

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



**DATE:** September 11, 2023

**TO:** Mayor and Council

**FROM:** Jim Gordon, P.Eng., Director, Engineering and Municipal Operations

**SUBJECT:** Facilities Master Plan – Community Hub

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**RECOMMENDATIONS**

THAT Council receive the corporate report dated September 11, 2023, from the Director of Engineering and Municipal Operations, titled “Facilities Master Plan – Community Hub” for consideration; and

1. Endorse the asset repair and maintenance strategies outlined in the Facilities Master Plan for consideration as part of the 2024 Financial Plan process;
  2. Endorse the financial and conceptual work necessary to develop Council Strategic Priorities of Community and Housing & Land Use by moving forward with options for a Community Hub to replace the Evergreen Daycare, Library and City Hall and that this development work include investigation into the feasibility of incorporating civic services, with a seniors’ centre, affordable housing units, daycare space, an arts centre and market commercial-retail space as options; and
  3. Endorse an investigation into the sale of the Waterworks Yard on Buena Vista, housing the Waterworks Operation in expanded facilities at the Keil Street Works Yard, and using the net proceeds as a contribution towards a Community Hub.
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**EXECUTIVE SUMMARY**

Master plans are routinely carried out to assess infrastructure conditions and identify maintenance, replacement, and upgrade strategies. The City’s asset management budgets are based upon the Master Plans in the water, sewer, transportation, parks and facilities areas. Plan updates usually occur on a five-year cycle. The City’s Facilities Master Plan has not been updated since 2008.

DIALOG consultants recently completed a detailed review of the City’s 27 facilities as part of the 2023 Facilities Master Plan (FMP). This report summarizes and builds upon the FMP attached as Appendix A and discusses the potential for building a new Community Hub, which has been identified as a top priority in the 2023-2026 Council Strategic Priorities document by providing multiple community needs in one central location.

## **INTRODUCTION/BACKGROUND**

The City owns and directly manages 27 facilities distributed throughout the City in the delivery of a variety of community services. These include:

- public administration buildings such as City Hall and Keil Street Offices,
- Police and Fire Stations,
- recreational and community use facilities,
- operational facilities such as the Water Treatment Plant and Keil Road Works Yard,
- the Museum,
- the Library,
- public washrooms.

The majority of City facilities can be proactively maintained, replaced on a lifecycle basis or upgraded through asset management budgets based on the current and subsequent FMP's. Major costly exceptions are the aging, non-seismic City Hall building and the Waterworks Yard. Additionally, Evergreen Daycare is also an older building that needs costly repairs, does not meet functional needs and is located within the potential Community Hub site.

### **City Hall**

City Hall is a 61-year-old building that no longer adequately meets the more diverse and growing needs of the community. In addition to significant maintenance issues, the building is too small to accommodate all the staff needed to serve the public, does not comply with accessibility requirements as per the latest building code, and does not meet current seismic standards (Appendices B, C and D).

The estimated cost to address the maintenance issues and overdue seismic strengthening is \$4.3M; however, this does not address the insufficient space issues and only partly addresses accessibility by installing an elevator. A new 25,000 square foot building that would meet community needs is estimated to cost \$25M, including soft costs and fixtures.

### **Waterworks Yard**

The building is approximately 70 years old and needs significant repairs. Envelope failures are frequent, and repairs typically only serve to address a temporary solution. Also, the building is showing notable structural concerns. An additional concern is the separation of Waterworks staff from the main operational activities at Keil Works Yard (KWY).

Relocation of staff to the KWY and upgrading the facility to accommodate them was estimated at \$3.5M in 2022. Depending on potential rezoning, the City could potentially gross \$8M or more for the Buena Vista Yard (2022 estimate). However, the potential requirement for environmental remediation needs to be investigated, as well as the current market value.

### **Evergreen Daycare**

The Evergreen Daycare on Centre Street between the Library and Fire Station is 65 years old and does not conform to the basic life and safety requirements of the current building code. The daycare tenants advise that shortage of space is an issue with the growing demand for services. Repairs estimated at \$400K are not economically feasible for this older wood frame building. Additionally, the building is located within the potential Community Hub site.

## **NEXT STEPS**

### **Five Year Asset Budgets**

Staff will use the information in the FMP to propose five-year asset management budgets for City facilities as part of the 2024 Financial Plan process. Much of the work identified in the FMP

is already included in the Facilities asset budgets. If minimal funds are allocated to the three facilities noted above, on the premise that they will be replaced, an annual asset budget of approximately \$1.2M will be required to carry out the FMP recommendations over the next five years. This will require an approximate 10% increase to the existing facilities asset budgets.

### **Kent Street Activity Centre**

Approximately \$600K in maintenance has been identified in the FMP for the Kent Street Activity Centre. The more costly items relate to roofing and membrane repairs – some of which are underway. The biggest concern expressed about the facility relates to lack of space for seniors' activities and materials storage. A functional needs assessment, including public consultation, was put out to a Request for Proposals (RFP) and a contract for the project was recently awarded.

### **Affordable Housing**

Affordable Housing is one of Council's top strategic priorities noted in the 2023-2026 Council Strategic Priorities document, especially given the housing crisis being experienced in the province as well as the rest of Canada. Starting with the 2021 financial year, Council has set aside \$7.8M to-date towards an affordable housing project. This amount includes \$1M for Community Amenity Contributions as well as \$1.7M from the provincial Growing Communities Fund grant. By the end of the 2027 financial year the City expects to have set aside a total of \$8.9M towards an affordable housing project.

### **Community Hub**

The aspirational concept of a Community Hub evolved from conversations about an aging and inadequate City Hall building, community needs, and services provided by the immediate surrounding aging and inadequate civic properties, including the Library, Annex, Fire Hall, RCMP Building, and Evergreen Daycare.

The Fire Hall and Police Station are in relatively good condition, although the RCMP advise that they have space and security concerns. If a Community Hub is located in the existing civic precinct, these two facilities could be incorporated into a Community Hub plan with minor modifications to access points and possibly an RCMP building expansion.

As outlined at the end of the FMP, two visioning sessions were held grouping community needs including Council Strategic Priorities and loosely identifying conceptual solutions.

Initial steps are underway for an exploration of the financial ramifications of different potential options for a Community Hub, including affordable housing for seniors, a new library, day care space, and market commercial-retail space. This initial exploratory financial work is necessary to inform and prompt Council discussions on next steps leading to community consultation and development of the top Council's Strategic Priority objective of building a Community Hub. Council's Strategic Priority objective of increasing below market rental inventory could be included in a Community Hub.

To-date, Council has set aside \$2M towards a new Community Hub funded by the provincial Growing Communities Fund grant. By the end of the 2027 calendar year, the City expects to have set aside \$5M towards a new Community Hub. If the City is able to identify/develop a feasible Community Hub plan that includes some level of affordable housing, the aforementioned \$8.9M expected to be set aside by then end of the 2027 for affordable housing could be added together with the \$5M expected to have been set aside for a new Community Hub, which would result in \$13.9M being available for such a combined project.

## **FINANCIAL IMPLICATIONS**

The FMP identifies approximately \$1.2M in annual asset maintenance and upgrades for City facilities excluding City Hall, Waterworks Yard and Evergreen Daycare. The current five-year plan asset budgets will need to be increased by approximately 10% (\$100K) to fund this work. The significant capital costs for replacement of the three excluded facilities as well as their interim maintenance until replacement, over and above the \$1.2M annual budgets, need to be determined.

By the end of the 2027 financial year, the City expects to have set-aside \$8.9M towards an affordable housing project and \$5M towards a new Community Hub. Should the City identify a feasible project where affordable housing can be integrated into the new Community Hub, those two amounts could be combined for a total of \$13.9M towards the joint project being available by the end of 2027.

## **LEGAL IMPLICATIONS**

The legal implications of Council deciding not to address building condition issues have not been identified or quantified; however, these could potentially be significant.

## **COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS**

Proceeding with asset budget work for the various facilities will require consultation with the various users. Discussion about a Community Hub will require broader community wide consultation.

## **INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

The FMP and potential Community Hub affect all staff and all departments.

## **CLIMATE CHANGE IMPLICATIONS**

Many of the items identified in the FMP will improve facility efficiency, thereby reducing energy consumption and resultant greenhouse gas production.

## **ALIGNMENT WITH STRATEGIC PRIORITIES**

The recommendations in this report align with Council's Strategic Priorities that are identified as high priorities:

1. Community - We foster a livable city with connected residents enjoying distinctive places and activities – Objective - **Develop New Community Hub.**
2. Housing and Land Use – We advocate for diversity in housing and practice balanced land-use planning – Objective - **Increase at and below market rental housing inventory.**

## **OPTIONS / RISKS / ALTERNATIVES**

This report seeks Council endorsement of the maintenance strategies outlined in the FMP for 24 of the City facilities and a replacement plan for City Hall, Evergreen Daycare and the Waterworks Yard.

The Waterworks Yard could potentially be replaced by an additional facility at the KKY and City Hall and Evergreen Daycare incorporated into a Community Hub that could include a seniors' centre, affordable housing, daycare space, an arts centre and market commercial-retail

space in the options. Because of location and function, the Library and Evergreen Daycare could potentially be replaced and incorporated into a Community Hub.

Council could decide:

1. Not to endorse facility maintenance strategies identified in the FMP; however, this could lead to rapid deterioration of facilities and greater future costs, while exposing users to increasing risks.
2. Not to move forward with the Community Hub and to remain with the status quo; however, continuing with inadequate facilities results in poor service to residents, and also exposes residents and staff to accessibility constraints and seismic safety issues. Additionally, the space and functional limitations of facilities affect the recruitment and retention of staff. Not moving forward would also take away an opportunity to develop Housing & Land Use and Community Council Strategic Priorities.

### **CONCLUSION**

The FMP identifies the condition of each of the 27 City Facilities and sets forth repair and maintenance strategies. Except for City Hall, Evergreen Daycare and the Waterworks Yard, repairs and maintenance can be carried out over five years with an approximate 10% asset budget increase.

City Hall, Evergreen Daycare and the Waterworks Yard have significant issues that can be addressed through their replacement, with the Waterworks Yard relocated to the KWY, and the others incorporated into a Community Hub that addresses Council Strategic Priorities of Community and Housing & Land Use by including a seniors' centre, an arts centre, affordable housing, day care space, and market commercial-retail space in the options.

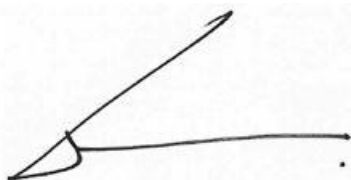
Respectfully submitted,



Jim Gordon, P.Eng.,  
Director, Engineering and Municipal Operations

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

I concur with the recommendations of this corporate report.



Guillermo Ferrero  
Chief Administrative Officer

- Appendix A: Facilities Master Plan Update prepared by DIALOG Consultants dated August 29, 2023
- Appendix B: Corporate Report dated January 13, 2020, titled “City Hall – Seismic Report – 2020”
- Appendix C: Excerpt 6.2.8 from Minutes of the Regular Council Meeting of January 13, 2020
- Appendix D: Excerpt 6.2.1 from Minutes of the Regular Council Meeting of January 27, 2020