

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

Re: Community Amenity Bonus Provisions for Rezoning  
Reference #49/97 - Lougheed Hotel Redevelopment

RECOMMENDATION:

1. **THAT** Council endorse the proposed approach for securing community amenity bonus provisions for Rezoning Reference #49/97, as described in Section 4.0 of this report.

REPORT

The Community Planning and Housing Committee, at its meeting held on 1998 September 29, received and adopted a report outlining an approach for securing community amenity bonus provisions for rezoning reference #49/97. The Committee noted that the proposed community amenities include special needs housing and a group child care centre.

Respectfully submitted,

Councillor L.A. Rankin  
Chairman

Councillor C. Redman  
Member

Councillor J. Young  
Member

: COPY - CITY MANAGER  
- DIRECTOR FINANCE  
- DIR. PLNG. & BLDG.  
- CITY SOLICITOR

TO: COMMUNITY PLANNING & HOUSING COMMITTEE 1998 SEPTEMBER 25

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: RZ #49/97

SUBJECT: COMMUNITY AMENITY BONUS PROVISIONS FOR REZONING REFERENCE #49/97: LOUGHEED HOTEL REDEVELOPMENT

PURPOSE: To seek endorsement for a proposed approach to securing community amenity bonus provisions through Rezoning Reference #49/97.

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**RECOMMENDATION:**

1. **THAT** the Committee recommend that Council endorse the proposed approach for securing community amenity bonus provisions for Rezoning Reference #49/97, as described in Section 4.0 of this report.

**R E P O R T**

**1.0 INTRODUCTION**

At its meeting of 1998 June 22, the Community Planning & Housing Committee received a report regarding community amenity bonus provisions for Rezoning Reference #49/97. As indicated in that report, some pertinent aspects of the rezoning application are as follows:

- The subject site is roughly 2 hectares (5 acres) in size and located in the Brentwood Town Centre area. The southern portion is occupied by the Lougheed Hotel. The northern portion, across Buchanan Street, is occupied by a parking lot and low scale industrial buildings. Sketches of the site, its context within the Brentwood Town Centre Development Plan, and the proposed subdivision plan are presented in Sketches 1, 2, and 3, *attached*.
- The purpose of the rezoning is to allow the phased development of a mixed use residential, office, and retail complex on the site. Phase 1 is proposed to occur on the southern portion of the site. Phase 2 is proposed for the northern portion.
- The applicant has proposed that the overall development be a candidate for Burnaby's Community Amenity Bonus Program. Specifically, the applicant has expressed an interest in increasing the residential development density from a floor area ratio (FAR) of 2.2 to 2.6. The bonus would raise the allowable residential floor

area from approximately 430,000 sq. ft. (@ 2.2 FAR) to about 510,000 sq. ft. (@ 2.6 FAR). In exchange for the increased or “bonused” density, the developer has offered to provide amenities of equivalent value to the bonus.

Council dealt with the initial report on the application at its meeting of 1997 November 17. Upon reviewing the report, Council authorized staff to work with the applicant towards preparation of a suitable plan of development.

The June 22 report to the Committee outlined a generalized approach for determining appropriate community amenity provisions to be secured through the rezoning. At the time, specific information for calculating the amount of the community amenity bonus was not available (i.e., land and construction costs for the development). Staff were therefore instructed to prepare a more detailed report when that information became available.

This report responds to the Committee’s request. It begins with an overview of Burnaby’s Community Amenity Bonus program and the Brentwood Town Centre Plan and OCP context. It then focuses specifically on the subject rezoning application.

## **2.0 COMMUNITY AMENITY BONUS PROGRAM**

In 1993, the Provincial Government passed Bill 57, which offered local governments additional planning tools aimed at increasing the supply of affordable housing in BC. One of the tools involved “density bonusing” - specifically, the ability to offer developers additional development density in exchange for affordable housing, special needs housing, or other community amenities.

Following introduction of Bill 57, City Council, in 1997, adopted Zoning Bylaw amendments to permit density bonuses for developments meeting certain specified criteria. Some particulars of Burnaby’s bonusing provisions are as follows:

- The bonus is available for multi-family residential (RM) properties located in town centre areas, provided that the community plans of the respective town centres indicate the sites are eligible for such a bonus.
- To be eligible for a bonus, the property must be rezoned to a Comprehensive Development (CD) District designation. Further, the CD plan for the site must specify details about the amenities, affordable housing, or special needs housing to be provided. The proposed amenities or housing should be of equal value to the increased property value attributable to the additional or “bonused” FAR (e.g., if the value of a site rose by \$1 million because of a density bonus, the developer would be expected to provide an amenity or housing component valued at about \$1 million).

The policy report which led to the zoning Bylaw amendments noted that the basic principle (value of amenity = market value of bonused space) may need to be adjusted for particular site or project characteristics, as appropriate.

- Examples of amenities that could be considered in exchange for a density bonus include major public open space, public facilities (e.g., libraries, recreation centres), child care facilities, or extraordinary environmental enhancements. Examples of housing that could be considered include units developed under Federal or Provincial Government housing programs, units managed by non-profit groups, and units intended for people with special needs.
- The maximum amount of bonused density varies according to zoning district, ranging from 0.1 FAR for RM1 and RM2 areas to 0.4 FAR for RM 5 areas.

### **3.0 OCP AND BRENTWOOD TOWN CENTRE PLAN CONTEXT**

Burnaby's Official Community Plan (OCP) was adopted by Council in 1998 June. A fundamental strategy of the OCP is to make the city's four town centre areas "more complete communities." In other words, the aim is to have the town centres develop as compact settlements that contain what they need within their own boundaries. Provision of appropriate community facilities, services, and special needs housing is integral to establishment of "more complete communities" in Brentwood and other Burnaby town centres.

The Brentwood Town Centre Plan, adopted in 1996 June, recognizes that appropriate community facilities and services are required to meet the needs of residents and employees in the Brentwood area. The Plan further recognizes that major commercial developments should provide for various community facilities such as child care centres, community meeting rooms, and office space for non-profit groups. As well, it acknowledges that density bonusing could be used as a tool for encouraging development of affordable housing or other amenities.

The Brentwood Town Centre Plan thus provides a broad policy context for seeking community facilities and affordable or special needs housing. It does not provide details regarding such housing or facilities, however, recognizing that such details need to be worked out on a site by site basis.

### **4.0 DETERMINATION OF BONUS AND AMENITIES**

As indicated, under Burnaby's Community Amenity Bonus Program, a developer is expected to provide the City with housing or amenities of equal value to the bonused density (i.e., if the value of the additional density was \$1 million, the developer would be required to provide housing or amenities valued at about \$1 million). Also as indicated, the applicant

for the subject rezoning is seeking a density bonus of roughly 80,000 square feet (based on a FAR increase of 0.4). Using development cost information provided by the applicant and verified by City Lands staff, the value of the community amenity contribution would be in the range of \$1.6 million.

With the foregoing in mind, two types of amenities are proposed for the development; special needs housing and a group day care centre. Additional information on these amenities is provided below.

#### 4.1 Special Needs Housing Component

The applicant for the subject rezoning has held discussions with the Burnaby Association for the Mentally Handicapped (BAMH) and Sharing Our Future (SOF) Foundation (an independent fundraising arm of BAMH) regarding inclusion of special needs housing units in the development. Particulars are as follows:

- The applicant has offered to construct four special needs housing units, which it proposes to turn over to the Foundation at no cost. Two units would be one bedroom (@ 700 sq. ft. each) and two would be two bedroom (@ 900 sq. ft. each). The total built area of these units would be 3,200 square feet. Based on information provided by the applicant, the total value of the units would be about \$627,000.
- The SOF Foundation is proposing to lease the units to BAMH which would, in turn, rent them to individuals and couples with special needs who require subsidized housing. Rents would be set at the maximum allowed for shelter under the BC Benefits Program (currently \$325 for a one bedroom unit and \$520 for a two bedroom unit). The requirement would be secured by the registration of a Housing Agreement on the property and, subsequently, on the individual units.

As an alternative to SOF owning the units, the City *could* seek ownership itself. Such an approach is not being recommended at this time, however, given that

- BAMH has a solid record with respect to providing housing and services for people with special needs. Given this record, the organization should be capable of doing a good job with managing the subject housing and satisfying the City's affordable housing objectives.
- BAMH, the SOF Foundation, and the applicant have been discussing the subject housing for several months. Recommending City ownership of the units at this stage could be seen as heavy handed. It could also jeopardize the potential for establishment of a unique private, non-profit, and public sector partnership with the housing.

Notwithstanding the above, it is proposed that Housing Agreements be registered to ensure that BAMH and the SOF Foundation continue to meet their obligations with respect to the housing over the longer term. It is also considered desirable for the City to retain right of first refusal to title to the units, at no cost to Burnaby, if the SOF Foundation or BAMH are not able to continue to meet their housing obligations in the future (i.e. prevent the units from being sold to another party).

#### **4.2 Group Child Care Centre**

As noted, the Brentwood Plan does not provide details about the types of community facilities or services required for the town centre. It is proposed, however, that a child care centre be sought as the second component of Community Amenity Contribution for the subject development. It is further proposed that a decision regarding the age groups to be served (i.e., preschool, school age, or a combination thereof) be left until after the Public Hearing, being addressed at the time a facility operator is being selected.

The reasons for proposing a child care facility in the subject development are as follows:

- The northwest quadrant generally, and the Brentwood Town Centre area specifically, are under served by child care facilities. Indeed, only 50 group child care spaces and 105 out of school care spaces exist in the quadrant. Whereas the quadrant housed 23.7% of Burnaby's children under 6 years of age in 1996, it accounts for only 5.7% of the group child care spaces in the city. Also, while the quadrant accounted for 19.9% of the 6 - 12 year population in Burnaby, it contains only 16.1% of the city's out of school spaces.
- A child care centre would provide a desirable amenity for the subject development - an amenity that could be used by residents, employees, and visitors to the development. It would also help to strengthen the Brentwood Town Centre and play a role in satisfying the OCP's "more complete community" objectives.
- From an administrative perspective, it would be easier to oversee a single large facility than to assume responsibility for several smaller ones - especially if more than one agency would occupy the smaller facilities.

Therefore subject to the Committee's and Council's concurrence with the foregoing, it is recommended that the applicant be asked to

- construct a child care centre with a minimum of 4,000 square feet of finished indoor space and 3,500 square feet of outdoor space (*note: a facility of this size could be licensed as a group day care centre for 12 children aged under 3 years and 25 children aged 3 - 5 years, an out of school care centre for 40 children, or some other combination of programs*)
- turn the facility over to the City as an air space parcel, including parking provisions, thereby enabling the operator to avoid maintenance and associated costs for common property that would otherwise have to be borne if the facility was strata titled
- design, fully furnish, and equip the facility, to the City's satisfaction, for operation as a child care centre.

While precise quantification is difficult, it is expected that, in conjunction with the special needs housing component, the value of the proposed child care facility would be roughly equivalent to that of the density bonus afforded the applicant (i.e., in the range of \$1.6 million). This expectation is based on information and commitment provided by the applicant, and our understanding of the costs associated with developing child care facilities (gained through experience with the City's Hanna Court Children's Centre and discussions with experts in the field).

For the Committee's information, staff held preliminary discussions with the applicant about the prospect of establishing a child care facility in the development. The applicant was receptive to the idea, identifying an attractive ground level site for the facility in the northwest corner between Buchanan and Halifax Streets.

With respect to operation, it is proposed that the City seek a qualified non profit organization to run the child care centre. The operator should be selected as soon as possible after the Public Hearing (targeted for 1998 December) to enable them to participate in the design process for the facility.

Criteria for selecting an operator should include, but not be limited to, the following:

- non profit status - preferably based in Burnaby
- demonstrated ability to run the centre on a financially viable basis, without requiring operating subsidies from the City

- proven track record with respect to providing quality child care services.

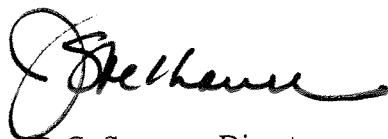
## 5.0 CONCLUSION

This report has proposed an approach for securing community amenity bonus provisions for Rezoning Reference #49/97. Specifically, it has proposed that the City pursue two types of amenity provisions: special needs housing and a child care facility.

As noted, the applicant is hoping to have the subject rezoning application proceed to Public Hearing before the end of the year. It is therefore important to determine the amenity component of the project as soon as possible in order that the applicant can prepare a suitable plan of development for the Public Hearing. To this end, it is recommended that the Committee request Council to endorse the approach for securing community amenity bonus provisions proposed herein.

Given concurrence of the Committee and Council, staff would work with the applicant in refining details regarding the subject amenity provisions in the weeks ahead. We would inform the Committee, as required, as the plans proceed.

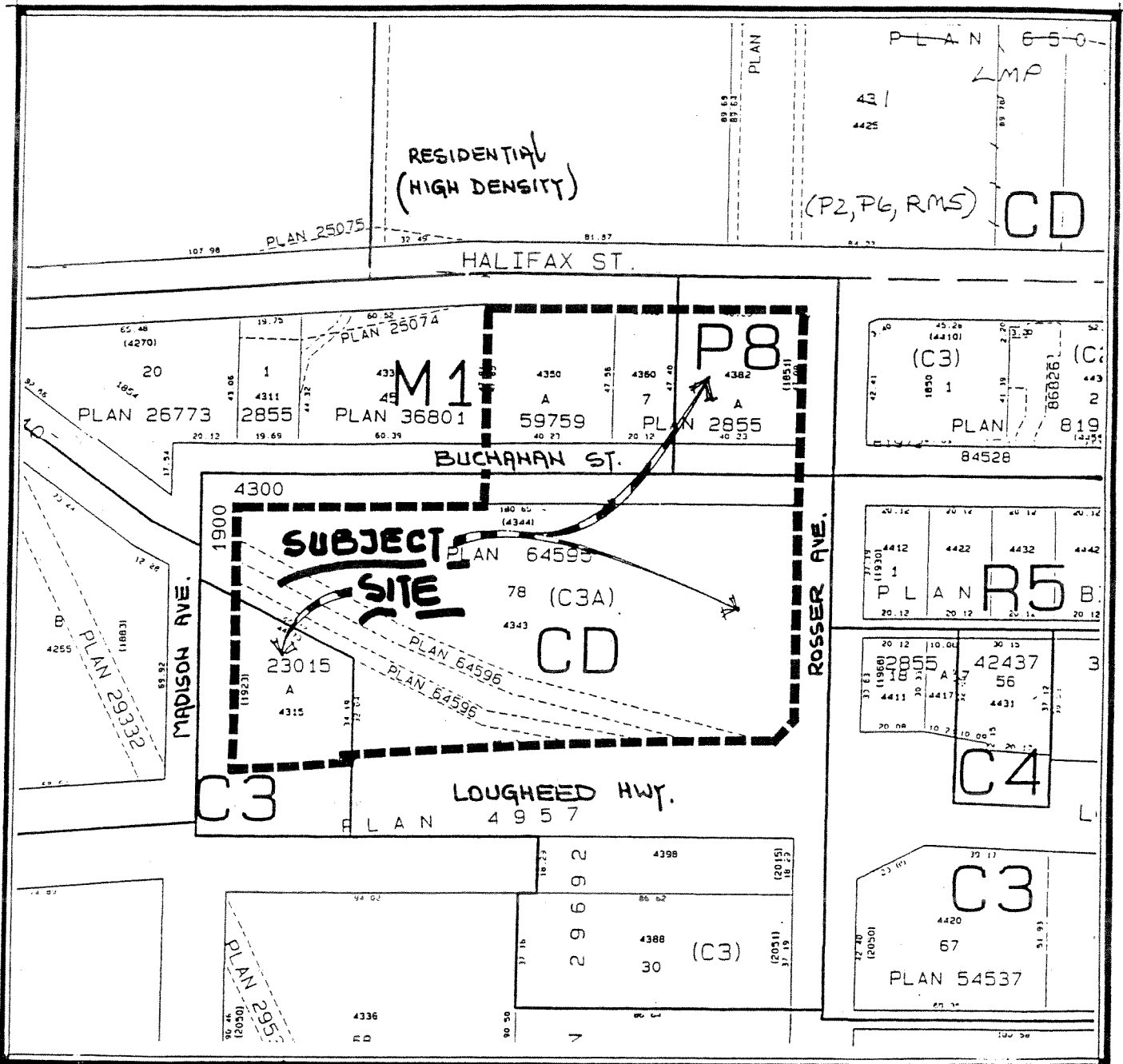
In closing, the proposed amenities should benefit residents, employees, and visitors to the subject development and the Brentwood Town Centre. Also, the bonusing arrangement offers the City a unique opportunity to collaborate with the private and non-profit sectors in addressing community needs. Further, if the results prove positive, the approach could serve as a template for future bonusing opportunities that may arise.

  
D.G. Stenson, Director  
PLANNING AND BUILDING

JF\sa  
Attachments(3)

cc: City Manager  
Director Finance  
Solicitor





Date:  
**AUGUST 1997**

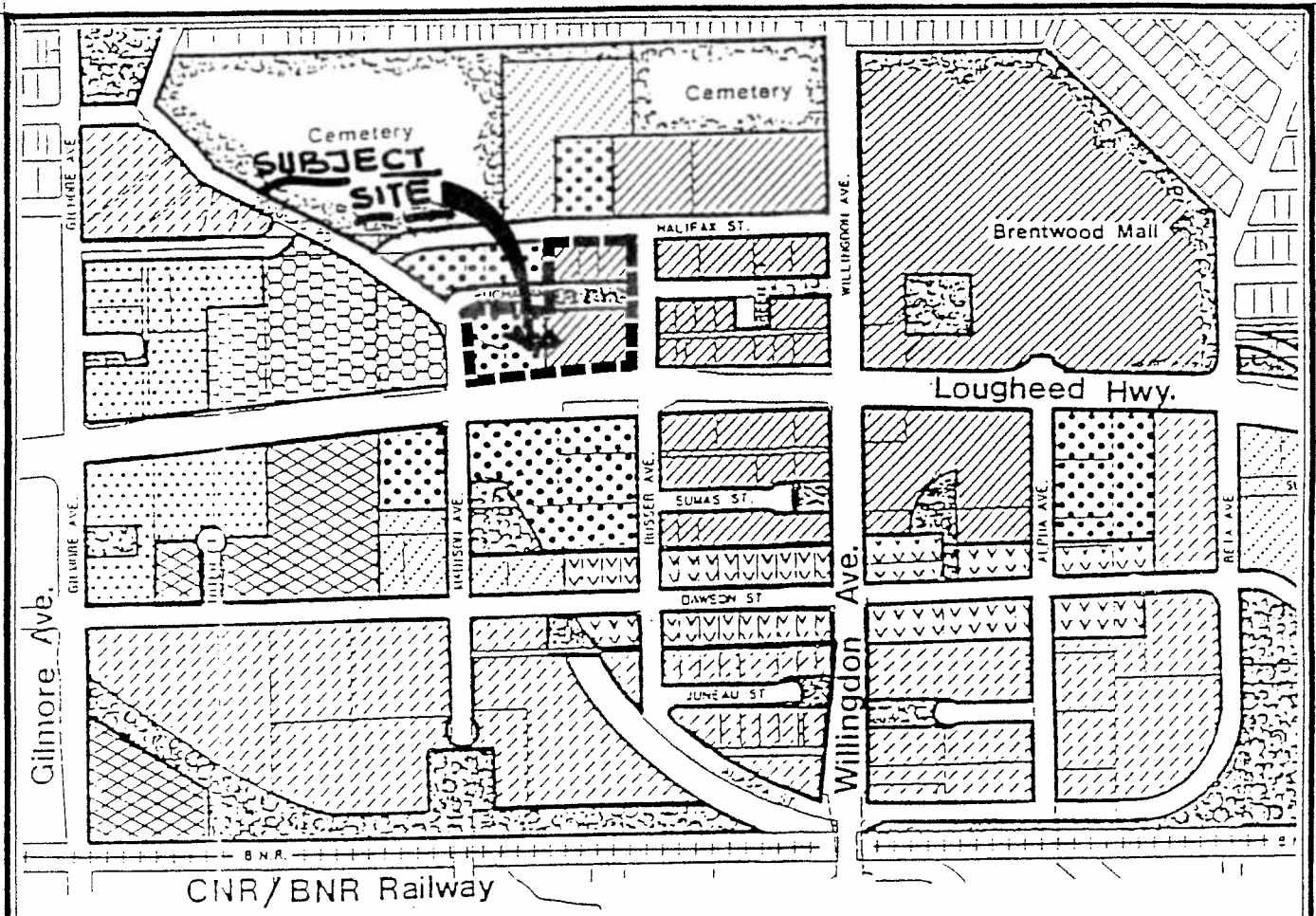
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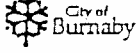


**REZONING REFERENCE #49/97**

**49**  
**SKETCH #1.**



**Brentwood Town Centre  
Development Plan**



**Legend:**

- Core Development
- Village Street
- Residential (Medium Density)
- Residential (High Density)
- Residential (Separated High Density, SEE TEXT)
- Succession (Industrial To Residential)
- Service Commercial
- Industrial
- Public Open Space

**Land Use Concept**

Date:  
**AUGUST 1997**

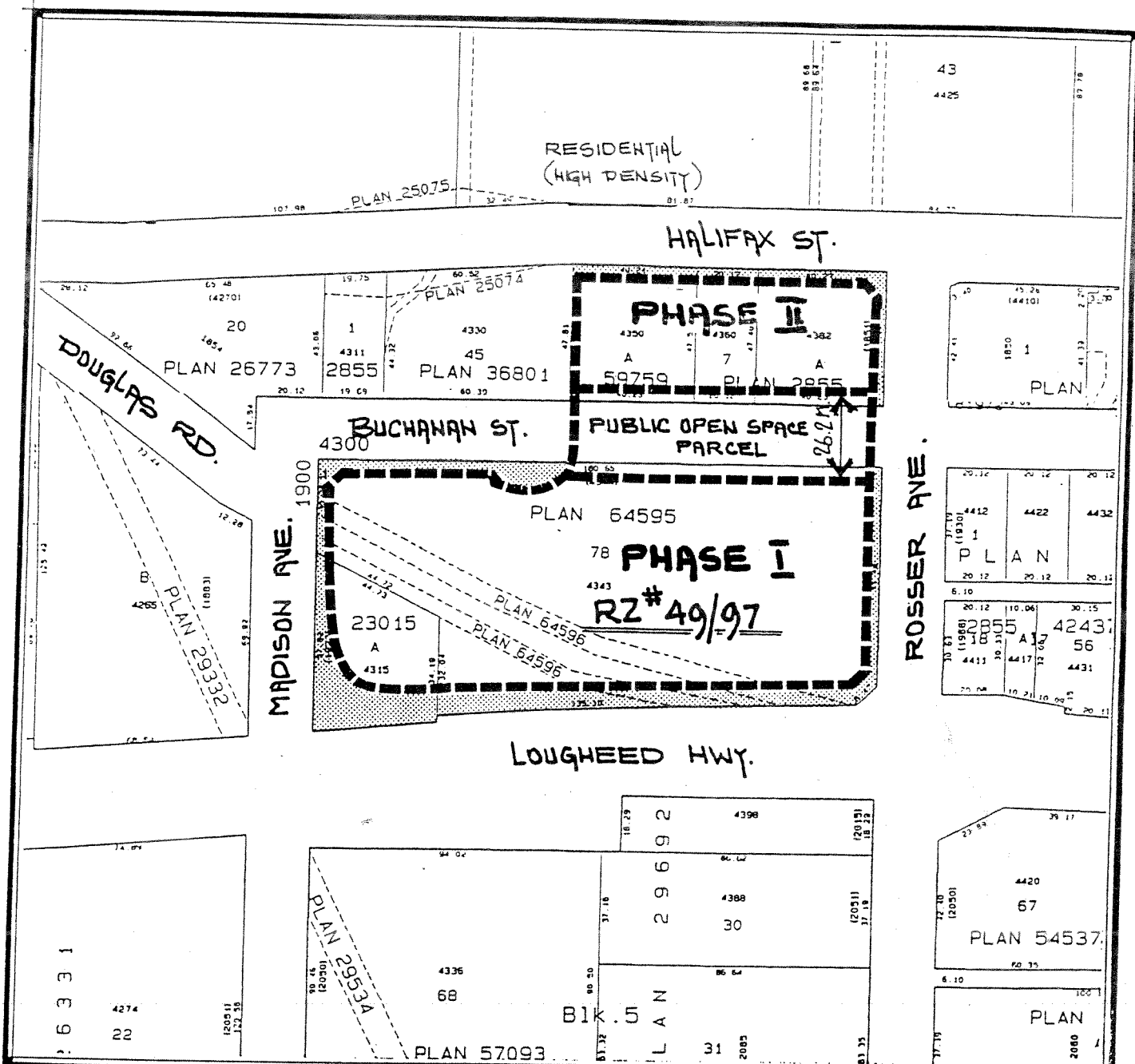
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**City of  
Burnaby**  
Planning & Building Dept.

**REZONING REFERENCE #49/97**

**SKETCH #2**



Date:  
**SEPTEMBER 1997**

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Drawn By:  
**J.P.C.**



City of  
**Burnaby**  
 Planning & Building Dept.

ROAD DEDICATION REQ'D.



**PROPOSED SUBDIVISION FOR  
 REZONING REFERENCE #49/97**

**51**  
 SKETCH #3

