

Date: January 30, 2008



TO: Board Members – Vancouver Park Board
FROM: General Manager – Parks and Recreation
SUBJECT: 2009-2011 Parks Capital Plan Preparation

RECOMMENDATION

THAT the process outlined in this report for the development of the 2009-2011 Parks Capital Plan be received for information.

POLICY

A Parks Capital Plan, identifying the priority work projects of the Park Board, is prepared every three years. The authority to borrow money to implement the plan is voted on in the November municipal election.

BACKGROUND

The Park Board's Capital Plan serves three basic purposes:

- To maintain the existing Park Board assets in good order;
- To improve services to meet the changing leisure needs of the population; and
- To expand services to meet the needs of a growing population

Development of the Capital Plan is a challenging task involving the evaluation of many meritorious project proposals relative to a financial allocation that can address only a fraction of the work program advanced for consideration. City Council sets the size of the entire civic capital plan and decides what projects to include for Engineering, Library, Housing, Police, Fire and Community Services. Council determines as well the size of the Board capital plan, but the Board decides the projects within that envelope. Both the Board and Council receive technical advice and citizen input on the decisions that need to be made.

The Board has traditionally sought input from its stakeholders and the broader community at all phases of the capital plan: project submissions, draft capital plan and final plan. In some areas, partners of the Park Board may seek Capital Plan funding to match or supplement independently raised funds for projects that these organizations believe to be important.

DISCUSSION

Capital Plan Process

The process to develop the Park Board's Capital Plan runs parallel to and informs a wider City Hall process, ultimately reporting to City Council. At the City, a Staff Review Group (SRG) will:

1. make a recommendation to Council on the size of the Capital Plan, including the Park Board envelope, based on financial parameters guiding borrowing capacity and projected availability of funds from various sources, including Development Cost Levies.
2. screen departmental and Board submissions for consistency with City policies and, after review by the Corporate Management Team, make recommendations to Council as to Capital Plan priorities.

Park Board has staff representation on both the Staff Review Group and the Corporate Management Team.

In recent Capital Plan cycles the determination of Capital Plan priorities has been guided by the following criteria:

- Category 1: Renovation or replacement to maintain existing infrastructure or to address safety, security and mandated environmental issues
- Category 2: Renovation or expansion in order to maintain existing service levels in relation to population growth
- Category 3: Expansion or creation of facilities to provide new services or higher service levels; non-mandated environmental improvements; beautification projects

In anticipation of the need to tie into the City's Capital Plan process and timeline, a 2009-2011 Capital Plan page has been set up on the Park Board public website, and an advisory notice has gone out to Park Board partners and stakeholder organizations which (1) provides access to documentation on relevant Board policies, long range plans and established Board commitments to capital projects, and (2) invites input on the structure and content of the Capital Plan. The input received from partners and stakeholders, technical analyses by staff and previously approved plans and policies of the Park Board will be the basis upon which a draft Parks Capital Plan will be compiled and presented in early March in a report to the Board.

The Board's draft Capital Plan becomes a reference document whereby the City Staff Review Group identifies capital priorities for Council consideration later in the year. It has been the practice for Park Board to conduct a wider public process, presenting the draft plan and receiving feedback through a series of meetings in the community. This process enables the Board to fine-tune the Capital Plan content in advance of the Council presentation.

The Staff Review Group is expected to present its recommended capital plan in early summer to City Council. Upon receipt of the draft Capital Plan compiled from the submissions of all departments and boards, Council has customarily conducted a public information campaign over the summer months, culminating in public meeting(s) on the full Capital Plan. Usually this stage also generates a great deal of input on proposed parks and recreation projects. Council then decides on the final content of the Capital Plan in September and the plebiscite questions, as a final step before the vote in November.

Timeline	Task/Decision
Jan - Feb 2008	Draft Capital Plan compiled from project proposals received, long range renewal planning and previous Board direction.
Mar	Board approval of draft Capital Plan, as basis for civic staff review and public consultations.
April - May	Public process on Park Board draft Capital Plan. Staff review of all City Department and Board submissions to Capital Plan.
June	Council approval of draft Capital Plan.
June-Sept	City public process on the draft Capital Plan.
Sept - Oct	Park Board and Council approve the Final Capital Plan
Nov 15, 2008	The Capital Plan is voted on as part of the civic election

Proposed Structure

Park Board Capital Plans are organized into four sections to facilitate internal and public review:

- Parks
- Land acquisition and development
- Facilities
- Street trees

The plan is further divided, under these headings, into programs and sub-programs representing the key areas of capital investment. Appendix A is a tentative framework for the 2009-2011 Capital Plan, similar to that used in previous cycles, with some revisions to address emergent needs and current Board priorities.

The Capital Plan process is an important means to further the Board's infrastructure renewal agenda and to maintain services in relation to population growth demands. The process outlined in this report provides for public input and technical advice which will assist the Board to develop a plan that will address parks and recreation needs and priorities and to garner broad-based public support. In order to prepare the Capital Plan for the plebiscite vote in November, the plan must be finalized no later than September 2008.

SUMMARY

The Board is asked to approve a process and framework for developing the 2009-2011 parks Capital Plan, based on the approach used in previous cycles, adapted for the current organizational requirements of the Park Board.

Prepared by:

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APPENDIX A

TENTATIVE FRAMEWORK FOR 2009 - 2011 CAPITAL PLAN

Program	Project types	Considerations for 09-11
PARKS		
Major Park Renewal	Complete park ‘makeovers’ planned and completed every year with Capital Plan funds. Recent examples are Victoria and Nelson Parks.	Recently completed neighbourhood park condition, usability and accessibility assessments will guide renewal priority-setting.
Golf Courses	Capital investment to enhance playability and increase capacity.	Specific project objectives and rationale are outlined in Golf Marketing Plan (2007).
Playgrounds	New installations and lifecycle replacement of children’s playgrounds when required to ensure user safety and enhance play value.	Continue with program guided by condition and community interest.
Playfields	3 objectives: (1) expand inventory of synthetic turf fields; (2) rebuild natural turf fields (drainage systems repair/replacement and re-levelling; (3) recondition natural turfs (deep-tining and top dressing)	Playing Field Renewal Plan (2002) is the key reference for long term capital investment.
Sport Courts/Active Use	Main focus is to build new, replace or repair hard surface playing courts and terrains (tennis, lacrosse, skateboard, basketball, etc).	Identified priorities to restore ageing tennis court inventory, provide sport cycle (BMX) terrain; follow through on long-range Skateboard Strategy
General park Improvements / Upgrades	Repairs and spot upgrades to active and passive park elements, e.g., trails, water/landscape features, plantings, etc.	Ongoing investment required to sustain park usability, safety and attractiveness.
Waterfront	Major repairs and stabilization of seawall; other shoreline projects, including erosion control measures.	Renewal of Burrard Marina is urgent to repair/replace dock structures and floats.
Conservation/ Restoration	Initiatives to protect, restore and enhance park natural areas and habitats.	Objectives set out in Everett Crowley Management Plan and natural areas/invasive species inventories.
Park Infrastructure	Major maintenance and life-cycle replacements of utilities, irrigation, road surfaces, retaining walls, fences, bridges and piers.	Stanley Park and QE Park road re-paving projects brought forward from 06-08 Capital Plan. Bridges or pier are also an emerging concern.
Planning and Public Involvement	Park stewardship support (e.g., park partners and Neighbourhood Matching Fund); park master plans and other planning and feasibility studies.	

LAND ACQUISITION and DEVELOPMENT		
Land Acquisition	Land assembly for new parks needed to serve population growth; reduce inequities between neighbourhoods.	Background information in Draft Park Land Acquisition Strategy
New Park Development	Creation of new parks on previously acquired land.	
FACILITIES		
Major Facility Renewal/Replacement	Major facility replacements or renovation projects. Recent examples are Sunset CC, Killarney Pool. The 2006-08 Capital Plan included “Community Legacy” funding for the new Percy Norman Aquatic Centre and practice ice rinks at Killarney and Trout Lake.	Outstanding commitments to complete Renfrew CC and Pool renewal; VanDusen Garden Facilities renewal. Key references for long term investments are: Community Centre Renewal Plan (2001) and Aquatic Services Review (2001). Additional funding will be required for conversion of the Legacy facilities and their sites from Olympic configurations to planned community uses.
Building Improvements / Renovations	Smaller scale projects, renovation, or replacement of smaller buildings or components of major facilities.	Park Board is committed to facility improvements at Nat Bailey Stadium. Many park washrooms are in high need of updating. Wash/change rooms needed for VanTech and Trillium synthetic fields.
Major Maintenance	Life cycle repairs and replacements of building components such as roofs, floors and mechanical systems. Also exterior and interior painting; continuation of asbestos and other abatement programs.	Life-cycle maintenance and condition assessments are conducted on an ongoing basis by Operations division.
Conservation/ Energy	Energy and water conservation measures: e.g., centralized control of irrigation, low flow and timer-based plumbing conversions.	Significant energy savings are already funded through City Capital Reserve.
Technical Upgrades	Use of information technology and computers for improved customer service, accounting, performance measurement and digital control of mechanical systems.	
STREET TREES		
Street Tree Planting	Long term project to increase number of boulevard trees in the City.	Long range stocking plan approved 1990 by Council and Board.