

Date: June 29, 2007



TO: Board Members – Vancouver Park Board
FROM: General Manager – Parks and Recreation
SUBJECT: Burrard Civic Marina Upgrades

RECOMMENDATION

- A. THAT the Board approve the recommended upgrades to Burrard Civic Marina and retain a consultant to prepare a detailed cost estimate and work plan for consideration for funding in the 2009-11 capital program as outlined in the staff report;*
- B. THAT a \$25.00 annual application fee be approved for all applications for moorage and storage, effective September 2007 for the 2008 season;*
- C. THAT the Board receive the report on operational issues for information.*

BACKGROUND

On October 30, 2006, the Park Board approved 2007 fees and charges for Park Board services. Rate adjustments of up to 15% were approved for the Burrard Civic Marina based on a review of rates charged by other marinas in the vicinity. On January 22, 2007, Finance Committee reviewed the matter in response to concerns expressed by marina patrons and received an overview of the Burrard Civic Marina operation. Delegates addressed the Committee to share their input into rates, marina conditions and operations. The Finance Committee requested a report to the Board concerning:

1. Infrastructure upgrades that may be appropriate for the Burrard Civic Marina, and
2. Follow-up on operational issues raised by delegates in the areas of:
 - monthly payment option,
 - waiting list application fee,
 - marina development history,
 - water lot license fee increase,
 - marina security, and
 - marina patrons' association

DISCUSSION

1. Infrastructure Upgrades

Each year a limited amount of maintenance funding has been available to address priority infrastructure maintenance at Burrard Marina. For 2007, the priority maintenance work is improving the crane and crane deck as well as replacing planking and bolts on “L” and “M” Floats. An escalated program of capital infrastructure upgrades is required to address current safety and service deficiencies and enhance environmental stewardship. In order of priority, these upgrades are described below.

a) Electrical Upgrades

The marina electrical system is near the end of its meaningful service life and needs to be replaced. The electrical service was constructed in 1963 and is out of date in comparison to modern marinas

b) Environmental Upgrades

Pollution from growing numbers of boats is becoming an issue of increasing concern in Vancouver waterways. There are federal and provincial regulations which regulate the discharge of pollutants into the ocean, especially Department of Fisheries and Oceans regulations for the protection of habitat for marine life. Cleaning hulls and painting boats in the marine environment is a highly regulated activity. Burrard Marina strives to be environmental stewards by restricting illegal boat cleaning activities at the marina and by providing the necessary cleaning facilities in an environmentally responsible manner. New regulations are expected soon that would prohibit many of the present activities. The priority upgrades required are:

- Dryland contaminant collection, and
- Pump-out System

The dryland contaminant collection upgrade would provide separate boat storage and work areas. The work bays would be designed to contain, collect and filter wastewater to capture contaminants such as bottom paint. This contained water would be moved off site to prevent reintroduction of pollutants to the marine environment. The cost associated with the removal of contaminated water would be borne by boaters using the service.

The current pump-out system is 10 years old and poorly situated for access by all vessels in the marina. It is recommended that the system be relocated to the transient slip next to Pier #2 by the Burrard Bridge. This would allow access by larger vessels at all tides. The new system should be expandable to allow for multiple hook-up locations.

c) Dryland Operations Upgrade

Easy movement of boats from their berths in the marina to the dryland work stations or within the dryland areas should be by transport trailers operated by marina staff. This would offer an efficient and safe means of moving boats from the water, through and within the dryland storage areas and into the maintenance area where the boats would be securely positioned for maintenance. For the safety and security of the public using the seawalk that bisects the marina and for boaters and their boats, the portable trailer units would be the only means of boat transport permitted within the marina work area. Patrons presently move their own boats within the marina and build temporary structures to support their boats.

The repair bays should be enclosed to provide shelter for painting, reduce the amount of dust and contaminants in the environment, and be more esthetically appealing for residents and park users.

Boats cannot be launched when tides are lower than 5 feet. This is a common occurrence during the summer when most low tides occur during the day. The ramp needs to be extended 8 feet to the zero tide mark.

New charges to patrons and the public to use the mandatory transport service and the service bays could cover the operating costs of this improvements over a 5 – 6 year period.

d) Float Layout Improvements

With changes in boating trends to larger boats since the construction of Burrard Marina in 1963, corresponding modifications to the layout and design of the marina floats are required. The proposed changes to the floats would reflect the need to accommodate both longer and wider boats and result in increased revenue for the marina even though the upgrade would result in fewer berths. The proposed changes include:

- D Float – Modify the float to accommodate 26 ft boats;
- E Float – Change the configuration on the west side from 21 ft berths to 26 ft berths. On the east side, change the configuration from 26 ft berths to accommodate 35 ft berths;
- F Float – Change the configuration on the west side of the float to increase berth sizes from 32 ft to 35 ft., and
- L Float – Remove and replace piles and re-space them to accommodate berths for 30 ft boats.

The work would include removing 13 piles and adding 15 new piles and would require BERC approval. The work should be scheduled at one time to minimize the pile driving costs. Boats would be relocated within the marina during the course of the float upgrades. The schedule for this upgrade is estimated to be 2 months. This upgrade has the potential to generate additional net revenue in the range of \$17,000 per year.

e) Public Boat Launch Upgrade

The free public boat launch ramps are short and concave. Vehicles using the ramps occasionally get stuck, sometimes on a rising tide and trailers sometimes drop off the end of a ramp and can't be pulled out. Other problems include deposition of sand at the ramp base which requires regular cleaning and maintenance at low tide. The ramp is often not useable at the lowest tides. Other problems associated with sand deposition include damage to the underside of the adjacent floats.

The ramp should be re-constructed to a uniform grade and to a lower depth. This work would require approvals from Department of Fisheries and Oceans, BERC and Coast Guard. Washing areas, providing catchments for wastewater, and a traffic control upgrade should also be undertaken

The source of funding for this improvement is recommended to be from a future capital plan. While the public boat launch is free, the Park Board generates significant revenue from the adjacent parking lot that boaters patronize. An improved service has the potential to increase net parking lot revenues. There are no new operating expenses as a result of this improvement. Operating efficiencies realized can be directed to current maintenance activities which suffer when resources are deployed to deal with problems at the ramp.

Infrastructure Upgrade Summary

The scope of work for infrastructure improvements is in the \$2 - \$3 million range. The majority of funding would be required from a future capital plan and approximately \$500,000 has the potential to be considered for funding under internal accounts such as the Corporate Sponsorship Program or Donation Program. Staff is recommending that the proposed upgrades be approved for consideration for future funding and that a consultant be retained to develop a detailed cost estimate for the work and a work plan. The results would be included for consideration for the 2009-2011 Capital Plan.

2. Operational Items

The operational items for which the Finance Committee requested a report follow.

a) Monthly Payment Plan

A monthly payment plan for boaters has been implemented for all boats of all sizes. Boaters with 3 years of continuous moorage in good standing are eligible and they must book for the entire 12 month term. Twelve postdated cheques or a credit card, debited monthly, is processed. There is a 5 % administration fee for this service. Currently, boaters are taking advantage of this new service.

b) Paid Application Form

There is a growing list of applications for access to the marina in all categories. The current waiting list is 380 applicants. Beginning in September, a \$25 fee is recommended for tracking and handling the application forms for moorage and storage in the marina. The fee would be non refundable and would reduce the number of capricious requests and provide a more accurate indication of serious interest in marina services. Current individuals on the waiting list will be advised of the new procedure and given opportunity, in sequential order, to have their application included in the 2008 procedure.

c) Marina History

City of Vancouver Archives has been consulted for further information on the origins of the marina, the principals involved in the original design and the changes that have occurred since the original construction.

The marina was officially opened on September 28, 1964, with 546 boat spaces comprising 420 on the water and 126 in dry storage. Prior to Expo 86, a rail trestle that crossed False Creek east of the Burrard Bridge was removed. Arrangements with a nearby leaseholder (a marina that was expropriated for EXPO 86) resulted in an extension of the Burrard Marina with wider and longer slips on the east side of the marina. No major changes to the marina have occurred since that time.

In 1998, a study was commissioned to consider the redesign of the marina. The plans were estimated at the time to be in excess of \$7,000,000 and the proposed changes were not done. Each year, small changes to the marina have been undertaken, as resources have been available, consistent with this study. These changes have included a reconfiguration of slips to accommodate larger boats, increases to the land storage areas, provision of canoe and kayak storage racks, and consolidation of paddling club storage areas.

d) Water Lot License Fee Increase

In 2006, the water lot lease between the Burrard Marina and the False Creek Harbour Authority that provides access to the east floats was renegotiated with the False Creek Harbour Authority. Prior to this agreement, the lease was controlled by the Federal Department of Fisheries and Oceans who charged \$25/year. As noted in the March 14, 2007 Board Report, with a change of administration for the water lot, the new lease was negotiated at an annual cost of \$16,000. The water lot provides access for 92 berths on the east side of the marina. It was suggested by one of the delegates at the Finance Committee that this additional charge should be considered to be attributable to these 92 berths rather than shared by all as one way to reduce marina fees for some users. In the view of staff it would disadvantage the east float patrons, many of whom do not have the flexibility to choose alternate floats within the marina and would inflict pressure for reallocation of slips. The additional cost should continue to be included in the overall cost of operating the marina and shared by all users.

e) Marina Security

The marina current has contracted security for nightly service and there have been limited security problems. Staff explored alternatives for increasing security at the marina and the associated costs which would add approximately 4% to the marina fees. In consultation with user representatives, enhanced security was not seen to be a high priority which would increase operating costs for boaters.

f) Marina Patrons' Association

Boat owners discussed forming an organization to work with staff to achieve the upgrades for the marina and improve communications. The False Creek Boaters Council (FCBC) was created to "represent the recreational boaters of Vancouver's False Creek marinas to the various municipal/provincial/federal branches of government and facilitate communication and coordination among these same False Creek recreational boaters, on issues of common interest." The FCBC information notice was included in the Park Board renewal notices to all Burrard marina patrons in spring 2007.

The representatives of FCBC have communicated with staff to discuss the issues of mutual interest regarding Burrard Marina. A meeting was convened with FCBC representatives to solicit their input into the recommendations contained in this staff report. Comments expressed by the FCBC are summarized as:

- general agreement with all the items contained in this report;
- increasing security service coverage was not necessary, especially if this would increase fees;
- remove the rings from the floats and replace them with cleats;
- provide more bicycle racks, and
- provide showers for patrons.

Staff was in general agreement with the requested items and will investigate their feasibility and a funding source.

SUMMARY

Marina infrastructure upgrades totaling approximately \$2 -\$3 million are recommended and could be funded by a combination of a future capital plan and debt financing on a cost recovery basis. Further study is required to prepare detailed cost estimates and a work plan and staff is recommending that a consultant be retained to undertake this work. Information on operating issues has also been included in this Board Report.

Prepared by:

Queen Elizabeth District
Vancouver Board of Parks and Recreation
Vancouver, BC
LM/BT:ci