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MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

RE: 1981 MUNICIPAL PLANNING GRANTS

Following is a report from the Director of Planning on a proposed application for grants pertaining to planning projects.

RECOMMENDATION:

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

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TO: MUNICIPAL MANAGER PLANNING DEPARTMENT
 FROM: DIRECTOR OF PLANNING 1981 JANUARY 20
 SUBJECT: 1981 MUNICIPAL PLANNING GRANTS Our File: 05.400

RECOMMENDATIONS:

1. THAT Council resolve to make application under the 1981 Municipal Planning Grant Program for a grant to carry out the studies outlined in this report:
 - a. Residential Neighbourhood Environment Study
Part II: Resident Opinion Survey
 - b. Burnaby Transportation Study
 - c. Community Plan Reviews
2. THAT Council advise the Ministry of Municipal Affairs that it is their intention that the studies to be carried out with the aid of planning grant funds will lead to the preparation and adoption of official community plans, as a means of implementing the findings of the various studies.
3. THAT Council authorize the Planning Department to pursue the submission of the required application to the Ministry of Municipal Affairs.

SUMMARY

It is proposed that the Municipality apply for a 1981 Municipal Planning Grant in order to undertake the three specific planning programs outlined in this report. These projects were chosen on the basis of their importance to the Municipal Planning Program and their eligibility relative to the guidelines outlined by the Ministry of Municipal Affairs. These guidelines include the requirement that Council advise the Ministry of Municipal Affairs of their intention to pursue the preparation and adoption of Official Community Plans with input from the various studies.

The deadline for submission of 1981 applications is 1981 January 31, which means it is particularly important that Council approve the required resolutions to allow the application at this time.

REPORT

INTRODUCTION

Through the Ministry of Municipal Affairs, 1981 Municipal Planning Grants are available to Municipalities for the purpose of facilitating the preparation and/or implementation of Official Community Plans, or work which leads toward such Plans. The Ministry provides a maximum grant of \$75,000 for Planning Programs approved by the Ministry of Municipal Affairs and which are completed during the calendar year 1981.

The Municipality, in order to utilize the grant monies, must share the costs on a one-third Municipal/two-thirds Ministry basis. These grants are provided under Part VI, Section 16, of the Revenue Sharing Act Regulations. The grants must be applied for on a project-by-project basis for specific studies and cannot be merely included in the overall Planning Budget.

The Municipality has applied for and received monies under the 1978, 1979 and 1980 Municipal Planning Grants Program. In 1980 the Municipality received a grant of \$40,000 to pursue the Residential Environment Study and the Hastings Corridor Study. A third study, the Burnaby Transportation Study, was unsuccessfully included in the 1980 application and will be re-submitted in the 1981 program.

PROPOSED 1981 APPLICATIONS

The total estimated budget for the three proposed program applications is \$100,000 of which we would expect the Ministry to pay two-thirds; i.e. \$66,600. The Municipal share of the total cost of the studies (\$33,400) is currently in the Planning Department's 1981 Provisional Budget.

The three Planning studies are:

A. RESIDENTIAL NEIGHBOURHOOD ENVIRONMENT STUDY:
PART II - RESIDENT OPINION SURVEY

During 1980 the Municipality of Burnaby with financial assistance from the Ministry of Municipal Affairs through a Municipal Planning Grant undertook a study of residential neighbourhood environments in Burnaby. Specifically, the study -

- 1) identified many of the forces affecting Burnaby's residential environments,
- 2) created comparative profiles which combine a series of influencing factors to determine the pressures for change and the need for environmental improvement which exists in each neighbourhood,

- 3) provides direction to assist the Municipality in determining neighbourhoods for which stabilization and enhancement is the most appropriate action and those areas where residential redevelopment or a change in land-use is the most realistic and desirable direction.

As a result of this work which has been completed, the Municipality has a sound technical data base upon which to develop neighbourhood planning policies.

Prior to formalizing neighbourhood policies and as a direct input to and influence on planning in specific areas, it is essential that resident opinions and perceptions concerning their neighbourhood be considered.

Resident opinions and perceptions provide the necessary balance which tempers and shapes the theoretical and technical directions considered for a particular area.

It is the process of sampling resident opinions of their perceived neighbourhood, the qualities and features that contribute to it and the forces that affect it which forms the basis of this part of the Residential Neighbourhood Environment Study and which is being proposed for assistance under the 1981 Municipal Planning Grant Program.

There are three phases to this proposal:

PHASE I: The Design of the Survey Questions and Sampling Plan

This includes the preparation of -

- i) a series of questions which will assure resident response regarding their perception of neighbourhood boundaries, their likes and dislikes about the area, and their priorities for improving the area.
- ii) a sampling plan which outlines the survey technique to be used, a representative sample and method of survey distribution.

PHASE II: The Execution of the Survey

This involves actually conducting the survey and assembling the results.

PHASE III: Analysis of the Survey

This involves analyzing the responses by neighbourhood planning area such that comparative assessment can be made between the various neighbourhood areas.

These survey results, when combined with the theoretical and technical data collected in Part I of the Residential Neighbourhood Environment Study, will enable the Municipal staff to prepare a Municipal-wide plan for neighbourhoods which properly addresses the pressures for change, needs for environmental improvement and the resident needs and desires.

The Municipal-wide plan for neighbourhoods provides the policy basis for specific neighbourhood study and the subsequent preparation of official community plans pertaining to those neighbourhoods.

While this work is included in the Planning Department's work program a combination of other priorities and limited staff time indicate that this phase of the Study would not be completed in the foreseeable future without the assistance of the Municipal Planning Grant Program. In light of the need to complete Phase II of the work in order to properly utilize Phase I of the work, we would submit that the 1981 Planning Grant Program presents an invaluable opportunity to pursue and complete the Residential Neighbourhood Environment Study.

It is anticipated that 85% of the total estimated \$40,000 budget - for this study would be comprised of consultants' fees. It is felt that professional consultants would offer specialized survey expertise and experience. The need for consultants will be assessed in relation to the staff resources available at the time of the study and the skills which are required. Any consultant used would be responsible for designing the survey and sampling plan, executing the survey, analyzing the results, and transmitting it to the Planning Department in written report form.

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B. BURNABY TRANSPORTATION STUDY
BROAD TERMS OF REFERENCE

Introduction:

The Municipality of Burnaby has recently developed and adopted "A Comprehensive Transportation Plan for Burnaby". Whilst the Burnaby Transportation Committee has developed an "Implementation Strategy" for this Plan, further objective data is required with respect to precise scheduling of longer term projects. Accordingly, it is proposed to undertake analysis of present day and projected transportation patterns in the Municipality in order to gauge the effectiveness of particular proposed transportation improvements, as well as to quantify the effects of regional growth and regional transportation infrastructure improvements on Burnaby. This study will be carried out by Municipal staff working closely with staff from the Greater Vancouver Regional District. The primary analysis tool will be the Transportation Model developed by the Regional District.

Scope of Study:

The proposed study's major components are listed below:

1. DEFINITION OF PROCEDURE - In the initial stage of the study, the precise methodology will have to be developed for the application of the G.V.R.D. Regional Transportation Model to the "Municipal" scale.
2. MODEL CALIBRATION - The calibration of the G.V.R.D. Model will be carried out using origin-destination data acquired by the Municipality in surveys conducted in 1978 and 1979, and origin-destination data available from other sources will also be incorporated into the model calibration process. Additional traffic counts will also be carried out if necessary by the Municipality.
3. PROJECTION OF LAND-USE DATA - The LRT Study has used the G.V.R.D. model to estimate the effect of two growth scenarios on travel in the region relative to a 1986 forecast year. It would be desirable to reassess trends in population and employment growth and, perhaps, consider a forecast horizon further in the future, say 1991.
4. INFRASTRUCTURE OPTIONS - In addition to testing the overall "Conceptual Transportation Plan", it would be desirable to test transportation network configurations with selected components deleted. The model would be used to help define the effects on Burnaby of major regional transportation improvements that have been proposed (such as Annacis crossing) on Burnaby.
5. MODEL TESTS - A number of transportation model runs will be made in order to evaluate the effects of population and employment forecasts on various transportation network options.

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6. FINAL REPORT - A final report will be produced evaluating, analyzing and interpreting the results produced by computer simulation. The report will quantify the anticipated impact on Burnaby of the proposed Municipal transportation improvements as well as the effect of regional growth and transportation improvements. A technical appendix detailing the study process will be included.

The total cost of this study is estimated to be \$20,000; and approximately half of this amount is comprised of staff salary. This study would be carried out by Municipal staff in conjunction with the Greater Vancouver Regional District who would act for the Municipality in a consultant capacity. The remaining half of the total cost is budgeted for the G.V.R.D.'s cost recovery on computer and related services. However, a greater involvement by Burnaby staff may be required, because the G.V.R.D. has recently taken on the transit function, and it is not certain what level of commitment the G.V.R.D. would be able to offer to this project.

C. COMMUNITY PLAN AREA REVIEWS

Introduction:

The purpose of this study is to prepare draft amendments to three designated priority community plan areas as outlined in the report, "Residential Growth Management Study for Burnaby". Within this report, the appropriateness of the prevailing residential and commercial framework for the Municipality is reviewed against projected demographic patterns and trends, current Regional and Municipal development objectives, and prevailing public attitudes. As a result, the need for possible changes to specific community plan areas within the framework is identified.

A series of development goals is presented in the "Residential Growth Management Study" outlining the desired future direction for the Municipality. The application of these goals leads to a recommended modification of the existing multi-family/commercial centre hierarchy with a structuring of the Municipality into four general sectors each with a town centre and supporting lesser-scaled centres. Incorporated within the development strategy is a series of six transition principles to be applied between the various apartment/commercial centres and the adjacent low density neighbourhood areas. On the basis of the recommended changes made, three community plan areas indicated for priority review for possible amendment are: Areas "D" (Brentwood Town Centre); "I" (Canada Way-Smith) and "C" (Hastings-Kensington). This study, to be undertaken by a consultant, would prepare draft community plan amendments for these three areas incorporating the various goals, policies and objectives within the "Residential Growth Management Study" as a basis for initiating the community plan amendment process in collaboration with the applicable resident neighbourhood groups.

Scope of Consultant's Study:

For each of the three community plan areas involved, the "Residential Growth Management Study" outlines the general context for that area within the Municipal residential/commercial framework and, as well, identifies items to be considered in the review of the community plan areas. The consultant will be provided with a detailed summary of the following designations outlined in the "Residential Growth Management Study" for each area:

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- a) Residential and commercial intent of each centre.
- b) Retail and office characteristics.
- c) Community and public transit facilities.
- d) General multi-family density guidelines for each centre.
- e) Indicated elements considered worthy of detailed analysis.

On the basis of the above, the consultant would be expected to determine the appropriateness of the existing community plan land-use guidelines for each of the three areas recommending changes where necessary. Following completion of the above, the consultant will provide recommended urban design guidelines as part of the community plan amendments. Sample elements to be considered in this respect include:

- 1) Boundary delineation and containment of each area.
- 2) The retention of views and sunlight.
- 3) The retention of privacy in interface area.
- 4) Building scale and image.
- 5) Traffic and off-street parking.
- 6) Neighbourhood links.
- 7) Public open space.

In each case, renderings would be provided along critical cross-sections illustrating the recommended application of the various urban design elements considered. These when approved would form part of the community plan guidelines for the subject areas. The consultant would be expected to provide a succinctly written final report incorporating the required elements therein that would be suitable for easy and economical distribution to interested resident neighbourhood groups.

It is anticipated that approximately three-quarters of the total estimated \$40,000 budget for this study would be comprised of consultant services. The successful completion of this study would play an important role in the ongoing process of updating and consolidating the various community plan documents guiding residential and commercial development in the Municipality.

A. L. Parr
A. L. PARR
DIRECTOR OF PLANNING

RE:lf

cc: Municipal Treasurer
Municipal Engineer