



Item
Meeting 2021 May 31

COUNCIL REPORT

TO: ACTING CITY MANAGER **DATE:** 2021 May 26

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 1400 20
Reference: BACI

SUBJECT: **BURNABY ASSOCIATION FOR COMMUNITY INCLUSION
PROPOSED RELOCATION PLAN
3961 and 3983 Norland Avenue**

PURPOSE: To seek Council authorization to support the Burnaby Association for Community Inclusion (BACI) relocation plan through a direct award land lease agreement for the City owned lands at 3961 and 3983 Norland Avenue.

RECOMMENDATIONS:

1. **THAT** Council approve a direct award land lease with the Burnaby Association of Community Inclusion (BACI) for the City-owned properties at 3961 and 3983 Norland Avenue, as described in Section 4.0 of this report.
2. **THAT** Council authorize staff to prepare a lease agreement with BACI for a term of 99 years, as outlined in Section 4.0 of this report.

REPORT

1.0 BACKGROUND

As part of the Burnaby Rail Corridor Improvements Project, the Holdom Overpass has been identified by Vancouver Fraser Port Authority (VFPA), the Greater Vancouver Gateway Council, and Transport Canada as a priority to be constructed. The Holdom Overpass is proposed to mitigate the impacts of growing rail and port trade traffic in Burnaby. The project is proposed to include a four-lane overpass extending Holdom Avenue south over the rail corridor and Still Creek, connecting with Douglas Road. The existing Douglas Road level-crossing would be closed to vehicles. Alongside the Holdom Overpass project, Canadian National (CN Rail) is leading rail improvements to improve safety and access.

The City already owns much of the land needed for the Holdom Overpass project, including 2702 Norland Avenue. This property is currently leased at a nominal rate to the Burnaby Association for Community Inclusion (BACI), a non-profit organization that supports people with developmental disabilities. BACI owns and occupies the building at 2702 Norland Avenue, which measures approximately 2,694.2 m² (29,000 sq.ft.) and is used for its administration offices and program space. Over the past three months, the City, BACI, and VFPA have explored the impact of the preferred overpass alignment in relation to the existing building on the site. Ultimately, it has been concluded

To: *Acting City Manager*
From: *Director Planning and Building*
Re: *BURNABY ASSOCIATION FOR COMMUNITY INCLUSION*
PROPOSED RELOCATION PLAN
2021 May 26Page 2

that it would be best for BACI to relocate its offices and program space to an alternate location or locations in Burnaby. Although staff worked with BACI to facilitate a relocation ahead of the overpass' construction, it became clear that this would not be possible. Staff are therefore working with BACI on their longer-term plans, recognizing that the overpass will have lasting impacts on their operations.

As such, staff have identified two City-owned properties at 3961 and 3983 Norland Avenue (see *attached* Sketches #1, #2 and #3) as a location that would assist in accommodating BACI's long term office/program space needs, as well as their desire to build and operate non-market housing. This proposal, ideally with funding from other orders of government, is in alignment with the City's objectives for the subject properties.

This report outlines BACI's proposed relocation plan and requests municipal support; and recommends the direct award of City land to BACI to assist with their relocation.

2.0 POLICY CONTEXT

The subject rezoning proposal aligns with the following Council-adopted policies: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official Community Plan (1998), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Rental Use Zoning Policy (2020), and Mayor's Task Force on Community Housing Final Report (2019).

3.0 PROPOSED RELOCATION PLAN AND REQUESTED CITY SUPPORT

3.1 3961 and 3983 Norland Avenue: Proposed Offices, Program Space and Housing

City staff and BACI have identified two City-owned properties at 3961 and 3983 Norland Avenue as a potential site to develop replacement offices and program space, as well as new co-located non-market housing.

At the request of Planning staff, BACI was to engage with a non-profit housing partner and seek funding for the non-market housing component proposed, prior to engaging Committee and Council on the lease of 3961 and 3983 Norland Avenue. BACI has informed staff that they have engaged with TL Housing Solutions as a non-profit partner and development consultant, and has entered into discussions with BC Housing on the funding of the non-market housing component of the site.

BACI is requesting funding from BC Housing to build 58 units of affordable housing on this site. The proposed project would have 24 single bedroom units, 23 two-bedroom units and 11 three-bedroom units. These units will service singles, couples, young families and seniors. The proposed project will target households of low to moderate income, and would meet the City's affordability objectives.

The overall site area is approximately 41,642 sq.ft. The proposed building design consists of a single level underground parkade, a single storey suspended concrete slab and a 3 storey of wood frame structure for a total square footage of approximately 69,380 sq.ft. The ground floor of the building is proposed for non-residential office and programming space. Above the ground floor, three levels of

To: *Acting City Manager*
From: *Director Planning and Building*
Re: *BURNABY ASSOCIATION FOR COMMUNITY INCLUSION*
PROPOSED RELOCATION PLAN
2021 May 26Page 3

non-market residential rental units are proposed. In accordance with Burnaby's policy on adaptable suites, a minimum of 20% of the units will be accessible and adaptable to meet City of Burnaby and BC Housing's design criteria. The proposed design of the structure would be in keeping with the neighbouring properties and would be suitable for affordable housing. These units will be designed in a manner that is inclusive to all prospective tenants.

BACI is requesting a 99 year non-market lease from the City to support this initiative. Additionally, BACI is requesting consideration of a Housing Grant to help offset capital costs associated with the development, in line with Council's established practices. A further report to Committee and Council related to the lease terms and potential capital grant request would be advanced as part of the site's rezoning.

4.0 ASSESSMENT OF RELOCATION PLAN AND LEASE TERMS

The two City-owned properties at 3961 and 3983 Norland Avenue have a combined site area of 3,717.8 m² (40,018 sq.ft.) and frontages of approximately 41 m (134.5 sq.ft.) and 90.67 m (297.5 sq.ft.) along Norland Avenue and Kincaid Street respectively. Both are improved with older single-family dwellings that are currently tenanted. It is noted that the existing single-family dwellings on these lots would be required to be vacated and demolished to facilitate the site's redevelopment.. The properties are currently accessed off Norland Avenue and Kincaid Street. The lot immediately to the north of the sites is occupied by a church and surface level parking. Immediately to the west are vacant lots owned by the City that are currently under rezoning to accommodate a six-storey non-market seniors housing residence (REZ #20-15). Further west across Godwin Avenue are three-storey rental apartment buildings. South of the subject sites, across Kincaid Street, are seniors assisted living, supportive living, and complex care facilities up to three storeys in height owned and operated by Dania Society. The Norland Avenue Supportive Housing development, operated by BC Housing and Progressive Housing Society, is located to the east of the subject site and a multi-tenanted commercial office building located to the northeast, both across Norland Avenue.

The sites fall within the Central Administrative Plan Area and is designated for community institutional development. The proposed development of non-profit office and program space, and non-market rental housing for those with mobility limitations and/or disabilities, meets the intent of the Community Plan designation. The addition of a non-profit office development with co-located non-market housing would be reflective of the surrounding community institutional uses. Additionally, the site is centrally located with easy vehicular access from Highway 1 and frequent bus services to and from the Metrotown and Sperling-Burnaby Lake SkyTrain stations, providing public transportation access to those with mobility restrictions.

The proposed development would require rezoning the sites to the CD Comprehensive Development District based on the RM3r Multiple Family Residential District and P5 Community Institutional District as guidelines.

CD (RM3r, P5) zoning of the subject sites would allow a maximum development density of 1.1 FAR for residential uses and 0.8 FAR of office and program space (based on the maximum 40% lot coverage and two storey height specifications under the P5 District). This would result in a maximum gross floor area of 7,063.8 m² (76,034 sq. ft.) on the subject site, as detailed below:

To: Acting City Manager
 From: Director Planning and Building
 Re: BURNABY ASSOCIATION FOR COMMUNITY INCLUSION
 PROPOSED RELOCATION PLAN
 2021 May 26Page 4

Zone	Use	Density	GFA
RM3r Multiple Family Residential	Non-market rental housing	Up to 1.1 FAR	Up to 4,089.6 m ² (44,020 sq.ft.)
P5 Community Institutional District	Non-profit offices	Up to 0.8 FAR	Up to 2,974.23 m ² (32,014 sq.ft.)

BACI’s proposed four-storey building, could be accommodated within the densities available under CD (RM3r, P5) zoning. If given approval from Council, staff will work with BACI to ensure that maximum utility is derived from the site, especially with respect to the affordable housing units.

Providing a 99-year lease is in line with City policies related to non-profit office space and non-market housing and considering BACI currently leases the City-owned 2702 Norland Avenue at nominal rates, it would seem appropriate to consider a similar provision over the subject site.

The proposed Housing Grant from the Community Benefit Bonus – Affordable Housing Reserve could help offset capital costs associated with the development. Such a grant request would be in line with Council’s established practices, and consistent with the level of support offered to other non-market housing proposals on City-owned land that are currently in stream. It is noted that a further report seeking housing grant funding would be advanced as part of a site specific rezoning application for the subject site.

It is therefore recommended that Council approve the direct award of a 99 year non-market lease of City-owned properties at 3961 and 3983 Norland Avenue to BACI, subject to completion of a rezoning application for the development of non-profit offices, associated program space, and the non-market housing. Terms and conditions of the proposed lease would be brought forward as part of a future report to Council.

5.0 SUMMARY, RECOMMENDATIONS AND NEXT STEPS

Future construction of the Holdom Avenue Overpass will impact BACI’s current operations at 2702 Norland Avenue, ultimately requiring the organization to find an alternate location for its offices and program space by virtue of its incompatibility with the new infrastructure. A municipal contribution of an appropriately sized and located City-owned property, available on a 99-year non-market lease, is sought to support replacement space and would also provide the opportunity for new, non-market housing. The sites at 3961 and 3983 Norland Avenue have been identified as potentially suitable subject to the execution of a 99 year non-market ground lease, and completion of the necessary rezoning and subdivision.

It is therefore requested that Council:

- approve the direct award land lease with the Burnaby Association of Community Inclusion (BACI) for the City-owned properties at 3961 and 3983 Norland Avenue, as described in Section 4.0 of this report;

To: *Acting City Manager*
From: *Director Planning and Building*
Re: *BURNABY ASSOCIATION FOR COMMUNITY INCLUSION
PROPOSED RELOCATION PLAN*
2021 May 26Page 5

- authorize staff to prepare a lease agreement with BACI for a term of 99 years, as outlined in Section 4.0 of this report.

Subject to Council's approval of the above noted recommendations, staff would request BACI submit a rezoning application for the City-owned properties at 3961 and 3983 Norland Avenue and continue discussions with BACI on the details of additional grant requests, including capital funding for non-market housing component of the project, in preparation for a future report to Council.

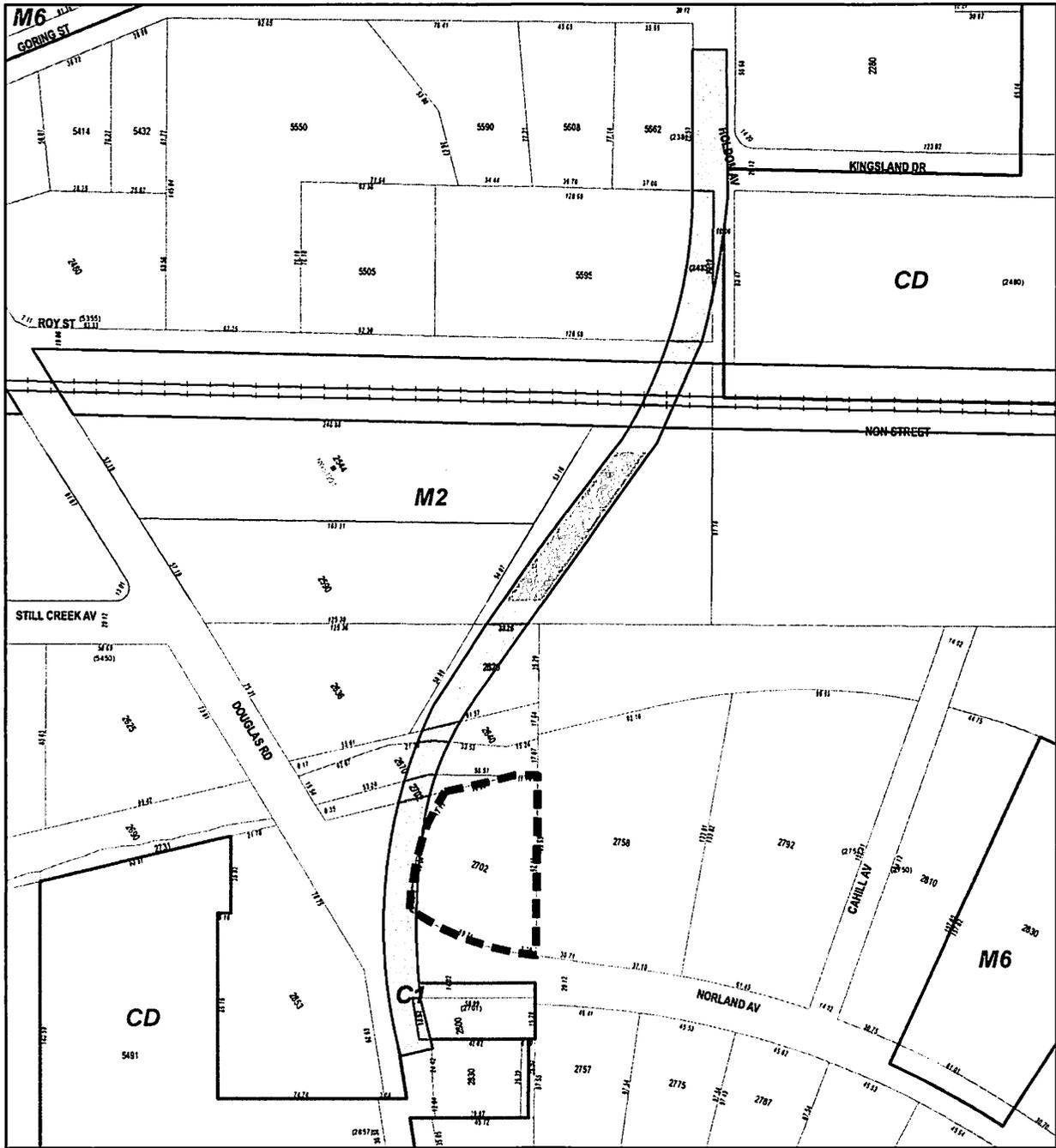


E.W. Kozak, Director
PLANNING AND BUILDING

JDC/KH:tn

Attachments

- cc: Director Engineering
Director Finance
Director Parks, Recreation and Cultural Services
Director Public Safety and Community Services
Director Corporate Services
City Solicitor
City Clerk



PLANNING & BUILDING DEPARTMENT



Date: OCT 15 2020

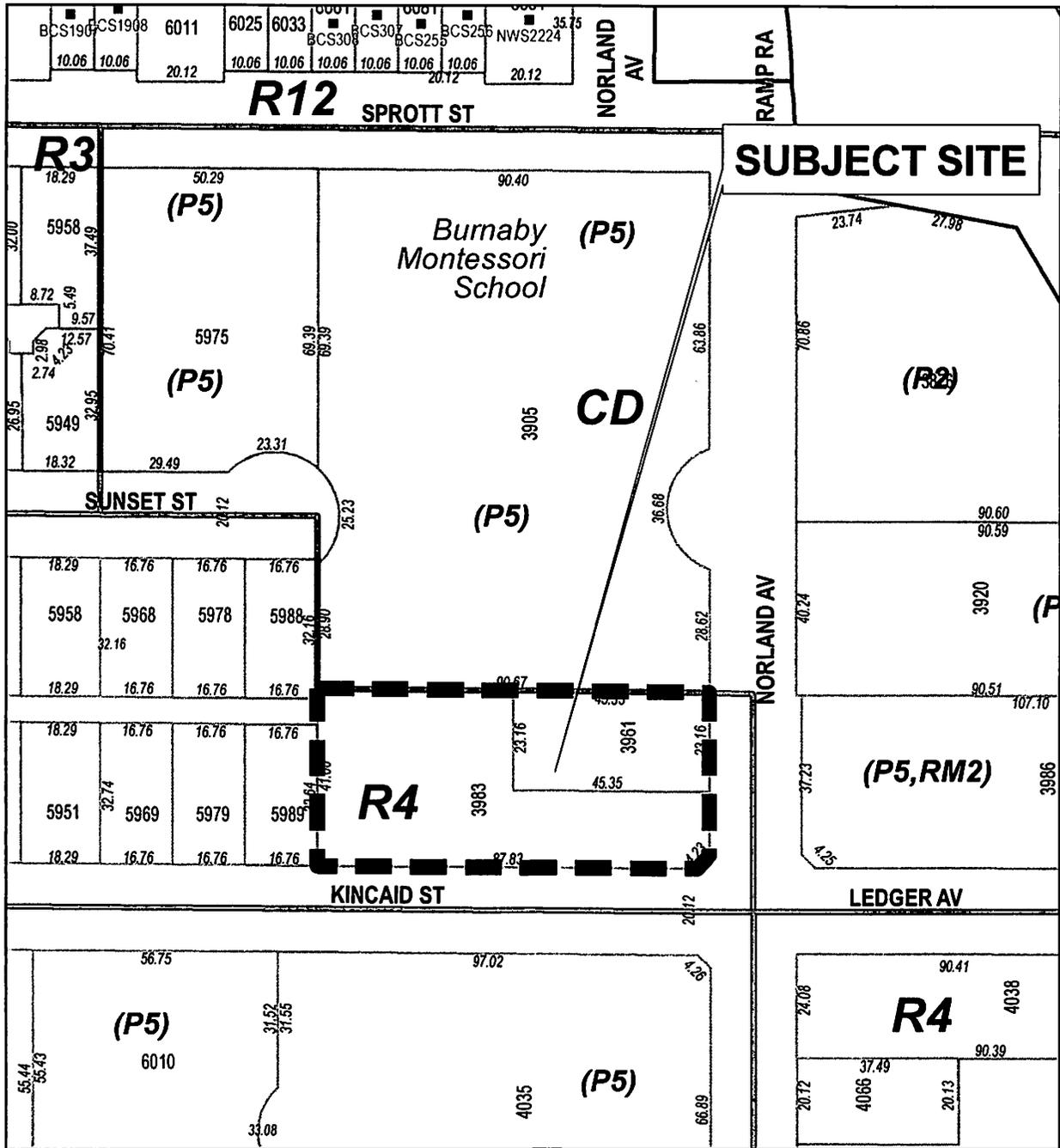
scale: 1:3,000

Drawn By: RW

PROPOSED ALIGNMENT OF HOLDOM OVERPASS

-  Proposed Holdom Overpass Alignment
-  Existing Site

Sketch #1



PLANNING & BUILDING DEPARTMENT



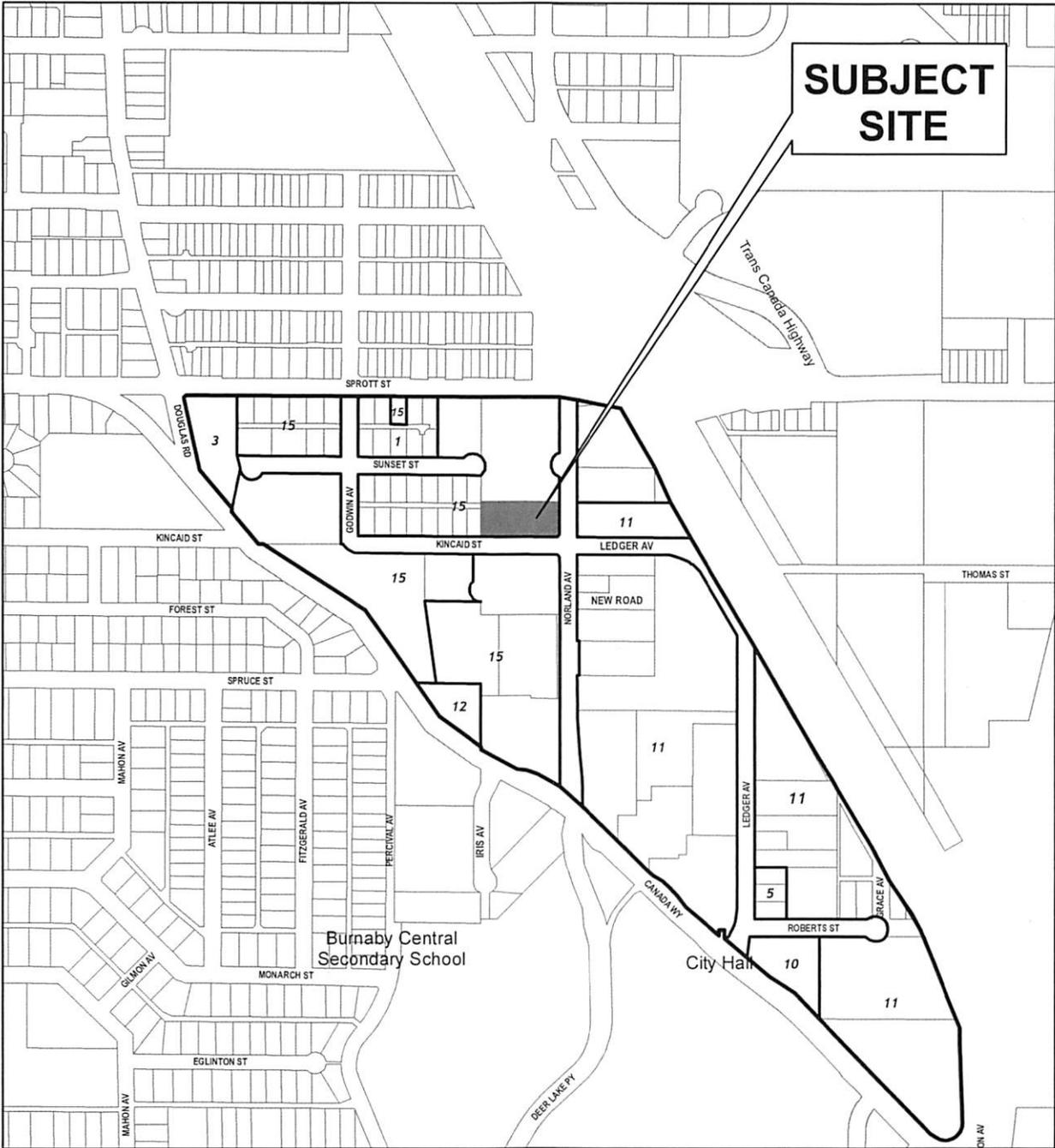
Date: OCT 15 2020

scale: 1:1,500

Drawn By: RW

PROPOSED NEW SITE
3983 AND 3961 NORLAND AVENUE

 Subject Site



**Central Administrative Area
Community Plan**



PLANNING & BUILDING DEPARTMENT

- 1** Single and Two Family Residential
- 3** Medium Density Multiple Family Residential
- 5** Commercial
- 10** Administration and Public Assembly
- 11** Business Centre Districts
- 12** Park and Public Use
- 15** Community Institutional

