



June 12, 2018

**TO:** Park Board Chair and Commissioners  
**FROM:** General Manager – Vancouver Board of Parks and Recreation  
**SUBJECT:** Langara Golf Course - Drainage Improvement & Consideration of Alternate Uses

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## RECOMMENDATION

- A. THAT the Vancouver Park Board request that City Council authorize staff to enter into a contract with NMP Golf Construction Inc., for \$3,074,590.75 plus inflation, to complete the recommended drainage system upgrades at Langara Golf Course, with the entire project to now be completed in 2019; and
- B. THAT, with respect to the Council motion made on March 14, 2018, regarding potential collaboration with the City of Vancouver on the future of Langara Golf Course, the Board: (*select one of the two following options*)
- i. OPTION 1: Direct staff to seek funds from the City of Vancouver for a master plan for Langara Golf Course, and to undertake the master planning process in collaboration with City of Vancouver staff.
  - ii. OPTION 2: In lieu of undertaking a master planning process specific to Langara Golf Course, direct staff to continue with the relevant Park Board planning initiatives currently underway, including VanPlay, VanSplash, and the Track & Field Strategy, as well as with the implementation of the Biodiversity Strategy.

## REPORT SUMMARY

The purpose of this report is to provide options to address the Park Board motions made on March 12 and April 30, 2018 regarding the Langara Golf Course drainage improvement project, and to also provide options in response to the Vancouver City Council motion made on March 14, 2018, which requested that the Park Board collaboratively consider alternate park land uses for Langara Golf Course. By exploring the history and existing activities of Langara Golf Course, current planning initiatives in the Cambie corridor, and city-wide parks and recreation, this report provides context for two possible options for the exploration of the future of Langara Golf Course.

## BOARD AUTHORITY / POLICY / PREVIOUS DECISIONS

As per the [Vancouver Charter](#), the Park Board has exclusive jurisdiction and control over park land use in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within designated parks.

The [Park Board Procurement Policy](#) was last revised in 2010 to accommodate a shared service model with the City of Vancouver. The Board adopted the proposed policy, which became

effective on April 20, 2010. As per this policy, contracts valued over \$2,000,000 require both Board and Council approval.

At its meeting on March 12, 2018, the Vancouver Park Board approved entering into a construction contract with NMP Golf Construction Inc. for [drainage upgrades to Langara Golf Course](#), with an estimated contract value of \$3,074,590.75.

City Council passed a motion on March 14, 2018, asking the Vancouver Park Board to collaborate on [transitioning some of Langara Golf Course lands into public park](#), to report back to Council by July 2018, and to postpone the contract award for the drainage improvements until possible options could be considered.

On April 30, 2018, the Board passed a motion to enter into a contract with NMP Gold Construction Inc., not to exceed \$2,000,000, to [complete the first half of the necessary drainage upgrades to Langara Golf Course](#) if feasible.

## **BACKGROUND**

The March 2018 Board report titled [Langara Golf Course Drainage Improvement Project - Construction Contract](#), provided comprehensive background information about the Langara Golf Course. Some of the relevant portions from that report are included below.

### **Course History**

Built in 1926 by the Canadian Pacific Railway and purchased for a public park in 1973, the Langara Golf Course was designated a Permanent Park by Council in 1993. The course was redesigned by Canadian architect Thomas McBroom in 1994, with construction of a new clubhouse and pro-shop, as well as the course renovation, all completed by the late 1990s.

Accounts of the 1990s course renovation indicate that the design consultant recommended that the upper layers of the existing subgrade be removed and replaced with a sand based soil. However, given budget constraints, the decision was made to screen and reuse the existing soil instead of replacing it with imported material. Within a few years, drainage issues began to appear.

### **Community Use & Access**

Langara Golf Course hosts an average of 50,000 rounds per year and operates at 80% utilization in peak periods. It has earned the reputation of being one of the most unplayable golf courses in the winter months in the Lower Mainland. An annual drop in rounds during the shoulder and winter seasons indicates many golfers choose to play other golf courses during the wetter portions of the year. Conversely, Langara Golf Course is one of the busiest public courses in BC during the dry months of June through September. Rounds in July and August of 2017 were the highest in the last 5 years since a peak in 2013.

Due to its affordability and central location, Langara is one of the most accessible golf courses in the Lower Mainland. With the clubhouse located within 500 metres of the Langara-49th Avenue Station on the Canada Line (Skytrain), Langara is the only golf course in the region that is readily accessible by rapid transit. Langara hosts golfers from all over the Lower Mainland. A large demographic of golfers are new Canadians and the course is a welcoming environment. Signage and communication welcomes guests in multiple languages. The challenge offered by the large rolling greens and narrow fairways, combined with the walkability of the course makes it very appealing to players of all levels and ages.

The clubhouse is a community hub and hosts more than 100 events a year, including celebrations of life, weddings, seniors social outings, community political events, and pub/game nights for Langara College students. The clubhouse is used frequently as a gathering place for the neighbouring community and the 2.7km perimeter walking path is a favourite for avid walkers and joggers for their daily exercise.

### **Environmental Benefits**

The golf course is a significant natural amenity, with approximately half of the property made up of naturalized areas including mature stands of trees, wetlands, and meadows. This large permeable space plays an important role in recharging aquifers. All three Park Board golf courses are certified by the Audubon Cooperative Sanctuary program. This award winning education and certification program offers support and training for golf course employees in Environmental Planning, Wildlife & Habitat Management, Chemical Use Reduction & Safety, Water Conservation, Water Quality Management, and Outreach & Education.

The property was identified as a biodiversity hotspot ([Biodiversity Strategy](#), 2008) and is home to over 100 species of birds and communities of small animals including coyotes, skunks, racoons, and rabbits. The course also hosts a thriving bat colony, and two large ponds on the property provide waterfowl habitat. Additionally, an onsite pollinator garden provides food and habitat for a variety of insects and birds. Volunteers from the Environmental Youth Alliance and the Vancouver Natural History Society built, installed, and monitor several bird nest and duck boxes.

The 50 hectare open space has been an important contributor to the [Greenest City Action Plan's](#) goal to plant 150,000 trees by 2020. The site had made space for over 3000 new trees since 2010. Fresh fruits and vegetables grown in the onsite orchard and garden are served in the clubhouse restaurant and Park Board concession stands, which supports the Park Board's [Local Food Action Plan](#).

### **Financial Considerations**

Golf operations are the Park Board's second largest source of operating revenues, behind only recreation related revenues, generating roughly \$9.8M in revenues (16% of PB total). Langara's gross revenues accounted for 19% of this total.

In May of 2001, the Park Board approved the creation of the Golf Reserve Fund to ensure that sufficient funds are available in the future for any golf related capital projects including: building and structural maintenance; course improvements to facilitate play; and clubhouse improvements to enhance customer service. An annual contribution total was established at that time and the fund was administrated by the Park Board's General Manager.

A golf marketing plan, developed in 2006, recommended that contributions to the Golf Reserve be increased to accommodate the capital projects that would be required in the future. The drainage issues at Langara were identified at this time as one of the high priority future projects to receive funding from the Reserve.

As of December 31, 2017, the balance of the fund is in excess of \$5.0M. It is intended that the full cost of the Langara drainage remediation will be drawn from the Golf Reserve, in keeping with the Reserve's original intent to provide funding for golf course improvements. The remaining balance after the project, combined with ongoing annual contributions to the reserve,

will be sufficient funding for the work anticipated to be undertaken during the next 5 to 10 years of the golf capital plan.

## **DISCUSSION**

This discussion section is divided into two sections per the report recommendations:

- A. Drainage Upgrades, and
- B. Response to City Council Motion.

### **A. Drainage Upgrades**

The scope of work for the drainage upgrade project includes the installation of a system of parallel slit trench drainage pipes, swale collector drainage pipes, and surface inlets installed in long swales, at intersections of swales and in low wet areas of the golf course. The installation of the slit trench drainage requires specialized equipment, and very few firms in Canada have the equipment, experience, and expertise necessary to complete the work. This type of intervention is commonly installed to improve drainage conditions at existing courses as it can be implemented with minimal disturbance and thus a relatively short recovery period for turf areas.

Staff worked throughout 2017 and prepared a tender package for the much needed 18-hole drainage works through Invitation to Tender (ITT – PS20172495) and issued the ITT in December 2017 for the installation of extensive drainage improvements at the fairways and roughs of all eighteen holes of Langara Golf Course. On March 12, 2018, the Park Board approved awarding the construction contract for the drainage works, at a value of \$3,074,590.75, to NMP Golf Construction Inc. (NMP).

Subsequently, Council passed a motion on March 13, 2018 that postponed the contract award until alternate park uses for the land could be considered. This was followed by a Board Motion on April 30, 2018, recommending that, if feasible, the project be split over two years in order for the Park Board to still proceed with at least half of the project in 2018.

### ***Contract Award and Signing Authorities***

A centralized procurement service at the City, changes to the Authority to Contract ("Standing Authorities"), and an updated Park Board Procurement Policy came into effect in 2010. Although the City modified its contract authority recently, the 2010 Park Board Policy still stands.

The Park Board policy delegates the authority to award and sign contracts. The authority to award contracts is as follows:

- <\$75,000: Category Manager
- >\$75,000 and <\$250,000: Chief Purchasing Official (CPO)
- >\$250,000 and <\$500,000: Park Board General Manager (with CPO concurrence)
- >\$500,000 and <\$2,000,000: Vancouver Park Board (with Bid Committee & CPO concurrence)
- >\$2,000,000: Vancouver City Council (with Vancouver Park Board, Park Board General Manager, City Manager, and Director of Legal Services concurrence)

The authority to sign Park Board contracts is as follows:

- a) All contracts authorized by a Category Manager, Park Board General Manager, or the Bid Committee (or their designates) are to be signed by both that person and the CPO, and all contracts authorized by the CPO are to be signed by both the CPO and the applicable Category Manager;
- b) All contracts awarded by the Park Board General Manager will be signed by the CPO;
- c) All contracts awarded by the Vancouver Park Board will be signed by the Bid Committee and the CPO;
- d) All contracts awarded by Council will be signed by the Park Board General Manager, the City Manager, and the Director of Legal Services;
- e) All contracts that have any modification to the standard format for special circumstances will be signed by the Director of Legal Services in addition to the authorized signatory referred to above.

As outlined above, all contracts require approval and signatures from City staff. Therefore, while awarding a contract below \$2,000,000 means Council approval would not be required, it would still require CPO and Bid Committee concurrence. Bid Committee members include the City Manager and Chief Financial Officer. Per the current policy, the Park Board cannot independently execute the procurement contract proposed in the April 30, 2018 motion.

With respect to the procurement process, signing a new or revised contract with NMP for a lesser amount than the original offer remains a possibility without the need to re-tender, given the outcomes of the competitive ITT and that there is still an open qualified bid that has not yet been revoked by NMP.

### ***Project Options, Costs, & Timing***

In response to the April 30 Board Motion, staff explored the feasibility of undertaking only a portion of the project work with NMP in a single contract that would not exceed \$2M. Staff found that while it would be possible to undertake a portion of the proposed renovations for less than and up to this value, there are inflationary adjustments, timing, and other costs to be considered. Also, the location of the partial work would be mandated by the location of the existing drainage line collector system, the proximity to material storage areas, and dry season scheduling, as this type of work requires certain course conditions.

Following are three scenarios for smaller contracts that have been explored and confirmed with NMP, along with a fourth scenario which contemplates the full 18-hole renovation in 2019:

#### **Scenario 1 = \$1.3M: 6 Holes in 2018**

NMP is available to complete work on 6 fairways and roughs (for holes # 6, 7, 8, 9, 10 and 11) mobilizing the week of July 3, starting work on July 9, and completing by September 21, 2018.

The \$1.3M cost is based on the units provided in the ITT documents and includes mobilization, demobilization, installation of a collector main, and slit drainage system. In this approach, all 6 holes would need to be closed and the work is weather dependent with no guarantee that all work would be completed in 2018.

**Scenario 2 = \$2.0M:** 11 Holes (6 in 2018 and 5 in 2019)

In this scenario, the same work in Scenario One would be undertaken in 2018, with work on fairways and roughs for holes # 1, 2, 14, 17 and 18 occurring from April 29 to June 22, 2019.

In this approach, all collectors would be installed first, followed by slit drains for the 2018 portion of the work. All 6 holes planned for 2018 would need to be closed for the entire 2018 planned period of time and all 5 holes planned for 2019 would need to be closed for the entire 2019 planned period of time.

If for any reason, the 6 holes planned for 2018 were not finished by September 21 (due to either a late start or bad weather), work would stop and be completed in 2019. If for any reason the 5 holes planned for 2019 were not finished by June 22 (due to a late start in the spring, bad weather or work left from the 2018 portion), work would keep going until all 11 holes were completed. This option would also allow for 18 holes to be complete in 2019, under an additional negotiated contract.

**Scenario 3 = \$1.9M:** 11 Holes in 2019

In this scenario, fairways and roughs for holes # 1, 2, 6, 7, 8, 9, 10, 11, 14, 17, and 18 would be renovated in a period starting on April 29 going through September 14, 2019. Mobilization would take place the week before.

It is worth mentioning that holes would be closed following a predetermined sequence, with an expectation that a minimum of 6 holes would be closed at all times during the whole planned period.

As with the former options, adverse weather can impact the proposed schedule and so if for any reason the 11 holes were not finished by September 14, 2019, work could be extended until September 21, 2019. At that point, work would stop and not be completed.

**Scenario 4 = \$3.1M:** 18 Holes in 2019

NMP advises they are likely able to undertake the full scope of the drainage work, as per the original plan, and schedule in 2019 starting at the end of April as described in Scenario Three. Although it would be a very tight schedule to do the full scope of work in one season, there are expected cost benefits associated with mobilization and demobilization.

***Financial Analysis***

As outlined above in Scenarios 1, 2 or 3, splitting the project into contracts that do not exceed \$2.0M would result in only partial drainage upgrades to the overall course. As a fully implemented drainage upgrade is the desired outcome, a second contract would still need to be initiated to complete the project. Splitting the work into two contracts increases consultant and contract costs, and would involve a prolonged construction period.

NMP is amenable to negotiating a modified schedule and/or scope of work for the project, as directed by the Board and as described in the various scenarios above. However, as NMP has committed to contracts elsewhere starting in mid-September 2018, completion of an 11-hole or 18-hole project would either need to occur over the course of two years or be deferred to 2019.

As previously noted, golf revenues represent the second largest source of operating revenues, generating roughly \$9.8M (16% of PB total). Langara represents \$1.9M of this total, contributing roughly \$1.1M of net surplus to support other Park Board service areas.

In analyzing the financial impacts of the different scenarios, staff considered the lost revenues expected during modified course operations, as well as the expected incremental revenue generated upon completion of the drainage project. Any scenario that contemplates only partial completion (6 or 11 holes vs. completing the full 18 holes), will significantly impact the Park Board's operating income. The following comparison table outlines these impacts – note a number of assumptions were factored into this analysis; the accuracy of these assumptions will impact actual results.

**Summary Table of Financial Impact:**

|   | <b>Scenario 1</b><br><i>6 holes in 2018</i> | <b>Scenario 2</b><br><i>6 holes in 2018<br/>5 holes in 2019</i> | <b>Scenario 3</b><br><i>11 holes in<br/>2019</i> | <b>Scenario 4</b><br><i>18 holes in<br/>2019</i> |
|---|---|---|--|--|
| <b>Project Cost (est.)</b>  | \$1,300,000                                 | \$2,000,000   | \$1,900,000                                      | \$3,100,000                                      |
| <b>Foregone Revenues During Construction:</b>                                     |   |   |  |  |
| 2018  | (686,000)                                   | (686,000)   | -  | -  |
| 2019  | -   | (376,000)   | (1,063,000)                                      | (1,166,000)                                      |
| <b>Total</b>  | <b>\$(686,000)</b>                          | <b>\$(1,062,000)</b>  | <b>\$(1,063,000)</b>                             | <b>\$(1,166,000)</b>                             |
| <b>Increased Annual Revenues:</b>   |   |   |  |  |
| Increased Rates <sup>(1)</sup>  | 52,000                                      | 103,000   | 103,000  | 207,000  |
| Increased Volume <sup>(2)</sup>   | -   | -   | -  | 39,000   |
| <b>Total</b>  | <b>\$52,000</b>                             | <b>\$103,000</b>  | <b>\$103,000</b>                                 | <b>\$246,000</b>                                 |
| <b>Pay-Back in Years*</b>   | <b>~13 years</b>                            | <b>~10 years</b>  | <b>~10 years</b>                                 | <b>~5 years</b>                                  |
| <b>Cost per hole</b><br><i>(Project Cost + Foregone Revenue) / Holes complete</i> | <b>\$331,000</b>                            | <b>\$278,364</b>  | <b>\$269,364</b>                                 | <b>\$237,000</b>                                 |
| <u>Assumptions:</u>   |   |   |  |  |
| <sup>(1)</sup> Rate Increase  | 3% - 5%                                     | 5% - 10%  | 5% - 10%   | 10% - 20%  |
| <sup>(2)</sup> Volume Increase  | none  | none  | none   | 1% - 2.5%  |

\*Note – payback excludes the project costs as this is funded through the golf reserve, which is intended to fund projects of this nature.

### *Forgone Revenues*

In considering the opportunity cost of lost revenue due to modified course operations, staff factored in both the anticipated reduction in the number of rounds played, as well as reduced pricing that would need to be in effect. In order to compare the financial impact of lost revenues and project cost, a “cost per hole” has been provided in the table above. The cost per hole ranges from \$237,000 to \$331,000, with the 18-hole scenario representing the most cost effective approach.

The forgone revenues in any of the above scenarios would need to be absorbed either through incremental revenues generated from other business lines, reduced operating costs, or through the Park Board’s revenue stabilization reserve (current balance of \$3.6M).

### *Incremental Annual Revenues*

When considering the potential incremental revenues generated by the course subsequent to the drainage remediation, staff considered both the increased volume of play, as well as potential rate increases.

Langara currently experiences a loss of market share of its golfers during poor weather shoulder seasons. On average, Langara retains roughly 8-9% of market share in the dry spring/summer months, but sees this drop to 4-7% in the winter. Staff anticipate that Langara could retain their 8% market share year-round with improved drainage on all 18-holes (Scenario 4), which would result in roughly 1,500 more rounds per year, or \$39,000 of revenues. Staff do not believe improved drainage on only a portion of the course would be enough to convince golfers to return to Langara during the winter and shoulder seasons, and as a result no incremental revenues are noted in Scenarios 1 - 3.

Due to the drainage issue, Langara rates are currently discounted between 7-29% depending on the season when compared to McCleery and Fraserview. It is estimated that an incremental \$207,000 of revenues could be generated annually if rates were increased to be more comparable to the other two courses. Staff note that the ability to align rates with McCleery and Fraserview are highly contingent on upgraded drainage on all 18-holes. A drainage project covering less than 18-holes would limit the ability to align on rates, and as such, has been factored into the financial analysis. The anticipated increased revenues generated by increasing rates in Scenarios 1-3 range from \$52,000 to \$103,000, which is less than half of that anticipated in Scenario 4.

To assess the financial viability of the four scenarios, staff have calculated the estimated payback period based on the incremental revenues anticipated under each option and the revenue lost during the project; these are noted in the table above. Scenario 4 presents the most financially viable proposal with an estimated payback time frame of 5 years, compared to 10-13 years under Scenarios 1-3. Staff have not included the project cost when calculating project payback as the funding to support the project has already been accumulated through the annual contributions to the Golf Reserve, and these annual contributions will continue to aid in replenishing the reserve for future projects.

### ***Drainage Upgrades - Recommendation***

Considering the financial factors outlined above, combined with the approval and signatory requirements outlined in the Park Board Procurement Policy, staff recommend that the Board request Council to approve awarding the contract for the complete drainage project, as



contemplated in the original tender and scope of work, with the work deferred to 2019 as outlined in Scenario 4.

## **B. Response to Council Motion**

In their March 14, 2018 motion, City Council requested that the Langara Golf Course drainage improvements be postponed so that the Park Board could explore transitioning some of the golf course into public park land with restored wetlands and ecosystems, trail networks, sports fields, and a track and field facility that adheres to international competition standards, as well as explore opportunities for partnerships.

### ***Related Planning Initiatives***

Both the Park Board and the City of Vancouver have a number of related strategies, projects and planning studies underway that would potentially inform the concept of transitioning some or all of Langara Golf Course to other forms of park and recreation uses.

The Park Board is currently undertaking city-wide parks and recreation planning on a number of fronts, which will inform the need, service level, and feasibility for delivery of many of the park uses identified in the Council motion.

#### **VanPlay: Parks & Recreation Master Plan** (ongoing)

VanPlay will provide a comprehensive understanding of recreation needs at a citywide scale, new park and recreation provision standards, and level of service targets (e.g., amount, accessibility, connectivity, quality) for parks and recreation amenities. For example, the proposed goal for an interconnected network of parks and recreation throughout the city would identify Langara Golf Course as a major destination and connector.

Completion of VanPlay is critical to the success of future planning initiatives, as it will provide the city-wide framework within which planning and implementation decisions for neighbourhoods and for individual sites such as Langara Golf Course can be made. The final strategy will be considered by the Park Board in 2019.

#### **VanSplash: Vancouver Aquatics Strategy** (ongoing)

The VanSplash strategy will establish citywide service levels for the provision of aquatic facilities in Vancouver. This is required to effectively deliver the diverse range of aquatic experiences needed, and to provide direction on investment in renewal strategies for Vancouver's aging aquatic facilities and on new facility investment. A citywide advisory committee is being established to assist in reviewing the directions of the draft strategy. The final strategy will be considered by the Park Board in 2019.

#### **Track and Field Strategy** (ongoing)

The Track and Field Strategy will establish service levels throughout the city, including examining Vancouver's fourteen existing track and field facilities (under Park Board and Vancouver School Board jurisdiction) and will make recommendations for degrees and types of renewal. Also in-scope is a location study for a regulation competitive track and field training facility, including a site recommendation. The final strategy will be considered by the Park Board in 2019.

#### **Queen Elizabeth Park Master Plan** (proposed in 2019-2022 draft Capital Plan)

The neighbourhood surrounding Queen Elizabeth Park has changed considerably since the completion of the Canada Line SkyTrain in 2009, and with the implementation of the first

phases of the Cambie Corridor Plan. A thoughtful review and public engagement process will yield a plan for this 52 hectare destination park's future in a significantly denser Cambie Corridor.

### **Biodiversity Strategy (2014)**

The Biodiversity Strategy gives direction and sets targets and goals for restoration and creation of biodiverse areas throughout the parks system. It combines goals for increasing habitat to support a broad range of biodiversity, as well as enhancing access to nature. As an outcome of the plan, many biodiversity projects of varying scale have been completed or are being planned.

### ***Related City of Vancouver Planning Initiatives***

The Cambie Corridor and areas surrounding Langara Golf Course are planned for growth and change over the coming decade. This increased population will impact, among other things, park and recreation provision in this neighbourhood. Related initiatives to consider within the Cambie Corridor:

#### **Cambie Corridor Phase III: Municipal Town Centre**

The rezoning and redevelopment of this neighbourhood is projected to provide housing for approximately an additional 50,000 residents as well as job space. Analysis work is currently underway to fully understand the impact of this growth on current park and recreation service levels and future need.

#### **New Parks - delivered in association with major Cambie Corridor developments**

Heather Lands, Oakridge Transit Centre, Oakridge Mall, Langara Gardens and Pearson Dogwood redevelopment projects will all contribute new park space to the neighbourhood. Collectively, these new parks, in excess of 5 hectares in area, are intended to meet the demand of incoming residents.

#### **Adjacent Land Use Considerations**

The Langara YMCA, contiguous to Langara Park and the Langara Golf Course, is looking to redevelop its property with intent to provide a renewed YMCA, including a new aquatic facility as well as both market and non-market housing. In addition, Langara College, with a significant student population, is located to the east of Langara Park, at the northeast corner of the golf course. These two properties are separated by Langara Park which is leased to the Park Board by the provincial government.

### ***Potential Actions to Consider***

In response to Council's motion, staff have developed two potential actions for consideration by the Board:

- Option 1: Langara Golf Course Master Plan (with funds to be sought from the City);
- Option 2: Continue with Park Board Planning Initiatives (currently underway)

#### **Option 1: Langara Golf Course Master Plan (\$3.0M)**

A master plan process for Langara Golf Course would be a significant undertaking involving a variety of studies, stakeholder involvement, and community engagement. This report

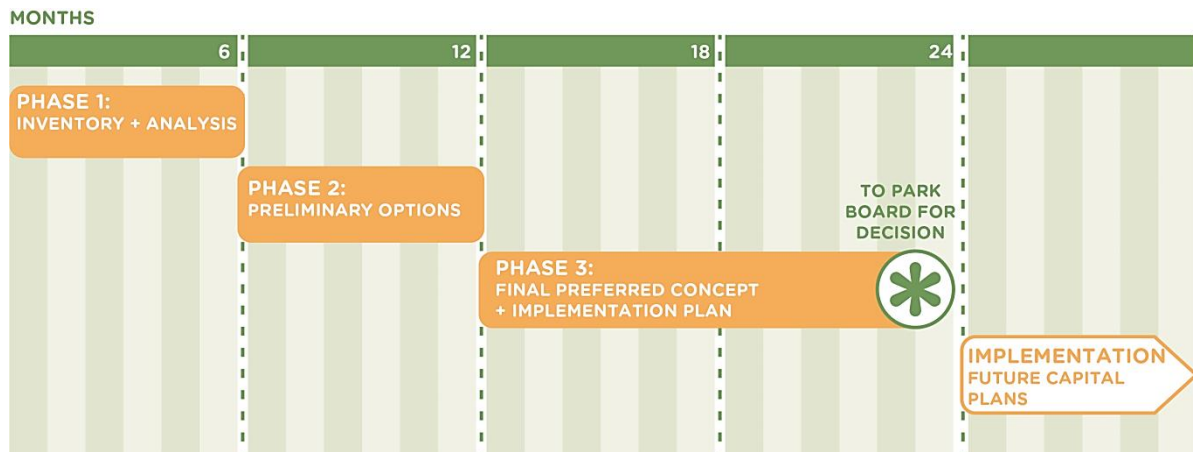
provides only a high level description; a more comprehensive scoping exercise would be required in order to fully understand the work program.

In addition, the master plan would be informed by the outcomes of VanPlay and the Track and Field Strategy, as well as other City and Park Board planning initiatives.

Following is a high level description of a master plan work program:

- Evaluation of current and anticipated park provision in and around the area (currently underway as part of VanPlay and the Cambie Corridor Plan);
- Analysis of current and anticipated development on neighbouring sites (currently underway as part of Park Board and City of Vancouver development review);
- Analysis of need for track and field facilities (currently underway as part of the Park Board's Track and Field Strategy);
- Golf supply and demand assessment, including examining current state of Vancouver and Lower Mainland golf facilities, and an estimate of anticipated demand over the next 25 years (new task as part of Master Plan);
- Complete inventory and analysis of existing conditions, use, and context;
- Development of guiding principles;
- Development of preliminary options;
- Refinement of options;
- Final preferred concept plan;
- Implementation plan;
- Discussions with the Musqueam, Squamish and Tsleil-Waututh First Nations to determine their interests; and
- Thorough and robust community engagement program of stakeholders and partners (including Langara College, Langara YMCA and the golf community) from both local and citywide groups to inform all of the above master plan components.

### Proposed Timeline



The above chart outlines a potential timeline for the master plan process. Should the master plan process proceed, it is anticipated that Phase One would be initiated in 2019, with completion of the plan anticipated in 2021. Throughout the master plan process, the Board would be involved and updated. Once complete, the final draft plan would be brought to the Board for consideration, at which time the Board would be able to decide if and when to begin implementation. Implementation would be pending future capital planning funding and approvals (2023-2027), with any recommended park development likely not commencing until 2024 at the earliest.

**Master Plan Process - Required Resources**

|   |             |
|---|-------------|
| Staffing 24 months @ 1.5FTE                                     | \$225,000   |
| Required technical studies, planning & design, pubic engagement | \$2,775,000 |
| Total Master Plan estimated cost                                | \$3,000,000 |

**Option 2: Continue Park Board Planning Initiatives** (currently underway)

In lieu of seeking funds from the City of Vancouver and undertaking a master planning process, Park Board staff would continue with the relevant Park Board planning initiatives currently underway, including VanPlay, VanSplash, the Track and Field Strategy, as well as with implementation of the Biodiversity Strategy. These strategies would be utilized to guide the provision of park and recreation services city-wide and in the Cambie Corridor.

**FINANCIAL IMPLICATIONS**

Awarding a contract for the full drainage improvement project to be completed in 2019 would cost an estimated \$3.1M.

An order of magnitude cost estimate for a Langara Golf Course master plan (Option 1), including staff resourcing is estimated at \$3.0M. There are no incremental costs related to proceeding with ongoing initiatives outlined in Option 2.

**CONCLUSION**

Langara Golf Course is a highly accessible, well-used, and uniquely situated course in the Park Board’s complement of recreation assets. However, as this asset is significantly impacted by the existing drainage issues, the recommended drainage improvements (Scenario 4: full course drainage completion) are critical to supporting ongoing operations, improving player experience, and reducing risk and impact on revenues. A new drainage system would benefit golf course operations and revenues, and would not preclude any possible future public park uses.

The Park Board could respond to Council’s motion by choosing to embark on an additional master planning process specific to the Langara Golf Course (Option 1). This process would be informed by a robust and thorough public engagement process, which would require at least two years and significant resources to complete.

While provision of park space in the Cambie Corridor is being increased through new parks associated with new redevelopments, as well as through upgrades to existing parks, identifying how to enhance public access to Langara Golf course through a master plan process would augment park and recreation service provision in the neighbourhood. However, further study is required to understand the full impact on service levels of any of these initiatives.

In the meantime, staff could explore smaller-scale initiatives to further increase public access to Langara Golf Course, without major structural changes to the existing course. This could include enhancements to the perimeter trail around the golf course; introducing “park days” when golf operations would be closed in favour of offering general public access to portions of the golf course; hosting special events in evenings, off-peak times, or based around seasonal events or community uses; and offering nature or birding guided tours through the golf course.

The Park Board could instead choose to continue with the relevant planning initiatives already underway by both the Park Board and the City (Option 2), with the understanding that these strategies will also ultimately inform future uses of the Langara Golf Course lands.

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