

TO: MAYOR & COUNCILLORS
FROM: GENERAL MANAGER LANDS AND FACILITIES
GENERAL MANAGER PARKS, RECREATION AND CULTURE
SUBJECT: **BRENTWOOD COMMUNITY CENTRE (BCC) PROJECT UPDATE**
PURPOSE: To obtain Council approval of the updated project budget.

RECOMMENDATION

THAT the updated project budget in the amount of \$139,000,000 for the design and construction of Brentwood Community Centre, following the receipt of Class A estimate, be approved; and

THAT an additional \$7,300,000 to add a podium park, as identified in the report, be approved.

EXECUTIVE SUMMARY

This report provides Council with a full background on community recreation and associated needs of the Brentwood Town Centre, along with an updated project budget for Brentwood Community Centre Project.

The design of the facility aligns with community needs within this rapidly growing area and the planning principles underlying Burnaby's Town Centre approach to City building. The initial cost increase of the project due to the market and economy challenges experienced in recent years has been managed by minor design changes with no impact to the initial program needs. This has resulted in bringing the updated budget back from \$150 million to \$139 million to align with the previously approved budget based on the class C estimate presented in early 2022.

This report details the reasons for proceeding with this project, considers the benefits to the fast-growing Brentwood Community, the need for Recreation and Culture Service provisions, transit accessibility of the facility, proximity to planned market and non-market housing, and the community building opportunity of this initiative.

1.0 POLICY SECTION

The advancement of this project aligns with the following Council-adopted policies: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official Community Plan (1998), Economic Development Strategy (2017), Social Sustainability Strategy (2011), and the Environmental Sustainability Strategy (2016).

2.0 BACKGROUND

In November 2021, Council approved the City entering into a Master Agreement with Grosvenor. The Master Agreement describes in general terms the relationship between the City and Grosvenor in carrying out the integrated development and construction of the Community Center and phase one of Grosvenor's proposed development (the Combined Project), as well as the future agreements to be entered into by Grosvenor and the City to carry out the Combined Project.

In January 2022, Council approved the location of the proposed Brentwood Community Centre as being generally on the southern portion of the Grosvenor Brentwood Master Plan (Rez #19-38) and the Site-Specific Rezoning Application (Rez #21-34) and approved the use of the Community Benefit Bonus Reserve in the amount of \$139,000,000 towards the design and construction of the community centre. In May of the same year, Council approved the City enter into the Design, Development and Construction Management Agreement (DDCMA), and Purchase and Sale Agreement (PSA), with Grosvenor Brentwood Development Limited.

3.0 GENERAL INFORMATION

The 2019 Northwest Quadrant Recreation Needs Assessment recommended that the City establish a provision rate of 1 square foot of net usable community centre space per capita to adequately serve the long-term projected needs of these residents. As supported by this Assessment, the City of Burnaby has focused on expanding its community recreation centre services to meet the growing demands of its population. This expansion is aligned with long-term asset management and projected population growth, especially in the rapidly developing Northwest Quadrant around Brentwood Town Centre recommended provision

Our approach to Recreation Planning is strategic, focusing on community centre planning and asset management in alignment with development. It prioritizes equity, accessibility, and sustainable growth, all supported by data-driven planning and decision-making processes. This planning approach recognizes that community centres serve as anchors for dense urban neighborhoods, ensuring easy access to amenities in high-density areas.

A new BCC, strategically located in the heart of the neighbourhood, would bring essential recreation and culture services closer to residents. This new facility would help address existing deficiencies by potentially freeing up land at the current Willingdon Community Centre site for an expanded park, aligning with the City's goal of fostering sustainable growth and enhancing the livability of this Town Centre through improved and essential community infrastructure.

3.1 The quadrant-based service model

The City has adopted a quadrant-based service model, dividing Burnaby into four quadrants, each centered around a Town Centre and serviced by designated community centres. This approach ensures that recreation services are efficiently distributed and

easily accessible to residents. All quadrants are well-connected to rapid transit for improved accessibility, while the community centres serve as vital hubs for community building at the heart of each the Town Centres. The quadrant-based model includes:

- **Northwest Quadrant:** Located in the Capitol Hill neighbourhood, the Confederation Park site offers a diverse array of indoor amenities while in the Willingdon Heights neighborhood, the Willingdon Community Centre adds to the quadrant recreation services provision.
- **Northeast Quadrant:** The new Cameron Community Centre, near Lougheed Town Centre, will support local needs once the facility is operational.
- **Southwest Quadrant:** The Bonsor Community Centre, located in Metrotown Town Centre, serves this area but the facility needs replacement.
- **Southeast Quadrant:** The Edmonds Community Centre, located near Edmonds Town Centre, serves the southeastern part of Burnaby.

The City’s community centres act as social, cultural, and recreational anchors for each of the four Town Centres. These facilities are further supported by the City-wide specialty destinations such as: the Christine Sinclair Community Centre (CSCC), and the upcoming Burnaby Lake Recreation Complex (BLRC). This comprehensive model ensures a balanced distribution of services and provides residents with centrally located, large-scale recreation options.

3.2 Needs for a Community Centre in Brentwood Town Centre

The 2019 Needs Assessment for the Northwest quadrant highlights several high-priority requirements including social gathering spaces, fitness rooms, creative and arts spaces, and areas for youth. These features are essential to meet the evolving needs of Brentwood Town Centre, which is projected to have the highest population density in the Northwest quadrant by 2050.

The strategic location of the new BCC at the Grosvenor site, near transit, schools, planned market and non-market housing, including significant rental housing and green spaces, plays a vital role in promoting sustainable and active transportation. This pedestrian-focused site is expected to enhance connectivity between indoor community centre and outdoor neighborhood park space.

During the master planning process for the Grosvenor Site, careful consideration was given to the community centre’s placement to maximize its accessibility and visibility ensuring its integration with street-oriented public plazas. The City has secured statutory right-of-way agreements to allow for public access and outdoor community event programming, which is currently lacking in this neighbourhood. Unlike other recreation community centre that are typically built in parks, this site integrates seamlessly into the

neighbourhood offering both indoor and outdoor recreation opportunities within a high-density Town Centre, without compromising parkland.

Moreover, the Grosvenor Site represents one of the last opportunities to deliver a significant community centre in the heart of Brentwood without sacrificing additional public land, as its outdoor spaces are incorporated into the Grosvenor development.

3.3 Opportunities to address park deficiencies

The Willingdon Community Centre (WCC) is located near the new Brentwood Community Centre (BCC) site. However, the WCC, as a multi-use recreation facility, no longer meets the current and growing needs of the Brentwood Town Centre population and is not conveniently located near transit. While replacing the existing WCC with a larger facility was considered, the required footprint would significantly reduce the available open parkland in an area already facing the lowest park space per capita in the city.

Once the new BCC becomes operational, the role of the WCC will need to be reassessed. Consolidating services at the BCC is likely to render the WCC redundant, creating an opportunity to repurpose the site and expand park space in the area. This strategy would address concerns around overbuilding, staffing challenges, and resource strain, supporting a cohesive and sustainable vision for the city’s future delivery of recreation.

3.4 Network of recreational amenities

While the Brentwood Community Centre (BCC) is currently the city's highest-priority community centre project, other areas may also require reassessment for future prioritization. For example, the aging Bonsor Recreation Complex, located in the densely populated Metrotown Town Centre and serving the rapidly growing Southwest Quadrant, emerges as a strong candidate for the next major facility investment. The forthcoming Parks, Recreation, and Culture Master Plan will provide clarity on these infrastructure priorities and guide strategic investments.

As a cornerstone of Burnaby’s broader recreation strategy, the BCC will ensure the growing Brentwood population has access to essential facilities while strengthening the city’s overall network of recreational amenities.

3.5 Design

The proposed community centre is to be located on the north side of Dawson Street between Alpha and Beta Avenues. The detail design is now complete, and the Consultant has produced issued for tender drawings and specifications which were used for tendering and pricing purposes.

The community centre design illustrates an 8-level building with a gross floor area of approximately 106,000 sq ft, and a variety of indoor and outdoor spaces, including:

- lobby public gather space and public art
- double gymnasium and strength training/fitness facility
- multipurpose rooms, meeting rooms and teaching kitchen
- childminding and preschool spaces
- arts, music and creative spaces

3.6 Planning Considerations

The Grosvenor Site Master Plan (Rezoning Reference #19-38) received Final Adoption on October 03, 2022, and the site-specific rezoning application (Rezoning Reference #21-34) for both Phases 1 and 2 received Final Adoption on May 13, 2024. Preliminary Planning Approval (PPA) for Phase 1, which includes the Brentwood Community Centre, is ready to be issued pending payment of bonus density for the Phase 1 bonused market strata and rental units, with the excavation Building Permit (BP) to shortly follow. It is anticipated that Phase 2 of the development will proceed through PPA and BP after 2027, once substantive construction progress has been made with Phase 1.

The air space parcel for the community centre is being provided free of charge to the City as part of the Rezoning approval for the site. If the project does not proceed, a further rezoning will be required, and the City is unlikely to receive a similar air space parcel, at a location of such value within the Brentwood Town Centre.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

An updated communication plan will be provided to the community based on Council's direction.

5.0 FINANCIAL CONSIDERATIONS

5.1 Project Budget

Following the Council approval of the estimated project cost (Class C, typically +/-15%) of \$139,000,000.00 based on the Schematic Design in January 2022, the Design, Development and Construction Management Agreement (DDCMA) was executed in May 2022. Upon the completion of the Design and tendering process, Grosvenor has submitted the updated project cost of the same value.

A comparison of estimated construction costs of the City's recent community centre projects as outlined in table below indicates the reasonable construction cost of the Brentwood Community Centre compared to other recent recreation projects.

Community Centre	Construction Cost (\$/sqft)	Comments (Construction Start)
Cameron Community Centre and Library	1,079	\$257M for 238,140 sqft (2024)
Burnaby Lake Recreation Complex*	1,193	\$205.5M for 172,195 sqft (2024)
Brentwood Community Centre	1,022	\$108.6M for 106,300 sqft (2026)

* Construction cost of the Design-Build Contract (excl. Design)

Grosvenor has also submitted the estimated cost of a few design enhancement options for review and consideration. The table below represents these options along with their respective estimated costs:

	Value (\$)
Podium Park Space (additional public and programming space on the roof plus improved acoustics, durability and lighting)	7,300,000.00
Polished concrete to Terrazzo flooring	2,000,000.00
Metal panel cladding to Terracotta	1,700,000.00
Total	11,000,000.00

Staff have reviewed the optional design enhancements presented and feel that the park space on the podium is a value added feature providing the public with additional outdoor space on the rooftop in an area that currently has little park space in its vicinity. The flooring and outside cladding enhancements were reviewed but not considered vital as the current design specifies comparatively durable products. Pending Council approval of the podium park space, the budget will be increased to \$146,300,000.00 with an available design and tendered price allowing the quick adoption of this feature into the current contracts.

5.2 Operational Budget projection

Proceeding with the Brentwood Community Centre (BCC) project at this time would result in the commissioning of multiple recreation centres within a two-year period including the Burnaby Lake Recreation Complex, and the Cameron Community Centre and Library. The operational impacts of simultaneously opening all these facilities are substantial. The expanded scope of programs and facility maintenance will necessitate extensive staff recruitment, training, and communication efforts, which will incur significant additional staffing and operational costs.

The new BCC facility is expected to generate approximately \$2 million in revenue in its first year of operations, offsetting a portion of the \$5.5 million estimated operating expenses, resulting in a total annual subsidy estimated at \$3.5 million, which represents an approximate tax rate increase of 1%. In the eventuality that the WCC is decommissioned, in the same year, the projected budget savings are included in the chart.

	2030 Projected Budget (Brentwood Community Centre)	2030 Projected Budget (Savings) (Willingdon Community Centre)
Total Expenses	\$5.5M	(\$0.69M)
Budgeted/ Projected Revenues	(\$2.0M)	\$0.16M
Total Subsidy	\$3.5M	(\$0.53M)

5.3 Financial Consideration

This capital project is included within the 2024 – 2028 Financial Plan under Lands & Facilities – Civic Projects, Willingdon-Brentwood Community Centre project to be funded from the Community Benefit Bonus Reserve. The project construction and design class A estimate is maintained at \$139,000,000 which includes \$7,000,000 of cost incurred to date tied to design activities. The remaining \$132,000,000 for design and construction is included within the 2024 - 2028 Financial Plan. Further project costs such as project management, internal staff costs and furniture & fixtures are not included in the above amount and will be reflected in the 2025 - 2029 Financial Plan. As of Period 11 2024, actual life to date costs related to preliminary designs, feasibility and other overhead charges is approximately \$1,500,000 which results in total life to date project expenditures of \$8,500,000. This project has been included in the fully allocated Community Benefit Bonus reserve.

Should Council look to proceed with the additional recommended value-added enhancement (as provided in section 5.1) which is outside of the current Class A estimate, additional funding requirements of \$7,300,000 will be determined through the 2025 - 2029 Financial Plan process.

As previously discussed in section 3.6, as part of the agreement for the Grosvenor development, an air space parcel will be provided to the City free of charge and will form part of the City’s total asset portfolio. This air space parcel will provide significant value to the City moving forward. The valuation of the air space parcel will be determined closer to when the subdivision plan is finalized and the transfer of ownership to the City is completed.

Respectfully submitted,

James Lota, General Manager Lands and Facilities and

Mary Morrison-Clark, General Manager Parks, Recreation and Culture

REPORT CONTRIBUTORS

This report was prepared by Banin Shahri, Senior Project Manager, and reviewed by Libby Vidic, Senior Manager Civic Building Projects, Charles L. H. Allen, Director, Civic Building Projects, Isabelle Taillon Manager Recreation Services, Andre Isakov, Director PRC Planning, Ian Wasson, Senior Development Planner, May Leung, City Solicitor, Ratan Grewal, Deputy General Manager Finance, and Wilson Kwan, Director Budgets & Reporting.