

ITEM 17
MANAGER'S REPORT NO. 41
COUNCIL MEETING May 28/73

17. Re: Establishment of Policies to Guide
the Growth and Development of the
Municipality

The following is the report of the Planning Director dated
May 28, 1973, regarding the above.

RECOMMENDATION:

THAT the Planning Department be authorized to establish
a programme of meetings and to engage (with appropriate
staff) in discussions with any group that desires it on
any subject directly or indirectly related to the future
of Burnaby, but if possible related to the Urban Structure
Policies shown listed in the attached Appendix I.

THAT the Planning Department prepare a report summarizing
the findings of such meetings and that it be presented
to Council for its consideration no later than October 29, 1973.

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PLANNING DEPARTMENT

MAY 28, 1973

OUR FILE: 15.118

RE: ESTABLISHMENT OF POLICIES TO GUIDE
THE GROWTH AND DEVELOPMENT OF THE
MUNICIPALITY

INTRODUCTION

Arising out of a discussion at the 22 May 1973 Council meeting,
as to appropriate timing and type of development for the west
side of Burnaby Mountain, the Planning Department was requested
to provide a general report on a process which would lead to
the resolution of such questions.

The Council discussion also raised questions as to the extent
of the involvement of the public and of other levels of Govern-
ment in the policy decision making process and the role of the
Municipal Staff (particularly the Planning Department) in such
a process.

These same points have been raised during Committee discussions
concerning procedures for dealing with Urban Structure and
the report that follows is relevant to both these matters as the
future of Burnaby Mountain and the establishment of policies
to guide the growth and development of the Municipality are
inseparable.

REPORT

The Municipal Council of Burnaby and its Committees and Commissions, have traditionally followed a procedure of involving the public in the process of preparing plans and making policy decisions on matters which affect them.

This involvement can take a variety of forms, ranging from small informal meetings with specific groups to discuss a detailed local issue, to large public meetings with many residents to discuss issues which affect the Municipality as a whole. An example of the former is the issue of the location of Winston Street and its landscape improvement; examples of the latter are the establishment of the policies governing Apartment development in the Municipality and the passage of the Parks and Recreation Capital Improvement Bylaw.

In the past, irrespective of the size of the meeting or the nature of the subject, the approach has been relatively standard. The issue is recognized having been raised either by the public, by the elected representatives, or by staff. It is then studied by staff and proposals prepared and put before the Municipal Council. Should the Council be in general agreement with the staff proposals, meetings are held to explain the proposals to the appropriate public group, and comment and discussion is invited and obtained. The preliminary proposal is confirmed or amended by staff, based upon the public response, and presented to Council who make a final decision on the plan or policy to be adopted and implemented.

This type of approach was to be followed in leading to the final adoption of the policies contained in the Planning Department report on Urban Structure, policies which are general in nature, and involve all residents of the Municipality in the issues of growth and development. A summary of the report was to be prepared by a Consultant suitable for general distribution, explaining the policies of Urban Structure and public comment invited on the proposed policies.

However, over the past few months the nature of public meetings has changed, and it appears that people no longer want ready answers. In order to fully understand what is involved they desire to be involved from the beginning in discussions as a part of preparing proposals for their community, rather than be presented with completed plans for comment.

Examples of this trend are seen in recent meetings which have been held with the Gilley Avenue residents and the Sullivan Heights residents, where the topics for debate have ranged over a wide area, rather than being concerned with a specific issue.

The Sullivan Heights residents for example are concerned with matters of general land use and population density; traffic and circulation, community facilities, open space and social programmes, to mention only a few items, and the process of discussion underway is almost bound to lead to changes in the existing policies governing development in the area.

Coupled with this changing emphasis on the nature of public involvement is the fact that although the report on Urban Structure is intended to be primarily a tentative policy statement to promote public debate; the inclusion of example plans in the Policy Implementation Section and detailed new town proposals in the Urban Design Section has led to a general feeling that the report presents a fixed physical plan, rather than tentative policy statements. This feeling which is quite contrary to the intent of the report, is nevertheless quite real in the mind of the resident and therefore apparently quite contrary to the current trend of continuous public involvement.

Faced with this seeming impasse, several meetings have been held with the Mayor, the Planning Department Liaison Alderman, representatives of the Advisory Planning Commission and the G.V.R.D., the Manager and the Director of Planning, at which two alternative methods of involving the public in the establishment of policies to guide the growth and development of the Municipality have been put forward.

The FIRST assumes that the public generally will only respond to specific proposals, particularly when they can see that it affects them directly, and that based upon this assumption, the Municipal Council should carry on with its traditional method of public involvement, namely - endorse the policies contained in Urban Structure, prepare specific proposals based upon these policies for the Municipality and hold public meetings to explain these proposals and to obtain public response to them.

The SECOND assumes that the public generally is vitally concerned with alternative policies affecting growth, environment, population, density, etc., and wish to discuss these issues and be involved in the policy preparation before specific proposals are drafted. With this assumption the Council and staff would embark on a series of open meetings over a two to three month period with as many people as possible (preferably in small groups) in order to give the residents of Burnaby the chance to say what their concerns are, in what way they would like to see the Municipality grow, and if they have an image of Burnaby in the future.


BOTH APPROACHES RECEIVED SUPPORT DURING DISCUSSION, BUT THE MAJORITY FAVOURED THE SECOND ALTERNATIVE OVER THE FIRST, NAMELY A SERIES OF COMPLETELY OPEN INFORMAL DISCUSSIONS, RATHER THAN FORMAL PRESENTATIONS OF SPECIFIC POLICIES AND PLANS.

RECOMMENDATION:

THAT the Planning Department be authorized to establish a programme of meetings and to engage (with appropriate staff) in discussions with any group that desires it on any subject directly or indirectly related to the future of Burnaby, but if possible related to the Urban Structure Policies shown listed in the attached Appendix I.

THAT the Planning Department prepare a report on such meetings for the consideration of the Municipal Council.

Respectfully submitted,


A. L. Parr,
DIRECTOR OF PLANNING

ALP/mp

Attachment

ESTABLISHMENT OF POLICIES TO GUIDE THE
GROWTH OF DEVELOPMENT OF THE MUNICIPALITY

APPENDIX I

1. SETTLEMENT PATTERN

"URBAN STRUCTURE"
POLICIES PROPOSED BY BURNABY
DECEMBER, 1970

LIVABLE REGION
POLICIES PROPOSED BY THE G.V.R.D.
NOVEMBER, 1972

Instead of growing homogeneously, the Settlement Pattern policy proposes heterogeneous growth. (P. 82)

Settlement types should be uneven; there should be urban life-styles and there should be suburban life-styles. (P. 82)

Introduce a network of urban new towns... and locate these towns in areas which need revitalizing or which are still undeveloped. (P. 82)

The metro town policy is not intended to be a policy of dispersal, but of integration of sub-areas. The whole area should still rely on downtown for major cultural and social events, and for major business transactions. (P. 84)

The town sites should have a planned shape and limited size. (P. 82)
Whole sections of townscape should be designed together. There should be a range of community facilities. (P. 100, 101)

The pressure for more development in the suburbs should be removed by directing it to new towns. (P. 64)

There has to be contact with people and walking has to be direct to make sense. (P. 26)

The Settlement Pattern Policy proposes an integrated pedestrian circulation system. (P. 87)

Provide a balanced housing pool which allows social mobility without breaking local ties. (P. 87)

In a balanced housing pool, families should be able to move through their full cycle of growth and always find suitable accommodation in the same general area. (P. 86)

The close proximity of different socio-economic groups should benefit the community. (P. 86)

Prevent the monotonous spread of suburbia; exploit the unique advantages of each part of the region.

Reflect the diversity of life-styles of the families and households of the region.

G.V.R.D.... should focus on securing strategic land required for the development of Regional Town Centres.

Regionally control and develop office centres or Regional Town Centres outside of downtown and attempt to decentralise growth to these centres.

In the more intensely used districts pay special attention to good design, siting of buildings, open spaces and community facilities.

Preserve and strengthen the stable residential areas.

Create places where people can meet - places to walk, to stage events, to relax.

Create places where people can walk.

Provide for a mix of housing types, so long-term residents don't have to leave the neighbourhood when they leave their home.

The Program/Plan should contain provisions to accommodate a variety of housing types and tenures throughout the Region, to reflect the diversity of life-styles of the families and households of the Region.

Subsidized housing for low income people should be part of the housing mix in a local community.

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Settlements Patterns....page 2

"URBAN STRUCTURE"
POLICIES PROPOSED BY BURNABY
DECEMBER, 1970

There should be a range of residential areas from luxurious to minimum standards. All have certain positive qualities: rich communities introduce a high level of privately maintained landscape, low income communities introduce vitality into the streets.
(P. 86)

LIVABLE REGION
POLICIES PROPOSED BY THE G.V.R.D.
NOVEMBER, 1972

The G.V.R.D. should create opportunities in every part of the Region for housing families and households at all income levels.

We believe that a variety of types of housing should exist in every community in the region, though not necessarily all types in all communities.

2. CIRCULATION

"URBAN STRUCTURE"
POLICIES PROPOSED BY BURNABY
DECEMBER, 1970

Accommodate Burnaby through traffic on the existing regional corridors, make them sufficiently wide and equip them with rapid transit systems. (P. 90)

The roads plan should be based on a system of 4 major categories of roads:

- a) Regional Corridors, for heavy volume fast moving through traffic.
- b) Commercial Land - Service Spines, for heavy volume slow moving destination traffic.
- c) Local Arterials, for medium speed, medium volume short range through traffic.
- d) Residential and Industrial Collectors, for medium volume, slow moving destination traffic. (P. 91)

A public transportation system should not be designed with the view of relieving the congestion in the automobile system but as a basic social facility needed to improve the quality of life for a substantial number of the population. (P 94)

The public transportation system should be complete even in its initial stages. Therefore, instead of a high technology, single line rapid transit system a more complete if slower surface system should be initiated. (P. 96)

Public transportation in low density areas should be a computerised bus system and not follow fixed routes. (P. 97)

We should consider rapid transit in the all purpose corridors and design the system as a predominantly surface system. (P. 96)

Inside the downtown area a public transportation system of driverless taxis is anticipated. (P. 97)

Linear parks should eventually grow into a continuous network, and form a separate circulation system for walking, bicycles and horses. (P. 104 and 105)

Pedestrian access should be the most direct way and driving should involve the clover leaves and traffic lights. (P. 99)

LIVABLE REGION
POLICIES PROPOSED BY THE G.V.R.D.
NOVEMBER, 1972

Study the possibilities of increasing the capacity of existing routes and services.

By such methods as land banking G.V.R.D. should take action to control the location and price of land being made available for urban purposes. These efforts should focus on securing strategic land required for the development of public transportation facilities.

Plan a long-range, all-purpose transportation corridors network and seek the co-operation of the Provincial Government in preserving the corridors until needed.

Discourage autos entering downtown and provide better public transportation alternatives.

Pay particular attention to the development of bicycle paths and linear parks using areas adjacent to watercourses, dykes, ravines, etc.

More effort should be directed to control automobile usage in urban areas.

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3. GREEN SPACE

"URBAN STRUCTURE"
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DECEMBER, 1970

The green space policy should achieve a continuous landscape in the city. It should be structured into various landscape types, ranging from the hard-edged planter type landscape in the town centres, to the boulevard type in the pedestrian main streets, to the green arterials on the outside of towns and suburban communities, and from there to the regional parks. (P. 106)

The policy attempts to pull the whole municipality together with a free flowing continuous arterial network of parks and trails in which people can move freely, and in the process arrive at logical destinations. Such destinations would be the shores of the Inlet, the banks of the river, the lakes, and the Burnaby Mountain Regional Park. (P. 106)

Urban landscape should be used to define suburban communities, surrounding them with landscape to preserve their identity and to shield them from offensive sights, smells and noises. (P. 100)

While it is not possible to have true wilderness in Burnaby certain parks should nevertheless appear to be endless. They should be linear and continuous and eventually grow into a connected network throughout the whole city. Their design should emphasize tranquility. (P. 104)

Linear parks should be designed for walking, bicycle paths and horses. (P. 105)

Provide semi-privately play spaces where children and pets should have freedom of movement while still being contained and under surveillance from the houses around.

LIVABLE REGION
POLICIES PROPOSED BY THE G.V.R.D.
NOVEMBER, 1972

Maximize the development or recreation opportunities within the Region.

Conserve scenic values by scenic easements.

Most of the foreshores, especially that most accessible from urban centres, should be kept for public benefit.

Seek greater use of the rivers and bars, for their recreation potential, and find ways to develop public access thereto.

Recuperate for public use unintensively used industrial areas of foreshore.

Preserve as much as possible of the unique and wilderness areas of the Region such as foreshores and mountainsides by official Regional Plan designation, by acquisition and other measures.

Pay particular attention to the development of bicycle paths and linear parks adjacent to watercourses, dykes, ravines, etc. (The forthcoming Greenbelt Report will provide a basis for development of such proposals).

Promote the development of mini-parks, especially in high density residential areas.

4. EMPLOYMENT LOCATIONS

"URBAN STRUCTURE"
POLICIES PROPOSED BY BURNABY
DECEMBER, 1970

LIVABLE REGION
POLICIES PROPOSED BY THE G.V.R.D.
NOVEMBER, 1972

We should encourage "a balance between job seekers and job opportunities over relatively small local areas." (P. 109)

We should encourage living and working in the same place.

Industry occurs in belts along the main lines of freight traffic. The belts should be accepted as general trends and steps taken to minimize the irregularities. (P. 108)

The Livable Region Program/Plan should contain policies to provide maximum opportunities for people to live close to where they work or to work close to where they live.

Most industrial expansion space should be located in the emerging belts. (P. 108)

Industrial enclaves in residential areas should be avoided. (P. 109)

Residential enclaves in industrial areas should be avoided. (P. 109)

Existing enclaves should be provided with a visible edge to limit further growth. (P. 111)

Locate certain types of industry close to residential areas, as this is a great asset to the less mobile groups. (P. 109)

Provide places to work within the community, so at least some people can walk or cycle to work.

Offices which are not of the head office type should be encouraged to move to the centres of regional towns. (P. 109)

Regionally control and develop office centres or Regional Towns outside of downtown.

By providing a percentage of office employment throughout the metro area, large monolithic blocks of manual labour suburbs can be avoided.