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COUNCIL MEETING	1979 04 23

RE: 1979 MUNICIPAL PLANNING GRANTS

Following is a report from the Director of Planning on a proposal to apply for three planning grants.

RECOMMENDATION:

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

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TO: MUNICIPAL MANAGER 1979 April 18
 FROM: DIRECTOR OF PLANNING
 SUBJECT: 1979 MUNICIPAL PLANNING GRANTS

RECOMMENDATION:

THAT Council resolve to make application for a grant for the studies outlined in this report under the 1979 Municipal Planning Grant program and authorize the Planning Department to pursue the submission of the required application to the Ministry of Municipal Affairs.

INTRODUCTION:

Through the Ministry of Municipal Affairs 1979 Planning Grants are available to municipalities whereby the Ministry provides a two-thirds share, to a maximum of \$75,000, of the cost of planning programs approved by the Ministry of Municipal Affairs and which have been successfully completed

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in the calendar year. These grants must be applied for on a project by project basis for specific studies and cannot be merely included in the overall planning budget. An information sheet from the Ministry of Municipal Affairs on the 1979 Planning Grants is attached as Appendix A to this report.

Council will recall that under the 1978 Municipal Planning Grant Program the Municipality applied to the Province for a planning grant to cover two-thirds of the cost of the Burnaby Metrotown Transportation Study, the Burnaby Origin-Destination Travel Pattern Study and the Burnaby Lake Sports Complex - Phase 2 Study. Subsequently, the Minister of Municipal Affairs and Housing approved a grant to cover two-thirds of the \$35,000 total cost of the former two studies and a report on the completion of these studies was submitted to Council at their meeting on 1979 04 02. It is proposed that the Municipality apply for the 1979 Planning Grants in order to undertake the three specific programs discussed below. These programs were chosen on the basis of their importance to the Planning Department programs and their eligibility relative to the guidelines laid down by the Minister of Municipal Affairs. It is the intention of the Planning Department to pursue other sources of funding where appropriate particularly with regard to transportation planning matters arising from the deliberations of the Transportation Committee.

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Due to the quickly approaching April 30th limit for applications it is particularly important that Council pass the required resolution to authorize the studies and the application to the Ministry of Municipal Affairs at this time.

FINANCIAL AND OPERATIONAL CONSIDERATIONS:

The total estimated 1979 budget for the three studies is \$105,000 of which we would expect the Ministry to pay two thirds, i.e. \$70,000 should they approve all three studies. The majority of the municipal share of the costs is currently in the Planning Department budget in terms of staff salaries. It should be noted that the budget for the studies is not wholly comprised of consultant fees (as was the case in 1978), but that a proportion of the work is to be done in house. Should the Ministry of Municipal Affairs not agree to support the studies, the work proposed will have to be deferred or progressed at a slower pace.

A further report will be made to Council on the financial and operational considerations (including terms of reference for the consultants and the involvement of Council) regarding the proposed work when the outcome of the application to the Ministry of Municipal Affairs is known.

A. BURNABY ORIGIN-DESTINATION TRAVEL PATTERN STUDY:

During 1977 September/October an extensive survey was carried out by the City of Vancouver of trips crossing Boundary Road screenline. Subsequently, the Burnaby Planning Department retained a Consultant to carry out an origin-destination survey of vehicles crossing Burnaby's eastern and southern boundaries in the peak direction during the morning peak period. Thus while there is a body of data that describes peak direction through and external movements there is no information on trips that are made wholly within Burnaby, and in particular, trips having a north-south orientation.

The objective of the Consultant's study is to organize and conduct a suitable origin-destination study of persons travelling northbound and southbound across a screenline defined approximately by the B.N.R. and the Freeway corridor. Additionally, the Consultant would code and transfer the data to computer and provide a summary analysis of the data. It is anticipated that the survey will be carried out on the basis of a postal return questionnaire and the cost of printing and the return postage will be borne by the Planning Department's share of the budget.

It is proposed that the analytic interpretation of the data will be carried out by the Municipal staff in conjunction with the further analysis of other available origin-destination information in order to build up a comprehensive overview of travel patterns within the Municipality. Additional computer analysis of available data will be required as part of this analytic phase of the study.

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The total cost of the work outlined above is estimated to be \$25,000 of which \$20,000 will be required to be allocated for the origin-destination survey by an outside consultant.

B. RESIDENTIAL AREA TRAFFIC MANAGEMENT PILOT STUDY:

The fundamental transportation goal adopted by Burnaby Council states:

" THAT Council strive to facilitate the movement of people and goods within and through the Municipality in a manner that is most cost effective and efficient while at the same time endeavouring to maintain and improve the integrity and environment of residential neighbourhoods. "

In order to maintain and improve the livability and general environment of residential neighbourhoods Council has directed staff to investigate ways and means of discouraging through commuter traffic on designated collector routes within the residential neighbourhoods. Currently the management of traffic within neighbourhoods and environmentally sensitive areas is carried out on an individual basis, however, Council's expressed policies suggest that a more comprehensive program is needed.

Accordingly, outlined below is a proposed traffic management program designed to protect residential areas from through traffic. Before such a program could be implemented, the arterial road network including collectors must be defined along with neighbourhood boundaries. This problem is currently being addressed by the Transportation Committee and subsequently, it will be necessary to identify the neighbourhoods that are experiencing traffic problems and rank them in order of priority. The establishment of this priority ranking would probably best be carried out with some involvement by elected officials, concerned citizens and staff and be reviewed on a regular basis. However, it is proposed that a comprehensive municipality-wide framework for residential traffic management not be developed until a pilot study has been carried out on a particular neighbourhood. The residential areas of Burnaby Heights, Stride/Edmonds and Burnaby Hospital are examples of possible pilot study neighbourhoods.

The neighbourhood chosen for a pilot study of residential area traffic management would be subjected to the following process:

1. Problem definition -

At this stage planning and engineering staff would gather relevant data on the neighbourhoods. Such data should include relevant correspondence from the residents, an O-D survey of peak period traffic, traffic counts on various roads, school catchment boundaries, accident records, etc. At this stage a formal liaison with fire and other emergency services would be established.

2. Public involvement -

A brochure outlining the problems identified would then be circulated to all the residents in the neighbourhood and they would be invited to attend a public meeting in order to discuss what might be done to improve their environment. Specifically at this meeting we would acquaint the neighbourhood residents with the types of measures that we could implement such as road closures, regulatory measures, etc. as well as inform the neighbourhood what the constraints are, if any, with regard to the removal of through traffic (e.g. deficiencies in the arterial road network).

3. Formulation of Options -

A number of options should arise from the ideas presented at the public meeting but it would be desirable to also have some continuing participatory planning input either from currently existing neighbourhood groups or from a committee of residents formed as a result of the public meeting. With active debate from residents, municipal staff and representatives of the Fire Department and the Police, one or more preferred options should emerge.

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4. The definition of a scheme for implementation -

The preferred option(s) would again be circulated to the residents via a brochure and again another public meeting would be held to review the proposal(s) in order to come up with a scheme for implementation. The recommended plan would then be put to the Municipal Council for ratification or modification.

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5. Implementation of the scheme -

It would be preferable that any adopted proposal be implemented on some temporary basis, for say six months or a year. When the scheme has been in place for some time we would do after studies of traffic and try to make an objective assessment as to how it has succeeded or failed. After say a year, we would go back to the residents with the proposal to either maintain that particular scheme or some modification of it on a permanent basis with full landscaping treatment of road closures, etc. As part of the before and after studies it might well be desirable to carry out a sample survey of the residents in order to gain a more accurate assessment of residents' opinions.

The process outlined above could not be completed within this calendar year. Although an experimental scheme for traffic management may be implemented there will not be sufficient time to assess its impact. It is estimated that the total budget for 1979 for the pilot study would be approximately \$20,000. The major proportion of the cost would be staff salaries although consultants may be retained to carry out requisite surveys.

C. RESIDENTIAL ENVIRONMENT STUDY:

The study of Burnaby's residential environments stems in this instance from the Council approved recommendation:

" THAT the Planning Department undertake a review of those single family areas where the residential character should be preserved and densities remain unchanged. "

(Public Meetings: Phase I March 1974)

Since Council's approval of work to preserve Burnaby's single family areas, two neighbourhoods have been enhanced through the Neighbourhood Improvement (NIP) and Residential Rehabilitation Assistance (RRAP) Programs. Several other local areas of the Municipality have been studied through ongoing special area planning work.

There remains however, a large proportion of the Municipality's residential areas which have not yet been reviewed. It is the overall study of these areas and the influences which affect them which forms the basis for this proposal.

Council would be involved periodically in this study for their information and the approval of recommended directions.

There are two parts to this proposal:

Part I To identify and study the various forces affecting residential environments in Burnaby.

This would include consideration of such influences as:

- tenure, age, condition and affordability of the existing housing stock
- demand for housing of existing as well as future residents with changing needs and expectations

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- declining family size and in select areas declining population
- effect of private and public agencies on the supply of housing
- impact of existing regulations and policies on the supply of housing
- the availability of and requirements for Government assistance
- the capacity of water and sewer lines, parks, roads, schools and other Municipal services

Completion of Part I would result in a better understanding of the forces which affect Burnaby's residential areas, and a set of criteria upon which evaluation of future directions for specific residential areas would be based. These evaluation criteria would be applied in Part II of the study.

Part II

To identify residential areas for which stabilization and enhancement is the appropriate residential action and those areas where residential redevelopment or a change in land-use is most realistic and desirable.

This would involve the definition and analysis of Burnaby's residential areas for the purpose of identifying boundaries, neighbourhood characteristics and issues.

"Neighbourhood profiles" would result from this work. Such profiles would identify problems or issues which are local in nature and which require local solutions and those which are overall Municipal issues requiring broader Municipal action.

The needs of the residential areas could then be prioritized so as to direct Municipal action to those areas demonstrating the most need.

The total budget for this work is \$60,000, and it is proposed that a consultant be retained to carry out this work under the direction of a Planning Department staff member.

This study would assist the Municipality in the preparation of applications to the Provincial Government for grants under the new Community Services Program which in part replaces the Neighbourhood Improvement Program.


A. L. Parr
DIRECTOR OF PLANNING

PL:RE/sam

cc: Municipal Treasurer
Municipal Engineer

1979 MUNICIPAL PLANNING GRANTS

1.0 Available Grants

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- 1.1 Cost-sharing grants for approved planning programmes will be available to municipalities in 1979. These grants are designed in most cases to pay for two-thirds of a municipality's approved planning costs.
- 1.2 A limit on the amount that each municipality can potentially receive under this grant programme has been established. In the case of municipalities with a population of 15,000 or less, the maximum shareable grant available is \$15,000. For municipalities with populations between 15,000 and 75,000, the maximum grant will be an amount equivalent to the municipality's 1976 Census population. For municipalities whose population exceeds 75,000 persons, the maximum grant available will be \$75,000. In other words, the grant distribution formula is \$1.00 per capita, minimum \$15,000, maximum \$75,000. As examples, the Village of Hazelton (1976 population: 371) is potentially eligible for a maximum grant of \$15,000, if its share of approved planning costs is at least \$7,500. The District of Matsqui (1976 population: 31,178) is potentially eligible for a maximum grant of \$31,178 assuming the municipality's share of the planning costs is at least \$15,589. The City of Vancouver (1976 population: 410,188) is potentially eligible for a maximum grant of \$75,000, providing the City puts up at least \$37,500 as its share of the total planning costs.
- 1.3 Please note that the grant distribution formula represents a maximum potential entitlement for municipalities whose planning programmes qualify, but is not an actual commitment of funds.

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- 1.4 While it is anticipated that this shareable planning grant programme will be maintained on an annual basis, those grants received by municipalities in one year will not necessarily be automatically extended or renewed the following year.
- 1.5 It is intended that the shareable grants be paid on the basis of approved planning programmes that are successfully completed. If an approved programme is only partially completed within the applicable year, the planning grant actually paid will be reduced proportionately.
- 2.0 Eligible Planning Programmes
- 2.1 The principal objective of the municipal planning grants programme is to encourage the completion*, preparation, refining or updating of official community plans or the undertaking of special programmes designed to co-ordinate land use planning with the planning of major municipal road systems. Therefore, in considering applications for municipal planning grants, the Ministry's primary interest will be in the establishment of comprehensive policy plans in each municipality which provide for the integration of the community's land use pattern with the system of local transportation required to serve it. It should be noted that under the programme of major municipal highway grants administered by the Ministry of Transportation, Communications and Highways, priority consideration will be given to applications respecting municipal road construction/right-of-way acquisition proposals that are in accordance with an official community plan.

* In considering applications for 1979 grants, the Ministry will look favourably first upon those planning programmes which were approved by the Minister in 1978 but were not completed by December 31, 1978.

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- 2.2 Because of this primary objective of the municipal planning grants programme, some municipalities which already have adopted official community plans or have adopted policies respecting the comprehensive development of their land use and transportation patterns may not receive a planning grant this year depending on the number of applications from municipalities which do not have comprehensive land use or transportation plans in place. However, if funds are available, consideration will be given to applications for special studies or research where the intention is to refine or augment policies contained in existing community plans. **157**
- 2.3 Consideration will be given to applications for the preparation of implementing bylaws (zoning and subdivision), only when the municipality has adopted an official community plan that meets the requirement of Section 697(2)(b) of the Municipal Act.
- 2.4 In reviewing applications for planning grants, the Ministry will seek evidence that the municipality's community plan or related studies to be prepared will be co-ordinated with the land use and transportation policies of adjacent municipalities and unincorporated settlement areas and will conform with the objectives and policies of any applicable official regional plan. In support of this objective, the successful completion of community plan or study programme will in part be measured in relation to these concerns for inter-municipal co-ordination and compatibility with regional policies.
- 2.5 The joint preparation of a municipality's community plan with the settlement plan for the fringe area adjacent to the

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municipality is encouraged, either by the regional district's planners preparing both plans concurrently or by the close co-ordination of the work programme of the municipality's planners with that of the regional district's planners.

- 2.6 In determining the staffing or consultant requirements for their proposed community plan programmes, smaller municipalities may wish to seek the advice of the Ministry's Planning Services Division on what should be the scope and content of an official community plan to meet the needs of a particular municipality. Municipalities may also wish to use the services of their regional district's planning staff where this arrangement was of mutual advantage.

3.0 Application and Approval Procedures

- 3.1 It is requested that applications for the 1979 municipal planning grants be submitted to the Ministry in the following way:
1. The Municipal Council passes a resolution indicating its intention to prepare and adopt an official community plan or to undertake other eligible planning studies or projects.
 2. A certified copy of the Council's resolution, together with a completed application (based on the attached application format) is submitted to the Deputy Minister of Municipal Affairs by April 30, 1978.
 3. Adjacent municipalities may wish to make joint submissions respecting their community planning programmes, particularly where the co-ordinated planning of a major

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inter-municipal road system is needed. More effective use of the planning grant available to each individual municipality would likely be achieved through this inter-municipal planning approach. 159

4. Following a review of the municipality's application, the Minister will announce the planning grant to be provided to the municipality based on the approved planning programme.
 5. Actual payment of the planning grant will be made upon evidence being submitted to the Deputy Minister that the community plan or related work as approved has been successfully completed together with a statement of the total costs incurred for staff salaries, consultant fees and related expenses in accordance with the approved work programme and budget. The Municipal Treasurer and one senior Municipal official should certify the statement of costs.
 6. The Ministry does not guarantee payment of the planning grant if the evidence of work completed and the certified statement of costs incurred are received after February 29, 1980.
- 3.2 Inquiries concerning the 1979 Municipal Planning Grants and available assistance in defining community plan requirements should be directed to the Planning Services Division of the Ministry of Municipal Affairs.

SUGGESTED APPLICATION FORMAT FOR 1979 PLANNING GRANT

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1. Municipality/Regional District _____
 2. Amount of Planning Grant eligible for _____
applied for _____
 3. Date of Resolution to prepare and adopt an Official Plan (Regional, Settlement or Community) or to undertake a related planning study/project.
 4. Description of complete Planning Programme and Planning Budget for 1979.
 5. Specific programme(s)/project(s) which the Municipality/Regional District wishes to be considered as eligible for a 1979 Planning Grant.
 - a. General description of planning programmes/projects, e.g.
 - . Official Plans - Regional, Settlement or Community;
 - . Zoning, subdivision and other bylaws;
 - . Other proposed projects.
 - b. Details of planning programmes/projects:
 - . Work programme, including major phases or steps (e.g. data collection, data analysis, development of objectives, policy formulation, plan adoption);
 - . Costs and scheduling by phase;
 - . Other information as appropriate.
 6. Planning programmes/projects to be carried out by:
 - . Staff _____;
 - . Consultants (state name if consulting firm has been appointed).
 7. Consultant's terms of reference (where a consultant is to be employed).
 8. Date of Application