
TO: CITY MANAGER **DATE:** 2014 October 15

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 71000 00

SUBJECT: COMMUNITY BENEFIT BONUS POLICY REVIEW

PURPOSE: To present proposals for amendment of the Community Benefit Bonus Policy.

RECOMMENDATIONS:

1. **THAT** Council approve the proposed amendments to the *Community Benefit Bonus Policy*, as outlined in Section 4.0 of this report.
2. **THAT** Council approve the proposed *Priority Amenity Program List* for future community benefits in the City, as presented in Section 5.0 of this report, which includes:
 - Metrotown: a new Performance / Event space;
 - Brentwood: a new Brentwood Community Centre and a new Linear Public Space along Willingdon Avenue;
 - Edmonds: a new Edmonds Arena (located in the Southeast Quadrant); and,
 - Lougheed: the replacement of Cameron Recreation Centre including a pool and the replacement of the Cameron Library.
3. **THAT** a copy of this report be forwarded to the Community Development Committee, the Public Library Board and the Parks, Recreation, and Culture Commission for their information.

REPORT

1.0 INTRODUCTION

The Community Development Committee, at its meeting of 2013 March 11, requested that staff review the City's existing *Community Benefit Bonus Policy*. The purpose of the review is to consider enhancements to the *Policy* and to provide for the selection of community amenity priorities. The first phase of the review process was completed with the receipt of a report, entitled: "*Burnaby's Community Benefit Bonus Policy: Achieving Community Amenities*", by Council on 2014 June 09, which provided a summary of the community benefits that have been achieved through the program. This report presents the balance of the review, and recommends three amendments to the *Community Benefit Bonus Policy*, and presents proposals for *priority amenities* to be provided to further enhance and serve the community.

2.0 COMMUNITY BENEFIT BONUS POLICY

The livability of our communities within the City is enhanced by factors that contribute to our quality of life. These factors include the quality of the built and natural environments; the presence of supports for social issues; opportunities for economic prosperity, education, health and wellness; and cultural, civic, entertainment and recreational opportunities.

Burnaby's *Community Benefit Bonus Policy* was first established in 1997 and provides a framework through which developments within Town Centre areas can achieve extra density in return for providing a community benefit that meets the social, cultural, recreational, or environmental needs of communities in Burnaby. Burnaby's *Community Benefit Bonus Program* is based on a voluntary density bonus approach, as provided for by provincial legislation, the Burnaby Zoning Bylaw, and Council's approved policies. The *Policy* is a key means by which the City achieves necessary and strategically important community benefits, including community amenities and affordable and/or special needs housing, to serve our growing communities.

2.1 Civic Funding Sources

The *Community Benefit Bonus Policy* is one of three funding sources available to the City for the provision of community amenities, services, and infrastructure. The *Community Benefit Bonus Policy* is intended to be used for the provision of extra-ordinary community benefits, including community amenities and affordable and/or special needs housing. It is in addition to the City's Capital Reserves and Gaming Funds Reserves which are allocated to support other Civic projects.

Capital Reserves fund the majority of the City's Capital Plan for the replacement or purchase of new capital assets. Funding is provided through general revenue contributions, earned interest, and proceeds from land sales. The City's Capital Plan includes major initiatives for the renewal of roads, water, sewer, stormwater, and computer and other systems; land purchases; and development of park and community facilities. Past City projects funded by Capital Reserves include various community centres, libraries, sports facilities, arts and cultural facilities, and fire halls located throughout the City, as well as major City infrastructure for transportation and public utilities that meet the ongoing needs of the community. The City's current five year Capital Plan accounts for future major recreation and cultural projects to serve the community which includes the replacement of CG Brown Pool, improvements to the Confederation Recreation Complex, the Burnaby Lake Arena, and improvements to the Burnaby Village Museum and the Shadbolt Centre for the Arts.

Gaming Funds are provided for through a 10% share of the net proceeds of gaming from the casino facility located within the City. These funds are designated for environmental, heritage, arts and cultural, safety and security, and works yard related projects, as recommended by the Finance and Civic Development Committee (FCDC) of Council. Gaming funds have contributed to the Still Creek Works Yard Development, Annual Energy Performance Programs, Streetscape Beautification Projects and the development of Urban Trails. Going forward, the

Laurel Street Service Centre Development, City Beautification projects, and other priorities, approved by Council, will be funded from this source.

Burnaby's fiscal strategies seek to ensure that the City's long-term financial performance is sustainable. The City's policy is to finance Civic projects without incurring debt, which is part of a prudent and responsible fiscal strategy. These three funding sources enable the City to provide and maintain community amenities, services, and infrastructure that make the City livable.

As noted, Community Benefit Funds are a further funding source that is being made available to the City through the development approval process. As such, it is not intended to replace other established programs. It is, however, a source of funding that can be used to provide for additional or extra-ordinary community benefits, without impacting the City's ability to appropriately address its standard responsibilities to support and fund the infrastructure and other community facilities that serve the current and future needs of the City.

3.0 SUMMARY OF COMMUNITY BENEFITS ACHIEVED AND PROJECTED

The *Community Benefit Bonus Policy* has been a successful tool for securing both community amenities and affordable and/or special needs housing, as well as cash contributions-in-lieu to support the future provision of community benefits in Burnaby.

On 2014 June 09, Council received a comprehensive report documenting the City's achievements under the *Community Benefit Bonus Policy*. Detailed information and descriptions of the community benefits achieved were provided in the document entitled: "*Burnaby's Community Benefit Bonus Policy: Achieving Community Amenities*". The document is posted on the City's website (www.burnaby.ca/community-benefits). Copies have also been provided to Council under separate cover and are available to the public, on request, at the Burnaby Planning Department.

The following provides an overall summary of the cumulative value of the program since the *Policy's* inception in 1997, and updated to 2014 October 01:

- Over \$26 million dollars in community amenities that have been completed or are currently under construction;
- Over \$5.5 million dollars in affordable and/or special needs housing and housing grants;
- Over \$94 million dollars in the Town Centre Accounts for the provision of future amenities;
- Over \$22 million dollars in the *Housing Fund* for the provision of future affordable and/or special needs housing; and,
- Over \$6.5 million dollars designated or allocated to specific projects.

In total, over \$154 million dollars in community benefits has been achieved thus far.

Going forward, the City's *Community Benefit Bonus Policy* is expected to continue to support the provision of significant community benefits, in keeping with the pace of development, well into the future. It is estimated that the City could, on average, achieve in the order of approximately \$30 million dollars annually in community benefits under this program, across the City's four Town Centre areas.

4.0 PROPOSED POLICY AMENDMENTS

A general review of the *Community Benefit Bonus Policy* was conducted by staff with a view to improving the overall program for delivery of community benefits, and to ensure that community needs and objectives are well served by the policy. Arising from the review, staff have identified the following three program amendments that would serve to enhance the delivery of community benefits through this program to the community.

4.1 Proposal #1: Expanded Areas for the Location of Community Benefits and the Expenditure of Community Benefit Funds

Currently, community benefit funds are used within the Town Centre from which they are derived, with the exception of the housing funds which are allocated on a City-wide basis.

It is proposed that the geographic area within which a community benefit may be located and where community benefit funds may be spent, be expanded from a Town Centre based program to a Quadrant based program that would enable an opportunity to provide community benefits in other areas of the City. While the generation of community benefit funds would continue to be achieved from development within the City's Town Centres, this change in policy would allow for the location of new community benefits and the expenditure of community benefit funds to occur within the Quadrant containing each Town Centre (Southwest: Metrotown; Southeast: Edmonds; Northwest: Brentwood; Northeast: Lougheed). This proposal is based on the following considerations:

- ***Recognizes Town Centre – Quadrant Relationship:*** Town Centre amenities serve those living within the Quadrant as well as those in the Town Centre. Similarly, amenities located outside the Town Centres serve both those living within the Quadrant and in Town Centres. A Quadrant based program would provide opportunities for community benefits to be provided in other areas of the City, and would add to the vibrancy and activity of neighbourhoods and communities located within each Quadrant of the City.
- ***Maintains Connection between Density and Community Benefits:*** This proposal maintains connection between where the increased density is located and the community benefit(s) that serves the population, on a Quadrant by Quadrant basis.

- **Consistent with SSS Action #91:** Expanding the geographic area is consistent with Action #91 in the *Burnaby Social Sustainability Strategy (SSS)*, which focuses on reviewing the criteria governing the use of cash contributions-in-lieu with a view to facilitating the provision of community benefits in areas of the City other than Town Centres.

Given these considerations, it is proposed that the *Community Benefit Bonus Policy* be amended to define the geographic area in which community benefits may be located and community benefit funds may be expended to within the **Quadrant** where the Town Centre development that provided the bonus density is located, as referenced on the map shown below.

Map: Burnaby's Quadrants and Town Centres



4.2 Proposal #2: Community Benefit Funds for Burnaby's Civic Centre

The existing *Policy* requires that funds collected within the Town Centres through Burnaby's *Community Benefit Bonus Policy* be spent within the Town Centres. The amended policy expands this to a Quadrant by Quadrant basis.

It is proposed that, going forward, the community benefit funds from each Town Centre Account could also be pooled and utilized to fund community amenities within Burnaby's Civic Centre area. Burnaby has planned its Civic Centre to incorporate a number of facilities located within

the Burnaby Lake Sports Complex, Deer Lake Park, and the Burnaby City Hall campus, to serve all Burnaby's citizens. The intent of this proposal is to recognize that residents from all Town Centres are served by the facilities located in this central area and as such, a proportionate share from each Town Centre is appropriate to support the future provision of City serving community benefits in the Civic Centre area.

This proposal is based on the following consideration:

- ***Recognises that all Burnaby Citizens have Access to, and Benefit from, Civic Centre Amenities:*** These amenities serve the City as a whole. The proposal for the pooling of community benefit funds, on a proportionate basis, would limit the burden on any one Quadrant or Town Centre, allowing all four Quadrants to contribute to future extraordinary new facilities in this area in relation to their available community benefit funds.

Given these considerations, it proposed that the *Community Benefit Bonus Policy* be amended to enable community benefit funds from each Town Centre to be pooled and utilized, on a proportionate basis, to fund future amenities within Burnaby's Civic Centre.

Map: Burnaby Civic Centre



Opportunities to use community benefit funds within the Civic Centre would include the City-owned amenities related to:

- *Burnaby Lake Sports Complex;*
- *Deer Lake Park;*
- *Burnaby City Hall Campus; and*
- *Other amenities located on City properties within the Burnaby Civic Centre.*

4.3 Proposal #3: Directing Cash Contributions-in-Lieu to Achieve Priority Amenities

The existing *Policy* has been focused on first determining whether there was a suitable opportunity to develop an on-site amenity, as part of individual rezoning applications. Where there was not a suitable opportunity, the City has accepted the community benefit as an undesignated cash contribution-in-lieu to be used in future for an amenity, to be determined by Council.

It is proposed that the *Policy* give priority to achieving and using undesignated cash contributions-in-lieu to fund larger, significant *priority amenities*, as selected by Council. Council's existing policy to direct 80% of undesignated cash contributions-in-lieu to the Town Centre Accounts for community amenities, and 20% to the City-wide *Housing Fund* for affordable and/or special needs housing would continue. Amenities that could be provided directly on a development site by the applicant would remain as a further option that would be utilized when sites are specifically well-suited for a desired community benefit.

This proposed amendment would enable the City to focus contributions on larger, significant *priority amenities* and provide a structured program for extra-ordinary community amenities that the City identifies.

Based on this approach, the undesignated cash contributions-in-lieu would be directed to fund larger, significant *priority amenities*, to be identified by Council. The provision of on-site, applicant provided amenities would continue to be utilized when sites are specifically well-suited for a desired community benefit.

The selection of *priority amenities* to be achieved under this approach is addressed in the following section of this report.

5.0 PROPOSED FRAMEWORK FOR THE SELECTION OF COMMUNITY BENEFITS AND EXPENDITURE OF CONTRIBUTIONS

The proposed framework provides a basis to develop a priority program for the continued delivery of a wide range of community benefits. Under this approach, the *Policy* would be administered through three program streams, which include:

1. *Priority Amenity Program*
2. *Affordable and/or Special Needs Housing Program*
3. *Site Specific Amenity Program*

The individual aspects of these three program streams are outlined in the following sections.

5.1 Priority Amenity Program

The *Priority Amenity Program* will provide a list of defined, significant, *priority amenities* that are approved by Council for future development through the expenditure of undesignated cash contributions-in-lieu. The program will be structured similar to a Capital Program, whereby the specific amenity is selected and defined, and would become eligible for construction once sufficient cash contributions-in-lieu within the appropriate Town Centre Account, or a combination of funding sources, are achieved, with Council approval.

Under this program, undesignated cash contributions-in-lieu (80%) received would be allocated to fund the *Priority Amenity Program* within each Town Centre. *Priority amenities* would be selected for each Town Centre by Council, reflective of community needs and opportunities. As

needed, Council would review and adjust the program with regard to priority items, as the community benefits are achieved, or community needs and priorities change.

This program would provide for the appropriate direction for future community benefits to be provided through the *Community Benefit Bonus Policy*.

The proposed *Priority Amenity Program List*, recommended for adoption by Council, is outlined below:

METROTOWN TOWN CENTRE / SOUTHWEST QUADRANT

New Metrotown Performance / Events Centre

Burnaby's urban structure includes four Town Centres, each anchoring a quadrant of the City. Under this structure, the Metrotown Town Centre has evolved to become Burnaby's downtown area. In addition to it being the focus of higher commercial and residential densities, regional transportation infrastructure, significant parks and recreation facilities, library space and all the aspects that make up urban living, downtowns also provide for a major presence of community culture and significant civic events.

In recognition of Metrotown's role as a downtown, a major performance / event centre that would include facilities for the performing arts and a broad range of community events and occasions is identified as a high priority for the use of community benefit funds in this Town Centre. The facility would be capable of hosting installations, performances and significant gatherings, and would be intended to be a local community and civic oriented centre that is highly accessible to citizens in Metrotown and Burnaby as a whole.

The location of this facility will, in part, be determined by opportunities arising from new development in the Metrotown core area. Ideally, this facility would be located in the vicinity of Kingsway and Willingdon, the geographic and symbolic centre of the downtown, but could be equally well situated within nearby large development sites. Whether stand alone, or integrated with new development, the new facility would play a prominent role in the streetscape and urban fabric through engaging and exciting architecture, urban design and public realm treatments. Perhaps most importantly, it would provide a centralized place for people to gather and celebrate, thus helping to strengthen and bring greater cohesiveness to an already well-established and dynamic community.

BRENTWOOD TOWN CENTRE / NORTHWEST QUADRANT

New Brentwood Community Centre

As the Brentwood Town Centre continues to grow, the need for facilities within the Town Centre itself has become more apparent. To respond to this need, a new recreation facility within the Town Centre is proposed as a high priority for the use of community benefit funds.

The new recreation facility is intended to be for community recreation space consisting of gymnasium space, exercise facilities, meeting and programming space and general purpose rooms to meet community needs. Given the proximity of and strong connections to Confederation Park and its amenities, a pool is not proposed within this new facility. The land for the new facility would be obtained through new development within the Town Centre core area, potentially on the Brentwood Mall site. A current opportunity has been identified to accommodate the new recreation facility within a future phase of the Brentwood Mall site's redevelopment, ideally along the Willingdon Avenue frontage, near Halifax Street, within a podium component of a mixed-use development. At this highly central location, the facility would strongly relate to the new public plaza at the corner of Loughheed Highway and Willingdon Avenue, and thus would also have excellent access to bus and SkyTrain transit services. It would also be proximal to the established single- and two-family areas to the east and west of Willingdon Avenue, north of Brentlawn Drive and Charles Street, as well as the Heights neighbourhood beyond.

New Linear Public Space along Willingdon Avenue

Highly related to the new recreation facility in Brentwood is a proposal for a major linear park along Willingdon Avenue that would connect the recreation and other civic facilities in the Heights to the new facility in the Brentwood Town Centre. It would also serve to provide residents with access to the amenities and services available in the Hastings Street area and the amenities and services to come in the future in Brentwood. Similar to the new recreation facility in Brentwood, this iconic linear park, the first of its kind in the region, is considered to be a high priority item for the use of community benefit funds in the Northwest Quadrant. The park would also serve the Brentwood and Heights single- and two-family areas in addition to it being a strong north-south pedestrian and cycling link. The land for the park is fully available, and is intended to consist of the various properties that have been acquired over time by the City for road and utility purposes.

The major components of the park would likely include pedestrian and cycle facilities set within a lush green landscape and nodes for pause, rest and small gatherings, as well as public art installations, special street furniture (benches, street lights, pedestrian lights, banners, wayfinding, etc.). In addition to its park function, it would also serve to bring cohesion and a strong identity to the area as an important place making tool.

EDMONDS TOWN CENTRE / SOUTHEAST QUADRANT

New Edmonds Arena

A priority for the use of community benefit funds in South Burnaby is for a new ice facility/arena. Ideally, the new facility would be located in the Edmonds area or broader Southeast Quadrant, although it may be situated elsewhere in South Burnaby, depending on site availability and/or opportunities to partner with new development. This would be the first such facility in South Burnaby, and would complement the variety of programs offered by such facilities in the Civic Centre and North Burnaby areas.

LOUGHEED TOWN CENTRE / NORTHEAST QUADRANT

Replacement of Cameron Recreation Centre including a pool and Replacement of Cameron Library

A high priority for the use of community benefit funds in the Lougheed Town Centre / Northeast Quadrant is for the replacement of Cameron Recreation Centre and Cameron Library. As the planning work for the Lougheed Town Centre Core area advances, and informed by public engagement thus far, an opportunity to replace these two major facilities, both of which have served the Quadrant's residents well for many years, has arisen in the context of a redevelopment proposal for the Lougheed Mall site. Several options are being considered, including the location of both facilities and whether they ought to be co-located, the size of each facility, and their major components. One important programming element to the new recreation facility is the addition of a pool, which the existing recreation centre does not have. The new facilities will be complemented by a rich network of high quality pedestrian, cycle, and open space features linking the new facilities to new development, existing adjacent neighbourhoods, and bus and SkyTrain transit services.

The new recreation facility is intended to house significant recreation and community space, as well as pool facilities. The new library would allow for an expansion of space to accommodate more users as well as more meeting rooms, computer labs, and books/items. Both facilities will bring a renewed vitality and civic presence to the Town Centre and broader Quadrant, and will not only serve new development, but will provide a much improved experience for residents of established nearby single-, two- and multi-family areas.

It is noted that the timeline to achieve these *priority amenities* will depend on the rate of development within the particular Town Centre, opportunities for joint or partnership developments, and availability of community benefit funds.

As indicated, it is expected that the list of *priority amenities* would be reviewed periodically, through Council, to update progress made towards the completion of the selected priorities. This process will also provide an opportunity to include new *priority amenities* that arise from further reviews and work undertaken in the City with regard to changing community needs and priorities. For example, a future review of the program would give consideration to identifying complementary amenities at Confederation Park, enhancements to Barnet Marine Park, and enhancements or additions to the recreational, cultural, and other facilities in the Burnaby Civic Centre area.

5.2 Affordable and/or Special Needs Housing Program

The *Affordable and/or Special Needs Housing Program* will continue the existing approach whereby the City can secure on-site units in conjunction with private developments and/or accept cash contributions-in-lieu. The existing *Policy* allows for 20% of undesignated cash contributions-in-lieu to be held in the *Housing Fund* for future affordable and/or special needs housing projects, and is available on a City-wide basis. The achievement of affordable and/or

special needs housing is guided by the *Community Benefit Bonus Housing Policy*, which is clear and flexible in regard to the availability and application of housing funds.

5.3 Site Specific Amenity Program

The *Site Specific Amenity Program* continues the existing approach of considering amenities and affordable and/or special needs housing as part of the review of individual rezoning applications. Sites that are specifically well-suited for a desired community benefit would be brought forward through a report for consideration to Committee and Council. This case-by-case approach may also provide for the achievement of items under the *Priority Amenity Program*, if the particular site can accommodate the desired community benefit. This program would only be utilized if a site is specifically well-suited for a desired community benefit.

6.0 IMPLEMENTATION

With Council's adoption of the proposed policy amendments and priorities for future amenities under the *Community Benefit Bonus Policy*, staff would proceed to prepare a consolidated policy statement for the Community Benefits Program. As indicated in the Phase 1 report on this matter, staff will also prepare periodic updates on achievements made under the program for submission to Council.

For the specific *priority amenities*, staff would commence the work necessary to further develop details and specifics to scope and prepare preliminary design parameters for each of the priority items. This work would be advanced by staff and, as appropriate, in conjunction with future planning work and/or development proposals within the four Town Centre Quadrants. Future reports would be prepared for Council on each priority, as project details are developed through various stages of work, and as the community benefit funds and site development opportunities become available to advance Council's *priority amenities* through the *Community Benefit Bonus Policy* and its three program streams.

As noted, Council would review and adjust the *Priority Amenity Program* with regard to priority items, as the community benefits are achieved, or community needs and priorities change. In future, further priorities for new extra-ordinary community amenities will be considered by Council, and could include new *priority amenities* for the Civic Centre, Town Centres, and the four Quadrants.

7.0 RECOMMENDATIONS AND CONCLUSIONS

This review of the City's *Community Benefit Bonus Policy* has shown that the program has been successful in attaining a wide variety of community benefits including community amenities, affordable and/or special needs housing, and cash contributions-in-lieu for the future provision of community benefits.

The review has also identified three policy amendments which would enhance the program for the benefit of Burnaby's citizens. These amendments include an expansion to the area for the location of community benefits and the expenditure of funds to a Quadrant based program;

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From: Director Planning and Building
Re: Community Benefit Bonus Policy Review
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enabling community benefit funds to be spent in Burnaby's Civic Centre; and, focusing on using cash contributions-in-lieu to fund *priority amenities*. The review has further proposed a framework that organizes the *Policy* into three program streams, as a basis for a more structured program in the administration and application of the *Policy*.

This report recommends that Council:

- approve the proposed amendments to the *Community Benefit Bonus Policy*;
- approve the proposed *Priority Amenity Program List* for future community benefits in the City, which includes:
 - Metrotown: a new Performance / Event space;
 - Brentwood: a new Brentwood Community Centre and a new Linear Public Space along Willingdon Avenue;
 - Edmonds: a new Edmonds Arena (located in the Southeast Quadrant); and,
 - Lougheed: the replacement of Cameron Recreation Centre including a pool and the replacement of the Cameron Library.
- authorize that a copy of this report be forwarded to the Community Development Committee, the Public Library Board and the Parks, Recreation, and Culture Commission for their information.

As the implementation of the proposed amendments and the proposed framework proceed, additional reviews or updates would be advanced to Council through future reports.


Lou Pelletier, Director
PLANNING AND BUILDING

RDSC:sla:sa

cc: Deputy City Managers
Director Engineering
Director Parks, Recreation and Cultural Services
Director Finance
OIC – RCMP
Fire Chief
Chief Librarian
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