

COMMUNITY ISSUES AND SOCIAL PLANNING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

Re: REZONING REFERENCE #63/97: AMENITY SPACE ALLOCATION

RECOMMENDATIONS:

1. **THAT** Council endorse the proposed approach for selection of a group to occupy the community amenity space to be provided through Rezoning Reference #63/97 (Middlegate Mall redevelopment), as described in Section 5.0 of this report.
2. **THAT** a copy of this report be sent to the Community Policing Committee.

REPORT

The Community Issues and Social Planning Committee, at its meeting held on 1998 January 21, received the attached report providing additional information on the community space to be included through Rezoning Reference #63/97 (Middlegate Mall redevelopment) and to recommend an approach for selection of a group to occupy the space.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor N. Volkow
Vice Chair

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| <p>:COPY - CITY MANAGER - DIRECTOR FINANCE - DIRECTOR PLNG. & BLDG. - DIRECTOR PARKS, REC. & CULT. SERV. - OIC, R.C.M.P.</p> |
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TO: COMMUNITY ISSUES & SOCIAL PLANNING COMMITTEE 1998 January 21

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: RZ #63/97

SUBJECT: REZONING REFERENCE #63/97: AMENITY SPACE ALLOCATION

PURPOSE: To provide additional information on the community space to be included through Rezoning Reference #63/97 (Middlegate Mall redevelopment) and to recommend an approach for selection of a group to occupy the space.

RECOMMENDATION:

1. **THAT** the Committee recommend that Council endorse the proposed approach for selection of a group to occupy the community amenity space to be provided through Rezoning Reference #63/97 (Middlegate Mall redevelopment), as described in Section 5.0 of this report.
2. **THAT** a copy of this report be sent to the Community Policing Committee.

REPORT

1.0 INTRODUCTION

At its meeting of 1997 November 17, Council received a report concerning a rezoning application for the Middlegate Mall site (Rezoning Reference #63/97). Some pertinent aspects of the application are as follows:

- The subject site is 9.7 acres in size. It is located in the Town Centre Core of the Edmonds Town Centre Plan, adopted by Council in 1994 (see Sketches 1, 2, and 3 *attached*).
- The purpose of the rezoning is to allow the phased development of a mixed use residential and commercial complex on the site. The first phase of development, fronting Kingsway and the planned Urban Trail, is proposed to include 134,000 square feet of commercial space and 189,000 square feet of residential (a 27 storey apartment tower). The second phase, north of the Urban Trail, is proposed to include up to 700,000 square feet of additional residential development.

- In light of the proposed development's size and location within the Edmonds Town Centre Core, the developer has been asked to provide an appropriate major community facility in the first phase of construction.

Upon considering the rezoning report, Council authorized staff to work with the applicant towards preparation of a suitable plan of development for presentation to a Public Hearing. The understanding was that staff would provide Council with a more detailed report on the application at a later date.

The purpose of this report is twofold: to offer additional information on the proposed community amenity space and to recommend an approach for selection of a group to occupy the space.

2.0 COMMUNITY AMENITY SPACE

While details regarding the community amenity space have yet to be finalized, the preliminary arrangements are as follows:

- The space will be about 3000 square feet in size. It will be located south of the urban trail (see Sketch #1), on an upper floor, above commercial floor area.
- The space will be adjacent to a large upper deck area (size yet to be determined), which can be used by the group occupying the premises.
- The space will be accessible by elevator both from the underground parking and grade levels.
- The space is proposed to be an air space parcel and transferred to the City's ownership at no cost to Burnaby.

In addition to the subject amenity space, the developer has also agreed to establish an office area of at least 500 square feet, with two proximate parking spaces, for the RCMP. The space would be too small for a community police station; however, it would be suitable for doing paper work, interviews, and related duties. It would replace a similar sized space currently available to the RCMP at the mall.

3.0 EDMONDS TOWN CENTRE PLAN CONSIDERATIONS

As noted, the Edmonds Town Centre Plan was adopted by Council in 1994 September. The Plan was developed by the citizen-based Edmonds Area Advisory Committee, with staff assistance. The Plan not only provides a framework for the Edmonds area's physical development; it also addresses various quality of life issues such as improving pedestrian access, developing community facilities and services, enhancing public safety, and increasing opportunities for community involvement.

Establishment of the subject community amenity space on the Middlegate site is consistent with the vision and objectives of the Edmonds Plan. In particular, the space will help to satisfy the Plan's community facility and services and community involvement objectives. Also, as it is proposed to be located on the upper floor, it should not detract from or compete with the development's ground level retail space. Indeed, the concurrent actions of maximizing the ground level retail space and including the community amenity space should jointly help to revitalize the Town Centre Core. The actions should be mutually supportive, helping to draw people to the area, increase pedestrian activity, and expand services (retail and community) for local residents.

4.0 USER GROUP SELECTION

An initial question to be addressed concerning the amenity space allocation is whether the City wishes to i) allocate the space for a community police station or other City use or ii) make it available to a community agency for community-based programming. These options are discussed below.

4.1 Community Police Station or Other City Use

Appearing elsewhere on this agenda is a memo indicating the Community Policing Committee's support for the prospect of allocating the space for a community police station for District #3 (South East Burnaby). From a planning perspective, the proposal has merit because:

- i) the early development of a community police station in Edmonds would be consistent with the crime prevention objectives of the Edmonds Town Centre Plan.
- ii) the site is in a strategic location in the Edmonds Town Centre Core and
- iii) the amenity space is directly above the area designated for RCMP office use; given the proximity of spaces, the RCMP could have ground level presence and an overall floor area of about 3,500 square feet in the development.

While noting these advantages, any decision about establishing a District #3 community police station would be contingent on the City committing ongoing funding for the operation. Also, the decision would ideally be made in the context of an overall plan for community police station development in the City. In this regard, the City has one community police station in operation at Lougheed Mall,

serving District #2 (North East Burnaby). Burnaby is also considering the potential establishment of another station for District #4 (South West Burnaby), through the rezoning for a proposed mixed use development at Kingsway and McKercher.

For the Committee's information if, for whatever reason, the City does not choose to establish a community police station in the Middlegate location, three other primary development sites exist in the Edmonds Town Centre Core at Kingsway and Edmonds. One of these sites could be a suitable alternate location, providing attractive ground level space for a District #3 community police station. It should be noted, however, that the availability of these alternate sites would be dependent upon the timing of their proposed redevelopment.

With respect to other potential City uses, Parks and Recreation staff advise that the space would be too small to be of interest to that Department (i.e., irrespective of budget implications, the Department would not be interested in obtaining spaces of less than 10,000 square feet).

4.2 Community Group

The proposed community amenity space would be suitable for a variety of groups - particularly child care providers or other groups that could make use of the adjacent upper deck area. Although no efforts have been made to solicit interest in the space, staff have learned of at least two non-profit societies that would submit expressions of interest, if invited to do so. It is expected that other groups would also come forward if the City invited expressions of interest for the space.

Community groups, as a rule, have difficulty in paying market rates for prime program space, such as being proposed at Middlegate. Because title to the subject space would be transferred to the City at no charge, Burnaby could ensure that the space would be affordable to an appropriate group, while not affecting the tax draw (i.e., details concerning ongoing costs and responsibilities associated with occupying the space have yet to be determined; nonetheless, the City should be able to establish a lease rate which both offsets these costs and makes the space available at below market levels - especially as property taxes could be waived with the space under Burnaby's ownership). Further, by choosing to lease the space to a community group, the City would be helping the group awarded the allocation; it would also be facilitating the provision of needed community services for a growing area.

5.0 PROPOSED APPROACH

Staff believe there would be merit in either allocating the space for a community police station or making it available to an appropriate community group. Both types of occupants would be positive additions to the Edmonds Town Centre Core.

The Public Hearing report for the subject rezoning application is being targeted for the 1998 March 23 meeting of Council, with the Public Hearing to occur on April 28. To meet these timelines, it will be necessary to have some certainty either about the group to occupy the amenity space or the process to be used in selecting the group. Also, early resolution of these matters would provide certainty to the developer and afford an opportunity for particular design needs of the user group to be considered before plans are finalized.

Unless Council is now in a position to commit to establishing a community police station in the development, staff recommend that community groups be invited to submit expressions of interest in the space. Specifically, staff would propose using a process similar to that used in allocating space at the Burnaby Heights and Edmonds Community Resource Centres. Through this process, we would advertise availability of the space through such channels as the Burnaby Inter-Agency Council, school newsletters, and recreation centres. In the advertisements, we would provide details about the space, leasing arrangements, application requirements and selection criteria. Unless directed otherwise, we would indicate that the City is also considering the possibility of allocating the space for community police station use.

Guidelines for the selection of user groups for the City's community resource centres are presented in Appendix 1, *attached*. As a starting point, it is proposed that the following guidelines from those listed be used in assessing prospective groups for the Middlegate space:

- the group supports City social goals and principles
- the group operates on a non-profit basis
- the group provides a service that is relevant and accessible to Burnaby residents
- the group meets specific social or cultural needs of the community
- the group's aims and activities are consistent with City goals and policies.

In addition, it is proposed that the prospective groups be able to demonstrate that they

- are based in, or would directly benefit residents of the Edmonds area
- are financially viable and would not require City subsidies to operate
- would help to address the objectives of the Edmonds Town Centre Plan.

As noted, the selection should conclude as soon as possible. Assuming notices concerning the space are issued in mid February, staff would be in a position to forward a recommendation on a user group to the March Community Issues & Social Planning Committee meeting.

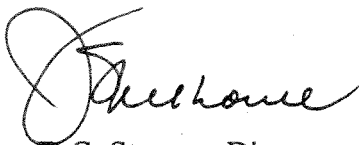
6.0 CONCLUSION

51 This report has provided additional information on the community amenity space to be included through Rezoning Reference #63/97 (Middlegate Mall redevelopment) and

suggested an approach for selection of a group to occupy the space. The amenity space constitutes an important component of the proposed redevelopment. Also, whether it be allocated for a community police station or community group use, the space presents a key opportunity to contribute to the vitality and livability of the Edmonds Town Centre Core. While recommending that community groups be invited to submit expressions of interest, it must be stressed that this approach does not preclude establishment of a community police station in the amenity space. Rather, it affords the City time to make a more thorough assessment of the option, while also obtaining information on other prospective groups with an interest in the space. The approach has the added benefit of timeliness, providing the developer with certainty while not delaying efforts to have the application addressed at the 1998 April 28 Public Hearing.

Based on the foregoing, it is recommended that the Committee ask Council to endorse the approach described in Section 5.0 for selection of a group to occupy the community amenity space in the subject redevelopment. It is also recommended that a copy of this report be sent to the Community Policing Committee. Given endorsement of the approach proposed herein, staff would initiate the advertisement and evaluation process, forwarding our recommendation for an occupant group to the Community Issues & Social Planning Committee in March.

For the Committee's information, as part of the Social Planning Section's 1998 work program, staff will be preparing policy guidelines for community amenities negotiated through the rezoning process. The guidelines will address such matters as the tenure and ownership of negotiated amenities, the selection process and criteria for user groups, and respective responsibilities of the City, user, and developer. We will vet these guidelines through the Committee, when drafted. The guidelines should assist the Committee and staff when subsequent opportunities for negotiating community amenity spaces arise in the future.


D.G. Stenson, Director
PLANNING AND BUILDING

Attachments
JF\sk

cc: City Manager
OIC RCMP
Director Parks, Recreation, and Cultural Services
Director Finance

APPENDIX 1

GUIDELINES FOR THE USE OF FACILITIES AND SPACE

AT CITY COMMUNITY RESOURCE FACILITIES

A) Support of Municipal Social Goals and Principles

Services and programs provided by an organization should support City social goals and principles as contained within the Official Community Plan.

The Official Community Plan stresses the development and maintenance of a social environment which promotes the physical, social and mental well-being of individuals and families in Burnaby.

Only organizations whose primary purpose is to provide facilities, services or programs intended to promote the physical, social and mental well-being of Burnaby residents should be considered for space in City facilities.

This would include City offices and organizations providing or coordinating information on recreation, rehabilitation, health, counselling, day care, and special education services and programs.

B) Non-Profit Status

Organizations must operate on a non-profit basis, and be registered as a charitable institution or society under the Society Act. The intent of this guideline is to ensure that City facilities are not used for commercial or private gain.

The Society Act defines charitable societies as those concerned with, the relief of poverty, the advancement of education, the advancement of religion or any other purpose beneficial to the community.

Proof of non-profit status would be required.

C) Relevant and Accessible to Burnaby Residents

The facilities, services and programs operated by service organizations should be applicable and accessible to a broad range of Burnaby residents, and should reflect local neighbourhood and community needs and aspirations.

The intent of this guideline is to ensure that organizations occupying City facilities provide services and programs that are relevant and generally accessible to Burnaby residents. All residents who need or wish to use the facility, service or program should be able to do so, while recognizing constraints due to service availability, costs and location.

D) Availability of Other Options or Venues

Allocation of space in City facilities should be considered in relation to the availability of other options or venues to the applicant in the private market and other public sector opportunities.

This guideline is intended to ensure that City facilities are allocated to organizations that may not be able to obtain suitable facilities through other avenues. City facilities should not be allocated to organizations which are direct extensions of programs and services provided or funded by other levels of government.

E) Supporting and Balancing Component

The facilities, services and programs operated by an organization should contribute to a mutually supporting component of a well balanced community resource centre for the local neighbourhood and community.

This guideline is intended to ensure that a broad range of services are provided for within any particular resource centre, and that the organizations represented are able to contribute to the overall successful operation of the centre in the community.

F) Appropriate Uses

Uses should be selected that can provide supporting benefits with, or at the least, harmoniously co-exist with immediately adjacent facilities/uses.

Uses would be selected that fit into the existing environment surrounding the site. Preference would be given to uses with strong linkages to the adjacent facilities/uses.

G) Consistent with City Policies, By-laws, and Regulations

Organizations occupying City facilities must be able to comply with City plans, by-laws, codes, regulations and standards.

The intent of this guideline is to ensure that uses occupying City facilities are consistent with the provisions of the zoning and other bylaws of the Municipality.

The existing zoning of the Burnaby Heights facility, the north wing of Edmonds School and the 1914 building on the Burnaby South site would permit the use of the facilities for recreation programs, community organizations, education programs, day care, City offices, and other similar types of uses.

To ensure compliance with City regulations, it is recommended that Municipal Licence, Health, Fire and Building Departments be consulted when allocating space in Municipal facilities.

H) Primarily Intended for Burnaby Residents

Organizations occupying City facilities should provide services and programs that are primarily intended for Burnaby residents.

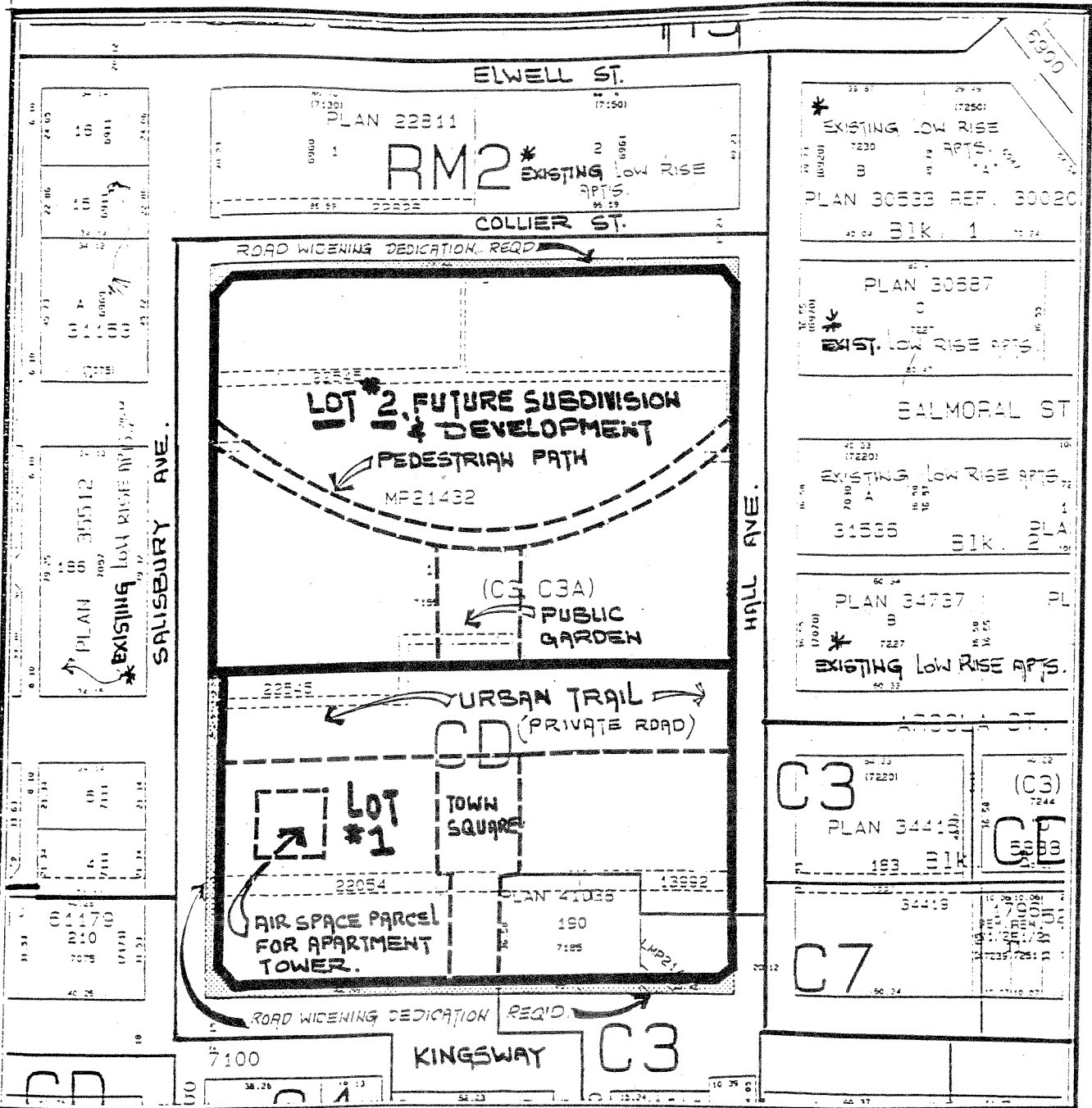
Services and programs would not need to be designed for use by Burnaby residents only; however, the service or program should address an identified need within Burnaby. Organizations providing local services should receive priority over organizations providing services at a regional, provincial or national level.

I) Accommodation of Required City Uses

Allocation of space in City community resource facilities should consider the degree to which overall City costs would be minimized by the accommodation of possible required Municipal uses.

Both direct and indirect City uses would be eligible for space within community resource facilities including: City offices, employee associations, and other related public sector organizations.

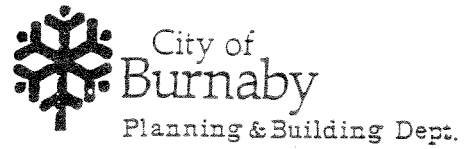
City of Burnaby
Adopted by Council
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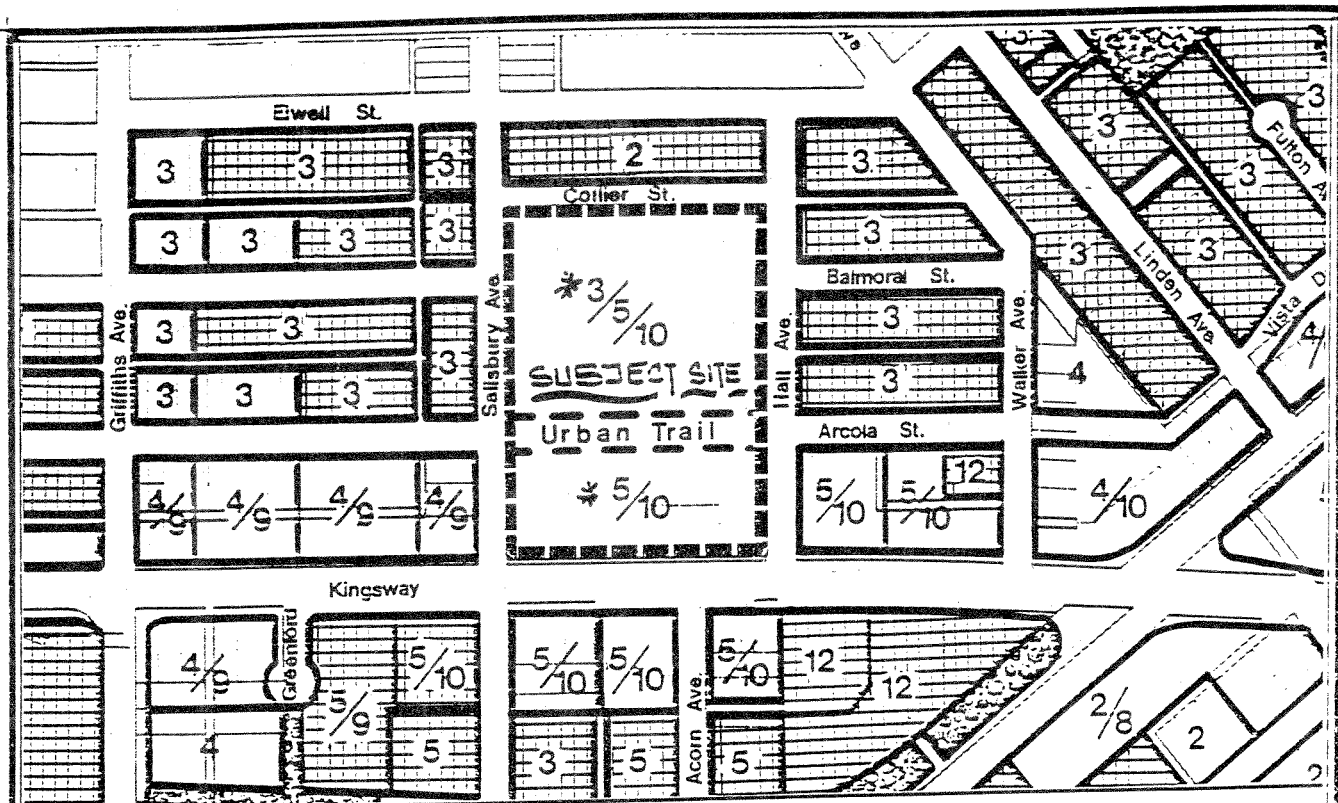
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REZONING REFERENCE # 63/97
"PROPOSED SUBDIVISION"
SKETCH # 1



Legend:

- High Rise Apartments**
- 5 — RM5 — (100 units per acre maximum)
- 4 — RM4 — (60 units per acre maximum)
- Low Rise Apartments**
- 3 — RM3 — (50 units per acre maximum)
- Low Rise Apartments / Gross-Orientation Multiple Family**
- 2 — RM2 — (40 units per acre maximum)
- Gross-Orientation Multiple Family**
- 1 — RM1 — (25 units per acre maximum)
- 6 — Townhousing — (12 units per acre maximum)
- 7 — Potential Area Rezoning

- Commercial**
- 8 — C1 Neighbourhood Commercial
- 9 — C2 Community Commercial
- 10 — C3 General Commercial
- 11 — C4 Service Commercial
- 12 — Institutional (including Seniors Housing, Churches, etc.)
- 13 — Industrial
- 14 — Nickel Complex (Rezoning Reference #7/93)
- 15 — B.C. Hydro Headquarters Complex (Rezoning Reference #35/90)
- Park, School, Trail, Ravine and Open Space Area
- Completed or Rezoned in Accordance with Development Guidelines

Development sites in the Edmonds Town Centre are generally to be zoned to Comprehensive Development District (CD) utilizing the outlined zoning designations as guidelines.

This Sketch is subject to appearing on a continuous basis.

Updated To: October 1996



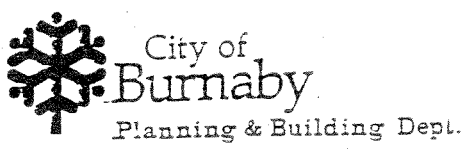
City of Burnaby
Planning & Building Department

Edmonds Town Centre Plan Development Guidelines

Date:
OCTOBER 1997

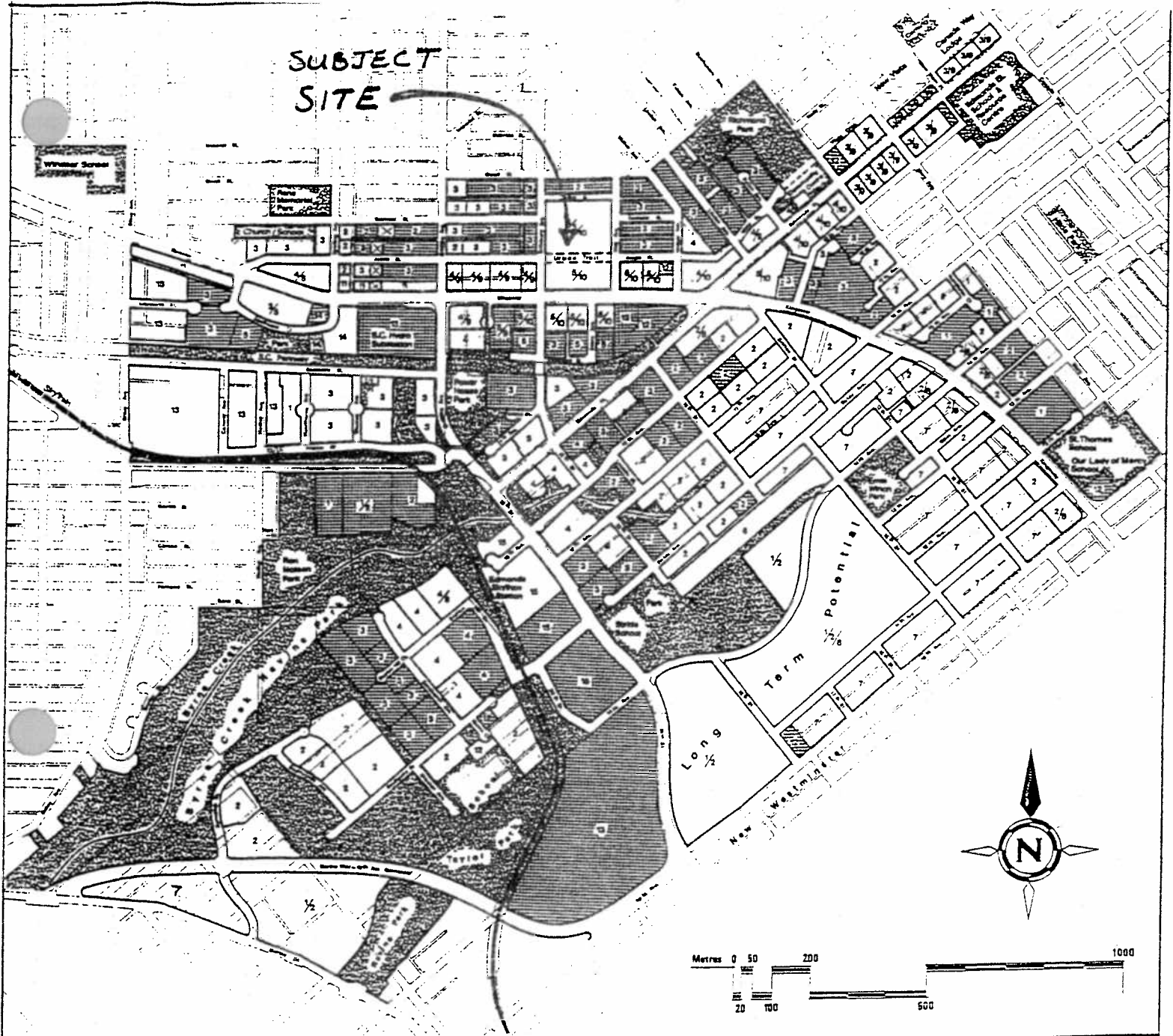
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REZONING REFERENCE # 63/97
SKETCH # 2

SUBJECT SITE



Legend:

- High Rise Apartments**
 5 — RMS (100 units per acre maximum)
 4 — RM4 (80 units per acre maximum)

- Low Rise Apartments**
 3 — RM3 (50 units per acre maximum)

- Low Rise Apartments / Ground-Oriented Multiple Family**
 2 — RM2 (40 units per acre maximum)

- Ground-Oriented Multiple Family**
 1 — RM1 (25 units per acre maximum)
 6 — Townhousing (12 units per acre maximum)

- Single and Two-Family Infill**
 7 — Potential Area Rezoning

Commercial

- 8 — C1 Neighbourhood Commercial
 9 — C2 Community Commercial
 10 — C3 General Commercial
 11 — C4 Service Commercial
 12 — Institutional (including Seniors Housing, Churches, etc.)
 13 — Industrial
 14 — Nikkei Complex (Rezoning Reference #7/931)
 15 — B.C. Hydro Headquarters Complex (Rezoning Reference #36/90)

- Park, School, Trail, Ravine and Open Space Area
 Completed or Rezoned in Accordance with Development Guidelines

Development sites in the Edmonds Town Centre are generally to be zoned to Comprehensive Development District (CD) utilizing the outlined zoning designations as guidelines.

This Sketch is subject to updating on a continuous basis.

Updated To: June 1997

