Agenda – Executive Policy Committee – June 18, 2024

Report – Standing Policy Committee on Property and Development – June 4, 2024

Item No. 1 West Kildonan Library – Building Condition Assessment and Feasibility Study Update (Mynarski Ward)

STANDING COMMITTEE RECOMMENDATION:

On June 4, 2024, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, as amended, and submitted the following to Council:

1. That option three outlined in the Administrative Report for the West Kildonan Library Building Condition Assessment, Heritage Assessment, Code Compliance Review and Feasibility Study, be added to the list of Community Services unfunded capital projects, and that should Provincial funding become available for libraries, funds be allocated toward this project.

2. That the West Kildonan Library Building Condition Assessment, Heritage Assessment, Code Compliance Review, and Feasibility Study (Appendix A) be received as information.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Agenda – Executive Policy Committee – June 18, 2024

Report – Standing Policy Committee on Property and Development – June 4, 2024

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On June 4, 2024, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Add the following new Recommendation 1 and renumber the remaining recommendation accordingly:

    "1. That option three outlined in the Administrative Report for the West Kildonan Library Building Condition Assessment, Heritage Assessment, Code Compliance Review and Feasibility Study, be added to the list of Community Services unfunded capital projects, and that should Provincial funding become available for libraries, funds be allocated toward this project."

and submitted the matter to the Executive Policy Committee and Council.

STANDING COMMITTEE RECOMMENDATION:

On April 10, 2024, the Standing Policy Committee on Community Services passed the following motion:

WHEREAS on September 21, 2022, Land Dedication Reserve funding in the amount of $110,000.00, from the Lord Selkirk-West Kildonan Community Committee (Mynarski Ward allocation) was approved for the completion of a West Kildonan Library – Building Assessment & Redevelopment Feasibility Study;

AND WHEREAS on January 9, 2023, the Standing Policy Committee on Property & Development approved the designation of the West Kildonan Library to the list of municipally designated historical resources;

AND WHEREAS the West Kildonan Library – Building Assessment & Redevelopment Feasibility Study has been completed in consultation with the community;

THEREFORE BE IT RESOLVED THAT:

1. That the Winnipeg Public Service be directed to bring forward the completed West Kildonan Library – Building Assessment & Redevelopment Feasibility Study report for information to the Standing Policy Committee on Community Services in up to 60 days.

Report – Standing Policy Committee on Property and Development – June 4, 2024

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: West Kildonan Library – Building Condition Assessment and Feasibility Study Update

Critical Path: Standing Policy Committee on Property and Development

AUTHORIZATION

Author	Department Head	CFO	CAO
S. Sawatzky	C. Fernandes	N/A	M. Jack

EXECUTIVE SUMMARY

On September 21, 2022 via delegated authority, the Lord Selkirk-West Kildonan Community Committee (Mynarski Ward Allocation) approved $110,000 in Land Dedication Reserve funds to complete a building condition assessment and feasibility study for the West Kildonan Library.

As directed by the Standing Policy Committee on Community Services on April 10, 2024, the Public Service is bringing the completed West Kildonan Library Building Condition Assessment, Heritage Assessment, Code Compliance Review and Feasibility Study (WKL Study) forward for information. Currently, no capital funds exist for the redevelopment of the West Kildonan Library and the Public Service is not recommending next steps at this time.

The WKL Study, led by 1x1 architecture Inc. was completed in March 2024 (see Appendix A). It includes three different options for improvements at the library and includes Class 4 cost estimates for each option. All of the options improve the condition and level of accessibility at the library. To help ensure the library continues to meet community needs into the future:

- Option 1 - Maintains existing programs and services. This option would improve the building condition, address code compliance life safety challenges, and resolve the most critical accessibility issues. ($6.3 million Class 4 estimate)
- Option 2 - Supports some additional programs and services. It includes a small addition to allow for a larger elevator that meets current accessibility standards. There is also a new tutorial room and a children's reading playground. ($7.5 million Class 4 estimate)
- Option 3 - A larger facility addition that allows for new programming spaces. It includes moving the children’s area to the main floor. There are also new tutorial rooms, a meeting room and an outdoor reading garden. ($10.7 million Class 4 estimate)

RECOMMENDATIONS

1. That the West Kildonan Library Building Condition Assessment, Heritage Assessment, Code Compliance Review, and Feasibility Study (Appendix A) be received as information.

REASON FOR THE REPORT

On April 10, 2024, the Standing Policy Committee on Community Services directed the Winnipeg Public Service to bring forward the completed West Kildonan Library – Building Assessment & Redevelopment Feasibility Study report for information to the Standing Policy Committee on Community Services in up to 60 days.

As per Section 11 of the City Organization By-law, this report falls under the jurisdiction of the Standing Policy Committee on Property and Development.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications associated with receiving this report as information.

HISTORY/DISCUSSION

Built in 1967, the West Kildonan Library has had some upgrades and improvements but many of the building systems are at, or near, end of life. The library does not meet current programming needs and has programming spaces in the basement. Accessibility is also limited and does not meet City of Winnipeg's Accessibility Design Standard.

On March 20, 2020, Council adopted the 2021 capital budget which included funding in 2021 and 2022 to move West Kildonan Library to a new leased location. The location was to be confirmed through a market assessment or Expression of Interest (EOI).

On June 29, 2021, the Public Service posted an EOI for Lease Accommodation for West Kildonan Library.

On May 9, 2022, a Public Service report recommending relocating the West Kildonan Library to the Garden City Shopping Centre was brought forward to the Standing Policy Committee on Property and Development, Heritage and Downtown Development. At that meeting there was public support for maintaining the existing library location on Jefferson Avenue rather than moving to a new leased location.

On May 26, 2022, Council rejected moving the West Kildonan Library to a new leased location. West Kildonan Library continues to operate at its existing location of 365 Jefferson Avenue.

On September 21, 2022, the Lord Selkirk-West Kildonan Community Committee approved via delegated authority, $110,000 in Land Dedication Reserve funds to support a building condition assessment, public engagement, and a feasibility study for the West Kildonan Library.

On January 9, 2023, the Standing Policy Committee on Property and Development approved the addition of West Kildonan Library to the list of municipally designated historical resources under the Historical Resources Bylaw.

In 2023, 1x1 architecture Inc. was retained to complete a comprehensive assessment and study of the West Kildonan Library that would:

- Address end-of-life building components and improve overall building condition to provide a code compliant, reliable and energy efficient building, and assure full user accessibility relative to currently adopted standards;
- Identity improvements to achieve the current level of service mandated by Library Services. This includes contemporary library programming and modern customer amenities, which best serve the community and its residents.

The City of Winnipeg 2024 Infrastructure Plan, that was completed in 2023, identified that West Kildonan Library needs $7.7 million for the repair and renewal of building systems and accessibility upgrades. To ensure continued operation of the library and to provide accessible library services with the amenities that customers desire in a civic facility, funds to renew, reconfigure, and upgrade the building will be necessary.

The WKL Study completed by 1x1 architecture Inc. in March 2024 (see Appendix A), covers the following areas:

Building Condition Assessment
1x1 architecture Inc. led the WKL Study to assess: the age, condition and viability of all aspects of the building and its systems including, but not limited to: the building site, the building structure and foundation, the building envelope, the mechanical (HVAC) and electrical systems, water and sewer, and life safety aspects including egress, accessibility, and security. A functional assessment as well as a heritage assessment were also conducted.

Public Engagement
Public engagement for the project was divided into two phases. Phase 1 occurred before the development of the improvement/renewal options. Internal and external stakeholder meetings explained the scope of the project and helped refine the vision, values, and priorities for investment in the facility.

Phase 2 occurred following the development of the improvement options and included a public open house and online survey to collect feedback on the proposed options. The project webpage located on the City of Winnipeg's Engage website had over 1,470 unique visitors and 618 survey respondents. The majority of respondents agreed, or strongly agreed, that all three design options would meet their needs into the future. Option 3, a building expansion, had the largest percentage of respondents who strongly agreed (53 percent). More detail on the public engagement results is available in the 2024 WKL Study (Appendix A).

Feasibility Study
The feasibility study outlines three conceptual design options to renovate and redevelop the building, answering to the outcomes of stakeholder consultation and public engagement. Each option outlines how it will affect the future functionality of the facility while addressing the technical requirements to renew or replace building systems and components, while ensuring full compliance with current building codes and other prevailing regulatory requirements such as the Winnipeg Accessibility Design Standard:

- Option 1 maintains the library's existing footprint, general layout, and existing library programs and services. This option would improve the building condition, address code compliance life safety challenges, and resolve the most critical accessibility issues. It maintains the existing building assemblies, finishes, and systems and the existing

elevator is maintained. **The estimated Class 4 project cost for this option is $6.3 million.**

- Option 2 includes a small building addition to resolve accessibility issues with the existing elevator and makes small improvements to the library's programs and services. This addition provides a larger, more accessible elevator, improves basement exiting, and allows the existing south stair to become more open to the main floor of the library. A new service desk and two new tutorial rooms are added on the main floor level. In the basement, walls are removed to make the children's area more open. Computer workstations are relocated to make space for a family literacy playground. **The estimated Class 4 project cost for this option is $7.5 million.**

- Option 3 includes a 2,400 square foot building expansion to provide additional programming spaces that would increase the library's current level of service while improving operational and functional concerns. This option brings the building up to meet current Building Code, City of Winnipeg Accessibility Standards, and improves the building's overall energy efficiency. It includes a larger addition on the west side of the library that moves the children's area to the main floor level. This addition also provides a larger, more accessible elevator, and a new staircase that improves basement exiting. The existing south staircase is made more open to the main floor of the library. Some improvements allow for better programs and services. A new reading garden is provided on the east side of the library. A new service desk and additional seating are provided on the main floor level. A new meeting room, two tutorial rooms, and a new computer area are provided in the basement. **The estimated Class 4 project cost for this option is $10.7 million.**

Currently, no capital funds exist for the redevelopment of the West Kildonan Library. Council will need to approve capital funds to proceed with any of the three redevelopment options. If funding was secured, next steps would include preliminary design to achieve a Class 3 estimate followed by detailed design and construction.

Incremental operating impacts related to the three options (e.g. increased utility costs, staffing costs etc.) have not been assessed but would be considered as part of any future facility investment at West Kildonan Library. These would come forward in future operating years to coincide with the year of construction completion.

FINANCIAL IMPACT

Financial Impact Statement Date: May 1, 2024

Project Name:
West Kildonan Library – Building Condition Assessment and Feasibility Study Update

COMMENTS:

There are no financial implications associated with this report as the report is to be received as information.

Ozzy Garrett CPA, CGA - May 1, 2024
Ozzy Garrett CPA, CGA
Manager of Finance
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- N/A

OURWINNIPEG POLICY ALIGNMENT

Goal #4 - Good Health and Well-being: 4.9 Inclusive Public Places: Provide and promote the amenities, and the design and maintenance standards, necessary to ensure accessible, safe and sanitary conditions in gathering spaces frequented by the public.

Goal #6 – City Building: 6.2 Complete Communities Characteristics: The characteristics of complete communities must be identified and defined in Complete Communities, and will include, at minimum, equitable access to: safety and security, affordable housing for all incomes, local employment opportunities, health-supportive amenities, access to nature, social interaction opportunities, sustainable transportation options, and digital communication technology infrastructure to align with this Plan's goals.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Key Direction 5.2 - Improve Energy Performance of New Buildings

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The subject matter of this report relates to the following goals and objectives of the Poverty Reduction Strategy:

Goal 6: All City Services are Equitable, Inclusive and Accessible

Related 10-year Objectives:

A. Residents have equitable access to City services, in particular demographic groups who experience marginalization.

SUBMITTED BY

Department: Community Services
Division: Asset Management Office
Prepared by: S. Sawatzky, A. Fulford
Date: May 1, 2024
File No: CMS-2024-21
Attachment:

- Appendix A – 2024 West Kildonan Library Building Condition Assessment, Heritage Assessment, Code Compliance Review, and Feasibility Study – 1x1 architecture Inc.