

CITY OF BURNABY

FINANCE AND CIVIC DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**RE: PROPOSED PUBLIC PEDESTRIAN OVERPASS OF KINGSWAY  
AT MCMURRAY AVENUE BETWEEN METROTOWN CENTRE  
AND THE SITE OF REZONING REFERENCE #03-40  
(ATTACHED SKETCHES #1, #2 AND #3)**

**RECOMMENDATIONS:**

1. **THAT** Council authorize staff to enter into negotiations with the intent to reach an agreement for the engagement of design consultants for the design of the Metrotown - McMurray Avenue public pedestrian overpass of Kingsway as outlined in this report.
2. **THAT** Council authorize the use of funds from the Metrotown Grade-Separate Pedestrian Linkage Development Cost Charge account for this project on the understanding that a further report will be submitted when the cost estimates for the design and construction for the project are established along with the associated schedule.

REPORT

The Finance and Civic Development Committee, at its Open meeting held on 2004 May 27, received and adopted a report outlining and seeking approval of a process that would set up the funding, design and construction of a public pedestrian overpass of Kingsway at McMurray Avenue.

Respectfully submitted,

Mayor Derek R. Corrigan  
Chair

Councillor Dan Johnston  
Vice Chair

Councillor Nick Volkow  
Member

COPY - CITY MANAGER  
- DIRECTOR PLANNING AND BUILDING  
- DIRECTOR FINANCE  
- DIRECTOR ENGINEERING  
- CITY SOLICITOR  
- ASSISTANT CHF. BLDG. INSP. - PROJECT MGT.

**TO:** CHAIR AND MEMBERS  
FINANCE AND CIVIC DEVELOPMENT COMMITTEE

2004 MAY 25

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** Proposed Public Pedestrian Overpass of Kingsway  
at McMurray Avenue Between Metrotown Centre  
and the Site of Rezoning Reference #03-40  
(Attached Sketches #1, #2 and #3)

**PURPOSE:** To outline and seek approval of a process that would set up the funding, design and construction of a public pedestrian overpass of Kingsway at McMurray Avenue.

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**RECOMMENDATIONS:**

1. **THAT** the Committee recommend Council authorize staff to enter into negotiations with the intent to reach an agreement for the engagement of design consultants for the design of the Metrotown - McMurray Avenue public pedestrian overpass of Kingsway as outlined in this report.
2. **THAT** the Committee recommend to Council that use of funds from the Metrotown Grade-Separated Pedestrian Linkage Development Cost Charge account be made available for this project on the understanding that a further report will be submitted when the cost estimates for the design and construction for the project are established along with the associated schedule.

**R E P O R T**

**1.0 BACKGROUND:**

Council is in the process of considering a major proposed commercial/residential redevelopment, Rezoning Reference #03-40, on the north side of Kingsway that will extend north to Hazel Street and will include both sides of McMurray Avenue (see **attached** Sketches #1 and #2). In terms of floor area, this project will be the largest development to be proposed for the north side of Kingsway in the core of Metrotown. The developer is Intracorp Development and the architect is Busby and Associates.

The Metrotown Development Plan provides for the provision of two grade-separated public pedestrian overpasses of Kingsway at key points. One overpass is proposed at Sussex Avenue and Kingsway leading into the "Metropolis" development and a second overpass at this location as proposed at McMurray Avenue and Kingsway. These overpasses will be part of an integrated public

pedestrian system for Metrotown. Specifically, the intent of the overpasses is to link the major commercial uses in the core of Metrotown with the commercial and residential communities to the north and to provide a functional and symbolic link across Kingsway which presently bisects the core. The addition of significant new commercial and residential development on the north side of Kingsway linked by the overpasses will add “dimension” to the image and function of our primary City centre and will reduce the presently strong visual impact of the malls that dominate the present Kingsway streetscape. It is anticipated that the pedestrian overpasses will enhance the commercial facilities by drawing shoppers in both directions between the Metrotown Centre (Metropolis) mall to destination shopping on the north side of Kingsway which is to be included in the proposed development. Conversely, it will provide alternative pathway opportunities for residents in the high density neighbourhood north of Kingsway to cross Kingsway and to access the various commercial developments south of Kingsway and beyond, the Bonsor Recreation Complex and Park and the Metrotown SkyTrain Station and bus loop.

In the mid-1980's, when Metrotown Centre was constructed, an elevated pedestrian walkway with stairs was constructed from the second level of the Sears store, over a greenway corridor northward out to the Kingsway property line. This elevated walkway has not been utilized to date, but is intended now to be connected and extended north across Kingsway via an overpass to the site of the proposed new development. Negotiations with Sears will be required to establish a doorway access into their store at the second level. However, the public access rights-of-way with stairways down to the street level are all in place.

This overpass is being proposed at this time as the major development proposal on the north side of Kingsway is presently in the rezoning process (Rezoning Reference #03-40) and it is anticipated that the proposal will be going forward in the near future to a Public Hearing. It is necessary to design the overpass and the north side overpass landings in a co-ordinated manner with the building design work for this major project that is underway by the private developer and his architects (see attached Sketch #3).

It is noted that the developer is also proposing, at their expense, to also construct an east-west pedestrian overpass on McMurray Avenue, just north of Kingsway that will link both portions of their development. This overpass will be an important public pedestrian feature of the development with statutory right-of-way for the public but will not receive any City financial support.

On 2004 May 03, Council approved the following recommendation:

**“THAT** Council authorize staff to initiate the process of engaging a consultant for the design of the designated Metrotown grade-separated overpass across Kingsway from this site to the Metrotown Centre site as part of this rezoning application as outlined in Section 3.1 of this report”.

The purpose of this report is to seek approval for a process that would provide for the design, funding and construction of the pedestrian overpass of Kingsway at McMurray Avenue.

**2.0 LEGAL REQUIREMENTS REGARDING USE OF DEVELOPMENT COST CHARGES (D.C.C.'S)**

Since 1983, the City has been collecting a Development Cost Charge for the Metrotown Grade-Separated Pedestrian Linkages for all new non-residential (commercial) development in the Metrotown Core area. The charge is \$3.29 per square metre or \$0.306 per sq.ft. of building area and is applicable at the time of rezoning. This account for both of the proposed overpasses has currently accumulated \$2,920,500. Under the terms of the Provincial requirements for the use of Development Cost Charge funds, the City is required to contribute 20% of the cost of the project. The City contribution/share to assist with the project has been made on a yearly basis and is included in the account total. Provincial regulations require that these funds only be spent for the purpose that they were collected.

The proposed overpass of Kingsway at McMurray Avenue is a civic development project. Sufficient funds for this proposed overpass are available from deposits and interest obtained to date. The landings for the overpass on the north side of Kingsway will be the responsibility of the developer while the landings on the south side will be the responsibility of the City.

**3.0 OVERPASS DESIGN**

As outlined in the report to Council on 2004 May 03, it is considered highly desirable to construct the proposed overpass of Kingsway in conjunction with this major redevelopment proposal on the north side of Kingsway (Rezoning Reference #03-40). In addition to the proposed 32 storey residential tower, the development is proposed to have two to three levels of retail/commercial development plus three levels of office space above for the site encompassing both the east and west sides of McMurray Avenue. This project is anticipated to be a very significant landmark project on the north side of Kingsway in the core of Metrotown. In order to achieve the most desirable connection across Kingsway, the design of the private commercial/office building that will receive the public overpass structure is best to be achieved in an integrated manner and should be coordinated concurrently. The developer is responsible for the landings, stairways, elevators and structural integrity of his development sufficient to appropriately receive the actual overpass. The public nature of these provisions will be protected by legal documentation.

Across from McMurray Avenue on the Metrotown Centre site there is an existing partially constructed elevated pedestrian walkway which extends from the Sears building of the Metrotown Centre complex out to the Kingsway property line. This elevated walkway is proposed to be extended across to the north side of Kingsway to the east side of McMurray Avenue by means of a pedestrian overpass and will be integrated with the design of the second level of the proposed new

commercial building. The distance of the span is approximately 45m and the overpass proposed is to be weather protected and designed with CPTED principles in mind. This overpass, when completed, will provide a direct pedestrian link between the north side of Kingsway and the existing elevated pedestrian structure that extends to Metrotown Centre and eventually through the mall to Central Boulevard. To achieve this eventual continuity, it is proposed that this elevated walkway will link directly into Sears at their second level. Such a request will be pursued with Sears along with a proposed timetable once the overpass is initiated. The existing elevated pedestrian walkway has an additional existing stairway near the Sears store. Design modifications will need to be pursued to achieve a functional, effective and visually appropriate connection of the new overpass to the existing elevated walkway and new stairway on the south side of Kingsway.

The overpass and adjoining apartment tower will form a significant landmark along Kingsway that will effect a change in the image of Metrotown. This overpass will function as a gateway feature along Kingsway within the core area of Metrotown with a distinctive design, including special lighting. In terms of design, the overpass of Kingsway is to provide a sense of quality, transparency, safety and convenience. The structure should be architecturally compatible with the steel and glass approach to the design of the commercial and residential building being proposed by the architect for this rezoning. The "private" pedestrian overpass of McMurray Avenue being proposed by the developer is also being designed by the project architect.

#### **4.0 CONSULTANTS FOR THE DESIGN AND CONSTRUCTION OF THE PEDESTRIAN OVERPASS WITH REZONING REFERENCE #03-40**

The developer of the subject rezoning (Reference #03-40) on the north side of Kingsway has requested in writing the City pursue the overpass design and construction in conjunction with the commercial/residential project. This Department is of the view that it would be desirable to consider using the same architect, Busby & Associates, Architects for the overpass design, and his consultant, Fast & Epp Structural Engineers. As noted in the previous report to Council, this will ensure that the overpass design is co-ordinated with the private investment. The construction of the overpass in conjunction with the private buildings will avoid the disruption to the businesses if the overpass were to be constructed some time later, after the commercial space is completed and occupied. It is essential that the public overpass of Kingsway be carefully integrated with the commercial access points and staircases that will serve the overpass and the private building at the ground, second and third commercial levels.

Staff are of the opinion that subject to negotiating a suitable agreement regarding design services and fees, this architect and his structural consultant are the appropriate ones for this project in terms of being in a position to achieve the objective of close co-ordination of the public overpass with the private commercial/residential project including the private overpass. Busby & Associates, Architects is well known for creating distinctive, attractive and functional projects such as, in Burnaby, the Brentwood SkyTrain Station on the Millennium Line which has received

major design awards, including recently Canada's most prestigious architectural award, the Governor General of Canada Medal in Architecture and the Association of Professional Engineers and Geo-Scientists of B.C. office on Regent Street which also won impressive design awards, along with Fast & Epp Structural Engineers, who were the engineers for both these innovative projects. This design group has the technical background and expertise to create a design for the overpass which will provide the type of quality landmark overpass for Metrotown that is functional, attractive and cost-effective in terms of construction and future maintenance.

Staff request authority to enter into negotiations with this design group with the intent to reach an agreement on a suitable fee scale that is within the guidelines set out by the AIBC - Tariff of Fees for Architectural Services. To assure proper co-ordination of the overpass with the proposed rezoning proposal as outlined in this report, it would be necessary for the agreement to be completed and the design of the overpass well advanced by Third Reading of the rezoning bylaw and desirably fully completed by Final Adoption.

In addition, it is recommended that the City independently retain a professional Quantity Surveyor as part of the project team to assist staff in establishing construction values which will be used to determine the City's contribution to the design and construction of the proposed overpass. This is consistent with other major civic projects and will be pursued through the auspices of the Major Civic Building Project Co-ordination Committee.

## **5.0 SUMMARY**

The key points related to the construction of the McMurray Avenue/Kingsway public pedestrian overpass are as follows:

1. The design and construction of the pedestrian overpass needs to be co-ordinated with the major private redevelopment proposed by Intracorp Development as part of Rezoning Reference #03-40.
2. The City is required to follow certain procedures for the use of available Development Cost Charge funds that have been collected since this overpass was planned in 1982, and partially constructed on the south side of Kingsway by Metrotown Centre.
3. Busby & Associates Architects and Fast & Epp, Structural Engineers, are presently involved with the retail, office and residential tower proposed on the north side of Kingsway. Given the demonstrated expertise of these consultants and the need to co-ordinate the overpass pedestrian connections and the building design, they are considered the appropriate design group to complete the overpass design for the City.

4. In conjunction with the Major Civic Building Project Co-ordination Committee, an independent Quantity Surveyor will be utilized to review preliminary plans, to ensure that costs are closely controlled throughout the design process.

It is requested that the Committee endorse this co-ordinated approach to the construction of the pedestrian overpass of Kingsway at McMurray Avenue and seek Council approval to authorize staff to proceed on this basis on the understanding that a further report will be submitted, with a suitable agreement for the engagement of this design group and an estimate for the design and construction costs for the project.

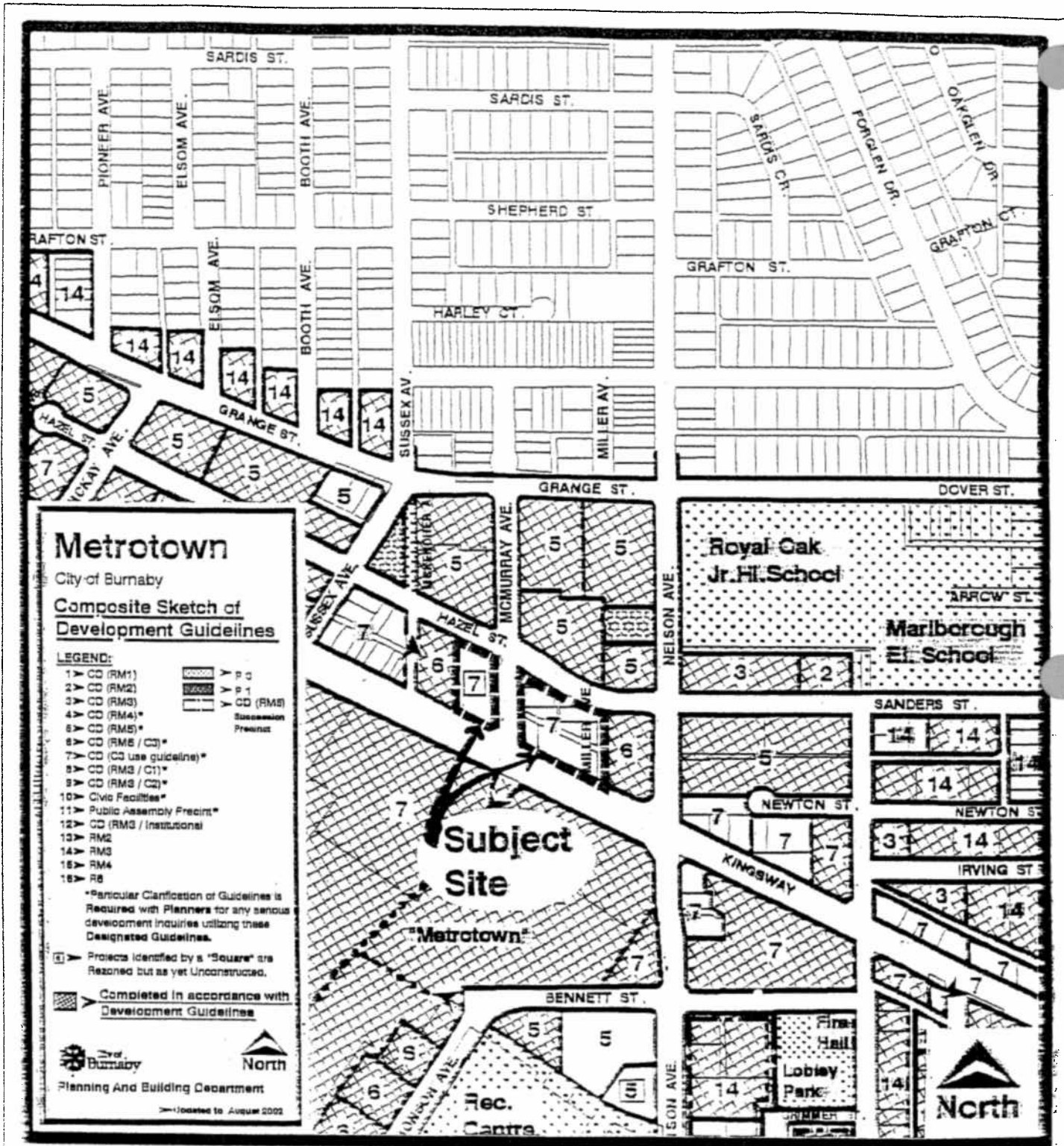


J. S. Belhouse  
Director Planning and Building

BR/KI:gk  
Attach

cc: City Manager  
Director Finance  
Director Engineering  
City Solicitor  
Assistant Chief Building Inspector - Project Management

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**Planning and Building Department**

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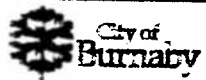
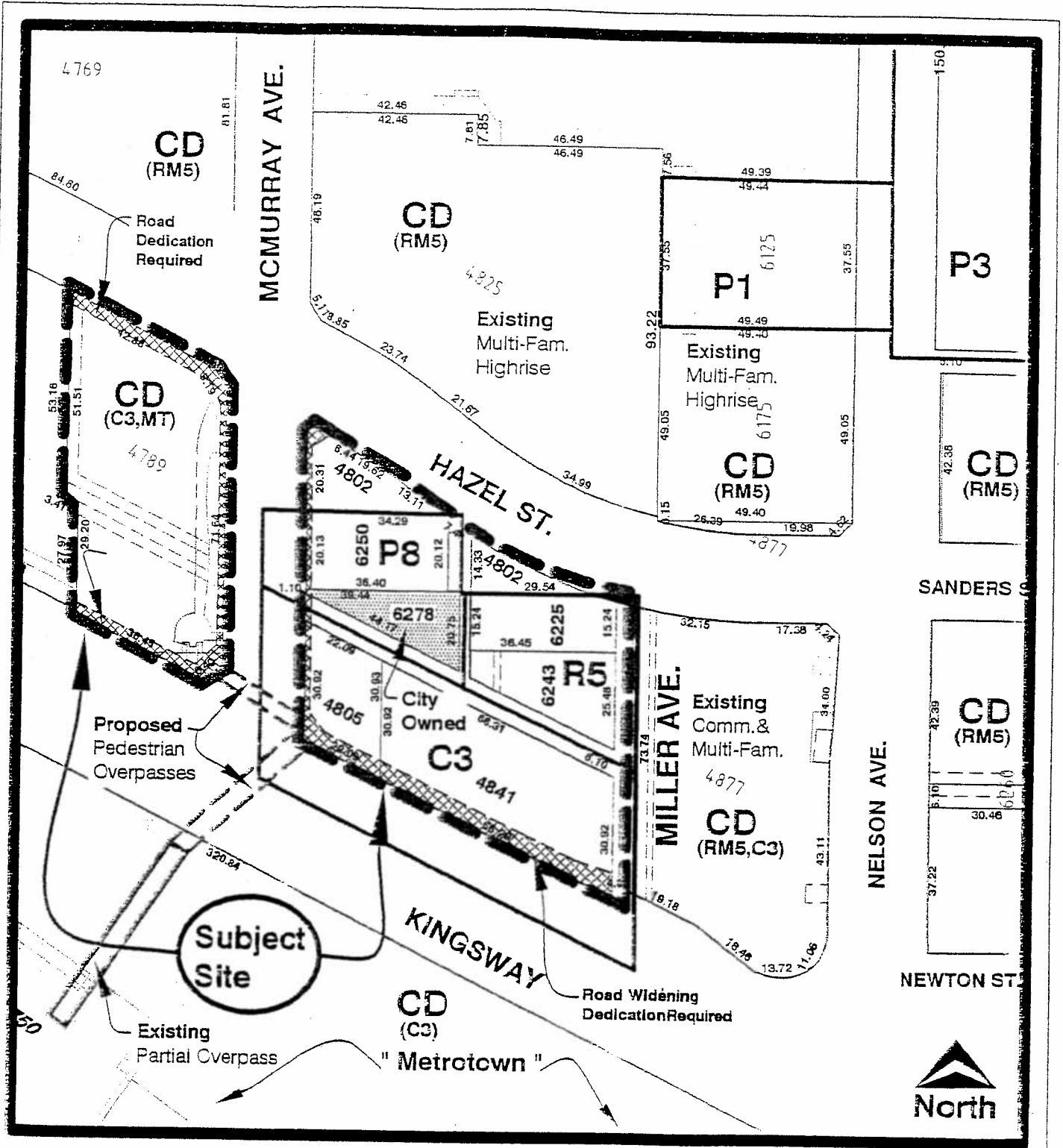
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Date: April 2004

**REZONING REFERENCE 03 -- 40**  
Kingsway/McMurray/Hazel/Miller

Sketch # 1





Planning and Building Department

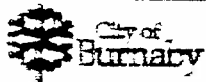
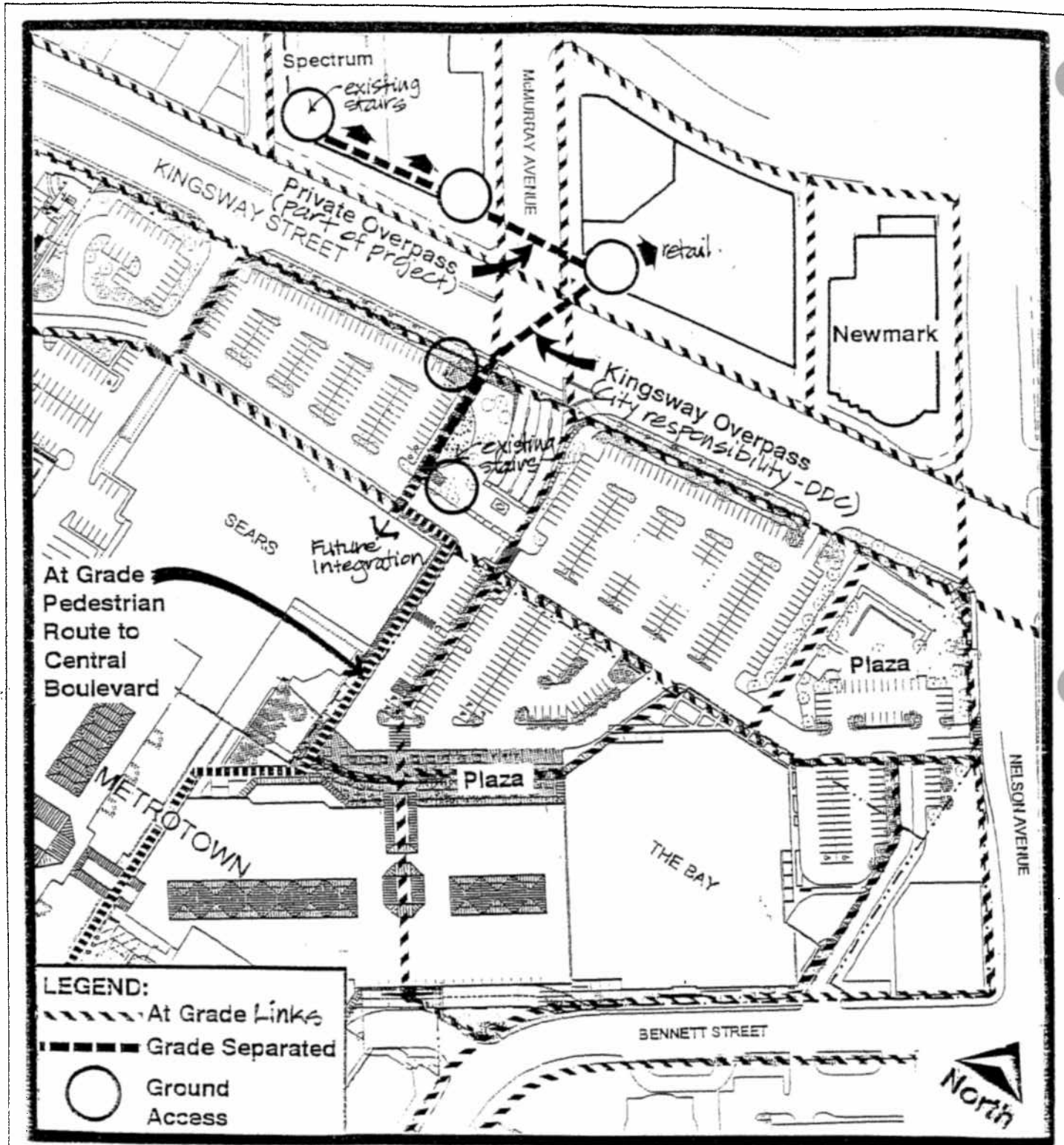
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REZONING REFERENCE 03 -- 40 68  
Kingsway/McMurray/Hazei/Miller

Sketch # 2



Planning and Building Department

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Date: April 2004

Grade & Grade Separated Pedestrian System  
 Related to Kingsway Overpass at McMurray Ave.

Sketch # 3