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### Corporation of the District of Coquitlam

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Mayor -- J.L. Tonn

### Corporation of Delta

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Mayor -- Dugald J. Morrison

### Corporation of the City of New Westminster

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Mayor -- Muni S. Evers

### Corporation of the City of North Vancouver

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Mayor -- Tom H. Reid

### Corporation of the District of North Vancouver

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Mayor -- L. Bruce Scott

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City Hall, 2425 St. John's Street, Port Moody. Tel. 936-7211  
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Mayor -- William Vander Zalm

City of Vancouver

City Hall, 453 W. 12th Avenue, Vancouver 10. Tel. 873-7011  
Mayor -- Arthur Phillips

Corporation of the District of West Vancouver

Municipal Hall, 750 - 17th Street, West Vancouver. Tel. 922-1211  
Mayor -- Arthur Langley

Corporation of the City of White Rock

City Hall, 15322 Buena Vista, White Rock. Tel. 531-5551.  
Mayor -- Art Wall

Electoral Area A -- University Endowment Lands

Director -- Allan Kelly, A.C. Kelly & Associates, 246 E. Broadway,  
Vancouver 10. Tel. 874-4924

Electoral Area B -- Ioco-Buntzen

Director -- W.B. Crawford, Box 7, Belcarra. Tel. 939-1504

Electoral Area C -- Bowen Island

Director -- G.M. Budge, 2060 W. 43rd Avenue, Vancouver.  
Tel. 261-3282 (res) 683-3301 (bus)

GREATER VANCOUVER REGIONAL DISTRICT'S  
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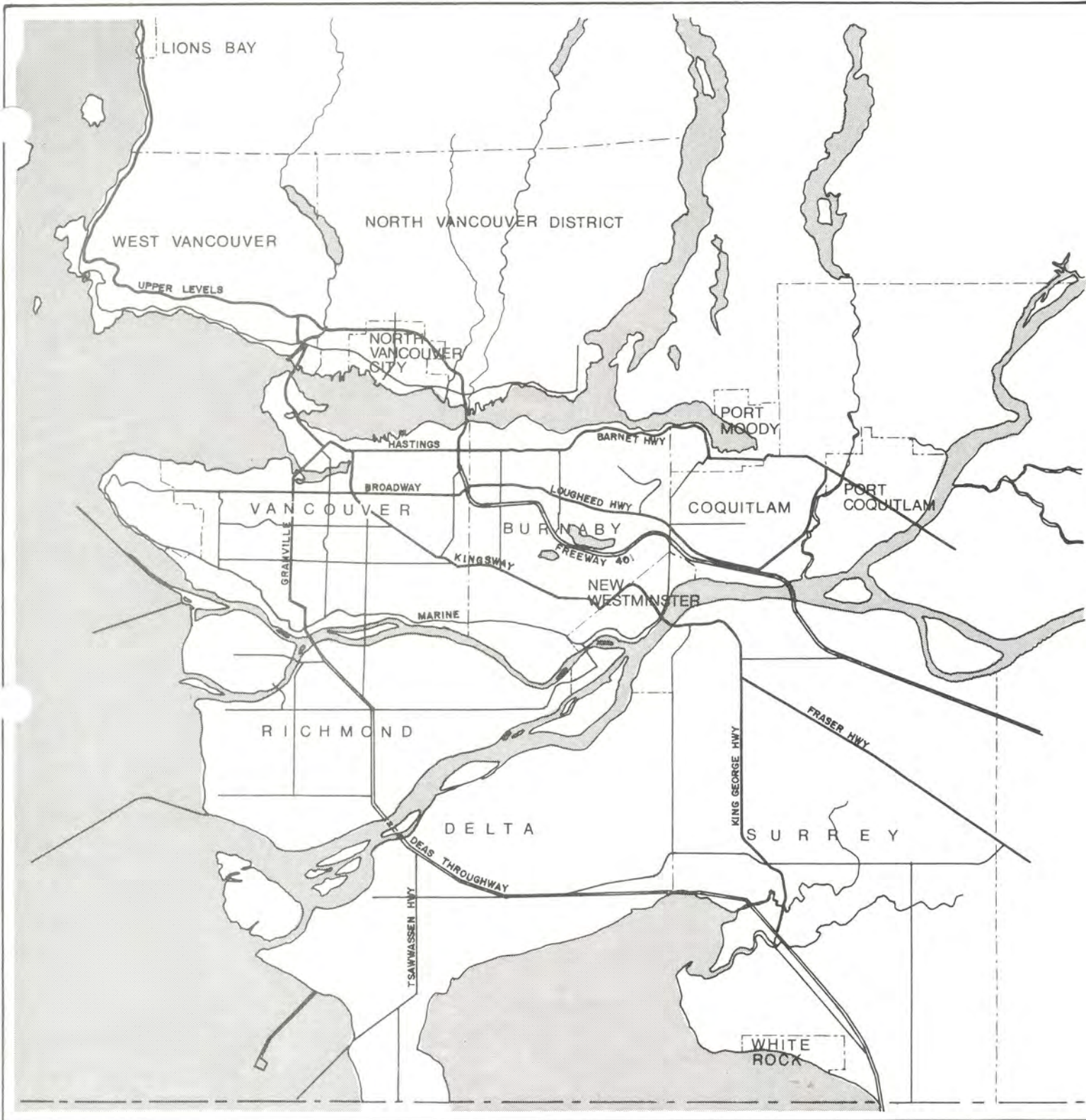
Chairman -- Mayor Ron Andrews (North Vancouver District)  
Members Mayor Robert Prittie (Burnaby)  
Mayor Henry Anderson (Richmond)  
Director Allan Kelly (University Endowment Lands)  
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## MUNICIPAL FINANCE AUTHORITY REPRESENTATIVES

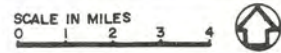
Mayor Ron Andrews (North Vancouver District)  
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Mayor Muni Evers (New Westminster)  
Mayor Art Phillips (Vancouver)  
Director Allan Kelly (University Endowment Lands)

## LOWER MAINLAND REVIEW PANEL

Mayor Robert Prittie (Burnaby)  
Mayor William Vander Zalm (Surrey)



# GREATER VANCOUVER





## OBJECTIVES

(one axis of the matrix)

### URBAN AND POPULATION GROWTH

1. Control local area growth rates within limits that permit growth and change to be absorbed by the local community without feelings of disruption or loss.
2. Make growth more predictable, in order to reduce the feeling of insecurity engendered by unforeseen growth.
3. Ensure that planned population growth in residential developments will be on target.

### FARM

4. Preserve farmland (valued in itself).
5. Preserve land for food production, since it may be in short supply in the future.

### FOOD

6. Ensure availability of fresh milk, fruit, crops in season.
7. Keep the region as self-sufficient in food supply as possible.

### NATURE

8. Preserve unique and wilderness areas such as foreshores and mountainsides.
9. Conserve scenic values.

10. Utilize potential of unique natural features of the region.
11. Capitalize on scenic values.

#### FLOOD AREAS

12. Avoid increasing the number of people and amount of property subject to hazard of floods.
13. Reduce the flood hazard to persons and property already located in the floodplain.

#### PARKS

14. Economize on long-term public investment in land for regional parks.

#### RECREATION

15. Increase choice of recreation places available.
16. Provide a variety of kinds of recreation - bicycling, hiking, walking, nature study.

#### POLLUTION

17. Reduce automobile pollution.
18. Reduce pollution of the air, water, and land, and reduce unwanted noise.
19. Reduce the public costs of anti-pollution programs or measures to combat "necessary" pollution.



## REGIONAL CENTRES

20. Concentrate commercial and community activities in centres which can be economically linked by public transportation.
21. Increase accessibility of specialized "central place" facilities and services to people from all parts of the Region.

## INDUSTRY

22. Concentrate secondary industrial development into areas easily reached by the local labour force.

## JOBS

23. Encourage location of enterprises in areas where the kinds of jobs they offer are suited to the characteristics of the labour force resident in the area.

## COMMUNITY

24. Increase feelings of community, identification, local pride in all parts of the Region.

## LOCAL COMMUNITY

25. Increase choice of work and living places available locally.
26. Provide public and community services to new residential communities with least possible time lag from date of initial development.
27. Create or maintain communities with a variety of income levels, but avoid creating communities in which housing styles, life styles, and income levels are so intimately or conspicuously mixed that social conflict and deterioration of property values result.

## NEW COMMUNITIES

28. Achieve economies of scale in building new residential communities.

## EXISTING COMMUNITIES

29. Reduce change and fear of change and disruption in existing residential communities.

## HOMES & HOUSING

30. Provide land at prices that will permit a larger percentage of the population to afford single-family housing and/or
31. provide land at low prices for the benefit of lower income people in the region, or
32. reduce prices and rents, both new and existing stock.
33. Increase the choice of housing types and tenures available to families and households on basis of their preferred life styles.
34. Increase the choice of locations where certain life-style groups can find suitable housing.
35. Create opportunities in every part of the Region for housing families and households at all income levels.
36. Provide greater opportunities for people to live close to where they work.
37. Prevent land values, assessed values and land taxes from "squeezing out" certain groups: retired or low-income people on acreages, hobby farm living.
38. Prevent cost of land from escalating out of line with general cost-of-living rise.

## SHOPPING

39. Reduce time and inconvenience of effective "comparison shopping" for goods and services.
40. Make "downtown" types of goods and services more accessible to local areas; increase variety and choice available locally.

## LAND DEVELOPMENT

- 41. Reduce the risk of "speculative pressure" causing leap-frogging of development and sprawl.
- 42. Capture increases in land value created by public expenditures on transportation, public buildings and other services.

## FUTURE LAND USE

- 43. To allow maximum scope, options for future decisions about allocation of land (beyond the end of the planning period).
- 44. Make good interim use of land being preserved for the future.

## PUBLIC FACILITIES

- 45. Maximize useful utilization of existing public buildings and capital works.

## SERVICES - IN AND ON THE GROUND

- 46. Minimize costs of new basic services infrastructure: sewer, water, drainage.

## URBAN SERVICES & SYSTEMS - GENERAL

- 47. Build "resilient" infrastructure and transportation systems that can absorb or quickly recover from crises (transportation strikes, water main failure, storm damage, etc.)

## TRAVEL

- 48. Minimize costs of future transportation facilities.
- 49. Reduce need for transportation facilities.
- 50. Reduce time cost and inconvenience of travel to work.
- 51. Reduce time and inconvenience of travel to recreation.
- 52. Keep options open for future opportunities created by new transportation technology.
- 53. Increase choice of mode of travel to "central place" facilities.
- 54. Increase accessibility in general for persons unable to use a private automobile for personal transportation.
- 55. Increase accessibility of external recreation areas to persons unable to use a private automobile.
- 56. Reduce distance and time of travel to exterior recreation for people living in the Region.

## PUBLIC PARTICIPATION

- 57. Provide people an opportunity to participate in government decisions.
- 58. Ensure that the Board and staff have a good understanding and knowledge of public views at the beginning of new studies.
- 59. Reduce the delay between the development of a regional problem or issue (in the public area), and GVRD's becoming involved in it.



## PLAN GROUP'S WORK

### Policy exploration studies started

- What is the population capacity of infill areas within the existing urban perimeter, and what policies will produce maximum utilization of this capacity 1976-1986. Consultant.
- What characteristics are desired by the public in regional town centres, and what are the implications of those characteristics for the size and layout of the centres. To be followed by an examination of the characteristics and location patterns likely to come about through operations of private entrepreneurs. Consultant and Public Program staff.
- What existing and potential residential communities exist; what are their limits, and their geographical and socio-economic characteristics, especially with reference to their receptivity to change and development, and suitable locations for regional town centres. Consultant.
- What are the prospects for maximizing "living in proximity to workplace"; how is this influenced by availability of housing in relation to income levels provided by the job-mix in various sub-areas of the region. Consultant.
- What are the potential costs and benefits of opening up for development land at higher elevations and/or on steeper slopes than allowed by current official plan policies. What is the potential population capacity of such areas. TPC working committee.
- What is the potential for absorbing population growth by re-development in existing urban areas, within the constraints of present municipal policies and outlook and the attitudes of the residential communities concerned. TPC working committee.
- What patterns of regional growth are conducive to economies in providing major sewer, water, and drainage facilities 1976-1986. GVRD Engineering Department.
- What patterns of regional growth are conducive to savings in the provision of road facilities, 1976-1986, under varying assumptions concerning the use of public transit. Consultant and Broad-Bush Transportation Committee Sub-committee.

## SENIOR GOVERNMENT STUDIES

There are a number of policy exploration studies to be carried out which are of particular concern to senior government departments or in areas where those departments have available expertise and resources. We would look to the senior governments to take full responsibility for such studies.

From the Province we would like commitments to the following studies:

- Study of extra-regional travel demand and alternative ways of providing facilities therefor.
- Preservation of farmland and viability of the farming community within GVRD and adjoining areas.
- The planning and reservation of a network of all-purpose transportation corridors.

We would like the Province to share in the costs of the study of the capacity of the existing roads system and the analysis of the transportation demand generated by alternative patterns of urban development.

From the Federal Government we would like:

- A study to evaluate the environmental assets of the entire region and to prepare an environmental assets classification map somewhat similar to the Soils Classification maps produced under the Canada Land Inventory, together with a synoptic landscape analysis, so as to help determine suitable, or least harmful, areas for urban growth by the establishment of new communities.
- A study of the economy of the port and land requirements necessary to fulfil Vancouver's function as the major west coast port.
- Study of major road transportation facilities, particularly the crossings of the major water carriers within the region and the possible utilization of ferries for intra-regional travel.

In addition we would like joint Federal and Provincial participation with us in two studies:

- A study of the possibilities of decentralizing the location of tertiary employment from the downtown area of Vancouver to other major regional centres to be created within the region. We believe this examination should start with a look at the decentralization possibilities for future office

and employment locations for government departments, Crown corporations, and public utility companies and educational facilities.

- Study of the "housing mix" questions -- how to accommodate a variety of housing types appropriate to the variety of life-styles and income levels of the regional population, within the various parts of the region.

Detailed terms of reference for these studies have not been drafted, but we hope the above capsule descriptions are sufficient to permit further discussion.



# A REPORT ON LIVABILITY

This report describes progress on the Livable Region Program up to November 1972. The program is designed to translate what

people say are the important issues affecting the Greater Vancouver Region into governmental action.

This progress report records what some 40 community...

*Greater Vancouver Regional District*



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*This report describes progress on the Livable Region Program up to November 1972. The program is designed to translate what people say are the important issues affecting the Greater Vancouver Region into governmental action.*

*This progress report records what some 40 community groups have said to us so far and what the Planning Committee of the Greater Vancouver Regional District currently proposes as measures to deal with the issues of livability. It is a report from the GVRD Planning Committee to its Board of Directors, to the municipal councils of Greater Vancouver, but especially to citizens and community groups so that they may further contribute to this program to maintain and improve the livability of our Region.*





## THE STORY SO FAR



Two years ago the Planning Committee of the Greater Vancouver Regional District met for a weekend seminar to discuss the future of the Greater Vancouver Region and what part the Regional District should play in guiding that future. One strong conclusion came out of two days of discussion — "We must be concerned with maintaining and improving the livability of the region." Perhaps a catch word, for it opens up very interesting questions — What makes for livability? What works against livability? What are the important things GVRD should be concerned with if it is to be responsible for managing the growth of the Region? The Planning Committee and its Planning Department conceived the Livable Region Program to respond to these questions and to propose action programs to be undertaken in the next 10 years by the departments of the GVRD and other governmental agencies.

A basic principle of the program is that the community must play a major role in identifying the issues of livability and in developing policies to tackle them. During the spring and fall of this year, members of the Planning Committee and staff have been meeting with community groups throughout Greater Vancouver. Each section of this first report on the Livable Region Program deals with an issue raised during these public meetings. In addition to reviewing what we have learned at community meetings so far, the report presents the Planning Committee's proposed policies for dealing with the issues raised. It also includes comments on the issues by way of background information and discussion of points raised by the public.

The next step is up to you, the public of this Region. Have we correctly interpreted and stated your views? Have we proposed satisfactory policies to achieve the kind of things you want done? What have we failed to consider? We hope to hear from you at our meetings in the coming months. For those who want to respond immediately, our address is:

GVRD Planning Department  
2294 West Tenth Avenue  
Vancouver 9, B.C.  
Telephone: 731 - 1155

## THE MOOD OF THE REGION



Three concerns were expressed in almost all of the discussions we have had with a wide variety of groups in all parts of the Region:

- A resistance to further rapid growth and a concern for personal livability,
- A desire to participate in community decisions.
- A wish to see action.

These ideas, which have been either stated directly in meetings or reflected in comments about specific problems and local issues are described more fully in later sections of the report. They indicate a mood of impatience and dissatisfaction with what is happening today. Perhaps this reaction is to be expected when a government agency asks citizens for their opinions on the present state of affairs. But it seems to us we should be concerned that while residents of middle age or older look to the past with affection, very few persons that we spoke to look to the future with pleasant expectations.



### WHAT PEOPLE ARE SAYING

#### Stop Growth !

Since the first meeting held last spring the most commonly expressed feeling was that growth in the region should be stopped or severely restricted. Whether the speaker was talking about growth in general or about a particular form of growth — new housing, high rise buildings, loss of natural



features, increased traffic congestion, etc. — his anti-growth feelings were an expression of personal experience and observation. The term "growth" seemed to summarize all the unpleasant changes in the environment, "... and the changes come so fast!" "So let's stop the process now, as soon as possible."

Many persons have decided that any form of growth is undesirable. To many persons in the Region who greatly value having their own home on a lot, growth is a threat that makes this ideal less possible. In the central metropolitan districts, multiple family units — usually in highrise buildings — are seen as gradually threatening old neighbourhoods. Areas like South Surrey, which grew up in the last decade in one acre and half acre lots, are now fighting proposals to build ¼ acre subdivisions and multiple family units. People who moved into some suburban districts a few years ago to live close to the country find that rural amenities are moving out of sight. Even teenagers who have grown up in North Delta are old enough to regret the disappearance of familiar bits of bushland.

A broader concern was expressed during some meetings about the wholesale affect of growth. "Our communities are growing too large, too fast." "What will it do to the way I live?" "Its impact on the environment and on valuable farmland is devastating — how much more will be lost?" "The quality of new growth is ugliness." "It's moving up the Valley without control, without greenbelts." At times the popular reaction is against planners' statements: their forecasts of a doubling population in the next twenty years in Greater Vancouver and plans to maximize the capacity of the parts of the region most suitable for residential growth. "Why do we need 600,000 people in our municipality?" "Stop zoning for growth, start slowing it down."

Our meetings indicate that many people are now judging "progress" by asking what it does to the quality of their lives. In fact, many seem to feel that economic progress by itself is irrelevant. People see many things which are important to them being threatened by growth in its present forms. Such things as:

#### **Nature, natural places, wildlife:**

As urban growth continues, the places to find nature are becoming scarce and so increasingly important — even to people who never directly enjoy them.

#### **Clean air, clean water, natural healthy conditions:**

As experience in the more built-up centres of the world reports the loss of these basic necessities of life, they are seen to be more valuable assets here.

#### **Lower density**

High density means intensity, being too close together, noise and disturbance.

#### **The personal touch**

To some people growth threatens: Their ability to have or keep a place of their own; their ability to relate to people as individuals and to

social activities such as work in personal terms; their security and opportunity if they are on welfare, old age pensioners, single mothers.

#### **Traditional things**

Things left over from the past are gradually disappearing, and somehow they are important.

#### **A full community life**

At present most people only sense what is needed to enjoy a more complete community life; few people have yet identified what makes community life fully satisfactory.

These anti-growth sentiments contrast with the more traditional view that growth means progress, that we should concentrate on keeping the community attractive to development. This view is still held by a minority of persons we have met so far who say growth is inevitable — "It's a free market thing", "There's no mechanism to ... stop people from moving in". But far more say, "No more", "Not so fast", "Not in my neighbourhood".

### **Start Participation !**

Many groups expressed strong concern and frustration over their inability to have an influential say before important decisions are made about developments which significantly affect their lives. They raise the question, Are governments giving citizens useful and effective opportunities to take part in determining the affairs of their community?

"No", say many persons at our meetings in different parts of the region. Ratepayers on Sea Island living near the airport feel they are not being treated fairly by the federal government in negotiations over the purchase of their homes; the municipality, they feel, has written them off. Residents living in South Surrey see the proposed community plan as a direct threat to their area and recent municipal efforts to involve them as a defusing tactic. Residents in Delta want to know the latest information on a rezoning proposal to permit subdivision of a large farm. As the Knight Street Bridge nears completion a group of residents suddenly see what the new traffic flow will do to their street. Rezoning to permit apartments is seen by residents as developers' proposals sanctioned by Council; they feel their homes are threatened but have only a last-ditch opportunity to become informed and take a stand.

As for the GVRD, there is growing recognition of its significance in community affairs; for example, the GVRD must approve amendments to the Official Regional Plan before some municipal rezonings can take place. So there is general concern about the GVRD's accessibility: "How can we respond to proposals in time to influence the decision-making of the Regional District?"





Groups stressed the purposes of better involvement:

**An informed public** — There is a generally recognized need for people to be better informed in order to play a more significant role in influencing decisions affecting their neighbourhood.

**Watchdog role** — "Involvement is being eternally vigilant". "The shift needed in decision-making is to keep it more politically accountable".

**Taking part in decision-making** — "People should be more directly involved in arriving at decisions" — "working committees, small workshops, local planning groups" — "should be able to respond to plans in time so we can have an influence on them".

Implied in these statements about the need for participation is a concern about methods which will produce effective but also responsible participation:

"I believe the concept of asking is very vital. I believe people have to be urged to crystalize their own concept of what their life could be".  
 "How do you reach the silent majority?"  
 "What are your methods of contact? follow-up?"  
 "How do you reach areas without organizations?"

"Seek out the important groups, such as old age pensioners."

"Need a permanent citizens committee."

Get politicians to attend meetings to listen, not to talk."

Finally there was a certain amount of skepticism that current efforts to improve participation would ever be representative:

"Aren't really only a few people interested in getting involved? especially in regional affairs?"

"What impact will a small group's views have?"

## Action and Innovation

At many of the meetings, citizens expressed their impatience. They want action on those issues they see as important — such as transportation improvements or pollution control — without lengthy delays for review, study and planning. Moreover, where the need to act is recognized, there also seems to be readiness to have governmental authorities try new approaches, to experiment, to innovate.

In sum, the public meetings are evidence of a strong public demand that growth be discouraged unless it will improve the quality of life in the Region. There is an insistence that every interested citizen be given the opportunity to be involved in the examination of growth proposals. In matters where there is general agreement, there is a desire to get on with the job.

## POLICIES PROPOSED BY THE PLANNING COMMITTEE

### Population Growth and Urban Expansion

- 1) Controlling the growth rate of Greater Vancouver should be a function of all three levels of government. The senior governments should be asked to look into question of coping with growth.
- 2) GVRD should plan regionally the maximum and minimum population growth to be accommodated in residential developments permitted by the municipalities and program such growth for the 10 year period of the first Livable Region Program.
- 3) Policies to deal with specific aspects of growth have also been developed by the Planning Committee and are described in later pages.



## Public Participation

- 1) Encourage a public participation and discussion process prior to consideration by the Board of all major plan amendments and major projects.
- 2) Increase the visibility and general knowledge of GVRD and its activities among the public.

## Act-Now Policies

Not all the proposed policies mentioned in this report can be acted on quickly; many will require further study, giving new powers to GVRD, finding new sources of finances, etc. But one of the basic principles of the Livable Region Program is that where the need to act is recognized and GVRD or some other agency now has the ability to act effectively, action should be taken as soon as possible, without waiting for completion of the Livable Region Program. A current example of an "Act-Now" policy is the recommendation made last month by the GVRD Planning Committee to control and supervise more closely development in the floodplain areas of the Region. This recommendation is included as an appendix to this report.

## FURTHER THOUGHTS AND BACKGROUND

### Stop growth or manage it?

Historically, the rate of population growth in Greater Vancouver has always been high. During the 1920's, the GVRD grew at an annual rate of over 5%. Since 1961, the annual growth rate has exceeded 3% per annum. At this present rate, the population of the GVRD will continue to double every 24 years.

The characteristics of the Region's growth have changed in recent years. During the last 5 years, migration from other parts of B.C. and Canada was largely responsible for 135,000 people being added to the Region's population or 76% of the total growth for the period. In contrast, during the early 50's and 60's, migration accounted for just over 50% of the growth.

We don't know how residents of former days viewed growth, but today what bothers people may be a combination of the large numbers of new residents (currently about 25,000 newcomers a year), and the technical ability today to completely transform large areas (e.g. from an open field to a subdivision or from a single family block to a row of highrises) combined with the speed with which these developments happen. Residents may also feel that large parts of the Region are now reaching their growth capacity — and so the natural assets of the region are being threatened.

In the past summer we studied methods proposed in different parts of the world to stop or slow down growth

and the effects on a metropolitan area when population growth does slow or stabilize. So far we have not learned of very effective methods to limit growth.

It is important to recognize that the growth of this Region, or of any region, is due in large part to forces beyond regional control. The Region grows rapidly in good times and bad. It grows chiefly because people want to come here from other parts of Canada and the world and many of them come not for economic opportunity but because they like what Greater Vancouver has to offer. We are part of a great national system of urban centres, and controlling the forces that cause our growth requires concerted action by the provincial and federal governments in the fields of economic development, immigration policies, international trade, and transportation. Getting such concerted action is not going to be easy or quick and in the meantime Greater Vancouver will continue to grow. It would be naive of us to place all our hopes on the possibility of stopping future growth; the appropriate course for us now is to manage growth and to make sure we maintain the livability of the Region. Our Policy Statement indicates that we will be taking all actions which are feasible at a regional level of government.

## Effective Participation

If any participation effort is to be more than a mere token gesture to public wishes, a lot of effort has to go into making sure that the parties involved are satisfied. Members of the public who are participating must be satisfied that their efforts have at least made the appropriate decision-makers pay attention to them and understand their point of view. Officials responsible for making the decisions will be receptive to public opinions which reach them in ways and at times that help them do their job.

To meet the expectations of the public and the agencies, a good participation effort must pay attention to:

**Timing** — so that public views are heard well before critical decisions have to be made. Participation just before a final decision is only token participation.

**Preparation** — The decision-making body has the task of making information available to interested members of the community. And interested community groups must know enough about the decision-making process to be effective and useful.

**Cost and Skills** — Particularly in a metropolitan area, community participation does not simply involve periodic public hearings as required by the Municipal Act. A participation program must be carried out over a period of time so that a variety of viewpoints are heard on many regional issues. Public participation involves a commitment of funds for meetings, materials and information. It also involves expenses for people who assume leadership in the community and for skilled community organizers.



# TO MAINTAIN LIVABILITY DO WE BUILD A NEW REGIONAL ENVIRONMENT ?



## WHAT PEOPLE ARE SAYING

For most people, livability is a matter of judging what they have personally experienced; therefore, it is natural that discussion at our meetings did not always encompass regional problems and solutions. Nevertheless, some comments looked beyond municipal borders and suggested the need to take the whole metropolitan area into consideration. These references to future regional development create some picture of what people see as the regional shape of things to come.

Several statements recognized that a number of our problems, such as growth, can only be handled by a regional solution:

"Why not a maximum population for various areas?"

"Set the growth potential for an area and then divert extra growth elsewhere."

"Must relate the whole North Shore to the region."

"If we are to retain our agricultural land, does this force housing up the mountain side?"

"An overall plan before zoning."

"A Livable Region Plan is only possible if municipalities group together with the authority to make decisions."

A good summary comment we received about planning for the future was:

"If we are to maintain livability in the future, a new environment is required, but are the municipalities prepared to try new things?"

## Decentralization

Downtown Vancouver has significance for many residents as the shopping and cultural centre of the region, but most of the views expressed were critical of the density and size of its buildings, its resultant transportation problems, its pollution, and its inaccessibility for the suburban resident.\* People appreciate the importance of what Downtown Vancouver offers but they want these things brought closer to home:

\*Most meetings so far have been held in suburban districts.

"Take the pressure off Downtown Vancouver so people in Surrey do not have to go there . . . Decentralize downtown functions to avoid jams . . . Clear the way for logical growth of other centres."

Decentralization was not always limited to suburbanization. A few suggestions were to decentralize economic activities throughout the Province, but most often the question was whether future growth could be distributed throughout the Region — one reference was to the "Livable cities in a sea of green" ideas introduced years ago by the Lower Mainland Regional Planning Board.

## Does the GVRD have a role to play in guiding the future of the region?

Most people are still asking questions about the GVRD's duties and its potential for solving problems. Given the strong feelings expressed about participation, it is clear that people do not want the GVRD to deliver pre-packaged solutions; they want to work out solutions **with** the GVRD.

The need for coordination of governmental actions affecting Metropolitan Vancouver was identified — "What we need is a Provincial Urban Development Policy"; on the other hand many persons weren't aware of the jurisdictions of the different levels of government. The effectiveness of GVRD was questioned, both as a regional coordinator —

"Can the Regional District handle problems between municipalities?"

"Will the GVRD give strong leadership?"

"Will it show decisiveness on the issues?"

"What control does GVRD have within the URB-1 areas in the Official Regional Plan?"\*

"What are the politicians' aims for the Region?"

and as an agency concerned with local affairs —

"Can the GVRD help our organization to tackle our local problems?"

"What is your control over municipalities?"

"Regional controls may be necessary but don't overlook the small community."



\* URB-1 is a zone in the Regional Plan which covers the built-up or urbanizing areas of the region. It applies very few controls to these areas and leaves land use decisions pretty well up to Municipal Councils.



## PROPOSED POLICIES

### To Guide Regional Development

1. The planning Department should investigate a number of methods of making effective and economical use of the land in the Region in order to husband the land resources of the Region, which are limited.
2. 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.
3. By such methods as land banking, GVRD 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 and for Regional Town Centres.
4. In the next decade residential settlement policies should emphasize the infilling and development of sprawl areas and vacant lots, but in areas where such action is inappropriate, GVRD should promote the assembly and development of large tracts for residential communities.
5. Regionally control and develop "office centres" or "Regional Town Centres" outside of downtown, and attempt to decentralize some downtown growth to these centres.
6. No total urban freeway system should be built in the Region.

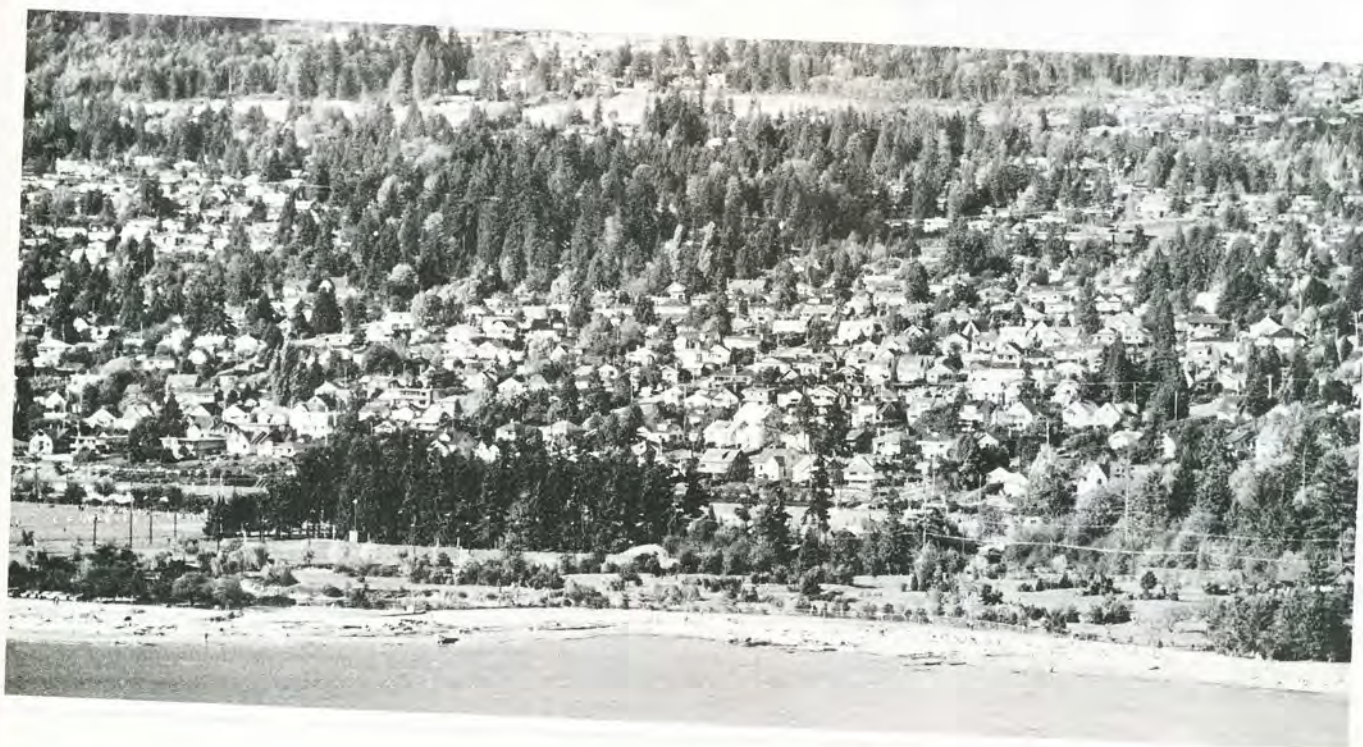
7. Auto traffic entering downtown should be discouraged and better public transportation alternatives provided.
8. The Program/Plan should not seek to provide each municipality with a "balanced" tax-base, but instead propose land-use allocations based on rational overall regional considerations. Study should be given to devising regional ways of balancing out tax-base maladjustments that may result when land-use planning does not have municipal tax-base balance as an objective.

### To Clarify the Role of the GVRD

1. There should be an increase in the visibility and general knowledge of GVRD and its activities among the public.
2. Recommended Tri-level Committee for Greater Vancouver:

The Regional Board should ask the Provincial Government to agree to the establishment of a Tri-level political committee and the appointment thereto of persons on the political level to represent the Provincial Government, the Federal Government, and the Regional Board.

The Board should also request the Provincial Government to appoint officials representing Federal departments and Crown agencies concerned with aspects of urban development in the Region as it may deem desirable to add to the present membership of the GVRD Technical Planning Committee under Section 798B(1) (g) of the Municipal Act.





## FURTHER THOUGHTS AND BACKGROUND

Given the public's concern with controlling growth in the Region, can the Regional District play a managing role? The Regional District is an evolving organization. When it was formed in 1967, it had few powers and few functions. It was seen essentially as an agency which would permit the municipalities to tackle area problems and provide essential services on a cooperative basis when that would be more sensible and convenient than having the municipalities provide them individually. The Regional District was a loose federation of municipalities, an agency for joint action.

When Regional planning became a function, a new dimension was added. Regional planning was a function that no municipality could deal with on its own. The same is true of the Regional Parks function and the proposed Regional Transportation function which the Regional Board has been working to establish for about two years.

To manage regional growth and change effectively the Board must acquire new powers if it is to implement the policies which are recommended in this report. With its present powers, the GVRD can prohibit further developments in the floodplains and on the best farmland. It can

preserve foreshores, wilderness areas and rare ecological zones so long as these are already publicly owned. It can, to a degree, emphasize the infilling of sprawl areas. But at present it cannot control the rates of growth of the different parts of the Region, nor establish the maximum and minimum population growth to be accommodated in each municipality, nor discourage the location of large land-consuming industries and port facilities. It cannot directly promote regional town centres or decentralize downtown growth to them. All of these latter policies would require some changes in the Regional Board's powers.

Whether the Regional District can play the role expected of it depends on the speed with which it can obtain new powers and establish new functions. The present legislation is flexible but the procedures are cumbersome and time-consuming. The Public Housing function took two years to acquire and the Transportation function is taking even longer. These delays are due in part to the long rounds of consultation required by the Municipal Act and to the failure of the previous Provincial Government to deal quickly with the Board's requests. Without denying the need for consultation with the public and the municipalities, it is clear that on those matters where the public wants the GVRD to get on with the job, as in transportation, these very delays erode the public's confidence in the ability of the Regional Board to take effective action.



# Specific Concerns

## MOVE ON TRANSPORTATION



### WHAT PEOPLE ARE SAYING

People described transportation problems most vividly as they personally experienced them or as they affected their locality. Anti-freeway feelings of residents in the central city come from anticipating what a freeway would do to their neighbourhood. In Dunbar there is inadequate bus service and growing traffic volume. In Coquitlam the need is for quick, comfortable and convenient transit service into Vancouver. In Delta, a rush-hour commuter bus run by the commuters themselves backs up support for a public service. In North Delta, our meeting focused on sidewalks, arterial road widenings, an adequate major road system for the district, the end to truck traffic problems, better traffic control at an important intersection. South Surrey residents look at the usefulness of the CNR right-of-way and rail commuter service. Low income people say they have little choice in accommodation because of inadequate transit service. Pensioners living in some suburbs can't get out during most of the day because of infrequent bus service. Among Northshore residents part of the Third Crossing debate was over the effects it would have on their communities.

A few groups take a regional view of the problem: \* "Big cities take so long to get out of". "Cars — and buses too — are linked to the growing pollution problem." Transportation between centres is seen as the major suburban concern. And better transportation to the outlying areas is needed "because jobs out there are going begging."

### How Radical a Solution?

Individual proposals were many and varied. Most noteworthy was how often people suggested new methods of running a transit service and the degree to which they would severely curtail the present movement of automobiles:

"Stop growth and you'll start to solve the transportation problem."

"Should public transit be free like garbage collection, fire protection and police? The economics of this should be studied."

"Extend park and ride system as far out as Surrey."

Bicycle paths.

Transit-only streets and lanes.

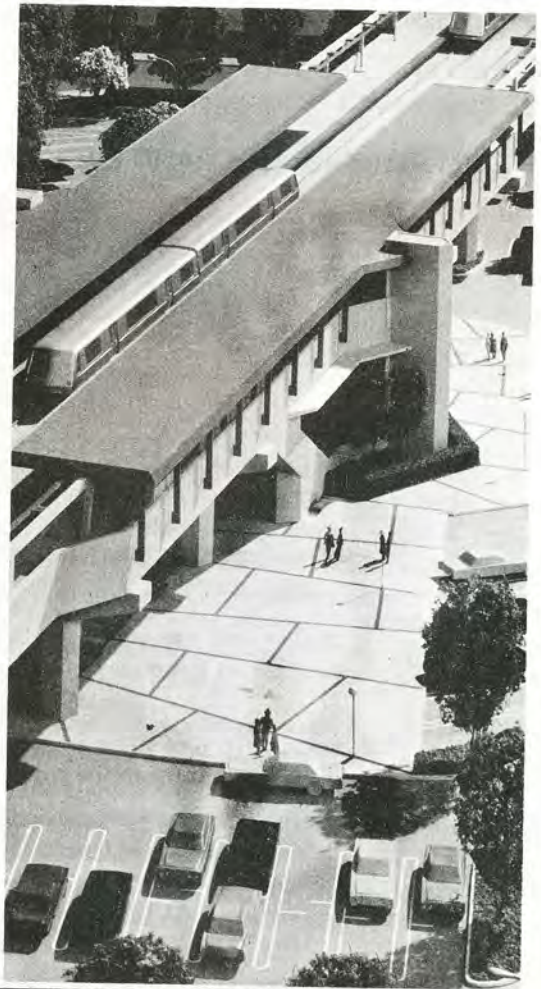
Use the rail lines for commuter trains.

Can we have effective public transit without rapid transit?

"Put a surcharge on cars entering downtown during rush hour."

In downtown — no street parking, limit parking lots, increase parking charges.

"Close entire downtown to cars."



\* Comments included here come only from our meetings. Briefs presented to various public meetings about the Third Crossing proposal have already been published.



At the same time, some wonder how effective a shift from cars to transit is possible:

"Can public transit compete with General Motors advertising?"

"Will people accept leaving their own cars at home?"

"There is a need for public education on a massive scale for any change to be effective."

## PROPOSED POLICIES TO DEAL WITH REGIONAL TRANSPORTATION

- 1) No total urban freeway system should be built in the Region.
- 2) In meeting the demand for recreational travel, to areas outside of Region, the emphasis should be on providing better inter-regional services by bus and other public carriers. But the possibilities for providing additional

ferry terminals and services as well as the possibilities of additional automobile routes to recreational areas should be studied along with the possibilities of increasing the capacity of existing routes and services.

- 3) Regionally control and develop "office centres" or "Regional Town Centres" outside of downtown, and attempt to decentralize some downtown growth to these centres.
- 4) Discourage autos entering downtown and provide better public transportation alternatives.
- 5) Plan a long-range, all-purpose transportation corridors network and seek the co-operation of the Provincial Government in preserving the corridors until needed.

## FURTHER THOUGHTS AND BACKGROUND

Technically the level of transportation service today is excellent for a 1,000,000 population; 80% of workers can get to work on normal days within 45 minutes. But this high level of commuter service can only be maintained by a regional transportation development program which either:

1. clusters new jobs and home to minimize the need for an elaborate transportation system, or
2. keeps travel time stable through construction of freeways as the region grows, or
3. concentrates new jobs and housing in narrow belts served by rapid transit.

The present position of GVRD on transportation is as follows:

1. GVRD is committed to a policy of improving and expanding public transit as the transportation priority.

2. It is prepared to undertake and manage the transportation function if a satisfactory financial arrangement can be made with the Provincial Government.
3. It is prepared to expand the transit system to include high capacity systems when traffic warrants it. The most promising technology from studies undertaken so far appears to be light rapid transit operating on existing rail rights-of-way.

Until the Provincial Government announces a decision on its role and program, no action can be taken by the Regional District.

Our meetings confirmed the conclusions drawn from the meetings which Mr. Kelly (Chairman, GVRD Transportation Function Study Committee) held two years ago. The love affair with the automobile is over. The public is prepared to accept some other solutions. There is some indication that travel by transit is becoming more acceptable socially. But the crunch questions remain:

Would good public transit service significantly reduce popular pressure for major road projects?

Will residents give first priority to public transit during the Region's next phase of transportation improvements and be prepared to leave their cars at home more often?



# HIGH LAND COSTS AND TAXES



## WHAT PEOPLE ARE SAYING

One strongly expressed concern across the region is about the high cost of residential property. To date we have heard from the taxpayer who sees his taxes go up as the value of his home rises on the market; we have yet to hear from persons trying to buy a home.

Delta: "Property taxes are unbearable"

Surrey: "How can elderly residents afford to stay in their homes? When I retire I may have to move."

North Vancouver: There is a fear of being forced to sell because of increased taxation resulting from increasing land values.

The cause is seen to be "the land market" — the speculative basis on which land is bought, developed and sold; in some cases the large land developer is seen as the agent who "moves in" and disturbs the residents' land-cost of living. The

remedies mentioned are intended to control the price-setting of land.

"More control and management of land costs"

"Compare the costs of planned and unplanned growth."

"Try Land banking (i.e. acquisition, development and sale of land by a government agency to regulate land prices) . . . But do we have the resources to influence land prices?"

"Lease land, don't sell it."

It was agreed that taxing land on the basis of use rather than potential use is wrong. This encourages people to sit on land for speculation purposes. Also the property tax system as basis for revenues is wrong and can't be continued.

"A graduated income tax instead of property tax."

In several meetings, there was agreement in principle that measures to restrict land speculation are necessary. But in the course of the meeting, particularly in informal discussions afterward, it was apparent that the idea is personally discomforting to some people:

"People have a right to profit from land ownership to the extent the market will let them."

"We bought our acreage 5 years ago for \$8000 and recently I was offered \$35,000 for it!"

"Our land (acreage in Burnaby) is our retirement nest-egg."

"Individuals have the right to hold land 'in fee simple'. Government shouldn't be allowed to expropriate."

## PROPOSED POLICIES TO DEAL WITH LAND COSTS AND TAXES

1. The Planning Department should investigate a number of methods of making effective and economical use of the land in the Region in order to husband the land resources of the Region, which are limited.
2. It is desirable to combat speculation in land, and GVRD should study and develop policies for doing so.
3. By such methods as land banking GVRD 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 and for Regional Town Centres.
4. The Program/Plan should not seek to provide each municipality with a "balanced" tax-base, but instead propose land-use allocations based on rational overall regional considerations. Study should be given to devising regional ways of balancing out tax-base maladjustments that may result when land-use planning does not have municipal tax-base balance as an objective.
5. GVRD should create opportunities in every part of the Region for housing families and households at all income levels.



## FURTHER THOUGHTS AND BACKGROUND

### Land Banking

Land Banking — the sale of serviced land by a public agency at carefully regulated prices — has often been cited as a solution to the high cost of land in Vancouver. To the extent that land banking would promote orderly marketing of lots, achieve more rational planning of municipal services and facilities, and mitigate speculative pressures on the land, it would solve some of the "land problems" in Vancouver.

To pursue an effective land banking program, sufficient land has to be within public control. The federal, provincial regional, and municipal governments now own about 70,000 acres of land in the GVRD. Not all of this land, however, is suitable for land banking. Much federal land is under the control of the National Harbours Board or Department of National Defence and is committed to their use. Large acreages are held by the Provincial Government in the Electoral Areas and by the GVRD as protected watersheds. Preliminary figures indicate that not more than 15,000 of

the 70,000 acres of land now publicly owned could be considered for land banking.

We do not know what size and kind of land bank system would be needed to influence land costs. A University of British Columbia study of land banking will be released shortly.

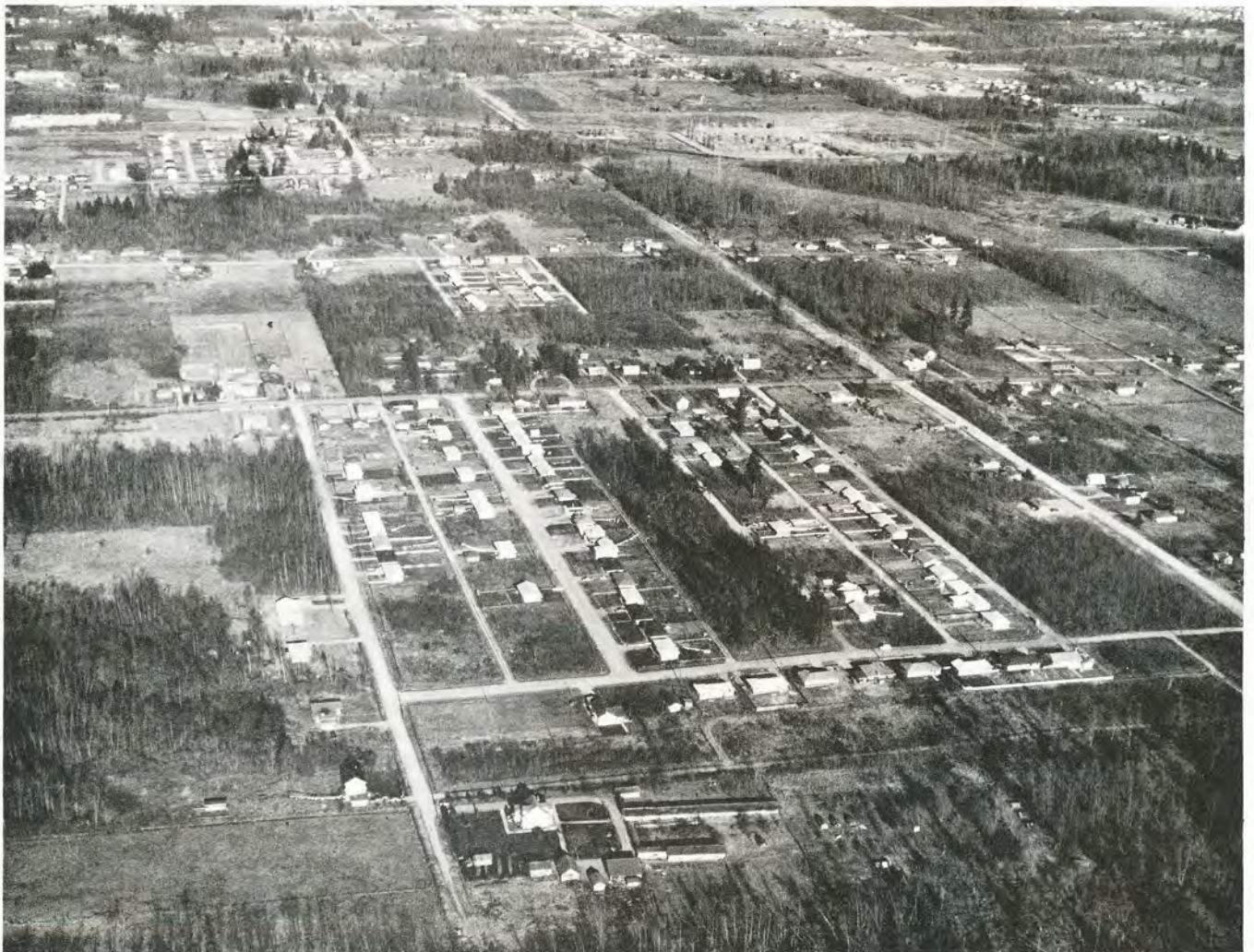
### Current Land Costs & Trends

Prices of serviced lots have been rising rapidly in the Region since the middle 1960's. Lots in Richmond, Coquitlam or North Vancouver Districts, for example, have gone from \$3500 — \$4500 in 1961 to \$10,000 — \$12,000 in 1971; a 300% rise in 10 years.

There are two main reasons for this:

1. The pressures of demand upon a limited supply of serviced land
2. The increased quality of services (underground wiring, full curbs, gutters, street lighting) demanded by municipalities and prospective home purchasers in recent years.

If a serious effort is to be made to reduce land prices, both factors should be considered.







## THE IDEAL OF THE SINGLE FAMILY HOME



### WHAT PEOPLE ARE SAYING

To own a house, no matter how modest, sitting on its own lot, was an ideal to many of the people at our meetings. It is important to note, however, that so far we have not heard from many tenants or condominium owners. For the predominantly home-owning groups with whom we spoke, the single house represents stability, dependability and harmony in the neighborhood. This strong attachment to a traditional type of housing explains why being forced to sell because of increasing taxes is such a calamity to many, even though owners would profit from selling at the higher values of recent years.

During some discussions, single family homes on separate lots were contrasted with recent townhouse developments which "soon become slums." To several people, these townhouses, even when owner-occupied, are short-term occupancy places, "no better than rented." At times, feelings against other forms of housing extended to cover the occupants as well — tenants were described as short-term, lower income, second class citizens whose children are troublesome. Such feelings were particularly evident at a recent public meeting arranged by a municipality to discuss a plan to put three townhouse buildings on a parcel of

municipally-owned land on the edge of a single family neighbourhood. The residents reaction: "Our municipality has a jungle of apartments already!" In other words, the experience with new apartment construction in other parts of the municipality brought residents of this neighbourhood to look on any change as an intrusion.

How, then, to protect single family areas? Only general answers were given: "Establish a maximum residential density and keep to it." "Build smaller, simpler homes."

There were a variety of reactions to discussion of low income housing:

"In pushing for more low income housing are we encouraging segregation?"

"A mixed community is possibly desirable but might bring some neighbour-to-neighbour problems and prevent real community feeling developing."

"Isn't it a status thing? People don't want to live with lower income people."

(Low income resident): It's a problem we have to face too. If it (housing mix) works it would be a great way to get better understanding."

The public housing residents whom we met also had something to say about public housing design and operation:

"We're always told our proposals are not possible. Give us criteria and guidelines of what is possible, but also give us a say about new public housing projects."

"Can we justify more low income housing when the average taxpayer can't afford decent housing?"

"Bachelor facilities are not suitable for senior citizens. They need a separate bedroom."



## PROPOSED POLICIES FOR HOUSING

1. The Program/Plan should contain provisions to accommodate a variety of housing types and tenures through-

out the Region, to reflect the diversity of life-styles of the families and households of the Region.

2. GVRD should create opportunities in every part of the Region for housing families and households at all income levels.

## FURTHER THOUGHTS AND BACKGROUND

We need to hear more from persons living in apartments, townhouses, condominiums, institutional residences, mobile homes, and public housing developments to know whether they too, place a high value on single family home ownership and to understand better their current problems and needs.

The people we met who strongly favored the single family home tended to ignore the growing tendency for people to want a variety of housing. People's housing requirements differ depending on the way they live, and the same person's needs may vary at different stages in his life. In recent years, the housing supply in Greater Vancouver has changed, reflecting these changing demands. In 1951, 78% of the dwelling units in Greater Vancouver were single-family dwellings; today that figure is 63%. Since 1961, for every single-family house built in Greater Vancouver, two apartment units have been built.

### Livability Standards for all Housing

Since each person's home is one of his more important measures of livability, the standards and quality of all forms of housing are important. Each citizen is entitled to decent housing in a decent setting and each should feel that he is a first-class member of the community. Mobile homes, for example, should not be crammed together alongside a railroad track or busy freeway. Their occupants should enjoy a satisfactory standard of livability.

How do we achieve these standards?

1. The local community should have a voice in determining standards for their area.
2. Livability housing standards could be set by each community in the region for each type of housing and for the quality of its surroundings.
3. Standards should take into account local character and conditions: climate, natural setting, role in the metropolitan area, etc.
4. More than zoning may be needed: For example, more use could be made of land use contracts custom-designed for a specific area.

### Housing Mix in a Community

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. The distinctive character and role of each community in the region will indicate the range of housing needed; one determinant of that range should be what is needed for persons to be able to remain in their home neighbourhoods even if they move out of their particular houses.

Subsidized housing for low income people should be part of the housing mix in a local community. The GVRD Housing Department's current policy is to assist low income families to purchase their own homes. This policy should be examined continually to ensure that the style of housing purchased meets the needs of the assisted families and that the location of these units is satisfactory as far as jobs, transit, shopping and community facilities are concerned. At present, all municipalities in Greater Vancouver have agreed to take part in this program. The objective is to provide 300 units by 1973.





# COMMUNITY LIFE AND SERVICES



## WHAT PEOPLE ARE SAYING

Bring the city back to a people's scale.



As we have already noted, the strongest feelings about growth come from what people have experienced. So too, the needs most often talked about were those which must be satisfied by the local community. One group feels strongly the need for autonomous and complete villages where there is a close relationship between work and home. Citizens in West Vancouver feel it is important to recognize that their municipality is made up of not one but many communities; residents in Delta municipality feel the same way. Important to others is the preservation of the rural qualities of the place where they live. Some citizens commented in detail on what the local community should be and do:

### HOUSING:

Mixed housing types and clustered housing are means to achieve more open space; will at the same time create a better sense of community. This is a feeling now lacking in our present single

family developments.

There is a need for greater privacy in apartments that is now generally lacking, and for livable space for people which is not available in apartments as in houses.

### COMMUNITY FACILITIES:

Recreation facilities are valuable in keeping social costs down. They are an investment in people.

Dunbar: We need facilities for senior citizens, and to cope with youth gangs.

Surrey: Develop municipal lands as a park, facilities for senior citizens.

Richmond: Apartment dwellers bring a new demand for community facilities: they have greater need to get out into the local centres. Apartments should be located close to community facilities.

### SHOPS:

Corner store shopping is more personal, but shopping habits are favoring the impersonal big complexes. Can we develop both?

Criticism of a shopping street in one suburb: There are telephone poles, no green place exists, no sidewalk cafes. The shopper isn't encouraged to go there. Merchants should be responsible for changing these conditions.

### SCHOOLS:

Make better use of schools. Open them at night. Need a coordinator between schools and the community.

### WORK PLACES:

We should encourage living and working in the same place.

North Shore industry should be of types which are in harmony with the community.

### COMMUNITY PLANNING:

Don't want mixed up residential/commercial/industrial areas.

South Surrey residents, unhappy with a proposed community plan, set down a series of principles "to guide revisions to the plan" on:

- Land assembly
- Annual review of the plan
- Ecological study of the area
- Staging of development
- Use of municipal land
- Sewer line installation
- Use of CNR right-of-way
- Items requiring further study.

Another group: We need standards, density controls — good planning.



## DAYCARE

The need for improved Daycare\* facilities has been expressed by several groups, particularly the Adhoc Committee on Daycare which is composed of several groups including the Status of Women and Daycare center operators.

Adhoc Committee: "Daycare is a public service, necessary to an urban environment which should be planned on a regional basis."

Two ratepayer groups expressed a need for daycare facilities in their communities. One group suggested that they be operated within apartment developments.

A governmental role in daycare was suggested:

- to assess need versus the available supply
- to assume responsibility for licensing and inspection on a metro-wide basis
- to review and coordinate coverage of Daycare facilities and plan additional services; also to operate a referral service
- to assist financing of centers.

## A feeling for the community

The local community is one level of metropolitan society which can focus on the individual and offer daily personal

satisfactions. Comments on ways in which the local community can be of value to the individual were varied:

"West Van. when I was young — one of the best times in my life. With growth the good community life disappears. Now you drive past your neighbours instead of walk past them and talk."

"What I like best about Vancouver is my friends and accessibility to everything."

"Livability is a sense of belonging to a small community. Distance to facilities that require travel by auto breaks down neighbourliness."

"People cannot identify with too large an area."

"When elderly people sell their house they should be able to stay in the neighbourhood."

"Social planning is being undertaken too late in our (suburban) area."

Delta High School students spoke of three different communities in the municipality — Ladner, Tsawwassen, Sunshine Hills, and described and rated each differently.

"The North Shore is different from the City. It's closer to nature. It has a future as a leisure, tourist area. We should be preserving distinctive local areas, preserving our lower densities."

## PROPOSED POLICIES AFFECTING THE LOCAL COMMUNITY

1. 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.

2. 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.
3. Regionally control and develop "office centres" or "Regional Town Centres" outside of downtown and attempt to decentralize some downtown growth to these centres.

## FURTHER THOUGHTS AND BACKGROUND

### Should community planning have these objectives?

- Let residents take part in developing or redeveloping their neighbourhood (Richmond does this to a certain extent).

Let them help decide to keep it as it is or to plan for change.

- Preserve and strengthen stable residential areas.
- Limit densities (density limits in the West End are now being reduced) and in the more intensively used districts pay special attention to good design, siting of buildings, open spaces and community facilities.
- Limit the size of a neighbourhood to preserve its character and the feeling of community.

\* Daycare is defined as a wide variety of supplementary childcare services ranging from two hours per day to a comprehensive full day program which allows participa-

tion of the family in the labour market, in education and recreational pursuits; and as well, provides children with necessary experiences and care for proper development.



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

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

Identify the kinds of community services each community needs, (e.g. daycare centres), locate them in the community so they are near their best customers. Include them with private developments and within private buildings, such as apartment blocks.

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

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



## Daycare

During the recent election the new provincial government's program gave priority within its welfare proposals to the provision of daycare services.

To examine further GVRD's interest in the need for daycare facilities, we would have to find answers to the following questions:

Is the need for improved daycare facilities felt throughout the Region?

Is a survey needed?

Is planning and coordination a logical regional responsibility?

How does daycare relate to existing GVRD functions such as housing?

What policies will the new provincial government introduce?

## POLLUTION



### WHAT PEOPLE ARE SAYING

Most people expressed their concern about pollution in terms of specific examples:

A concern expressed in North Delta about the common danger of oil spill from the Cherry Point oil refinery.

Concern over tankers travelling down Howe Sound — "perhaps it should be a regional park."

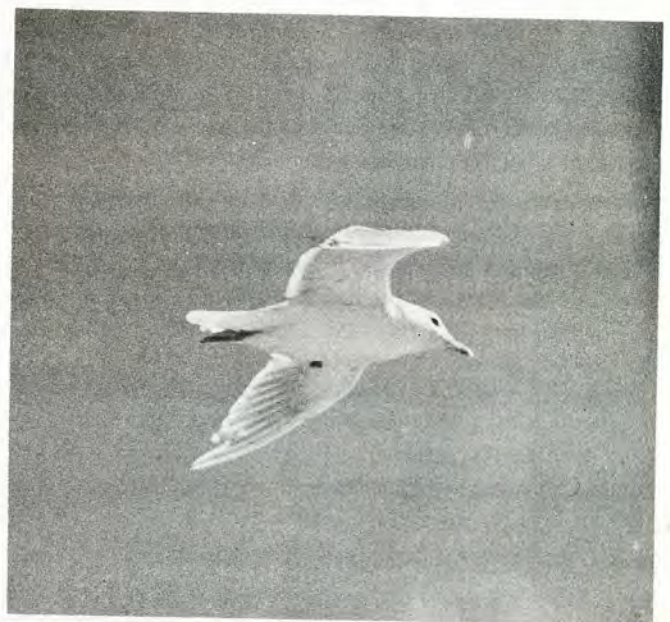
Concern for pollution from Roberts Bank.

A problem of air and noise pollution in a district overlooking an industrial area which a landscape buffer cannot solve.

Noise: said to be a problem on Sea Island and in Fraserview created by airport activities; in North Delta truck noise; and in Dunbar and the West End heavy auto traffic.

Discussion of pollution at our meetings quickly turned to questions of what can and should be done:

"There has been a great deal of study about industrial responsibility for pollution, oil transportation, sewage treatment, recycling, but very little action."





"Industry is inevitable but let's at least control the nuisance factors."

"... need complete restrictions of trucks at night."

"... need a massive community education program which points out how individuals contri-

bute to pollution; set up Advisory Board of citizens and professionals."

"What ecological considerations are behind the Official Regional Plan?"

"We need a noise control by-law with teeth. An adequate pollution control budget for GVRD."

## PROPOSED POLLUTION CONTROL POLICIES

- 1) Pollution control measures must inevitably be paid for both from general government revenues and by individual polluters, but emphasis should be on policies requiring the polluter to pay whenever this is in the public interest.

- 2) GVRD should continue in its present orientation of tackling all aspects of pollution — air, water, noise, waste disposal.
- 3) More effort should be directed to control automobile usage in urban areas.
- 4) GVRD should initiate experimental projects to encourage the sorting, recycling, and minimizing of wastes.
- 5) Attention should be directed to stiffening the regulations over all forms of pollution, and their enforcement, in accordance with the apparent wishes of the public.

## FURTHER THOUGHTS AND BACKGROUND

During the summer the Planning Department gathered background information on all forms of pollution and condensed it into a report: "Land, Air and Water Pollution in GVRD". A principal conclusion from this work is that there seem to be no major pollution problems in the District now, but problems could develop in the future.

**SOLID WASTE:** Present land fill sites will be exhausted by the turn of the century. We will either have to consider new methods of solid waste disposal or find more land fill sites. This is the current focus of GVRD studies. Meanwhile, letters patent have been drafted to acquire solid waste disposal as a GVRD responsibility.

**AIR:** Certain municipalities have air pollution levels well above the regional average but more comprehensive sampling information is required to confirm these findings and to identify the causes. The GVRD will introduce a by-law regulating air pollution by urban activities other than

industry. This by-law will be enforced jointly by municipalities and the GVRD. Acting as an agent for the Provincial Pollution Control Board, the GVRD will have control over industrial emissions. However, there is little control over the worst air polluter, the automobile.

**NOISE:** Traffic is the largest source of noise in the Region and a proposed by-law setting limits on noise levels is presently being circulated among the municipalities. When enforced, it should have the effect of holding the line on current noise levels.

**WATER:** Today the GVRD is in the midst of an \$80 million, 5 year program to collect and treat by 1975 all sewage effluent in Greater Vancouver. The current objective is to have primary treatment by the 1975 deadline set by the Pollution Control Board. Some community groups who fear pollution of the Fraser River by treatment plants are pressing for the installation of secondary treatment. Secondary treatment capability is included in the designs of the Annacis and Iona Treatment Plants.

Some major pollution dangers originate outside the Region. A recent report prepared for Environment Canada estimated there is a 50% probability of a major oil spill from tankers in the Juan de Fuca or Rosairo Straits in the next 20 years.





# NATURE: PROTECT IT, MAKE IT ACCESSIBLE



## WHAT PEOPLE ARE SAYING

The city should be developed so that people do not feel that they have to escape for recreation.

"Preserve as much nature as possible."

"We need a higher proportion of natural open areas (per person) as growth continues; we need to plan for leisure."

At a time when preservation of the environment is a provincial and national issue, residents of our region have a heightened appreciation of the quality and benefits of their surroundings. This appreciation is part of the reason for their strong feelings against growth. It may underly the importance attached to owning a piece of land — personal open space — and to "the value of trees in our (urban) environment."

### Maintaining Openness: Parks

The most direct, though limited, way of preserving nature is to acquire it as parkland. A few people commented on the whole regional parkland picture:

"Create regional parks and mountain facilities on the North Shore."

"People in Vancouver may want a greenbelt in Delta but its unjust if they don't help provide the facilities."

"Did the Regional District apply for Greenbelt Fund money?"

## PROPOSED POLICIES FOR PROTECTING NATURE

- 1) 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. Most of the foreshore, especially that most accessible from urban centres, should be kept for public benefit.
- 2) Recuparate for public use unintensively used industrial areas of foreshore.
- 3) Continue to commit all Regional Parks funds to land acquisition.
- 4) Maximize the development of recreation opportunities within the Region.

"Most parks are inaccessible to low income people because of limited mobility. Those accessible are overcrowded and in the hands of sports groups . . . the idea of tours and subsidized transportation requires thought."

Most people, however, referred to a specific location in their area which deserved attention:

"Open up Capilano Canyon."

"Beach in Delta now little used, needs a drop-in centre."

(Central City:) "We need mini-parks instead of Stanley Parks."

"Our local park system is inadequate and not well looked after."

(Central City:) "We need an "everything" park. Don't need many more parks but do need trees, birds, ponds, not just a lot of grass."

A student in Delta regrets the loss of a rough bush lot in her neighbourhood as the area grows.

### Maintaining Openness: Shoreline and Waterfront

Since so much of our region lies along the water, it is natural that much of the concern for open space is directed to keeping the water areas accessible to the public. Some of the strongest argument came for keeping the stretches of intensively used waterfront at least partly open to the public:

"The river frontage in Surrey is becoming industrialized with very little thought to public access."

"Public access in Vancouver harbour is essential."

Boundary Bay should remain as a game preserve."

"There is incredibly inefficient use and organization of the (North Shore) waterfront lands, especially regarding people uses and industrial uses . . . an overall waterfront plan needed."

- a) Conserve scenic values (by scenic easements, construction height levels, and other measures) so as not to permit developments which detract from those values.
- b) Promote the development of mini-parks, especially in high density residential areas,
- c) Pay particular attention to the development of bicycle paths and linear parks using areas adjacent to watercourses, dykes, ravines, etc. (The forthcoming Greenbelt Report will provide a basis for development of such proposals),
- d) Seek greater use of the rivers and bars, for their recreation potential, and find ways to develop public access thereto.

Preserve intact any unique or rare ecological areas that lie within the Region.



## FURTHER THOUGHTS AND BACKGROUND

While most public comment is about specific natural areas, we suggest that there is an underlying popular opinion which says, "We like the appearance of our place — don't let it be drastically changed." There is concern about any change which might mask the natural attractions of the region, obscuring the physical differences that separate communities of the region and give them character. Access to the shoreline and waterfront is important to most citizens, for without access these areas are all but invisible and useless to them.

### What's being done now

The mountain areas are being preserved by means of an almost unbroken belt of reserves between Howe Sound, the Pitt River and beyond. These are:

- Cypress Bowl and Hollyburn Ridge (provincial and municipal parklands)
- Capilano River watershed  
proposed Capilano River Regional Park
- Grouse Mountain Resort
- Lynn Creek watershed
- Seymour Creek watershed  
proposed Lynn Canyon Regional Park
- Mt. Seymour Provincial Park  
proposed Belcarra Regional park
- Port Moody Conservation Reserve (possibly all or part to be added to Belcarra Regional Park).
- Coquitlam River watershed

- Proposed Burke Mountain Regional Park
- The UBC Research Forest & Golden Ears Provincial Park. (east of Pitt River)

Citizens stress the importance of being able to reach and to use waterfront areas. Much shoreline is not developed intensively, but relatively little is easily accessible for public use, and few of these open areas are protected against damage to their attractiveness.

The main achievements in maintaining or opening up shoreline are Stanley Park, English Bay, the Kitsilano to Point Grey shoreline, and West Vancouver beaches and walkways. Small areas along the North Vancouver District and Port Moody shoreline provide access to Burrard Inlet, but Stanley Park remains the principal area with easy access to the Inlet waterfront. The protection of the Boundary Bay shoreline, which is now under close study, and the proposed relocation of the BNR line would add almost 20 miles of accessible shoreline in the Region.

### What is planned, what should be studied

**Burrard Inlet:** Belcarra Regional Park, now virtually acquired, will open up several miles of beautiful shoreline; Possible urban developments in Port Moody, North Vancouver City and District, and Vancouver could create still more access. The future of the scenic waterway of Indian Arm is unresolved and deserves careful treatment.

**Howe Sound:** Some concern over the future of Howe Sound appeared as a result of proposals for deep sea port development at Squamish and the continued cottage development taking place on Bowen and some other islands. Howe Sound is publicly considered, first and foremost, a water recreation area. Is there any conflict between this and the kind of development taking place? The semi-wilderness character of the Sound is changing but should it disappear? What stretches can we keep in their natural shape?





**Fraser Delta:** The future of the Sturgeon Bank shoreline has been hotly debated in Richmond for some time, particularly with the fear that alienation of shoreline which occurred at Roberts Bank will be repeated at Sturgeon Bank. At present, considerable tidal land outside the Lulu Island dyke is privately owned: these are favored by some for retention as wildlife and recreation areas. Richmond municipality has requested that an ecological study be pressed for by GVRD to ascertain what human uses are compatible with conservation of these tidal stretches.

The eventual development of Iona Beach Regional Park would provide access almost to the edge of the flats and offer a totally new perspective of the Region's waterfront. Better immediate access would be made possible by undertaking minimal improvement of the North Arm and Sewer Outfall jetties to allow pedestrian access.

**Fraser River:** While the River is not widely seen as a recreational asset, except perhaps for fishing, the recent Fraser River Harbour Study, Richmond's cut-back in river-front industrial zoning, and public groups devoted to 'protection' of the River indicate a change in public attitudes.

The Fraser River flood Control Agreement which involves spending millions on dyke improvement has the potential to offer extensive public access along the River. The Port Coquitlam trail along the Pitt River dyke is a first step. Currently, many miles of waterfront are zoned against intensive development, but dumping of debris, storage of construction materials and other goods, and riprapping have just about destroyed all natural attributes of the lower river.

**Regional Parks:** Regional parks are designed to provide outdoor family recreation opportunities and to preserve

representative samples of the Lower Mainland's natural geography, but perhaps they can also be used to maintain "openness" in the region. In concert with the preservation of farmlands and reserves such as watersheds, it is still physically possible to tie regional parks together by trails and scenic corridors to create a kind of "regional landscaping." Here is a possible system that could unite our various kinds of openness. It could:

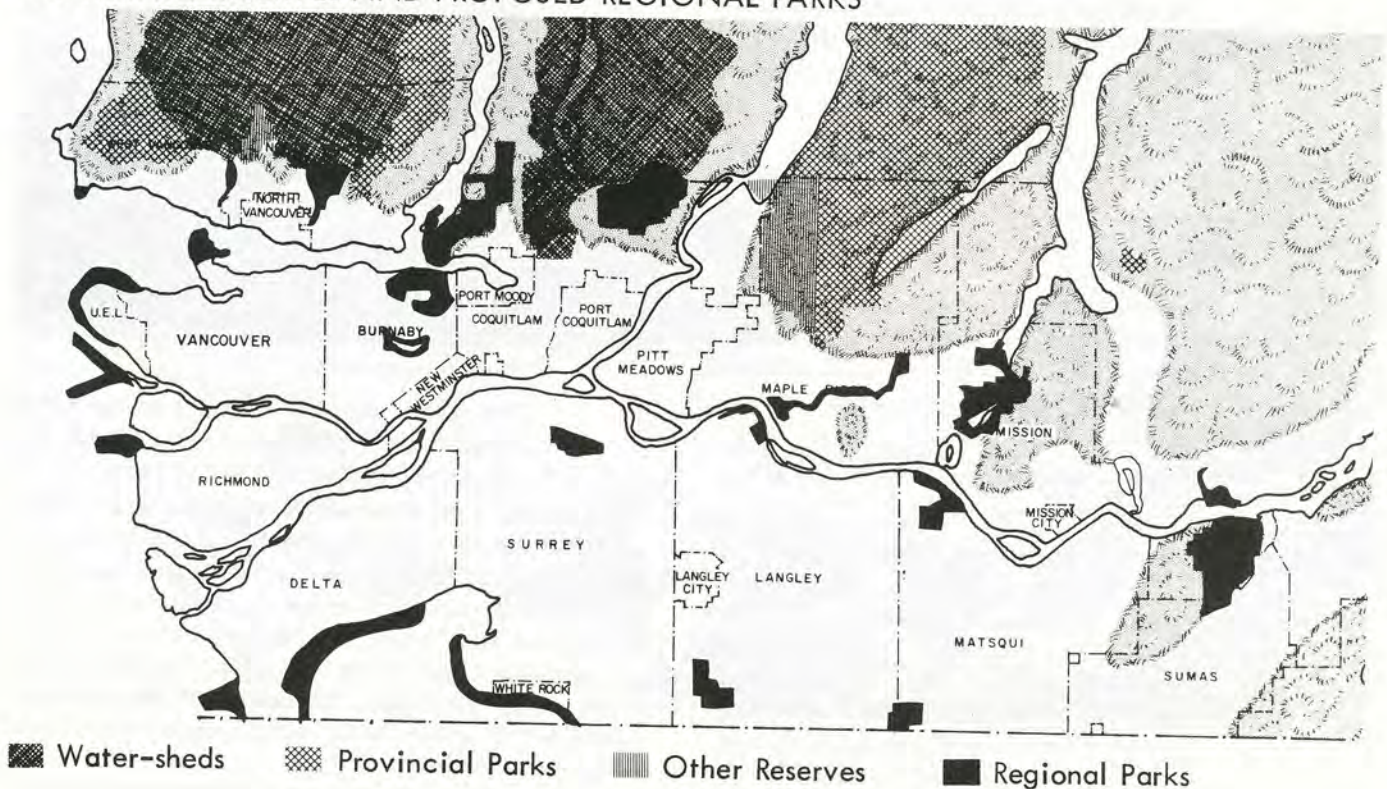
- undertake and/or encourage action to protect stream and riverbanks



- open up dykes and jetties to public use
- create 'scenic easements' along highways, hillsides and valleys and public use easements along streams (The preservation of the "Chines" along the Port Moody – Coquitlam boundary or the steep slopes of Burnaby Mountain are possible examples of this).

These linear parks and scenic areas would often entail no public management and access. They would ensure that the natural physical structure of the region is not lost under poorly located or poorly designed urban development.

## MOUNTAIN RESERVES AND PROPOSED REGIONAL PARKS





# Some Issues Not Mentioned So Far Are They Important?

## RETAINING THE FARMLAND



Fertile farmland in Richmond, Delta and Surrey is disappearing as urbanization spreads into the floodplain areas of the Fraser Valley. Agricultural acreage further up the Valley is also being subjected to urbanization pressures. If there were no other vacant land to receive urban growth any concern for this loss would be academic. But this is not the case, since there are upland areas in the Region suitable for urban development.

How important is the Fraser Valley agricultural industry?

- there are approximately 250,000 acres of occupied farmland in the Lower Mainland, 200,000 acres of it is improved. Another 100,000 acres could be brought into use. 50 to 60 square miles of floodplain farmland is still being worked in the Greater Vancouver Region.
- Fraser Valley agriculture produces about 65% of the total dollar value of B.C.'s agricultural output, employs nearly 2% of the Lower Mainland's labour force.

The loss of farmland in the Valley has not received much attention at our public meetings, but earlier this year the Community Planning Association of Canada — B.C. Division — presented a brief which presented its views on the main points:

1. Nearly 50,000 acres have been lost for agriculture in the 15 years to 1966.
2. If the past pattern of development were to persist there would be no agricultural land remaining in the Valley before a further million had been added to our population . . . (yet) . . . there is more than enough land to take care of any foreseeable growth in population without encroaching on good agricultural land.

3. Once farmland is subdivided into small acreages, it is effectively lost to farming. Also, small acreage lots present difficult subdivision and servicing problems later on.
4. Inconsistent zoning and subdivision policies have two other unfavorable consequences: (1) values of farmland are forced up by speculation, (2) farms purchased by speculators and rented are seldom well farmed.

The brief suggested actions to be taken:

Explore means of reassembling agricultural land which has been subdivided into uneconomic acreages.

Prevent further erosion of the agricultural land supply by firm application of zoning and sub-



division regulations.

The former provincial Minister of Agriculture proposed a policy of purchasing the development rights on agricultural land in the Valley.

The future of the Vancouver Metropolitan area is closely related to that of the whole Lower Fraser Valley. Greater Vancouver's population consumes Valley farm goods, and the Valley benefits from the metropolitan market. The economy of both would be affected if extensive Valley farmland were taken out of production. But the argument is not purely economic. The quality of life in Greater Vancouver, its environmental health and important scenic values are also involved.



Questions about what measures should be taken to keep agricultural lands in production and whether they should be protected from urban growth are still controversial and unsettled. The GVRD Planning Committee proposes certain immediate measures to limit urban development in the floodplain areas of the region, but in the longer run a much more complete strategy will be needed to protect and keep in production a significant proportion of the existing farms of Greater Vancouver and neighbouring Districts.

Preservation of farmland is a complex problem, and attempts to deal with it have often created further difficulties. Tax preferences now granted to owners of farm real estate are an example. Farmers receive four benefits — the Homeowner Grant, the \$1,000 exemption of assessed value of farmland, the \$5,000 exemption of farm buildings from school tax, and preferential taxation of land actually farmed, based on its agricultural productivity rating rather than its current market value. All these have been granted to qualifying farms without the requirement of continued agricultural use. These benefits have shifted the burden of real property taxation to other classes of property. Perhaps more important, these measures may contribute greatly to

the breaking down of farm parcels into hobby farms and speculative holdings because they are measures which help reduce the costs of holding land until its market value increases.

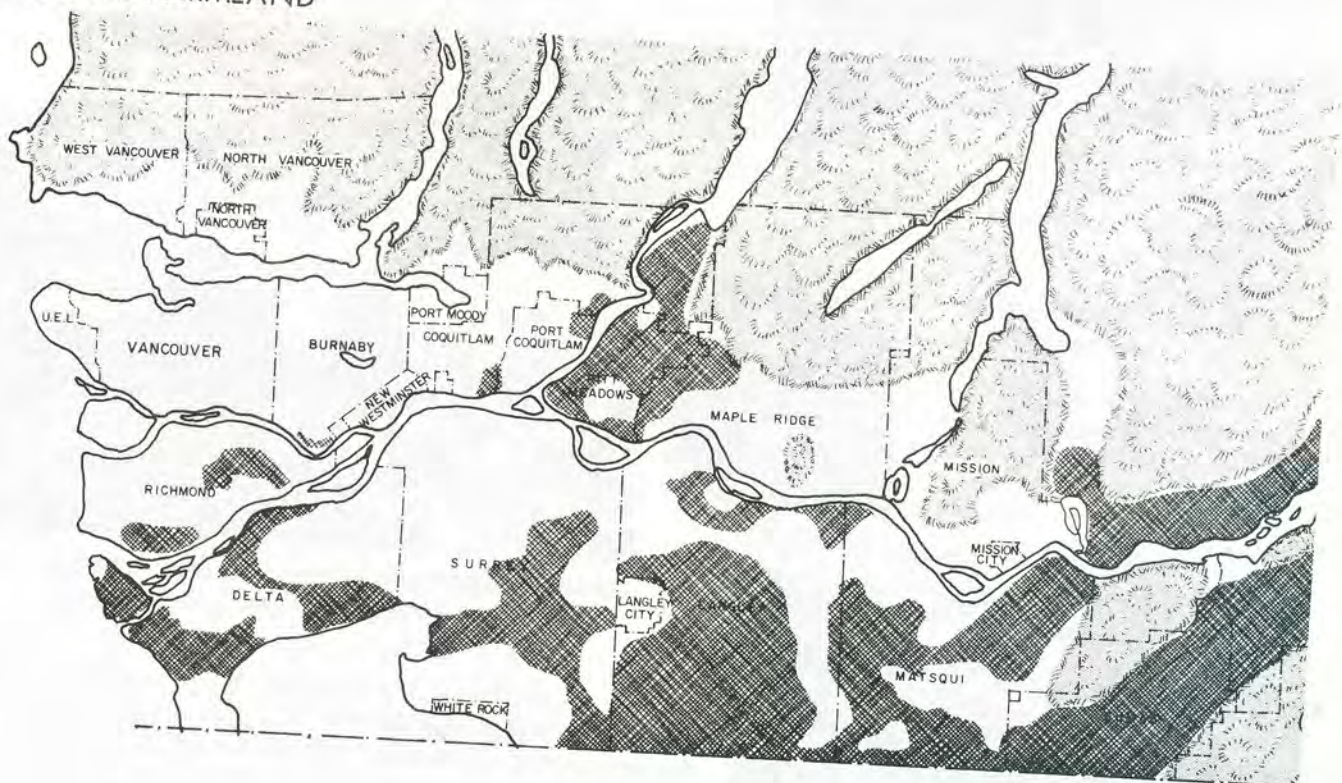
We know very little about the economic needs and social requirements of maintaining a healthy farming community, and have certainly not developed a positive strategy for achieving this goal. Consider the 20 acre minimum parcel size presently covering much of the Fraser Valley's floodplain farmland. This is our best soil, suitable for intensive soil bound agriculture. This 20-acre minimum is supposed to keep land in sufficiently large parcels so that farm consolidation can occur to match the changing economics of farming. Federal and provincial plans under ARDA and the Farm Credit Corporation should be taking advantage of this situation, but conflicts and lack of confidence in the long range agricultural future of these areas have held senior government agencies back from committing funds.

A positive strategy for farmland protection is needed. One of the first steps could be to learn more about the position of the farmers themselves, involve them in defining their needs, and then work on the conflicts, potentials and gaps in the existing program of local and senior governments.

## PROPOSED POLICIES FOR THE PRESERVATION OF AGRICULTURAL LAND

1. As much farmland as possible is to be preserved and kept in production in the Region by the existing policies of the Official Regional Plan, and by such measures as zoning, greenbelt acquisition, tax concessions, etc. Strengthen such policies by firm adherence to floodplain and flood protection policies.
2. Policies to keep development from occurring in floodplain areas should be continued and strengthened.

## OCCUPIED FARMLAND





# URBAN BEAUTY



Many persons attending our meetings appreciate the beauty of nature in the region, but only a few commented on the beauty of its urban growth:



In busy places of the region, is the sidewalk our standard for building pedestrian spaces?



How important (measured in dollars and protective regulations) is it to preserve historical places, even when they are no longer completely functional?

Do we discourage the appearance of individualistic experimental creations?



Vancouver is one of the uglier cities in the world.

Dundarave has sex appeal. Lonsdale is ugly.

Are most Vancouverites satisfied with the appearance of what we are building? Do they notice its ugly parts?

One or two groups say they want the urban parts of the region to offer beauty as well as good service to residents. But is this important to most of our residents?



Is it important to give identity and local character to our important places?



Should our urban areas and its major development projects be especially designed for West Coast ways of living?



Should more scenic viewpoints, where you can look out over a vista of the metropolis, be preserved and publicized?

Are people concerned about the beauty of design of projects which set the character of important parts of the region — large buildings, shopping centres, parking lots, commercial streets, highways, houses.



# GVRD PLANNING COMMITTEE PROPOSES THE POLICIES FOR THE LIVABLE REGION PROGRAM

Here is a list of the policies which are proposed in various sections of this report:

## A. POPULATION GROWTH AND URBAN EXPANSION

- 1) Controlling the growth rate of Greater Vancouver should be a function of all three levels of government. The senior governments should be asked to look into the question of coping with growth.
- 2) GVRD should plan regionally the maximum and minimum population growth to be accommodated in residential developments permitted by the municipalities and program such growth for the 10-year period of the first Livable Regional Program.
- 3) The Planning Department should investigate a number of methods of making effective and economical use of the land in the Region in order to husband the land resources of the Region, which are limited.
- 4) 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.
- 5) GVRD should discourage the location in this Region of large land-consuming industries and port facilities which have low employment densities.
- 6) Policies to keep development from occurring in Flood plain areas should be continued and strengthened (see separate recommendation for immediate action by GVRD in this respect).

## B. CONSERVATION AND RECREATION

- 1) 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. Most of the foreshores, especially that most accessible from urban centres, should be kept for public benefit.
- 2) Recuparate for public use unintensively used industrial areas of foreshore.
- 3) Seek to preserve as much farmland in production in the Region as is possible, by the existing policies of the Official Regional Plan, and by such measures as zoning, greenbelt acquisition, tax concessions, etc. Strengthen such policies by firm adherence to floodplain and flood protection policies listed under Topic A.

- 4) Continue to commit all Regional Parks funds to land acquisition.
- 5) Maximize the development of recreation opportunities within the Region:
  - a) Conserve scenic values (by scenic easements, construction height levels, and other measures) so as not to permit developments which detract from those values.
  - b) Promote the development of mini-parks, especially in high density residential areas,
  - c) 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),
  - d) Seek greater use of the rivers and bars, for their recreation potential, and find ways to develop public access thereto,
6. Preserve intact any unique or rare ecological areas that lie within the Region.

## C. RESIDENTIAL SETTLEMENT

- 1) By such methods as land banking, GVRD 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 and for Regional Town Centres.
- 2) In the next decade residential settlement policies should emphasize the infilling and development of sprawl areas and vacant lots, but in areas where such action is inappropriate, GVRD should promote the assembly and development of large tracts for residential communities.
- 3) 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.
- 4) GVRD should create opportunities in every part of the Region for housing families and households at all income levels.

## D. GENERAL GOVERNMENT

- 1) It is desirable to combat speculation in land, and GVRD should study and develop policies for doing so.



- 2) The Program/Plan should not seek to provide each municipality with a "balanced" tax-base, but instead propose land-use allocations based on rational overall regional considerations. Study should be given to devising regional ways of balancing out tax-base maladjustments that may result when land-use planning does not have municipal tax-base balance as an objective.
- 3) Encourage a public participation and discussion process prior to consideration by the Board of all major plan amendments and major projects.
- 4) Increase the visibility and general knowledge of GVRD and its activities among the public.

## E. POLLUTION

- 1) Pollution control measures must inevitably be paid for both from general government revenues and by individual polluters, but emphasis should be on policies requiring the polluter to pay whenever this is in the public interest.
- 2) GVRD should continue in its present orientation of tackling all aspects of pollution — air, water, noise, waste disposal.
- 3) More effort should be directed to control automobile usage in urban areas.
- 4) GVRD should initiate experimental projects to encourage the sorting, recycling, and minimizing of wastes.

- 5) Attention should be directed to stiffening the regulations over all forms of pollution, and their enforcement, in accordance with the apparent wishes of the public.

## F. TRANSPORTATION

- 1) No total urban freeway system should be built in the Region.
- 2) In meeting the demand for recreational travel, to areas outside of Region, the emphasis should be on providing better inter-regional services by bus and other public carriers, but the possibilities for providing additional ferry terminals and services as well as the possibilities of additional automobile routes to recreational areas should be studied along with the possibilities of increasing the capacity of existing routes and services.
- 3) Regionally control and develop "office centres" or "Regional Town Centres" outside of downtown, and attempt to decentralize some downtown growth to these centres. (See also Item A4 above).
- 4) Discourage autos entering downtown and provide better public transportation alternatives.
- 5) Plan a long-range, all-purpose transportation corridors network and seek the co-operation of the Provincial Government in preserving the corridors until needed.

# CONTINUING THE PROGRAM



With this report we have a first-sounding of public opinion on regional issues and a first-statement on policies proposed to retain and improve livability in the Region.

Work on developing the 30 policy statements of the GVRD Planning Committee should proceed simultaneously during 1973. It is proposed to group the 30 statements into policy areas and to form Policy Committees to work on them. These Policy Committees have as their goal to report in the fall of 1973 on objectives for their policy areas, propose operational policies for moving towards the objectives, and set out the implications, financial and otherwise, of their recommendations. Between fall 1973 and spring 1974, these proposals would be worked up into the first integrated Livable Region Program/Plan, with the continued assistance of the Policy Committees.

The Policy Committees would be formed of technical staff of GVRD, the municipalities, senior governments, members of the universities and other institutions of the Region, with representatives of interested citizen groups

and associations. Members of the GVRD Planning Committee and of other GVRD function committees would also participate. Co-ordination would be assured by the GVRD Planning Committee, assisted by the Regional Technical Planning Committee.

The public program has revealed a desire on the part of many citizens to participate in the study of Livable Region policies from the beginning, rather than to be asked to react to the results of studies. Therefore, the Policy Committees should have a broad base in the regional community. Interested citizens will be asked to join with GVRD and







municipal staffs and members of the regional Technical Planning Committee to make up these Policy Committees. In addition, organizations not actually represented on a Policy Committee will be encouraged to submit briefs on the subjects of concern to them.

The Planning Committee aims to complete the first Livable Region Program/Plan by the spring of 1974. It will be concerned chiefly with the policies and action programs required to maintain and improve livability within the next 10 years.

## REPORTS

In coming months the Planning Department will prepare a report on the "State of the Plan" in the various policy areas, since in most policy areas there are some existing plans and

policies which can act as a starting point for discussion and further study.

There will be a late spring report on the progress being made and public views on the work being done.

In the fall there will be a summary report to the Board on findings and recommendations of the Task Forces.

In addition there might be special reports to the Board if early action is recommended in any policy area.

## THE PUBLIC PROGRAM

Public discussion will be a continuing feature of the Livable Region Program. The methods of involving community groups and individuals will change as the objectives of the draft Program become more specific, but at all times interested persons and groups will have good opportunity to 'say their piece' in ways which effectively reach the decision-making bodies and officials involved in the program.

As this report has mentioned, there are many groups of people from whom we have not heard. We have met representatives of some of the groups listed below, but for our Program to be representative it is important we hear as many viewpoints as possible:

young people  
senior people

home owners  
prospective home buyers  
outdoor people  
indoor sports  
tenants  
working mothers  
families  
ethnic groups  
working men and women  
business decision-makers  
special interest groups  
community organizers  
ratepayer groups, old and brand new  
politicians, elected  
politicians, aspiring  
philosophers  
social observers  
civil servants  
experts (even planners)



## A P P E N D I X

### GROUPS AND INDIVIDUALS CONTACTED

#### Spring Meetings

Dunbar Homeowners Association  
Surrey Advisory Planning Commission  
West Vancouver Organization Representatives  
Delta Senior Secondary School  
Fraser-Killarney Community Associations  
New Westminster Chamber of Commerce,  
Urban Affairs Committee  
Citizens Council on Civic Development  
Interproject Housing Council  
North Shore Planning Forum  
Greater Vancouver Real Estate Board  
Urban Affairs Committee

#### Fall Meetings

16/6/72  
White Rock Group  
28/6/72  
SPEC — Vancouver Division  
28/6/72  
South Surrey Study Group  
27/6/72  
GVREB — Civic Affairs  
29/6/72  
Board of Trade  
4/7/72  
Community Arts Council  
6/7/72  
Day Care — Status of Women — Mental Health  
2/8/72  
South Surrey Planning Committee  
10/8/72  
School Trustees & Superintendents  
6/9/72  
Delta School Board  
18/9/72  
Douglas Park Community Association  
19/9/72  
Association of Coquitlam Electors —  
1st Open Forum  
19/9/72  
New Westminster Public Meeting

20/9/72  
Richmond School Board  
21/9/72  
ACE — 2nd Open Forum  
21/9/72  
Burquitlam Banting Executive  
25/9/72  
Sea Island Ratepayers  
26/9/72  
Greater Vancouver Real Estate Board  
Burnaby Coquitlam Division  
26/9/72  
Burnaby Chamber of Commerce  
26/9/72  
Burquitlam Banting Ratepayers  
28/9/72  
Community Planning Association of Canada  
Vancouver Division  
28/9/72  
North Vancouver Neighbourhood House  
2/10/72  
Associated Chambers of Commerce  
4/10/72  
North Delta Ratepayers  
10/10/72  
ACE — 3rd Open Forum  
11/10/72  
Junior League  
12/10/72  
Ad Hoc Committee on Day Care  
13/10/72  
Coquitlam Mobile Home Owners  
17/10/72  
Burnaby School Board  
17/10/72  
Cloverly Ratepayers  
17/10/72  
North Delta Ratepayers  
19/10/72  
Delta University Club  
25/10/72  
Woodhaven Bedwell Bay



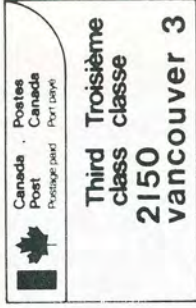
# GREATER VANCOUVER



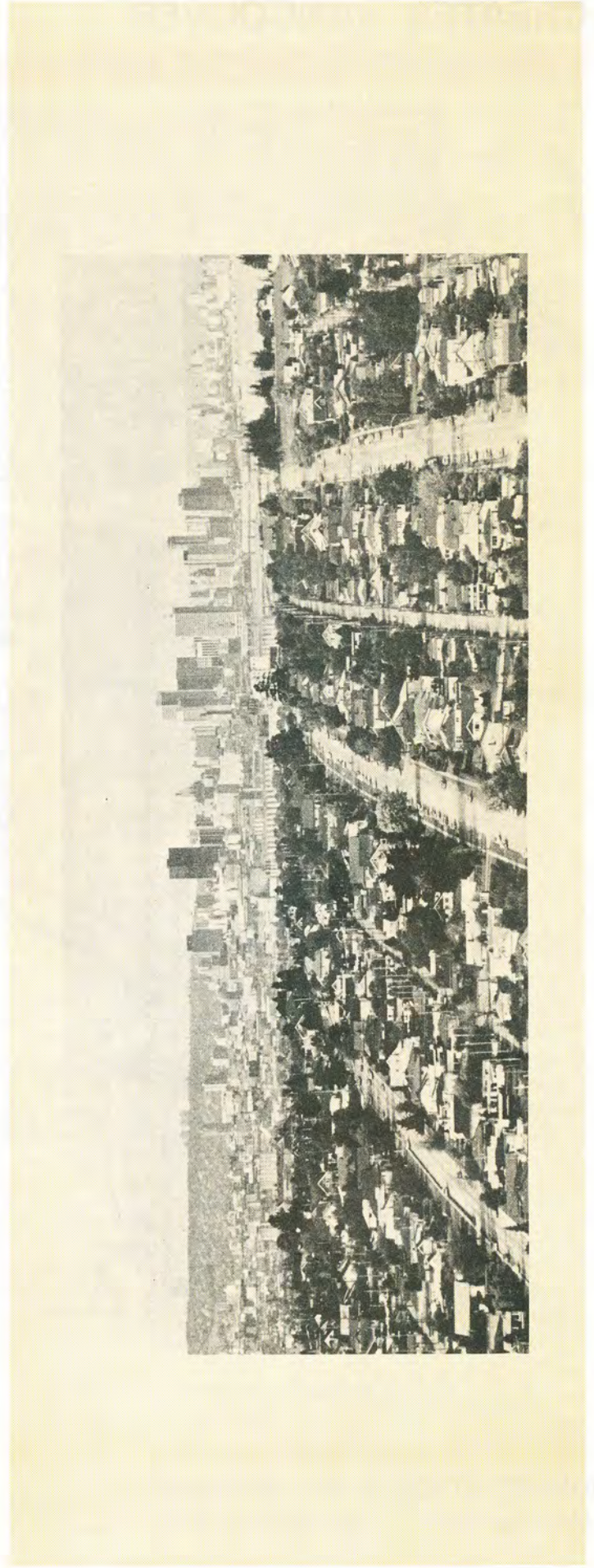
LIVABLE REGION PUBLIC PROGRAM  
Meetings held Spring-Fall 1972



GREATER VANCOUVER REGIONAL DISTRICT  
PLANNING DEPARTMENT  
2294 West 10th Avenue,  
Vancouver 9, B.C.



# A REPORT ON LIVABILITY







Please refer to our file number:

February 26, 1973

POLICY COMMITTEES -- MEMBERSHIP AND TERMS OF REFERENCE

The Greater Vancouver Regional District has recently approved 30 policy options concerning the "Report on Livability" and the GVRD Planning Department has been asked to work out how the programmes could be developed.

In scheduling the work required to further define the policies, and to establish the programmes, it became obvious that the Planning Department would not have sufficient staff or sufficient consultant funds. It also became apparent that:

- (a) Political and technical advice would be required from the Federal Government;
- (b) Political and technical advice would be required from the Provincial Government;
- (c) Political and technical advice would be required from the GVRD municipalities;
- (d) Special interest groups within the region should be directly involved; and
- (e) The resources of regional academic institutions should be directly involved.

If all these people were to be involved, the questions of communication, staffing and scheduling would be of major concern. The most obvious solution to this problem was to form Policy Committees composed of representatives from each of the above groups.

The GVRD Board directed that these Livability Policy Committees be organized so as to focus the attention of each committee on one or more urban systems, since it is essentially these systems which, through their operation, affect the everyday lives of the people of the Region and consequently affect livability.

Policy Committees would be created to deal with the following systems:

.....2.



1. Transportation and Transmission
2. Residential Living
3. Recreational
4. Educational and Research
5. Social Services
6. Health and Public Protection
7. Production and Distribution (economics)
8. Environmental Management
9. Government and Society

This list of Committees agrees in the main with a number of suggestions put forward, including that of the Regional Technical Planning Committee.

The 30 policy points shall be assigned to these various Committees for their investigation. There will be some overlap. (See Appendix.) The Committees, once formed, will also be free to examine other policy points not originally assigned to them but which they feel should be examined from their particular viewpoint. In addition, these Committees should deal with any additional or alternative policies that might be assigned to them by the Planning Committee or Tri-level Committee as a result of the Board's request to the Board's committees and the member municipalities to come forward with such suggestions. They will also be able to deal with new public concerns that might be identified in the course of the Public Programme during the next two or three months.

#### Policy Areas for Provincial and/or Federal Study

In terms of the technical work required to develop the 30 guideline statements into operational programmes, there are a number of policy areas where it is desirable to ask the Province to take the initiative and to accept the major responsibility for the studies. These are the following areas:

- Floodplain policy
- Conservation of farmland
- Land banking
- Control of land speculation
- Tax base maladjustment and balance
- Extra-regional recreational travel demand
- Control of the regional growth rate

#### The "State of the Plan" Report

An immediate task for the Planning Department is to prepare the "State of the Plan" report whose purpose is to put before the Policy Committees and the interested public the existing policies, plans and programmes with respect to each one of the 30 guideline policy statements. This document is seen as essential for the work of the Livability Policy Committees.



### Preparation of Draft Ten-year Regional Plan

In line with the Board's wish to see a Livable Region Plan developed as soon as possible, the Planning Department will concentrate its efforts during the first half of 1973 on the preparation of a draft Regional Plan for the next decade of growth in Greater Vancouver. The draft Plan will be developed by working out what could be achieved during the next 10 years by implementing the following Livability guideline policies:

- A2 Plan max.-min. population targets by sub-area for 10 years
- 3 Study methods of husbanding land
- 4 Maximize living close to work
- 5 Discourage large low-density industrial areas
- C1 Act on land price, land banking for transportation and Regional towns
- 2 Promote infilling and assembly for large tracts
- 3,4 Provide for a variety of life-styles and income levels in housing everywhere
- F3 Develop Regional town centres and decentralize downtown same
- 4 Discourage autos downtown, provide better public transportation
- 5 Plan and preserve a transportation corridors network

and based on conclusions drawn from the Green Belt Study in relation to:

- B1,6 Preserve wilderness, foreshore, ecological areas
- 2 Recuparate foreshore industrial areas if unintensive
- 3 Preserve farmlands
- 4 Acquire lands for Regional Parks
- 5 Meximize recreation opportunities within Region

It is probable that the draft Plan will contain a number of alternative patterns of development based on a certain number of differing assumptions about the amounts that can be invested in transportation, in basic services, in acquisition of land for Regional centres, and in the degree to which existing municipal intentions with regard to municipal developments are adhered to, etc.

This draft Plan, or a selection of options from it, would be given to the Policy Committees at the beginning of the summer following a review of the draft by the GVRD Planning Committee. Ideas and proposals put forward by the various Policy Committees prior to that time would be utilized as much as possible and as time permits in preparing the draft Plan.



## TERMS OF REFERENCE AND SELECTION PROCESS FOR POLICY COMMITTEES

### Objective

Our objective is to get the following representation on each of the Policy Committees:

- (a) Political representation from the municipal, provincial and federal levels of government. At the provincial and federal levels, the person chosen may not necessarily be a member of the government.
- (b) Technical, professional and administrative personnel from municipal, regional, provincial and federal jurisdictions.
- (c) Representatives of the interested public.
- (d) Representatives from (educational institutions) academia.

### Method

The following agencies and persons should be asked to contribute names of candidates:

- (a) All Directors of the GVRD Board.
- (b) All GVRD Department Directors and their senior staff.
- (c) All Technical Planning Committee members.
- (d) Political and staff members of the provincial and federal governments with whom we have contact.
- (e) Public groups whose interests coincide with Policy Committee work.

The Public Programme staff of the Planning Department will be primarily responsible for soliciting nominations from groups in the Region.

We should consider advertising in regional newspapers for prospective Policy Committee members. What is most important is that we give people who are not associated with groups an opportunity to let their interest be known.

There has been some discussion as to whether persons should be chosen as individuals or as representatives of their sponsoring organizations. This question should be left unresolved. Prospective members should be told that they can either contribute their own individual views to the Committee or choose to communicate the official position of their sponsoring organization, whichever suits them and the sponsoring organization.



We should consider using a questionnaire which would be of help to people who are nominating persons and which would provide background information to the Board Directors. A draft questionnaire is attached.

#### Selection of Committee Members

A list of prospective Committee members will be drawn up for each Policy Committee. The lists will contain the names of people who have been nominated by the above list of agencies plus the names of persons who have responded to the public advertisements.

The next step will be to hold a meeting to which would be invited all persons who are on the list for a particular Committee. The Terms of Reference for the Committee would be discussed at this meeting and those attending would be asked to indicate if they are willing to work on that Policy Committee. We will have to determine at this point the amount of time prospective members are willing to devote to Policy Committee work and any conditions to their being involved. In those instances where a person normally works for a private firm or a level of government, the Planning Committee may have to recommend that the Board approach the parent organization and ask that the nominee be seconded to a Policy Committee for a stated period or amount of his working time.

#### Chairman and Head of Research for Policy Committees

##### Qualifications

The essential first step in the formation of the Committees is the recruiting of one or two capable persons for each Committee who are knowledgeable in the subject area and who can devote a minimum of five working days per month, on the average, to the Committee. What is needed for each Committee is a chairman who can devote time to the Committee and a knowledgeable person who can write the Committee's report.

The Chairman and Head of Research of a Committee are going to have to provide leadership and organization to their Committee. They are going to have to deal with people whose institutional, professional, academic, social and economic backgrounds are dissimilar. Therefore, the Chairman and Head of Research of each Committee should have a demonstrated ability to:

- (a) be flexible and tolerant when dealing with people
- (b) be knowledgeable and flexible in the handling of a complex subject
- (c) organize people and a work programme
- (d) lead a group and chair meetings



### Appointment

The Chairman and the Head of Research of each Policy Committee should be elected to their position by the members of their respective Committees. However, it is important that the Policy Committees have chairmen right from the outset. Therefore it is suggested that each Policy Committee should be chaired by a member of the GVRD Planning Committee until such time as these Committees have most of their members appointed and have had time to get to know one another.

### Payment

We need not pay Policy Committee members who are seconded to the Policy Committees by the organization with whom they are normally employed. However, where a person is requested to join a Policy Committee, and that person is not seconded, we must be prepared to pay for their time and expenses. The question of honorariums, fees and payment of expenses will have to be resolved by the Committee chairman at the first meeting of each Committee. The basic approach that is recommended is that each Policy Committee be given a budget. This budget would have to be approved by the Executive Committee of the Board. (Of all Livable Region Programme funding secured, the average Committee budget could be about \$8,000.)

### Secretariat

If the Policy Committee approach is to succeed, a good Secretariat must be furnished. The organization and funds required to sustain this type of effort are being set up at this time. The work undertaken by the Secretariat will depend largely upon the evolving needs of the Policy Committees and the normal constraints of the budget allocated to this work.



Timetable

| Policy Cttee.#  | Jan.  | Feb. | Mar.  | Apr.  | May | June | July | Aug. | Sept. | Oct.         | Nov. |
|-----------------|-------|------|-------|-------|-----|------|------|------|-------|--------------|------|
| Tran.& Tran.    |       |      | start |       |     |      |      |      |       | draft report |      |
| Res. Liv.       |       |      | start |       |     |      |      |      |       | draft report |      |
| Recr.           |       |      |       | start |     |      |      |      |       | draft report |      |
| Educ.& Resch.   |       |      |       | start |     |      |      |      |       | draft report |      |
| Soc. Serv.      |       |      |       | start |     |      |      |      |       | draft report |      |
| Hea.& Pub.Pro.  |       |      |       | start |     |      |      |      |       | draft report |      |
| Prod.& Dis.(ec) |       |      | start |       |     |      |      |      |       | draft report |      |
| Envir. Man.     | start |      |       |       |     |      |      |      |       | draft report |      |
| Gov.& Soc.      |       |      |       | start |     |      |      |      |       | draft report |      |

1-2 DAYS

JOINT MEETING "A"

1-2 DAYS

JOINT MEETING "B"

JOINT MEETING "C"

REPORT TO THE BOARD

Definitions

- Start -- the first meeting of the Policy Committee at which the Terms of Reference for these Committees and their memberships are discussed, clarified, and hopefully resolved.
- Joint Meeting "A" -- Optional (but should be striven for). The first joint meeting is to ensure that Committee members have an opportunity to meet the GVRD Planning Committee, GVRD staff, and the Chairman and members of the other Committees. It should be the first opportunity to determine the areas of subject overlap and to determine what joint research needs to be undertaken.
- Joint Meeting "B" -- Mandatory  
A one or two day meeting with the Planning Committee members to verbally explain their reports, conclusions, recommendations and suggested programmes.



(d) Joint Meeting "C" -- Mandatory

A day or two-day meeting with the Board members to explain the Committee reports, conclusions, recommendations and suggested programmes as they have been revised in discussion with the Planning Committee.

Policy Committee Meeting Times

Each Committee should determine the best time for their working meetings. Care should be taken to ensure that the wishes of those members who are not seconded by an agency or institution, and whose normal duties do not allow day meetings, are accommodated. The Secretariat and GVRD staff should be prepared to attend evening meetings. The normal working hours of a few members of the GVRD staff may have to be altered to provide for this need.

It is also felt that we should allow for meetings of Policy Committee Chairmen and Heads of Research on a demand basis.

Terms of Reference of Committees

Reporting

Each Committee should make a written report. Its report will be made directly to the Regional Board, that is to say it will be addressed to the Regional Board, but as we suggest above, opportunity should be taken to review a draft of their report with the Planning Committee. There may be one or more minority reports from members who do not entirely agree with the majority of the Committee. These reports likewise should be written and addressed to the Board itself. All members of the Committee should be asked to sign a report.

Contents of the Committee's Report

1. Livability Objectives

Apart from the general objective of the Livability Programme, which is to maintain and improve livability in the Region, the reports up to now do not contain statements of objectives as such. The 30 policy statements are in some cases statements of objectives, in others statements of methods of reaching unspecified objectives, and in others just guidelines. Each Committee should be asked to examine its policy field and try to develop some statements of objectives for that field.

2. Regional Responsibility

Given a set of objectives, what is the appropriate role and responsibility of the Regional District with respect to each



objective as opposed to what might be the role and responsibility of municipalities or the senior governments?

3. Livability Indicators

Each Committee should be asked to propose one or more livability indicators that may be used to determine whether or not progress is being made towards improved livability in its policy area. It is tempting to suggest that the livability indicators should be directly related to the objectives, but this may be wrong. We will have to explain our view of a livability indicator, emphasizing its focus on measuring satisfactions or dissatisfactions being produced by the urban systems, capable of being appreciated by an individual in his daily activities in the urban region. The Committees should be asked to pay some attention, in selecting indicators, to the ease with which data may be found to produce the indicator, whether by the collection of objective data or by interview techniques. Perhaps by using the examples from the growth questionnaire and from the transportation service indices report, we can demonstrate to the Committees the difference between livability indicators and other statistical measures like "GNP" or "total traffic flow" that have no meaning for the individual or that he cannot relate to his own day-to-day experience.

4. Policy Statements

A Committee may examine any of the policy statements it considers relevant, whether or not we have suggested it as falling within their area. The Committee should consider whether these policy statements are appropriate, clear and desirable. If they do not agree with a policy statement, they should propose an alternative. They may well find that there should be additional policy statements covering matters not included.

5. Operational Policies

Having reached some conclusion about the objectives, about the appropriate role and responsibility of the Regional District, and about the adequacy of the policy statements, the Committee should report on what immediate steps should be taken by the Regional District with respect to each statement of policy which it is recommending. If possible, these first steps should be shown and explained as a sequence of steps or events which might be undertaken by the Regional Board over a two to three year period. In many instances, moving towards action from the policy statement will require legislation to give the Regional Board some new or different powers. It would not be very useful for the Committee merely to state what powers would be required and leave it at that, without visualizing what action would be required once the powers were obtained.



6. Financial Implications

If possible, the Committee should report, for each policy, what level of operating and capital expenditures might be required for an adequate programme to carry out the policy. They may wish to indicate possible ways of funding such programmes.

7. Other Matters

The Committee should be free to include any other matter needed to explain its position on its policy field.

Reporting Dates

The Committees should be requested to have their draft reports ready by mid-October so that they can be discussed with the Planning Committee and final reports prepared and printed for submission to the Board at the end of November.

Solicitation of Public Views

Since only a limited number of organizations will be able to have members on the various Policy Committees, these Committees will have to actively solicit public views by taking part in the Public Participation Programme, by asking for briefs, and by advertising and holding public meetings.

It is now apparent that the Policy Committees will have items brought to their attention through their meetings with the public or because these issues will have high current interest throughout the Region. It is important that the Policy Committees, with the help of the Planning Committee, the Planning Department and the Secretariat, be responsive to these needs and questions and be prepared to devote part of their effort to helping with these problems. If the Policy Committees are seen to be unresponsive to expressed community concerns, it is likely that their subsequent work will not gain the required credibility.

Public Hearings

The recommendations of each Committee to the Board will not be made public until the Board meeting at which they are presented. Before the Board takes action on them, public reaction to the recommendations should be sought by means of public hearings. These could be conducted by the Policy Committees or the Board.



## APPENDIX

### POLICY COMMITTEES

### POLICY PROPOSITIONS

|                                    | <u>Ref. No.</u> | <u>Short Description</u>  |
|------------------------------------|-----------------|---|
| Transportation and<br>Transmission | F1              | No total urban freeway system<br>(What instead?)                                |
|                                    | F2              | Provide public transport to<br>extra-regional recreation etc.                   |
|                                    | F3              | Develop Regional, town centres<br>and decentralize downtown same                |
|                                    | F4              | Discourage autos downtown, pro-<br>vide better public transportation            |
|                                    | F5              | Plan and preserve a transporta-<br>tion corridors network                       |
|                                    | A4              | Maximize living close to work   |
|                                    | B5              | Maximize recreation opportunities<br>within Region                              |
|                                    | A2              | Plan max.-min. population tar-<br>gets by sub-area for 10 years                 |
|                                    | E3              | Effort to control auto use in<br>urban areas                                    |
| <hr/>                              |                 |   |
| Residential Living                 | A2              | Plan max.-min. population tar-<br>gets by sub-area for 10 years                 |
|                                    | A4              | Maximize living close to work   |
|                                    | C2              | Promote infilling and assembly<br>for large tracts                              |
|                                    | C3/C4           | Provide for a variety of life<br>styles, income levels in housing<br>everywhere |
|                                    | D2              | Devise ways to compensate for<br>tax-base maladjustments                        |
|                                    | D3              | Encourage public participation<br>on Regional issues publicity                  |
|                                    | F5              | Plan and preserve a transporta-<br>tion corridors network                       |

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POLICY COMMITTEES

POLICY PROPOSITIONS

|                        | <u>Ref. No.</u> | <u>Short Description</u>   |
|------------------------|-----------------|--|
| Recreational           | B1              | Preserve wilderness, foreshore, ecological areas   |
|                        | B2              | Recuperate foreshore industrial areas if unintensive   |
|                        | B4              | Acquire lands for Regional parks   |
|                        | B5              | Maximize recreation opportunities within Region  |
|                        | B6              | Preserve wilderness, foreshore, ecological areas   |
|                        | F2              | Provide public transport to extra-regional recreation etc.   |
|                        | A2              | Plan max.-min. population targets by sub-area for 10 years   |
| Education and Research | A2/A4           | Plan max.-min. population targets by sub-area for 10 years (plus)<br><br>Maximize living close to work |
|                        | B5              | Maximize recreation opportunities within Region  |
|                        | C2              | Promote infilling and assembly for large tracts  |
|                        | D2              | Devise ways to compensate for tax-base maladjustments  |
|                        | D3              | Encourage public participation on Regional issues publicity  |



POLICY COMMITTEES

POLICY PROPOSITION

|                              | <u>Ref. No.</u> | <u>Short Description</u>  |
|------------------------------|-----------------|---|
| Social Services              | A2              | Plan max.-min. population targets by sub-area for 10 years                |
|                              | A4              | Maximize living close to work   |
|                              | C3/C4           | Provide for a variety of life-styles, income levels in housing everywhere |
|                              | F3              | Develop Regional town centres and decentralize downtown same              |
| <hr/>                        |                 |   |
| Health and Public Protection | A2              | Plan max.-min. population targets by sub-area for 10 years                |
|                              | A4              | Maximize living close to work   |
|                              | A6              | Strengthen floodplain policies  |
|                              | C3/C4           | Provide for a variety of life-styles, income levels in housing everywhere |
|                              | E2/E4/E5        | Forge ahead on GVRD pollution control                                     |
|                              | E3              | Effort to control auto use in urban areas                                 |
|                              | F1              | No total urban freeway system (What instead?)                             |
|                              | F4              | Discourage autos downtown, provide better public transportation           |
|                              | F5              | Plan and preserve a transportation corridors network                      |

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POLICY COMMITTEES

POLICY PROPOSITION

|   | <u>Ref. No.</u> | <u>Short Description</u>  |
|---|-----------------|---|
| Production and Distribution (Economics) | A1              | Tri-level, committee and growth study                                 |
|   | A2              | Plan max.-min. population targets by sub-area for 10 years            |
|   | A3              | Study methods of husbanding land                                      |
|   | A5              | Discourage large low-density industrial areas                         |
|   | B2              | Recuperate foreshore industrial areas if unintensified                |
|   | B3              | Preserve farmlands  |
|   | C1              | Act on land price, land banking for transportation and Regional towns |
|   | C2              | Promote infilling and assembly for large tracts                       |
|   | E1              | Emphasize "polluter to pay" policies                                  |
|   | F3              | Develop Regional town centres and decentralize downtown same          |
|   | F4              | Discourage autos downtown, provide better public transportation       |
| <hr/>                                   |                 |   |
| Environmental Management                | A2              | Plan max.-min. population targets by sub-area for 10 years            |
|   | A3              | Study methods of husbanding land                                      |
|   | A4              | Maximize living close to work   |
|   | A5              | Discourage large low-density industrial areas                         |
|   | B1              | Preserve wilderness, foreshore, ecological areas                      |



POLICY COMMITTEES

Environmental  
Management (cont'd)

POLICY PROPOSITIONS

| <u>Ref. No.</u> | <u>Short Description</u>   |
|-----------------|--|
| B2              | Recuperate foreshore industrial areas if unintensified                 |
| B3              | Preserve farmlands   |
| B4              | Acquire lands for Regional parks                                       |
| B5              | Maximize recreation opportunities within Region                        |
| B6              | Preserve wilderness, foreshore, ecological areas                       |
| C1              | Act on land price, land banking for transportation and Regional towns. |
| C2              | Promote infilling and assembly for large tracts                        |
| D1              | Study how to combat land speculation                                   |
| E1              | Emphasize "polluter to pay" policies                                   |
| E2/E4/E5        | Forge ahead on GVRD pollution control                                  |
| E3              | Effort to control auto use in urban areas                              |
| F4              | Discourage autos downtown, provide better public transportation        |
| F5              | Plan and preserve a transportation corridors network                   |



POLICY COMMITTEE MEMBERS -- INFORMATION SHEET

Name:

Address:

Telephone Nos.:

Referred By:

Place of Employment:

Area of Expertise:

Policy Committees of Interest:

Will this person be representing an institution, agency or government?

Can he/she be seconded?

Conditions applied to their being seconded:

Amount of time available for committee work:

When will they have free time?

Will payment for time spent on Policy Committees be required?

Affiliations -- groups - public

professional

publications



return requested to:  
2294 W. 10th Ave.,  
Vancouver 9, B.C.



# GREATER VANCOUVER REGIONAL DISTRICT NEWSLETTER

2294 WEST 10TH AVE., VANCOUVER 9, B.C.

SEPTEMBER, 1972 **6**

## THANKS!

We would like to thank those hundreds of people who replied to the questionnaire in the previous issue of the GVRD Newsletter. This was the questionnaire aimed at updating our mailing list and, at the same time, determining if you would like to see the Newsletter continued as a regular publication.

It is clear you want it continued and the majority appear to favor keeping the present format of presenting articles in concise form. Quite a number suggested more variety in subjects and we will try to do this.

The process of updating the mailing list is continuing, as is our effort to increase the circulation of the Newsletter to about 5,000. At its August meeting the Regional Board approved continuation of the Newsletter in its present form. When updating of the mailing list is completed we will be submitting a new report to the Regional Board seeking authority to continue the publication, possibly with some changes in the format, for an indefinite period.

### Hospital Vote in December

The \$95 million regional hospitals improvement bylaw will be submitted to ratepayers with this December's municipal elections.

All municipalities except Vancouver will vote on Saturday, December 9 while Vancouver will vote on Wednesday, December 13. Municipal ballot boxes, for the hospital bylaw only, will be sealed until December 13 and the total vote counted after Vancouver ratepayers cast their ballots.



*GVRD has role in provision of housing.*

## G.V.R.D. Housing Program

The GVRD is in the housing business. Earlier this year the Regional Board approved the first step in what could well develop into a major housing program.

This first step was to seek allocation of senior government funds to acquire 300 family units in the region, either for assisted resale or rental. Approval from the senior governments to proceed was finally obtained in August.

The Regional District's role in the provision of housing, says GVRD Housing Director, Bill Casson, is not to construct projects but to stimulate and encourage private industry to provide accommodation for the lower-income group.

The 300 units that the GVRD is now in the process of acquiring will be scattered throughout the Region. The policy is to purchase several units in multiple housing developments rather than follow

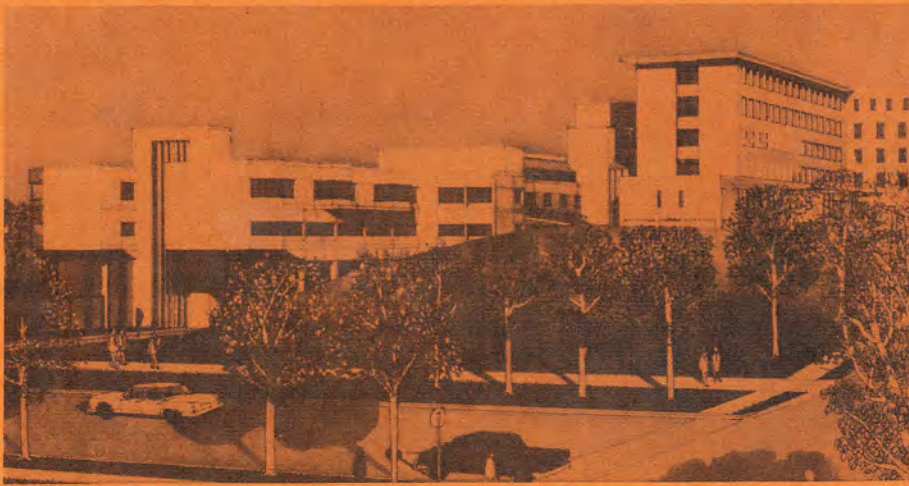
previous government policy of building public housing projects. The GVRD is also initiating rental accommodation for families in small developments, where it will subsidize rents.

The approaches taken, particularly in subsidized purchase, are the first of their kind in Canada and naturally are experimental in nature.

Once the first stage of the program is completed a more extensive program — based on the same policy — will be started.

The GVRD is also involved in initiating the development of senior citizens housing in the Region. Earlier this year the board approved senior citizens projects in Vancouver and West Vancouver, besides assuming the 12½% rental subsidy on all existing public housing in the region.





Construction started in August on expansion of facilities at St. Vincent's Hospital in Vancouver, with funds provided by the B.C. Hospital Insurance Service and the GVRD. New facilities include a 75-bed extended care unit, 20-bed acute psychiatric unit, day care space for psychiatry and a new dietary department. Cost of work is estimated at \$3 million.

### Transit Talks

The GVRD has taken steps to re-open discussions with the Provincial Government and B.C. Hydro on the take-over of the bus system in Greater Vancouver. Mr. Allan Kelly, Chairman of the GVRD's transportation committee, has sent a letter to new provincial Premier Dave Barrett asking for a meeting to discuss the question of public transportation. In July the Regional Board voted to end talks with the previous government on the take-over of the bus system because no progress was being made on an acceptable agreement. The present bus system loses money.

The Regional Board has agreed to assume transit as a responsibility and to improve service throughout Greater Vancouver, providing an acceptable take-over agreement can be made.

### Noise Control

Provincial authority to enact a noise-control bylaw is being sought by the GVRD.

The regional bylaw would set noise levels for day and night in two types of areas — activity zones and quiet zones. Boundaries for the two zones would be established by municipal councils.

### Financing

A request from the Municipal Finance Authority of B.C. that it be allowed to borrow money in offshore markets, if advantageous to do so, has been approved by the Regional Board.

At present regional districts are restricted by provincial regulations to borrowing funds in Canada, the U.S. or the United Kingdom. The MFA has been considering a number of foreign markets including Germany, Switzerland, France and Japan.

## GREENBELT RESPONSE REMARKABLE

The response to the GVRD's appeal to the public for suggestions of potential greenbelt sites has been remarkable. Several hundred suggestions were submitted, everything from the entire University Endowment Lands to Block 42 in downtown Vancouver.

The Provincial Government earlier this year established a \$25 million fund for purchasing greenbelts throughout B.C.

Norm Pearson has been retained as a consultant by the GVRD to evaluate potential sites in Greater Vancouver and prepare a report for the Regional Board.

### Inlet Crossing

By a vote of 29 to 27 GVRD directors passed a motion supporting "an additional crossing of Burrard Inlet as soon as practical".

At the same time, Directors stated that it is the responsibility of the senior government or a federal agency (like the National Harbours Board) to initiate a proposed new study into the implications of a third crossing of the Inlet.

Mayor Jim Tonn of Coquitlam has served notice of motion that he will urge the Board to reconsider the third crossing issue at its September meeting.

### Bond Issue

The GVRD in September marketed a \$2.5 million serial debenture issue, the bulk of the funds to be used for regional park acquisitions. The issue was 1-to-20 year serials, purchased by a syndicate at a price of 99.025 per 100 making an effective interest cost of 8.47%. Short term debentures carried a coupon of 7% and long term 8%. Seven quotations were received.

### Nuclear Medicine

The growth in nuclear medicine at Vancouver General Hospital has been so rapid in recent years the Greater Vancouver Regional District has approved a grant to conduct a study into the provision of additional facilities.

Nuclear medicine involves the use of radio-active substances, known as radio-isotopes in the diagnosis of disease. Radio-active substances are taken internally or injected and progress of the substance is followed on a scanner. Brain tumors, blood tests and thyroid problems are types of uses where radio-active substances are employed for diagnosis.

Over the last four years the Department of Nuclear Medicine at VGH has experienced such tremendous growth in utilization that additional facilities are required, according to a report submitted to the GVRD Board.

Board members approved a grant of \$7,500 to study the provision of additional facilities.





**"Our group is not only concerned about, but weary of having no say, or at best, token representation."**

**AN**



## GREATER VANCOUVER: THE REGION AND THE REGIONAL DISTRICT

The Greater Vancouver Regional District is an organization of the 14 municipalities and 3 Electoral Areas which make up the Greater Vancouver area. There are 28 Regional Districts in all in British Columbia. The GVRD's prime purpose is to tackle area-wide problems and provide metropolitan services on a co-operative basis.

## THE GVRD PROGRAM TODAY

- supplying water to the member municipalities
  - building and operating sewage treatment facilities
  - Buying and developing regional parks
  - carrying out a regional housing program
  - air and noise pollution control
  - investigation of improved metropolitan-wide public transportation
  - regional planning
  - local planning in the Electoral Areas of the region (Bowen Island, Iloilo-Buntzen)
  - capital financing and construction of hospitals
- More details about the organization and working of the Regional District can be found in the 1977 GVRD Annual Report and other brochures.

## THE LIVABLE REGION PROGRAM: PREPARING FOR TOMORROW

The Board of the Regional District has in recent months begun a study of the future - the future of the region as it develops and the role the Regional District must and should play if it is to remain an effective metropolitan administration. The Regional District recognizes that it has this broad responsibility to manage growth and change in order to maintain our area as a livable region.

(Continued on page 6)

## TOMORROW

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- more e



**Livability:**  
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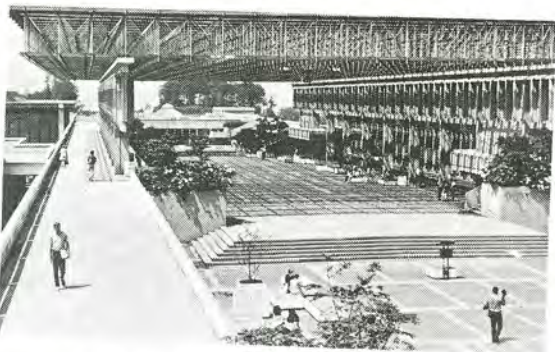


# FACTS AND TRENDS



## TOMORROW:

- more leisure time, shorter work week
- more money to spend
- more people employed providing services
- more education
- more involvement and participation
- more self-expression and innovation
- more emphasis on quality
- more emphasis on the environment
- more emphasis on social well-being



*Livability is a sense of belonging to a small community. Going to community facilities by car breaks down neighbourliness."*

*"What I like best about Vancouver is my friends and accessibility to everything."*

*"We should encourage living and working in the same area."*

*"Plan different kinds of communities for different kinds of people, but don't try to decide too many things too far ahead, for our needs will change."*

*"A mixed community is possibly desirable but might bring neighbour-to-neighbour problems which will prevent real community feeling developing."*

## TRANSPORTATION

Greater Vancouver now has about 45 miles of freeway, about 2,500 miles of paved major local streets, about 1,100 miles of unpaved roads, about 350 miles (excluding route duplication) of local bus transit service, and about 200 miles of major railwaylines. All inhabited parts of the region can be reached by car in less than one hour from downtown, and 85% of the population is within 40 minutes rush hour driving time of downtown.



*Transportation is a question of choice — people should be free to choose."*

*"Can we have effective public transit without rapid transit?"*

*"Extend park-and-ride system even as far out as Surrey."*

*"Good service in an area is public transit that lets people use the facilities in that area."*



## OPINIONS (" ")





**RIISING HOME PRICES**  
Multiple Listing Service  
1964 - \$13,202  
1968 - \$20,595  
1970 - \$24,225  
1971 - \$25,574

**Community:**

*"We have no place to go that's ours. At shopping centres they hassle us." (A Teenager:)*

*"Take pressure off downtown Vancouver. Make it so people in Surrey don't have to go there for jobs or shopping."*

*"What about older persons who cannot afford to remain in a single-family house yet wish to stay in the same neighbourhood?"*



*"More and more tankers are travelling Howe Sound - perhaps it should be a Regional park."*

*"We need complete restriction of trucks at night."*

*"Airplane noise in our area is like a big truck out front."*

Transportation and urban development are interdependent: The ways we travel influences the character of the region's communities.

**Industry:**

Vancouver is becoming important as a Western Canadian financial and management centre. Smaller, more specialized firms are focussing on a central location while larger industries are decentralizing. By the year 2000 it is estimated that an additional 13,500 net acres of industrial land will be required.

**Jobs:**

One million more people means creating 300,000 to 400,000 more jobs. We must resolve the gap between skills available and skills required.

**Pollution:**

For every 118 pounds of old newspapers recycled, you save one tree.

The family car produces a total of 10.6 tons of pollution in one year.

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### Economics:

The regional economy is becoming more complex and diverse with strong emphasis on service industry. We must invest in human resource development.



### Growth:

The Lower Mainland region contains 54% of B.C.'s population. In the last 5 years the population of Greater Vancouver increased by 13.5%.

How can we use growth to achieve quality?

*"Urban growth is a manufactured commodity which only stimulates tax increases."*

*"If we are to maintain livability, a new environment is required. But are the governments prepared to try new things?"*

*"Set the growth potential of an area, and then divert extra growth elsewhere."*



### Parks and Openness:

Recreation means the re-creation of people. We need expanded recreational opportunities to accommodate our exploding population. According to accepted standards, we should have 66,840 acres of developed parkland in the Lower Mainland. We have only 34,700 acres, and much of this is not developed.

*"Preserve as much nature as possible as growth goes on — Will senior governments co-operate?"*

*"Parks designed for athletics take care of kids but we need small parks with something else — a place to go for a walk, — not just a lot of grass, — quiet, a haven."*

*"Personal space — one acre lots — are important to me."*

Individuals must initiate creative change and adapt to new circumstances.

To build the Livable Region, we must ACT as well as PLAN.





The Livable Region Program will try to determine, first, what are the issues and concerns which deserve attention if the region is to be maintained and developed properly; and second, to determine what role the Regional District can play, what actions it can take in order to promote a livable region. Municipal Councils and officials are kept informed of the Program as it develops; they concern themselves with those aspects of the Program which are of importance and interest to them. The Program will continue for the next eighteen months to two years.

The essential steps are:

1. To identify issues and concerns and possible policies for dealing with them
2. To shape these issues and policies into a workable program of action
3. To translate the Livable Region Program into operations that can be undertaken by regional or other governmental agencies.

## THE PUBLIC PROGRAM

Public discussions and activities occur at several stages in the program. The Public Program, therefore, has these noteworthy features:

- Early public involvement in the Livable Region Program, starting in Spring of 1972 and continuing over the fall months to Spring 1973. A first report on public concerns about livability will be presented to the Regional Board in late Fall, 1972.
- As Livable Region proposals are developed they are opened for public discussion and comment.
- There are to be specific end-points in the public programs: community workshop sessions where views are aired and recorded, reports to the Regional Board including or incorporating proposals and recommendations from community groups and individuals, projects which attempt to hear from persons who don't take part in large meetings.

## THE PUBLIC PROGRAM: TAKING PART

The Planning Department of the Regional District has available several aids to assist any organization, community group or individual wishing to take part in the Livable Region Program. A film "The Livable Region" is available for showing to groups. Staff and political representatives are available to discuss the question of livability and to hear the views coming out of a group discussion. Several printed tabloids and other GVRD publications are available which describe some of the issues, problems and trends which face the region today. Other background reports are also available.





After an initial exposure to the purposes and ideas of the Livable Region Program, a group wishing to develop its own views on some aspect of livability should get in touch with the Planning Department of the Greater Vancouver Regional District to arrange the most effective way in which they can pursue their interests further. In the fall, it is expected that at least one all-day workshop conference will be arranged so the views and concerns of community groups can be publicly presented, discussed and further confirmed as being important.



IF YOU WISH TO LEARN MORE ABOUT ANY ASPECT OF THE LIVABLE REGION PROGRAM OR THE GVRD, CONTACT THE GREATER VANCOUVER REGIONAL DISTRICT, 2294 WEST 10th AVENUE, VANCOUVER 9, B.C. TELEPHONE 731-1155.



