

**COMMUNITY DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: SELECTION OF COMMUNITY BENEFIT TO BE ACHIEVED  
THROUGH REZONING REFERENCE #07-59  
BRENTWOOD TOWN CENTRE**

**RECOMMENDATIONS:**

1. THAT Council approve the community benefit to be achieved through a proposed density bonus for Rezoning Reference #07-59 be applied to the development of Willingdon Heights Park and the Community Centre.
2. THAT Council forward a copy of this report to the Parks, Recreation and Cultural Commission for its information.

**REPORT**

The Community Development Committee, at its 'Open' meeting held on 2008 June 24, received and adopted the *attached* report recommending that the community benefit to be achieved through a proposed density bonus for Rezoning Reference #07-59 be applied to the development of Willingdon Heights Park and the Community Centre.

Respectfully submitted,

Councillor C. Jordan  
Chair

Councillor D. Johnston  
Vice Chair

Councillor G. Evans  
Member

<p>Copied to: City Manager Director of Finance City Solicitor Director Planning and Building Director Parks, Recreation &amp; Cultural Services</p>
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**TO:** CHAIR AND MEMBERS  
COMMUNITY DEVELOPMENT COMMITTEE

**DATE:** 2008 June 11

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 49500 20  
Rez 07-59

**SUBJECT: SELECTION OF COMMUNITY BENEFIT TO BE ACHIEVED  
THROUGH REZONING REFERENCE #07-59  
BRENTWOOD TOWN CENTRE**

**PURPOSE:** To recommend that the community benefit to be achieved through a proposed density bonus for Rezoning Reference #07-59 be applied to the development of Willingdon Heights Park and the Community Centre.

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#### RECOMMENDATIONS:

1. **THAT** the Committee recommend to Council that the community benefit funds associated with Rezoning Reference #07-59 be applied to the development of Willingdon Heights Park and the Community Centre.
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 2008 May 26, Council considered a staff report on a rezoning application for multiple-family residential development with a minor street-fronting townhouse component along Halifax Street. The report noted that the developer wishes to utilize the City's density bonus provisions, and that a report detailing the value of the community benefit to be achieved and options for its use would be forwarded to the Community Development Committee and Council at the appropriate time. It is anticipated that a rezoning report will be submitted to the Council shortly, requesting advancement of the proposal to a Public Hearing. This subject report focuses on the community benefit to be achieved through Rezoning Reference #07-59 for inclusion in the Public Hearing report.

The development being proposed through Rezoning Reference #07-59 (see *attached Sketch #1*) is a multiple-family residential project consisting of an apartment tower in the range of 29 storeys and street-fronting townhouses along the Halifax Street frontage. The development is anticipated to have a maximum residential 2.60 FAR, inclusive of a 0.40

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From: Director Planning and Building  
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FAR density bonus. The value of the community amenity bonus is \$62.90 per square foot buildable, which could yield a total dollar value of \$2,297,636.00. The actual amount will be determined once final plans have been prepared.

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

## 2.0 THE COMMUNITY BENEFIT SELECTION PROCESS

Burnaby's Community Benefit Bonus Policy stipulates that in return for the provision to a developer of a density bonus, the City can accept a community amenity, affordable or special needs housing, or a cash contribution-in-lieu. The Policy outlines a range of community amenities which can be pursued, including public facilities (e.g. libraries, recreation centres), major public open space, non-profit office/program space, child care centres, improvements to parks, and extraordinary public realm improvements and/or environmental enhancements. Some community benefits are most appropriately located on the site of the bonused development (e.g. child care centres, non-profit office space, affordable/special needs housing units), while others are more reasonably located off-site (e.g. environmental improvements, enhancements to parks and existing public facilities.)

Staff maintain an inventory of possible community amenities which respond to the social, cultural, recreational, and environmental needs in each of Burnaby's four town centres. In identifying an appropriate community benefit to be associated with any given rezoning, staff assess community benefit options against a number of criteria, including:

- response to need;
- compatibility with the host development and/or the neighbourhood;
- ability to overcome any challenges with the project (e.g., phasing, property acquisition);
- presence of unique circumstances or factors which favour one potential community benefit over another (e.g., ability to attract matching funds, developer interest in specific on-site benefit, completion of long-term City vision.)

## 3.0 COMMUNITY BENEFIT OPTIONS

3.1 A number of options for the resultant community benefit have been reviewed by staff including on-site benefits such as affordable housing, a childcare facility or non-profit office space. Off-site benefits have also been reviewed including funding for the expansion of facilities within Willingdon Heights Park and payment in lieu options. Below is a list of the proposed options.

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### 3.2 On-site Benefit Options

Given the purely residential context of the site, the on-site amenities which could be considered are affordable or adaptable housing units, a childcare centre, or non-profit office space.

In terms of affordable housing, it is estimated that the community benefit funds would cover the cost of four or five affordable housing units. It is the view of staff and service providers that even a five unit package is inefficient from management and administrative perspective, and that it would be difficult to attract a qualified non-profit housing operator to manage the project. Notwithstanding, the applicant has agreed to pursue 5% adaptable housing within the proposed apartment tower as a prerequisite to the rezoning. However, for the reasons stated above, the use of the subject amenity bonus funds for on-site affordable housing is not considered suitable.

In terms of a childcare centre, it is noted that the value of the bonus is insufficient to cover the costs of its construction, despite it likely being located within the principal building, and that the site is too constrained to accommodate an outdoor play area and a parent vehicle pick-up and drop-off area. For these reasons, the use of the subject amenity bonus funds for an on-site childcare facility is not considered suitable.

In terms of non-profit office space, it is noted that the value of the amenity bonus could provide for about 4,800 sq. ft. of such space, which could accommodate one or two non-profit groups. However, office space requiring commercial designation is not in line with the adopted Brentwood Town Centre Development Plan for the subject and adjacent sites. Furthermore, given the proposed development's exclusive residential orientation, allocation and provision for separate parking spaces related to the office space is difficult from a design and management perspective. For these reasons, the use of the subject amenity bonus funds for on-site non-profit office space is not considered suitable.

### 3.3 Off-site Benefit Options

The two options for off-site benefits include a specific off-site project such as improvements to Willingdon Heights Park and the Community Centre or non-project specific payment-in-lieu contribution.

The proposed development site is directly related to Willingdon Heights Park given its adjacent location. A portion of the development site's density arises from a transfer of 1680 Gilmore to the City for its future inclusion in Willingdon Heights Park, completing the park's southern-most assembly. As well, the development permits a portion of the existing Douglas Road right-of-way to be closed for inclusion in Willingdon Heights Park. Willingdon Heights Park, in which Willingdon Heights Community Centre is located, is bounded by William Street on the north, Gilmore Avenue on the west,

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Carleton Avenue on the east, and Douglas Road on the south. The Community Centre is located in the middle of the park, directly adjacent the development site.

The Brentwood Town Centre Plan, adopted by Council in 1996, proposed the development of a number of new park sites in the Town Centre area, as well as the expansion of several existing park and open space areas to serve the increased population expected to accompany realization of the Plan. It was recognized that the closest fitness and Community Centres to the area – Eileen Dailly and Confederation – were already well-patronized, and too distant to directly serve the area. One of the existing parks identified for expansion in the Brentwood Town Centre Plan was Willingdon Heights Park. Land acquisitions are being incrementally pursued, and are well advanced, to expand the park to Gilmore Avenue. It was deemed that expansion of the park would allow for the improved configuration and/or expansion of existing recreation facilities in the park to accommodate increased programming and new activities. The Willingdon Heights Community Centre was built in 1964, and renovated only once in 1981. The Community Centre has a multi-purpose room which also acts as a gymnasium, a very small fitness facility (about 1,100 sq. ft.), a small youth-oriented games room and a meeting space with kitchen facilities. Because of these physical constraints of the centre itself, and because of the resulting lack of diversity in terms of programming options and amenity opportunities (e.g. proper gymnasium space with adequate ceiling heights), the centre requires significant upgrading to meet contemporary demands for a range of recreation opportunities within the rapidly growing Brentwood Town Centre.


Parks and Recreation Department proposals for the expansion of the existing Willingdon Heights Community Centre suggest that the Community Centre requires a gymnasium, fitness room and an additional multi-purpose area to serve the expanding Brentwood Town Centre population. In this regard, the use of amenity bonus funds toward the expansion and renovation of the Willingdon Heights Community Centre would help achieve a facility that could better serve the current and future demands of the area. In addition, it is expected that greater use of the Willingdon Heights Community Centre would in turn relieve pressures on nearby recreation facilities such as Eileen Dailly and Bonsor, which are operating at capacities. A portion of these funds could also assist in the upgrading of the park as a result of the desired park reconfiguration to its final southern boundaries, including the portion of closed Douglas Road right-of-way. A park master plan will be developed later this year.

Therefore, given the above, the preferred option for an off-site benefit is that the \$2,297,636.00 from the subject density bonus be combined with funds taken from the previously approved \$924,220.00 from Rezoning Reference #05-41 to provide a pool of funds to facilitate the significant redevelopment of the Willingdon Heights Park and Community Centre rather than receiving payment in lieu for a non-project specific contribution.

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#### 4.0 SUMMARY AND CONCLUSION

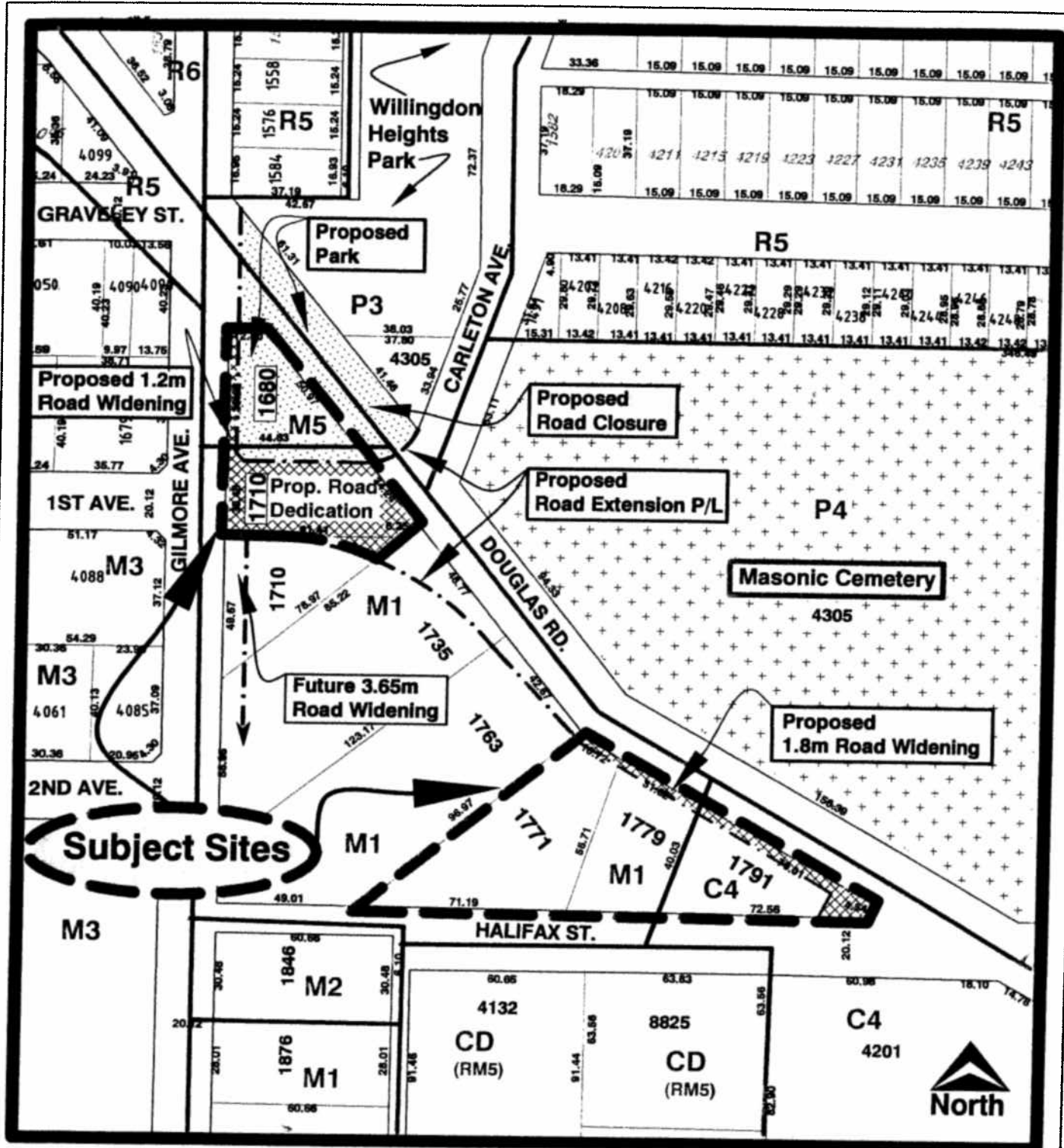
A community benefit valued at \$2,297,636.00 will be derived through Rezoning Reference #07-59. The site for the subject multiple-family residential project is not considered appropriate for an on-site amenity, as outlined in this report, nor is a cash contribution in-lieu recommended in light of there being an identified off-site opportunity. Therefore, it is recommended that Council be requested to approve a contribution toward the redevelopment of the Willingdon Heights Park and the Community Centre as the off-site community benefit to be achieved through Rezoning Reference #07-59.

  
B. Luksun  
Director Planning and Building

EK/JBS:gk  
Attachment

cc: City Manager  
Director Finance  
City Solicitor  
Director Parks, Recreation & Cultural Services

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City of Burnaby

### Planning and Building Department

Scale: 1 : 2000

Drawn By: J.P.C.

Date: June 2008

## REZONING REFERENCE # 07 -- 59

1680, Portion of 1710 Gilmore Ave.  
1771, 1779, 1791 Douglas Rd.

Sketch # 1