



Meeting 2008 May 26

COUNCIL REPORT

FINANCE AND CIVIC DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: PROPOSED OFFICE BUILDING - CITY HALL COMPLEX
PRELIMINARY DESIGN**

RECOMMENDATIONS:

1. THAT Council bring down a Capital Works Expenditure Bylaw in the amount of \$262,500 (inclusive of 5% GST) to fund preliminary building design, site servicing and site development concepts for a proposed office building for the City of Burnaby and the Board of Education of School District #41 purposes within the City Hall Complex, as outlined in Section 3.0 of this report.
2. THAT Council authorize the execution of a cost share agreement between the City and School District #41 for the subject expenditures, as outlined in Section 3.3 of this report.

REPORT

The Finance and Civic Development Committee, at its meeting held on 2008 May 21, received and adopted **the *attached*** report seeking Council expenditure authorization to prepare preliminary designs and cost estimates for a proposed office building for City and School District purposes within the City Hall Complex.

Respectfully submitted,

Councillor D. Johnston
Chair

Councillor N. Volkow
Vice Chair

Councillor G. Begin
Member

<p>Copied to:</p>	<p>City Manager Deputy City Manager Director Finance Assist. Chief Bld. Inspector - Project Mgmt. Director Planning & Building Director Engineering Director Parks, Recr. & Cult. Services Secretary Treasurer - School District #41 City Solicitor</p>
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TO: CHAIR AND MEMBERS
FINANCE AND CIVIC DEVELOPMENT
COMMITTEE

DATE: 2008 May 15

FROM: MAJOR CIVIC BUILDING PROJECT
COORDINATION COMMITTEE

SUBJECT: **PROPOSED OFFICE BUILDING – CITY HALL COMPLEX –
PRELIMINARY DESIGN**

PURPOSE: To seek Council expenditure authorization to prepare preliminary designs and cost estimates for a proposed office building for City and School District purposes within the City Hall Complex.

RECOMMENDATIONS:

1. **THAT** Council bring down a Capital Works Expenditure Bylaw in the amount of \$262,500 (inclusive of 5% GST) to fund preliminary building design, site servicing and site development concepts for a proposed office building for the City of Burnaby and the Board of Education of School District #41 purposes within the City Hall Complex, as outlined in Section 3.0 of this report.
2. **THAT** Council authorize the execution of a cost share agreement between the City and School District #41 for the subject expenditures, as outlined in Section 3.3 of this report.

REPORT**1.0 INTRODUCTION**

At its Closed meeting of 2007 February 22, the Finance and Civic Development Committee received a report which presented a proposal for the development of a new office building within the City Hall Complex to accommodate School District #41 and City administrative offices. The recommendations of the report, seeking Council and Burnaby School Board endorsement in principle for the subject project, and authorization for staff to develop terms of reference for advancement of the preliminary building design concepts, were subsequently adopted by Council as part of its closed agenda, and the School Board, on 2007 March 05 and 2007 April 10, respectively.

This report seeks expenditure approval for the advancement of the preliminary building design, site servicing and site development concepts and for the execution of a cost share agreement between the City and School District #41 with respect to this next phase of work.

To: Finance and Civic Development Committee
From: Major Civic Bldg. Project Coordination Committee
Re: Proposed Office Building-City Hall Complex
2008 May 15 Page 2

This report has been prepared for the consideration of the Finance and Civic Development Committee with input from Burnaby School District staff. School District staff have advised that Board approval for execution of the subject cost agreement will be sought.

2.0 PROJECT CONCEPT AND MUTUAL BENEFITS

The City and the School District have concurrent needs for the development of new office space. The School District has been considering options for the redevelopment of its older administrative offices located at 5325 and 5385 Kincaid Street. The City also has a desire to relocate the City's Parks, Recreation and Cultural Services Department administrative staff, and other City staff, from space in the Deer Lake Centre I office building to the City Hall campus in order to allow for the closer integration of the Parks Department and Commission with other City departments and public functions.

From the perspective of the School District, relocation to a new office development within the City Hall Complex would allow for the replacement of the existing aging and inefficient office space on Kincaid Street and for the accommodation of improved meeting room space. Relocation of these functions to a new building would allow for the redevelopment of the current administrative office site for residential uses compatible with the surrounding neighbourhood context.

From a City perspective, the Parks, Recreation and Cultural Services Department administrative staff are the only major staff group which has extensive day-to-day contacts and interactions with other City Departments that is located outside of the City Hall campus. Bringing this group into the campus would result in improved inter-action between City Departments involved in various aspects of park development, programming of park facilities, and coordination of community planning and development approval processes. The proposed building would also provide an opportunity for the provision of some additional space to meet general space needs for the City.

The co-location of the School District offices in this location would also bring mutual benefits to both the City and School District. A joint facility would provide for access and use of the City cafeteria, public plazas, parking facilities, and available transit services with overall benefits in terms of more efficient and intensive use of existing and proposed public facilities. In relation to the proposed building itself, the joint building program will also achieve benefits in public cost savings through shared building mechanical and services, building and grounds maintenance activities, and site and building development costs that would otherwise occur through the individual development of office space on separate sites.

From a broader public perspective, integration of local government functions within a common location will provide benefits in terms of public access to both City and School District services. The City and the School District cooperate on an increasing number of programs, operational functions, and capital development activities that would benefit from the co-location of School District and City offices. A shared location for the City and the School District would result in public benefits in terms of increased synergy and improved services for interrelated City, Parks Department, and School District facilities, programs and planning functions. Currently, shared activities include:

To: Finance and Civic Development Committee
From: Major Civic Bldg. Project Coordination Committee
Re: Proposed Office Building-City Hall Complex
2008 May 15 Page 3

- partnership in the designated Community Schools program
- programming and development of shared school, park sites and sports fields
- recreation programming within Burnaby schools
- community use and access to school facilities such as gyms, fields, meeting rooms, theatre space and other facilities
- City contributions to playground development on school sites
- development of City Youth Centres in association with Schools
- planning, development and permit approval activities for new development, selection of school sites, projection of future school enrolment, and maintenance of existing facilities

Overall, the proposed building program would represent the coming together of two important community-serving institutions. The proposed program would bring direct benefits to the City, the School District, and local Burnaby residents, businesses and students in terms of a common location, efficient use of building resources and services with associated cost savings, and future community building opportunities arising from supportive interactions and relationships between the City and the School District.

3.0 PRELIMINARY BUILDING DESIGN DEVELOPMENT

3.1 Building Concept

In 2004, Council and the School Board respectively adopted recommendations advanced by the Finance and Civic Development Committee and the Buildings and Grounds Committee, School District #41 to endorse an initiative for the possible development of a new shared office building to accommodate Burnaby School District and Parks, Recreation and Cultural Services Department administrative staff.

Arising from this endorsement, a consultant, through the firm of Musson, Cattell, Mackey Partnership, was engaged to determine the preferred location, space requirements, preliminary costs, and feasibility of the proposed joint office building. Based on this review, and consideration by the Finance and Civic Development Committee and the Building & Grounds Committee of the School District at closed meetings on 2006 May 01 and 2007 March 05, a site located adjacent to the main driveway entrance to the City Hall Complex, directly south of the bus stop, was selected as the proposed location of the new building, as indicated in *Attachment 1*.

This site offers access, visibility and identity for the proposed offices in a location that is directly related to the City Hall in terms of public access, parking, and transit service. The site also allows for the direct inter-connection of the proposed new building with the existing buildings and functions accommodated within the City Hall Complex. The preliminary building program consists of space allocated for City and School District use. At this time, the School District has an identified need for about 21,000 square feet of building space. The City would also occupy a similar amount of space in the building. This potential floor area would provide a cost effective opportunity for the City to relocate the remaining staff functions from Deer Lake I, and provide for some additional office and facility space to meet City needs.

To: Finance and Civic Development Committee
From: Major Civic Bldg. Project Coordination Committee
Re: Proposed Office Building-City Hall Complex
2008 May 15 Page 4

In this location, the proposed building would comprise a two-storey structure of approximately 42,000 square feet of gross floor area with one level of under building parking. The site suggests the development of a curved building following the Deer Lake Drive frontage. The main entry to the building, with a modest plaza area, would front the City Hall loop driveway access. The existing bus stop structure would be relocated slightly east to clear the building entry. Secondary access to underground parking would be taken from Deer Lake Parkway, with primary access to surface and underground parking taken from Deer Lake Avenue.

3.2 Terms of Reference

Based on the work completed to date, staff have prepared Terms of Reference for issuance of a proposal call for architectural and consulting services to undertake the first phase of the building and site design development work. This work would include completion of the preliminary building design, development of a conceptual site layout and landscape plan, preliminary on-site and on-site engineering designs, building design development to 25% completion, and preparation of project estimates. Features of the proposed project would include:

- primary exterior finishes with a combination of architectural concrete and glass curtain wall with other elements consistent and complementary to the existing buildings within the City Hall campus.
- common mechanical and electrical systems for the entire building with independent controls for use in assigned spaces.
- common public lobby and public facilities, multi-purpose meeting rooms, and end-of-trip facilities for cyclists.
- designated individual access points for City and School District staff for parking and work areas.
- investigation and assessment of options to achieve LEED's Silver Certification with resulting savings in operating energy costs, reduction in greenhouse gas emissions, savings in long term maintenance costs and use of alternate energy sources.
- design and development of new pedestrian linkages and entrances to link the new and existing building within the City Hall campus together with landscaping, lighting and other public spaces.
- completion of site servicing, underground wiring, and street and pedestrian improvements, including adjacent urban trail connections and related changes.
- one level of under building parking to meet a standard of one space per 495 square feet of office space, and reconfiguration of surface parking to create approximately 168 parking stalls to the south of the building.

3.3 Project Budget and Phase 1 Design Expenditures

The subject building design development work would provide for preliminary project cost estimates, at which point, Council and the School District would be able to re-evaluate the proposal prior to advancing to completion of the building design for tender and construction. The cost shared estimate of the proposed first phase of design development work is in the order of \$262,500 (inclusive of GST). Sufficient Capital Reserve funds are available for this purpose and the expenditures have been included within the 2008 Annual Financial Plan. This report requests

To: Finance and Civic Development Committee
From: Major Civic Bldg. Project Coordination Committee
Re: Proposed Office Building-City Hall Complex
2008 May 15 Page 5

Council authorization for introduction of the required expenditure bylaw, not to exceed \$262,500, inclusive of GST, to undertake the proposed design work on a cost shared basis with the School District.

The Burnaby School District has previously accepted in principle, to reimburse the City for the School Districts 50% cost share of this design phase, based on an equal assignment of future floor space. As such, Council approval is sought for execution of a cost share agreement with the School District on this basis. The agreement would secure repayment to the City for expenditures related to this shared project. This first phase of design work will take approximately 6 months to complete with the School District repayment to be received upon completion.

Phase 2 Building Design

Should the City and the School District determine to advance the project and complete the remaining building design, landscaping design and engineering servicing design work, a further design expenditure would be required to complete the design for tendering of the building for construction. The detailed design phase would take approximately 12 months to complete, with a following 15 month construction period.

3.4 General Terms of Agreement

As part of the previous closed reports considered by Council and the School District, an agreement on general terms was reached with regard to management of the proposed joint building project, building ownership, assignment of building development, construction and operating costs, approaches to ongoing building operations and maintenance, and shared use of various building elements and services. Given the location of the proposed development on City lands, the City would assume responsibility as the lead agency for the development in consultation with the School District. Under a subsequent cost share agreement for completion of the design and construction of the building, the School District would fund its share costs for major stages of project development. With construction of a shared building within the City Hall campus, the School District would have an ownership interest in the building through a "pre-paid" lease agreement arising from its investment in the development and construction of the building. The City would retain ownership of the property. Costs for operation and maintenance of building and associated grounds would be shared equitably based on the allocation of exclusive use space and other considerations. The further development and authorization for execution of a detailed agreement between the City and the School District for the use, ownership and maintenance of a shared building are to be the subject of further reports Council.

4.0 CONCLUSION

This report outlines a proposed shared building program that would be expected to bring individual and joint benefits to the City and the School District in terms of building construction costs and efficiencies, community building opportunities, and service benefits for Burnaby residents, businesses and students from development of a common location for City and School District offices.

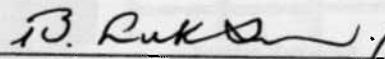
To: Finance and Civic Development Committee
From: Major Civic Bldg. Project Coordination Committee
Re: Proposed Office Building-City Hall Complex
2008 May 15 Page 6

The project is based on the result of previous site investigation work and discussions advanced through the respective Finance and Civic Development Committee of the City and the Building & Grounds Committee of the School District. Arising from these considerations, Council and Burnaby School Board endorsed in principle, the subject project, and authorized staff to develop terms of reference for advancement of the building design concepts.

Based on the work completed to date, staff have prepared Terms of Reference for issuance of a proposal call for architectural and consulting services to undertake the first phase of the building and site design development work. This work would include completion of the building program, development of a conceptual site layout and landscape plan, preliminary on-site and on-site engineering designs, building design development to 25% completion, and preparation of project estimates for a two-storey office building of approximately 42,000 square feet. The estimated cost of the proposed first phase of design development work is \$262,500, inclusive of GST, to be cost shared on a 50/50 basis with the Burnaby School District. This first phase of work will take approximately 6 months to complete. Sufficient funds for this purpose have been provided for in the 2008 Capital Program.

Council authorization is sought for an expenditure bylaw to advance the subject preliminary building design development, site servicing and site development concepts, and for execution of a cost share agreement between the City of Burnaby and the Board of Education of School District #41, for this component of the design work.

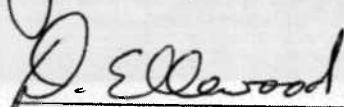
With Council adoption of the required expenditure bylaw, and subject to execution of the proposed cost share agreement with the Burnaby School District, staff would proceed to issue a proposal call for the subject design development work. On completion, a further report on the results of this work would be advanced through the Finance and Civic Development and Buildings & Grounds Committee for consideration.



Basil Luksun, Chair, Major Civic Building Project
Coordination Committee



Lambert Chu, Director Engineering



David Ellenwood, Director Parks, Recreation &
Cultural Services

LP:JC:tn:sa

Copied to:

City Manager

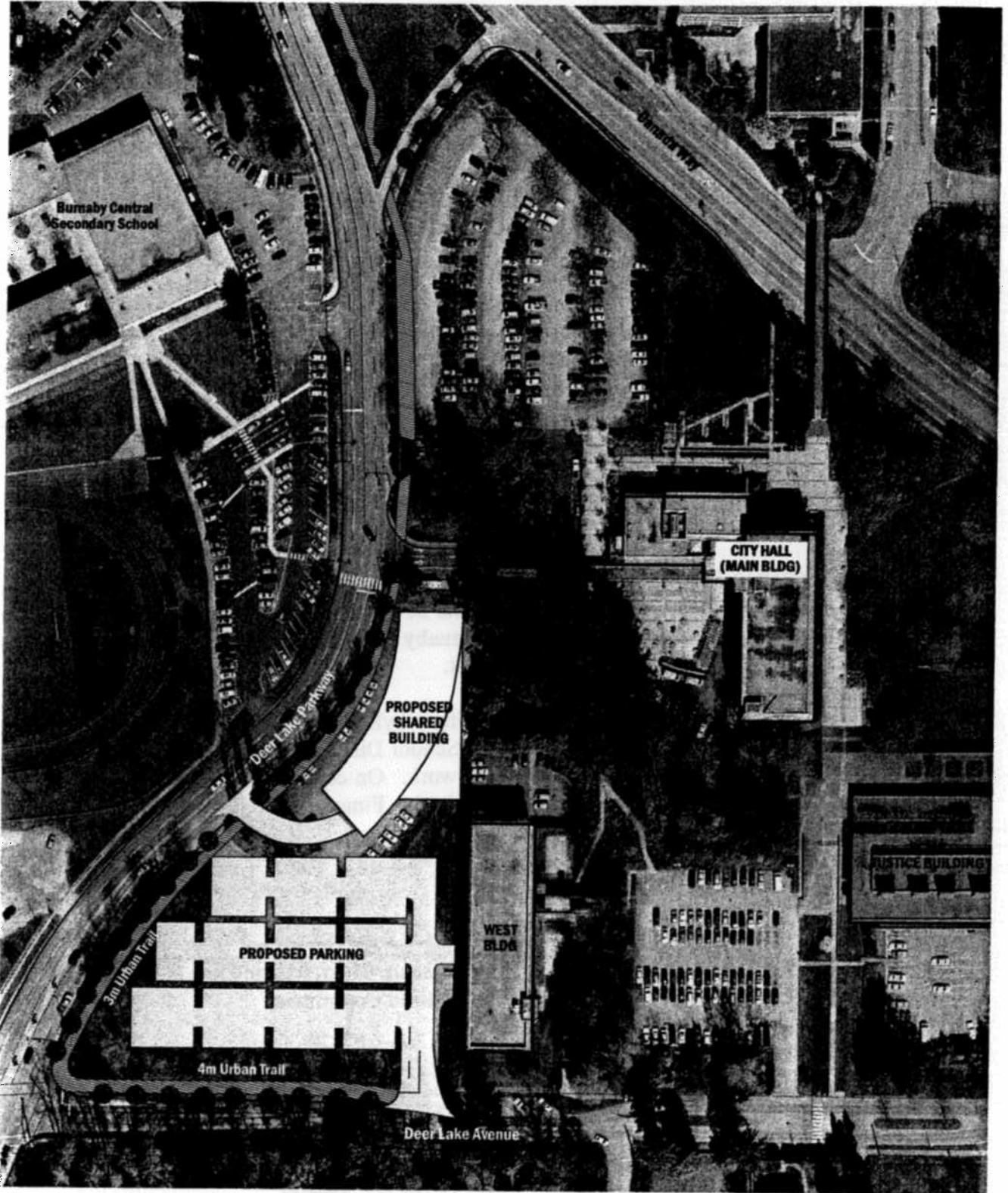
Director Finance

Assistant Chief Bldg. Inspector – Project Management

Deputy City Manager

Secretary Treasurer – School District #41

City Solicitor



Attachment 1
Proposed Burnaby City Hall/School District 41 Building

 Proposed Urban Trail