

TO: MAYOR & COUNCILLORS
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT AND
GENERAL MANAGER LANDS AND FACILITIES
SUBJECT: **CITY HALL ON DEER LAKE SITE (4949 CANADA WAY)**
PURPOSE: To provide Council an update and request approval to continue with
option B feasibility study for the future City Hall at 4949 Canada Way.

RECOMMENDATION

THAT staff be authorized to continue the feasibility studies of Option B for a new City Hall on the Deer Lake site, as outlined in the report titled “City Hall on Deer Lake Site (4949 Canada Way)”, dated January 29, 2024.

1.0 POLICY SECTION

The proposed new City Hall aligns with the following policies and plans adopted by Council:

- Corporate Strategic Plan (2022);
- Regional Context Statement (2013);
- Economic Development Strategy (2007);
- Social Sustainability Strategy (2011); and
- Environmental Sustainability Strategy (2016).

2.0 BACKGROUND

On September 11, 2023, City Council received an update from staff on the results of a recent public engagement campaign regarding the development of a new City Hall. Council directed staff to develop plans for a new City Hall campus at the current City Hall location (4949 Canada Way).

3.0 GENERAL INFORMATION

3.1 EXISTING CITY HALL ANALYSIS

As described below, the current City Hall building at 4949 Canada Way does not meet current seismic, accessibility or sustainability standards and requirements for public institutional buildings. Furthermore, the current City Hall buildings do not meet current space requirements for City functions, requiring residents, customers and visitors to travel between buildings, thereby failing to deliver quality customer service. Any renovation or reconstruction of the City Hall buildings should take all of these factors into consideration, and a comprehensive solution that meets multiple civic objectives needs to be pursued.

Space Needs

When the City Hall main building was built in 1955, Burnaby's population was 75,000. Today, the population has grown to 249,125 (2021 Census), driving continued growth in City services. Over the last 68 years, City services have long outgrown the building. Today, staff are spread across four buildings making it inconvenient for visitors who often must travel to different buildings to do their business. The future City Hall needs to be flexible and adaptable to accommodate future changes in services, activities, equipment, and technology. Implementing a modular space layout will allow future space configurations, allowing adaptability to future workflows.

A detailed functional program for City Hall was developed in July 2022. This program provides a baseline understanding of the functional and spatial requirements of the activities to be accommodated within conceptual City Hall facilities. The program will be used as a tool to inform office accommodations at 5, 10 and 20-year planning horizons. While the new City Hall will include public spaces, the main driver of space needs will be growth in City Hall staff headcount, so office space and workstation standards will be considered to optimize the use of the building and minimize future space needs. This program, recommending a total of 355,000 square feet for the new City Hall, is used as a baseline for the Deer Lake options analysis.

Seismic Studies

Seismic assessment reports were completed by a professional engineering firm in 2016 and repeated in 2023 based on upgraded building codes. These reports assessed the seismic risks of damage to City Hall in the event of an earthquake. They found that, like many other buildings built in the mid-1950s that have undergone multiple additions and renovations, City Hall does not comply with the current seismic code requirements and is far from a current post-disaster building standard. They concluded that the main and west buildings are approaching a point in the buildings' life cycle where major capital reinvestment is required to meet today's seismic standards, through replacement or seismic upgrades. A new building can be designed to meet post-disaster requirements, facilitating business continuity for the provision of government services in the event of a seismic or other disaster event.

Sustainability

Sustainable buildings minimize energy and water consumption, use drought resistant and native plant species, as well as efficient irrigation design, and re-use storm and grey water for irrigation. Energy and mechanical systems play a role in reducing operational costs and emissions. To meet our current design standards, our goal is to make City Hall more energy efficient, eliminating all on-site use of natural gas, choosing mechanical, electrical and plumbing systems with low refrigerant use to reduce Global Warming Potential (GWP) from refrigerant leaks which have a profound negative impact on climate change.

Accessibility Requirements

The existing City Hall is not barrier free and presents accessibility challenges. Areas where staff serve the public are often located away from the main entrances of the

buildings, and most are located on different floors. Public service counters are currently dispersed, with several individual reception and public service functions. Public restrooms are only located at the main floor, forcing the public to return to the main floor to use these facilities. City Hall facilities should be barrier free and promote access for individuals of all ages and abilities. Consideration for accessibility should be made at building entrances, and corridors should accommodate circulation for two wheelchairs traveling in opposite directions. The design should incorporate counter heights and other design elements that enable barrier-free access for all.

Inclusivity Requirements

Inclusive washrooms have become a standard in City facilities to accommodate a range of genders, ages, and families at municipal facilities. However, there are no universal washrooms at City Hall. City Hall should be inclusive to all individuals and promote cultural safety; it should welcome individuals speaking a wide variety of languages, representing a broad range of ethnicities, various gender identities, and be welcoming to all cultures.



Figure 3.1.1 – Current City Hall Buildings

4.0 PROPOSED DEER LAKE CITY HALL OPTIONS

4.1 OPTION A – RENOVATION AND EXPANSION

The proposed expansion includes building a new building, identified in Figure 4.1.1 as Building “A”, to accommodate the staff currently located in the main and west buildings. After construction and staff relocation, renovation of the existing buildings can proceed. The RCMP building will be demolished following construction of the new RCMP building, allowing for construction of the expansion, identified in Figure 4.1.2 as Buildings “B”, “C”, and “D”. Proposed locations and building configuration allow optimal building light exposure while maintaining building connections and allowing for phased construction. Buildings “C” and “D” may not be required, depending on the building heights, office space standards and efficiency of the design.

Approximate phasing of this option would be design and construction of Building “A” by 2027 with staff relocation to the new building at the same time as the relocation of RCMP staff. Demolition of the RCMP building would follow and would start at the same time as renovations and structural upgrades to the existing City Hall buildings. Construction of Buildings “B”, “C” and “D” as required, could be completed by 2030-31.

While the new buildings will take into account the design considerations above, the renovations to the existing main City Hall and west building will include a full seismic upgrade to meet the 2024 BC Building Code (not post-disaster design requirements). Based on the information from the current seismic report, there is a practical limit to upgrade the main building to only 60% of the 2012 BCBC. Additionally, the life-cycle replacements of all building components are expected to reach the end of life within 15 years including the windows whose energy performance is very poor. Further costing and studies are required for the west building, but we expect a similar order of magnitude about some replacement and seismic upgrade costs. Accessibility and inclusivity upgrades will be limited to washrooms and service counters. Energy efficiency of the facility will be improved through replacement of building systems but will not bring the buildings to zero-emissions. Additional parking will be required for the new expansion buildings which will add to the project cost.

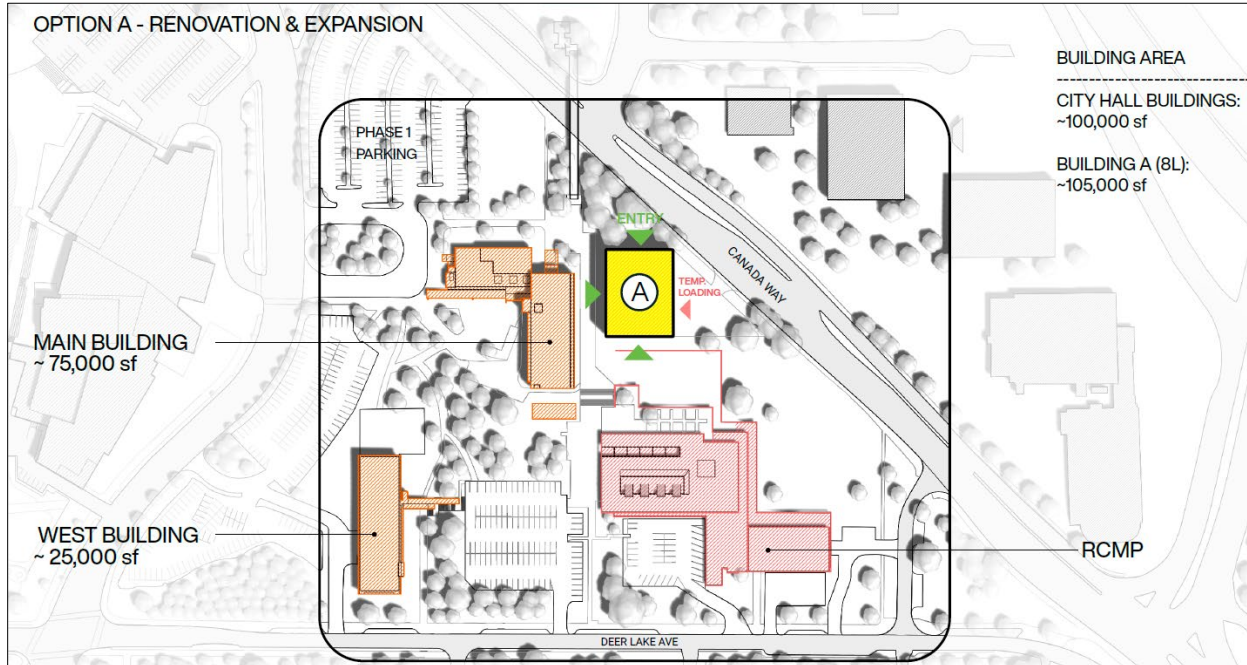


Figure 4.1.1 Option “A” – Phase 1 construction

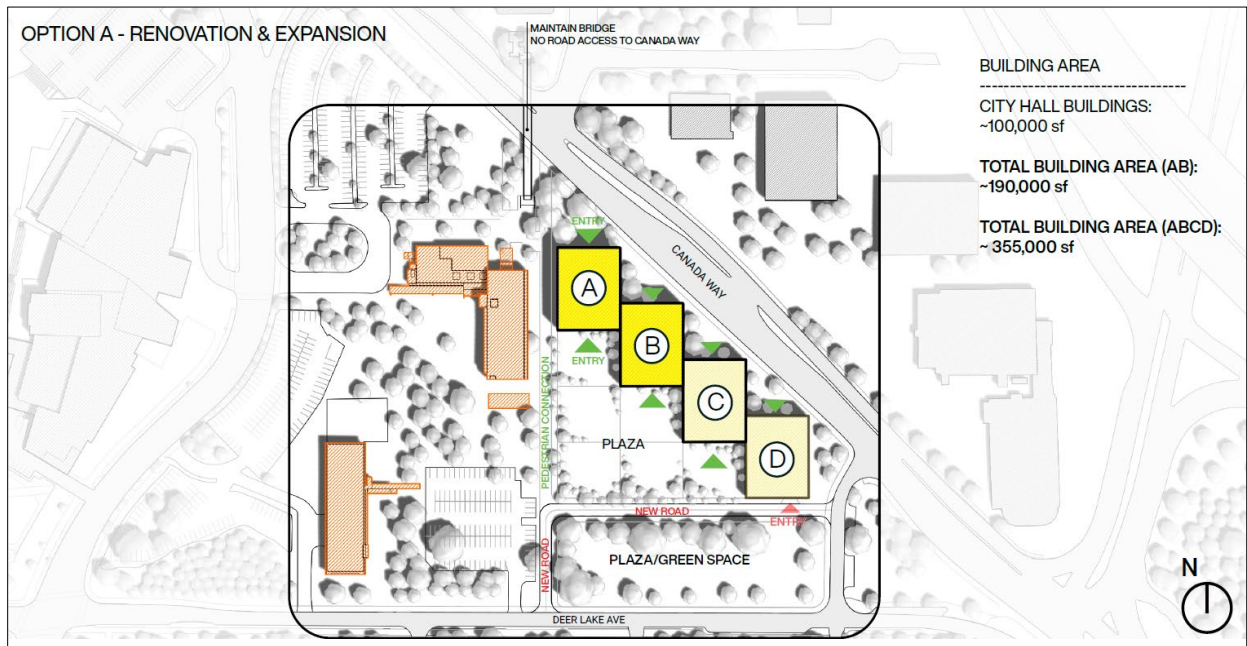


Figure 4.1.2 Option “A”– Renovation and phase 2 expansion

4.2 OPTION “B” – FULL NEW BUILD

Similar, to Option “A”, the first phase for this option is to build Building “A” of the new City Hall complex, as identified in Figure 4.2.1, and relocate staff from main and west buildings. Proposed locations and building configuration allow optimal building light exposure while maintaining building connections and allowing for phased construction. An important aspect of this phasing program is that it allows the first phase, which replaces currently utilized space, to develop without needing to construct additional parking; instead taking advantage of parking currently available to the various City Hall buildings.

Upon demolition of the RCMP building, expansion with the remaining “B” and “C” buildings, identified in Figure 4.2.2 can proceed during phase 2. This option can easily be built in multiple phases, allowing for expansion as and when needed. Once the existing parking adjacent to the existing buildings is demolished, the new staff and potential future event parking can be built with Buildings “B”, “C”, and “D” expansions.

Demolition of the existing City buildings on site will allow for future community planning to meet the needs of Burnaby's growing population and would be the subject of future studies and approvals of Council. The proximity to the natural lake environment provides an extraordinary opportunity to deliver a more vibrant public space that can accommodate different outdoor programming and future community buildings.

Approximate phasing of this option would be design and construction of Building “A” by 2027 with staff relocation to the new building at the same time as the relocation of RCMP staff. Demolition of the RCMP building would follow and would start at the same time as construction of Buildings “B”, “C” and “D”, which could be completed by 2031-2032.

These new buildings will include all seismic, sustainability, accessibility, and inclusivity design considerations above, and the buildings will meet post-disaster requirements and designed for zero-emissions. Additional parking will be required for the new expansion buildings which will add to the project cost. Figure 4.2.3 identifies a large underground parking facility that could be incorporated into the design that takes advantage of the slope of the land with street level access to lower floors of the building, which is a very efficient and cost-effective way of constructing underground parking.

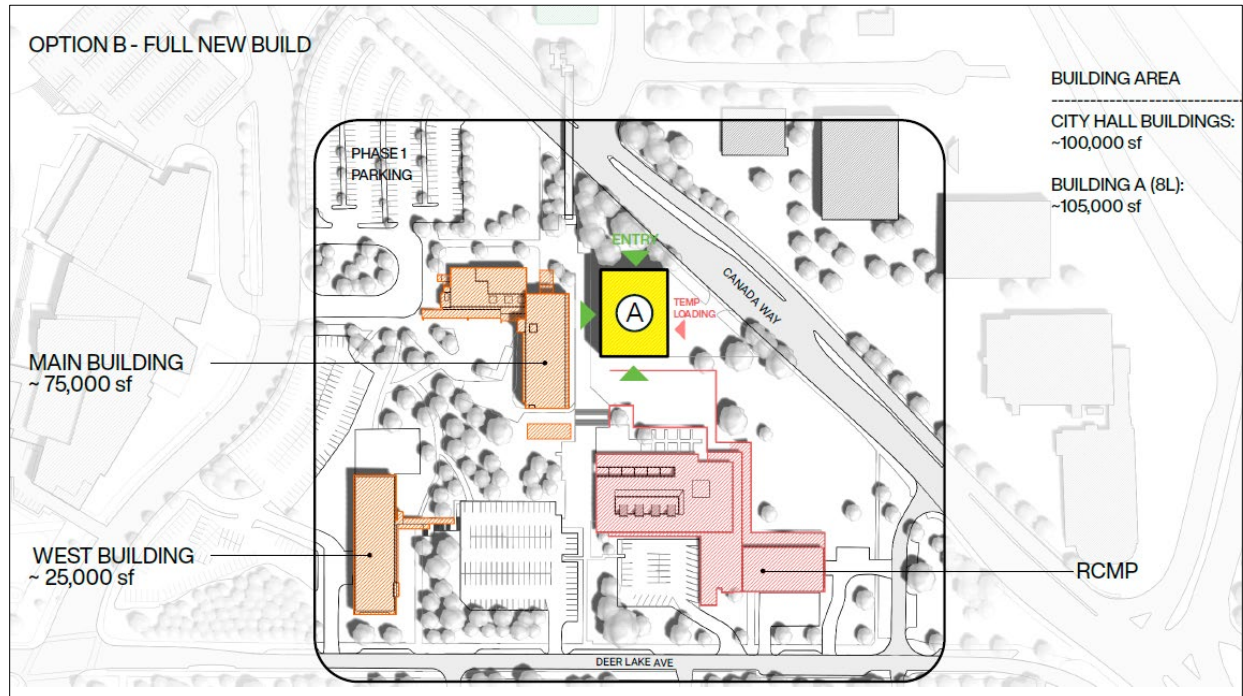


Figure 4.2.1 Option “B” – Phase 1 construction

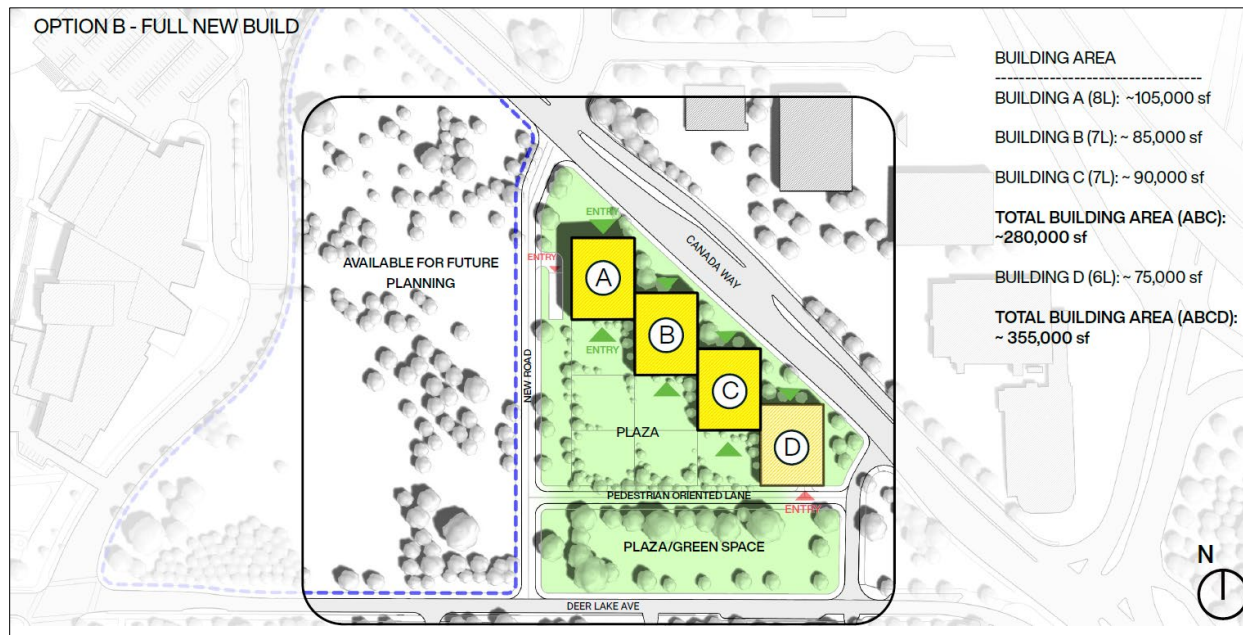


Figure 4.2.2 Option “B” – Full new build, phase 2 full expansion

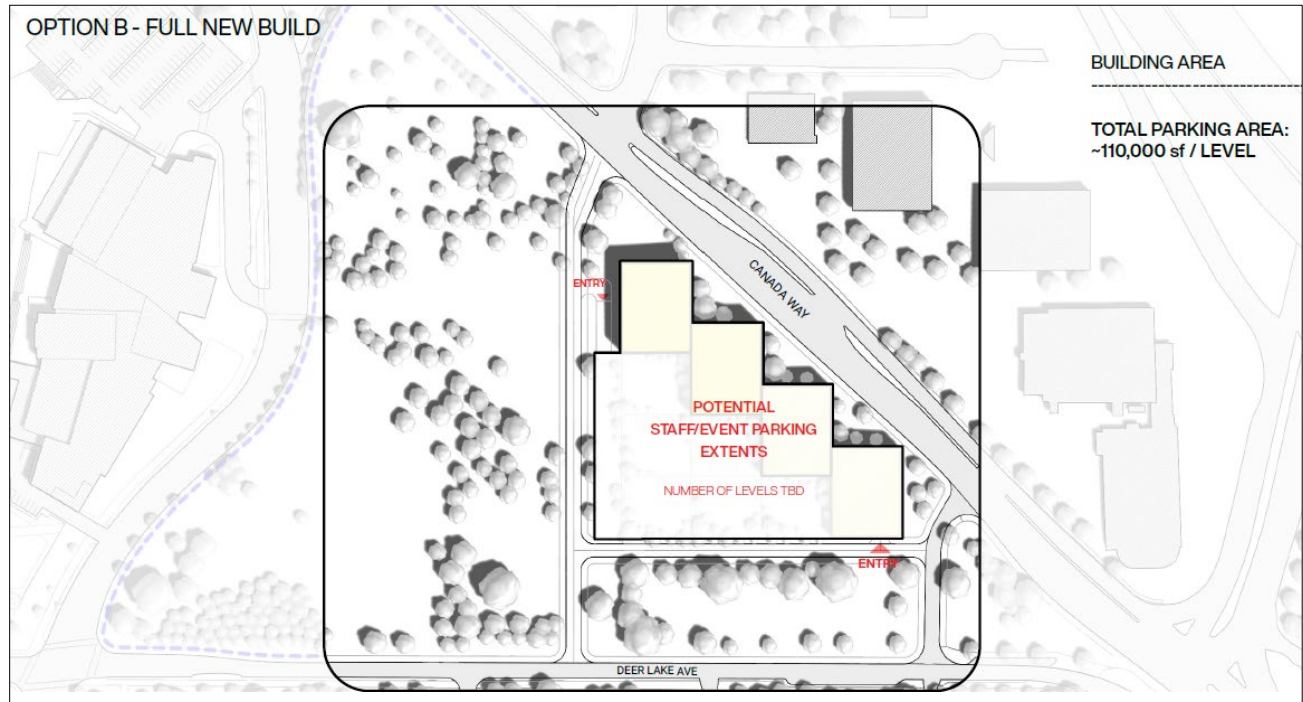


Figure 4.2.3 Option “B” – Potential staff and event parking

5.0 RECOMMENDATION AND NEXT STEPS

Because of existing buildings seismic upgrade costs, upcoming significant replacement costs and multiple advantages of the new build like efficient space planning, sustainability, accessibility, and others, staff recommend to continue the feasibility studies of Option “B” for future City Hall on the Deer Lake site. Staff will explore and confirm the detailed scopes of the project phases and will present a detailed project plan and costing report to Council in Summer of 2024.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development and James Lota, General Manager Lands and Facilities

ATTACHMENTS

Attachment 1 – Figures and 3D views

REPORT CONTRIBUTORS

This report was prepared by Kameliya Hristova, Senior Project Manager, and reviewed by Jose Teres, Senior Manager, Civic Development and Charles Allen, Director Civic Building Projects.