



REPORT

Report Date: September 15, 2022
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Meeting Date: September 27, 2022
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TO: Vancouver City Council

FROM: General Manager of Finance, Risk and Supply Chain Management

SUBJECT: Sunset Seniors' Centre: Federal Contribution and Approval of Capital Budget

RECOMMENDATION

THAT Council approve the creation of a multi-year capital budget for the Sunset Seniors' Centre project of \$14,573,600, which is to be funded through:

- a. \$10,573,600 in Partnership contribution from the Federal government (source: Investing in Canada Infrastructure Program); and
- b. \$4,000,000 in Development contribution from the City (source: cash Community Amenity Contributions from the Cambie Corridor).

The 2019-2022 Capital Plan amount for the Sunset Seniors' Centre project will be increased from \$3,500,000 to \$14,573,600 as a result of the aforementioned Federal Government funding and a \$500,000 increase of the City funding allocation. Expenditures for 2022 will be managed within the current overall annual capital expenditure budget.

REPORT SUMMARY

The Sunset Seniors Centre project involves an expansion of approximately 10,000 square feet to the existing 30,000 square foot Sunset Community Centre at Main Street and 51st Avenue. The project will provide a welcoming and safe place that enhances the health and wellness of seniors in the Sunset community.

The City has been pursuing Federal and/or Provincial partnership funding for the last five years. Over the summer, the Federal government confirmed a funding commitment of \$10,573,600

toward this project. The City can now proceed to design and eventually construction of the seniors centre.

This report recommends approval of a multi-year capital project budget of \$14,573,600, to be funded with the aforementioned Federal contribution and supplemented by \$4,000,000 in funding from the City.

The approval of the above will allow the City to leverage the secured partnership funding and move forward to meet project delivery timelines. Construction of the project is anticipated to start in 2025 and the facility is anticipated to be substantially completed in 2027.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

On [July 28, 2016](#), Council directed staff to undertake exploratory work relating to the development of a new seniors centre in South Vancouver / Sunset area. On [September 19, 2016](#), Park Board directed its staff to investigate options appropriate for a seniors' centre nearby or adjacent to the current Sunset Community Centre. On [September 21, 2016](#), Council directed City staff to undertake a feasibility study for a new seniors centre in South Vancouver.

On [October 23, 2017](#), Park Board and on [October 31, 2017](#), Council supported the construction of a seniors' centre of approximately 10,000 square feet to be located adjacent to the existing Sunset Community Centre, and directed staff to pursue funding opportunities to cost-share the project with the Federal and Provincial governments.

On [September 16, 2020](#), as part of the 2019-2022 Capital Plan Mid-term Update & Recalibration, Council approved the addition of \$3.5 million in City funding to indicate the City's commitment to the Sunset Seniors' Centre as a partnership project with the Federal and Provincial governments. On [October 6, 2020](#), Council approved the submission of a \$9.7 million funding application for the Sunset Seniors' Centre project to the Federal and Provincial governments.

On [August 12, 2021](#), the Federal government announced a contribution of \$5,286,800 toward the Sunset Seniors Centre project. On August 12, 2022, the Federal government confirmed that it was increasing its contribution to \$10,573,600.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

A significant demand for senior services is expected in the next twenty years citywide and Sunset neighbourhood was identified as an area with an existing gap. Social infrastructure, like the proposed Sunset Seniors' Centre project, will support 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.

In July and September of 2016, City staff were directed by two City Council motions and one Park Board motion to undertake exploratory work related to the development of a new seniors centre in the South Vancouver/ Sunset area. Using the Killarney Seniors Centre as a successful model, the study was meant to investigate potential site options appropriate for the development of a seniors centre nearby or adjacent to the existing Sunset Community Centre, and was to include functional programming, site selection and concept test-fits. City staff were also directed to work with the Park Board and wider community in South Vancouver, particularly seniors groups in the Sunset area, and the City's Seniors Advisory Committee for their input.

Carscadden Stokes Macdonald Architects, Lees & Associates and their consultant team were hired for the study in the spring of 2017, and staff reported back to the Park Board and City Council in October that year. The scope included: a needs assessment, community engagement to assess the needs and gaps, site exploration and recommendations, functional programming, test-fit/ design concepts and high-level costing.

The resulting recommendation to co-locate the seniors centre with the existing Sunset Community Centre to maximize operational and programming efficiencies was supported by both the Park Board and City Council. Staff were directed to pursue funding opportunities to cost-share the project.

Strategic Analysis

In 2017, the City and Park Board began the process to pursue a shared funding model between the Provincial/Federal Governments and the City. This funding model is comparable to the Killarney Seniors Centre project and many other partnership projects over time.

In September 2020 the City submitted a funding application to the Investing in Canada Infrastructure Program (ICIP) – BC – Community, Culture & Recreation Infrastructure Program. While this funding application was not successful, the Federal government continued to express interest in moving the project forward.

On August 12, 2022, the Federal Government announced they would contribute \$10,573,600 towards the project (double the expected Federal funding amount), which will allow the project to move forward.

Pending budget approval by Council and procurement of a consultant team, the next steps include program verification, pre-design work, followed by detailed design and construction. Oversight of the design and delivery will be by Facilities Planning and Development supported by Arts, Culture & Community Services and Parks & Recreation.

Project Delivery

Sunset Community Centre was originally constructed in 1950 and rebuilt in 2007. The current facility is approximately 30,000 square feet and located in Sunset Park at Main Street & 51st Avenue. The Sunset Seniors' Centre is expected to be approximately 10,000 square feet and to be built adjacent to the existing Sunset Community Centre.

The Sunset Seniors' Centre project aims to provide a welcoming and safe place that enhances the health and wellness of seniors in the community, while maximizing operational and programming efficiencies.

As part of the feasibility study, a robust engagement process was facilitated by the CoV and consultant team to assess and understand the range of current and future needs and desires of the seniors community in the Sunset neighbourhood including stakeholder meetings, public engagement sessions, public questionnaires/ surveys, presentations and an open house.

The findings resulted in a recommended functional program focused on space needs for:

- nutritional support;
- health and wellness;
- physical activity;
- cultural, educational and recreation;
- intergenerational activities; and
- information, referral and advocacy programming.

This social facility space is primarily intended to provide space for seniors, but will also offer increased opportunities for intergenerational programming that aligns with the City's reconciliation, equity and resilience goals.

The Contribution Agreement with the Federal Government requires the project to be delivered by March 31, 2028. Consultant procurement is anticipated to take place immediately (2022). Consultation, Detailed Design and Development and Building Permit applications are anticipated to be undertaken in 2023 and 2024. Construction of the project is anticipated to start in 2025 and the facility is expected to be substantially completed by 2027.

Public/Civic Agency Input

None

Implications/Related Issues/Risk

Financial

On August 12, 2022, the Federal Government confirmed their contribution to this project, under the Canada Infrastructure Program.

The total project cost is estimated at \$14,573,600, of which the City secured \$10,573,600 in Federal funding.

The City's share required to cover the total costs is \$4,000,000, and is expected to be funded with Cambie Corridor Community Amenity Contributions (CACs).

The below table summarizes the funding model.

Funding Model		
Estimated Total Costs	Estimated Federal Contribution	Estimated City Contribution (source: cash CACs reserve)
\$14,573,600	\$10,573,600	\$4,000,000

To move forward with this project, City staff is seeking the approval for the creation of a \$14,573,600 multi-year capital budget for the Sunset Seniors' Centre project. Expenditures for 2022 will be managed within the current overall annual capital expenditure budget.

As a result of the adjustments recommended in this report, the 2019-2022 Capital Plan will increase by \$11,573,600 (from \$3,500,000 to \$14,573,600 for the Sunset Seniors' Centre Project). The increase can be broken down as follows:

- \$10,573,600 in partnership contribution from the Federal Government, and
- \$500,000 in City contributions; \$3,500,000 is already included in the 2019-2022 Capital Plan and the recommended adjustments will increase the Plan by \$500,000 in order to leverage the secured partnership funding.

Human Resources/Labour Relations

None

Environmental

None

Legal

The Sunset Community Association is one of three 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. Litigation is progressing. At the time of applying to senior government for funding, an "Acknowledgement Re: Construction Of Sunset Neighbourhood Seniors Centre" agreement was signed with Sunset CCA on June 13th, 2019, in order to ensure the City could meet its obligations as a funding partner with the provincial and federal governments. In that agreement, Sunset CCA acknowledges that it has, and will have, no legal or beneficial ownership in the Seniors Centre or any portion thereof. The operator of the Sunset Seniors Centre upon construction remains an issue of dispute.

CONCLUSION

The Sunset Seniors' Centre project provides an opportunity to address existing and future needs for senior services in the South Vancouver area. On August 12th, 2022 the Federal Government confirmed their funding contribution to the Sunset Seniors' Centre project. The Budget approval recommended in this report will ensure that this capital project moves forward while leveraging important partnership funding.

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