

 Director	 CAO
---	--

<i>COUNCIL AGENDA</i>	
Date: <u>November 16, 2020</u>	Item: <u>4.</u>



**DISTRICT OF WEST VANCOUVER**  
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

4.

## COUNCIL REPORT

Date:	October 30, 2020
From:	Isabel Gordon, Director, Financial Services
Subject:	2020 Asset Management Update
File:	04-0842-01-2020

### RECOMMENDATION

THAT the report dated October 30, 2020 titled “2020 Asset Management Update” be received for information.

#### 1.0 Purpose

The purpose of this report is to provide an update on the work done by staff in the area of asset management and to provide an update on the condition of District assets.

#### 2.0 Executive Summary

In 2015, the District put together its first comprehensive list of the twenty-year investment requirements of the entire suite of District general fund assets (e.g., not including utility assets, which were analyzed in a separate process). This list and the accompanying analysis identified a significant shortfall in the amount the District had been investing in asset maintenance in previous years, which had resulted in many assets being in poor condition. Since 2015, the District has been working diligently to:

- bring existing assets up to optimal condition;
- ensure that annual asset investment catches up to that required for optimal performance; and
- ensure that up-to-date asset management information and plans are maintained for all District assets.

Much has been accomplished over the last five years, but much remains to be done to meet these goals. Some of the conditions created by the COVID-19 pandemic have created set-backs in our asset management funding and program. These have created some areas of deficiency, and work needs to continue on asset investment, level of service decisions, and asset maintenance.

### 3.0 Legislation/Bylaw/Policy

The District's Capital Asset Management Policy 02-30-367, adopted by Council on December 5, 2016, provides for the establishment of an Asset Management Task Group (AMTG), comprising a minimum of six staff from relevant areas of the organization. The AMTG is tasked with developing proactive guidelines and practices for managing, financing, and operating current assets, along with planning for future assets to support delivery of services.

AMTG members complete an annual review of the state, condition, and twenty-year maintenance requirements of all capital assets owned and managed by the District, to ensure that the capital assets are still suitable to purpose, and are being managed in accordance with policy. Information on the asset condition and maintenance requirements is currently stored in the asset management database (Maintenance Connection or MC) or in departmentally-maintained sub-systems or spreadsheets. The AMTG is currently working on a project aimed at improving asset data quality and simplifying the data management process, with the goal of eliminating sub-systems and having all information on capital assets stored in MC and integrated with the District's Enterprise Resource Planning system (ERP), JD Edwards (JDE).

### 4.0 Council Strategic Objectives/Official Community Plan

Capital planning continues to be guided by the asset management framework and linked to the Council Strategic Objectives for each of the following goals:

**Housing** - significantly expand the diversity and supply of housing, including housing that is more affordable:

- Ensure that 250 housing units are approved each year over the next five years, of which approximately 50 are rental units and include accessible housing units (targets to be updated upon completion of Housing Needs Assessment in the fourth quarter of 2020).
- Specify targets and provide incentives for 'missing middle' housing types such as mixed-use housing, infill housing, duplexes, coach houses and townhouses.

**Climate Change and Nature** - protect our natural environment, reduce our impact on it and adapt to climate change:

- achieve yearly targets to reduce energy use and carbon emissions by the community and in District operations, incorporating the Intergovernmental Panel on Climate Change (IPCC) targets into yearly targets
- address the threats of wildfires and floods

- develop an Urban Forest Management Plan and decide whether to amend the Interim Tree Bylaw
- integrate natural capital assets into the regular management and budgeting process

**Mobility** - improve mobility and reduce congestion for people and goods.

- collaborate with the North Shore municipalities, First Nations, and regional, provincial and federal agencies to reduce traffic congestion and improve transit options on the North Shore
- diversify, expand and improve the safety and appeal of active transportation options

**Social Well-Being** - Enhance the social well-being of our community. Our community recognizes the importance of social inclusion, high-quality public facilities and the valuable services provided by our community organizations. Council supports our residents' well-being through the programs and facilities that contribute to a strong social fabric.

The District's asset management process, based on the annual planning and budgeting cycle, has been conducted in alignment with the Official Community Plan (OCP) as outlined in sub-section 3.1 – financial planning process:

*Section 477 of the Act requires that when a proposed OCP is prepared it must be considered in conjunction with the municipality's financial plan. Following adoption, the District's annual planning and budget process would then be conducted in alignment with this plan.*

The District's investment in capital projects are based on the principles and guidelines identified in section 2 of the Official Community Plan, including the following subsections, addressing specific types of assets, including, but not limited to the following subsections:

#### **2.4 Mobility and Circulation**

*2.4.1 Address identified gaps and complete the pedestrian and cycling network with integration to transit, town and village centres, community facilities, schools, parks and trails system.*

*2.4.24 Provide infrastructure for electric, alternative-fuel, and low-emission vehicles, including charging stations as a requirement of new development and preferential parking options.*

#### **2.5 Municipal Operations and Infrastructure**

*2.5.2 Optimize the efficiency and performance of existing infrastructure systems prior to new system development.*

*2.5.3 Renew and upgrade deficient components in tandem with the renewal of existing services, roadwork and other infrastructure improvements.*

- 2.5.4 *Review and enhance municipal utility systems' resiliency to future climatic conditions and extreme weather events.*
- 2.5.5 *Consider potential community health, climate change and natural hazard risks, with consideration for scoping risks assessments and best management practices, when planning for municipal infrastructure and operations.*

## **2.6 Natural Environment**

- 2.6.3 *Facilitate on-site and off-site environmental enhancement on both public and private lands as opportunities arise (e.g., creek daylighting, fish habitat restoration and invasive species management).*
- 2.6.13 *Identify ecologically important assets and develop a strategy to protect and manage these features and the associated ecosystem services they provide.*
- 2.6.19 *Implement community energy and emissions initiatives to advance towards meeting the District's greenhouse gas emissions reduction target of 40% below 2010 levels by 2040 or sooner, notably through the land use, housing, transportation, and infrastructure policies contained in this plan.*
- 2.6.22 *Expand the use of green infrastructure through public and private development to enhance long-term ecosystem services that support multiple benefits (e.g., storm water management, air quality, carbon sequestration, water quality and biodiversity).*
- 2.6.23 *Seek to incorporate renewable energy in public and private projects, and support the development of renewable energy systems as opportunities arise.*

## **2.7 Parks and Trails**

- 2.7.1 *Maintain and care for the District's valuable parks and open spaces with the following values:*
  - a. *Experience, appreciation and understanding of the natural beauty, waterfront, watercourses and forests;*
  - f. *Public safety and security;*
  - g. *Prudent financial stewardship and management;*
  - h. *Sustainability for future generations; and*
  - i. *Parks as public land benefitting all people.*

## **2.8 Access and Inclusion**

- 2.8.1 *Anticipate and meet community needs as demographic changes occur, through short and long-term strategies for the delivery of services.*

*2.8.9 Maintain and optimize existing civic facility (e.g., community centres and libraries) and manage space flexibly or potentially expand to meet changing needs.*

*2.8.10 Seek opportunities to incorporate community and social service uses into private and public buildings in central, transit-accessible areas where possible.*

## **5.0 Financial Implications**

Financial implications of asset management are addressed throughout the report and in the appendices.

## **6.0 Background**

Asset management is important to the District of West Vancouver for three major reasons:

1. In 2015, the District owned an estimated \$750 million in tax-supported, non-utility capital assets; in 2020, the value of the District's assets is now estimated at over \$1 billion (replacement cost). The estimate has changed because new assets, particularly the new Police Services building, have been added, and also because staff have continually updated their analysis of the replacement value of existing assets.
2. Assets are critical to the service delivery for which the District is responsible. The state and condition of these assets directly impacts their ability to provide service. Assets that are not maintained at an optimal level provide sub-optimal service, and, if maintenance falls below threshold, assets are at risk of failure, with a consequent loss of service and risk of liability.
3. Each year, Council is presented with a capital budget, composed of numerous items and projects, and Council is asked to make funding decisions, based on judgements about which asset investments should be made and which are not in the community's long-term best interests. An asset management framework is essential in order to properly evaluate these projects, ensuring that new projects are not undertaken at the expense of letting older assets deteriorate, and that the long-term interests of the community are best served.

In 2015, the District undertook a Fiscal Sustainability Review of General Fund capital assets, which showed that an investment of at least \$13.9 million was required each and every year in order to maintain the District's assets at an optimal level.

At that time, the District was allocating \$7.4 million to capital investment from general tax revenues, which had to cover both acquisition of new assets and maintenance of existing assets. This level of investment, while not adequate, was far from unusual, as the state of asset management in Canadian municipalities was generally acknowledged to be poor. In

response to this situation, the District established a dedicated asset levy, and committed to bringing this levy up to the level required for annual asset investment.

At the same time, staff took a closer look at the asset inventory, and began to develop more detailed information on asset state and condition, and asset use. A list of 'low use, poor condition' assets was created and some assets which had been 'missed' in the past, such as docks, were captured in the inventory. A framework for evaluating new community assets was developed and implemented, and a need for better condition information for infrastructure assets such as roads was identified.

In 2019, the asset levy reached the level of \$8 million, which reflects the increase in the value of the assets, along with increases in overall asset maintenance and replacement costs. Along with the \$7.4 million which continued to be provided from general taxation, and external sources of funds, almost \$22 million was allocated to asset maintenance and replacement. This was a major achievement given that, four years before, the District had virtually no asset management funding strategy in place.

Also in 2019, an inventory of natural capital assets was created resulting in the District being the first municipality in Canada to create such an inventory and adding natural assets to our asset management strategy.

Finally, the District created a number of funds to support specialized assets such as Public Art, and District Archives, and these funds have attracted significant community support.

Unfortunately, in 2020, in response to the COVID-19 emergency, support for capital projects had to be reduced to the \$8 million asset levy alone. Because funding for capital was reduced by more than 50%, many important and worthwhile projects had to be postponed. Decisions on which projects to recommend for retention were made by the asset managers responsible for specific portfolios. These recommendations were based on the current condition of the assets, their risk status, and the likely consequences of a proposed deferral/reduction.

## 6.1 Previous Decisions

At the December 5, 2016 Council meeting, Council passed the following motion:

*THAT as described in the report dated November 8, 2016 regarding asset management:*

- 1. the proposed "Capital Asset Management Policy 02-30-367, 2016", be approved;*
- 2. options for identified "low use, poor condition" assets be provided to Council for consideration;*

3. *a framework for evaluation of new community assets be developed; and*
4. *options to increase the current asset levy be provided to Council for consideration as part of the 2017-2021 Financial Plan process.*

At the September 18, 2017 Council meeting, Council passed the following motion:

*THAT as described in the report dated August 24, 2017 regarding asset management:*

1. *proposed actions to manage assets in poor condition be approved; and*
2. *as part of the 2018 Capital Budget, funding priority be given to solutions to either bring assets in poor condition up to an acceptable standard, or to dispose of these assets.*

At the December 3, 2018 Council meeting, Council passed the following motion:

*THAT the report dated November 5, 2018, titled “Asset Management Update” be received for information.*

At the January 27, 2020 Council meeting, Council passed the following motion:

*THAT the report dated November 18, 2019, titled “Asset Management Update” be received for information.*

## 6.2 History

The current report is part of the annual review cycle, involving the assessment of the District’s asset management practices, as well as the condition and maintenance needs of the capital assets owned by the District. The previous review was presented in the report dated November 18, 2019 titled “Asset Management Update”.

## 6.3 Finance Committee Review

At the October 21, 2020 Finance Committee meeting, Committee members reviewed a draft 2020 Asset Management Update report and passed the following motion:

*THAT the report “2020 Asset Management Update” be received for information and forwarded to Council for consideration.*

## 7.0 Analysis

### 7.1 Discussion

Significant steps have been taken over the past five years to implement a comprehensive asset management program at the District, including:

- establishment of the comprehensive Asset Register, listing all District assets;
- endorsement and implementation of the Capital Asset Management Policy and Capital Asset Management Procedures;
- establishment of the Asset Management Task Group (AMTG);
- annual updates of condition and use assessments, and of required twenty-year investments, to the Asset Register;
- implementation of the asset levy;
- establishment of asset reserves;
- use of asset reserves to fund increased and targeted asset investment on a more flexible and resilient basis; and
- integration of information systems used to store and analyze data on capital assets - JDE, Maintenance Connection and others.

Through this work, certain over-riding principles for asset management at the District of West Vancouver have begun to emerge.

1. Effective asset management requires that we stop dealing with assets 'one at a time', or only when we are looking at the annual capital budget. Instead, policies and strategies for classes of assets as a whole need to be developed to inform the process. For instance, the District needs an overall child care strategy before it can decide whether a particular building should be retained for this purpose, it needs an overall playground strategy before it can decide whether a particular playground should be retained, and it needs an arts facility strategy to be in place before investing in arts facilities. Major facility projects need to be listed and ranked so that planning for them can take place in an orderly fashion, and limited resources can be allocated to the highest priorities. Significant work in these areas has been informed by the asset management process.
2. The District needs a 'single source of truth', where all the information about each District asset can be held in one place, instead of having asset information spread across various systems and departments. To bring this about, in 2019, staff merged the tangible capital asset database into the District's Enterprise Resource Planning system, JDE, and eliminated the use of the Access database previously used to hold this data. In spite of working in COVID-19 conditions, staff have continued to work on this project, and in 2020 have proceeded with JDE - MC integration. Maintenance Connection (MC) is the software used by Engineering staff to record real-time state and condition information about

District infrastructure, including roads, water and sanitary sewer pipes, and storm drainage. Integrating this information with JDE will further simplify data access and validation and, most importantly, enable more efficient management of capital assets, leveraging up-to-date reliable asset information.

3. It needs to be understood that the District has a significant 'deferred maintenance' problem, due to under-investment in asset maintenance in the past. Again, unfortunately, the District's deferred maintenance problem has been exacerbated by the measures needed to react to COVID-19. Funds had to be diverted from capital works, works had to be postponed, and the usual summer maintenance routines in areas such as parks could not be maintained. At the same time, use of assets such as trails and parks greatly increased, putting more pressure on these assets.

Staff are therefore working hard to align the District's annual capital budget with District asset management strategies, so that funds are directed to assets at the point of maximum impact.

## 7.2 State of our Infrastructure

Since 2016, the District has devoted significant resources to understanding the condition of our assets. For each asset type, AMTG members mapped asset condition information at the individual asset level by evaluating the asset based on its physical condition and operating performance.

While most assets were found to be in either good or fair condition, a large proportion of facilities and information technology software assets showed significant deficits.

In addition to asset condition characteristics, the AMTG also mapped asset use information for individual assets. Each asset was evaluated to be in either high, moderate or low use for delivering District services.

A matrix using the combination of asset condition and use assessments was used as the basis of developing a list of assets that were classified as "low use, poor condition" assets.

Poor condition assets were defined as assets showing significant signs of deterioration and performing at a lower level than originally intended. Required maintenance costs for these assets exceed acceptable standards or norms. Low use assets were defined as assets in low use in comparison to the optimal level of service they might reasonably be expected to provide. Due to their lower service provision and high risk of failure, strategic consideration for these assets was identified as a high priority.

## 7.3 Low Use, Poor Condition Assets

At the December 5, 2016 regular Council meeting, a list of assets which were in poor condition and low use was provided to Council, along with options for dealing with these assets. At that meeting, Council endorsed

staff's recommended options. An update on the current work on these assets is attached as **Appendix A**. Although staff have worked diligently to manage these assets appropriately, this has proved to be challenging in many cases. Nevertheless, progress has been made on all assets, and staff are hopeful that experience dealing with these challenging assets will inform the entire asset management program going forward.

In 2017-2020, the AMTG updated the asset register information to reflect all asset acquisitions and disposals, and then updated the twenty-year replacement cost information, as well as the condition and use information on all assets.

#### 7.4 High Use, Poor Condition Assets

In 2020, staff have continued to work on the low use, poor condition assets, but have also turned their attention to another category of assets in poor condition, but which qualify as high use.

The second category of high use, poor condition assets requires attention and investment which may be challenging in many ways to ameliorate. A significant number of District facilities fall into this category defined in **Appendix B**.

These assets are in poor condition for numerous and varied reasons, and deciding what to do in each case will require careful consideration. One of the effects of under-investment due to COVID-19 is that many more District assets now fall into this category, and so a refocus on whether these assets should be maintained, or should instead be replaced, is required. As we move forward into 2021, we are seeing many new ways of doing things and staff will be considering all asset replacement strategies carefully to ensure that the District's service delivery goals continue to be met in the most efficient way possible. In many cases, this will mean a greater reliance on technology, with greater control over and monitoring of outcomes.

In some cases, disposal with or without replacement may be the only reasonable option, while in others, retention, restoration and re-use may be preferred. In any case, it is clear that significant funds and significant effort will be required.

#### 7.5 Maintaining and Enhancing Asset Information

In 2018-2020, staff made significant progress in implementing computerized maintenance management using the Maintenance Connection system, and in leveraging that work into a comprehensive asset information database. This database is now being linked with the financial management system (JDE), creating a comprehensive "360 degrees" view of the capital asset management plan, including financial implications (e.g. replacement costs) and underlying asset condition information (e.g., asset use, maintenance, repair data, etc.).

Staff have also undertaken the compilation and valuation of a totally new category of assets, the District's natural capital assets. Natural capital

assets are defined as the stock of renewable natural resources (e.g., forests, plants, air, water and soil) that combine to yield a flow of benefits to people. In West Vancouver, natural assets include the foreshore, the urban and alpine forests, the watershed and streams, riparian areas and grasslands, including parks.

In July 2019, staff reported to Council and the public with one of the first high-level natural capital inventories compiled by an urban municipality in Canada.

This first step needs to be followed by continuing this work, and integrating it into asset management, budgeting, development, and other decisions, and in 2021, the District plans to have an integrated environmental strategy in place which includes investment in the maintenance of natural capital assets.

## 7.6 Asset Levy and Capital Budgeting

The asset levy was introduced in 2016, and has been increased by Council each year since then. Combined with the tax contribution to capital, in 2019 almost \$22 million was provided to fund the asset maintenance budget. However, in 2020, the tax contribution to capital of \$7 million has been retained to fund operations, leaving only the asset levy funding for capital, along with whatever external contributions are available. Currently, the asset levy raises about \$7.8 million or about one-half of the \$14.5 million estimated to be required each year to support asset maintenance as illustrated in the following table.

<b>Annual Budget</b>	<b>Asset Levy Rate Increase</b>	<b>Asset Levy Amount Added</b>	<b>Amount Available for Capital Investment</b>	<b>Estimation of Required Optimal Investment</b>	<b>Shortfall</b>
<b>2015</b>			\$7,400,000	\$13,900,000	\$6,500,000
<b>2016</b>	5.25%	\$3,000,000	\$10,400,000	\$13,900,000	\$3,500,000
<b>2017</b>	2.45%	\$1,550,000	\$11,950,000	\$14,100,000	\$2,150,000
<b>2018</b>	1.56%	\$1,050,000	\$13,000,000	\$14,500,000	\$1,500,000
<b>2019</b>	1.76%	\$1,500,000	\$14,500,000	\$14,500,000	\$ -
<b>2020</b>	- %	\$ -	\$7,828,000	\$14,500,000	\$6,672,000

For the 2021-2025 Five Year Financial Plan, staff will be presenting options which include continued support of the Asset Levy.

## 7.7 2021 Capital Budget

Asset management concepts are being applied across the District to inform decision-making around local government service delivery, the twenty-year replacement cost information has been updated and refined, and the 2021 capital budget is intended to align with the asset register.

For 2021 capital project requests to be addressed in the 2021-2025 Five-Year Financial Plan, staff have proposed to replace last year project categories (Deferred Maintenance, Maintenance Cost, New Asset, New Asset-Climate Response) with five new project categories:

**Asset Preservation:** maintenance/replacement of assets that would be critically impaired or completely unusable without replacement or repair.

**Strategic Investment:** acquisition/maintenance of assets that have strategic value for the District – critical programs and/or services would be directly impaired without these assets.

**Health & Safety:** Acquisition/maintenance of assets directly related to public & staff health and safety – both with respect to COVID-19 and other immediate risks.

**Innovation:** Acquisition/maintenance of assets directly improving the effectiveness, efficiency and quality of programs and/or services provided by the District.

**Regular Asset Maintenance:** Ongoing maintenance work/replacement that may not be driven by a critical risk to the asset (unlike asset preservation), but is still needed as per the 20 year asset maintenance plan.

## 7.8 Sustainability

In 2015, the District undertook a Fiscal Sustainability Review of General Fund capital assets, which showed that an investment of at least \$13.9 million was required each and every year in order to maintain the District's assets at an optimal level. At that time, the District was allocating only \$7.4 million to capital investment in total, covering both acquisition of new assets and existing asset maintenance.

The annual asset levy of \$14.5 million is currently aligned with the average estimated asset investment requirement.

While this amount is considered to be sufficient for the regular maintenance of existing assets, it doesn't include the funding of deferred maintenance projects and the incremental costs of climate response or natural capital projects.

## 7.9 Public Engagement and Outreach

During the District's budget process, the concepts and specifics of asset management and information on the natural capital inventory will be discussed with the community. The 2020 budget process includes a series of public meetings and online engagement opportunities.

## 7.10 Other Communication, Consultation, and Research

AMTG members contributed to this report by providing updates on the assets under their management.

## **8.0 Options**

### 8.1 Recommended Option

The recommended option is that this report be received for information.

### 8.2 Considered Options

Council may request additional information on the Asset Management program, or direct that additional options be provided for specific assets.

## **9.0 Conclusion**

Asset management continues to be a high priority for the District, and staff are continuing to develop the District's asset management program.

Author:



---

Isabel Gordon, Director, Financial Services

Appendices:

Appendix A: Progress on Low Use, Poor Condition Assets

Appendix B: List of High Use, Poor Condition Assets

**This page intentionally left blank**

**This page intentionally left blank**

## 1. Nelson Creek Bridge

**20-year maintenance cost (if retained and not replaced): \$3.75 million**



The 64 year-old Nelson Creek Bridge is a decommissioned vehicle bridge which was devolved to the District from the provincial highways system in 1974, when it was replaced by the Highway 1 Nelson Canyon Bridge.

Currently, the Nelson Creek Bridge serves as a critical pedestrian connection to Whyte Lake Park and the Trans Canada Trail, and supports a water main which provides drinking and fire suppression water to the areas west of Westport Road.

The condition of the structure has been of concern for some time, due to deterioration that requires attention. The underside of the concrete bridge deck is delaminating (concrete separating from the reinforcing steel bars) causing a risk of pieces of concrete falling down into the creek below.



In 2016, a study of the bridge's condition was undertaken, and some of the concrete most affected by delamination was strategically removed by chipping, but the process was difficult and costly and required a crew to gain access by rope. New delamination could manifest at any time and would require further expensive remediation.

In 2019, Engineering & Transportation Services updated the original 2016 study, to determine the viability of maintaining the current structure versus replacing it with a new trail and water main connection. The study explored different options to develop a life cycle rehabilitation plan for the bridge structure and compared the cost associated with each option. The viable options are limited to:

- a) strategic rehabilitation of the bridge and its components at critical stages of deterioration, which could keep it in service for up to 90 years, or
- b) dismantling the existing bridge and constructing a new pedestrian bridge

Strategic rehabilitation means targeting the bridge's failing components at critical stages before they become more costly to rehabilitate than to replace, and this in turn implies an ongoing monitoring program.

While it is estimated that this rehabilitation strategy could extend the service life of the bridge by up to 90 years, this is a somewhat costly strategy with systematic spending over the remaining service life of the bridge estimated at upwards of \$7.4 million, with at least \$3.75 million of that being spent within the next 20 years.

Also, strategic rehabilitation will not address bridge seismic requirements and cannot meet current Canadian Highway Bridge Design Code standards. Not having the structure seismically protected poses a great risk to the water supply in the area since the sole connecting water main is currently being supported by the bridge. Rehabilitation of the existing bridge to seismic standards would be cost prohibitive and may not even be feasible. In addition, the bridge has construction deficiencies such as poor drainage which cannot be easily remedied.

The recommended alternative is to deconstruct the current bridge and replace it with a new, 4 meter wide, 65 meter long, pedestrian bridge which would also carry the water main under the structure. The new bridge could be built to current seismic standards and could utilize newer technologies to ensure lower maintenance costs than for the existing bridge. The expected service life of a new bridge is approximately 75 years.

The current estimate to dismantle/demolish the old bridge is approximately \$1.4 million, if the work is commenced within the next five years, as there is a window of opportunity for dismantling the bridge. Without rehabilitation, the bridge will continue to deteriorate, and the entrance to the bridge on either side will no longer be able to support the crane equipment required to dismantle the center of the bridge. If the deterioration gets beyond this point, demolishing the bridge will be very difficult and much more expensive. Also, there is a possibility that some or all of the metal from the old bridge can be salvaged to offset some of the dismantling cost of the bridge, but this possibility diminishes with time.

The total cost to build a new bridge and demolish the current one is approximately \$3.2 million excluding contingency and engineering costs.

### **2019 Update**

Initial design work at a cost of \$150,000 for the demolition and rebuilding of the Nelson Creek Bridge was funded through the Capital Infrastructure Reserve as part of the 2018 budget revision. Some of this funding was used to complete the updated study in 2019, and the balance will be carried forward to complete the project.

At the request of the Finance Committee, staff contacted the provincial Ministry of Transportation and Highways to determine if there were any cost-sharing

arrangements that could be made for this project. However, the Ministry indicated that, due to the length of time the District has been the owner of the bridge (more than 40 years), the Province no longer considered there was any funding requirement on their part.

### **2020 Update**

Project funding of \$100,000 was requested for the design work for the replacement structure. Due to COVID restrictions, this funding was not able to be provided.

### **2021 Proposed Action**

Additional project funding will be requested to complete the design work for the replacement structure, begin construction of the new bridge, and to remove the old structure.

## **2. Klee Wyck Property**

### **20-year maintenance cost if retained and not replaced: unknown**

Klee Wyck is an estate property situated above the banks of the Capilano River. The site includes a main house (1925) and a gatehouse (1932) and later structures that include greenhouses and an artist's studio. The property is located at 200 Keith Road and is part of the West Vancouver park system.

### **Main House and Studio**

This house was home to Dr. Ethlyn Trapp from 1942 until her death in 1972. Dr. Trapp deeded the property to the District of West Vancouver in 1960 and named the property "Klee Wyck" in honour of her good friend, the world renowned artist Emily Carr. The site has been associated with creative arts in West Vancouver and was used to host community arts programs from the 1980s to 2011. At that point, parts of the house became uninhabitable and arts programming was moved elsewhere. The entire house is uninhabitable in its current condition and the District has no lifecycle cost provision to maintain this structure. An artist studio occupancy agreement for a portion of the house was terminated in January 2012. It was used for storage until 2016. The studio is in poor condition and is no longer in use.



### ***Four Greenhouses and Two Poly Tunnel Structures***



The greenhouses served as the District's nursery until 2012 when a decision was made to outsource plant material. The four greenhouses are in poor condition. The two standalone poly tunnel structures are used for storage and hardening of plants by the Parks department.

### ***Gatehouse***

The gatehouse building is at the entrance to the property. It is currently occupied by a caretaker and contains the heating system for the four glass greenhouses that are in poor condition and are currently not used. The two standalone poly tunnel structures currently used by the Parks department are in reasonable condition and are not dependent upon heat from the gatehouse.



### ***2019 Update***

In 2018, staff proposed that a report to Council including the cost for retaining/moving two standalone poly tunnel structures and demolition costs for the four poor condition greenhouses and the main house be prepared, and that staff concurrently assess costs of various options for enhancing the use of this property as a park.

The report to Council was delayed pending an environmental assessment and the outcome of the Arts & Culture Strategy, adopted by Council in June 2018. The Prioritization & Phasing Action Plan (2018-2023) of the Arts & Culture Strategy recommended that an Arts Facility Comprehensive Plan be developed by June 2019, followed by a specific plan for Klee Wyck property use.

The District of West Vancouver Arts & Culture Facilities Plan (June 2019) recommended that the District engage a consultant to determine options for the future use of the Klee Wyck site. This is being done, and as part of this process, a contracted facilitator will initiate community conversations with stakeholders to develop a high level report on short and long term uses for the site.

***Proposed Action for 2020***

The report on short and long-term uses for the site was expected by June 2020. Funding of \$150,000 was requested in the 2020 budget to start on short term measures for the site, including demolition of the main house and garage, pending the outcome of the report.

***2020 Update***

Committee work on the Klee Wyck Plan was delayed due to pandemic restrictions. The Klee Wyck Sub Committee of the Arts Facilities Advisory Committee has completed a plan and the report has been tentatively moved to the December 7, 2020 Council agenda.

***Proposed Action for 2021***

Waiting for Council consideration of the report and recommendations to determine action.

**3. Hugo Ray Fieldhouse/Washroom Building**

**20-year maintenance cost if retained and not replaced: \$571,000**

Hugo Ray Park is situated in the southeast corner of the British Properties and has been used as a location for field sports for 25 years. The park contains four sport fields, a clubhouse and a fieldhouse/washroom building.



Until recently, the fieldhouse/washroom building was occupied by a resident park caretaker.

In 2015, the park caretaker resigned. The caretaker position was not replaced as this park is not a remote regional destination park and as such, does not require a caretaker. A portion of the building does however serve an important function as a washroom, changing room and equipment storage facility for users of the park.

The neighbourhood will be losing a significant daycare facility if a proposed adjacent Unitarian Church redevelopment goes ahead. Staff are exploring future alternative uses for the Hugo Ray building such as for daycare or after school care purposes. A Child Care Services Working Group is currently developing a new 10-year District of West Vancouver Child Care Plan and a recommendation

will be made as to the appropriateness of using the building for child care purposes as part of this report.

If the fieldhouse/washroom building is decommissioned, the washroom and changing room function will need to be retained in the park in some form.

***2019 Update***

The Child Care Services Working Group received a grant to do more extensive analysis of community needs. As a result proposed draft updates to the plan were not to be ready until the spring of 2020.

***Proposed Action for 2020***

In 2020, the Child Care Services Working Group planned to propose an updated District of West Vancouver Child Care Plan for Council's consideration. A plan for the Hugo Ray Park fieldhouse and washroom building could be addressed once the Child Care Plan had been considered. If the fieldhouse/washroom building was decommissioned, the washroom and changing room would need to be retained in the park in some form for use by the general public and sport group users. No budget funding was requested.

***2020 Update***

Committee work on the Child Care Plan was delayed due to pandemic restrictions. The Child Care Working Group Report on the Child Care Plan is scheduled to go to Council mid-December.

***Proposed Action for 2021***

Planning for this building can start once the report recommendations are accepted by Council. If the fieldhouse/washroom building is decommissioned, the washroom and changing room will need to be retained in the park in some form for use by the general public and sport group users. No budget funding is currently requested.

**4. Erwin Park Neighbourhood Playground**

**20-year maintenance cost if retained and not replaced: NA**

There are 22 neighborhood playgrounds in the District. While Erwin Park playground is in poor condition, it still attracts local users.

***2019 Update***

In 2019, the play structures at this playground were removed as they were at the end of their useful lives and might have created a safety hazard if left in place. Erwin Park's functions as a neighborhood storm water retention feature is

currently under study and possible park upgrades are on hold pending completion of this study.

***2020 Update***

The storm water management study was completed and it was determined that playground equipment would not adversely affect the storm water retention function of the area.

***Proposed action for 2021***

As part of the Playground Equipment Replacement funding provided in the 2020 budget, a modest playground structure will be installed in the park.

**5. Hollyburn Ranger Cabin & Storage Shed**

**20-year maintenance cost if retained and not replaced: \$470,000**

The Hollyburn Ranger Cabin is located on BC Parks' land. It is a very small cabin with a very small storage shed. The storage shed is in reasonable condition for its intended use. Staff are in conversations with BC Parks to determine the long term plans for the Hollyburn Ranger Cabin.

***2019 Update and Proposed Action for 2020***

Work on the ranger cabin has been deferred until a plan with BC Parks is in place.

***2020 Update and Proposed Action for 2021***

No further updates; continue discussions with BC Parks.

**6. Ambleside Park Equipment Storage/Pump House**

**20-year maintenance cost if retained and not replaced: not applicable**

A one story building in Ambleside Park just east of the Ball Hockey court that is being used for Special Event storage. It is not used by the public.

***2020 Update***

Decision on this building is pending the completion of the Ambleside Park Master Plan. Cost to maintain this building is minimal.

***Proposed Action for 2021***

If the building has a significant structural failure it will be removed prior to the outcome of the Ambleside Master Plan.

## 7. Dundarave Park Concession & Washroom

### **20-year maintenance cost if retained and not replaced: \$433,000**

The Dundarave park concession and washroom is a high use facility with washrooms open year-round. The facility itself is not in poor condition however some work on the outside structures near the concession needs to be completed. The concession is currently leased out to a third party operator and the District has the obligation to maintain the structures.

#### ***2020 Update***

The arbor in front of the concession was identified as being at the end of its life and a safety concern.

#### ***Proposed Action for 2021***

There is a 2021 Parks request for funding to replace the arbor in front of the concession.

## 8. Stonehenge

### **20-year maintenance cost if retained and not replaced: \$434,000**

A small home renovated as office space on 15th Street near Fulton Avenue. Currently occupied by the West Vancouver Foundation and Pandora's Vox Ensemble. Repairs are completed as required only.

#### ***2020 Update***

The plan was to maintain as required to keep the building safe and operational for the occupants.

#### ***Proposed Action for 2021***

Continue to provide the minimum maintenance required to keep the facility safe.

## 9. Cypress Falls Parking Lot

### **20-year maintenance cost if retained and not replaced: \$80,000**

Cypress Falls Park parking lot is in poor condition and has low use relative to other destination parks, but high use for its purpose as the only parking lot available in the Park. Consideration was given to upgrading the surface twice in the 20 year period, for a total \$80,000.

#### ***2020 Update***

A decision has been made not to upgrade the parking lot surface, and instead provide periodic grading as a gravel lot.

***Proposed Action for 2021***

No action required; remove costs from 20 year plan.

**10. Navy Jack House**

**20-year maintenance cost if retained and not replaced: unknown**

Navy Jack House is the oldest continually occupied building in West Vancouver and will be 150 years old in 2022. The house is currently unoccupied and there are no planned uses for the facility.

***2020 Update***

The structure was scheduled for demolition in 2020. However, a citizen group requested an opportunity to prepare a business case for its retention. The citizen group presented their findings to Council in October, 2020 and Council directed staff to complete a financial feasibility study to determine viability before a decision is made on funding possibilities. At Council's direction, grant funding for restoration has also been applied for.

***Proposed Action for 2021***

To be determined once the financial feasibility study is completed and funding sources are considered by Council.

**11. District owned Hollyburn Cabins**

**20-year maintenance cost if retained and not replaced: \$100,000**

There are five untenanted derelict District owned cabins in the Hollyburn Cabin area.

***2020 Update***

Removal of these cabins was recommended over a five-year period starting when funding to demolish is available.

***Proposed Action for 2021***

No specific 2021 action; monitor and remove if major structural failure occurs.

**12. Douglas Street Park Sport Court**

**20-year maintenance cost if retained and not replaced: unknown**

Douglas Street Park Sport Court is in Horseshoe Bay. It is currently being used as a multi-use sport court and is highly valued by the immediate neighbourhood.

***2020 Update***

No action required at this time as is being used as multi-purpose court; low priority use as a tennis court.

***Proposed Action for 2021***

No action unless critical failure of pavement occurs.

**13. Klahanie Park Outdoor Court**

**20-year maintenance cost if retained and not replaced: \$50,000**

The Klahanie outdoor court is a basketball and ball hockey court in poor condition.

***2020 Update***

The court is still safe and serving the community.

***Proposed Action for 2021***

No action is proposed except for minimal maintenance to ensure the court is safe for its intended use.

**14. Klahanie Park Backstop**

**20-year maintenance cost if retained and not replaced: \$25,000**

The backstop is on an all weather field and is currently used for slo-pitch.

***2020 Update***

No action at this time.

***Proposed Action for 2021***

Monitor safety of backstop; if failure occurs, consult with user groups at Klahanie prior to deciding on future of the backstop.

**15. Caulfeild Baseball Backstop**

**20-year maintenance cost if retained and not replaced: \$35,000**

The backstop is at Caulfeild Elementary School on a gravel field and is in poor condition.

***2020 Update***

No action at this time.

***Proposed Action for 2021***

Consult with the School District on removal of this asset.

**16. Parthenon Park Water Access**

**20-year maintenance cost if retained and not replaced: \$40,000**

Parthenon Park Water Access is through the Eagle Harbour Community Centre and down a staircase. Currently the concrete wharf that provides water access is in need of repair due to storm damage. While the number of users is relatively low compared to other beaches in West Vancouver, it is still felt that the asset is highly valued by the surrounding community.

***2020 Update***

The costs to remove the wharf is greater than the cost to repair the wharf.

***Proposed Action for 2021***

A 2021 capital request will be made to repair the structure.

The following table summarizes projects which have been discussed in prior year reports and have had implementation plans developed by the date of the current Asset Management Update Report:

<b>Asset</b>	<b>Decision</b>	<b>Status</b>	<b>Savings in 20-year maintenance costs</b>
Whytecliff Park Caretaker Residence	Permanent Removal of Asset	Completed in the first quarter of 2020	\$311,000 less net annual rental revenue of \$7,200
Whytecliff Park Concession Building	Continue to retain and maintain this park amenity	Status quo	Not applicable
Larson Bay Park Outhouse Building	Continue to retain and maintain this park amenity at minimal cost	Complete, now in good condition	Not applicable
Larson Bay Tennis Court	Demolish	To be demolished	Not applicable
Westwood Park Neighbourhood Playground	Permanent removal of playground equipment	Removed	Not applicable

<p>Lighthouse Park          Sk'iwitsuit Hut &amp; Phil          Mundy Building, and          other buildings</p>	<p>Sk'iwitsuit Hut and          adjacent structures to          be maintained in a          reasonable state of          repair and in tenantable          condition as per the          lease agreement terms          with the federal          government; no further          action to be taken until          the longer-term status of          the lease is determined</p>	<p>Status quo</p>	<p>Not applicable</p>
<p>Ambleside Youth          Centre</p>	<p>A temporary youth hub          was opened in Park          Royal Shopping Centre;          staff continue to develop          a plan for permanently          rehousing youth          services; planning was          delayed due to          pandemic restrictions</p>	<p>Plans are to          propose the          development of a          new permanent          youth hub in          West Vancouver;          staff to report          back to Council in          May 2021</p>	<p>Not applicable</p>

This is a high level, general listing based on investments required over the next twenty years to keep these assets from failing, focusing primarily on buildings, equipment and facilities in parks. Engineering infrastructure investment requirements, notably for pavement management, are also required, but are not estimated here. Staff are currently working on an updated pavement management program and will be reporting on this in spring 2021.

Details on individual assets can be provided if required.

**Assets carried over from 2019**

Asset	20-Year Maintenance Cost if Retained and not Replaced	Comment
<b>FACILITIES:</b>		
BC Ambulance	117,486	Many of the building components for these facilities are beyond their useful lives. This includes roofing, other structural features such as windows, HVAC systems, water systems, interior fittings and flooring. Also, many District buildings need major upgrades if energy and greenhouse gas (GHG) emissions performance is to be improved.
Dundarave By the Sea Preschool	283,875	
Fire Equipment Shed - Eagle Island	7,850	
Fire Hall #1	2,256,572	
Fulton House	391,802	
Ice Arena	5,157,122	
Lighthouse Park - Fire Equipment Shed	14,824	
Lighthouse Park - Caretaker Residence	416,036	
Operations Centre Outbuildings	573,766	
Seniors' Activity Centre	6,031,341	
SPCA	1,062,337	A relocation is planned and the District is only responsible for the roof, main plumbing and main electrical systems. SPCA is responsible for the maintenance and general upgrades for the facility.

West Vancouver Child Development Centre	171,206	District is now responsible for renewal under the new licence with West Van Child Development.
<b>PARKS:</b>		
Dundarave Playground & Water Feature	1,200,000	A wading pool that will likely be replaced with a more modern water play area in the next couple of years, and then renewed in another 15 years.
<b>High Use, Poor Condition Assets Total</b>	<b>\$17,684,218</b>	

**High Use, Poor Condition assets added in 2020**

Asset	20-Year Maintenance Cost if Retained and not Replaced	Comment
<b>FACILITIES:</b>		
Ambleside Daycare	182,773	Many of the building components for these facilities are beyond their useful lives. This includes roofing, other structural features such as windows, HVAC systems, water systems, interior fittings and flooring. Also, many District buildings need major upgrades if energy and GHG emissions performance is to be improved.
Fire Hall # 3 - Caulfield	1,184,328	
Fire Hall # 4 - British Properties	533,295	
Gleneagles Community Centre	3,723,639	
Gordon House Daycare	196,460	
John Lawson Park Washroom	229,480	

Municipal Hall	3,600,228	In spite of the fact that part of the building is currently being renovated, there are building systems which are not being addressed, and which are coming due for replacement in the next five to ten years. The poor rating is based on whether we are able to keep up with a replacement cycle.
West Vancouver Aquatic Centre	9,718,042	
<b>PARKS:</b>		
Athletic Fields - Chain Link	630,000	An ongoing program to replace fencing of athletic fields.
Ambleside Par 3 Golf Course – Utility Vehicle	80,000	Replacement of vehicle that is 10 years old with extensive rust on fuel tanks.
Ambleside Par 3 Golf Course - Ride-on Mower	130,000	Highly used 10 year-old mower with engine and electrical issues.
Ambleside Par 3 Golf Course – Pro Shop/Washroom Roof	285,884	Only critical maintenance has been done on this building to keep the Par 3 golf course open to the public, therefore it is in poor condition. The District does not own all the land on which the golf course sits.
Ambleside Park - Baseball Diamond	50,000	Poor condition backstop replaced in 2020; \$50K is future work on field in 2029.
Ambleside Park - Gravel North of Train Tracks	25,000	Periodic repairs needed for parking access from Pound Road.

Ambleside Park - Track Asphalt Paved Parking Lot (South)	200,000	Nearing end of useful life. Planned renewal for 2022.
Ambleside Rutledge Fieldhouse & Washroom Utility Vehicles	70,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life.
Culture Displays & Lighting	190,000	Replacement of existing modular exhibits, display cases, and lighting.
Cypress Falls Park Bridge	175,000	Funding is being used to replace the most critical trail structures at this time.
District Underground Utility System in Ambleside Park	1,200,000	Underground utilities are deteriorating and failing in Ambleside Park.
District Underground Utility system in Park Space	250,000	Underground utilities systems in parks are aging and require investigation and replacement.
Dump Truck - Unit P003	280,000	There is a concern for transmission and rear axle of 12 year old dump truck used for gravel, trail projects, soil delivery, and green waste disposal.
Dundarave Park Wharf & Float	100,000	Long standing deferral of railing replacement due to lack of funding.
Failing Park Structures (not listed)	1,000,000	A \$50K per year plan to deal with emerging unanticipated failures in hard landscapes.
Garrow Bay Steps	90,000	Nearing end of useful life. Completion of project was not possible in 2020 with amount of funding provided;

		additional funding sought in 2021.
Gleneagles Golf Course Mower	94,000	Mower is damaged and unusable.
Gleneagles Golf Course Vehicles	158,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life.
Hillside Playground	500,000	Due to usage and age, scheduled for replacement in 2031.
Horseshoe Bay Park Redevelopment	unknown	Redevelopment of underway.
Hugo Ray Park Athletic Fields	500,000	NW & SW Cricket fields to be replaced in 2024 as they are nearing end of useful life.
John Lawson Bridge	75,000	This bridge is highly used and is no longer wide enough for this high traffic area. It also is not wide enough to provide safe distancing under pandemic conditions.
John Lawson Park Electrical Kiosk	25,000	This item has reached the end of its useful life.
Klahanie Park - Asphalt Pavement (Squash Club & Sports Field)	100,000	Pavement maintenance required due to usage.
Operations Centre - Pickups	148,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life.
Operations Centre - Ride-on Mower	112,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life.

Operations Centre - Trailers	36,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life.
Plateau Playground	400,000	Safety issues identified with structure.
Rick Genest Baseball Backstop	50,000	Backstop is heavily used by Youth Baseball and nearing end of useful life.
Seniors Activity Centre - Walk-in Cooler Cooling System	10,000	Required periodic upgrades to extend life.
Special Event Equipment	686,000	20-year program to replace all staging and sound systems.
Toyota Prius - Unit P024	96,000	Part of the vehicle replacement program.
Whyte Lake Trail - Boardwalk	100,000	Due to usage, maintenance is planned.
Whytecliff Park - Asphalt Pavement	400,000	Program to renew parking lot.
<b>ENGINEERING</b>		
Municipal Hall - Minivan	92,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life.
Operations Centre - Crew Trailer	170,000	
Operations Centre - Dump Trucks	940,000	
Operations Centre - Minivan	92,000	
Operations Centre - Pickups	450,000	
Plate compactor	34,000	
<b>FIRE &amp; RESCUE</b>		
Auto Extrication Equipment	141,200	Capital funding cut in half in 2019 and eliminated for 2020. Equipment past recommended useful life.
Fire Hall #1 - Exhaust Extraction System	135,600	Requires periodic upgrades to extend life.

Fire Hall #1 - SUVs	348,200	Part of the vehicle replacement program, current vehicle is nearing end of useful life.
Fire Hall #2 - Exhaust Extraction System	45,200	Require periodic upgrades to extend life.
Fire Hall #2 - Fire Trucks	930,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life. Currently used as a service-ready (spare) truck.
Lifejackets (swift water & auto inflate Personal flotation devices (PFDs))	22,600	These are pooled assets which have not been replaced, the plan is to do so by year end.
Mobile Data Terminal (Computers) and Monitors for all Firetrucks	193,500	The truck computers have been replaced one at a time since last year; there are a few left to replace.
<b>INFORMATION TECHNOLOGY</b>		
Aquatic Centre- Audio Visual (AV)	10,000	Chlorine degradation has deteriorated the equipment.
DWV Website	260,000	The software version is at the end of its life. In addition, having multiple sites causes inconsistent communication to the public, high staff/resource time requirements for maintenance, and is susceptible to hacking/compromise.
Gleneagles Community Centre - AV	54,000	AV gear has reached end of useful life.
West Vancouver Community Centre - AV	331,000	AV gear has reached end of useful life.

<b>POLICE</b>		
Minivans	56,000	Part of the vehicle replacement program, current vehicle is nearing end of useful life.
Police - Front line Vehicles	1,268,000	
<b>High Use, Poor Condition Assets Total</b>	<b>\$33,187,429</b>	