

THE CORPORATION OF THE DISTRICT OF BURNABY

PLANNING DEPARTMENT,  
January 14, 1966.

Mr. H. W. Balfour,  
MUNICIPAL MANAGER.

Dear Sir:

Re: Regional Plan for the Lower Mainland Planning Area.

INTRODUCTION:

In reporting upon the above subject, I have assumed that each Council member has at his disposal the following documents.

1. The official Regional Plan Programme (copy attached) which accompanied the Minutes of the General Board Meeting held on September 16, 1965.
2. The Official Regional Plan text, containing the Objectives, General Policies, Development Area Policies, and Administrative Provisions of the Regional Plan.
3. The Official Regional Plan Schedules, containing Long Range and Current Stage Plan maps, which apply the Policies contained in the text to designated areas of the Region. (see pages 10 and 11 for Burnaby maps)

I would point out that although the following comments will apply primarily to Burnaby; the Council is being asked by the Regional Planning Board to approve, not a plan for Burnaby, but a plan for the whole Region covering the area from Vancouver to Hope, as shown on pages 2 and 3 of the Official Regional Plan Schedules.

PRESENT SITUATION

Reference to the Regional Plan Programme shows that formal adoption of the Plan text by the Board took place on June 17, 1965, and formal adoption of the Plan maps by the Board took place on September 16, 1965.

At present meetings are taking place between the Board staff and Municipal Councils and staff in order to discuss the Text and maps that have been adopted by the Board. In this respect Burnaby Council has met once with the Board's Executive Director, and Burnaby Planning Department staff have had two or three meetings with the Board Staff on the subject of the Regional Plan.

The Board's programme envisages a review of all proposed changes received from Municipal Councils and the Board's Staff as a result of the above meetings; and amendment of the Plan by the Board, which will require a 2/3 majority vote by the Board members. Each member Municipality including Burnaby has one representative on the Board, and one vote.

Following this amendment and Board approval, each individual municipality will be requested to approve the Plan. Individual approval requires a 2/3 majority of Council, and 2/3 of all member municipalities will have to individually approve the plan, before it can be presented to the Provincial Government.

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Approval by the Lieutenant-Governor in Council is the last step and if given will result in the plan becoming the Official Regional Plan for the Lower Mainland.

The creation of such an Official Plan should not be confused with the creation of Regional Districts. The Official Regional Plan will have the same status as an Official Plan passed by Council under Part XXI of the Municipal Act. All existing bylaws remain valid; it does not involve the Council in any financial participation other than the normal annual budget contribution nor does it force the Council to take any action to implement the Plan. Such implementation if undertaken is through normal municipal development control procedures (e.g. capital budget, subdivision and zoning bylaws, building bylaw, etc.). It does require Council however to conform with the Plan, if they decide to amend existing bylaws. This requirement has very little impact on Burnaby; firstly because the designated areas reflect, our own zoning and land use boundaries and secondly because the development control exercised by the Regional Plan is much broader than that exercised by our own municipal bylaws.

#### COMMENT ON REGIONAL PLAN TEXT.

As described on page 2 of the Plan text, the Plan is intended to serve as a policy framework within which local policies can be formulated, provides guidelines for private actions and acts as a vehicle for co-ordinating the activities of the senior governments and their Agencies within the Region.

The Regional objectives are basic planning objectives, which should be applied to any area whether it be a Province, Region, Metropolitan area or Municipality, and the General Policies derived from them provide a general framework within which local planning can proceed.

The objectives are

1. An environment that provides for the health, safety, convenience, and satisfaction of the people living, working, visiting, and playing in the Region.
2. The orderly, staged, and diversified development of the Region, its communities and its resources.
3. The utilization of land in the Region for its most suitable use.
4. A transportation system that provides for the efficient movement of goods and people between the many parts of the Region.
5. A sound Regional economy including a broad range of employment opportunities throughout the region.

The Development Area Policies contained in Part 2 of the text have been examined in detail as they apply to Burnaby and the comments shown in the following table.

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<u>Regional Development Area Classification</u>	<u>Equivalent Burnaby Zoning Category</u>	<u>Comment</u>
URB-1 (Urban)	ALL Burnaby Zoning Categories.	At present all uses with the exception of heavy industry are permitted in URB-1. The Board's staff are recommending that heavy industry also be in- cluded.
IND-1 (Industry)	ALL Burnaby Industrial categories M1, M2, M3, M4. ALL Burnaby Rural categories A1, A2 to- gether with our Ins- titutional category P1, and Local Commercial category C1.	The Industrial 1 classification is applied to areas which are suitable for current indust- rial development.
IND-2 (Industry)	A1, A2, P1, C1	The Industrial 2 classification is app- plied to areas which have a future poten- tial for industry and require interim pro- tection in order to preserve the area for ultimate industrial use.
RSV-1 (Reserve)	No equivalent Burnaby zoning category.	Used to designate the Freeway and the Fraser Channel.
RSV-2 (Reserve)	P1	Used to designate the Technical Institute, Oakalla, Derby Hos- pital and Simon Fraser University.
RSV-3 (Reserve)	A-1, A-2, P-1, C-1	Designates land the best use of which is still to be determined.
RRL-1 (Rural)	All Burnaby Rural cate- gories A-1, A-2, to- gether with our insti- tutional category P-1 and local commercial category C-1.	Used to designate cur- rent agricultural use South of Marine Drive.
PK-1 (Park)	P-3	Used to designate es- tablished park areas.
PK-2	A-1, A-2, P-1, C-1	Used to designate potential park areas.

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Part 3 of the Plan Text deals with Administrative Provisions and is self-explanatory. During a discussion with the Board staff however, it became clear that clarification was required as to what constituted conformance with the Plan, following an amendment procedure instituted by the Municipal Council, I have requested the Board's staff to recommend an amendment that will make it clear that provided the general provisions of the plan are conformed with, the specific municipal bylaw will prevail, rather than the very general provisions of the Regional Plan.

As previously mentioned the definition of "Urban Uses" is to be amended to include heavy industry.

The plan amendment procedure was examined particularly in respect to possible delay, due to the need to circulate all municipalities. However, this should not constitute a problem for Burnaby as no amendment is required to deal with land use changes within the designated areas. The amendment procedure would only be required where it proved necessary to change an area boundary or where it was necessary to change one classification to another. Neither of these possibilities would occur often in a developed municipality such as Burnaby.

#### COMMENT ON REGIONAL PLAN SCHEDULES.

The Municipal Planning Department was in the process of discussing the Regional Plan Maps with the Board Staff, at the time the maps were formally adopted by the Board. Consequently the maps do not completely express our own thinking, and the following table has been prepared recommending revisions to the Regional Plan Maps as presently adopted by the Board.

<u>AREA</u>	<u>PROPOSED REVISION</u>	<u>REMARKS</u>
1. Parcel east of Willingdon; west of Confederation Park.	From IND-1 to URB -1	This parcel has been recommended for future acquisition and inclusion in Confederation Park in order to provide for shoreline access and waterfront development in the Burrard Inlet Study Report. The Urban designation will permit either industrial or park use of the property in the future.
2. The south side of the Lougheed Highway from Gilmore to Hol-dom.	From IND-1 to URB-1	This proposed revision is to bring the Regional Plan Map into conformity with the adopted Brentwood Study Area recommendations for future development and to take into account existing service industrial and commercial uses in the area.
3. Central area between Darnley Street and the Freeway.	From IND-1 to URB-1	This is the area proposed as a centrally-located administrative-recreational complex. URB-1 permits all uses.

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<u>AREA</u>	<u>PROPOSED REVISION</u>	<u>REMARKS</u>
4. Area between Auckland Avenue and northerly extension of road leading from the Deer Lake Interchange.	From PRK-2 to URB-1 and IND-1	This road has been recommended as the westerly limit of park development in this Central Area.
5. Government Road Area industrial sector along the G.N.R.	From IND-1 to URB-1	While this area is presently zoned M1 or M2 and is included as industrial in the Government Road Community Plan, an urban designation (which allows all uses including industrial uses) will allow a greater degree of flexibility - recognising the future possibility of obtaining a desirable residential or park link between the existing high quality residential development north of Winston Street and Burnaby Lake Park south of the railway.
6. Parcel in D.L. 143 at Shellmont and Lake-dale.	From IND-1 to URB-1	Minor change in boundary to conform with ownership pattern.
7. Cariboo-Lougheed-Government Road area.	From IND-1 to URB-1	This area is presently largely undeveloped and included in the R1 Zone. While the area has been designated as industrial in the Government Road Community Plan, an urban classification (which allows all uses including industrial uses) will permit a greater degree of flexibility for future development.
8. Area east of S.F.U. access road and north of the Freeway.	From IND-1 to URB-1	The exclusion of major industrial east of the S.F.U. access road and north of the Freeway is expected. An increase in residential growth following the proposed North Road commercial complex suggests the desirability of maintaining a more flexible approach to future development made possible by an Urban designation.
9. Stormont-Cariboo area.	From IND-1 to RSV-3	Recommended as an undetermined Reserve Area in view of the possibility of extending park corridor from Burnaby Lake along Brunette Creek into the Hume Park area of New Westminster.

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<u>AREA</u>	<u>PROPOSED REVISION</u>	<u>REMARKS</u>
10. East side of Provincial Government complex south of Grandview.	From RSV-2 to URB-1	Area included as provincial land but actually in private ownership.
11. New Haven School	From RRL-1 to RSV-2	This provincial institution should be designated Institutional Reserve RSV-2.
12. Stride Area industrial development.	From URB-1 to IND-1	Minor boundary adjustments are proposed to take account of existing subdivision pattern, Stride Avenue Park-School development and the gravel pit location.

**CONCLUSION**

There is no doubt that Metropolitan and Regional areas, composed of a number of separate and autonomous Municipalities require a vehicle by which each Municipality can coordinate its efforts with that of its neighbours.

The proposed Regional Plan constitutes such a vehicle and it is my opinion, that subject to the recommended map changes; clarification as to the dominant status of municipal bylaws upon amendment; and the inclusion of heavy industrial uses in the URB-1 category; the Council could approve the Plan, gain the advantages of Regional coordination and at the same time retain control over all local (Municipal) planning matters.

Respectfully submitted,



A. L. Parr,  
PLANNING DIRECTOR.

ALP:ejw

att.

c.c. Municipal Clerk.

OFFICIAL REGIONAL PLAN PROGRAMME

