

REPORTS
Regular Council Meeting
1980 May 26

FILE: 1886

THE CORPORATION OF THE DISTRICT OF BURNABY

BURNABY JUSTICE BUILDING COMMITTEE

To The Mayor and
Members of the Council

Madam/Gentlemen:

REPORT OF THE BURNABY JUSTICE BUILDING COMMITTEE

Re: PROPOSED EXPANSION OF RCMP DETACHMENT AREA
BURNABY JUSTICE BUILDING

RECOMMENDATIONS:

1. THAT Council direct the consultant to advance the initial expansion concept as shown on the attached sketches to the full preliminary drawing stage with cost estimates.
2. THAT Council adopt the tentative project budget with funding as outlined in this report.

REPORT:

1.0 BACKGROUND

- 1.1 In November 1979, the Burnaby Justice Building Committee received a detailed report from The Unecon Partnership, Architectural Consultants, which presented various proposals for the expansion of the RCMP Detachment Quarters in the Burnaby Justice Building. The consultant was directed to carry forward and extend the project by reviewing the long-range expansion possibilities for the total Justice Building complex, and the budget costs for an immediate program on a unit cost basis.

- AGENDA 1980 05 26

- COPY - MANAGER

1.2 The staff was also asked to evaluate the options for expansion over a projected 50-year period to 2030. Copies of the consultant's 9 -page report and the 44-page report of the Director of Planning are available for perusal in the Manager's office, and a precis of the Planner's report is attached.

2.0 CURRENT

2.1 The consultant's report illustrates that there is sufficient area on the present Justice Building site to handle logical expansion of the Police and Justice facilities. This is confirmed in the detailed report prepared by the Director of Planning who found that there is sufficient capacity to meet the projected space requirements for the next 50 years, and that expansion of the present building provides the optimum solution of all salient criteria. The development as shown on the attached sketches is in keeping with the Municipality's master plan for the Central Administrative area, and proves to be the most economical solution in comparison to various alternate site possibilities.

2.2 From the work undertaken by the consultant in concept studies and in recognition of escalating construction costs, the budget for this revised project is \$5,472 in the 1979 C.I.P. (temporarily financed), \$744,528 in the 1980 C.I.P., with an additional \$750,000 in the 1981 C.I.P.

2.3. The Municipal Treasurer recommends that the project be financed by an allocation of interest earned from the Trust and Agency Account in the amount of \$750,000 and through an appropriation from the Tax Sale Fund of \$750,000. The by-law for borrowing from the Tax Sale Fund would be for a 10-year term with the interest rate adjusted annually.

2.4 The estimates as noted in the 1980 and 1981 C.I.P. budgets should remain until such time as detailed estimates based upon completed preliminary drawings are available from a Quantity Surveyor. A tentative project budget is as follows:

Proposed initial expansion (1980/81)	\$1,030,000
Fees & Disbursements	95,000
Furnishings	75,000
Landscaping	60,000
Contingency	<u>240,000</u>
	<u>\$1,500,000</u>

2.5 A tentative timetable for the project is as follows:

- full preliminary drawings of consultant, estimate by Quantity Surveyor, including suggested method of construction contract by 1980 July 04
- approval of preliminaries and project budget by Justice Building Committee and Council by 1980 July 21
- completion of working drawings and specifications by 1980 Sept. 30
- approval to tender by Justice Building Committee and Council by 1980 Oct. 27
- receive bids by 1980 Nov. 28
- award of contract by 1980 Dec. 22
- completion of construction by 1981 Dec.

2.6 The Burnaby Justice Building Committee, at its latest meeting with staff on 1980 May 16, recommends that the project be advanced for consideration by the Municipal Council.

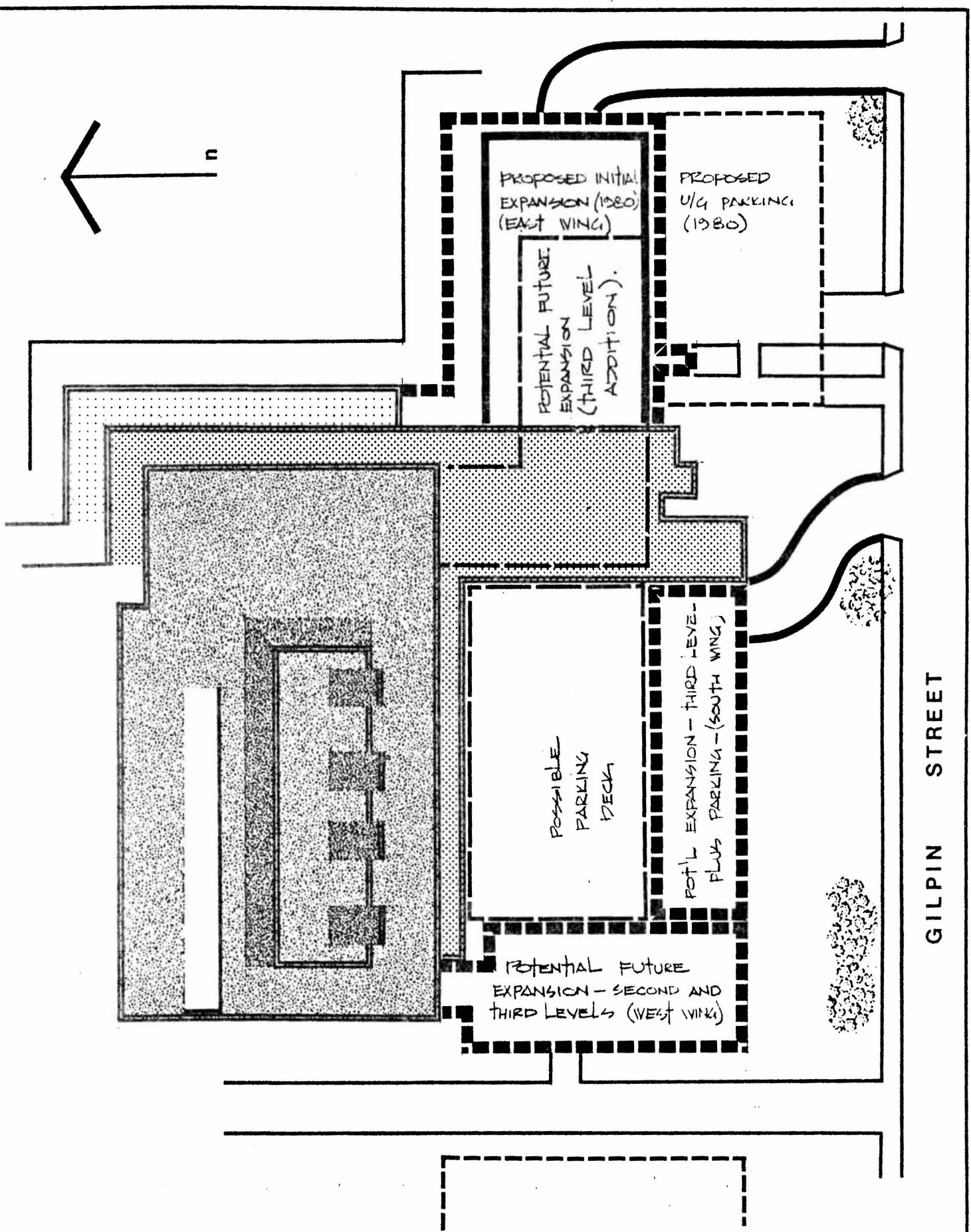
Respectfully submitted,

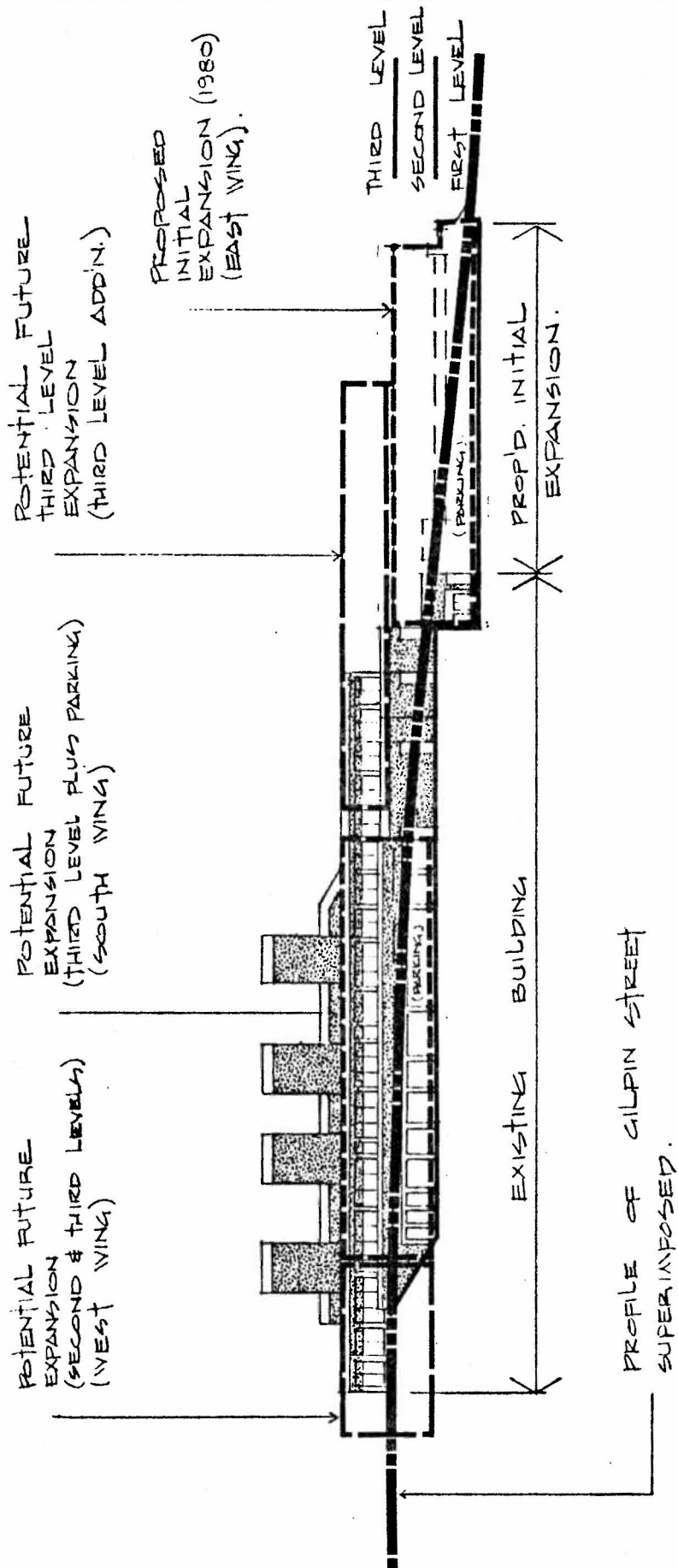


Mayor D.M. Mercier, Chairman

Alderman G.D. Ast, Member

Alderman A.H. Emmott, Member





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BUILDING INSPECTOR'S
OFFICE

TO: MUNICIPAL MANAGER

FROM: DIRECTOR OF PLANNING

SUBJECT: BURNABY JUSTICE BUILDING/RCMP DETACHMENT QUARTERS:
EVALUATION OF DEVELOPMENT/EXPANSION OPTIONS, 1980 THROUGH 2030

1.0 BACKGROUND
AND PURPOSE OF REPORT

*Background
and
Nature of
Study*

1.1 In 1979 September , the Corporation engaged the services of the Unecon Partnership to undertake preliminary design of an expansion of the Burnaby Justice Building to accommodate the immediate space needs of the RCMP Detachment and to provide for their requirements as projected for the next ten years approximately. In order to properly assess the conclusions of this architectural design study, and to determine whether the general approach to the problem currently being pursued is the best of the various site location and building/use configuration alternatives available in the context of long-term urban planning, the staff have been asked to report on the options that might be considered for meeting the policing and court needs of the Municipality for the next 50 years, and an evaluation of these options according to the relevant criteria.

The review that has been conducted has identified a range of over 35 potential options and permutations (relative to expansion of the present building, extension into new built or leased quarters, new construction at alternate locations, development of RCMP quarters in combination with or isolated from the justice function), and has assessed these options with reference to a set of over 20 criteria (such as land use compatibility, centrality, satisfaction of needs with respect to combined versus isolated

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policing and court functions, site availability, operating efficiency, and project cost implications). These criteria have been applied and the options evaluated with reference to short-, medium-, and long-term projections, with time frames referenced to the years 1982, 1990, and 2030.

Purpose
of
Report

- 1.2 The purpose of this report is to outline the study that has been completed by staff of the Planning Department working with the Chief Building Inspector and the Superintendent of the Burnaby RCMP Detachment and his staff, with assistance from the Legal and Lands Department and the project architect, Mr. K.E.R. Kerr, and to present the staff's recommendation based on the findings of the review.

2.0 SUMMARY OF CONCLUSIONS

Most
Promising
Options
Identified

2.1 From the analysis conducted, it was found that six options showed some possibility of forming successful solutions and merited further consideration. Certain common threads were seen to distinguish these options from other less suitable alternatives. Typically, these six options possessed sufficient site area for projected 50 year growth, centrality in location, opportunity for integration with existing or new court facilities, the opportunity for a quick "start-up" of development to meet present needs, and compatibility with adjacent existing or proposed uses.

The six which were seen to merit most favourable consideration were:

- I.1 — Expansion of the present building (Police expansion only; courts remain)
- I.2 — Expansion of the present building (both police and courts expand)

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II.1.a — Retention of existing space; expansion of police facilities south of Municipal Hall (parking lot).

II.2.a — Retention of existing space; expansion of police and courts combined south of Municipal Hall (parking lot).

III.2.c — Relocation to new facilities for police and courts combined on the Marathon Project site.

IV.2.f — Relocation to new facilities for police and courts combined on Corporation lands adjacent to No. 1 Fire Hall.

2.2 Further examination of the group of six including consideration of the estimated project costs for the 2 year, 10 year, and 50 year states, has demonstrated convincingly that the best two options are I.1 and I.2. Not only does the present Justice Building site have sufficient capacity to meet the projected requirements for both the police and the justice (court) services of the Municipality for the next 50 years, but also the study shows that from all points of view, an approach utilizing staged expansion of the present building provides the optimum solution for the Municipality's short-, medium-, and long-term police quarters needs in terms of cost-effectiveness, operating efficiency, location, and use compatibility criteria. Further, these assertions hold whether or not additional expansion of the law courts occurs in future at this location.

*Optimum
Solution*

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2.3 The potential for expansion on the present site that is foreseen entails horizontal and vertical extensions of the existing building in stages, as space demands warrant. Based on a preliminary investigation of the possibilities by the architect, Mr. K.E.R. Kerr, the following outlines a logical progression of expansion phases to meet the total projected space requirements determined in this study (see attached site sketch, Figure 3):

- (a) the initial building extended eastward by the East Wing Addition, (first and second levels), to provide for the immediate space needs of the RCMP —

8,500 square feet office area
2,000 square feet ancillary area
45 underground RCMP parking spaces
20 surface public parking spaces.

- (b) addition of a two storey West Wing Addition (second and third levels), housing expanded RCMP facilities on the lower level and expanded Justice facilities on the upper level —

6,900 square feet RCMP expansion
6,900 square feet Justice expansion

- (c) completion of South Wing link across south side of existing police compound, (second and third levels), providing additional RCMP parking spaces on second level, and expanded Police or Justice offices on the third level —

7,800 square feet office area
15 underground RCMP parking spaces

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- (d) addition of a third level to the East Wing and a light frame construction connection over existing RCMP space to the third level of the Justice Building, to provide additional RCMP or possible RCMP and Justice space —

8,875 square feet office area.

Alternatives available for meeting the increased parking needs, beyond the additions noted, include decking the existing police compound area within the perimeters of the proposed completed building ("courtyard" parking) and developing an underground structure on the site of the present surface parking lot west of the Justice Building with a plaza or future building development potential above, depending on design and determination of needs at that time. This latter item would be consistent with the approach recommended in the past in conjunction with the West Building design concept by Bruno Freschi, Architect, and would be in an excellent location to offer an integrated, central parking facility to serve the day and evening needs of all the public uses in the area.

The cost of the additional parking beyond that included in the architect's projections would amount to about \$497,000 for Option I.1 and \$671,000 for Option I.2 at some time prior to the year 2030. The time when this expenditure would actually be required is dependent on the relative timing of RCMP and/or Justice Building expansion increments.

In short, there is ample site area at the present location to meet the projected building space needs, a number of avenues of staged building expansion have been identified, and the increased parking needs of this building along with other public uses in this area can be met in a desirable fashion.

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3.0 RECOMMENDATION

It is recommended:

*Recommend-
dation*

THAT the Burnaby Justice Building Committee be advised that the present Justice Building location is capable of meeting the long-term projected needs of the police and justice functions of the Municipality, and that it meets all the relevant criteria for continued use and occupancy by the RCMP Burnaby Detachment through planned, staged building expansion as further growth demands.

T A B L E 1

RCMP - POLICE REQUIREMENT PROJECTIONS

<u>TIME FRAME</u>	<u>POPULATION ESTIMATE</u>	<u>TOTAL STAFF ESTIMATE</u>	<u>SPACE REQUIREMENT (SQUARE FEET)</u>	<u>POLICE VEHICLES</u>	<u>PUBLIC VEHICLES</u>	<u>EMPLOYEE VEHICLES</u>	<u>TOTAL VEHICLES</u>
PRESENT	139,000	264	21,670	70	20	43	133
1982 --	143,000	278	31,170	76	20	62	158
1990 --	150,000	293	38,070	80	25	76	181
2030 --	195,000	379	46,950	104	30	94	228

*Includes storage, lockers, etc., but does not include firing range, mechanical areas, or lock-up.

T A B L E 3

JUSTICE — COURT FUNCTION REQUIREMENT PROJECTIONS

TIME FRAME	ESTIMATED SPACE REQUIRE- MENT (SQ.FT.)	PARKING REQUIREMENT	SITE REQUIREMENTS (JUSTICE BUILDING ONLY)		
			CASE 1 * URBAN	CASE 2 * OFFICE PARK	CASE 3 * SUBURBAN
PRESENT	26,000	52 +	0.6 Ac.	1.0 Ac.	2.4 Ac.
1982 --	26,000	52 +	0.6 Ac.	1.0 Ac.	2.4 Ac.
1990 --	33,000	66 +	0.8 Ac.	1.2 Ac.	3.0 Ac.
2030 --	41,000	82 +	1.0 Ac.	1.5 Ac.	3.8 Ac.
			(FAR of 1.0 governs)	(Siting require- ments incl. parking & land- scaping setting govern)	(FAR and .coverage govern)

*See Classification by Siting Characteristics

NOTE: Present lease area of 19,950 square feet does not include
mechanical space, lock-up, or additional building service area.

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T A B L E 4

SUMMARY - SITE AREA REQUIREMENT
COMBINED POLICE AND JUSTICE FUNCTIONS

TIME-FRAME	ESTIMATED FLOOR AREA (Sq. Ft.)			ESTIMATED PARKING REQUIREMENTS			CASE 1 * URBAN			(Site Areas (Ac.)) CASE 2 * OFFICE PARK			CASE 3 * SUBURBAN		
	RCMP	JUSTICE	TOTAL	RCMP	JUSTICE	TOTAL	RCMP	JUSTICE	COMB.	RCMP	JUSTICE	COMB	RCMP	JUSTICE	COMB
Present	21,670	26,000	47,670	133	52	185	0.5	0.6	1.1	1.4	1.0	2.4	1.9	2.4	4.3
1982 --	31,170	26,000	57,170	158	52	210	0.7	0.6	1.3	1.8	1.0	2.8	2.8	2.4	5.2
1990 --	38,070	33,000	71,070	181	66	247	0.8	0.8	1.6	2.1	1.2	3.3	3.2	3.0	6.2
2030 --	46,950	41,000	87,950	228	82	310	1.1	1.0	2.1	2.6	1.5	4.1	4.2	3.8	8.0

* See Classification by Siting Characteristics

TABLE 7 (a)
SHORT LISTED OPTIONS

<u>OPTION</u>	<u>LAND</u>	<u>BUILDING</u>	<u>PARKING</u>	<u>TOTAL</u>
I.1 (RCMP only)	157,000*	755,000	265,000	1,177,000
	274,000*	1,021,000	265,000	1,560,000
	470,000*	1,670,500	421,000**	2,561,500**
I.2 (comb.)	157,000*	755,000	265,000	1,177,000
	353,000*	1,515,000	265,000	2,133,000
	666,000*	2,743,000	577,000***	3,986,000***
II.1 a (RCMP only)	157,000	732,000	547,500	1,436,000
	274,000	1,263,000	976,000	2,513,000
	470,000	1,947,000	1,255,000	3,672,000
II.2 a (comb.)	157,000	732,000	547,500	1,436,000
	353,000	1,802,000	1,063,000	3,218,000
	666,000	3,102,000	1,432,500	5,700,500
III.2 c (comb.)	1,098,000	6,770,000	1,829,000	6,737,000
	1,294,000	6,770,000	1,829,000	8,218,000
	1,607,000	6,770,000	1,829,000	10,206,000
III.2 f (comb.)	1,098,000	6,770,000	1,829,000	6,737,000
	1,294,000	6,770,000	1,829,000	8,218,000
	1,607,000	6,770,000	1,829,000	10,206,000

* Theoretical amounts introduced to account for value of present site for building additions for option comparison only; not included in architect's project estimates.

** Based on architect's preliminary cost projections; an estimated additional \$497,000 would be required at some time prior to 2030 to satisfy the ultimate parking space projections.

*** Based on architect's preliminary cost projections; an estimated additional \$671,000 would be required at some time prior to 2030 to satisfy the ultimate parking space projections.

