



ADMINISTRATIVE REPORT

Report Date: October 3, 2017
Contact: Danica Djurkovic
Contact No.: 604.873.7710
RTS No.: 11672
VanRIMS No.: 08-2000-20
Meeting Date: October 31, 2017

TO: Vancouver City Council

FROM: General Manager of Real Estate and Facilities Management in consultation with General Managers of Parks and Recreation, Community Services and Financial Services

SUBJECT: Report Back on Seniors Centre in South Vancouver / Sunset Area

RECOMMENDATION

- A. THAT Council support development and the construction of a Seniors' Centre of approximately 10,000 square feet to be located adjacent to the existing Sunset Community Centre.
- B. THAT Council direct staff to pursue funding opportunities to cost-share the Sunset Seniors Centre project, currently estimated to cost up to \$10 million, with the Federal and Provincial governments and report back to Council.

REPORT SUMMARY

A significant demand for senior services is expected in the next twenty (20) years citywide and Sunset neighbourhood has been identified as an area with an existing gap. Council directed City staff to undertake a feasibility study and explore partnership funding opportunity with the Provincial and Federal Government.

The City issued an RFP for highly qualified teams to provide professional architectural consulting services for the feasibility study. Carscadden Architects were selected as the successful proponent and hired in May 2017. The study included community engagement, program development, site analysis, test-fit diagrams, concept options and costing.

A long list of potential sites were identified and reviewed, and then a short list of sites were further analysed. It was determined that co-location with the existing Sunset Community Centre is the preferred option with some advantages being proximity to transit and outdoor space, social benefits and additional opportunities for efficient use

of space and resources (capital & operating) that are shared and mutually complimentary.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

At the Council's Standing Committee on Policy and Strategic Priorities held on July 27 and 28, 2016, Council passed a motion that, using the Killarney Seniors Centre as a successful model, staff are to undertake exploratory work relating to the development of a new seniors centre in South Vancouver / Sunset area and report back at the earliest opportunity, and that staff are to work with the Park Board, the wider community in south Vancouver, particularly the seniors groups in the Sunset area, and a representative from the City's Seniors' Advisory Committee, for their input.

At the September 19th, 2016 Park Board meeting, a motion was supported to direct staff to investigate potential site options appropriate for the development of a seniors' centre nearby or adjacent to the current Sunset Community Centre. On October 23rd, 2017, City staff presented the feasibility study and recommended site location to the Vancouver Park Board. Park Board supported development of this senior centre in Sunset Park, and as an addition to the existing Sunset Community Centre.

On September 21st, 2016, Council directed City staff to "undertake a feasibility study including functional programming, site selection, governance models, and concept design for a new Seniors Centre in South Vancouver" and approved "a multi-year capital budget of \$300,000 for this study with funding to be provided from the 2015-2018 Capital Plan (Emerging Priorities); expenditures to be managed within the overall Annual Capital Expenditure Budget."

Staff was directed to "work with the Board of Parks and Recreation and Community Services on a consultative process with the South Vancouver community, particularly the seniors groups in the Sunset area (e.g. the Sunset Community Centre Association, the South Vancouver Neighbourhood House) and a representative from the City's Seniors' Advisory Committee, for their input."

Staff was also directed to "explore potential funding sources including matching funding from the Provincial and Federal governments."

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager, the General Manager of Real Estate and Facilities Management, General Manager of Park Board, and the General Manager of Community Services and General Manager of Financial services support these recommendations.

REPORT

Background/Context

Social infrastructure like seniors' centres supports the goals of Vancouver's Healthy City Strategy by enabling services and networks that address the social determinants of health and well-being, including belonging, safety, inclusion, social connection, learning and expression.

By 2041, the demand for seniors facilities in Vancouver will increase dramatically along with the City's seniors population (based on projections from 2012, there could be an 80 per cent increase of residents aged 65 - 74 and a 100 per cent increase of residents older than 75). This growing and diverse population will have complex and intersectional needs for services and supports that enable health and well-being. Older seniors are more likely to be women and encounter gendered obstacles to accessing income, transportation, housing and services. Seniors speaking non-English languages or from non-European backgrounds may face further barriers and discrimination.

The vast majority of seniors in Sunset were born outside of Canada (87 per cent), are members of a visible minority group (79 per cent) and do not speak English. Currently in the area, more senior women than men live alone and 18 per cent of senior women and 15 per cent of senior men as classified as having below the after-tax low income measure (Statistics Canada, 2016 Census of Population).

Of Vancouver's eight (8) seniors facilities, there are only three (3) located in East Vancouver and none in the Sunset neighbourhood. Seniors services, including facilities and programming, were identified as a priority in the neighbourhood's Community Vision (2005). The Sunset Community Centre was identified as the preferred location for these services at that time. In addition, Council's motion for a new senior's facility in Sunset was supported by the City's Senior's Advisory Council and the Indo-Canadian Seniors Society. Also identified in the Community Vision was a need for increased facilities for programming for youth. The population of 0-12 year old children in Sunset is currently the third largest in Vancouver and this large cohort will age into the youth demographic over the next decade. Planning ahead, it would be an efficient use of resources to provide space at the proposed seniors centre for intergenerational programming.

Strategic Analysis

COMMUNITY ENGAGEMENT

A robust stakeholder and public engagement process was facilitated by the consultant team in order to assess and understand the range of current and future needs and desires of the seniors community in the Sunset neighbourhood.

The following is a list of the engagement activities and events that were held as part of this feasibility study.

Stakeholder meetings (5)

- Facilitated group meetings with representatives from 14 stakeholder organizations
- Sunset Community Association Board of Directors
- City of Vancouver and Sunset Community Centre staff

Public engagement sessions (6)

- Facilitated sessions in Punjabi at Sunset Community Centre
- Facilitated sessions in Chinese
- Youth workshop at Sunset Community Centre
- Booth at Sunset Community Centre during Canada Day celebration public engagement sessions

Public questionnaire (4)

- English - online and print
- Punjabi - print
- Chinese - print
- Youth - print

Additional presentations by City staff (2)

- Seniors Advisory Committee
- Park Board

Open House at Sunset Community Centre September 7, 2017 (1)

Below is a list of the groups that were consulted.

- City of Vancouver Seniors Advisory Committee
- Council of Senior Citizens Organizations of BC (COSCO)
- Metro Vancouver Cross-Cultural Seniors Network Society - Raising the Profile Project
- South Asian Women's Seniors Group/Hub
- Changing Aging - UBC Kinesiology Program
- South Vancouver Neighbourhood House
- South Vancouver Pacific Grace MB Church
- South Vancouver Seniors Hub
- Southeast Vancouver Arts & Cultural Society
- Sunset Community Association
- Sunset Community Centre staff
- Sunset Indo Canadian Seniors Society
- Vancouver Chinese Baptist Church
- Vancouver Public Library - South Hill Branch
- Little Mountain Neighbourhood House

FUNCTIONAL PROGRAM

A recommended Functional Program was developed that targeted the intersection of needs and gaps in a practical and thoughtful way.

The Functional Program considers spaces for the delivery of health and wellness, nutritional support, physical activity, culture, education and recreation, intergenerational activities and information, and referral and advocacy types of programming and services. Key spaces include a large event and dining multipurpose room, medium flexible activity rooms, fitness oriented room, kitchen, lounge space, lobby and administration and support spaces.

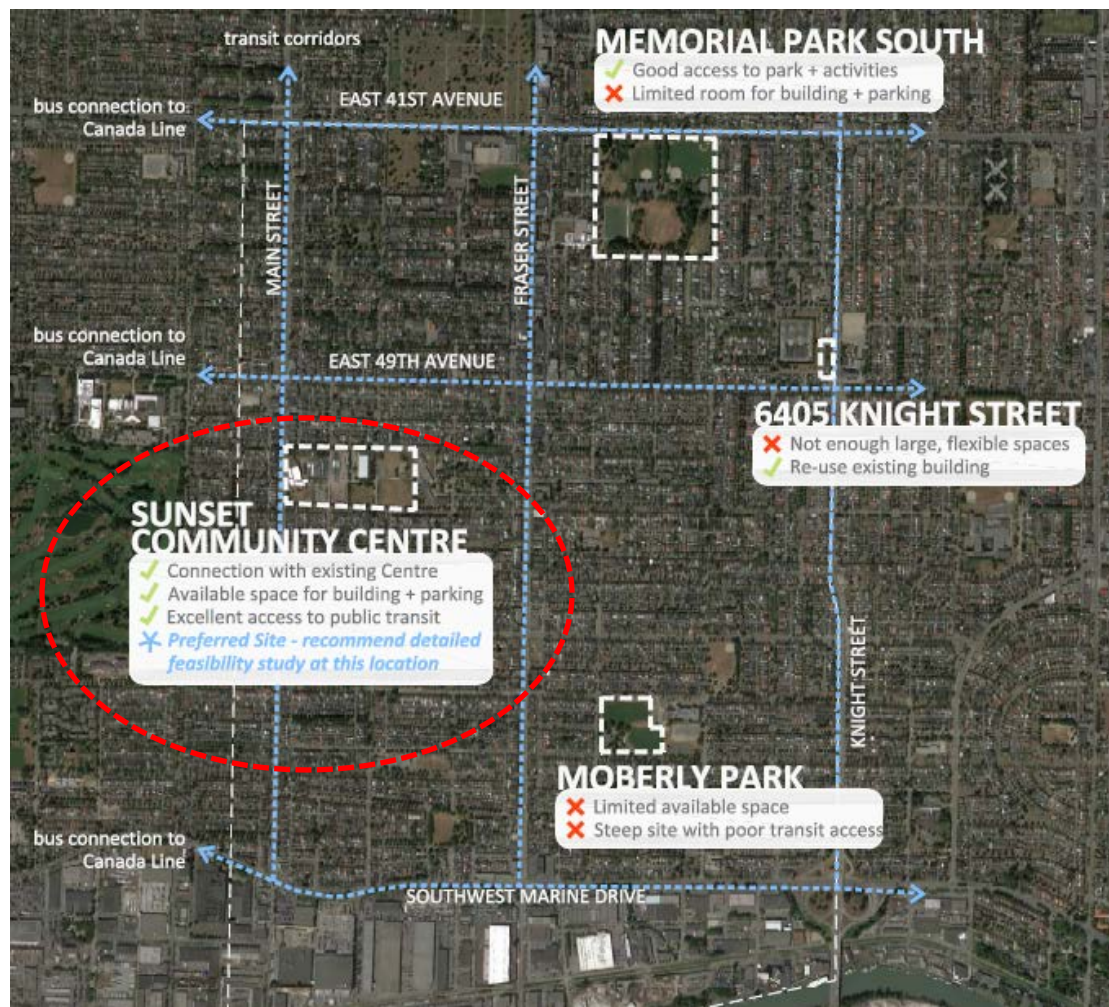
The total space requirement is approximately 10,000 square feet.



SITE SELECTION

Through an iterative process of review and analysis, possible sites for a future seniors' centre were compared and tested. A long list of potential sites was reduced to a short list based on the basic requirements of location within the target area, availability in the desired timeframe and capacity to facilitate the construction, addition, or renovation of at least 10,000 square feet.

The short list included four sites that were further analysed based on criteria in categories including social, environmental, financial and test fit. They are captured below with basic summaries.



It was determined that co-location with the existing Sunset Community Centre is the preferred option with some of the advantages being proximity to transit, parking and outdoor space, social benefits by expanding existing programming and integrating seniors programs with intergenerational and recreational community programs.

As the existing Sunset Community Centre is a unique building in architectural expression, three options on the site have been identified as feasible. Once the project budget is approved, staff will explore these options to determine which one is the preferred.



The cost estimate for this 10,000 square foot seniors' centre is approximately \$10M (with a projected construction phase in 2019). Ongoing programming costs are estimated to be approximately \$0.3 M per year and ongoing building operating costs are estimated to be approximately \$0.3 M per year.

Implications/Related Issues/Risk

Financial

Staff recommends pursuing a shared funding model between the Federal and Provincial governments and the City. This funding model is comparable to the Killarney Community Centre project and many other partnership projects over time. There have been initial conversations with senior levels of government regarding a cost-sharing partnership.

The City's share can be funded from cash Community Amenity Contributions (CACs), as it will be an expansion to the community facility network.

Once a funding strategy has been developed to the satisfaction of the City Manager and the Director of Finance, the project will be advanced via the City's capital planning process, potentially as a project in the upcoming 2019-2022 Capital Plan.

Environmental

The existing Sunset Community Centre is a LEED Silver building. With CoV facilities committed to renewable energy and GHG reduction, this project presents an opportunity to demonstrate the development of a low GHG emission addition that minimizes the increase in GHG emissions while improving the energy and GHG performance of the existing building. As per City Council adoption of the Zero Emissions Building Plan on July 15, 2016, this project will be designed to be Certified to the Passive House standard or alternate zero emission building standard, if viable,

and use only low carbon fuel sources. The project will also aim to expand and improve the ground source heat pump system serving the existing building to reduce GHG emissions in both the new addition and existing building.

Legal

The Sunset Community Association is one of six community centre associations engaged in an active legal action against the City regarding control and ownership of the community centre facilities. The arguments advanced by the associations in this action include a claim to fifty percent ownership of community centre facilities. To date, Sunset Community Association has not released this claim or executed an updated operating agreement with the Park Board. This issue will need to be addressed in the next planning phases and prior to construction of the facility.

Given the foregoing, the arrangements for operation of a new Seniors' Centre at the preferred location as set out above will be determined at a future date.

CONCLUSION

There is a great opportunity to address existing and future needs for senior services in the South Vancouver area, by successful partnership of City of Vancouver, Provincial and Federal Governments. This report seeks Council's support to develop the \$10M Sunset Seniors' Centre as recommended and subject to receiving Federal and Provincial funding. Should the partnership funding be secured, staff is to report back to Council on funding sources for the City contribution and further project details.

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