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T.E.A.M.

St. Hurdman
Interim Report

REPORT OF THE DEVELOPMENTAL ISSUES COMMITTEE

To the Directors
The Electors' Action Movement
Vancouver, B. C.

I. INTRODUCTORY

The Development Issues Committee has met ten times since it was organized last spring. It has sponsored three sub-committees, each of which has met as often as the whole committee, and on other occasions as well. There are 49 persons who have attended one or more meetings. The average weekly attendance has been 25 to 30. Something over 1,000 hours has been given directly to the preparation of this report. The Co-Chairmen, in particular, are grateful for the uncounted additional hours that the chairmen, co-chairmen, secretaries and members of sub-committees have contributed in research, discussion and preparation outside formal meetings.

II. LONG RANGE GOALS

1. Establishment of a City Plan

The Committee recommends Team endorse a general plan of the development of Vancouver over the next twenty years.

The Committee has found no apparent long term plan exists for the City of Vancouver. Therefore, development in our city has been the result of a series of happenings. Progress has been made by citizens in spite of, and not because of, city hall.

The Committee does not believe that development takes place primarily as a result of civic government. It does not regard development as primarily public works undertaken at public expense. The Committee does believe, however, that development by citizens is discouraged and distorted in the absence of civic leadership. It does believe that civic participation in public projects properly proportionate to commitments of private capital in private projects is essential to a vigorous developing city.

The Committee does not blame the planning officials of the city for the situation it found. It does blame the political organization that has dominated city politics for the past thirty years. Some Committee members

recognize that the N.P.A. has done much for Vancouver by involving many outstanding and capable citizens in active municipal life. The fault is found in the structure of the N.P.A. which has consistently refused to accept any responsibility for civic affairs beyond its efforts to recruit and elect "good men". Such an approach may have been good enough in years gone by. It is not good enough today or tomorrow.

The Committee recommends, therefore, that Team accept the responsibility of obtaining from the citizens of Vancouver a mandate to establish and pursue a long term plan for the development of the city. The people should have the opportunity to elect good men who will do good things, and those good things should be set out for the people to discuss and approve or reject.

2. Method of Planning

The Committee does not believe it is practical for a lay group or a political movement to try to draft precise zoning and building by-laws, nor even to prepare detailed urban development plans. On the other hand, it does not believe the task of defining the city of years ahead should be abdicated to a group of planning officials. The Committee does believe the relationship between the people and the planners should be that of architect and client, with the political arm of the city government speaking as the client.

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The Committee has noted that a citizen does not engage an architect "to build a house". He engages him, rather, to ascertain his needs, present and future, and in the context of a given budget, produce a design for his approval. If conditions change as construction proceeds, changes can be made in the plan. Some changes may be suggested by the architect because some difficulty has been encountered. Others may be requested by the client because circumstances have changed. The essence of the relationship is responsibility on both sides. The responsibility of the architect is to obtain and act upon reasonable instructions. The responsibility of the client is to give reasonable instructions.

The Committee submits the role of Team is to present to the people of Vancouver reasonably practical and reasonably precise ideas of the city they can build in the generation ahead. If those ideas are endorsed by the election of Team candidates, then those candidates must require the responsible city officials to proceed to detail the steps necessary to fulfill them and Team must accept the continuing responsibility of interpreting and seeing to the implementation of the wishes of the people.

Failure of the political arm of civic government to give such leadership and obtain instructions from the citizens upon which city officials can rely and act is at the root of the failure of planning to be effective in Vancouver to date.

3. The Kind of City

The Committee recommends that Vancouver of the future clearly be encouraged to grow around a significant central core located in what is now described as the downtown area, surrounded by a number of districts, each with its own district centre, and the whole connected and serviced by effective transportation facilities. In addition the Committee recommends special notice be taken of the unique characteristics of Vancouver's location and that attention be given to the preservation and development of the harbour and shoreline of the city, to its adjacent mountains and to its cosmopolitan and special downtown areas, ~~by~~ Chinatown, Robson Street and Theatre Row, etc.

4. The Downtown Core

The Committee recommends the downtown area, Main Street to the West End, False Creek to the Inner Harbour, be zoned and actively encouraged to develop into the heart of a great city. This area should be a place where significant office buildings are established, adequate to encourage the establishment of head, or at the very least, regional (not just provincial) offices of national and international corporations. Such offices must be supported by facilities for specialized service industries.

Besides being oriented as a commercial and industrial decision centre of significance, the core of our city should contain expanded tourist and citizen facilities. There must be adequate hotel facilities to make Vancouver an international convention city. Entertainment and creative art facilities attractive to citizens and visitors alike must be encouraged.

The core of the city should be pedestrian oriented. Freeways and traffic interchanges should not be allowed to destroy the heart of the city. There must be adequate parking facilities to enable persons to approach and use the core, not so much in the daily home to work journey, but for evening and occasional trips to entertainment, hotels, specialized shopping and business offices. The emphasis in the core must be the movement of people from place to place, by local or modern mini transportation systems more than by private automobile.

It is important that the core of our city should be stimulating as well as efficient. Mini plazas should be emphasized and encouragement given to the development of buildings with plaza space about them. Public open areas should be developed, and green space should dot the core. A civic plaza should be developed in conjunction with a civic centre for ceremonial and public functions. Both the civic plaza and the precinct of which it forms a part should reflect the activities of an urban centre where there can be an interplay of cultural and recreational activities with the day to day routine of the business world.

The Committee recommends the utilization of some downtown area for a city college, a place where fine arts, extension courses and even university facilities such as those in Montreal or Boston may be found. The Committee would hope that the area immediately surrounding such a college would be permitted to develop a student orientation.

Finally, the Committee recommends that the periphery and even the heart of the core be encouraged to include special residential multiple housing accommodation designed for the occupation of all income groups. The range would be complete, from luxury apartments to attractive modest income housing units.

5. The Surrounding Districts

The Committee recommends the encouragement of recognizable residential districts outside the central core, each with its own district centre. Such centres should be more than merely a shabby strip of stores or a congested intersection of two commercially zoned streets. They should contain everything that will be required by a resident of the surrounding area for day to day living, without detracting from the downtown core. In addition they should each be encouraged to develop certain specialty shops whose trade would extend beyond merely local custom.

Such district centres must have adequate but unobtrusive parking, perhaps multi-storey or even underground, perhaps in areas screened by trees or even about the fringe of the centre. They should not be allowed to develop merely around open shopping plaza parking lots. District centres must also be major stops on rapid transit facilities.

Each district centre should be more than a purely commercial place. It should have something of architectural strength at its centre, e.g. a plaza, an open square, a fountain or a mall.

On the fringe of each district centre, growth should be encouraged in high density developments, but in the surrounding area of the district contiguous or separated single family dwellings should be strictly preserved. Arbitrary encroachment of apartment development on established residential areas should be strictly restrained. An orderly development of the areas strictly on the fringe of district centres, taken with now established, (e.g. West End, Kitsilano) and proposed, (e.g. False Creek and the downtown) high density areas should be insisted upon before any further piecemeal encroachment on Vancouver home areas is even considered, and developers, planners and homeowners alike should know this is the rule.

The Committee foresees between 15 and 25 such districts in the future of Vancouver, and if the populations of them are 20,000 to even 100,000 then the growth of the city foreseen by the Committee can be constructed in an orderly, attractive and sensible manner.

6. The Transportation System

The Committee believes the next twenty years will require more investment in transportation than ever before. The Committee believes transportation must be planned on a regional, not merely a local Vancouver, basis.

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Transportation ^{facilities} must be designed and constructed to provide for the most efficient movement of persons and goods in and through the metropolitan area. Transportation facilities should not be allowed to mar the scenic and cultural assets of the city. They must be designed to enhance their uniqueness. Scenic drives and trails should be developed in conjunction with waterfront and mountain areas. Highest priority should be given to bring efficiency and amenity to all transportation services in hitherto neglected areas, i.e. the roads, sidewalks and transit services east of Cambie Street should receive first attention and highest priority for improvement from Team.

1° Airport
Specifically, the Committee recommends rapid transit should be built connecting the surrounding districts or residential areas with the work force concentration and particularly the central core. Rapid transit stations should themselves be serviced by frequent and efficient transit services. Park'n ride facilities should be developed as an essential part of each surrounding area rapid transit station. Rapid transit connections to universities airports, recreation centres (e.g. P.N.E.) and hospitals are essential.

Freeways, or high speed limited access roads, are considered by the Committee to be for economic and effi-

cient connection with provincial and national highways. No freeway should pass through the central core. No freeway or highway should disrupt the unique segments of Vancouver which the overall proposal recommends be given special attention in city planning. No established viable community or district centre should be disrupted by freeway or highway development and any losses suffered by citizens through transportation installations or services should be replaced in kind.

Vancouver citizens should be able to play on and view the mountains and the sea wherever possible. Consequently, the city should develop one or two lane, low speed, pleasure drives or walking or cycling trails along certain areas of waterfront and through certain recreational facilities. Such trails should be separated from roads and properly protected for children at play.

Finally, special attention should be given to mini transportation systems for the central core in order to promote the pedestrian orientation desired in that area. The present emphasis on private automobile transportation for all travel must change, particularly in the downtown core. Such change can occur with existing and foreseeable technology. Teletrans, jitney buses, moving sidewalks, minirails or similar systems can all be used to connect and service the West End, False Creek and the central core and to service high density traffic and living in those areas.

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The Harbour

The Committee recommends special attention and emphasis on Vancouver's waterfront areas. The Committee sees that emphasis must be given to harbour development to ensure adequate facilities are available to our basic industry of shipping. In addition it recommends emphasis on the development of marina facilities adequate to meet the demands of all those citizens who do now, or may in the future, want to launch or moor boats.

While recognizing the marine service uses to which waterfront can and should be put, the Committee recommends that all waterfront area should be accessible to the public, either from observation plazas or in direct contrast on beaches, walkways, fishermen's wharves, etc. The emphasis and development of now wasted waterfront for the enrichment of the people as a whole is strongly urged.

III. SHORT TERM GOALS

1. False Creek Redevelopment

The Committee recommends a militant attitude toward the development of the False Creek area. The Committee believes the character of the land surrounding False Creek should be changed from industrial to a combination of industrial, residential, and recreational uses.

The Committee is concerned to remove industry from the False Creek area as far as the Cambie Street Bridge and proposes that industrial zoning east of Cambie Street be left for the present, but recommends that no new industry except clean industry be permitted to enter the area and that industry which affects the water in the False Creek area, e.g. sawmills, should be removed altogether. The Committee sees no place in the downtown core of a modern city for sawmill operations or car storage lots.

Core? (The Committee recommends rezoning to gain greater intensity of residential land use on both sides of False Creek from Cambie Street west. The Committee recommends a complete restudy of the area with a view to changing regulations where necessary in connection with front, rear and side yards in order that townhouses, terrace housing and residential development, with the advantage of the view from the slope to False Creek, can be vigorously encouraged.

The Committee recommends also the redevelopment of the shoreline of False Creek from its western extremity to Cambie Street on a recreational, combined with marina, basis. The Committee believes that the commitment of immediate waterfront area on False Creek to public park and driveway development will result in the encouragement of the desired higher assessment residential usage of the surrounding area to the great advantage of the citizens of Vancouver, both esthetically and economically.

2. Downtown Developments

Central Core? The Committee recommends the vigorous pursuit of the development of the central core in keeping with the long term goals of the Committee. In particular the Committee recommends:

A. Block 42/52

That every effort be given to bring about about the most speedy development of these blocks of downtown property with no further commitment to subsidization or expropriation by the city.

B. Project 200

That the strongest support be given to this project and every effort be made to encourage its early implementation and completion.

C. Block 61

That every pressure be brought to bear on the provincial government for the return of this block to the city and that full consideration be given to its use as an activity area or open space plaza as detailed planning of the central core proceeds.

3. Georgia Street and Georgia Viaduct

The Committee recommends that special restrictions be placed on the development of Georgia Street in order that this thoroughfare may be retained and developed as the principal avenue of downtown Vancouver with eventual assumption of the aspect of a processional mall leading from Stanley Park to the east side of the central core.

The Committee opposes the construction of a new Georgia Viaduct or traffic interchange as now proposed and is in favour of an extension of Georgia Street over remaining railway tracks or a new waterway from False Creek to Chinatown providing a traffic flow connection off the principal downtown avenue to the principal access route proposed to the new Burrard Inlet crossing recommended by the Committee.

4. Burrard Inlet Crossing

After careful consideration, the Committee recommends that Team oppose a waterfront freeway on the harbour extremity of the central core rising as it must to a height of 100 ft. more or less from any crossing of Burrard Inlet aligned near Brockton Point. The Committee refers to the basic criteria for the construction and location of freeways contained in the long range goals part of this report.

The Committee recommends that consideration be given to a mid-harbour crossing of Burrard Inlet designed to provide freeway and rapid transit access to the north shore from the city of Vancouver. The Committee recognizes that the cost of development of a crossing alone at the mid-harbour location may exceed the cost of development of a crossing near Brockton Point, but submits that studies will show that the cost of a crossing with supporting waterfront freeway, (which in the opinion of the Committee is in itself undesirable) will substantiate the economic

practicability of the mid-harbour crossing.

The Committee is concerned to ensure the free-flow of traffic from the residential areas of Vancouver to the residential and mountain recreational areas of the north shore without passing through the central core of the city. The Committee believes that adequate access from the principal freeway connection to a mid-harbour crossing into the central core at the eastern end of Project 200 can be provided without the necessity of a Seattle-type freeway (Alaskan Viaduct) marring the harbour of Vancouver.

5. Transportation Authority

The Committee strongly recommends the organization, under the leadership of the city of Vancouver, but with the cooperation of all authorities involved, of a Fraser-Burrard Regional Transportation Authority (similar to the Fraser-Burrard Regional Hospital District) covering and including the University Endowment Lands, the City of Vancouver, Burnaby, Coquitlam, Port Coquitlam, Port Moody, Fraser Mills, New Westminster, Surrey, Richmond, Delta, White Rock, North Vancouver District, North Vancouver City and West Vancouver.

The Committee recommends that each municipality nominate one member to the Authority and in the case of municipalities with populations of 100,000 or more, the nomination should be of 1 member per 100,000 population or part thereof. The Committee emphasises that all members of such Authority should be Aldermen or Mayors of their respective municipalities and should be political appointments. In addition to municipal appointees, the Federal Government should be invited to nominate two members and the Provincial Government to nominate two members and the Lower Mainland Regional Planning Board should be invited to nominate one member. These latter nominees may be political and may be staff appointments, e.g. National Harbours Board, Department of Transport, B. C. Hydro and Department of Highways representatives.

The Committee recommends that the Transportation Authority be given power to levy and collect taxes similar to the powers vested in the Fraser-Burrard Regional Hospital District. It is obvious, therefore, that the effective constitution of such an Authority will require action by the Provincial Government and the Legislature. The scope of the Authority should be to design, construct and operate regional transportation facilities consistent with long range planning in the region. Its concerns will include rapid transit, transit, mini transit, park'n ride, freeways, and intermunicipal roads. The Committee recommends

that the Authority be merged into the Fraser-Burrard Regional District if one is constituted in the future.

The Committee emphasises that transportation services in the lower mainland in the next 20 years will require the investment of about 450 million dollars over a 20 to 30 year period. This will require approximately annually 40 million dollars repayment at current rates of interest. What is required, therefore, is an urban transportation policy involving all levels of government similar to policies now in effect in connection with health, welfare and housing matters. Financing of urban transportation facilities should be on a planned basis with federal participation 50%, provincial participation 25% and the Authority (i.e. municipal level) 25%.

6 Special Downtown Areas

A. Chinatown

The Committee recommends special attention be given to the development of Vancouver's chinatown as a special cosmopolitan tourist attraction. The Committee opposes any freeway running along Carrall Street and advocates the establishment of Pender Street in Chinatown as a pedestrian precinct excluding vehicular traffic. The Committee recommends a special joint committee of citizen and city officials be created to encourage the rebuilding of the area from Powell to Union Streets between Main and Gore Streets and to encourage the development of better housing units in this area.

B. Robson Street and Theatre Row

The Committee recommends positive effort to develop the special character of these two unique areas of the city with the encouragement of sidewalk cafes, flowerstands, and other colourful amenities. The Committee recommends these areas be pedestrian oriented with widened pavement and elimination of traffic wherever possible, gradually evolving into pedestrian malls.

7. Point Grey Waterfront

The Committee reports divided opinion on specific proposals for the development of the Point Grey Waterfront. A plurality, but not a majority, of the members favoured a plan for the long term acquisition of properties on the north side of Point Grey Road by the city, leading to the eventual development of an upland roadway and park with a developed beach below. In the event that such a plan should prove impractical or uneconomical, the next largest number of members of the Committee favoured the development of a beach on the Point Grey waterfront with a walkway and parking

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facilities, but without any roadway development. The smallest number of members of the Committee favoured the development of the beach with a two-lane scenic driveway deliberately designed to prevent its use as a viable freeway. The Committee felt, however, that there are other developments in the east side of Vancouver which should be given a higher priority than this project.

All of which is respectfully submitted.

8. East End

Gowan T. Guest
Co-Chairman

July 15, 1968

ADDENDUM RE ORGANIZATIONAL MATTERS:

1. City Model

The Committee recommends, if financially and technically practical, that Team should cause a diagramatic model or community plan showing the general concepts of the city proposed by the Committee to be constructed. The Committee suggests that such a model might be constructed at minimum cost by Team members perhaps in cooperation with students at the University of British Columbia. The Committee recommends, if the model is constructed, it be displayed at a central location downtown for two months prior to the civic election, with a Team member in attendance at all times to answer questions and distribute literature.

2. Ongoing Role for Committee

The Committee was aware that in spite of the time and study involved in the preparation of this report, certain matters referred to it were not considered in depth, new matters will arise from time to time, and that certain modifications and recommendations may have to be considered by reason of changing events. The Committee recommends that its status be continued as an ongoing committee of Team, both before and after the forthcoming election, meeting at least monthly beginning in September of 1968.

G.T.G.