whether LACAC's are well-suited to a broader approach to heritage that landscapes demand- given the organization's former ***Architectural and Urban Focus***; and the heritage community's past ***Elitist Bias*** for commemorating white, upper class, male history.

D. Landscape as an Aesthetic

This category was not strongly articulated by provincial actors. Perhaps the closer association of local people to the landscape encourages this interpretation. Local participants talked of their aesthetic ***Preferences-*** most preferred ***Pastoral*** landscapes (picturesque countryside), then ***Natural*** landscapes (pristine wilderness) and finally ***Rolling*** landscapes.

E. Landscape as a Place

The expression of place was different at provincial and local levels. For the local participants it was the association of ***Rural Character*** with the idea of landscape- that certain 'country feel' and its appeal. Many local interviewees also talked of the notion that residents of a landscape have different values and attitudes towards that landscape then 'outsiders' (e.g. exurbanites, developers, tourists). As well, local participants talked a lot about their specific memories of a landscape and how it connected them to that place.

The provincial people talked of landscape as a ***Holistic*** resource, representing the integration of natural and cultural resources. Having the provincial perspective, they also discussed the varied application of these policies across a diverse province like Ontario.

2. Landscape Planning

-expressed differently as a Focus to Landscape Planning; the different Roles of Planning Actors in landscape planning; and recommendations as to "Good" Landscape Planning Practice.

A. Focus of Landscape Planning

At both the provincial and local levels there was concern expressed as to what *Scale* should be used to consider a landscape- watershed, sub-watershed, individual sites, etc. Historically there has been a split in how landscapes have been considered. Typically natural landscape issues have been separated from cultural landscape issues with the Upper Tier handling natural heritage planing and the local level traditionally handling cultural issues.

B. Role of Planning Actors

Each level spoke variously about the specific role different planning actors should assume for landscape planning. The provincial actors were most concerned about the ***Public*** in the move to more local power. Specifically, do local people care enough about local landscape heritage to make an effective contribution to its conservation? This concern was also expressed at a local level, yet a greater amount of discussion occurred over the responsibility of different ***Political Jurisdictions*** in landscape planning- e.g. does the local level have a wide enough perspective to consider landscapes?

C. "Good" Landscape Planning Practice

Representatives from both levels had recommendations for "good" landscape planning practice. The provincial planing actors seemed committed to ***Visioning*** exercises where values, beliefs and management philosophies were established at the outset. Local people talked more of the need for a ***Range of Representatives*** to be involved in any planning exercise. i.e. residents. adjacent planning jurisdictions. landscape 'experts', etc.

3. Sanctioning Landscapes

-participants Assessing the New Sanctions; Assessing the Planning Reform Process; making comment about Implementing the Sanctions; and general comments about the Nature of Sanctions.

A. Assessing New Sanctions

The provincial and local planning actors talked a great deal about the perceived ***Vagueness*** of the landscape policies. The local interviewees spoke almost entirely spoke of the need for more precision in definitions and recommended landscape conservation methodology. Whereas, the provincial actors spoke of why the landscape policy was written in a vague manner- allowing local people to more precisely articulate their own heritage and its significance. Local people also observed that landscape issues will now be ***Raised*** in the local planning process, where they were never raised before.

B. Assessing the Planning Reform Process

Not unexpectedly, local people had much to say about the whole planning reform process, headed by John Sewell. The provincial level planning actors however, said very little except that it was deemed a ***Formidable Job***- achieving a lot in a short period of time. Local people most frequently said (noting that this was not an overwhelming expression at 15% of the respondents) the reform process was ***Not Open*** with its preset environmental agenda. As well, local people were concerned that the Implementation Guidelines came out ***Too Fast*** to allow proper public consultation.

C. Implementing Sanctions

Interviewees were also asked to cast their thoughts forward as to what they anticipated the effects would be from the new landscape sanctions. Provincial participants stated that local and provincial ***Enforcement*** of the landscape policies will determine how seriously these sanctions will be taken. Although, both local and provincial interviewees expressed some doubt as to the success of landscape conservation, characterized as a 'soft' planning issue. It will all depend on the ***Political Will*** at the local level to enact these landscape provisions. Therefore landscape planning will vary area to area with the perceived rate of loss of local landscape heritage, the sophistication of local planning, local planning support, etc.

D. Nature of Sanctions

At a more general level respondents reacted to the idea of sanctioning landscapes. At both the provincial and local level there was the expressed ***Importance of Naming*** the landscape resource and the need for inventories and an agreement on terminology. But provincial level interviewees more frequently articulated a concern about how new sanctions are greeted- typically with fear. Note the rush of Development Applications to municipalities before the March 28, 1995 passage of the Planning Act. Finally, the local level people most frequently spoke of their concern for ***Private and Public Rights*** once a landscape is designated.

Landscape as a Cultural Environment

-landscapes are constructs "artificial in the sense that they were the results of human activity." (84)

-landscape we see today in a human construct that continues to change and planners instrumental in that change. (127)

-naming cultural landscape features of 54- Grand River, 54 roadscape, farmscape. And showing overlap of features e.g. trees on 54 were also part of farmscape. Called 'Highway 54: A Case Study'. (370)

-sees bias towards natural side of cultural equation- musing that perhaps green 'sells' better. And because built environment is all around us we tend to take it for granted. He raises the whole issue of the ordinary and common. "We live, we work, we carry out leisure activities in the environment. But somehow that devalues that environment. And perhaps it's taken less seriously." (432)

-and cites Schama, "about Yosemite as a cultural landscape- we perceive it all through 'cultural eyes'. It becomes cultural artifacts with the naming, gives value to it, and much of it has been touched by aboriginal hands (e.g. burning). "Everything's a cultural landscape because we're in it." (507); for example all of Southern Ontario is a cultural landscape. (530)

-what he sees in landscape is 150 years of change. "The one thing that's constant is change." Therefore the key question is, how do you best manage that change? To respect inheritance and how do we contribute something to it now? (552)

-look for roadscapes, farmscapes, patterns (798)

-size of a farm is effected by topography, climate and cultural beliefs played out in the landscape.(1260)

-can read or'deconstruct' landscape for the purposes of different planning work. (1325)

Landscape as a Natural Environment

-natural elements of Escarpment and major river corridors. (800)

Landscape as a Place

-saying cultural landscape ubiquitous in southern Ontario. (265)

Landscape as a Resource

-believes Ontario has historically dismissed rural landscapes. "They are seen as white areas on maps. These area areas that you fill up with urban lots. These are empty areas. And it devalues the whole rural landscape assuming that there's nothing there... that it's just land to be built on." (1498)

OTHER THEMES

Sanctioning Landscapes

-re. Influences

-comes from UK where landscape was emphasized in education from high school on and diverse landscapes in small area. (30)

-became interested in building blocks of landscape living in an escarpment area- dramatic landscape, e.g. Chi[e]ltenham. (59)

-University of Wales studied town planning. And he believes in that institution he got an integrated education that lends itself to understanding landscape- with landscape planning exercises. (66)

-as English immigrant he says he likes the landscape. And yet when he first came to Canada he loved strip malls as being quintessentially North American. (1515)

-citing W.G. Hoskin's book, 'Making of the English Landscape'. "The first time anybody had said what you see is not the result of some happy accident of nature or whatever. That these were the results of human activity in the landscape."- talking about history of landscape change. (89)

-exposed to Brenda Colman [Colvin] who wrote book, 'Land and Landscape'. Written in spirit of Hoskins but takes one step further to say 'How do we design with this information?' (111)

-cites Nan Fairbrother's 'New Lives, New Landscapes'. (117)

-cites Dame Sylvia Crowe book. (120)

-specialized in heritage aspect of planning during education. (139)

-employed at Ministry of Culture and Recreation, 1978-87 and while there did a lot with cultural landscape in the form of EA review, official plan review, special studies for Niagara Escarpment. (152)

-been heritage consultant since 1987. (162)

-comments on notion of naturalization that it is wiping out many artifacts in cultural landscape. (335)

-he personally did study of road corridor, Hwy. 54 link from Onondaga to Caledonia paralleling Grand River. (369)

-sees Ontarians viewing environment as something "out there". "It's always somewhere else. It's always somewhere, perhaps up north. Whereas it surrounds us." (427)

-he believes that there is maybe keener interest in landscapes in the UK. Maybe because small areas with large population therefore more cherished land and more pressured landscapes. And there is also, to his mind, a greater variety of landscapes. And they have National Parks and Areas of Natural Beauty. (475)

-he thinks Canada is a young country and UK longer established settlement. But then he goes on to think about US with its substantial performance in this area. (479)

-citing Lowell, Massachusetts study, Boston, US Parks. (504)

-cites study in UK of studying landscape importance in people's lives by those landscapes which have been painted, e.g. in Ontario he would cite the Group of 7 as a reflection of landscapes that are valued. (900)

-he gets three planning magazines from the UK- one from the Royal TPI, a weekly called 'Planning', and 'Report' which he says provides a more global view. (1180)
-he feels that kids today (as future citizens) have better knowledge of the problems a far then [**than**] the ones right here. (575)
-sees planner as a technocrat with a belief in objective planning advice [very rational- process of planning he suggests also indicates this]. (1370)
-sits on Hamilton Historical Board (knows area). (1444)
-thinks Chapman and Putman's 'Physiographic Regions of Ontario' is a very important book for cultural landscapes. These are the basic components of landscape and also talk of related human activity. (760)
-citing Meining he suggests landscape can also be "Landscape as Repression and Dominance". And the take on all that depends on you politics. (1640)
-sees the landscape like a Russian Doll [or I live in my house, on Lorraine Dr., Willowdale, Toronto, etc. to the Milky Way and beyond]. (1310)
re.History
-talks of '81 EA Guidelines published by Ministry of Culture in early 80's in response to new EA Act. Author was John Weilo[e]r. (200); another edition in 1993. (210)
-sees concern for landscape dates back to Provincial Parks Act in 1973 when as he puts it the system was to comprise a series of historical parks [what of natural concept of notion?] containing, as he says, Ontario's representative historical landscapes. But never really got going. (214); it was a systems plan which spawned the Heritage Planning Branch in Ministry of Culture. People who worked there came from MNR in 1975 when Ministry of Culture came into being with Heritage Act. (224)
-people who headed branch (JohnWeilo[e]r- now Heritage Canada, and [**Robert**] Bowes with Heritage Canada and Chairman of Conservation Review Board). Both historians by training. (245)
-later Heritage Conservation Districts with three branches- Historical Planning and research Branch. Same Branch that produced EA 81 Guidelines. (249)
-in 70's, early 80's he called it a 'Specimen Approach' to Heritage Planning. "Historical landscapes were to be encapsulated in park's settings." But he feels EA Guidelines showed a spirit of thinking that cultural landscapes permeates whole environment. (259)
-Niagara Escarpment was recognized as a cultural landscape by Ministry of Culture rather then pristine environment of MNR. It has primitive [**prehistoric**] sites, mill sites, quarrying, agricultural, lime kilns, brick kilns, mill villages, escarpment villages. (270); Niagara Escarpment Planning Act came into being 1975. (294)
-why 1975 as watershed year of legislation? He just arrived but he believes there was sense that a lot of heritage buildings, "blown away", fight for Union Station and heritage actions in Kingston [what party was in power then- if Tory government with Davis created it is ironic that all the good work is being undone.] (305)

-cites 'Continuity with Change' as record of what they were doing through the 70's in the Ministry, e.g. Mark Fram on CORTS, Edward [Mc]Kenna on Sand Banks P.P., talked of importance of agricultural landscapes. (323)
-also did case studies for Ministry of Transportation EA. In these they laid out examples of two types of cultural landscapes- one as individual site and other as collection of sites. Ministry of Culture did for Transport because had difficulty doing themselves. But Transport didn't have expertise so Culture did 5 case studies to demonstrate to them in early 80's. (345)
-Eli Comay's Report on Planning Reforms in Ontario in 1975 [?] called for changes of planning system to develop control system [like UK] one example was the Niagara Escarpment Plan. But planners were not educated in that system so rejected. [get information on this] (585)
-in Sewell's meetings he sees concern for natural environment came forward especially from public in cottage country (e.g. water quality). (664)

-re.Nature of Sanctions
-the heritage legislation in the UK is actually enshrined in the Town and Country Planning Act [something we should consider]. (136)
-sees triumvirate of legislation coming out in 1975 was Niagara Escarpment Planning Act, EA Act, Heritage Act. [what of Planning Act?] (298) **[in 1975 the Planning Act made no reference to heritage]**
-he believes that an increasing number of consultants can now do this work. (387); of late sees increase in interest about what cultural landscapes are- how you look at them? How you examine them? How you record them? The real issue being, how do you plan for them? (397)
-In UK have system of development controls and strong centralized planning control with clear guidelines. These planning circulars articulate clearly what are "material considerations" in planning process (like Provincial Policy). (450)
-sees US approach is very much a mark of that culture and the American belief in Property Rights- yet do have local ordinances to protect environment, especially heritage environment. (498)
-heritage conservation has a tendency to classify things as 'good', 'better', 'best' or 'good to bad'. He believes a better approach is (like Nan Fairbrother's)- How do we best manage the landscape?
-with the Technical Manual he is trying therefore to find where value lies. What does it represent to professionals, to the community. "And how do we best manage it?" (544);
-he poses question that most of our policies today come out of mid-70's. Do we need new ones now? (658)
-as per Policy and Implementation Guidelines he had to define a 'cultural landscape' and different types of cultural landscapes. And also looked at 'plan making' and 'plan implementing'. (720); 'plan making' is the longer view when preparing Official Plans and having to identify and provide for cultural landscape. And does this for different planning situations (varying sophistication and resources- both financial and human). (730)

-the real challenge is to depict 3'd' form in 2'd' in maps, pictures, aerial photo, videotape. Because ultimately you have to put line on a map. (810)
-landscapes brings up notions of values and as such he sees it as a political situation (small 'p'). (967)
-believes having written policy sanctions are something significant because it, "obviously adds a little bit more importance because there's a commitment on the part of the provincial government." (1120)
-the criticism of heritage conservation is that it is the domain of white anglo-middle class, e.g. why should a Vietnamese family living in a Victorian house care about conserving a house they have no cultural affiliation? (1565); "Whose history is it?" Why should Vietnamese, Somalians etc. in community have concern for Victorian white heritage? (1575)
-also sees issues of gender here "I think again, with the benefit of now looking back then, you just have to accept those were the cultural values and norms of society. Whether they were right or wrong from our perspective now... It is very easy to judge." (1589)
-he does acknowledge that those in power become the sanctioned story tellers. "Those that hold the leaves [levers] of power are also the gate keepers to what gets preserved. Whose story's presented." e.g. no Black history until recently. "History is written by the victors.' (1615)
-but we can learn from the past- both good and bad messages. (1610)
-are we conserving to celebrate or to use as a lesson, 'Lest We Forget' (1670)

<u>-re.Assessment</u>
-sanctions will create heritage consultancy. (163)
-likes call in new Planning Act for Development Control System, a new Development Permit System. But when asked Ministry at workshops what it is, they said, "It's a real innovation and we really don't know what it's about, and we think it's a cross between Site Plan Control and Zoning. " (615)
-but he believes this new Development Control System (Permit) does have potential. "Then you could take out of the municipality... all the studies you'd need to adequately plan for the area. And to identify special areas (that would include landscapes)"- where you could rescind zoning by-laws, site plan control and institute Development Control System. (622)
-sees that there has been very little guidance from the Province but believes system is similar to Niagara Escarpment Planning. (628); therefore take proposal and consider in relation to context, one by one. (637)
-there seems to have been some policies that came out of nowhere, called at the Ministry [I guess MMA] [yes], "Sewellian" or "Sewellianism". "There are these policies that seem to come out of nowhere. It begs the question. Is the landscape same as the cultural landscape? Does it include cultural and natural? What does 'significant' mean? What's a 'ridgeline'? What's a vista'?" (666)

-and the next question is, 'Do you have the mechanisms to protect these landscapes?' He thinks they do with Official Plan pronouncement and map of landscape. Therefore in his mind the Official Plan holds great powers. (672)
-believes there should be some expression of 'provincial interest'. (1080); a good example of this would be found at Dundurn Castle with an aviary run by local concerns. Yet the aviary does not fit with the provincial need to interpret the building. (1465)
-but he contends we need to manage landscape. Sees the new Act helpful if the planners up to using it. (1200)
-believes one must decide what the information is for. Therefore collect according a proposal [but what if no proposal and if it is done proactively before proposal]. (1325)

-re.Subjectivity
-recognize intangibles but as planner has to work with real property. And are intangibles universal?, e.g. mine site in Northern Ontario could be interpreted in terms of labour history. But another would see it as an intrusion on the landscape. (860)
-sees all bringing different value systems to landscapes. (915); particularly sees a difference in the perspective of native people to Euro-Canadians. (920)
-therefore when planning for these intangibles, he says, make note of but know they are subjective. Public consultation is very important in these cases particularly. (927)
-a lot of landscapes are memories, unique to that person. (953)

-re.Localization
-local area municipality now has where with all to make decisions about landscapes. (1175)

-re.Knowledge
-'"I know what I like.' Which is really, 'I like what I know.'" Which effects the planning process. Therefore must educate them about heritage around us. (1340)
-knowledge ranges from highly specialized to lay knowledge. (1352)

re.Implementation
-sanctions only so good as implementation. Policies not good enough. What are tools? Zoning not enough and may need new institutions to create landscapes. But not likely in this day and age. (640)
-sees case studies would be useful now. Pick a variety- use urban streetscape (any city), post-war suburbs, rural village or hamlet, rural landscapes (maybe 2 or 3 to show how soil and climate influenced), e.g. Haldimand-Norfolk are along Lake Erie, another off #6 near Owen Sound, industrial port area. (1225)

-re. Balancing Economics and Environment
-in UK less problem with denying development on aesthetic basis. But in Ontario anything that slows down development "is a bad thing". Seeing that as cultural attitudes about how we measure progress. Historically it has been, how much you have cleared, laying out roads. "Changing the landscape was ultimately good." (1190)

-re.Heritage Act
-he feels he is being effected by the legacy of the Ontario Heritage Act. In particular the notion of tangible and intangible heritage. (975)
-he believes there has been provisions for landscape in the Province since 1975 and the advent of the Heritage Act and its Heritage Conservation Districts, even if it had urban connotation. (1102)

Landscape Planning

-re. Focus on Landscape Planning
-is Planning Act adequate for landscape planning? With zoning, site plan control? For protecting, conserving and managing landscapes, "I don't think they necessarily can." (400)
-real emphasis needs to be, however, with Official Plans where you can establish policies for special landscapes, identify areas of concern. (410)
-sees planning parallels with ESA's and with that planners identify. (418)
-notion is raised that in the past there were no planners or consultants doing work so why use them now? But he feels then there was a greater civic consciousness, caring for ones surroundings and slower pace of change. "We have now great capacities to make great radical transformations of a landscape. Because we have the technology... We can basically shift mountains." (563)
-development control system takes each planning proposal generally on its own merit. Still have policy framework but don't have specific regulations for set-backs etc. They are concerned more with "What best fits in to that environment, at that time, with respect to general policy initiatives." But doesn't feel that it is well-understood. (595)
-if they can plan for ESA's then they can do the same for landscapes, ridgelines and vistas- for ridgeline example you can say, "There will be no breaking of ridgeline. There will be no skylining. There will be no buildings at all or no buildings over two storey whatever." (685)
-the management of one heritage property is easy as one owner to deal with, but with a landscape you have to mange group of owners- some public and privet [private] owners with different agendas and perspectives. (843)
-decide what level of change we will accept? And value determines the level of change. Public good determines if preservation or change occurs, i.e. Niagara Escarpmemt or Seaton New Town. (1005)

-believes much planning is inherently concerned with landscapes but a lot of planners don't "have a really good sense that what they're dealing with is landscapes." (1128)

-re.Good Planning Practice

-he believes good planning should encourage development to 'fit' into landscape. "The question is, 'Do we have the precise planning tools that can do that?... Zoning is an incredibly blunt tool. Site planning control is a little bit better but it's really... one of the end stages in the planning process." (605)

-but will municipalities put landscape provisions in the Official Plans? And can planners make the leap that planning is not just development plan approvals. "That planning is not just accommodating development, but it is looking into the future and saying, 'How do we want our landscapes to look? In the next 20, 30 40 years." (680); it is a shift from plans approval to actual planning (i.e. development of Official Plans)

-and he agrees that the Technical Manual he is preparing will help in this shift in planning. (717); the Technical Manual suggests using Chapman and Putman, 1:50,000 topo maps, [get an example to see the scale that he considers landscapes occur] aerial photos and some field reconnaissance to confirm documentary research. (770)

-in order to deal with intangibles he suggests that you need to identify at as early a stage as possible, by consultation [still sounds top-down to me]. And decide if the landscape has integrity. (990)

-re. Planning Actors

-people experience landscape differently according to different conveyance (foot, car,etc.) or seasons. Or if a tourist or resident therefore have to decide who you're protecting it for. (830)

-believes a lot of planners are "visually illiterate". People may also be that way but he feels planners have a professional obligation to be visually literate. (1138)

-tending to value things after they're gone. "Once it's gone that's when they see the value." Therefore planners have to help public understand before lost. (1160)

-politician holds the real power, not the planner, he believes. (1407)

APPENDIX H

Detailed account of Provincial and Local Descriptions of:

1. **Landscape Idea;**

2. **Sanctions;**

3. **Landscape Planning.**

1. Landscape Idea

A. 'Landscape as a Natural Environment'

1. Topography - locals describing landscape as flat or rolling. Saying that topography relates to both aesthetic and agricultural considerations. As well it is a determinant in new development, e.g. ridges, river valleys, top of bank of the Grand, Otter Cliffs, Erskin Sandstone Site, and Lake Erie Bluffs.

2. Hydrology - provincial participants mention wetlands, hydrological systems, and water quantity. More specifically the local planning actors talk of the Grand River watershed. e.g. marshes, kettle lakes, rivers, water sources, ground water, Dunville Marsh, Luther Marsh, Turkey Point Marsh, Roseville Swamp, Bragston Swamp, Clyde Swamp, Dryden Tract, Sudden Tract, Cedar Creek, Beverly Swamp, Moffat Creek Watershed, Mill Creek Watershed, Blair-Bechtel Watershed, Portuguese Swamp, Dry Lake, and Banister Lake.

3. Vegetation - provincial description of prairie-type vegetation; as well as old growth forests in Northern Ontario, e.g. Algonquin. Locals mention treed areas and open spaces, e.g. Dumfries/ Grand River Forest, North Cayuga Slough Forest, tall prairie grass and oak savannah between Cheese Factory Road and Grand River, Lowell landscape with tamarack and cedar swamps, sassafras and sweet chestnut near Brachton and chestnuts on Regional Road 44, Indian Reserve lands, McIster Forest, and Carolinian Forests.

4. Physiography - provincial interviewees speak of topographic link to soil types, e.g. clay plains of Haldimand. Topographic elements were listed by provincial actors as valleys, shorelines, prairies, rolling terrain, e.g. rolling landscape of Woodstock, and Rockwood Escarpment. Local actors talk about the geomorphology of glacial deposits: "landscapes that persist and give sense of past and in some cases the ancient past of glaciated forms"[1], e.g. clay east of Simcoe and sand west, Rockwood area, Waterloo Moraine, rolling sand hills, Doon Pinnacle Hill, Baden Hills, Chicopee Hills, Oriskene Sandstone.

5. Climate - provincial actors mentioned climatic influence on vegetation.

6. Habitat - provincial participants describe the landscape as a habitat for animals and humans. Locals talked about landscape as a habitat of endangered and rare species, e.g. Carolinian to tundra species in Grand corridor, North Dumfries and Long Point as waterfowl sanctuary. As well, there is Rock Point Provincial Park, Six Nations Reserve, Mohawk Island Natural Wildlife Area and Rookery. In addition, mention of landscape as habitat for humans centering concern on environment as a quality-of-life issue, and concern for water quality.

7. Nodes, Corridors, Linkages - both local and provincial planning actors talked of the landscape in scientific ecological terms of nodes, corridors, linkages and core areas giving the example of streams, hedgerows, lineal woodlots, etc. At a local level the Grand River corridor is mentioned with all its tributaries, floodplains, and fill lines.

8. Defining - some local actors claim it is easier to define a natural environment landscape in quantifiable terms. But there is still a debate as to its boundaries.

[1] Taken from interview transcriptions, Summer 1995.

9. Classification - provincial participants noted the various designations applied to different landscape, e.g. Areas of Natural and Scientific Interest (ANSI); Environmentally Sensitive Protection Areas (ESPA); and Provincial Parks Local actors noted other landscape designations, e.g. Carolinian Forest, MNR lands, GRCA lands, and Provincial Wetlands.

10. Systems of Natural and Cultural Elements - local planning actors saw landscape as an ecological system that includes natural and cultural elements. The outside world has impact on even pristine landscapes; the act of protecting and appreciating a landscape is also a cultural act. But still, there is the notion that 'landscape' is purely cultural and 'environment' is natural.

11. Natural is 'Expert's' Realm - provincial interviewees expressed the notion that the elements in the natural environment warrant an expert's perspective. Natural aspects of the landscape therefore require scientific training to be comprehended properly.

12. Dynamic - the idea of landscape as a constantly changing system is raised by provincial planning actors.

13. Vistas are Natural - at a provincial level the participants voiced the belief that landscapes are vistas; and vistas can only be natural scenes. Therefore, the visual landscape policies belong with the natural environment section of policies (i.e. Policy A), and not with Policy B.

B. 'Landscape as a Cultural Environment'

1. Historical Connection - both provincial and local planning actors view landscapes as part of our inheritance. As such landscape is a historical record within which one is able to 'read' successive layers of occupation. It holds roots for people; and people are particularly interested in their own heritage, their reason for being. Culture is viewed in historical terms, connected with past human occupation of the landscape. It is a pristine environment modified by human use, ranging widely in association and scale, e.g. Mennonites farmstead, native traditional sites, battlefields, 18th and 19th century farmyards, industrial complexes, portages, town forms, roads, settlement patterns, institutional gardens, streetscapes, waterscapes, mining sites, neighbourhoods, agricultural lands, forested areas, recreational sites, canal systems, oil fields, and formal gardens. Local participants also felt these landscapes provide lessons as to good management and common sense development and management.

2. Contemporary Connection - local interviewees believe landscape reflects issues of current politics, religion, and ethics. It also shows the impact of present inhabitants, e.g. much of cultural landscape is agricultural and important to protect and manage.

Provincial actors also made mention of the contemporary significance that these landscapes hold for cultures now inhabiting the area, e.g. contemporary landscape policy's effect on development.

3. Fixation on Architecture/Urban - in both levels of interviews landscapes are connected most often with architecture. Landscape is seen solely as the context for structures. Because architecture is seen as the centre of landscapes, the urban landscape has tended to be emphasized in conservation. Local participants see this as the legacy of LACAC and it will effect how it currently acts towards its new responsibility for landscapes. From one local participant there was surprise expressed that Rainham Township, with its complex of farm buildings and farmlands, should be considered for designation as a Heritage Conservation District. However, most feel all heritage resources should be seen as one integrated whole.

4. Unique/ Ubiquitous - provincial planning actors express the view that landscape is a common entity. As a ubiquitous resource we tend to take it for granted and it is valued accordingly as ordinary and not special. As a unique environment it can never be 'here'; it is always somewhere else. And by naming it and identifying it, it is more valued. A local actor elaborates saying that 'unique' means a defined site with a defined time of commemoration, e.g. Cruikston Park. The more ubiquitous idea is captured by the vernacular and agricultural landscapes, e.g. farm buildings, hedgerows, fieldstone houses, split rail fences, stump fences, old stone fences, pine barns, rail lines, county lanes, (as seen in Puslinch, South Wellington and South Waterloo).

5. Cultural Association - both provincial and local planning actors believe that cultural groups can be strongly identified and tied to a landscape, reflecting societal attitudes, values, meanings, and myths. Yet many local actors are surprised by this perspective seeing landscape purely in ecological terms, e.g. original Six Nations land claim 6 miles either side of Grand still evident in Township layouts, aboriginal land claims, Scots-Irish, Portuguese, Italians, United Empire Loyalists, 'hardy pioneer types' at headwaters, Mennonite community in Rainham Township reflecting family structure, church-centred, Mennonite practicality, cooperative spirit and people's industry, Ruthven legends. One local actor believed that in the countryside one also finds eternal rural values common to different places despite different periods and cultures.

6. Cultural-Natural Interface - both provincial and local interviewees believed that landscape is expressed in holistic terms as a product of the union between natural and cultural forces - producing a distinctive landscape, e.g. clay plains produce brick houses, cedar groves produce split rail fencing, soil productivity effects field size, geographic location of Grand in association with other water bodies reflect historic movement and use of corridor, location of Ruthven at first Grand River Navigation Co. lock.

7. Qualitative Emphasis - both levels agreed that when landscape is considered as a cultural environment, more of the qualitative aspects of measurement and expression are emphasized thus making them more difficult to define than 'natural' landscapes, e.g. landscape memories, spiritual connections, and intangible associations.

8. European Bias/ Elitist Association - at both levels a feeling was expressed that there are more cultural landscapes in Southern Ontario. Northern Ontario with its sparser European contact is seen to be less 'cultural'. This suggests an elitist and privileged associations when landscape is considered a heritage resource, e.g. calling historic houses, 'heritage homes'. Heritage involvement presumes that people have enough free time to get involved, and are usually land owners. As well, heritage people are often an articulate group, able to defend their point of view in Council, thus effecting how and what heritage is conserved. Yet, we need to tell all stories

with heritage conservation, e.g. the valuing of native stories along with European stories. If the whole community is involved, a more balanced story can be told, e.g. Ruthven. There is also the notion that Canadian history is not as significant as European, which is perceived to be more ancient. Yet what of the rich aboriginal history within the Grand River watershed?

9. Community Building - a provincial actor believed that landscapes are seen to contribute to a community through its association with local important people, groups, and events. Landscape represents a community's culture and history.

10. Growing Interest - a provincial observation was that the study of landscapes is a growing field of concern. There seems to be more studies, more 'experts', more landscape initiatives, and more concern for its conservation.

11. Dynamic - one provincial actor said that like natural environments of landscape, cultural environments are ever-changing because of the dynamism of human presence.

12. Valuing - some local planning actors believe that the integrity of a cultural landscape reflects its value, e.g. Rainham Township and Ruthven are both fairly intact and thus more valuable. Also if it is unique or common this effects the valuing of a landscape.

C. 'Landscape as an Aesthetic'

1. Natural Preference - both local and provincial participants expressed a preference for natural scenery, e.g. Mont Morency Falls, Grenadier Pond. And since they preferred natural scenes, 'improvements' or changes to them are not seen to be acceptable. Therefore there is the notion of 'fitting' development into natural landscapes, e.g. Galt Ridge, Rock Point, Mohawk Island, Dunville Marshes, Lake Erie, Grand River.

2. Rolling Preference - for local participants the 'fit' of landscape is linked to the picturesque ideal. Certain types of development are therefore not appropriate, e.g. factory farms and densely settled urban areas. Better to have, e.g. small-scaled fields, wooded hills with cattle down to the river, Cayuga to Brantford, well-developed native hedgerows, farmsteads made from local material, rural roadways, canopied laneways, woodlots, and meandering rivers.

3. Heritage Preference - two local actors prefered older buildings as being more beautiful than modern buildings.

4. Variety Preference - two local participants also believed that with variety your interest is held.

5. Rolling Preference - both levels expressed preference for rolling topography. Flat, by inference, is boring, e.g. Alberta foothills with mountains in the background are very nice.

6. Perspective of View - a number of local participants mentioned that the vantage point must be considered when thinking of views, e.g. from a car, or from a walking trail. Many views are a linear experience.

7. Subjective - both levels mirrored the sentiment that aesthetic opinion of landscape differs person to person as a 'subjective' experience. 'Beauty' is different for different people. As well, 'beauty' is not the only measure of value of a landscape; it can be equally distinctive, without being scenic. Thus the look of 'appropriate' development is determined individually. Also being a subjective judgement, it is less valued. Where one comes from also effects this subjectivity, e.g. coming from flat or mountainous landscape; or influenced by former travels and studies.

8. 'Landscaping' - local actors felt that landscape can also be interpreted in the design sense of 'landscaping', e.g. street improvements. And in this sense it is connected with the profession of landscape architecture.

9. Landmarks - a number of local participants also believed that some views act as traditional views; landmarks, views that give identity and unity to a landscape.

10. Visual Studies - local planning actors recognized the growing sophistication of visual studies field. Planning practitioners are trying to make the field more precise and quantitative, e.g. vantage points, defined objects, and significance. As such, visual studies are being more frequently incorporated in site analysis.

11. Types of Views - local interviewees felt there are a variety of different views, e.g. panoramic views, ridges, vantage points, along Lake Erie, or from bridges.

12. Aesthetic Issues Less Important - notion was raised at both levels that visual is less important; characterizing landscape views as 'pretty'. And in the collection of information for design, it seems for some that visual information is less important, e.g. Paris studies for downtown which did not effect subsequent 'inappropriate' development. Yet, in spite of that valuing, landscape views should be saved.

13. Artist's Special Appreciation - a few local participants felt that being an artist, photographer, or painter brings special insights to a landscape. There is a difference between 'looking' and 'seeing'.

14. Long View Preference - both levels expressed a preference for a longer view.

15. Public Access - at both levels issues of public access are highlighted with landscape views. Discussion occurs over which view to conserve: public or private.

16. Decline of Aesthetics - two provincial planning actors saw the decline of aesthetics paralleling the rise of planner's involvement in landscape. And at both levels concern for environment is expressed in its 'look'. As such aesthetics are an indication of environmental as well as societal problems. Therefore, if the physical environment and its 'look' is improved, will society benefit?

17. Scale of Perception - two provincial actors sais that a bigger scale is associated with the visual landscape and the smaller scale is cultural. And when landscape is bigger than what we can perceive: Is it a landscape?

18. Landscape is Visual - one provincial interviewee thought that when a landscape is mentioned it invariably means only the visual.

19. Policy Placement - at a Provincial Level, two participants voiced the belief that landscapes are vistas, and vistas can only be natural scenes. Therefore, policies conserving landscape views should be placed with those policies dealing with natural systems (i.e. Policy A). Others felt that landscape does not belong

with those B Policies. Therefore an argument did occur among the policy makers as to the placement of these policies.

D. 'Landscape as a Resource'

i) Extraction of Mineral Resources -

1. Future Land Use - future land use effects the reception of any extraction proposal. Once the land is mined the question is what use will it be returned to? Rehabilitation plans are the key.

2. Market Influence - there are pressures across the Province for aggregate extraction, especially near transportation corridors leading to markets, e.g. North Dumfries and Region of Waterloo, as opposed to South Dumfries. As well, one aggregate source is effected by the status of other aggregate sources, e.g. North Dumfries compared to Niagara Escarpment as competing sources.

3. Provincial Support - the Province seems to be in favour of aggregate extraction with the liberal Aggregate Resources Act. One cannot question the need: 'it's a given that we have to have aggregates'. Aggregate extraction takes precedent over every other land use. But often local areas are not supportive of aggregate removal because of the long-term disruption to the landscape, and the smaller tax return from this land use.

4. Nature of Deposit - pressure on a landscape is influenced by the nature of the deposit underlying it, e.g. if sand only it does not have as great a 'value' as sand and gravel: Baden area vs. Cedar Creek in Waterloo Region. And if limestone closer to the surface it is better, e.g. Caledonian; and Onondaga Escarpment.

5. Agriculture/ Natural vs. Aggregates - land use debate between aggregate extraction and agricultural or natural conservation, e.g. Carolinian sites.

6. Mining Stigma - stigma attached to aggregate extraction. There is the feeling that big multi-nationals from outside are scarring 'our' landscape.

ii) Tourism -

1. Attraction - landscape can act as a draw to a community as a scenic, historic, natural history, and recreational asset, e.g. Ruthven, river recreation, agricultural produce and rural lifestyle, and landscape as an escape.

2. Tourism vs. Agriculture - often operation of farms can be at odds with visiting tourists. Provincial food producing policies however seem to take precedence. The two are also inter-dependent: if there is a shift from agriculture you will lose the things that people come to see.

3. Too Popular - problems are associated with landscapes when they become too popular, e.g. resident-tourist conflict, parking, and privacy.

4. Marketing - marketing is an important aspect of landscape tourism with strategies, plans and projections. And interpretation is an important part of it, e.g. Grand Erie Development Cooperation, Dunville Bioregion.

5. Cooperation - local areas need to cooperate with larger landscapes; but areas tend to be parochial.

6. Sustainability - tourism can bring sustainability to the rural landscape. And in most places this is an untapped potential.

7. Draw of Designation - there is the belief that designations create a draw to an area.

8. Interpretation Important - interpretation of an asset is important for visiting people.

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iii) Waste Management -

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1. Landfill Contentious - on landfill decisions there are always competing interests, and the debates can be quite fractious, and emotional; and thus community and individually defining. Debates affect elections. And studies abound for site selections; but they seem to be slanted to whatever the client's perspective may be. These conflicts usually end in hearings, e.g. Town of Haldimand over South Cayuga landfill, South Dumfries and Paris, and the suggestion that urban garbage should be sent to the Shield.

2. Site Selection Criteria - suggested sites for landfill are often areas of low population with large blocks of publicly-owned lands, e.g. Townsend and South Cayuga tract in Haldimand-Norfolk. These sites also often get other 'undesirable' land use proposals, e.g. dumps, large residential tracts, incinerators, industry, and research facilities. Garbage can be good business for local areas, as well.

3. Jurisdictional Responsibility - debates also exist over what jurisdictional level is best suited for handling landfill matter.

4. Incineration - incineration seems to be the ultimate 'threat' in landfill debates. But is it the most efficient way to use land with incineration's spread of effect and effluent, e.g. South Cayuga and Environmax with the support of the Ontario Association of Municipalities.

5. Technological Panacea - technology is always offered as the panacea to any potentially offensive landscape problem, e.g. new technology for incineration, dumping into old limestone quarries, or treatment of water along the Grand.

6. Septic or Not - this was a major issue for local rural areas. And provincial planning actors were aware that septic tank issue was a major debate for the Planning Commission; whether to allow them or not.

7. Recycling - potential of recycling to reduce waste and alleviate waste handling problems.

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iv) Residential Development -

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1. Market - market determines everything; and market is determined by proximity of landscape to urban areas. The urban/rural interface is presented as competing markets; expressed in commuting distances and the willingness to traverse that distance. This puts pressure on the rural landscape by exurbanites. This exurbanite inhabitation puts pressure on landscape but it can also help to sustain an area. A provincial actor put it succinctly saying landscape is often seen as empty

white areas on a map, to be filled with development. As 'white areas' they are devalued as being void of value; free to be built upon.

2. **Draw of Countryside** - against urban life. There is a draw to features that can also determine patterns of development, e.g. Grand River corridor and along the Lake Erie bluffs where there is ribbon development, and on the flats where there is nodal developments.

3. **Sanctions vs. Profits** - sanctions make development less viable, effecting densities, approval lengths, etc.

4. **Servicing Important** - both levels express the reality that servicing is a major consideration in determining development. The idea is that the infrastructure has to be used efficiently. Once capacities are reached settlements can grow no further, e.g. Ayr, St. Georges, Wellesley, New Hamburg, St. Jacobs, Elmira.

5. **Residential vs. Agriculture** - agricultural land use is often set against residential use of same landscape. Prime agricultural land is seen to be the antithesis of estate lot development. Therefore, the best rural residential development is well-removed from farmland, on poorer clay soils. As well, OMAF has a say and usually a negative say, about these developments. One provincial interviewee said that in picturesque landscapes, especially, people do not want certain kinds of development, e.g. rural estate subdivision, industrial districts, and aggregate extraction.

6. **Intensification** - intensification is needed in both rural and urban situations. Therefore, concentrate development in countryside to the hamlets. Scatter development in the long run is too expensive to maintain.

7. **Severances** - great attraction with short-term gains, but has long-range effects. No severances in prime agricultural land because rural areas do not support, e.g. Town of Haldimand now has one lot/farm severance policy, not one lot/retiring farmer. If severances allowed one gets scatter development with the exurbanite influx. Yet a provincial planning actor understood completely the role of severances in countryside as an important source of retirement income for farming land owners.

8. **Idea of Progress** - two local planning actors explained that urban-like development in the countryside is viewed as progress by some; others see it as short-term gains and long-term impact, e.g. mall in Caledonia destroys downtown.

9. **Identifying Heritage Up Front** - one provincial planning actor believed that for developers, identifying presence and nature of heritage, up front, is the best situation.

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v) Recreation -

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1. **Public Access** - when landscape slated for recreation it needs public access for walking, snowmobiling, hunting, etc.

2. **Active vs. Passive** - both active and passive recreation occurs in landscape.

3. **River Recreation** - Grand River is a big recreational draw to the Region.

vi) Agriculture -

1. Favourable Conditions - naturally-occurring conditions must be favourable for agriculture: i.e. topography (flat is better), soils (tobacco on sand), climate (moderation by lake), availability and quality of water. Also favourable transportation conditions important: i.e. size of property is a determinant, if too small it will not survive and farmer will sell and farms will consolidate into larger farms. However, even if conditions are not ideal they can be mitigated by good landscape management techniques.

2. Classification Important - classification is important in agricultural landscapes to determine what development will be permitted. Prime Class 1 is well-protected. In fact, some feel it is too well-protected: Why protect land if there are no farmers to farm and there is no future to farming?

vii) Lumber -

1. Management - woodlot preservation includes removing some mature growth.

2. Historical Activity - historically lumbering activity depended upon the species of trees, i.e. hickory and oak on clay was not marketable, but pine on sand soil was marketable.

viii) Industrial/Commercial -

1. Markets - proximity of landscape to markets is important to the location of industrial and commercial land uses.

2. Tax Base - industrial lands provide a strong tax base that keep the land taxes down within townships.

ix) Transportation -

1. Influence of Corridors - sitting is important to those adjacent to the corridor, because the corridor encourage ancillary development.

x) Management -

1. Stormwater - landscape is manipulated for better management of stormwater.

2. Natural Areas - manage natural areas.

E. 'Landscape as a Place'

1. Insider-Outsider - both the local and provincial planning actors expressed the same sentiment that people who live 'outside' a landscape value a landscape differently from those who live 'inside' it, e.g. urban people have fresh appreciation for countryside; urban aesthetic vs. rural practicality; aesthetic vs. production; *status quo* vs. infill; pastoral vs. farming; country living advantages vs. disadvantages; more conservative in country than city; different educational, economic and employment experience. Differences lead to conflicts, e.g. urban expectations in rural setting; unrealistic demands for services by exurbanites; live inside but work outside, therefore not committed to community; exurbanites believing that farmers are subsidized and poor conservationists; or notion that insiders nurture,

embrace and more committed to place then outsiders; incompatibility of future goals for community; and outsiders dictating what should happen in 'our' community. Local participants felt that the difference in insider/outsider mentality is most apparent with 'outsider' developer who has little commitment to a place (e.g. chemical company in Dunville that left the area leaving a pollution problem, unemployment, and infrastructure to maintain).

2. Rural-Urban Interface - local planning expressed the sentiment that each is dependent on the other therefore they should dispel distrust and build community. The most acute problem with this schism is the notion that rural Ontario is empty space to be filled by urban garbage.

3. Rural Character - provincial participants used 'character' to describe a certain quality that defines a place. For a rural landscape it is the pastoral, the relaxed, the healthy, the wholesome, etc. Local actors in particular talked of the appeal of rural life, e.g. 'Quality of Life'; a good place to raise kids; "country feel"; safe; beautiful; natural resources; proximity to recreation; quiet; tree-lined streets; comfortable; rural life; open space; know people; friendlier; more relaxed; human scale; development 'fits' landscape; 'unspoiled mediocrity'. Some local interviewees believed that 'character' is intangible, therefore it cannot be regulated. It is there or it is not.

4. Link to Place - at both levels participants said that once a place is identified, a person who experiences this, will link with it. landscape provides roots and thus identity to those who experience it. It has both metaphorical and literal roots, e.g. genealogy, memories, trying to emulate place you live in, and safety of English countryside. Best tie to a place occurs when a person lives and works in a landscape. Inappropriate development can ruin that link. Views can also be typical of a place and thus give identity to it, e.g. Niagara Escarpment. As well, place is an opportunity for new memories, a home and community. Finally, some argue that politicians in local areas have a closer link to place and therefore are more committed in making decisions for the local landscape.

5. Scale of Place - one local planning actor wondered at what scale does one perceive a place? e.g. remote sensing, ground reconnaissance, ecoregions, landscape units, landscapes, etc.

6. Identity of Place - many local actors mused about what distinguishes a place, e.g. a "different feeling"; know when one is "in it" and "outside it"; "a place apart" (i.e. Rainham Township); feel 'real' and not a manufactured designed place; authentic. Place can be distinct to imperceptible, e.g. the Niagara Escarpment compared to the Lower Thames River Valley. An analogy is made of place identity to neighbourhoods in a city. But still it is difficult to draw a line around a place. Therefore, place remains illusive; not everyone gets it or appreciates it. Finally, while it is hard to articulate, local people are best at identifying place.

7. Conceptual Places - one local person believed that some landscape places are created through literature and music, e.g. poetry of one participant; and music of the group Tamarack, singing about the Grand.

8. Pride of Place - two local interviewees expressed the feeling that if local inhabitants recognize a place they are willing to fight for it, e.g. Zena Cornfield and knowing the 'begets'.

9. Local Knowledge - at both level interviewees said that a place is best known by local inhabitants; thus local knowledge of the landscape can be valued over the external expert view.

10. Holistic - a number of provincial intervieweed had the notion that landscape is a holistic resource, e.g. a landscape and its context; natural and cultural elements; tangible, intangible and movable resource. As a holistic resource, landscape is seen as a cultural entity within a natural frame. One cannot separate the parts institutionally or educationally. Landscape allows separate camps to coalesce. However, there is a huge challenge to think holistically; this perspective connecting with postmodern thinking.

11. Continuum - two provincial planning actors saw landscape as being part of a continuum between the past, present and future. Change is inherent to landscape as seasons change, and people arrive and others leave, and new voices come to power.

12. North-South Differences - a number of provincial interviewees made the observation that perception of place differs dramatically between northern and southern Ontario, e.g. north more natural and less cultural; north more resource-based; and south more interested in environmental protection, etc.

2. Sanctions

A. Planning Reforms

1. Partisan - both Local and Provincial Planning Actors felt that the Commission had a strong bias, as an NDP initiative (although Sewell sometimes seemed to be odds with the NDP mandate). This served to diminish the effort somewhat, suggesting it was tainted. The reforms had to occur because the NDP were so critical of the planning process in the Province before the election. There was also a feeling that the Planning Reform Commission was big on rural issues because there was large support from the countryside in the election that brought the NDP to power. Yet, the government is seen as more tied to political swings, than the Commission which was fixed by a mandate.

2. Not Open - observations were made by both levels that environmental concerns had undue priority in reform process; and how open can the consultation process be if the agenda is preset. In fact Ontario's Heritage Act reform process was seen to be more representative.

3. Rushed - both local and provincial interviewees felt the Guidelines were produced too speedily because the NDP government wanted to get them through before they lost power. Therefore there was no significant public review of the Implement Guidelines. Some also argue that the experts on the Technical Committees were not even properly consulted. And since the Guidelines are

powerful sanctions, the government of the day released them as a draft. And the Technical Manuals did not come out with Guidelines and Policies, since the process was too fast for its simultaneous preparation. As a result the details of implementation were not there when they were needed. One provincial actor wondered if it happened (i.e. B13) so fast because the landscape issue is a fad, written by an agency that was neither committed to it, nor understood it.

4. Distribution - one local said that the Guidelines were not well-distributed.

5. Past Reforms - a few locals also felt that reform needed only to be an exercise in achieving what was not achieved from the last round of planning reforms, i.e. Comay. In fact, reforms were not needed, nor can the Province afford them now. As well, the new policies were assessed against past reform efforts. As a result, one gets jaded about the new policies as old reforms were not effective.

6. Formidable Job - both levels of interviewees felt that the Sewell Commission and the resultant Provincial Policies were well-based in community review, and as such the public supported the reform results.

B. New Landscape Sanction: ***i) Critique of Sanctions***

1. Huge Guidelines - by making the Implementation Guidelines (that accompany the 1995 Provincial Policies) so large at over 600 pages, many provincial and local planning actors believed that the Province created a "policy strait jacket" that could have made development more costly and slow with the requirement for more paperwork. Because the requirements were so detailed and stringent, no one thought they could conform to these sanctions. The mandate to streamline the process was not realized. The developers's argument was that if development is difficult rural landscapes will suffer without a tax base coming in. Also by being complex the Guidelines distanced the public further from the bureaucratic experts.

The fear was expressed by one provincial actor that the size may jeopardize the reform process. As well, how useful is it if it is too big for bureaucrats to read and absorb? Yet authors argue it is still a distillation and first drafts typically are large. In fact, the B13/14 policies were not too large, but by association with the larger set of Guidelines they were discounted.

2. Urban Bias - local and provincial participants felt policies did not relate to the rural situation, e.g. septic fields; characterizing it as policies for "south of Number 7". These are Metro Toronto problems applied to the whole Province, e.g. affordable housing. As well, urban centres are better equipped to deal with new policies, with necessary staff, money and contacts. It was therefore observed that cities were given differential treatment. Added to this is the fact that LACAC's, given the increased responsibility with landscapes, have traditionally dealt with urban heritage issues with Heritage Conservation Districts. Yet, B13/14 has particular relevance to rural areas; and Commissioners felt that they spent a lot of time outside Toronto.

3. Professional Resentment - there was feeling amongst local practitioners that they did these things before the policies were created. Do not like 'guilty until proven innocent' mentality of sanctions; putting the onus on the developer to prove why it is not a landscape. Sanctions, some feel, do not recognize improvements experienced of late in the development industry.

4. Subjective - both local and provincial participants expressed concern that the interpretation of landscape was 'subjective' and thus variable. This brings the issues of consensus building in decision-making to the fore, e.g. some love the 'Mississauga' suburban ideal; and others dislike it intensely. If a planning issue is highly subjective, like landscape, it could be devalued by those who value 'objective' truths more highly. If landscapes are perceived individually therefore it is difficult to quantify them within the new required local inventory. Subjective interpretation will also lead to differences of opinion and conflict. And because of the subjectivity it is difficult to say how it will be enforced in the new environment where planner's control is moving to people control. As a result, it will come down to councillors deciding what is the public's will.

5. Vagueness - the concern is raised at both levels that the terms are too vaguely defined to be operational, i.e. needing to more precisely define 'provincial interest', 'significance', 'scenic', 'traditional sites', 'ridgelines', 'character', etc. More defined terms are needed by developers and municipalities. But it is also argued that terms have to be vague enough to accommodate the variability of cultures and landscapes in Ontario. Municipalities are thus allowed to craft local policies themselves (others believing this will lead to inconsistent interpretations across the Province). The need for clarity comes from a rational bias; landscapes however may not be able to fit that particular planning approach. Authors of the policies say the definitions are vague because the sources are vague. Clarity will evolve with use.

6. Downloading - with shrinking government coffers both local and provincial planning actors wondered if the government can support the localization of responsibilities. The question is raised whether localization of resources will follow the localization of power. If it does not, the government is downloading responsibilities, without providing adequate support. Whether it is 'empowerment' or 'downloading' depends upon one's perspective.

7. 'Shall'/ 'Should' Policies - also translated as 'must comply with', 'be consistent with' or 'have regard to'. In the minds of both levels of interviewees this division reveals the Province's sense of urgency for different resources. Seemingly the infractions against the environment are more seriously dealt with than infractions to cultural heritage, where landscape is placed (given its 'shall' policy protection). Also, if the Province is not backing policies as the final arbitrator, the sanctions for landscape will be deemed less important. But one can view this softer approach as being better for landscapes because they are a more cooperative manifestation. Regardless however, with 'should' policies local political will is extremely important; and judgments by the Ontario Municipal Board will be very common.

8. Original Reform Mandate - a number of local actors believed the sanctions could also be measured against the original mandate of the Planning Reform

Commission: streamlining process; protecting environment; and empowering local people. Against that, many felt the environmental mandate was fulfilled, but the planning process was not streamlined.

9. Sanctioning if No Integrity - one local said if a landscape has already been damaged, protection of that damaged landscape seems less pressing.

10. Developing Field - a number of local interviewees believed that landscape studies is a developing area, e.g. getting beyond the US Corps of Engineers' approach to landscape planning. Physical planners are becoming more aware of the larger landscape issues. Others went on to say that this is the way to go, with more consideration of interconnections, larger systems, etc.

11. Window of Opportunity - provincial planning actors made it clear that andscapes have never before been sanctioned in this manner. At first they were not included in policy, but the Planning Act was seen as an opportunity that the Heritage Act did not realize.

12. Separate Heritage Policy - two provincial planning actors believed that it would have been better to have have had a separate Heritage section, rather then scattering heritage references through the Guidelines.

13. Policies Already Extant - a number of provincial interviewees said that many of the policies attached to the 1995 Planning Act were already in the planning system, i.e. Wetlands, Housing, Aggregate Resources, Foodlands, etc. It was therefore not a grand leap and it is not inprecedented with past recognition of 'heritage natural features', etc.

14. Guideline/Manual/Policy Relation - several provincial actors stated that landscape guidelines and policies should be viewed together: one is the vision; and the other is how to achieve that vision. Implementation Guidelines grow out of the policies, and the Technical Manuals from the Guidelines. Each has different powers as well: policies are stronger provincial statements, and the rest are advisory.

15. Change of Reform Recommendations - one provincial actor believed that the Province, pulled back on their strict stance on septic tanks between issuing the planning reform report and the passage of the Provincial Policy.

16. Provincial Exemption - one provincial level interviewee expressed the concern that the Province, in its own development, has not bound to these policies.

17. Localization of Power - at both levels it was felt that the new planning policies tried to localize power to area level. This local empowerment was one of the three stated mandates of the Reform Commission. With landscapes this localization is particularly pertinent because landscapes are best known at a local level. But some believed there is not enough money available to get real local power, and there is no expertise at the local level. As well it is difficult to say 'No' to one's neighbour. Also localization of power will inevitably mean that there will be a diversity of planning through the Province; where one is left wondering what is the power of the Upper Tier and the Province. In anticipation of the localization of landscape planning decisions the Implementation Guidelines were written, in a detailed fashion; as a 'how-to'. And when this power comes to the local level politicians will likely become nervous because it necessitates more civil

involvement. Confrontation may well arise from that involvement but it can lead to better solutions.

B. New Landscape Sanction: ***ii) Sanctions Impact on Overall Heritage Conservation***

1. More Power to Province - both provincial and local planning actors believed that more power was coming to the Province with the voluminous Implementation Guidelines and more stringent Provincial Policies. Local people in particular resented this as it was seen to be meddling in their affairs. It was felt that new regulations limited municipalities in creating their own policies, especially for sophisticated Regions. As well, it was felt that the government was not suited to any new regulatory environment; e.g. some calling the Ministry of Natural Resources the "Ministry of No Response". One local participant was concerned that civil servants were in danger of losing more respect in the process.

2. Vision without Application - the problem was expressed at both levels that there was a lack of precedent; no tradition or method of implementation for the landscape sanctions - more of a vision than a practical guideline for implementation. There was a call for case studies, methodology, etc. This request for more guidance is paradoxically made when many are complaining that government is interfering too much. Yet precedence was provided in the Ontario Heritage Act with its Heritage Conservation Districts, and the Niagara Escarpment Act.

3. Seeking Balance - both provincial and local participants said that a balance of economic and environmental factors could be reached through common sense, realism, massaging, compromise, and flexibility (e.g. the costs to proponents and the public purse must be balanced in development proposals; a balance is needed between the studies demanded of big developers and smaller-sized proponents; and taxpayers should not be expected to foot the bill for spurious proposals). The question was raised: could Ontario afford these sanctions for environmental protection in light of streamlining planning, expediting development, emphasis on jobs and employment opportunities? The new government obviously believed it could not since many of these environmental protections were repealed in favour of economic efficiencies. Comparing these two Acts highlights the eternal battle between these two perspectives in conservation: stricter environmental controls means less damage; and others argued that easier environmental protection will mean advances in environmental innovation as less energy is expended in enforcement.

4. More Thorough Review - although seen as not streamling the planning process it was admitted by both local and provincial participants that the 1995 policies would broaden the heritage view particularly at the local level - new conservation areas would be considered,. But there was as the cynical note sounded that heritage had been flagged before in the Heritage Act, and significant resources had been lost since then.

5. OMB Defence - it was felt at both levels that it would be easier to defend landscape with provincial policy even if it is seen as a 'soft' planning item. Because of this it was believed many landscape issues would end up at the OMB - a forum that demands a rational defence through the use of classifications, accepted terms, precision, and clarity, and no emotional appeals. Therefore, appeals on an environmental rather than landscape basis would be more effective as it has science behind it, e.g. this was the basis of the success of the appeal against Haldimand incinerator. OMB has a '*de nobo*' approach to appeals, going back to the origins of the idea. Therefore, methodology would be very important. Such appeals however would make the landscape idea progressively more clear (especially the terminology). It was also noted by provincial actors that there would be a period of acclimatization while Board members acquainted themselves with what a 'landscape' is, and what its significance is in the overall land use planning scheme.

6. Frustration with Public - a feeling was expressed by authors of policy that the public had not noticed the changes in the policies; that they had not read them.

7. Kind of Knowledge - provincial actors said that landscape brings into focus the debate, as to which kind of knowledge best communicates the idea of landscape. Is it known by common sense; or is it the domain of the expert; or some combination of the two? For example, the OMB presupposes expert knowledge on issues but landscapes are most often identified through local sentiment - whose opinion do we value most? Overall landscape is seen as a common resource (unlike architecture and archaeology); everyone is the 'expert' as landscapes are close to one's heart, and everyone has the right to express opinions. And as more people move to the countryside they feel they have more say in the matter.

8. "Knowing Up Front" - the question raised by both local and provincial actors was whether the rules were more 'up front' with the 1995 Planning Act and policies. It is clear that it is better for developers to know up front; and better for citizens to protect resources.

9. Role of Value - provincial actors expressed the belief that value is a subjective measure. If a landscape is invaluable it is precious and must be protected. If value is not perceived conservation will not occur, and limits to development will not be known. The question is what imparts value. Yet it is hard to deny development on an aesthetic basis; and our cultural baggage is that change is progress.

10. Problem with Studies - two local participants talked about the fact that studies can be manipulated. Consultants may be tempted to deliver what the client expects.

11. Enforcement - judging by the local complaints about the 1995 Policies and Guidelines, one wonders whether the landscape sanctions ever had a chance. With the 1996 Policies the enforcement of the sanctions are even more questionable. If well-enforced the sanctions will be taken seriously and consequently there is less wasted energy, money, and more consistency, i.e. "No" means "No". If the upper tier pays attention, the lower tier will pay attention. Enforcement can also be interpreted differently, e.g. Region of Waterloo is viewed both as too strict for development, and also very progressive because of their controls.

At a provincial level the participants wondered: What happens when a landscape transcends local significance and there is 'provincial interest'? This would necessitate broader thinking then some local areas would be willing to undertake. As well, the Province has fewer staff to enforce policies, and they now bring little money to the table. The result is that the Province is not respected in negotiations. In addition, it was also noted that the Province would not enforce any new policies with a heavy hand because they are untested; unrefined; and the government is loathe to impede development.

12. Official Plan Power - provincial participants believed that the 1995 landscape policies enabled local areas to protect resources through Official Plans. Therefore the ultimate test of the utility of the landscape policies would be if they were incorporated into local plans. There, the details would be worked out.

13. Non-Cooperative Public - local participants worried about localization and the problem of what to do about individual and cultural groups, e.g. aboriginals and Mennonites, who do not want to participate in the planning process. For example, the Region of Waterloo has had to establish the informally-known 'Mennonite Policies', and more formally named "Particular Cultural Circumstances" in its latest Official Plan. This then raises the ethical issue of pressuring people to participate in planning decisions, or pressing an issue when there is no conventional opposition. Also, there was the concern expressed as to how one deals with an apathetic public; getting them involved in the process when there is no perceived crisis?

14. New Planning Roles - two provincial actors said that institutions and interest groups would have new responsibilities with the 1995 landscape policies. For example, the Ministry of Culture would have to educate local people about landscape heritage; and LACAC's would assume new powers with their mandate expanding to encompass landscape conservation.

15. Local/Provincial Interface - for a few provincial participants development of 'policy' is seen as a provincial role, and figuring out the 'process' is a local concern. The tradition has been to let municipalities develop the details and the Province will assess those efforts after the fact, and build upon it. The belief is that innovative ideas only emerge at a local level, and the Province is a bad policy maker.

B. New Landscape Sanctions: *iii) Impacts on Landscape Conservation*

1. Creating Heritage Industry - both level of planning actors believed that new sanctions would create a need for experts who understood what these new policies entailed; creating a new branch of the heritage consulting industry.

2. Adequacy of Planning Act - local and provincial planning actors believed that land use planning tools are crude, e.g. zoning, subdivision, consents, and site plan control. Some said that the sanctions for landscape were inappropriate, e.g. for intangibles of landscape; and stewardship management; not providing for its management; and not

leading to the building of necessary community support. Perhaps a Secondary Plan with a Special Study within a Development Permit Process (as in UK) is the best.

Both the Acts are also not community-based; something that is needed for landscapes. Instead the legislation centres on the physical allocation of land uses. As well, there is the question as to whether planners are the best ones to handle these issues? There are also other Acts and agencies that could be more effective, e.g. Heritage Conservation Districts, Conservation Land Act, local by-laws, Wetland Policy, Conservation Authorities, MNR, MOE, MMA, private stewardship, and Carolinian Forests programmes. As well, there could be less onerous forms of protection through a new Heritage Land Use Zone. The new Ontario Heritage Act, in fact, is cited as a very good piece of conservation legislation for landscape by being broader and more consultative. In fact there are so many other policies one wonders if the Planning Act landscape policies are even needed as the other acts, policies, and agencies form a mosaic of protection.

3. Paradox of Localizing in Watersheds - both local and provincial participants thought that landscapes suggest a broader area then might be found complete within a system moving towards localization. It is up to local areas, therefore, to cooperate if watershed planning is desired. Because of these conflicting purposes one wonders about the Province's commitment to watershed planning.

4. Policies Protecting Viewsheds Contentious - provincial participants believed that the 1995 B13 policy, that protected viewsheds, was more contentious because it was very subjective; applied to a larger scale; more ubiquitous; harder to protect; and had less precedent in past conservation actions. Some called this policy one of a number of 'Sewellianisms' and suggested it would be opposed by land owners because it was a policy preferred by those who live 'outside' a landscape. In fact in hind sight we now know that this was the policy that was dropped from the 1996 Planning Act.

5. Policies Protecting Heritage Resources Less Contentious - the provincial participants believed that the 1995 B14 and B15 policies, that protected cultural landscapes and archaeological resources, were easier to deal with because they centred on tangible resources. Also these policies had some precedent in past legislation; and there was a longer tradition of thinking about cultural resources in terms of integrity, use and rehabilitation. As well, B14 would have more common support as it was closer to the heart; although land owners would still resist.

6. Policies Protecting Archaeological Resources Least Contentious - the provincial participants thought that the B15 policy that protected archaeological resources was the strongest policy because it had the longest established implementation: it was clearly written; it was prescriptive; and the policies, although strongly worded, would not stop development (resources are usually just recorded and then removed). A concern for archaeological resources was also voiced that they were more vulnerable being 'unseen', and traditionally under-represented.

7. Fragmentation of Landscape - one provincial actor expressed the concern that the landscape policies led to a separation of aesthetic from cultural; and also urban

from rural with cultural landscape provisions. By categorizing in different manners the holistic blend of landscape was defeated.

8. Legislative Triumvirate - provincial participants believed it was important to consider the landscape policies of the Planning Act in conjunction with conservation policies of the Environmental Assessment Act and Heritage Act. The provisions for the cultural side of the landscape are better served by the Heritage Act regulations, guidelines, impact statements and methodology. Accordingly, the policies for the natural side of the landscape are better served by the Environmental Assessment Act. Both the Environmental Assessment Act and the Heritage Act are less vague and more prescriptive. In fact there are, in total, 17 pieces of legislation that effect cultural heritage.

9. Potential of Landscape - a few provincial actors believed that landscapes allowed one to approach planning in a more holistic manner; working towards sustainability.

10. Difficulties of Landscape - provincial planning actors stated it was difficult to plan landscapes because they are a complex amalgamation of natural and cultural factors, that change continuously, and are viewed in a pluralistic manner. As well, they are hard to draw a line around as they are often found at a large scale and made up of intangibles. As a result, one may need expertise to implement and develop criteria and help reach consensus around landscape. But one also needs lay input to ground the landscape knowledge; always realizing how all our ideas are extremely limited.

11. Landscape Change is Inevitable - both local and provincial actors voiced the concern that sanctions should not freeze development, but development should not compromise 'character'. Seeking a balance in sustainable development helps determine what level of change is acceptable.

12. Political Will - provincial and local participants recognized that political will is everything, especially for a 'soft' issue like landscape. It will be taken up diversely: from being ignored; to the inclusion of 'motherhood' statements in Official Plan; to concrete landscape conservation. To work, landscape conservation needs community support and pressure on local area governments. The basic difficulty however, is that local areas are planning for the long-term health of a landscape within a short-term political time frame. Political will is there if people perceive that something of value is being lost. As well, once a landscape is designated, people see its value and play a more fundamental role in its continued conservation.

13. 'Soft' Policy Implementation - local planning actors described the many difficulties with the implementation of 'soft' policy. Some called the policies a mere "information item". There were also many detractors saying it was hard to get consensus; too costly to establish; and hard to get local Councils and "ordinary Joes" interested in something that was seen as esoteric in these times of unemployment and tax cuts. Landscapes were devalued and denigrated by many by calling it 'landscaping'.

14. LACAC Role - two local participants disliked LACAC's as a bunch of "'little old ladies' telling us what colour to paint our houses"[2].

C. General Commentary on Government Actions

1. Power of Sanctions - both levels of participants commented that official policies tell all parties involved in planning that landscapes should be taken seriously. It produces credibility and gets commitment from planning actors. In particular, naming something through a designation raises its profile. This is seen as defining it in a 'rational' manner. But it is difficult to get agreement on designations because they are so powerful.

2. Conservation Valuing - local planning actors said the true test of sanctions is whether "I" would like this land use next to me? If it is really important, one would be willing to fight for it. What brings conservation issues into focus is the sense of a loss of quality of life.

3. Private/ Public Rights - both levels of participants said that any sanctions are seen largely as an invasion of rights. Do landscape sanctions have any chance if they hinder private rights? And how can one influence conservation on privately-owned land; or a landscape that crosses many jurisdictions? Yet the feeling is that it is better not to acquire land, and best to encourage good stewardship by private land owners. From the public's side however: What is the price of preservation and are the people willing to pay? Everyone usually wants to conserve a landscape, except the land owner.

4. Conservation Change Dependent - both levels expressed that it seems that a crisis is necessary before conservation can occur and people are galvanized into action. However, inventories are best done in advance: better to be proactive than reactive.

5. Effect of Ideology on Policy - both local and provincial planning actors believed that the policy is inevitably effected by the ideology of the ruling government. And the issues most vulnerable to ideological shifts are 'soft' issues. Policies associated with these ideological approaches are also vulnerable if there is another shift in ideology. When ideological pressures are strong it is often observed that a policy is too doctrinaire to accommodate public sentiment. Accordingly, different groups align themselves with different ideological approaches. And yet at both ends of the ideological spectrum there is support for local empowerment: one for philosophical reasons; the other for budgetary reasons.

6. Necessary Consultation - local actors wondered what represents adequate consultation in order to change sanctions: election results; or extensive public consultation? And who has the final say: the politician or the public? If the

[2] Taken from Interview, Summer 1995.

present policies change without adequate consultation there can be resentment as to whether it was well-founded in public review. The Sewell planning reforms were judged to be a very credible public process. Another example of good public review was cited by participants as the Laurel Creek Study; and a poorly-done review, the Haldimand incinerator site selection.

7. Adjusting to Change - both levels of participants talked about the dynamics of change. It was felt the provincial institutions need to change to better accommodate landscape conservation. Their approach tends to be isolationist, seeing the landscape as islands of green and not as an integrated system. Short-term failure of landscape policies is therefore guaranteed as institutions will not change immediately. It takes a while to shift people's attitudes and economic structures. Change also happens across disciplines and movements; often in cycles. Finally because of this lag in change a transition period is needed; suggesting it usually takes 10 years to adjust to new legislation (e.g. introduction of Niagara Escarpment Planning Act and Environmental Assessment Act). Implementation of policies will also inevitably change the sanctions.

Developers usually have to bear the brunt of policy change, but they are the quickest to accommodate it. There was however, a flood of development applications before the March 28, 1995 passage of the new policies. Planners must also assist change by training in new rules, and holding workshops. However, there is the notion that bureaucrats become obsessed with any new sanctions, thus complicating the dynamics of change. The question is also raised whether the Planning Act should change or whether the institutions should change; a change that is far more fundamental.

8. Increasing Sanctions Through Time? - there is an impression at the local level that there are more regulations created over time. Or the existing regulations are more stringently enforced, e.g. Region of Waterloo considering 'Sensitive Groundwater Areas' and woodland strategies. Sanctions, in fact, change naturally with use, by compromises occurring on both sides. But until the sanctions have matured there will be a lot of visits to the OMB; and in that kind of regulatory environment, it is difficult to be innovative.

9. Fear of 'Designation' - local and provincial actors talked about the fear of 'designation' - being seen as restrictive. Using the term therefore can cause very heated public debate, public action and law suits. A local interviewee suggested that it is important to 'sell' the idea with positive conservation examples, e.g. Niagara Escarpment, and the use of tax incentives for conservation.

10. Ordinary to the Elite - both levels of participants felt sanctioning moves something from the ordinary to the elite, e.g. rising land prices on the Niagara Escarpment - this is the paradox of landscape conservation, especially with landscapes 'of the people'. Thus there must be a shift away from traditional conservation ideas, to less 'safe and controlled' areas where landscape is part of a larger cultural force with the potential to build community.

11. Elitism of Conservation - two provincial actors spoke about the criticism of heritage conservation that it is an elite preoccupation: the domain of the white, landed, male, anglo, and middle class. Those in power are the sanctioned story

tellers of that heritage. This could be why archaeological sites are staunchly protected - representing a previously under-represented story in the Province.

12. Provincial Distrust - both levels said that sanctions are linked to government and bureaucracy and that colours the way people receive the sanctions, e.g. misinformation about the Hagersville Fire; and resentment over the apparent entrenchment of the regional governments, as demonstrated by the construction of elaborate regional office buildings. Therefore, if people mistrust politicians and bureaucrats, the sanctions will be mistrusted. There is also the idea that bureaucrats only embrace an idea because it is policy, not because they are ethically moved. This is unlike the people, who don't care about policies, only about causes.

13. Sanctioning with Studies - locals felt that sanctioning also comes from studies, e.g. watershed studies in Waterloo, Laurel Creek, Blair-Bechtel, and Dunville Bioregion. Yet at the same time there have been many studies that have gone nowhere. Although studies can lengthen the process, the studies do 'open' an area for development consideration. Studies can also raise the profile of something previously unknown, e.g. Rainham Township. And studies can also be manipulated to a desired outcome, e.g. South Cayuga dump.

14. Outside Interest as Sanctions - two locals said that outside interest in conservation also sanctions work, e.g. Dunville developer going to the Sustainability Institute in Winnipeg to talk of his work. Part of that interest comes with local groups acting more 'professionally' and thus being more acceptable to outside observers.

15. Sanctions by Public Sentiment - two local planning actors believed that election outcomes can set political agenda and thus sanctions, e.g. R.A.G.E. and H.O.P.E. in Town of Haldimand. But one must watch the influence of special interest groups. If they become too powerful and persuasive other citizens may reject.

16. Plaques and Awards - two locals felt that sanctions also come in the form of plaques and awards.

17. Sanctioning by Organizations - one local said sanctioning also comes by forming organizations around landscape causes. Acronyms also help communicate the ideas of conservation, e.g. C.H.I.R.P., H.O.P.E., and R.A.G.E.

18. Other Conservation Approaches - two provincial actors felt there may be other techniques and policies that could equally serve landscape conservation, e.g. Ontario Heritage Foundation, development controls of UK, Environmental Assessment Act and Heritage Act.

3. Planning

A. Focus on Landscape Planning

1. Issues of Scale - both local and provincial planning actors acknowledged that landscapes can vary widely from a discreet site, through to a larger region. The question therefore is what scale should a landscape be, to be analyzed properly?

e.g. biosphere, ecoregions, bioregions, landscape units, watershed, subwatershed, headwaters, sites, network of sites, etc. The implications are also: at what jurisdictional level should a landscape be planned; and should it be planned cross-jurisdictionally?

Watershed, for example, may not be the best unit for planning as physical and cultural elements may not mesh. As well, it may not fit with the present tax structures and political jurisdictions. For example, agencies do not mesh: Waterloo is part of a larger Conservation Authority area, but it has its own Natural Heritage Framework. And GRCA, the larger watershed agency, does not have the necessary power to enforce conservation requirements. Further, watershed planning is a regional initiative but does it have the political support at a local level? Watershed planning should also be more then water management, it should reach back to the Conservation Authority's original mandate of grass-roots action. Watershed planning therefore suggests amalgamation or cooperation that can be challenging for the existing political and institutional structure.

2. Specifics/ Generalities - it was apparent at the local level that it is easier for people to discuss landscape in terms of specific sites, actions, etc.; as opposed to generic approaches to landscape conservation.

3. Landscape and Political Jurisdictions - both local and provincial participants raised the question as to whether there is a fit between a landscape and existing jurisdictional boundaries. Political jurisdictions determine the actors who will be involved in the planning process. In light of localization what will the role of upper tier actors be? As well, who will represent the union of urban and rural jurisdictions in a landscape that crosses between the two?

Local resistance to regional government comes from the fear of being lost in a larger bureaucratic setup with more governmental layers and regulations. It was also felt that local governments are pro-development, whereas the regional governments are not. The benefit of regional government is that it promotes development distribution, e.g. controlling water quality, urban sprawl, and transportation planning. And Regions do not have to go to the Province for a lot of approvals. In addition, those approvals are distanced somewhat from the local level, where it may be difficult to say "No" to one's neighbour. Some local interviewees also argued that it was more efficient; more consistent; it has no repetition; avoids planning duplication; gets more consolidated development; lends itself to less competition between areas and more cooperation; there is a better tax structure; and a more concentrated effort to attract business and tourism to an area.

4. Culture-Local/ Natural-Upper - local participants felt 'culture' in the landscape is seen as a local concern and the 'natural' in the landscape is seen as an upper tier responsibility (one participant saying that the Haldimand-Norfolk Act established this precedent). However, where does heritage, which can be both natural and cultural, sit; and the LACAC's that handle heritage issues (especially in light of the fact that only one fifth of local municipalities have LACAC's).

5. Landscape are Holistic - both local and provincial planning actors said landscape planning is seen as an amalgamation of planning, engineering, stormwater management, history and environment. As such, landscape planning is also called ecosystem planning - where natural and cultural elements are

integrated. Some even believed that it is so broad that it is not actually planning. The question is, whether traditional training equips planners properly for the task of landscape planning.

6. Community Resource - provincial participants felt landscape is a resource common to all and therefore everyone's concern. Associated with it are quality-of-life issues. Landscape is the whole community's concern drawing together all inhabitants in its planning. At the very least, fighting development proposals can draw communities together; and at best it helps to build communities.

7. Planning Only Action-Based - local actors said there is the notion that landscape planning can only be action-based; or it needs a perceived crisis. In areas where there is lower development pressure, landscape is not a planning issue. But what of measured thoughtful development and proactive planning? As well, when there is steady development people seem to be satisfied with the *status quo*. It is hard to be interested in day-to-day advocacy work. But proactive work such as land trusts is a lot more positive work then fighting proposals. Does one get further with cooperation or confrontation?

8. Official Plan Power - one local actor thought that if the landscape policies are incorporated in local Official plans, this will be the ultimate test of their acceptance.

B. Role of Planning Actors in Landscape Planning

1. Planners as Facilitators - both provincial and local planning actors said that planners are not in charge of the process, but rather are facilitators of the process. Planners are charged with the task of creating voices in the community, in light of the changing environment of cutbacks, less government, and more community activism. Planners are in the business of 'building capacity' - resisting the professional bias for a rational expert-driven planning process. But it is difficult for planners to do this because their role is institutionalized; and they are loath to lose control and status. It is difficult to appear open-minded and not in the pocket of special interests. As a result, planning education has to be broader to accommodate landscape planning. At present to be a facilitator means that a planner must go beyond what is legislated, e.g. North Dumfries aggregate committee, and rehabilitation awards.

2. Role of Public - both local and provincial planning actors said that community is the key component in landscape planning: providing landscape information through to making a commitment to landscape conservation. In light of the current government cutbacks there is an increased role for the public. Is it a return to the good old days, or is it unrealistic nostalgia? Yet who better to articulate their own heritage, than the community itself? But it is difficult to interest local people so they can make an effective contribution to the conservation of their local heritage. Involvement seems to only happen when there is a perception of something being lost, or needing protection. But when interest is piqued it can be powerful and it

can lead to community building. Concern was also raised over issues of legitimacy; legitimacy to speak for others in the planning process.

3. Role of Community Groups - both levels of actors said there would be an expanded role for community heritage groups with new landscape policies, e.g. LACAC. The question is whether these groups are equipped to fulfill these new responsibilities. But many feel LACAC's are not popular; and there are not many of them in small rural municipalities, because they cannot afford them. LACAC's, as a result, should try to have more public scrutiny and positive profile.

4. Advisory Bodies - one local actor talked about the GRCA, OMB, Planning Boards, etc. and that they would be more involved with landscape planning.

5. Non-Profits - two local participants said non-profits would have a significant role in landscape conservation through stewardship efforts, e.g. Lower Grand Land Trust. These non-profits can now hold land, have easements, and educate others about conservation. Perhaps they are more flexible, and thus better suited to the task of landscape conservation than governments now are.

6. Politician's Role - at both levels interviewees talked about the role of politicians. Politicians hold the real power therefore they should be effectively involved in the planning process. Yet they must also be aware that they will have to work against the inherent distrust of citizens. Distrust will be dispelled by being open and getting commitment for a project from the public, from the outset. There should be no preset agenda. Councils will become more powerful as power is localized. Therefore, the selection of these politicians becomes extremely important.

7. Role of Province - two provincial planning actors talked about the need to encourage communities to participate; help with inventories; instruct communities on how to go to OMB, etc. Now that the role of the Province is diminishing, with the localization of power, they can direct more energies to the refinement of the conservation planning process.

8. Role of Developer - a few local planning actors said that developers have a role in stewardship through development, e.g. H.O.P.E. seeking 'friendly' developers for the incinerator site in South Cayuga. A balance must be struck with developers to make sure conservation is not too commercially-driven.

9. 'Expert's' Role - in landscape there is a role for the expert and the lay person, but the challenge is determining what the mix should be. 'Experts' have traditionally always had a role with natural landscape conservation, but what of landscape with a cultural component? With experts comes certain baggage, that may or may not be appropriate for landscapes, e.g. technology for analysis; and mistrust resulting from the expert's past mistakes. Yet, when issues are contentious on vague issues such as landscape, governments defer to 'experts' to solve problems. But experts should not assume that local people are not sophisticated.

The search is on for the appropriate professional group to deal with cultural landscapes. It will probably be landscape architecture and landscape planning, as broader disciplines.

C. 'Good' Landscape Planning Practice

1. Range of Representation - both levels of participants felt that local people articulate landscape heritage and the widest range of public representation should be involved in planning because landscape are so complex. This flies in the face of the natural apathy of people who only get involved if they can "see it, touch it, and smell it". The object is to seek a balance of heritage, environment, arts, and business groups. One can interpret this wide range as the planner trying to cover themselves. Or more optimistically, it can be viewed as better planning, always resisting being swayed by special interests. Planning must therefore involve the public, different government levels, community planners, politicians, adjacent representatives, management experts, botanists, ecologists, special interest groups, etc. And each one has to have meaningful participation without a preset agenda; lots of inter-personal contact; accessible process and clear communications, occurring before decisions are made.

In a truly civic society therefore one can only blame the people, not the planner, if mistakes occur. Effective participation is expensive in the short-term but leads to a less expensive non-appellant environment in the long-run. This means people have to be more involved and government must operate in a less patronizing and intrusive manner than before. More participants could mean that it is a more unruly process and difficult for the planner to facilitate. But it is probably a better process.

In this participation, there has to be the right mix of personalities, e.g. interested folk, those with community contacts, those who know how to work with government, speak government's language or at least willing to learn, have local knowledge of landscape, have philosophy of inclusivity and facilitation. But still government is not totally hands-off, they must be willing to knock on doors and to get people involved. At present the public process set out in legislation is not adequate and government must go beyond. The key is to establish a citizen's steering committee then go later to the larger public.

2. Iterative Process - both local and provincial planning actors felt that it is best when the planning process is iterative. The ideas should be put into a public forum for discussion and feedback, as the process is continually evolving. Nothing is carved in stone, all is flexible without a preconceived agenda. Therefore involvement of the public is essential throughout the planning process, continuously assessing the process and the products of planning.

There must be a sophistication of the citizen participation process where the public is involved from information-gathering to making decisions. Landscape conservation especially demands a community-driven process. Issues that arise with this iterative process are a problem of validating information and sustaining interest through a long planning process.

3. Visioning - both local ande provincial planning actors talked about visioning exercises - visioning that leads to community building by establishing values, beliefs, management philosophies, commitment to environment, goals, terms, criteria, significance of resources, etc., before community planning. This way the

community is introduced to a project so that they may more effectively contribute to planning. The key to this visioning is that it establishes credibility with the public and gets them on side for volunteer commitment for the whole project, e.g. Commitment to Environment Registry of GRCA. This new process is also radically different from current planning which is often characterized as being top-down and expert-driven. The planner instead should seek "Consensus, Commitment, Cooperation, and Collaboration" (as per Tom Salter on a GRCA visioning exercise).

4. On-Going Involvement - local actors said that on-going involvement is also the key to the landscape planning process. If community has been built and partnerships formed through the process, on-going involvement will likely result, e.g. Ruthven Management Committee. And if the locals follow through with a process, approvals for proposals will be more likely; and the process will be smoother and more effective.

5. Balancing Economics and Environments - local participants said that all planning decisions should seek to balance economics and environmental concerns. This is especially important with local Councils, that often divide along pro-development and pro-environment lines. Some characterize this balancing act as "common sense". And others see this kind of balancing as a compromise of the heritage resource's integrity.

6. Sources of Information - local talked about the information that is needed to be an effective planning participant, e.g. workshops, open houses, university research, amateur information, conferences, journals, books (Tony Hiss), CHO, commissioned studies, knowledgeable people (Owen Scott, Gord Nelson), 'experts' in the Ministry of Culture, Environmental Impact Assessments, Ottawa-Carleton work; as well as Waterloo, Hamilton-Wentworth, GTA, Credit Valley Conservation Authority; and the Oak Ridges Report, MNR's Natural Heritage System, Crombie's 'green stuff', Fraser River Valley, Oregon. But one interviewee advised that one should always be cautious with the information, e.g. questioning commissioned studies.

7. Landscape's Uniqueness - a few local actors felt that it was important to recognize landscape's special dimensions of being subjective, dynamic (from place to place, and through time), 'soft' issues, and representative of people.

8. General Level of Protection - local participants felt that landscape protection means looking beyond watersheds to form conservation networks and partnerships, across a series of properties, and using 'Best Management Practice'.

9. Identification of Landscapes - both levels thought that an inventory is an important part of the process, initiated by the communities - moving from larger watersheds, e.g. Natural Heritage; to lower scale, e.g. building community awareness of heritage in the process.. Inventories help to build awareness and concern for heritage resources in advance of development proposals.

10. Master Plan - locals said a plan is needed to establish achievable conservation goals. Some in fact rejected the word 'plan' because of the baggage it brings along with it as being unsuccessful. A plan is often 5-years in length and deals with strategies of buying land, making handshake deals, getting easements, etc. As well, one must provide for how the community will be dealt with in terms of on-going funding, and education. This all together represents a conservation strategy.

11. Conservation Examples - both local and provincial planning actors said that good conservation planning examples are needed for communities to emulate. These projects help gain credibility for landscape conservation, proving that it can be done. This proof goes a long way to create popular support. "Selling" the idea is good business. This could be provided by the Province as case studies in a Technical manual.

12. Working Groups - provincial actors said that the best planning done in working committees focused on different issues; meeting over a shorter period so energy is sustained.

13. Accessible Process - one provincial actor expressed the thought that all documents, all communications, etc. must be presented in an accessible way. As well, the planning facilitators must be open to all participants.

14. Methodology - both levels said that there was a need for an established methodology for cultural landscapes, cognoscente of the pull to 'rational' planning as the best approach.: deciding what type of mapping to use; what documentary sources to consult; what to record and so on. Methodology can be detailed by province through the Technical Manual and the Best Practice Manual.