

The Corporation of the  
CITY OF WHITE ROCK



Finance and Audit Committee  
AGENDA

Monday, February 22, 2021, 5:15 p.m.

City Hall Council Chambers

15322 Buena Vista Avenue, White Rock, BC, V4B 1Y6

**\*Live Streaming/Telecast:** Please note that all Committees, Task Forces, Council Meetings, and Public Hearings held in the Council Chamber are being recorded and broadcasted as well included on the City's website at: [www.whiterockcity.ca](http://www.whiterockcity.ca)

The City of White Rock is committed to the health and safety of our community. In keeping with Ministerial Order No. M192 from the Province of British Columbia, City Council meetings will take place without the public in attendance at this time until further notice.

T. Arthur, Director of Corporate Administration

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Pages

1. **CALL TO ORDER**

Councillor Chesney, Chairperson

2. **MOTION TO CONDUCT FINANCE AND AUDIT COMMITTEE MEETING WITHOUT THE PUBLIC IN ATTENDANCE**

**RECOMMENDATION**

WHEREAS COVID-19 has been declared a global pandemic;

WHEREAS the City of White Rock has been able to continue to provide the public access to the meetings through live streaming;

WHEREAS holding public meetings in the City Hall Council Chambers, where all the audio/video equipment has been set up for the live streaming program, would not be possible without breaching physical distancing restrictions due to its size, and holding public meetings at the White Rock Community Centre would cause further financial impact to City Operations due to staffing resources and not enable live streaming;

WHEREAS Ministerial Orders require an adopted motion in order to hold public meetings electronically, without members of the public present in person at the meeting;

THEREFORE BE IT RESOLVED THAT the Finance and Audit Committee

(including all members of Council) authorizes the City of White Rock to hold the February 22, 2021 meeting to be video streamed and available on the City's website, and without the public present in the Council Chambers.

**3. ADOPTION OF AGENDA**

**RECOMMENDATION**

THAT the Finance and Audit Committee adopt the agenda for February 22, 2021 as circulated.

**4. ADOPTION OF MINUTES**

4

**RECOMMENDATION**

THAT the Finance and Audit Committee adopt the minutes of the February 3, 2021 meeting as circulated.

**5. COMMUNITY AMENITY CONTRIBUTION (CAC) PROJECT OPTIONS UPDATE**

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Corporate report dated February 22, 2021 from the Director of Planning and Development Services titled "Community Amenity Contribution (CAC) Project Options Update".

**RECOMMENDATION**

THAT the Finance and Audit Committee recommend that Council:

1. Direct staff to keep the following projects noted in this corporate report and in the draft 2021-2025 Financial Plan (identified by project name, year, and budget amount), and indicate whether additional funding from Community Amenity Contributions (CACs) is supported:
  - a. Centre Street Walkway Upgrades / 2023 / \$500,000;
  - b. Maccaud Park Improvements / 2021 / \$250,000;
  - c. All-Abilities Playground (Waterfront; location to be determined) / 2021 / \$1M;
  - d. Bay Street Beach Access Ramp / 2021 / \$150,000;
  - e. Display Building for Antique Fire Truck / 2021 / \$350,000; and
  - f. Transfer \$1M annually to Affordable Housing Reserve / 2021 – 2024 / \$4M;
2. Confirm which of the following projects noted in this corporate report are to be added to the 2021-2025 Financial Plan in future years (2023-2025) funded from CACs, with staff to bring forward a report on the impact of delivering these projects on Council's Strategic Priorities, as well as additional resources required to deliver each project:

- a. Additional Road End (Walkway) Upgrades; and
  - b. Contribution to Baseball Training Facility at Centennial Park;
- 3. Direct staff on whether to proceed with bringing forward an amendment to the Zoning Bylaw to allow a future affordable housing project at Hogg Park as described in this corporate report, which would require a transfer to replenish Parkland Development Cost Charges (DCCs) from the CACs that are to be transferred to the Affordable Housing Reserve Fund, and ultimately require the approval of the electors;
- 4. Direct staff to terminate consideration of the follow projects due to lack of viability based on cost and regulatory barriers identified in this corporate report:
  - a. Pickleball courts in the waterfront area;
  - b. Volleyball courts in the intertidal area near East Beach;
  - c. Ocean-based swimming tank near the Pier;
  - d. Playhouse / Theatre expansion with White Rock Players Club;
  - e. Acquisition of commercial space for a permanent art gallery location; and
- 5. Direct staff to suspend consideration of mooring buoys near the breakwater, until after the status of the restoration of the Pier and West Wharf is resolved.

**6. CONCLUSION OF THE FEBRUARY 22, 2021 FINANCE AND AUDIT COMMITTEE MEETING**



## **Finance and Audit Committee**

### **Minutes**

February 3, 2021, 5:30 p.m.

City Hall Council Chambers

15322 Buena Vista Avenue, White Rock, BC, V4B 1Y6

**PRESENT:** Councillor Chesney, Chairperson  
Councillor Fathers  
Councillor Johanson  
Councillor Kristjanson  
Councillor Manning  
Councillor Trevelyan

**STAFF:** Guillermo Ferrero, Chief Administrative Officer  
Tracey Arthur, Director of Corporate Administration  
Jim Gordon, Director of Engineering and Municipal Operations  
Carl Isaak, Director of Planning and Development Services  
Jacquie Johnstone, Director of Human Resources  
Colleen Ponzini, Director of Financial Services  
Eric Stepura, Director of Recreation and Culture  
Ed Wolfe, Fire Chief  
Kale Pauls, Staff Sargent  
Shannon Johnston, Manager Budgets and Accounting  
Debbie Johnstone, Deputy Corporate Officer

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#### **1. CALL TO ORDER**

Councillor Chesney, Chairperson

The Chairperson called the meeting to order at 5:35 p.m.



**1.1 MOTION TO CONDUCT FINANCE AND AUDIT COMMITTEE MEETING WITHOUT THE PUBLIC IN ATTENDANCE**

**Motion Number: 2021-F&A-015** It was MOVED and SECONDED

WHEREAS COVID-19 has been declared a global pandemic;

WHEREAS the City of White Rock has been able to continue to provide the public access to the meetings through live streaming;

WHEREAS holding public meetings in the City Hall Council Chambers, where all the audio/video equipment has been set up for the live streaming program, would not be possible without breaching physical distancing restrictions due to its size, and holding public meetings at the White Rock Community Centre would cause further financial impact to City Operations due to staffing resources and not enable live streaming;

WHEREAS Ministerial Orders require an adopted motion in order to hold public meetings electronically, without members of the public present in person at the meeting;

THEREFORE BE IT RESOLVED THAT the Finance and Audit Committee (including all members of Council) authorizes the City of White Rock to hold the February 3, 2021 meeting to be video streamed and available on the City's website, and without the public present in the Council Chambers.

**Motion CARRIED**

**2. ADOPTION OF AGENDA**

**Note:** This meeting was scheduled to complete the January 25, 2021 Finance and Audit Committee meeting agenda.

**Motion Number: 2021-F&A-016** It was MOVED and SECONDED

THAT the Finance and Audit Committee adopt the agenda for February 3, 2021 as circulated.

**Motion CARRIED**

**3. ADOPTION OF MINUTES**

**Motion Number: 2021-F&A-017** It was MOVED and SECONDED

THAT the Finance and Audit Committee adopt the minutes of the January 25, 2021 meeting as circulated

**Motion CARRIED**

**4. CORPORATE REPORTS**

**4.1 2021 - 2025 Draft Financial Plan**

Corporate report dated January 25, 2021 from the Director of Financial Services titled "2021-2025 Draft Financial Plan".

The Director of Financial Services continued the presentation started at the January 25, 2021 Finance and Audit meeting. Summarizing where the Committee left off was at a 4.28% tax increase.

The following discussion points were noted:

- Do not agree with 4.28% tax increase, must be frugal would like to continue to look for ways to save
- Staff clarified that the 2020 budget did not include funds for reserves with direction to move funds in 2021 (last year \$222,000 was not funded to reserves)
- Staff clarified notation of deficit - this relates to the COVID-19 pandemic and this has now been covered through the grant received - a deficit is not being projected. It was confirmed that the grant funds will not be asked to be returned, there are many ways the City is permitted to spend the funds
- Concern with how the City has been spending, would like to go back and look for ways to cut expenses
- Capital view looks at a full five (5) year program
- Funds must be in the budget giving the authority to spend them
- Some projects such as the pier replacement are included in the plan as the City is hoping to receive grants for this project - the project must be in the financial plan in order to show this is a City supported project otherwise we may not qualify for a grant. Grants are usually a portion of the funding for work, funds must be in the financial plan to show senior levels of government that the Community endorses the project

Discussion regarding the General Fund Asset Improvement Projects spreadsheet attached to the corporate report:

- Item 45, Vegetation Replacement \$150,000 (we need direction from Council on this) east of Memorial Park washrooms- It was noted the new growth of the trees is favourable, cannot support a cutting on the hump
- Clarification was requested regarding Item 148 Furniture Replacement - not just books, this is to update the library to help address new uses (ukuleles, video equipment, family reading areas as well as shelving, desks front counter etc. (which are dated) not just books It was noted the library is well utilized by the community
- Community Amenity Contribution - Affordable Housing Reserve, propose to stage the funds to the reserve over time
- Council approved water rates / increases December 7, 2021
- Pop-Up Gallery Lease, now month to month - would like to see the City purchase something for this use (will give a permanent city home for the use)
- All Abilities Playground, location is not yet determined

**ACTION:** Staff to bring forward, for information purposes, water rate increases as well as tax increases by other Municipalities

**ACTION:** Staff to prepare a report on the Financial Plan for public consultation as directed

**Motion Number: 2021-F&A-018** It was MOVED and SECONDED

THAT the Finance and Audit Committee directs the project on the General Fund Asset Improvement Projects spreadsheet titled Johnston - Russell to Thrift Upgrades and the project titled Johnston - Thrift to Roper, be removed from the 2021-2025 Financial Plan.

**Motion DEFEATED**

**Councillors Chesney, Fathers, Manning, Trevelyan and Mayor Walker  
voted in the negative**

**Motion Number: 2021-F&A-019** It was MOVED and SECONDED

THAT the Finance and Audit Committee directs that the project noted on the General Fund Asset Improvement Projects spreadsheet - row 19 and

associated projects be moved to 2023 within the 2021 - 2025 financial plan.

**Motion DEFEATED**

**Councillors Chesney, Fathers, Manning, Trevelyan and Mayor Walker  
voted in the negative**

**Motion Number: 2021-F&A-020** It was MOVED and SECONDED

THAT the Finance and Audit Committee directs that the project noted on the General Fund Asset Improvement Projects spreadsheet - row 45 Marine Drive Hump Vegetation Replacement in the amount of \$150,000 be removed from the 2021 - 2025 Financial Plan.

**Motion CARRIED**

**Motion Number: 2021-F&A-020**It was MOVED and SECONDED

THAT the Finance and Audit Committee directs that the project noted on the General Fund Asset Improvement Projects spreadsheet - row Item 36, Blackburn Crescent - Archibald to High be removed from the 2021 - 2025 Financial Plan.

**Motion DEFEATED**

**Councillors Fathers, Johanson, Manning, Trevelyan and Mayor  
Walker voted in the negative**

**Motion Number: 2021-F&A-021**It was MOVED and SECONDED

THAT the Finance and Audit Committee directs that Items 1, 3 - 8 noted on page 6 of the January 25, 2021 corporate report titled "2021 - 2025 Draft Financial Plan" be paid through reserves for 2021.

**Motion DEFEATED**

**Councillors Chesney, Fathers, Johanson, Manning, Trevelyan and  
Mayor Walker voted in the negative**

**Motion Number: 2021-F&A-022**It was MOVED and SECONDED

THAT the Finance and Audit Committee endorse moving forward with the proposed 4.28% tax increase as presented in the January 25, 2021 corporate report titled "2021 - 2025 Draft Financial Plan" as reflected of the motions adopted within the meeting minutes.

**Motion CARRIED**

**Councillors Kristjanson, Manning and Trevelyan voted in the negative**

**Motion Number: 2021-F&A-023** It was MOVED and SECONDED

THAT the Finance and Audit Committee:

1. Receive this report for discussion on the proposed 2021 – 2025 Draft Financial Plan:
2. Endorse the presented Draft 2021 – 2025 Financial Plan figures and assumptions or provide direction on amendments to be made; and
3. Direct staff to proceed with the next steps in the Financial Planning process notifying the public of the opportunity for public comments, including requesting written comments or questions, based on the information presented in this corporate report, or as amended.

**Motion CARRIED**

**Councillors Kristjanson and Trevelyan voted in the negative**

**4.2 Fees and Charges Bylaw, 2020, No. 2369, Amendment No. 1, 2021, No. 2370**

Corporate report dated January 25, 2021 from the Director of Financial Services titled "Fees and Charges Bylaw, 2020, No. 2369, Amendment No. 1, 2021, No. 2370".

**Motion Number: 2021-F&A-024** It was MOVED and SECONDED

THAT the Finance and Audit Committee endorse the proposed "*Fees and Charges Bylaw, 2020, No. 2369, Amendment No. 1, 2021, No. 2370*".

**Motion CARRIED**

**5. Marine Drive Task Force - March, 2020 (Council Representative - Councillor Trevelyan)**

At the April 20, 2020 Regular Council meeting Council deferred consideration of this recommendation until the City has a better idea of when there would be funds available.

**Note:** At the November 23, 2020 Regular Council meeting Councillor Trevelyan requested that the following recommendation from the Marine Drive Task Force be brought forward for consideration during the budget process.

**Councillor Fathers departed the meeting at 8:50 p.m.**

Provided "On-Table" was a list outlining all Marine Drive Task Force recommendations adopted and endorsed by Council. The information was provided by Councillor Trevelyan as a check - in to see if there was anything the Committee wanted to consider further.

It was noted that "On-Table" information included a lot of good projects. It was inquired if the catenary/ suspended lighting was feasible - can it be done in 2021 considering budget and staffing workplans? Staff noted that as of this time this has not been noted as a high priority by Council in the Strategic Priorities.

**Motion Number: 2021-F&A-025** It was MOVED and SECONDED

THAT the Finance and Audit Committee request staff to bring back information regarding possibility / feasibility including costs for installing lighting on east beach trees and/or catenary lighting including if Community Amenity Contributions (CAC's) funds can be utilized for this.

**Motion DEFEATED**

**Councillors Johanson, Manning  
and Mayor Walker voted in the negative**

## **5.1 WATERFRONT ENHANCEMENT STRATEGY REVIEW AND DISCUSSION**

**Note:** Council may want to ask staff in regard to this recommendation as to feasibility / time required and how it could impact progress for their approved strategic priorities.

The following discussion points were noted on the projects as noted in the agenda at this time:

- Flexible use of parking lot west of the museum to include retractable cover, beautification and a configuration of parking spaces: Concern noted on the cost of the roof
- All-Abilities Playground - It was noted this is already within the budget, however the location is not yet determined. Community Amenity Contributions (CAC;s) will be utilized and there will be more

opportunity to discuss location at a future meeting where CAC's are featured

- Permanent multi-purpose, cultural facility adjacent to the west of Grant Chief Bernard Charles Memorial Plaza and that the City consider approaching the Semiahmoo First Nation to be involved in the design. It was noted that the museum is an interpretation centre already. Cost and landscape for this is of concern, there are alternatives for this example: wayfinding signage and story / history signage is a way this can be achieved
- Seasonal installation of a synthetic ice rink during the winter season at a location in the Marine Drive area. It was noted that the Festival of Lights society have purchased an ice rink already. Noted that all projects / items are improvements made on Burlington Northern Santa Fe (BNSF) lands

**Motion Number: 2021-F&A-026** It was MOVED and SECONDED

THAT the Finance and Audit Committee direct staff to investigate the feasibility of the following capital project for Marine Drive:

- Flexible use of the parking lot west of the museum to include beatification and a reconfiguration of parking spaces

**Motion DEFEATED**

**Councillors Chesney, Johnson, Manning  
and Mayor Walker voted in the negative**

**Motion Number: 2021-F&A-027** It was MOVED and SECONDED

THAT the Finance and Audit Committee direct staff to investigate the feasibility of the following capital project for Marine Drive:

- Permanent multi-purpose, cultural facility adjacent to the west of Grant Chief Bernard Charles Memorial Plaza and that the City consider approaching the Semiahmoo First Nation to be involved in the design, including an element where grants applications would be addressed.

**Motion DEFEATED**

**Councillors Chesney, Manning, Trevelyan  
and Mayor Walker voted in the negative**

**Motion Number: 2021-F&A-026** It was MOVED and SECONDED

THAT the Finance and Audit Committee defers consideration of the following until there is confirmation as to what the Festival of Lights Society is considering for this item:

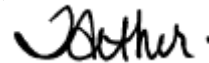
*Direct staff to investigate the feasibility of the following capital project for Marine Drive:*

- *Seasonal installation of a synthetic ice rink during the winter season at a location in the Marine Drive area*

**Motion CARRIED**

6. **CONCLUSION OF THE FEBRUARY 3, 2021 FINANCE AND AUDIT COMMITTEE MEETING**

The Chairperson concluded the meeting at 9:22 p.m.



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Councillor Chesney, Chairperson

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Tracey Arthur, Director of Corporate Administration



THE CORPORATION OF THE  
**CITY OF WHITE ROCK**  
**CORPORATE REPORT**



**DATE:** February 22, 2021

**TO:** Finance and Audit Committee

**FROM:** Carl Isaak, Director, Planning and Development Services

**SUBJECT:** Community Amenity Contribution (CAC) Project Options Update

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**RECOMMENDATIONS**

THAT the Finance and Audit Committee recommend that Council:

1. Direct staff to keep the following projects noted in this corporate report and in the draft 2021-2025 Financial Plan (identified by project name, year, and budget amount), and indicate whether additional funding from Community Amenity Contributions (CACs) is supported:
  - a) Centre Street Walkway Upgrades / 2023 / \$500,000;
  - b) Maccaud Park Improvements / 2021 / \$250,000;
  - c) All-Abilities Playground (Waterfront; location to be determined) / 2021 / \$1M;
  - d) Bay Street Beach Access Ramp / 2021 / \$150,000;
  - e) Display Building for Antique Fire Truck / 2021 / \$350,000; and
  - f) Transfer \$1M annually to Affordable Housing Reserve / 2021 – 2024 / \$4M;
2. Confirm which of the following projects noted in this corporate report are to be added to the 2021-2025 Financial Plan in future years (2023-2025) funded from CACs, with staff to bring forward a report on the impact of delivering these projects on Council's Strategic Priorities, as well as additional resources required to deliver each project:
  - a) Additional Road End (Walkway) Upgrades; and
  - b) Contribution to Baseball Training Facility at Centennial Park;
3. Direct staff on whether to proceed with bringing forward an amendment to the Zoning Bylaw to allow a future affordable housing project at Hogg Park as described in this corporate report, which would require a transfer to replenish Parkland Development Cost Charges (DCCs) from the CACs that are to be transferred to the Affordable Housing Reserve Fund, and ultimately require the approval of the electors;
4. Direct staff to terminate consideration of the follow projects due to lack of viability based on cost and regulatory barriers identified in this corporate report:
  - a) Pickleball courts in the waterfront area;
  - b) Volleyball courts in the intertidal area near East Beach;
  - c) Ocean-based swimming tank near the Pier;

- d) Playhouse / Theatre expansion with White Rock Players Club;
  - e) Acquisition of commercial space for a permanent art gallery location; and
5. Direct staff to suspend consideration of mooring buoys near the breakwater, until after the status of the restoration of the Pier and West Wharf is resolved.

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## **EXECUTIVE SUMMARY**

On September 23, 2020, the Governance and Legislation Committee conducted a Community Amenity Contribution Workshop and directed staff to provide additional information on the feasibility of a series of potential projects that could be paid for by Community Amenity Contribution payments (CACs) the City has received. This corporate report provides additional details on the items requested by the Committee, as well as several other possible projects that have recently been identified by Council (a display building for the antique fire truck, a new baseball training facility at Centennial Park, and acquisition of a commercial space for a permanent art gallery).

The 2021-2022 Council Strategic Priorities identifies under the “Our Community” priority an objective to “select and complete the CAC projects to maximize the benefit to the community,” with these potential projects being listed as top priorities.

The City currently has approximately \$9M of CACs that are not allocated to a project, and an additional \$3.6M is expected to be received in 2022 for a total of \$13M of unallocated CACs. The majority of these potential projects are not currently identified in the draft 2021-2025 Financial Plan and require substantial addition design work and staff time that would impact the delivery of other Council Strategic Priorities. The potential projects are being brought to the Committee at the same time to allow for a comprehensive discussion on the use of unallocated CACs, to screen out projects which are not viable/supported and confirm which projects are desired to remain in or be added to the Financial Plan.

While the capital costs associated with a project may be paid for with CACs (e.g. land, materials, construction costs), the initial design work, before a decision is made to proceed, would not be considered an eligible expense. If staff are directed to advance a project that requires additional preliminary design/consulting work, it would be appropriate for Council to receive a report from staff that identifies potential source of funds and timelines for this design/consulting work as well as anticipated impacts to the delivery of other Council Strategic Priorities.

For Council’s reference, a list of projects previously funded through CACs is attached to this corporate report as Appendix D.

## **PREVIOUS COUNCIL DIRECTION**

<b>Motion # &amp; Meeting Date</b>	<b>Motion Details</b>
2020-G/L-068 September 23, 2020	THAT the Governance and Legislation Committee requests staff to bring forward a corporate report outlining the costs and impact of taking a portion of east beach parking and/or a portion of west beach parking and installing a number of “year-round” use pickleball courts.  The report would contain cost/implication for A) East Beach B) West Beach.

2020-G/L-069 September 23, 2020	THAT the Governance and Legislation Committee requests staff to bring forward a corporate report outlining the costs and impact for East and West Beach Areas for a possible playground or more green space.
2020-G/L-070 September 23, 2020	THAT the Governance and Legislation Committee requests staff to bring forward a corporate report outlining the costs and impact for four (4) all weather volleyball courts / nets on for East Beach, included would be possible locations for the highest use.
2020-G/L-071 September 23, 2020	THAT the Governance and Legislation Committee requests staff to bring forward a corporate report regarding the City owned land at Hogg Park (including the area behind the recently demolished house) review feasibility of a land assembly for an affordable housing proposal.
2020-G/L-072 September 23, 2020	THAT the Governance and Legislation Committee recommends that Council create bylaw for a fund to be utilized for a future affordable housing project(s).
2020-G/L-073 September 23, 2020	THAT the Governance and Legislation Committee recommend Council allocate \$4M of the Community Amenity Contribution fund for a future affordable housing project(s).
2020-G/L-074 September 23, 2020	THAT The Governance and Legislation Committee requests staff bring forward the original corporate report regarding the Centre Street Walkway for review and discussion.
2020-G/L-075 September 23, 2020	THAT The Governance and Legislation Committee requests staff bring forward a corporate report that prioritizes road ends that require attention where the Community Amenity Contribution fund can be used for upgrade of those road ends.
2020-G/L-076 September 23, 2020	THAT The Governance and Legislation Committee requests staff review the legal use of Community Amenity Contributions to pay for beach access (where it could be permitted).
2020-G/L-077 September 23, 2020	THAT The Governance and Legislation Committee requests staff ensure to keep Council informed in regard to beach access plans and costs.
2020-G/L-079 September 23, 2020	THAT the Governance and Legislation committee requests staff to bring forward a corporate report that outlines the feasibility of merging with Coast Capital Playhouse with the site next door (Johnston Road and Russell Avenue (re-build for a larger theatre).
2020-G/L-080 September 23, 2020	THAT the Governance and Legislation Committee request staff to bring back the Maccaud Park Plan as presented to Council previously without emphasis on pickleball courts for discussion.
2020-G/L-081 September 23, 2020	That the Governance and Legislation Committee requests staff to bring forward a corporate report that would outline options for areas where there are gaps in the network, of the upgraded portion of Johnston Road, for additional bus shelters.

2020-G/L-082 September 23, 2020	THAT the Governance and Legislation Committee requests staff to bring forward a corporate report with information in regard to an enclosed swimming area /wharf similar to what was there in the 1950's/1960's for the swim club.
2020-G/L-083 September 23, 2020	THAT the Governance and Legislation Committee requests staff to bring forward a corporate report outlining information in regard to installation of mooring buoys (6) near the breakwater; included would be information if Community Amenity Contribution funding can be utilized for this.
2020-G/L-084 September 23, 2020	THAT the Governance and Legislation Committee requests that the Committee be scheduled to meet again in order to review the requested corporate reports from this meeting as well as continue further discussion regarding the possibility of investing Community Amenity Contribution funds.
2020-150 March 30, 2020	THAT Council directs staff to schedule a separate Council meeting as a workshop for this topic to allow more in-depth discussion on how Council wishes to determine the allocation of Community Amenity Contributions (CAC's).

## **INTRODUCTION/BACKGROUND**

On September 23, 2020, the Governance and Legislation Committee conducted a Community Amenity Contribution (CAC) workshop at its meeting, and passed 16 resolutions requesting additional information related to a series of potential projects that could be paid for by CACs. The following table provides an update on the information requested by the Committee, itemized by project (some projects had multiple related resolutions).

An additional two projects were proposed for consideration for CAC funding at the Council meeting on February 8, 2021, including a capital contribution for a new baseball training facility at Centennial Park by the White Rock South Surrey Baseball Association, and the construction of a display building to showcase an antique fire truck restored by White Rock Firefighters. Further, there has been discussion regarding the acquisition of a commercial space for the purposes of a permanent home for the civic "Pop-Up" art gallery currently located in leased space at Central Plaza. These additional projects are included at the end of the following table.

No.	Project Description	Information / Update
1	Waterfront Pickleball Courts	<ul style="list-style-type: none"> <li>• Early indications from BNSF are that they would not support a project of this nature in proximity to their mainline. This limits potential locations to those north of Marine Drive, and there are no viable locations owned or leased by the City for this purpose. Additionally, the surface parking lots east of Oxford Street which were initially considered by staff as having potential for pickleball/play space are needed by Metro Vancouver vehicles for maneuvering purposes for bypass staging at the Oxford Sanitary Pump station.</li> <li>• While cost estimates from court installers/suppliers ranged between \$20,000 and \$40,000 just for installing two pickleball</li> </ul>

		courts (depending largely on the surfacing material), these figures exclude the necessary fencing, archaeological permits, reconfiguring parking entrances, drainage work and contingency/permitting/engineering fees that could easily increase the project costs closer to \$150,000.
2	Waterfront Play/Greenspace	<ul style="list-style-type: none"> <li>• Early response from BNSF indicates are that they would not support a playground project in proximity to their mainline. The specific minimum distance or types of supportable activities/structures have not been clarified.</li> <li>• An All-Abilities Playground in the waterfront area is currently identified as a \$1M project in 2021 in the draft Financial Plan, but a specific location has not been determined.</li> <li>• Alternative location A: Emerson Park is one block from Marine Drive at the intersection of Lee Street and Columbia Street, and is slated for an upgrade to its playground equipment in 2021 with \$160,000 in the 2021-2025 Draft Financial Plan. However, there is limited parking available in the area, which may be challenging if the intention is to create a destination park (there are approximately 48 spaces within a one block distance). At approximately 1,200 square metres, there would not be the same room in this location to create a play space as extensive as Generations Playground.</li> <li>• Alternative location B: There is a small City parking lot within the Balsam Street road allowance at Marine Drive that would be more visible from the waterfront if repurposed as a playground/greenspace, however this would result in the loss of the parking spaces on East Beach where parking is already in high demand. Also, there could potentially be pedestrian safety challenges with children crossing Marine Drive between the playground and the beach.</li> <li>• Alternative location C: The Director of Recreation and Culture has identified that the White Rock Firefighters Charity Association has approached Semiahmoo First Nation (SFN) to explore the option of installing a new public playground south of Marine Drive on SFN land in partnership with other local organizations. Further discussion with SFN would be required to confirm if this would be supported. While it would be unusual to fund a community asset that is technically outside of City limits, it may be eligible for CAC funding if the City enters into an agreement that designates the ownership, maintenance and future replacement of the asset and ensures reasonable public access to the playground.</li> </ul>
3	Intertidal Volleyball Courts	<ul style="list-style-type: none"> <li>• Year-round net poles would require substantial footings to maintain their position due to the shifting sand and tide, which would have an environmental impact on the living beach. The</li> </ul>

	(4 Courts in East Beach Area)	<p>beach area around the nets would also shift , making both the net height and playing surfaces inconsistent.</p> <ul style="list-style-type: none"> <li>• The Land Authorizations group from the Ministry of Forests, Lands &amp; Natural Resource Operations and Rural Development (MFLNRORD) has stated that new structures such as those required for permanent beach volleyball are not supported in the Boundary Bay Wildlife Management Area.</li> <li>• As an alternative to permanent poles, if there is interest in supporting beach volleyball, Council may consider requesting staff identify options for loaning/renting portable outdoor volleyball nets that could be used in the beach area with a reservation system for users.</li> </ul>
4	Hogg Park Affordable Housing	<ul style="list-style-type: none"> <li>• Staff previously outlined considerations for developing a three storey apartment building located on the property at 15463 Buena Vista Avenue recent added to Hogg Park, in a report to Council on June 10, 2019. The estimated yield of 20-25 units was based on the use of the 21,700 square foot parcel on its own without adding any portion of the park.</li> <li>• If the development site were extended further north to the property line with Peace Arch Manor, encompassing approximately and additional 11,000 square feet of land, the overall three-storey development could fit within the RM-2 zone with 35,000 square feet of living area and between 29-50 units depending on the average size (700 sqft - 1,200 sqft used for illustrative purposes). The capital construction cost for this size of building could be in the between \$10M-15M range depending on the amount of parking provided and level of finishing in the units (based on current construction costs).</li> <li>• Vehicular access to the site would have to be confirmed through a traffic study; if possible the existing access location would be used to limit impact to adjacent trees, however this is right beside the driveway for the property to the west which may raise safety considerations.</li> <li>• Staff have contacted local non-profits and Metro Vancouver Housing Corporation who each expressed interest in potentially contributing and/or operating affordable housing on this site in partnership with the City, however their capacity to participate would depend on the timing of such a project. The more certainty that can be provided (e.g. through pre-zoning the land) the greater likelihood there would be of attracting partners.</li> <li>• Disposal of parkland (either lease or sale) for a housing purpose would require the approval of the electors, per Section 27 of the <i>Community Charter</i>, either a referendum and/or an alternative approval process (i.e. counter-petition).</li> </ul>

		<ul style="list-style-type: none"> <li>• The use of park property for an affordable housing project or supportive senior housing project, instead of its current park use, may require replenishing the Parkland DCC reserve for the market value if it is sold to a non-profit housing organization (the original purchase price 15463 Buena Vista Avenue was \$900,000). Alternately, if the current park lands were leased to a non-profit housing organization to develop/operate/maintain the housing, the lease payments (which could be below market value to improve the feasibility of the project) would be paid into the appropriate reserve.</li> <li>• If Council directs staff to proceed with changing the use of this site to enable affordable housing, it would be appropriate to initiate the rezoning of the site and lot line adjustment to extend the development site further to the north, along with the necessary approval of the electors process. This may impact other Council Strategic Priorities and would likely be possible to complete before the end of 2021, but as noted above would require the approval of the electors (referendum or counter-petition process). The specifics of the design of a housing project may be deferred until late 2021/2022, by which time the City's Housing Needs Report may be drafted identifying priority groups for affordable housing (which may impact the design of the units/building) and some of these soft costs may be eligible for grants from senior levels of government or by potential project partners. Allocating CACs to the Housing Reserve Fund would also demonstrate Council's commitment to moving this project forward.</li> </ul>
5	Affordable Housing (General)	<ul style="list-style-type: none"> <li>• On January 11, 2021, Council adopted the Affordable Housing Reserve Fund Bylaw.</li> <li>• Based on discussions at the February 3, 2021 Finance and Audit Committee meeting, the 2021-2025 Financial Plan is being updated to reflect that contributions to this Reserve Fund from CACs will be \$1M per year between 2021 and 2024. This annual transfer would have to be approved in each budget cycle, but would give Council the opportunity each year to decrease or increase the amount transferred. Once funds have been deposited to the Affordable Housing Reserve Fund, they must be used for the purposes of the fund.</li> </ul>
6	Centre Street Walkway Report	<ul style="list-style-type: none"> <li>• Staff have provided the previous report on the concept for the Centre Street Walkway as Appendix B. The preliminary cost estimate presented in 2014 for this concept was \$800K. Potentially, the project would need to be scaled back to reflect updated costs or the budget updated.</li> <li>• The General Fund Capital plan currently has an upgrade of Centre Street Walkway occurring in 2023 with a budget of \$500,000. Council may choose to expand this budget by increasing the amount of CACs available for it. If Council would</li> </ul>

		like the timing of this project to change, advancing this work would impact the delivery of other capital projects.
7	Road End (Walkway) Upgrades, General	<ul style="list-style-type: none"> <li>• Improvements to the Cypress Walkway north of Victoria Avenue were completed in 2020 (approximately \$100,000 cost).</li> <li>• An additional walkway is in the 2021 General Capital Fund for improvements, at Buena Vista and Martin (budget of \$69,000).</li> <li>• Council may wish to consider allocating CAC funds for walkway upgrades in 2024-25 or future years in the Financial Plan following completion and assessment of the Centre Street Walkway upgrades.</li> </ul>
8	Beach Accessibility Upgrades	<ul style="list-style-type: none"> <li>• Staff confirm that “the improvement of existing publicly accessible open space and/or pedestrian routes” such as the ramps for accessibility from the promenade down to the beach, are eligible projects in the Community Amenity Reserve Fund Bylaw for funding through CACs.</li> <li>• Funding for a Bay Street Beach Access Ramp is currently included in the 2021 General Capital Fund for \$150,000, and Engineering staff are working with consultants on the design with construction scheduled this Spring.</li> </ul>
9	Playhouse/Theatre Expansion	<ul style="list-style-type: none"> <li>• Staff have confirmed with the White Rock Players Club Society that they are quite satisfied with their current location and have made several recent upgrades on sound and lighting.</li> <li>• The Players Club hopes to undertake a long-term plan in 2021.</li> </ul>
10	Maccaud Park Improvements	<ul style="list-style-type: none"> <li>• The 2021-2025 Draft Financial Plan includes \$250,000 of improvements in Maccaud Park in 2021, although the scope of work is not yet conceptualized with Council and the community, this funding will not be adequate to include pickle ball courts or an extensive playground.</li> <li>• Council previously had seen a concept drawing illustrating six pickleball courts and modified landscaping (attached as Appendix C), and had requested that staff explore reducing the amount of pickleball courts and increasing the amount of green space.</li> <li>• For a basic enhancement that features only a simple pickleball concept with minimal plantings, but more green space than in the prior concept, a preliminary estimate of costs exceeds the current budget.</li> <li>• The Director of Recreation and Culture has indicated a preference that this upgrade include four pickleball courts, linear perimeter paths which may or may not include outdoor fitness stations, and a playground consisting of preschool and school age pods of equipment. This concept would require significantly increased funding.</li> </ul>



11	Johnston Road Bus Shelters	<ul style="list-style-type: none"> <li>• The two bus stops adjacent to Miramar Village had their bus shelters installed in January 2021 (on Thrift Avenue and Johnston Road).</li> <li>• Staff are still working with the Pattison Group to have additional shelters installed for the two bus stops on the 1500-block of Johnston Road, with the primary challenge being having adequate space near the bus stop and also allow for sidewalk space for circulation around the bus shelter.</li> </ul>
12	Ocean Swimming Tank/Wharf	<ul style="list-style-type: none"> <li>• Staff obtained a preliminary cost estimate and description of what the capital costs associated with constructing a “on-the-ocean” swimming facility adjacent to the Pier could cost. This brief is attached to this corporate report as Appendix A, and the suggested cost of the pool structures alone would be at least \$1.8M-\$4.3M (not including permitting, dredging, geotechnical work, or wave attenuation structures, etc. that would also be required).</li> <li>• Dredging costs for the west wharf replacement have been estimated at between \$800K-\$1.4M (estimate provided by Westmar Advisors in report to Council in September 2020), and ongoing maintenance dredging would be required.</li> <li>• In addition to capital costs, which could be funded through CACs, the provision of a swimming facility would also entail ongoing operational costs. An enclosed pool would require a minimum of two certified lifeguards, plus a head lifeguard (to cover breaks etc.) for all hours of operation. These ongoing staffing costs would be considerable, and likely little revenue generated from the use of the swimming area.</li> <li>• As well, a budget of roughly \$25,000/year will be required to provide life guarding and pool operation equipment and first aid supplies.</li> <li>• The distance from the Pier washrooms to the proposed swimming tank will be problematic. Consideration should be given to include changeroom/washroom amenities near the swimming tank.</li> <li>• In comparison with existing indoor chlorinated swimming facilities in the Semiahmoo Peninsula area, an outdoor pool may not offer water treatment to prevent swimmers itch or other more serious diseases. Frequent water testing for fecal coliform levels would be a health requirement.</li> <li>• This project, in the Boundary Bay Wildlife Management Area, is not likely to be approved by senior regulatory agencies.</li> </ul>
13	Mooring Buoys near Pier	<ul style="list-style-type: none"> <li>• Previous Financial Plans (between 2016-2018) included the potential for mooring buoys as a future year expense, but this has not been included in more recent budgets. The estimated cost in these previous budgets was \$300K for buoys, but a detailed</li> </ul>

		<p>breakdown of these costs was not available at the time this corporate report was written. It is staff's understanding that the mooring buoys concept was originally intended for tall ships and other large boats to be able to tie up in the deeper water and then their occupants could use smaller boats to access the Pier and shore. Tall ships are very popular attractions that could draw huge crowds of people to our waterfront post COVID-19.</p> <ul style="list-style-type: none"> <li>• The existing Canada Customs float to the east of the Pier is too small and crowded to accommodate significant numbers of boats tendering from the ships moored at the buoys. This concept will be more viable once a new West Wharf is constructed.</li> <li>• As a project, it is not clear how this item would be eligible as a community amenity contribution funded project. Mooring buoys are not specifically listed in the Community Amenity Reserve Fund Bylaw or Council Policy 511, and while there is a general category of things "that benefits the City and the well-being of its community," mooring buoys have limited direct public benefits as it would require access to a boat.</li> <li>• If Council is interested in proceeding with further due diligence work on installing mooring buoys, it is recommended that staff be directed to report back first to identify other Corporate Strategic Priorities and approved capital projects would be impacted. Staff consider that the priority for waterfront boating-related improvements should remain the restoration of the Pier and the West Wharf replacement.</li> </ul>
14	Baseball Training Facility at Centennial Park	<ul style="list-style-type: none"> <li>• The White Rock South Surrey Baseball Association appeared as a delegation at the February 8, 2021 Council meeting and requested that Council consider assisting in funding the costs for a new baseball training facility at Centennial Park. Council requested that staff report back on whether this could be paid for through CACs. A separate report from the Director of Recreation and Culture on the general proposal for the new facility is anticipated on March 8, 2021.</li> <li>• Staff consider that the facility could be CAC eligible as a recreation facility if it meets these two main conditions: <ul style="list-style-type: none"> <li>▪ The facility must be also available for the use of the public (outside of membership in an association) in some manner under an agreement with the City; and</li> <li>▪ The City must remain the owner of the asset.</li> </ul> </li> <li>• The Association has requested \$50,000 in support, and Council may also consider using other funding sources besides CACs to contribute.</li> </ul>

15	Display Building for Antique Fire Truck	<ul style="list-style-type: none"> <li>• The White Rock Firefighters appeared as a Delegation at the February 8, 2021 Council meeting and presented the idea of a building a display area for an antique fire truck that was previously in service in White Rock, has been restored by the firefighters, and is currently stored in the Parks Yard.</li> <li>• The 2021-2025 draft Financial Plan (General Fund Capital) includes \$350,000 for an antique fire truck display in 2021.</li> <li>• As this building would be for a civic use, the capital costs for the building would be eligible for funding through CACs. Ongoing maintenance of the building would need to be funded separately.</li> <li>• If the display space is adjacent to the Fire Hall on Pacific Avenue or Centre Street, it is likely that the structure would require a Development Variance Permit approval for the setbacks to these property lines, and it will likely also involve the modification/removal of some of the landscaping around the Fire Hall.</li> <li>• Council could direct staff to proceed with the provision of this display space for the antique fire truck using CACs as the source of funding. Design work and permitting would be required to tender a contract.</li> </ul>
16	Permanent (Owned) Space for Art Gallery	<ul style="list-style-type: none"> <li>• In the review of the 2021-2025 draft Financial Plan, there has been discussion about whether the Pop-Up Art Gallery Space should continue to be leased in its current location (Central Plaza) or whether the City should consider purchasing a commercial space in the Town Centre as a permanent home for the gallery. Funding for purchasing this type of space could be through CACs or the City's Land Sale Reserve.</li> <li>• Staff have explored options for both leasing and purchasing alternate spaces for the art gallery. While some locations available for lease offer a more suitable space configuration and higher visibility, they are also significantly higher than the lease rates in the current location. In terms of options for purchasing a commercial unit, there are not many stratified commercial spaces in the Town Centre as most older commercial strips have a single owner and the newer developments with commercial space are being retained by the developer for leasing to commercial tenants, leaving the only option for purchasing to be acquiring both the land and buildings. As an example, the three storey building adjacent to the Whaling Wall at the intersection of Johnston Road and Russell Avenue is currently being listed for \$6.5M. Even small parcels (6,000-10,000 square feet) with older single storey buildings are assessed at \$1.7 - \$2M.</li> </ul>

The above projects have been itemized in the "Recommendations" section of this corporate report requesting Council's direction on if and how these projects are to proceed.

Other major projects which would potentially be future recipients of CAC funds would be improvements to the Pier and west wharf; any further allocation of existing CACs to the projects noted in this report would limit the availability of CAC funds for these purposes.

### **FINANCIAL IMPLICATIONS**

This corporate report identifies a range of potential projects that Council had requested further information on in order to determine which, if any, would be advanced through the use of CAC funds. Some of these projects are already identified in the draft 2021-2025 Financial Plan with a specified funding amount, but others would need to be added to the Financial Plan in the year they are contemplated and could be added in the 2022 budget process. Any that would be expected to proceed in 2021 would have to be included in the 2021 – 2025 Financial Plan.

### **LEGAL IMPLICATIONS**

If Council directs staff to pursue the disposal (sale or lease) of current parkland at 15463 Buena Vista Avenue or other portions of Hogg Park, the approval of the electors will be required per Section 27 of the *Community Charter*.

If legal implications arise in relation to other specific projects selected by Council, these will be identified in a future report to Council.

### **COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS**

The March 30, 2020 report on this topic identifies the public engagement that has occurred to date on the topic of CAC expenditures. Depending on the nature of the project(s) advanced by Council, further community consultation may be warranted (or legislated, in the case of an affordable housing project requiring a rezoning and public hearing).

It is notable that the consultation on the CAC priorities occurred prior to the COVID-19 pandemic in early 2020, and while direct financial support to residents or businesses is not an eligible use of CACs, it may be that some priorities have shifted given the circumstances of the pandemic.

### **INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

This report was reviewed by staff in Recreation and Culture, Financial Services, and Engineering and Municipal Operations.

### **CLIMATE CHANGE IMPLICATIONS**

Not applicable. Greenhouse gas reduction measures and community energy facility are eligible amenities for the use of CAC funds, but are not among the potential projects considered within this report.

### **ALIGNMENT WITH STRATEGIC PRIORITIES**

Under the “Our Community” theme, the objective to “select and complete the CAC projects to maximize the benefit to the community” is identified as a top priority.

### **OPTIONS / RISKS / ALTERNATIVES**

The following options are available for the Committee's consideration:

1. Direct staff to wait until the COVID-19 pandemic subsides and conduct an additional round of public engagement to re-confirm the public's priorities for new community amenities. This would delay the delivery of any potential CAC projects that are not already part of the Financial Plan to a later date.

### **CONCLUSION**

This corporate report provides additional detailed information regarding potential CAC-eligible projects requested by the Governance and Legislation Committee, as well as several other possible projects that have recently been identified by Council (a display building for the antique fire truck, a new baseball training facility at Centennial Park, and acquisition of a commercial space for a permanent art gallery). A table within the report provides an update on these information requests, and the recommendations included at the outset the report provide the Committee with an opportunity to advance or terminate projects on this list. While a decision to advance a project does not mean it will proceed immediately, eliminating potential projects which have low viability due to cost or regulatory barriers will provide focus and clarity on Council's priorities moving forward in the Financial Plan.

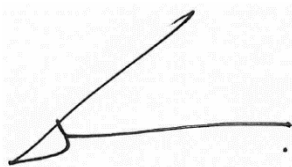
Respectfully submitted,



Carl Isaak, MCIP, RPP  
Director, Planning and Development Services

### **Comments from the Chief Administrative Officer**

I concur with the recommendations of this corporate report.



Guillermo Ferrero  
Chief Administrative Officer

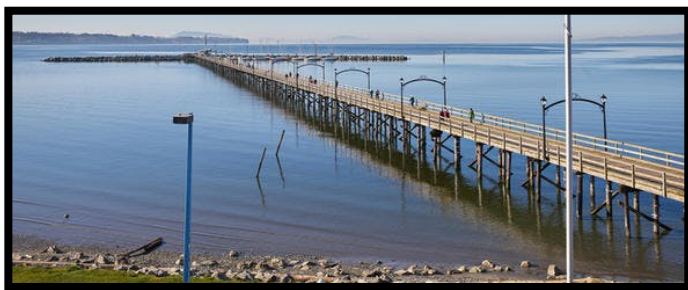
- Appendix A: Waterfront Pool Costs Discussion
- Appendix B: Corporate Report on Centre Street Walkway
- Appendix C: Previous Maccaud Park Concept Design
- Appendix D: List of Projects Previously Funded by Community Amenity Contributions



On-the-Ocean Pool at Hasel Harbour, Denmark

# **WHITE ROCK PIER ON-THE-OCEAN POOL BRIEF**

Submitted by: DWournell Sport Architect  
January 2021



White Rock Pier

## INTRODUCTION

The purpose of this brief is to provide a high-level overview of the potential scope and costs for an on-the-ocean pool located at White Rock Pier. This brief will review the following:

- What is an “on-the-ocean” pool?
- Examples of on-the-ocean pools
- Potential programme scope for an on-the-ocean pool
- Estimated construction costs
- Issues for attention at the White Rock pier site

## WHAT IS AN “ON-THE-OCEAN” POOL?

On-the-ocean pools (OP's) are essentially outdoor pools that utilize natural bodies of water as their “pool tank”. OP's can be located on not just ocean water but any body of water. They have been located on lakes, rivers, and even artificially constructed outdoor water courses (usually fed by a natural source of water).

Part of the reason for this type of pool is to use a large body of water as a natural filtration system. Like ocean or lake bathing/swimming, the natural movement of the water constantly provides refreshed water to the “pool tank”. Some OP's do use treated and heated water, but these types of OP's are generally floating barges that contain an outdoor pool and are not true OP's. A true OP operates just like a beach does, except that an OP provides a more formal structure to activities. These activities are similar to an aquatic centre, including diving platforms, lanes for lap swimming, deck space, and even saunas. Often, some form of change rooms and washrooms are also provided.

Unlike river and lake OP's, a true on-the-ocean pool must be able to function with the changes in the tide levels. This is because the “pool tank”, which is usually bottomless, must provide a minimum depth of water. An OP that rests on the exposed ocean floor at low tide no longer functions and could introduce a potential safety hazard. A true OP must be located far enough out into the ocean that it always has a minimum depth of water below it.

Unlike their land-locked outdoor pool cousins, OP's have to contend with movement caused by weather conditions. An OP must be able to resist high winds and rough seas, similar to the way a pier does. This means the OP must be solidly anchored and that its components cannot move independently of each other (like a segmented dock does). As such, a good portion of an OP's design concentrates on anchoring and reducing the force of waves (the use of underwater wave attenuators can reduce wave strength).



Lastly, the temperature of an OP is the same as the temperature of the body of water it sits in. So just like going to the beach in off-summer months, sometimes the water can be quite chilly. However, many activities, from diving to rope swings to just putting your feet in the water are not hampered by cold water. Some activities, like cold pool plunges after a sauna, are assisted by the cold water. Options are available fend off cold conditions. This includes south facing deck areas with wind screens, glass wind screens, and smaller shallow pools with actual solid bottoms that use sunlight or solar panel heated water to increase the water temperature. Thus, it is possible to design toddler pools or teach pools to have warm water.

Overall, OP's have been very popular wherever they have been constructed. Their success has often been based on offering a wide variety of water activities (i.e., not just a rectangular lap pool). They often become a focal point for social activity because they attract a critical mass of people to them, which then creates opportunities to achieve other goals (visits to the general area, restaurant and shopping activity, increase public safety through numbers, out-of-town tourist visits, etc.).

## **EXAMPLES OF ON-THE-OCEAN POOLS**

The following are examples of a variety of OP's. The examples range from true open bottom pools to closed bottom pools that float on the water. The pools that are located on rivers and lakes do not have to contend with tide movement, and thus they generally have lower costs overall.

The costs shown are in Canadian dollars and adjust for inflation to 2021. It is important to note that the costs are for the structure/facility itself, and do not include soft costs (design fees, land purchase, permitting, etc.). The costs also do not include site preparation. Items such as dredging, providing site services (water, sanitary, electricity, etc.), breakwaters. Geotechnical work (pier foundations), and portions of the facility that may be on land. These costs can vary significantly from site to site.

The commonality between most of these facilities are open bottom pools, dive/jumping structures, and significant deck space. There is an emphasis on social gathering and relaxation, as opposed to programs (learn-to-swim) and competitive swimming.

Almost all examples are from Europe, as Europe has the longest history in facilities of this type and thus have more examples to study. Given their success in Europe, it is likely that North America will see more of this facility type in the future.



name: Copenhagen Harbour Bath

location: Denmark

opened: 2003

amenities: natural water open bottom pool, natural water closed bottom pools, diving platform, deck space and seating area

cost: \$2,804,700 (2021 CDN). Cost does not include soft costs or site development/servicing costs



name: Oslo Harbour Bath

location: Norway

opened: 2015

amenities: natural water open bottom pools, diving platform, deck space and seating area

cost: \$2,612,000 (2021 CDN). Cost does not include soft costs or site development/servicing costs



name: Kastrup Sea Bath

location: Denmark

opened: 2005

amenities: natural water open bottom pool, diving platform, deck space and seating area, washrooms

cost: undisclosed



name: Hasel Harbour Bath

location: Denmark

opened: 2013

amenities: natural water open bottom pool, closed bottom pool, diving platform, deck space and seating area, on-shore washrooms

cost: \$2,140,000 (2021 CDN). Cost does not include soft costs or site development/servicing costs





name: Allas Sea Pool

location: Finland

opened: 2016

amenities: treated water close bottom pools, filtered sea water pool, deck space and seating area, on shore washrooms and change rooms

cost: \$16,520,000 (2021 CDN). Cost does not include soft costs or site development/servicing costs



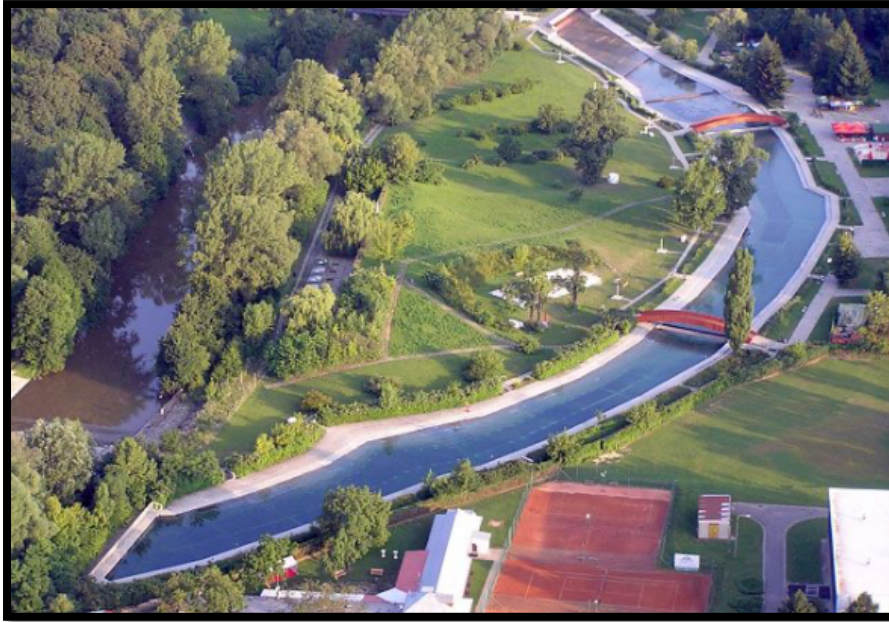
name: Spree River Pool

location: Germany

opened: 2004

amenities: treated water close bottom pool, deck space and seating area

cost: \$1,791,000 (2021 CDN). Cost does not include soft costs or site development/servicing costs



name: Riviera River Pool

location: Czech Republic

opened: 2018

amenities: contiguous treated water close bottom pools in tandem, deck space and seating areas, water slides, change rooms and washrooms, picnic areas, food kiosks

cost: \$1,812,000 (2021 CDN). Cost for pool tank only. Cost does not include soft costs site development/servicing costs, or costs for amenities beyond pool tank.



name: Floating Pool Lady

location: New York City

opened: 2007

amenities: treated water close bottom pool, deck space and seating areas, change rooms and washrooms

cost: \$5,000,000 (2021 CDN). Cost for pool tank only. Cost does not include soft costs.

## Potential Programme Scope for an On-the-Ocean Pool

OP's are not intended to replicate the services offered by indoor aquatic centres, and to some degree, outdoor aquatic centres. They are generally not intended to be learn-to-swim venues, swim club training pools, or aqua-fitness centres. They can be programmed for these sorts of activities, but OP's lend themselves to more leisure type activities much in the way outdoor pools do. As such, water-play activities are much more compatible. As can be seen of the examples of the true "ocean" pools above (i.e., not those with conditioned water in tanks with a bottom), the layouts have irregular shaped tanks, dive (jumping) towers, and large deck areas for relaxing with family and friends. This also has a great effect on the cost of the facility, for conditioned water in tanks with bottoms adds a significant cost to the facility's budget. We can see that New York City's Floating Pool Lady, a barge with a swim tank that has fully conditioned water, cost \$5,000,000 CDN. Conversely, the Hasel Harbour Bath in Denmark, with two pools with bottoms, but filled with unconditioned ocean water and with ample deck space cost \$1,140,000 CDN (with all costs in, likely around \$2,000,000). Similar programs, similar area, but the Hasel Harbour Bath facility cost less than half of the Floating Pool Lady.

A potential program for an OP adjacent to the White Rock Pier could be as follows:

- One 20 metre by 10 metre tank with no tank bottom for lap swimming and deep water play (Wibits, rope swings, climbing walls, kayak lessons, etc.).
- One 10 metre by 10 metres shallow tank with bottom for toddlers with solar panel assisted heating for unconditioned ocean water coming into the tank.
- A dive/jumping platform with various take-off heights. This platform would also host a viewing platform for sight-seeing and sunrise/sunset watching.
- Large deck space beyond the pool edges for deck chairs and social gathering. The deck space would be protected with wind screens.
- Two saunas large enough for 20 persons each with one being a traditional dry sauna and the other being a dry sauna with aroma therapy. The saunas would be adjacent to a cold plunge area with a climb out ladder.
- One fully enclosed shelter with two rooms with benches to be used as changing areas (each would also contain two private changing cubicles). A third room could be added for City staff and as an operations centre for special events (art displays, cannonball competitions, etc.).
- Two unisex washrooms with pumpable tanks.

This program is based on the idea of creating a facility that through its wide programme offerings can attract a critical mass of patrons throughout the year. This critical mass of people would create an additional economic benefit to local businesses in the off-summer months.



## **Estimated Construction Costs**

Without a set facility programme, including the level of materials and finishes, it is difficult to produce a construction budget. However, a range can be set between a basic facility and a higher amenity facility.

The most basic facility would be a 4 lane (10 metre) x 20 metre tank with an open bottom and a 6 metre deck all around the perimeter (600m<sup>2</sup> of deck space). It would be supported on piers that allow it to rise and fall with the tide. It would have a tide adjusting access/egress ramp. This would be very similar to the original ocean pool that existed at the White Rock Pier from the 1920's through to the 1950's.

IMFS International Marine Floatation Systems, Inc., provided a cost estimate for such a facility. Not including any additional geotechnical work that might be required for the foundations of the piers, and not including any wave attenuation structures, they estimated the cost of the facility to be \$1,600,000 CDN. With soft costs and a design contingency, this cost estimate would likely rise to about \$1,800,000 CDN.

A mid-range amenity facility would be a facility similar to the Hasel Harbour Bath. This facility has two small pools, a dive/jumping tower, a seating area for viewing, and ample deck space (approximately 760m<sup>2</sup> of deck area). The cost, not including soft cost, design costs, or site development/servicing costs, was \$2,140,000. When those other costs are included, as well as the anchoring system and access ramps, the total cost would likely rise to approximately \$3,100,000 CDN.

A higher amenity facility would be similar to the Copenhagen Harbour Bath. This facility has a large open bottom tank and two smaller closed bottom tanks that use sea water. It has a viewing/seating platform that doubled as a dive/jumping tower. It has a generous amount of deck space (approximately 1,200m<sup>2</sup> of deck area). The cost, not including soft cost, design costs, or site development/servicing costs, was \$2,804,700. When those other costs are included, as well as the anchoring system and access ramps, the total cost would likely rise to approximately \$4,300,000 CDN.

None of the above examples are for facilities that had water treatment, such as New York's Floating Pool Lady. When water treatment is added the costs can increase by several million as not only does a mechanical treatment room have to be constructed, the tank has to be designed for removal and replacement of the water. Providing treated water also changes the nature of the facility. Now the facility is more able to handle programmed activities like learn to swim and aqua-fitness. The facility becomes more like a land-based outdoor pool, or even an indoor aquatic centre. This is counter to the more social/recreational purpose of a true ocean pool.

## Issues for Attention at the White Rock Pier Site

There are a number of site specific issues that have to be considered if an OP is planned for the White Rock Pier. Without an actual program and design, it is really not possible to determine all issues, but the following list of items will have to be dealt with no matter what the project entails.

- **Staffing.** Guards and operations/maintenance personnel will be required to operate this facility. Unlike the Pier, which has general and season upkeep and cleaning, an OP would require daily staffing for lifeguards and cleaning staff as well as general and seasonal upkeep. The cost for this staffing would be dependent on the size of the facility and the type of amenities it is to provide.
- **Protection.** Having an OP that is open to the face of the ocean is not a deterrent, as the Kastrup Sea Bath facility demonstrates. However, the construction of a facility that must take the brunt of ocean storms will be more robust than the construction of an OP in a harbour. This location may require the extension of the existing rock breakwater to better protect the facility.
- **Tides.** At low tide, the tide water retreats to the rock breakwater. An OP has to be located such that even at the seasonal lowest tide, there is water under it and it remains afloat and not resting on the tidal flats. Furthermore, the water depth has to be enough to ensure the safety of users jumping into the water and expecting a safe depth of water below them.
- **Sand movement.** Piers, breakwaters, and structures (like an OP) in the tidal flats area affect the movement of the sand and silt that make up the tidal flats. This can lead to the build-up of materials in the immediate area and potentially requiring seasonal dredging.
- **Pedestrian traffic.** Adding an OP to the Pier will add an additional pedestrian load to the Pier as well. While the coming and going to the OP may not cause congestion, the area immediately around the entrance to the OP will become congested. It may be necessary to build additional width to the Pier in the immediate area of the entrance to the OP.
- **Site Services.** If any kind of heated space, washroom, or steam room become part of the program, there would be a need to deliver electricity, water, and sanitary services to the OP.
- **Life-cycle costs.** Unlike a building that is on land and has a durable rain screen, an OP is more or less always open and facing the brunt of any weather, be it ocean storms, rain, wind, or sun. There are many materials that can be used to protect the infrastructure of the facility, but everything, from the cladding to the fasteners, will likely have shorter service lives than for a similar facility on land. As such, a long term maintenance plan will have to be created to ensure the facility is always in its best condition.



## **Conclusion**

Ocean pools have been proven to be very popular in Europe. They often become a destination in themselves for locals and tourists alike, creating a critical mass of patrons that drive up business for local establishments. They also become a focal point for social and family leisure activities.

The White Rock Pier lends itself to having an ocean pool, as it once had, and while there will be issues for the design to deal with, none would be unsurmountable or overly costly. Additionally, a ocean pool at the pier is very likely to increase activity for the local businesses all-year-round.

Given the examples provided herein, an ocean pool would likely cost between \$2 million and \$5 million dollars to construct, depending on size and the number of amenities.

THE CORPORATION OF THE  
**CITY OF WHITE ROCK**  
CORPORATE REPORT



**DATE:** October 20, 2014

**TO:** Mayor and Council

**FROM:** Greg St Louis, P. Eng., Director of Engineering and Municipal Operations

**SUBJECT:** Update on Progress of Centre Street Road Allowance Improvements Task Force

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**RECOMMENDATION**

THAT Council receive for information the corporate report dated October 20, 2014 from the Director of Engineering and Municipal Operations titled, "Update on Progress of Centre Street Road Allowance Improvements Task Force".

---

**INTRODUCTION**

This report is to provide information and an update about the progress and results from the Centre Street Road Allowance Improvements Task Force.

On December 16, 2013 Council passed motion 2013-453:

*THAT Council approves the following 2014 appointments for a one (1) year term commencing January 1, 2014, unless otherwise noted.*

- **Centre Street Road Allowance Improvements Task Force:**  
Councillor Fathers (Chair)  
Councillor Campbell  
Councillor Lawrence  
Note: Staff Liaison and members of the public to be named

*Purpose:* To oversee the preparation of landscape and hardscape plans to improve the accessibility and safe usage of the road allowance from Columbia Street to Marine Drive, to improve the community amenities, including the possibility of providing a community garden space, and to engage the public in the preparation of the plans. The plan should have public acceptance and be in a "grant ready" state to be able to take advantage of funding opportunities as they arise."

On February 24, 2014 the following resolution was made by Council:

2014-065      *THAT Council directs staff to schedule a meeting with residents three to four homes adjacent to the road allowances for public input.*

On March 31, 2014, the following resolution was made by Council:

2014-106      *THAT Council endorses that the Sculpture Garden be incorporated into the mandate of the Centre Street Road Allowance Improvements Task Force.*

### **PAST PRACTICE / POLICY / LEGISLATION**

“Street and Traffic Bylaw, 1999, No. 1529” is the bylaw regulating the Centre Street right of way (ROW). The 2006 Strategic Transportation Plan and the 2007 Parks Master Plan both make reference to and suggestions about development of the series of ROWs in the city of White Rock.

### **ANALYSIS**

The Centre Street ROW is a steeply sloping site between Columbia Avenue to the north and Marine Drive to the south. There is a view to Semiahmoo Bay for the entire stretch of the ROW. The existing site contains terraces, walkways, and stairs in various conditions. In some areas, property owners have encroached into the ROW with landscaping, parking pads, or for other use. In general, the proposed development of the Centre Street ROW is an opportunity to enhance pedestrian linkages between Marine Drive, and Town Centre, to develop open parks and green spaces, and to enhance the existing pedestrian linkages and through fares.

Since December 2013, the Centre Street Road Allowance Improvements Task Force has met seven (7) times and hosted four (4) public information meetings.

One task force meeting was dedicated solely to providing an opportunity for the residents directly adjacent to the Centre Street ROW an opportunity to provide input and comments about the proposed conceptual plans, as requested by Council in motion 2014-065 noted above. A landscape architecture firm, Sharp and Diamond, was hired to develop the conceptual design for the ROW based on the feedback from the task force and the public.

The four (4) public information meetings were an open forum where the public could review conceptual designs, ask questions of the task force and the landscape architect, and provide written and verbal comments. The conceptual proposals were amended to reflect the feedback and the following itemizes and distills the feedback received as a result of the information gathering process:

- Most people use the existing ROW for connecting to Marine Drive during exercise, for viewing the bay and for passive strolling
- Create a landscape with very low maintenance requirements
- Include budget considerations for the required maintenance
- Do not develop the ROW and use the money set aside for Centre St to maintain the existing green space in the city
- The plan must consider and attempt to create or enhance privacy and security for the adjacent residents
- The proposed plan must be simple, with a walkway as close to the middle of the ROW as possible
- Seating/lighting must be sited to not interfere with the adjacent resident’s privacy
- Consider an array of native plants, and to include small statured trees
- Plant choices should create bird and wildlife habitat

- Proposed upgrades should consider Naturescape and Green Corridor initiatives
- Include space for a community garden
- Don't include space for a community garden
- Include way finding and interpretive signage
- Consider the installation of eagle perches
- Include large trees for eagle habitat (Douglas fir trees) with consideration for the surrounding residents view of the ocean
- Don't include large trees for view preservation (Douglas fir trees)
- Enhance pedestrian/vehicular safety at all access and egress points to roads and laneways
- Keep parking spaces status quo or create more public parking
- Include space for public art pieces/statue garden
- The residents directly adjacent the ROW should be consulted individually to ensure their concerns are addressed

### **BUDGET IMPLICATIONS**

An amount of \$300,000 is currently allocated in the 2015 capital plan for this project. The landscape architect consultant developed a preliminary cost estimate of \$800,000, including a contingency and cost for detailed design development. Staff will review the estimate with the consultant and bring forward a request for additional funding during the 2015-2019 financial planning process.

### **CONCLUSION**

The Centre Street Road Allowance Improvements Task Force has fulfilled its mandate through engaging a landscape architect to develop a conceptual design of the Centre Street ROW. The conceptual design was developed through a series of four (4) public information meetings and seven (7) task force meetings. The final conceptual design, attached as Appendix A, reflects the feedback from the task force and the public information meetings. The next step is to engage a landscape architect to develop detailed design drawings and specifications in order to prepare for tendering. Staff is recommending the costs for the proposed development of the ROW be included in the 2015 financial plan.

Respectfully submitted,



Greg St. Louis, P. Eng.  
Director of Engineering and Municipal Operations

**Comments from the Chief Administrative Officer:**

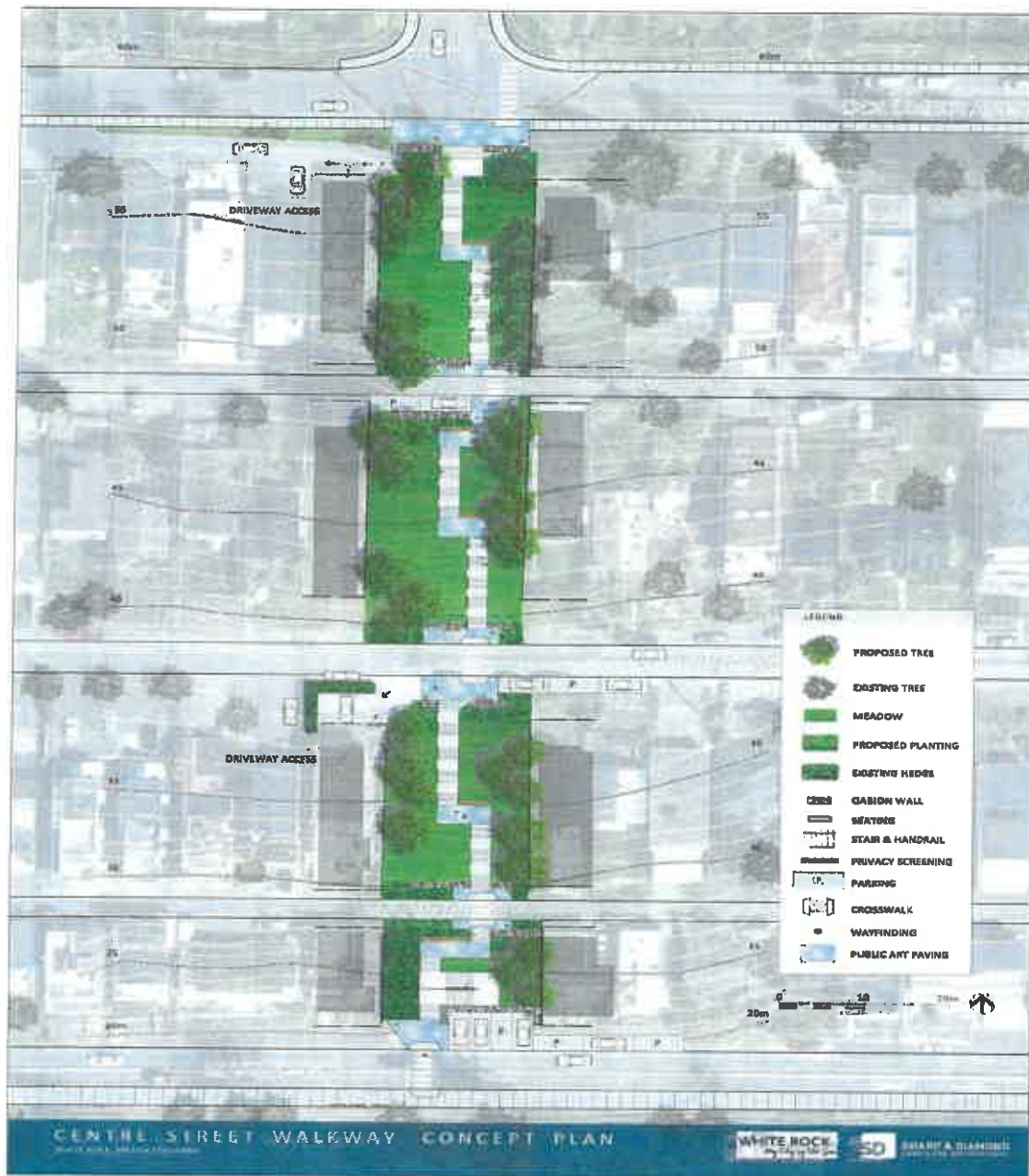
I concur with the recommendation of this corporate report.

A handwritten signature in black ink, appearing to read 'Dan Bottrill', written in a cursive style.

Dan Bottrill  
Chief Administrative Officer

Appendix A – Centre Street Right of Way (ROW) Concept Plan

## Appendix A Centre St ROW Concept Plan







# Centre Street

Council Presentation  
October 20, 2014

RECAP OF (4) OPEN HOUSES  
SURVEY RESULTS  
PREFERRED PLAN  
AFFORDABILITY  
DISCUSSION & NEXT STEPS



SHARP & DIAMOND  
LANDSCAPE ARCHITECTURE









# Issues

Disrepair and unsafe access

Intrusion into public space

Underutilized public space

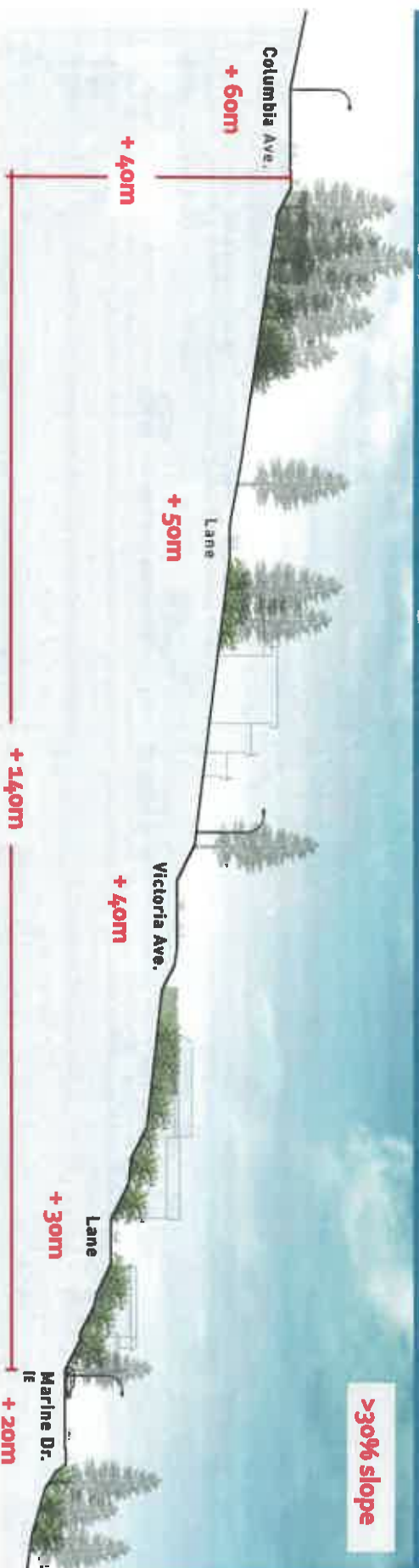


# Opportunities

- Celebrate connection between the waterfront and Five Corners district
- Branding / furnishing / wayfinding signage
- Integrate Centre St. Walkway with larger White Rock pedestrian network
- Historical / Interpretive signage and public art
- Views to Semiahmoo Bay and East Beach
- Street access points
- Eagle's nest / shore bird habitat
- Viewing platforms on existing terraces

# Constraints

- Property conflicts with adjacent Owners
- Steep grade / elevation changes
- Safety / visibility / access
- Limited parking
- Maintenance





# Ideas and Survey



New Chairs & Benches



Meeting Places



Viewing / Train Watching



Trees / Canopies



Dog Walking



Children's Play Area



Picnic Areas



Public Art



Walking Pathways



Wildlife Habitat



Sitting Areas



Drinking Fountains

## WHAT HAVE WE HEARD?

On Thursday, May 19th, 2016, a Public Open House was held at the City of Waterloo's new location to provide input and feedback on the redevelopment of the Central Street (Boulevard).

The Open House was held from 10:00 AM to 12:00 PM. The Open House was held at the new location of the City of Waterloo's new location to provide input and feedback on the redevelopment of the Central Street (Boulevard).

Here are some of your ideas:



TOP 4 IDEAS YOU USE CENTRAL STREET TODAY

- 1. PARKING
- 2. WALKING
- 3. DOG WALKING

TOP TOP 4 PROPOSED IDEAS FOR CENTRAL STREET

- 1. MORE TREES
- 2. MORE SEATING
- 3. MORE WALKING
- 4. MORE BIKES

## OUR INSPIRATION

### CONTEMPORARY ARCHITECTURE

Modern architecture and design can inspire the way we think about the future of our city. It can show us how to create a more vibrant and exciting environment for all of us to enjoy.

By looking at the work of modern architects, we can gain a better understanding of the challenges we face and the solutions we need to create a more sustainable and livable city.

Let's take a look at some of the most inspiring modern architecture and design projects from around the world.

### MODERN ARCHITECTURE

Modern architecture is a style of architecture that emerged in the early 20th century. It is characterized by its use of clean lines, geometric shapes, and a focus on functionality.

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## NATURAL HABITAT & WILDLIFE

### NATURAL HABITAT & WILDLIFE

Natural habitat and wildlife are essential for a healthy and sustainable environment. They provide a home for many different species of plants and animals, and they help to maintain the balance of the ecosystem.

By protecting natural habitat and wildlife, we can ensure that our city remains a vibrant and exciting place to live and work.

Let's take a look at some of the most inspiring natural habitat and wildlife projects from around the world.

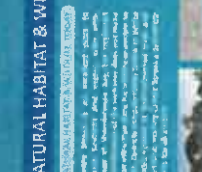
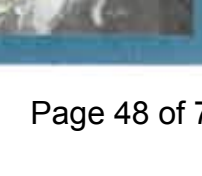
## SOCIAL & RECREATION

### SOCIAL & RECREATION

Social and recreation are essential for a healthy and sustainable environment. They provide a place for people to come together, share their experiences, and enjoy the outdoors.

By creating social and recreation spaces, we can ensure that our city remains a vibrant and exciting place to live and work.

Let's take a look at some of the most inspiring social and recreation projects from around the world.





# Concept From 'Beach to Bluff'

## CONCEPT

The Centre Street Walkway has been referred to as the 'hump' - the crest on the ridge dividing the East and the West. Our goal is to reveal and re-establish the connection from the Beach to the Bluff.

- Work with the Site
- Celebrate the View
- Design with Nature
- Create an Experience
- Make it Comfortable and Safe
- Enhance Privacy



## ESCARPMENT

- Landing at Marine Drive
- Wayfinding Signage
- Possible Suspended Staircase
- Eagle Nest Viewpoint
- Coastal Vegetation

## TERRACES

- Landings with Seating Facing
- Wayfinding Signage
- Gentle Stairs with Landings
- Golden Wall - Native Material
- Lounging Chair Terrace
- Coastal Meadows
- Possible Community Garden

## REMNANT FOREST

- Landings with Seating Facing
- Wayfinding Signage
- Gentle Stairs with Landings
- Wildlife - Botanic - Shrubland
- Coastal Meadows

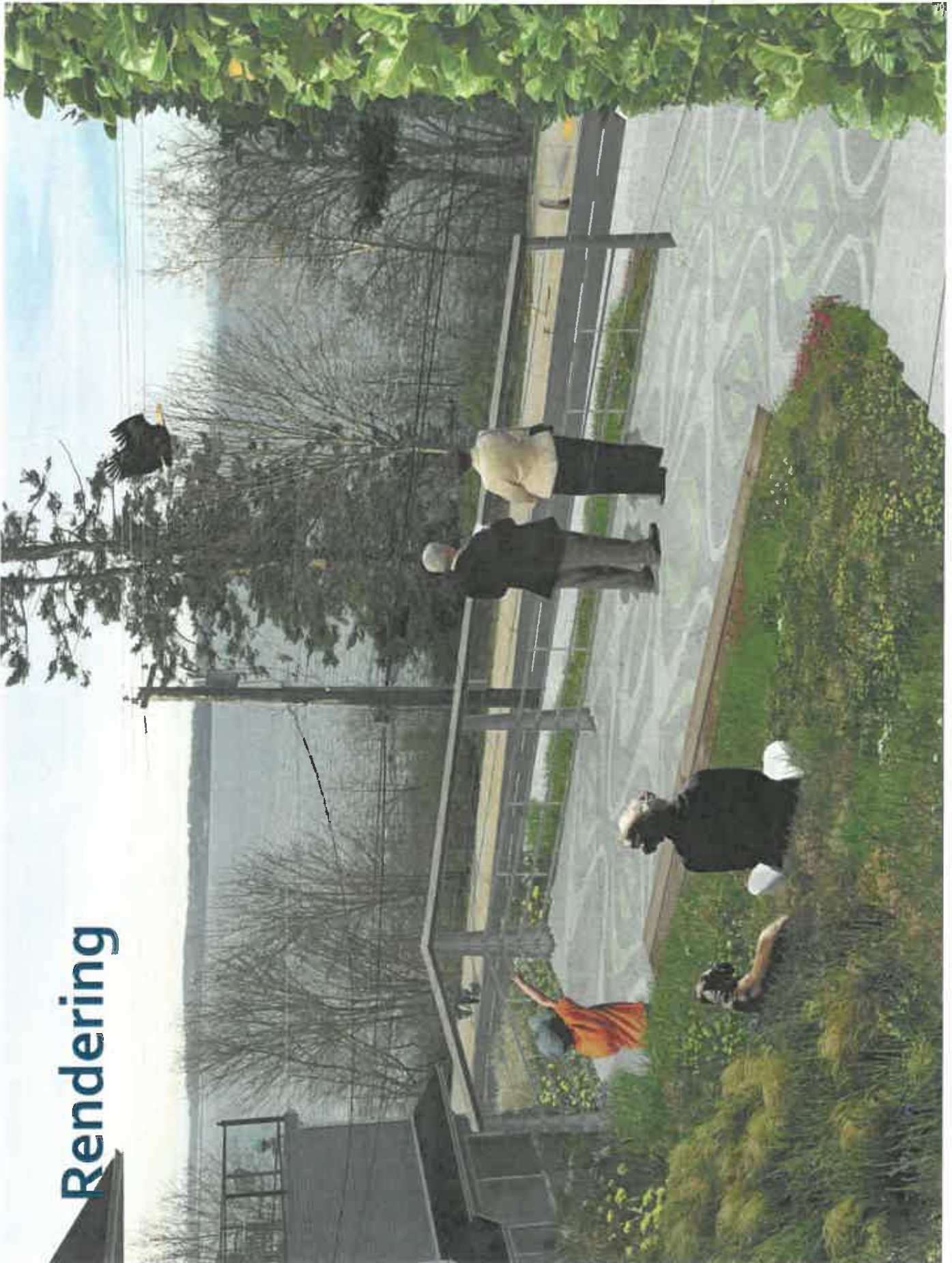
## BLUFF

- Landings with Seating Facing
- Wayfinding and Interpretive Signage
- Viewpoint to the Bay
- Gentle Stairs with Landings
- Coastal Meadows
- Native Treeing Trees
- Drinking Fountain (for Accessibility)





# Rendering



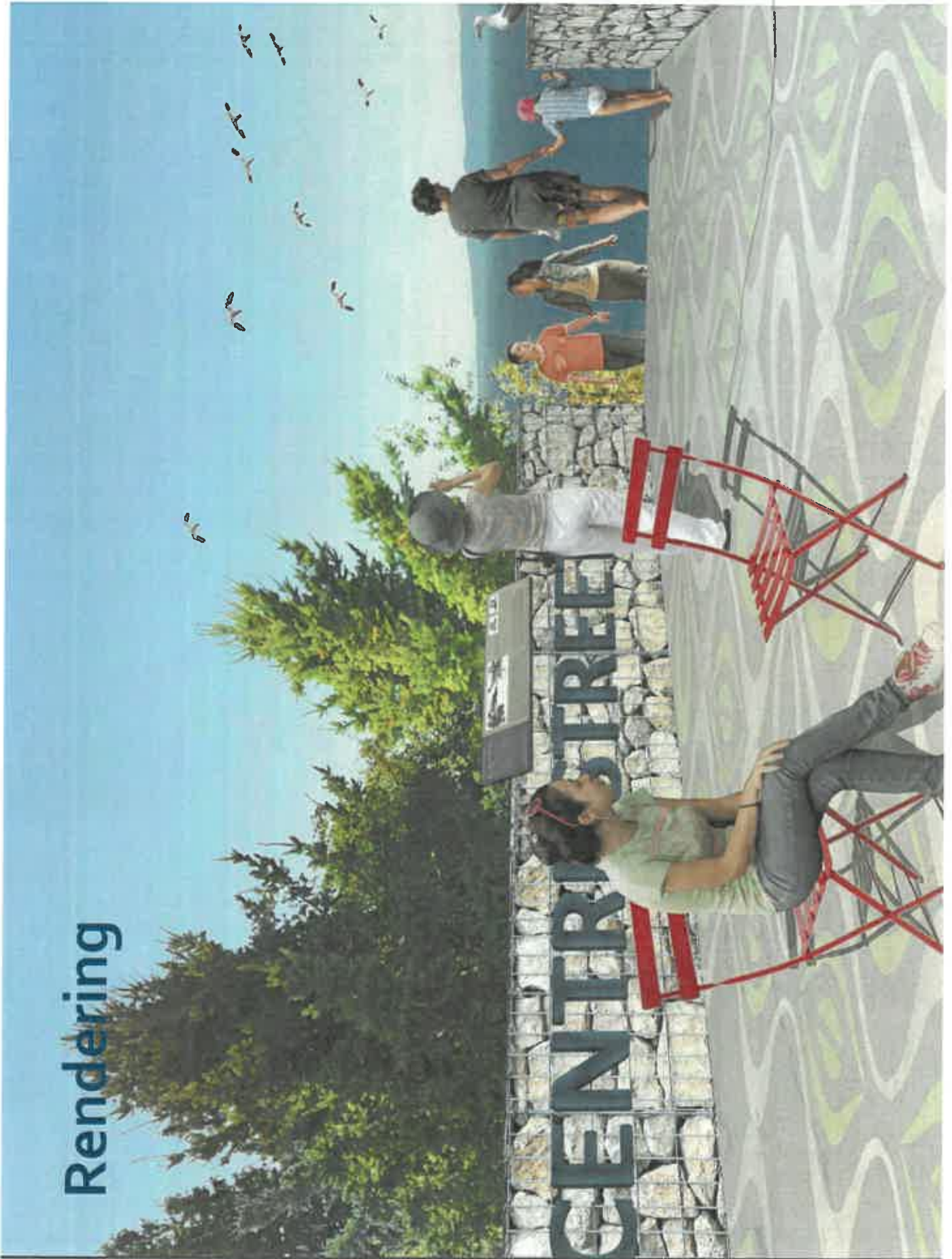


# Rendering

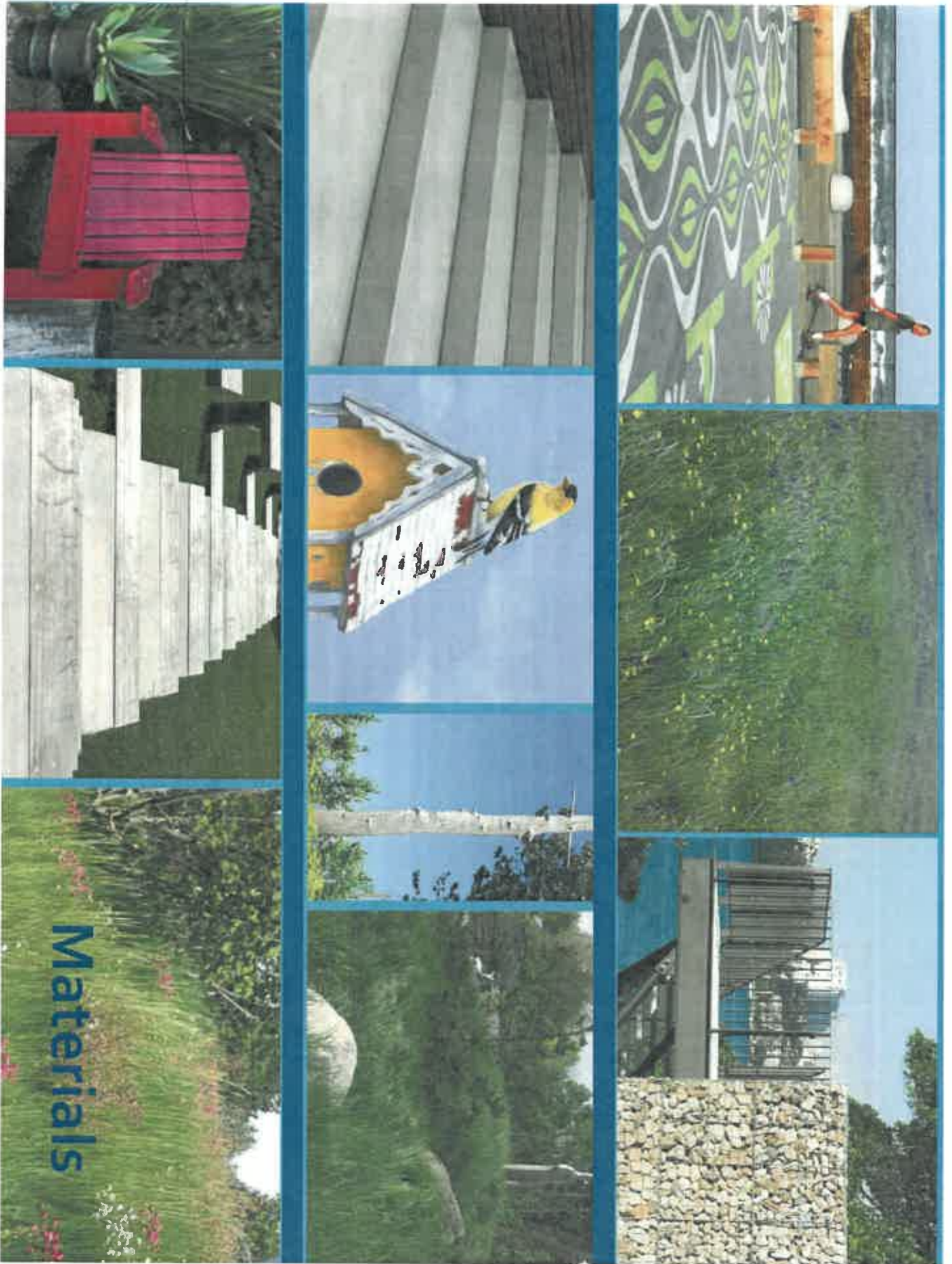




# Rendering







## Materials

# Privacy

- Privacy Considerations
- Existing Buildings



# Parking

- No Opportunity
- Potential Parking
- Existing Parking

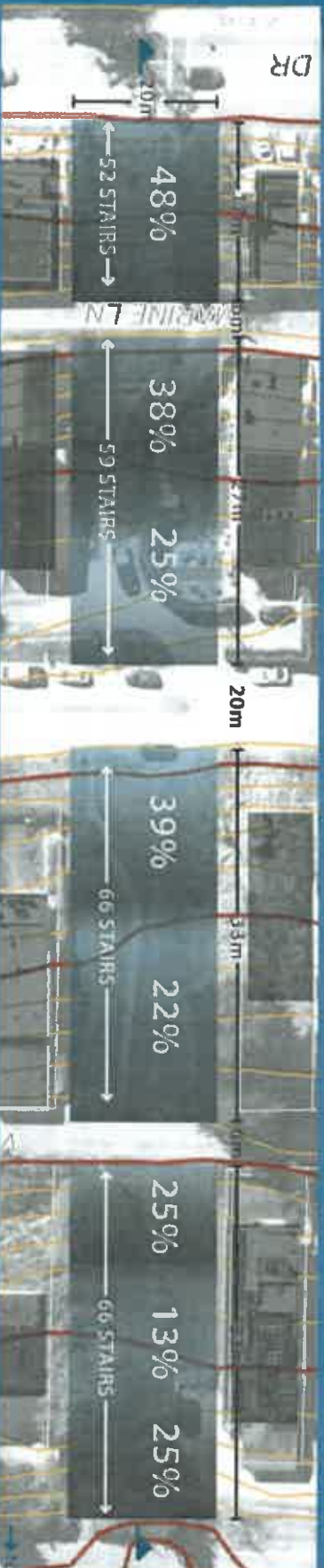




# Slope Study

**+/- 240 stairs**

243 STAIRS:  
Tread = 13" (330.2mm)  
Rise = 6" (152.4mm)



Ramp 8%



Straight Stairs



Lookouts + Stairs



Angled Stairs



Curved Stairs



Ramps + Stairs





## Screening



## Stairs: Existing







Wood



Metal

The image displays three landscape architectural plans for a residential development, arranged vertically. Each plan shows a site with a driveway access, a parking area, and a building footprint. The plans are labeled 'PLAN 1', 'PLAN 2', and 'PLAN 3' at the top. A legend is provided on the right side of the plans, listing various landscape elements and their corresponding symbols.

**LEGEND**

- PROPOSED TREE
- EXISTING TREE
- MEADOW
- PROPOSED PLANTING
- EXISTING HEDGE
- GARDEN WALL
- SEATING
- STAIR & HANDRAIL
- PRIVACY SCREENING
- PARKING
- CROSSWALK
- WAYFINDING
- PUBLIC ART PAINTING



# Perspective

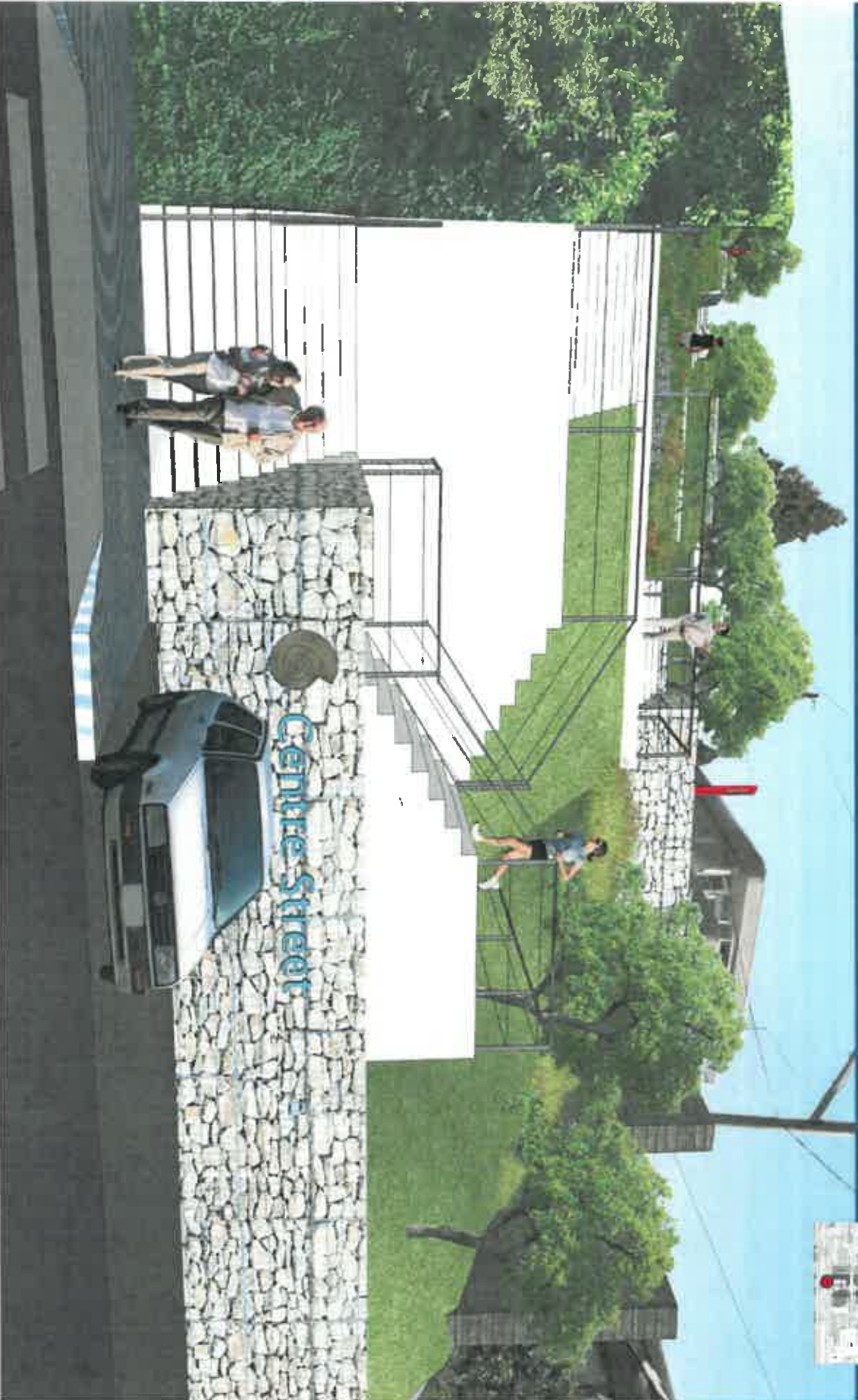


# Columbia Avenue





# Marine Drive





Rest...view...





# Viewpoint

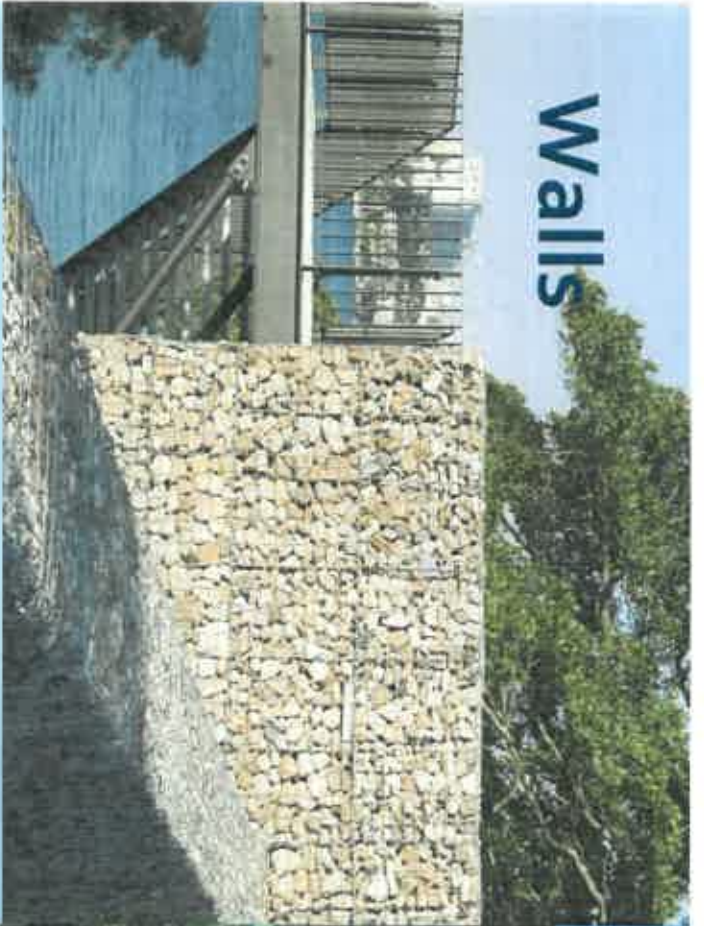








## Walls



## Paving



## Planting

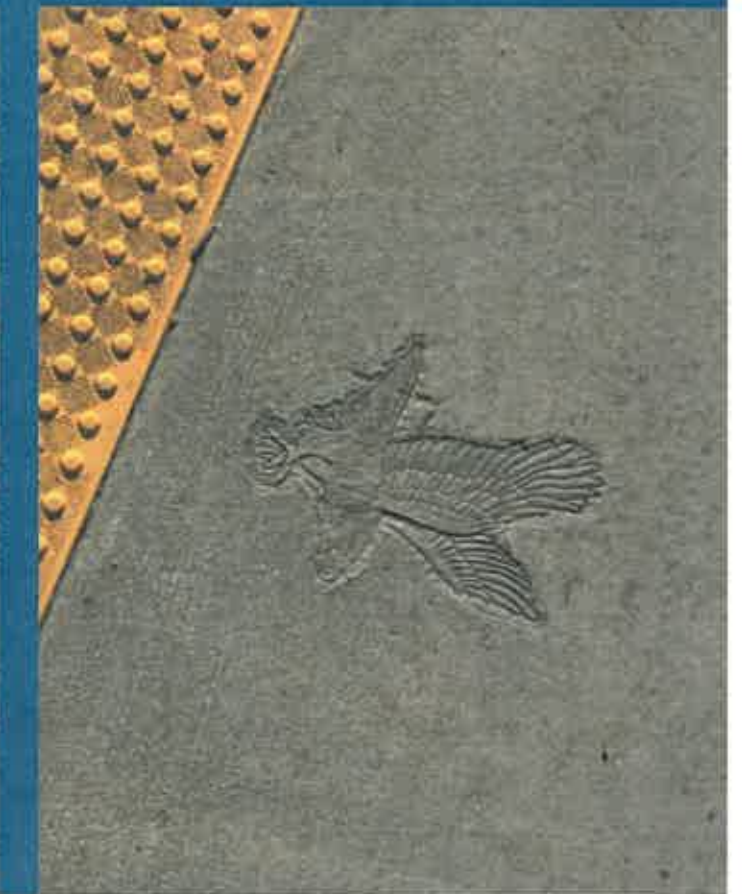
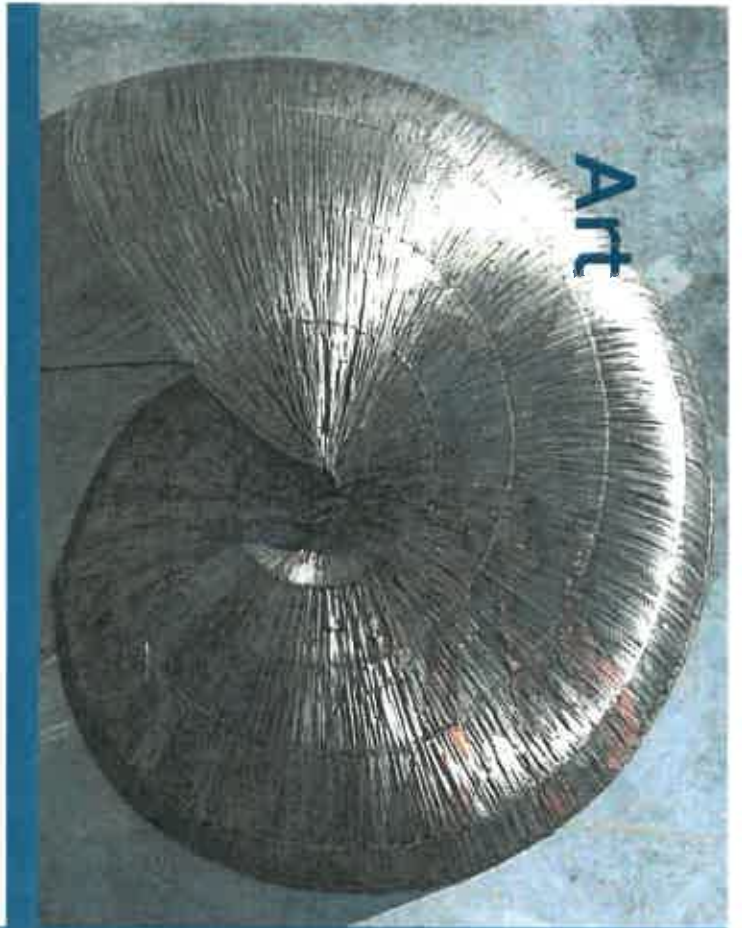






# Nature





# Affordability

\$50K Site Preparation & Earthworks

\$70K Paving

\$295K Walls, Stairs

\$125K Lighting, Furnishings

\$60K Plantings, Maintenance

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\$600K Subtotal

+ Contingency

+ Detailed Design

---

**+/- \$790 Total**

**\$300K Budget!**



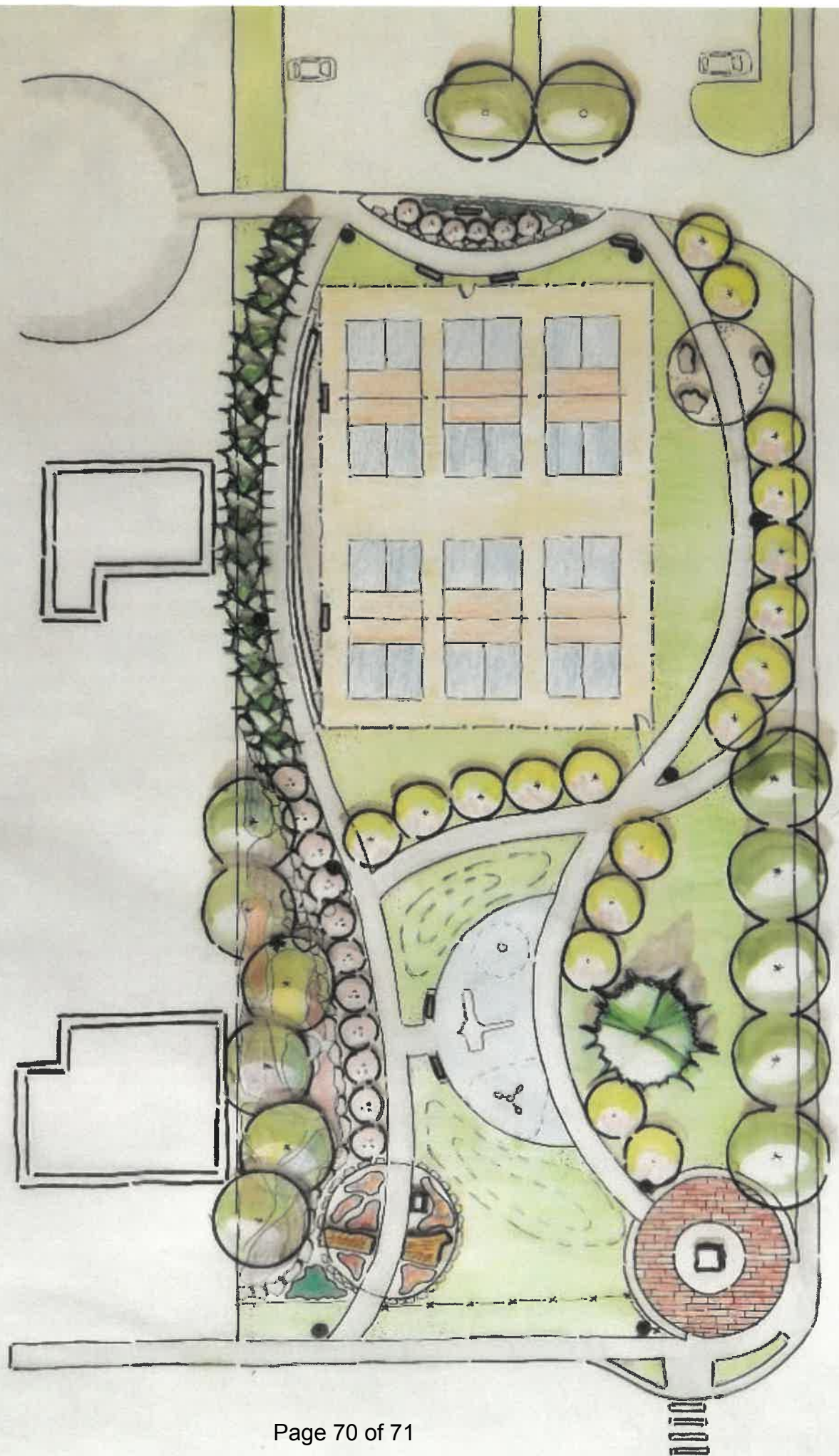
# Discussion & Next Steps

## Centre Street Walkway White Rock BC

OPENHOUSE #4 | SEPTEMBER 10<sup>TH</sup>, 2014



**SHARP & DIAMOND**  
LANDSCAPE ARCHITECTURE



Community Amenity Projects Expenditure List  
2017 to 2019

Waterfront Parking Facility	\$ 9,216,804
Memorial Park Upgrade	3,133,062
Memorial Park Public Art	18,779
Pier Washroom & Viewing Platform	703,364
Peace Arch Hospital Auxiliary Public Art	74,658
Parkland Acquisition - 1510 Johnston Road	1,293,620
Johnston Road - Russell to North Bluff	921,540
Eastbeach Shoreline Restoration	200,000
Pier Phase 1 Immediate Repairs	275,400
Pier Phase 2 Restoration	17,895
Promenade Extension	<u>16,074</u>

Total actual expenditures \$ 15,871,196

Budgeted Expenditures 2020

T/C Parking Stalls	\$ 240,000
Community Public Art	86,600
Waterfront Parkade	86,600
Memorial Park	80,500
Pier Immediate Repairs	45,000
Pier Restoration Completion	982,000
West Wharf Replacement	270,000
Parkland Acquisition	700,000
Maccaud Park	250,000
Property Purchase	<u>1,200,000</u>
	3,940,700

Budgeted Expenditures 2021 - 2025

Community Public Art	200,000
----------------------	---------

Total budgeted expenditures \$ 4,140,700