

Re: NEIGHBOURHOOD IMPROVEMENT PROGRAMME
STAGE II - PLANNING - COMPLETION REPORT

ITEM	19
MANAGER'S REPORT NO.	77
COUNCIL MEETING	Nov. 29/76

Following is a report from the Director of Planning regarding the Neighbourhood Improvement Programme.

Municipal funding of the costs for the various projects as outlined in the report would be provided for in the annual municipal budgets at the rate of \$122,500 per year for each of the years 1977, 1978 and 1979. (\$7,500 has been set aside in the 1975 annual budget.) Each years allocation would require the approval of the Council of that year.

RECOMMENDATION:

1. THAT the Director of Planning's recommendation be adopted.

* * * *

Planning Department
November 24, 1976

File #12.129

TO: MUNICIPAL MANAGER

FROM: DIRECTOR OF PLANNING

RE: NEIGHBOURHOOD IMPROVEMENT PROGRAMME
STAGE II - PLANNING - COMPLETION REPORT

The following report outlines planning proposals for the Eastburn neighbourhood. It represents a response to community problems and community goals as outlined by residents of the area. The proposals outlined in this report have been reviewed by all Municipal Departments and were found to be generally consistent with overall Municipal directions.

I. BACKGROUND

Council on October 6, 1975, approved the following motions:

1. "THAT Council authorize the Planning Director to proceed with the application for a Certificate of Eligibility to obtain neighbourhood selection funds in accordance with the Federal and Provincial agreements."
2. "THAT the Planning Director be authorized to proceed with initial program outlines and Stage I of the NIP program."

3. "THAT the matter be referred to the Capital Improvement Program Committee, the Parks and Recreation Commission, and the Board of School Trustees, School District No. 41 (Burnaby) for their information and consideration."

Following that, a Certificate of Eligibility was obtained, initial programme guidelines pursued, Stage I of the NIP programme (site selection) was completed and the matter was presented to and discussed with the Capital Improvement Program Committee, the Parks and Recreation Department and the Burnaby School Board Officials.

Council, on February 16, 1975, approved the following motions:

1. "THAT Council approve the proposed Neighbourhood Improvement Programme boundaries as outlined in the attached map, subject to the expansion of the boundary to include Richmond Park and the area bounded by Elwell Street, Canada Way and the lane between Fulton and Humphries Avenues (which separates the single family residential area from the apartment area)."
2. "THAT authorization be given to the Director of Planning to apply for a Certificate of Eligibility for Stage II (Planning) and subsequently Stage III (Implementation) of the Neighbourhood Improvement Programme, as outlined in Section IX of the Planner's Report."

II. TO DATE

A community planning office has been established. The office is located at 7731 Edmonds Street. A volunteer resident planning committee has been established. This advisory committee has met weekly, on Wednesday evenings, for the past seven months. Meetings were always public, with any and all residents of Eastburn being welcome to sit on the committee and participate in all discussions.

A questionnaire was distributed to all homes in the community. (Appendix I).

Community problems were defined and ranked by the resident committee in conjunction with planning staff. (Appendix II).

Goals for the area were then outlined, following considerable community discussion. The goals represent positive statements on how the residents of Eastburn would like to see their area maintained and improved. (Appendix III).

Ways and means to solve the problems and accomplish the goals were then investigated (Appendix IV). This resulted in the report entitled Eastburn Proposed NIP Projects: Draft Planning Proposals, which has been distributed to all homes in the area, and subsequently discussed at four public meetings.

These community meetings resulted in a number of changes to the proposals. The amended proposals were then discussed by an interdepartmental review committee composed of staff from all municipal departments and the Burnaby School Board; they were also considered at a meeting of the Capital

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Improvement Program Committee. These two meetings resulted in some further changes being made. The amendments have been reviewed and accepted by the Resident Planning Committee.

The proposals were then submitted to the Parks and Recreation Commission for consideration. The Commission at its meeting on November 17, 1976 endorsed the park and recreation aspects of the Eastburn NIP projects and policy recommendations report.

The Burnaby School Board is in the process of considering the proposals with particular regard to several municipal policy recommendations which relate to School Board policies.

III. THE PROPOSALS

Attached are the Project Proposals and Policy Recommendations. It should be noted that these projects and fund allocations represent conceptual statements. Detailed planning of each project would take place during the three year implementation stage of the Neighbourhood Improvement Programme.

The municipal policy recommendations in this report are presented as items which are beyond the terms of reference of the NIP programme but are important to the residents of the Eastburn area.

IV. NIP PROCESS

With Council's consideration and adoption of these proposals, the planning phase (Stage II) of the NIP programme, will be complete.

On approval of Council, authorization for Stage III, implementation, may be obtained from C.M.H.C. and the Province of B.C. This would mark the initiation of the final phase of Burnaby's Eastburn NIP programme. The duration of Stage III is up to three years.

V. MUNICIPAL COMMITMENT

Costs of the NIP programme are born by the Federal and Provincial Governments as well as the Municipality on a 50%, 25%, 25% basis. In light of this arrangement the costs for the project proposals outlined in this report are:

Federal Government	\$ 750,000
Provincial Government	375,000
Municipality of Burnaby	<u>375,000</u>
Total	\$1,500,000

Implementation of the NIP proposals outlined in this report would follow:

1. Council's approval in principle of the project proposals and the level of expenditure of funds;
2. Council receiving the Municipal policy recommendations and directing staff to pursue them; and,

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3. Council receiving the Community Actions for information.

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It should be noted that no NIP projects or expenditure of funds would commence without Council's approval. Also, the quoted costs for each project noted in this report are estimates at this point in time, and would be subject to adjustment as details of each project are prepared.


VI. SUMMARY

Burnaby's NIP programme has reached the conclusion of the planning phase (Stage II). This phase has involved close co-operation between municipal staff and residents of the NIP area. The proposals contained in this report are the results of this joint planning process.

VII. RECOMMENDATIONS

It is recommended:

1. THAT Council approve in principle the project proposals and the level of expenditure of funds outlined in this report.
2. THAT Council receive the Municipal Policy Recommendations as outlined in this report, with the exception of Municipal Policy Recommendations 3a, 3b, 3d, and 4b which are presently being considered by the Burnaby School Board, and direct staff to pursue them.
3. THAT Council receive for information the Community Actions as outlined in this report.
4. THAT Council authorize the Director of Planning to apply for a Certificate of Eligibility for Stage III (Implementation) of the NIP programme.
5. THAT Council authorize the Director of Planning to maintain the NIP site office and staff (one planner, one assistant) for a further period of approximately six months to pursue Stage III Implementation of the program.


A. L. Parr
DIRECTOR OF PLANNING

RE/BR:ba

attach.

cc Capital Improvement Program Committee
Parks and Recreation Commission
Burnaby Board of School Trustees

PROJECT PROPOSALS AND POLICY RECOMMENDATIONS

② Proposed NIP Projects
Priority number noted in circle

METHODS OF ACCOMPLISHING GOALS

ACTION COMMUNITY GOALS	NIP \$ ACTION (ie NIP FUNDED PROJECTS) Project Recommendations for the expenditure of funds	MUNICIPAL POLICY RECOMMENDATIONS Requests for Council to receive and pursue	COMMUNITY ACTION (projects to be set up or organized by residents or groups of citizens)	MUNICIPAL NIP STAFF ACTION
Goal #1 IMPROVE COMMUNITY IDENTITY	Implement the N.I.P. Plan	a) Review existing apartment area plans in the Kingsway and Edmonds area. Reduce proposed future densities in the area south of Kingsway. Avoid construction of large buildings next to single family housing b) Study the possibility of organizing a local RCMP community police team	a) Organize block associations b) Encourage use of the name "Eastburn" c) Prepare a community information booklet or community newspaper d) Organize community associations	
Goal #2 IMPROVE THE APPEARANCE OF THE NEIGHBOURHOOD	a) Clean up of Stride ravine underbrush/trail development ② Proposed Allocation . . . \$15,000. b) Street tree planting and park landscaping ② Proposed Allocation . . . \$50,000. c) Landscaping existing street barriers a) at 14th Avenue & 4th Street b) at 12th Avenue & 2nd Street c) at 10th Avenue & 4th Street ③ Proposed Allocation . . . \$15,000.	a) Clean up and develop Municipal owned vacant residential lots adjacent to the Stride ravine for infill housing b) Enforce Unsightly Premises By-law c) Encourage mixed use of commercial streets such as 6th and Edmonds, with fewer auto-oriented uses d) Ensure that new buildings are in scale and aesthetic balance with the community e) The Municipality should enforce regulations to prevent uncontrolled use of duplexes as fourplexes	a) Organize a Clean Up Day b) Encourage local businesses and homes to maintain their property c) Encourage people to maintain their ditches	a) Draft an Occupancy & Property Maintenance By-law b) Encourage more use of R.R.A.P.

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COMMUNITY GOALS

NIP \$ ACTIONS

MUNICIPAL POLICY RECOMMENDATIONS

COMMUNITY ACTION

MUNICIPAL NIP STAFF ACTION

Goal #2
IMPROVE THE APPEARANCE OF THE NEIGHBOURHOOD

f) Study the possibilities of shifting the property tax burden to land as opposed to improvements to provide incentive to improve the maintenance of older buildings

Goal #3
IMPROVE THE PUBLIC RECREATIONAL FACILITIES

a) Build a multi-purpose neighbourhood meeting facility including:
-public meeting space with kitchen
-crafts workshop
-potential daycare
-public washrooms-change rooms
① Proposed Allocation\$600,000.

b) Obtain land and construct a new tot-lot in the Canada Way-Edmonds-6th St.-10th Avenue area
① Proposed Allocation . . . \$75,000.

c) Obtain land and construct a new tot-lot in the area between 4th St.-16th Ave.-Newcombe-10th Ave.
② Proposed Allocation . . . \$75,000.

d) Build a fenced paved area for hockey-ball sports on the 18th St. end closure adjacent to Stride School
① Proposed Allocation . . . \$10,000.

IMPROVEMENTS TO EXISTING PARKS

e) Ernie Winch Park
Clean up, creative playground, tennis courts, benches, barrier stones
① Proposed Allocation . . . \$50,000.

*a) Extend summer parks programs to all neighbourhood parks
*b) Improve community use of schools by:
-instituting weekend programs
-permitting users to arrange with principals to obtain access

c) Create a walking trail between Edmonds School and Mary Park. (This may require acquisition of land)

*d) Continue to implement the Park Acquisition Programme 1974 as the plans pertain to Eastburn, except for 14th Avenue Park. These expansion plans should be reviewed. The park needs could be partly met by completion of a walking trail between Edmonds School and Mary Park

e) Encourage Parks Department to construct more creative playgrounds in local parks
f) Put more lighting in parks
g) Utilize sand under swings and other equipment rather than asphalt

a) Organize community
-social clubs
-sports teams
-recreation clubs

b) Solicit a Boys' and Girls' Club for this area

*Recommendations presently under review by School Board

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COMMUNITY GOALS

NIP \$ ACTIONS

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COMMUNITY ACTION

MUNICIPAL NIP STAFF ACTION

Goal #3
IMPROVE THE PUBLIC RECREATIONAL FACILITIES

- f) Mary Park
Tot-lot, tennis courts, jogging track and exercise stations, lighting, improve access
① Proposed Allocation . . . \$100,000.
- g) 14th Avenue Park
Benches, addition to tot-lot facilities
① Proposed Allocation . . . \$5,000.
- h) 16th Avenue Park
Benches, paved basketball surface
① Proposed Allocation . . . \$3,000.
- i) 18th Avenue Park
Additions to equipment
① Proposed Allocation . . . \$5,000.
- j) Richmond Park
Covered lacrosse box/roller rink (partial cost), tennis courts
③ Proposed Allocation . . . \$100,000.
- l) Land acquisition for park expansion
② Proposed Allocation . . . \$150,000.
- m) Posting of name signs in parks
① Proposed Allocation . . . \$500.

- h) Investigate parking needs and security needs for any new major projects in Richmond Park
- i) Consider quiet area for senior citizens in Richmond Park
- j) Paint in crosswalks to serve Richmond Park
- k) That the Municipality consider the feasibility of constructing an indoor pool to serve South-East Burnaby

Goal #4
IMPROVE PEDESTRIAN WALKWAYS & AMENITIES

- a) Ramp all future sidewalks for wheelchairs and baby buggies

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COMMUNITY GOALS	NIP \$ ACTION	MUNICIPAL POLICY RECOMMENDATIONS	COMMUNITY ACTION	MUNICIPAL NIP STAFF ACTION
Goal #4 IMPROVE PEDESTRIAN WALKWAYS & AMENITIES	<p>a) Pedestrian crossing (push button) signals at: -6th St. & 16th Ave. -Kingsway & 14th Ave. -Edmonds & Mary</p> <p>① <u>Proposed Allocation</u> . (3) \$30,000</p> <p>b) Construct asphalt bus stop pads where needed to provide safe footings for bus patrons (\$450. per unit est.)</p> <p>① <u>Proposed Allocation</u> \$9,000.</p> <p>c) Construct bus shelters at several heavily used stops (\$2,500. per unit est.)</p> <p>① <u>Proposed Allocation</u> . . . \$15,000.</p> <p>d) Pedestrian walkway along 16th Street between Edmonds and Stride Avenue (bus route)</p> <p>① <u>Proposed Allocation</u> . . . \$12,000.</p> <p>e) Pedestrian walkway along 1st St. between 16th Ave. and 12th Ave. (bus route)</p> <p>② <u>Proposed Allocation</u> . . . \$13,000.</p> <p>f) Development of the Eastburn section of Burnaby bike route</p> <p>② <u>Proposed Allocation</u> . . . \$10,000.</p>	<p>*b) Improve pedestrian safety at Canada Way and Edmonds intersection, especially during school hours by investigating the possibility of: -lengthening the "walk" signal phase -controlling heavy traffic turning movements during the "walk" signal phase</p> <p>c) Develop Municipal plans for a pedestrian trail system in Burnaby</p> <p>d) Provide safe-paved sidewalks along Kingsway between Edmonds and 10th Avenue</p> <p>e) Convert 12th Ave. and Canada Way light signal to full time push button operation as opposed to school patrol operation only</p> <p>f) Provide a marked crosswalk at the corner of 16th St. and Stride Avenue</p>		<p>a) Pursue relocation of "No Parking" sign further away from crosswalk at Edmonds & Linden to improve crosswalk visibility for westbound traffic on Edmonds</p>
Goal #5 MINIMIZE THE IMPACT OF THROUGH TRAFFIC		<p>a) Enforce existing designated truck route regulations and post signs to facilitate use of truck routes</p>	<p>a) Petition neighbours for speed bumps in lanes</p>	

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COMMUNITY GOALS	NIP \$ ACTION	MUNICIPAL POLICY RECOMMENDATIONS	COMMUNITY ACTION	MUNICIPAL NIP STAFF ACTION
Goal #5 MINIMIZE THE IMPACT OF THROUGH TRAFFIC	a) Study and implement solutions to problems of: i) speeding traffic at 16th Ave. & 1st St. ii) through traffic at 18th Ave., Britton and Kingsway iii) 6th St.-Edmonds-Wedgewood through traffic problem ② Proposed Allocation. . . . \$10,000.	b) Encourage senior governments to improve the level of public transit in the region c) Encourage outlying municipalities to establish park and ride facilities as a means of reducing the growth rate of through traffic in Eastburn d) Emphasis be placed on noise protection in the design of all new buildings built along major traffic routes		
Goal #6 IMPROVE THE LEVEL OF SOCIAL AND CULTURAL FACILITIES	See Goal #3 Neighbourhood Center		a) Organize daycare programmes b) Support efforts of neighbourhood schools and churches to provide services and programmes	
Goal #7 IMPROVE EASTBURN STREET SERVICES		a) Investigate the possibilities of filling in ditches in the Eastburn area.	a) Petition and inform neighbours concerning local improvements such as street lights and sidewalks	a) Assist in providing information on local improvement petitions

TOTAL PROPOSED ALLOCATIONS		
First	Second	Third
Priority	Priority	Priority
\$914,500	\$323,000	\$115,000
Projects Total	\$1,352,500	
Contingencies	77,500	
Administration/Participation	70,000	
	Total	\$1,500,000

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QUESTIONNAIRE RESULTS

In July a N.I.P. questionnaire was circulated to all residents of Eastburn.

A total of 861 questionnaires were returned and tabulated. This works out to a 31% response which is considered good. The percentage returns were lower than average in the apartment areas and slightly lower in the Stride area and slightly higher east of Canada Way.

The returns by housing type were:

single family	83%
duplex	8%
townhouses	5%
apartments	3%
other (incl. care homes)	1%

by length of residence in home:

under 5 years	41.0%
6 - 10 years	17.5%
11 - 15 years	9.5%
16 - 20 years	8.0%
over 20 years	24.0%

by type of tenure:

owners	81%
tenants	19%

In addition 68% of the people who answered the questionnaire had heard of N.I.P. and 62% had heard of R.R.A.P.

Best liked features of Eastburn:
(partial list only)

1. close to everything
2. quiet
3. good neighbours
4. close to bus service
5. good neighbourhood

Main dislikes about Eastburn:
(partial list only)

1. traffic and traffic noise/
speeding cars on side streets
2. lack of street lights
3. lack of sidewalks
4. neglected properties
5. lack of recreational facilities
6. vandalism
7. open ditches

Greatest single improvement to the area:
(Suggestions) (partial list only)

1. sidewalks and curbs
2. street lights
3. community center
4. more recreational facilities/
park development
5. tidy up neglected businesses and
houses

In the questionnaire a number of problems, issues and suggestions were rated in importance by the 861 people who answered. They are listed from most important to least important:

- | | | |
|---|--|--------------------------------------|
| 1. vandalism | 12. bus shelters | 24. improve drainage in parks |
| 2. appearance of your house | 13. bicycle paths | 25. preservation of history |
| 3. appearance of the neighbourhood | 14. through traffic on your street | 26. Edmonds Street small shops |
| 4. neglected properties | 15. development of more facilities in
parks | 27. more parks near apartment areas |
| 5. more pedestrian crossings at main
streets | 16. closeness to schools | 28. park and ride facilities |
| 6. citizen involvement in neighbourhood
planning | 17. trees and walking trails | 29. tennis courts |
| 7. noise from truck traffic | 18. street tree planting | 30. non-conforming land uses |
| 8. improve community-use of schools | 19. a large recreation center | 31. beautification of Edmonds Street |
| 9. rapid transit to Vancouver | 20. a multi-purpose center | 32. a roller rink |
| 10. a community police team | 21. illegal fourplex buildings | 33. a daycare center |
| 11. tot-lots for small children | 22. a cultural/activity center | 34. public square on Edmonds Street |
| | 23. enlargement of existing parks | 35. apartment area expansion plans |
| | | 36. a neighbourhood pub |

Residents gave priority to the following works which would be constructed through the usual local improvement process: street lighting, filling in ditches and concrete sidewalks.

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APPENDIX I

COMMUNITY PROBLEMS

One of the first steps in planning improvements in a community is to find out the problems and study their causes.

The adjoining list of community problems had been prepared from comments at public meetings, discussions by the Resident Planning Committee, comments by visitors to the N.I.P. Office and the residents' questionnaires.

I. First-order Problems

1. vandalism
2. some homes are poorly maintained/untidy
3. heavy traffic congestion and truck noise on residential streets
4. lack of pedestrian safety for crossing major streets
5. lack of street lights and sidewalks
6. appearance of local businesses
7. lack of recreational facilities for all age groups
8. lack of tot-lots
9. lack of bicycle paths
10. unsightly ditches

II. Second-order Problems

1. lack of facilities near apartment areas
2. abandoned cars look untidy
3. vacant lots need cleaning up
4. need for traffic light at 6th Street and 16th Avenue
5. lack of bus shelters
6. uncontrolled growth of fourplexes
7. need to enhance Edmonds-Sixth Street small shops area
8. proposed Edmonds-Stormont connector
9. non-conforming land uses
10. lack of citizen involvement in planning

III. Third-order Problems

1. lanes are needed in some areas (eg. behind Canada Way)
2. dogs are not controlled
3. history of the area is not being preserved
4. noise and smell from Safeway Center
5. blockbusting near apartment areas
6. apartment area expansion plans
7. lack of cultural center
8. lack of grocery shopping along 6th Street
9. lack of sidewalk ramps in commercial areas
10. Burnaby Hotel
11. poor transit service from some areas
12. ravine clean up needed

APPENDIX II

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COMMUNITY GOALS FOR EASTBURN

In order to decide what changes or improvements are needed in a community it is important to establish goals to state our objectives. The following goals were prepared by the N.I.P. Resident Planning Committee in conjunction with the planners. Background information on the neighbourhood was studied in depth and the results of the 361 questionnaires analysed and discussed. The following goals are listed in order of priority:

Goal #1 IMPROVE COMMUNITY IDENTITY

This goal reflects the need to develop a sense of community or neighbourhood feeling between people which is often lost in cities today. If people are involved in their neighbourhood social and recreational activities can be more easily organized. Also many problems of a local nature can be dealt with by citizens. Selection of the name "Eastburn" was a first step in redeveloping the distinctiveness of this area.

Goal #2 IMPROVE THE PHYSICAL (AESTHETIC) APPEARANCE OF THE NEIGHBOURHOOD

One of the frequent comments on the questionnaires was concerned with the appearance of the neighbourhood. The age of our area and the fact that a few of the exteriors of older businesses along the commercial streets are sometimes poorly kept contributes to the problem. Similarly, poorly maintained houses, cluttered vacant lots and ditches reduce the natural attractiveness of the area to some people.

Goal #3 IMPROVE THE PUBLIC RECREATIONAL FACILITIES

A very common complaint from residents of all ages is the lack of park, social and recreational facilities.

Goal #4 IMPROVE THE PEDESTRIAN WALKWAYS AND AMENITIES THROUGHOUT EASTBURN

Improve a)safety b)develop new bicycle paths & pedestrian trails c)ramp sidewalks d)pave bus stop (waiting) areas

Many people use the sidewalks and streets to walk to shopping, schools, bus stops, parks and other facilities. The large vehicle traffic volumes and the large number of pedestrians create a conflict in the Eastburn neighbourhood which makes this an important goal.

Goal #5 MINIMIZE THE IMPACT OF THROUGH TRAFFIC

Some of the results of through traffic in the neighbourhood are noise, safety and the barrier effect to pedestrian movement that major streets produce in getting to schools, parks and other facilities.

Goal #6 IMPROVE THE LEVEL OF SOCIAL AND CULTURAL FACILITIES

One of the most common comments about this neighbourhood is that it lacks community facilities.

Goal #7 IMPROVE EASTBURN STREET SERVICES (ROADS, STREET LIGHTS, SIDEWALKS, DITCHES, etc.)

This goal recognizes the need to pursue the development of new sidewalks and street lights and other facilities in this area. In addition, existing services including ditches should be maintained.

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APPENDIX III

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WAYS AND MEANS OF SOLVING PROBLEMS AND IMPLEMENTING COMMUNITY GOALS.

Once problems have been studied and goals for the future set up, the next step is to put the goals to work in the form of actions. These actions or plans require different methods of implementation.

Example: You establish a neighbourhood goal: TO IMPROVE RECREATIONAL FACILITIES

One METHOD or way of pursuing this goal is to build an adventure playground.

The community may then select the best action or way to get the playground built.

Alternative ways:

a) Request that the Municipality construct it.

b) Recommend to the Municipality that Neighbourhood Improvement Programme funds be used.

c) Obtain volunteer or service club assistance.

In this case recommending the use of N.I.P. funds is the best method.

The N.I.P. Planning Committee has established several different methods to accomplish the community goals for Eastburn. The purpose of utilizing these different methods is to solve as many problems and pursue goals as thoroughly as possible, using all available means.

The different recommended methods of accomplishing our goals include:

1. PROPOSED N.I.P. DOLLAR ACTIONS - \$

These are goals which will be pursued by expenditure of N.I.P. funds. eg. improvement to a park playground. These costs are shared by the Federal, Provincial and Burnaby Municipal governments under the terms of the Neighbourhood Improvement Programme. Items are listed as first, second or third priority.

2. PROPOSED MUNICIPAL POLICY RECOMMENDATIONS

These are recommendations from the community to the Municipal Council of Burnaby requesting an action.

These recommendations are greater than the scope and terms of reference of the N.I.P. study but which the Resident Planning Committee feels are important. eg. Recommend that the Municipality review the apartment area expansion plans.

3. COMMUNITY ENERGY ACTIONS

These are actions which are entirely up to you and your neighbours. eg. Organize a Boys' and Girls' Club for the area or petition your neighbours to obtain local improvements such as street lights.

4. NIP STAFF ACTIONS (Burnaby Planning Department)

These are items that require administrative action but do not require Municipal policy changes. eg. Prepare a Maintenance By-Law for the consideration of Council or encourage homeowners to utilize R.R.A.P.

APPENDIX IV

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