

CITY OF BURNABY
HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**RE: SELECTION OF COMMUNITY BENEFIT TO BE ACHIEVED THROUGH
REZ #03-73 - EDMONDS TOWN CENTRE SOUTH**

RECOMMENDATIONS:

1. **THAT** Council approve allocation of the community benefit funds associated with REZ #03-73 to the development of Taylor Park as outlined in Section 2.3 of this report.
2. **THAT** a copy of this report be forwarded to the Parks, Recreation and Culture Commission for its information.

REPORT

The Housing Committee, at its Open meeting held on 2004 May 18, received and adopted the *attached* report regarding the community benefit to be achieved through density bonus for rezoning #03-73, a proposed high-rise and townhouse residential development at 17th Avenue, 18th Avenue and Griffiths Drive. The Committee supported allocation of the community benefit funds to the development of Taylor Park. Such an allocation would mean that about \$1.9 million of the \$2.2 million required for park development would be in place, and that most components of the park could be completed.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor D. Johnston
Vice Chair

Councillor C. Jordan
Member

COPY - CITY MANAGER
- DIRECTOR PLANNING & BUILDING
- DIRECTOR PARKS, RECREATION & CULTURAL SERVICES
- DIRECTOR FINANCE
- DIRECTOR ENGINEERING
- CITY SOLICITOR
- OIC, RCMP
- CHIEF LIBRARIAN

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

2004 MAY 12

FROM: DIRECTOR PLANNING AND BUILDING

FILE: REZ #03-73
xref: 12000 00

SUBJECT: SELECTION OF COMMUNITY BENEFIT TO BE ACHIEVED THROUGH
REZ #03-73 - EDMONDS TOWN CENTRE SOUTH

PURPOSE: To recommend that the community benefit to be achieved through a proposed density bonus for REZ #03-73 be applied to the development of Taylor Park.

RECOMMENDATIONS:

1. **THAT** the Committee recommend to Council that the community benefit funds associated with REZ #03-73 be allocated to the development of Taylor Park as outlined in Section 2.3 of this report.
2. **THAT** Council forward a copy of this report to the Parks, Recreation and Culture Commission for its information.

REPORT

1.0 BACKGROUND

At its meeting of 2004 January 26, Council considered the initial report on REZ #03-73, a multiple-family residential development at 17th Avenue, 18th Avenue and Griffiths Drive. The proposed development consists of a high-rise apartment building with street-facing townhouses and underground parking. The development site abuts Stride Avenue Ravine Park and is situated across Griffiths Drive from the Edmonds SkyTrain Station (see location sketch, *attached* as **Sketch 1**). The Council report noted that the applicant, Cressey Development Corporation, was interested in pursuing a density bonus for the site, and that an appropriate use for the resultant community benefit would be determined through the Housing Committee. Council authorized staff to work with the applicant towards preparation of a suitable plan of development. It is expected that the Rezoning will go to Public Hearing in July or August 2004, with a final Council decision on the application to be made thereafter.

This report recommends a community benefit to be pursued in conjunction with the rezoning.

2.0 COMMUNITY BENEFIT PROPOSAL FOR REZ #03-73

2.1 *Burnaby's Community Benefit Bonus Policy for Affordable Housing and Amenities in Town Centre Areas*

Burnaby's Community Benefit Bonus Policy for Affordable Housing and Amenities in Town Centre Areas was approved by Council in 1997. The Policy provides a framework through which developers can achieve extra development density in return for providing a community benefit which meets the social, cultural, recreational, or environmental needs of people living and working in Burnaby. "Community benefit" is defined as:

- a community amenity - something which enhances the desirability/livability of a property and/or the local community, or
- affordable or special needs housing - housing which is affordable to low or moderate income households or which has features which the private market generally does not or cannot provide.

More detail on the range of items which can be obtained through the Community Benefit Bonus Program can be found in **Appendix 1, attached**.

2.2 *Community Benefit Selection Process*

It is estimated that the density increase from 1.7 to 2.0 floor area ratio (FAR) associated with the proposed development would result in a community benefit valued at about \$970,000. The actual amount will be determined once final plans have been prepared.

Staff from the Planning Department, the Parks, Recreation and Cultural Services Department, and Burnaby Public Library have discussed the social, cultural, recreational, environmental, and housing needs in the Edmonds Town Centre area and a range of "community benefits" which could be pursued through the density bonus to respond to those needs. Staff have assessed the possible options against a number of criteria including:

- response to need;
- compatibility with neighbourhood and, if the benefit were developed on-site, with the host development;
- financial feasibility;
- ability to overcome any challenges with the project (e.g., requirements for licenses or additional funding); and
- existence of unique circumstances or factors which favour one potential community benefit over another (e.g., ability to attract matching funds from external sources, completion of a long-term City vision).

Based on the assessment, staff recommend that the funds to be achieved through a possible density bonus to REZ #03-73 be directed towards the development of Taylor Park.

2.3 *Taylor Park Development*

The Taylor Park Masterplan was adopted by the Parks, Recreation and Culture Commission and Council in 2003 (see locational map and the park Masterplan, *attached as Sketches 2 and 3*). The park is intended as the feature open space for the Edmonds Town Centre South neighbourhood, and is a component of an integrated trail system joining Byrne Creek Ravine and the Mission Avenue walkway to the B.C. Parkway. Trail connections from adjacent neighbourhoods and the Edmonds SkyTrain Station would provide easy public access to a variety of recreational and nature-viewing opportunities.

The Taylor Park Masterplan calls for a ravine pedestrian bridge, washroom and parking facilities, the restoration of native vegetation and wildlife habitat throughout the site, as well as a range of recreational amenities including trails, a playground, a creative sand play area, a youth node consisting of basketball court, bike challenge course and skateboard area, an off-leash dog area, a casual grass-field, public art, seating areas, and a community plaza. The development of the amenities would be preceded by earthwork, development of site utilities and sedimentation control. The treatment system for landfill gases has already been completed, all senior government approvals have been obtained, and the site is ready for construction.

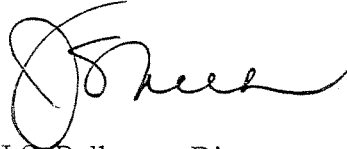
Continued population growth in the Edmonds area and the development of Taylor Park Elementary School have emphasized the need for timely development of the park. The neighbourhood is currently lacking public open space with amenities for children, youth and seniors. Development of Taylor Park will not only fulfill this need, but help to beautify a former landfill site adjacent to housing and an elementary school.

The estimated cost to develop the park is \$2.2 million, of which \$940,00 has been allocated over this and the next four years in the City's 5 year Capital Plan. With the allocation of the approximate \$970,000 from the density bonus to Taylor Park, \$1.9 million of the \$2.2 million required to develop the park would be in place. Staff estimate that with \$1.9 million, all the above-noted works could be completed with the exception of the washroom facilities, the community plaza, the skateboard area, and some planting. It is the view of staff that partnership opportunities with adjacent corporations such as B.C. Hydro and Telus could be feasible, especially with relation to the children's playground, the teen node or the community plaza.

3.0 SUMMARY AND CONCLUSIONS

A rezoning application proposing a high-rise and townhouse residential development at 17th Avenue, 18th Avenue and Griffiths Drive (REZ #03-73) is expected to go to Public Hearing in July or August 2004. The applicant is pursuing a density bonus which would provide a community benefit worth approximately \$970,000. The actual amount will be determined once final plans have been approved. Staff have reviewed needs in the Edmonds Town Centre Area, and assessed a range of possible community benefits which could respond to those needs. Based on that assessment, staff recommend that the community benefit funds be allocated to the development of Taylor Park. Such an allocation would mean that about \$1.9 million of the \$2.2 million required for park development would be in place, and that most components of the park could be completed.

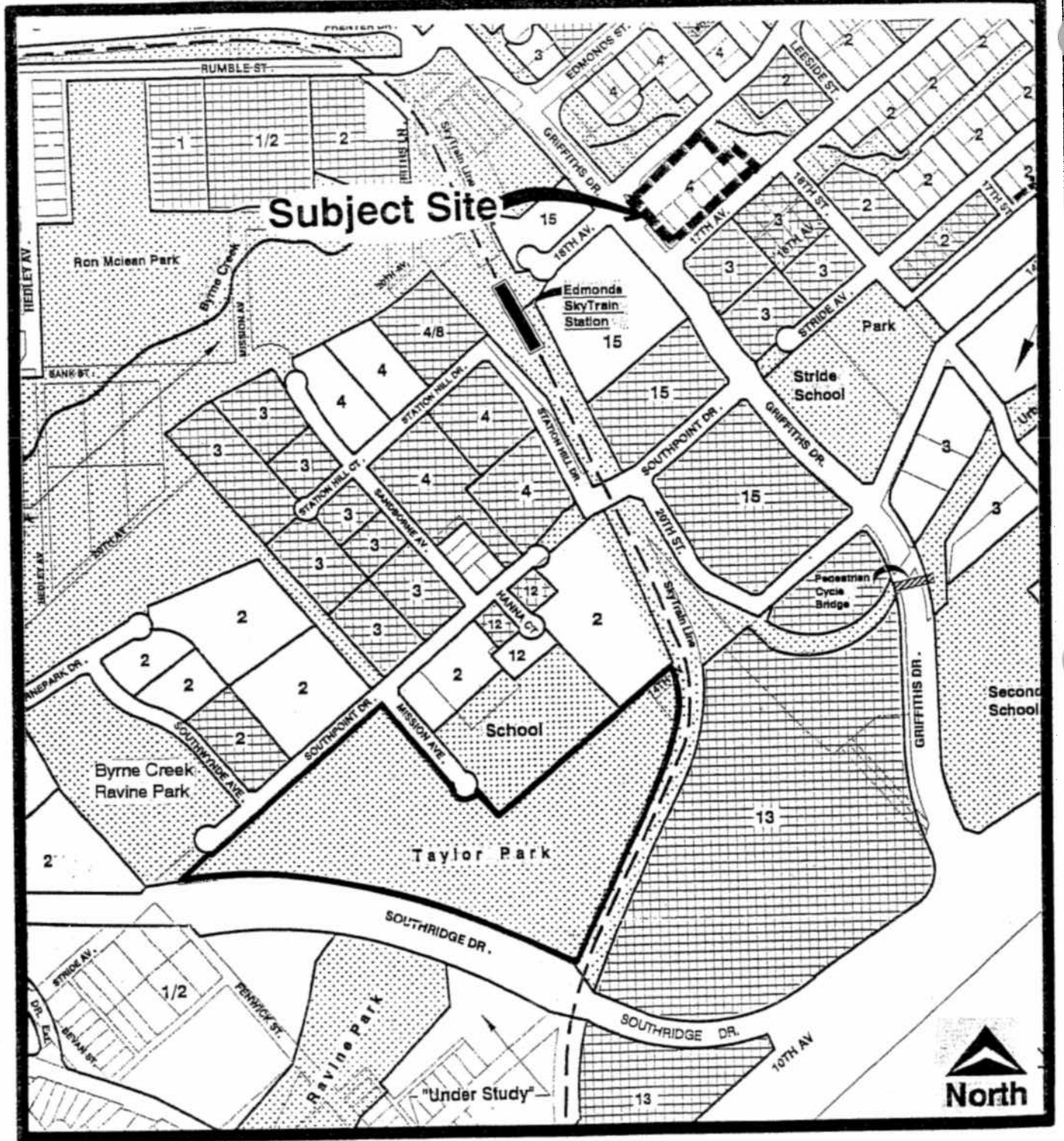
It should be noted that the availability of the community benefit funds would be dependent on the developer meeting all the pre-requisites of the rezoning. As such, the anticipated date at which utilization of the funds could begin will be more definitively known further along in the rezoning process.



J.S. Belhouse, Director
PLANNING AND BUILDING

JS/sla/sa
Attachments

cc: City Manager
Director Engineering
Director Finance
Director Parks, Recreation & Cultural Services
City Solicitor
OIC - RCMP
Chief Librarian, Burnaby Public Library



Planning and Building Department

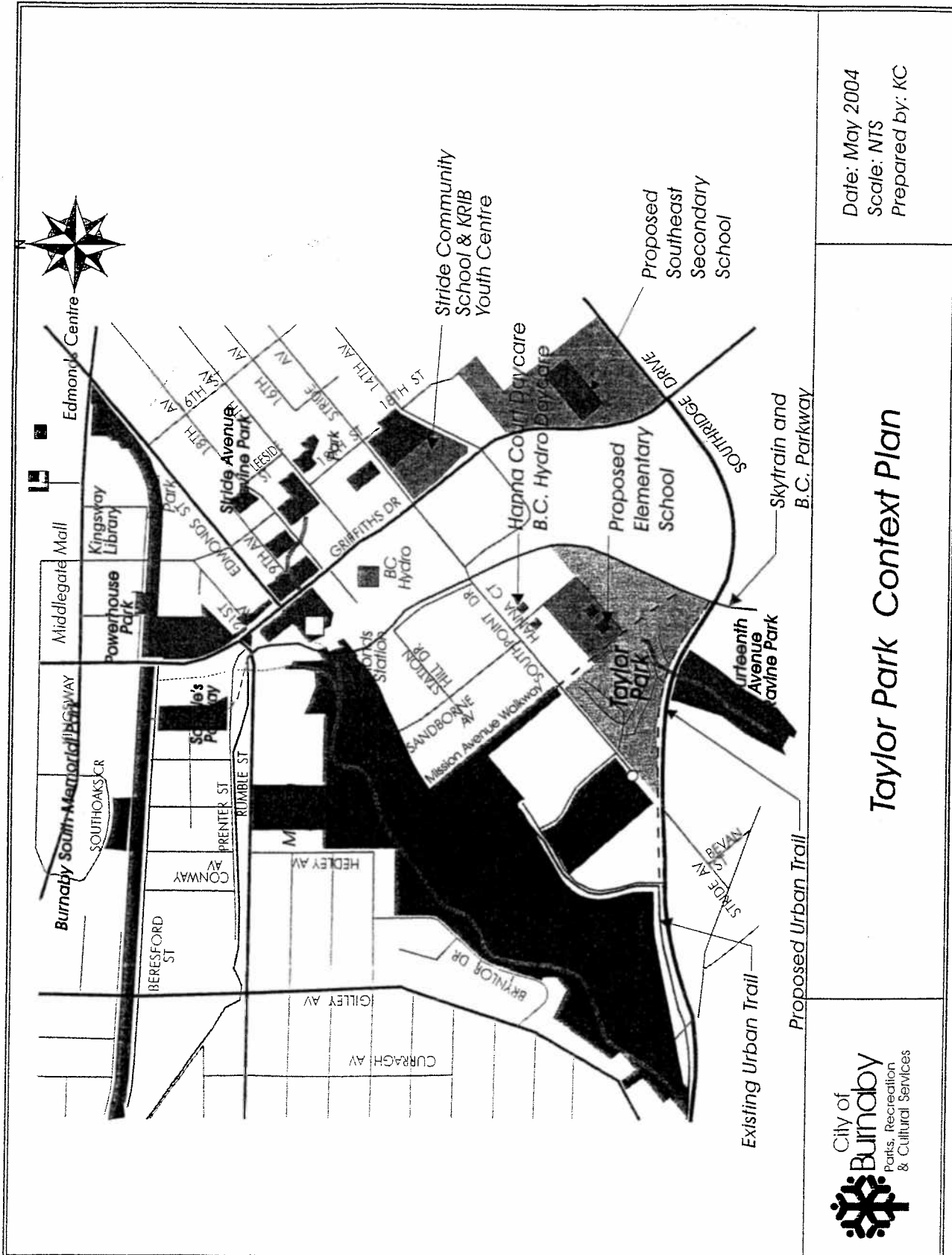
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Drawn By: J.P.C.

Date: May 2004

REZONING REFERENCE 03 -- 73
 17 th Ave. / 18 th Ave.

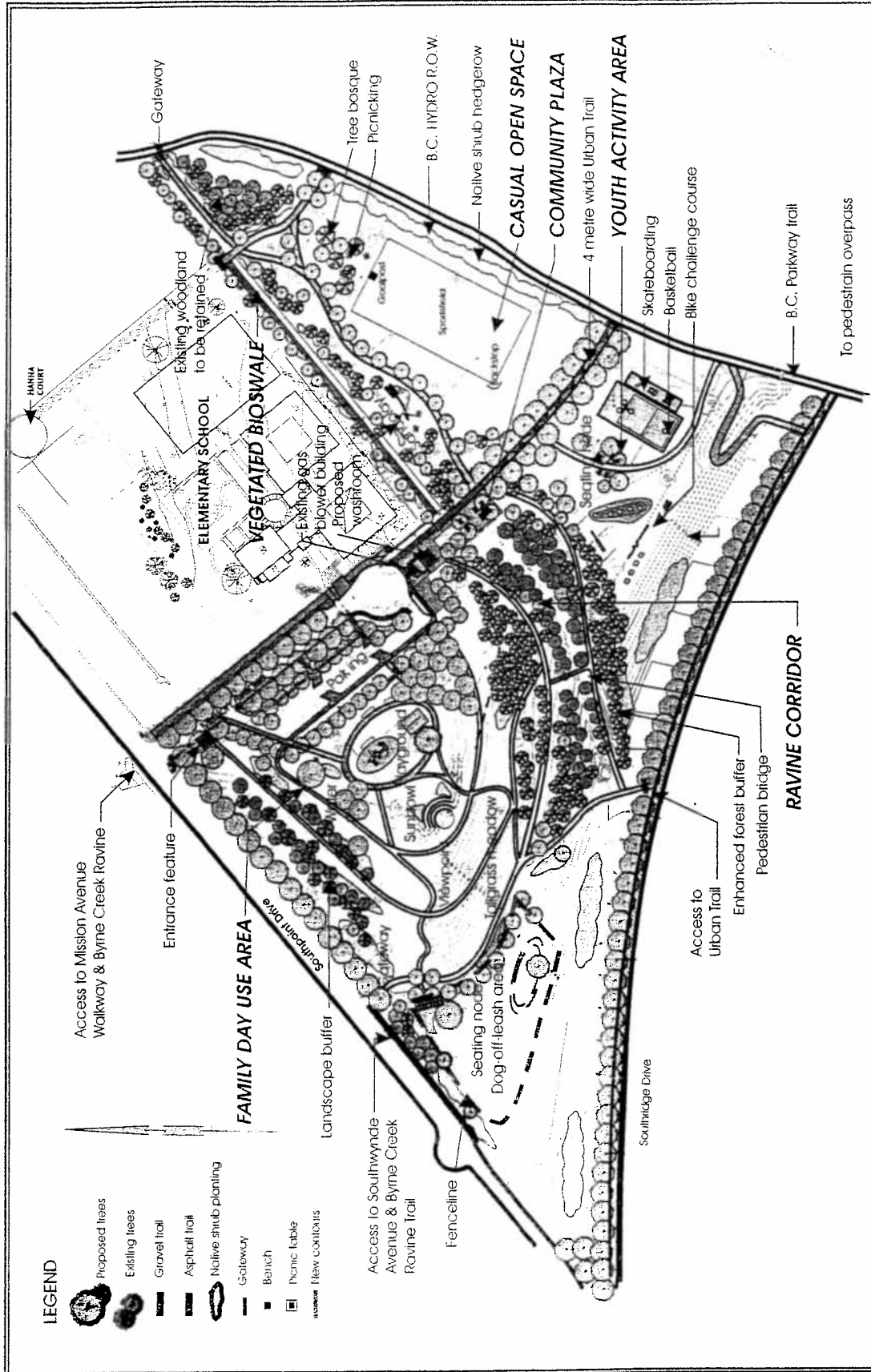
Sketch # 1



Date: May 2004
 Scale: NTS
 Prepared by: KC

Taylor Park Context Plan





Date: May 2004
 Scale: NTS
 Prepared by: KC

Taylor Park Conceptual Master Plan



COMMUNITY BENEFIT BONUS POLICY FOR
AFFORDABLE HOUSING AND AMENITIES IN TOWN CENTRE AREAS

Adopted by Council in 1997 March

Purpose of Policy

The community benefit bonus policy creates a framework through which developers can achieve extra development density in return for providing a community benefit which meets the social, cultural, recreational, or environmental needs of people living and working in Burnaby.

Definition of Community Benefit

“Community Benefit” is defined as follows:

1. A **community amenity** is something which enhances the desirability/livability of a property and/or the local community, and can include:
 - (a) a major public open space or plaza
 - (b) public facilities, including a library, community or recreation centre, arts facility, youth centre
 - (c) space for community or non-profit groups which serve the community
 - (d) public art
 - (e) extraordinary public realm improvements including landscaping treatment and special street furniture
 - (f) improvements to parkland and other public facilities
 - (g) extraordinary environmental enhancements
 - (h) child care facilities.

2. **affordable or special needs housing** is housing which is affordable to low or moderate income households or which has features that the private market generally does not or cannot provide, and can include:
 - (a) units developed under senior government non-profit housing programs
 - (b) price controlled limited-equity market units
 - (c) units controlled or managed or owned by non-profit housing groups providing affordable housing
 - (d) guaranteed rental units
 - (e) housing for people with special needs such as those with physical or mental disabilities, or victims of violence.

Underlying Principles

1. the exchange of extra development density for a community benefit must balance the need to provide both developers and the community with a benefit, while producing developments which reflect good community planning principles with respect to density and building form.
2. the mutual agreement of the City and the developer to the proposed level of density and the community benefit to be provided is crucial.
3. a community benefit obtained through the exchange of extra development density should be located in the relevant town centre area and, ideally, on the site which is benefitting from the increased density.
4. extra development density should not be granted to obtain housing or amenities that otherwise would or should have been provided by the private market through re-zoning or other normal channels.¹
5. the policy is to be applied in an equitable and consistent manner, whereby the dollar values of the proposed community benefit and related expenses represent a similar portion of overall project values among developments and/or are consistent with the value of the extra development density accorded the development.
6. the identification of a community benefit for a particular development is to involve collaboration among sections of the Planning Department (housing, social planning, environmental planning, current planning) and other relevant City departments such as Parks, Recreation & Cultural Services, Burnaby Public Library, and the Burnaby RCMP.

Application

The maximum floor area ratio that may be developed in RM1, RM2, RM3, RM4, and RM5 Zoning Districts may be increased on lots that meet the following conditions:

1. the lot must be located in a town centre area and be approved for extra development density in the community plans for Brentwood Town Centre, Lougheed Town Centre, Edmonds Town Centre, or Metrotown.
2. the lot must be re-zoned to Comprehensive Development District
3. the comprehensive development plan for a lot must include the conservation or provision of amenities or the provision of affordable/special needs housing equivalent in value to the increase in the value of the lot attributable to the increase in floor area ratio.

¹ A community benefit is not: 1) an item that is part of normal city infrastructure (e.g., sanitary or storm sewers, roads or right of way for road widening) 2) an item normally obtained through the development process e.g., sidewalks, environmental protection