



LANGARA GOLF COURSE

Drainage Improvement & Consideration of Alternate Uses

Park Board Committee Meeting
Monday June 18, 2018



Purpose of Report

- To review options related to Park Board decisions from March 12 and April 30, 2018 regarding the Langara Golf Course drainage upgrade project;
- Respond to the Council Motion from March 14, 2018 regarding potential alternate park land uses for Langara Golf Course.



Park Board & City Council Motions



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 the Langara Golf Course.**

City Council passed a motion on March 14, 2018 asking the Vancouver Park Board to collaborate on a plan to **transition some of Langara Golf Course into alternative public park uses** and to postpone the contract award for the drainage.

The Board passed a motion on April 30, 2018 to enter into a contract with NMP Golf Construction Inc., not to exceed \$2M, to **complete the first half of the necessary drainage for Langara Golf Course**, if feasible.

Agenda



- 1. Langara Golf Course - Background**
- 2. Drainage Upgrades**
 - a. Contract and timing related to April 30, 2018 Board Motion
 - b. Financial Analysis
- 3. Responding to Council Motion**
 - Option 1: Langara Golf Course Master Plan
 - Option 2: Continue with Related Planning Initiatives
- 4. Recommendation**

Langara Golf Course - Background History



- Constructed by the Canadian Pacific Railway company
 - Opened on July 11, 1926
 - Oldest public golf course in British Columbia
- Purchased by the City for park use in 1973
- Designated Permanent Park by Council in 1993
- Redesigned and renovated in 1993
- Golf Capital Reserve Fund created in 2001



Clubhouse at Langara, CPR-built Vancouver course

Langara Golf Course - Background



Current Use

- 114 acres in size
- 18-hole championship course, with a clubhouse and pro shop.
- Popular 2.73km/1.17mile perimeter walking trail
- Only public golf course in BC accessible by rapid transit
- Clubhouse hosts 100+ events per year
- Course experiences significant drainage issues



Langara Golf Course - Background



Current Use



- Affordable option
 - 18-hole cost (weekday): \$54 vs. \$58 average in Vancouver metro area
- Average annual rounds = approx. 50,000
- Utilisation in summer season (Apr-Sept) is approx. 65% & upwards of 80% in July/August
- Patron demographics:
 - 68% adult, 30% senior, 2% youth
 - 20% female 78% male
 - Culturally diverse customer base
 - Signage and other communications in multiple languages



Langara Golf Course Background

Biodiversity Benefits



- Large permeable site - recharging groundwater aquifer
 - Irrigation water drawn from wells and ponds
- Approximately half of the property is naturalized area
- Home to over 100 bird species and many small mammals including coyotes, skunks, raccoons, rabbits and bats.
 - Biodiversity hotspot (Vancouver Bird Strategy)
 - Certified - Audubon Cooperative Sanctuary Program
 - Bird nest and duck boxes built, installed and monitored by volunteers
- 3000+ trees planted - Greenest City Action Plan
- Pollinators project



Langara Golf Course Background

Local Food Assets



All 3 golf courses have vegetable gardens growing food for their clubhouses and concession stand chefs.



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Drainage Upgrades

Contract and Timing - Background



- Langara GC Drainage Master Plan completed in August 2017
- Invitation to Tender (ITT) for construction contract issued in December 2017; Closed in February 2018
- Board approved contract award of \$3,074,590.75 to NMP Golf Construction Inc. in March 2018
- Award deferred by Council later that month subject to PB response to Council motion



Drainage Upgrades

Contract and Timing – Description of Work



- The scope of work includes the installation of a system of parallel slit trench drainage pipes, swale collector drainage pipes, and surface inlets in long swales, at intersections of swales and in low wet areas.
- The installation requires specialized equipment: very few firms in Canada have the equipment, experience, and expertise necessary.
- This type of drainage can be implemented with minimal disturbance and has a relatively short recovery period for the turf.



Drainage Upgrades

Contract and Timing



- Staff reconsidered the scope of work and timing outlined in the original drainage contract in response to the Board motion of April 30, 2018.
- Procurement Policy considerations and timing considerations
- Staff explored undertaking a portion of the total works for less than \$2M in a single contract either in 1 year or in 2 phases over 2 years.
- 4 Scenarios to consider for partial or full implementation of drainage works



Drainage Upgrades

Contract – Procurement Considerations



- Signing a new or revised contract with NMP is a possibility and there is no need to re-tender given the outcomes of the competitive ITT
- Open and qualified bid has not been revoked



Drainage Upgrades

Contract – Authority for Award



- **Less than \$75,000:** Category Manager
- **Greater than \$75,000 / Less than \$250,000:** Chief Purchasing Official
- **Greater than \$250,000 / Less than \$500,000:** Park Board GM (with CPO concurrence)
- **Greater than \$500,000 / Less than \$2M:** Park Board GM (with CPO and Bid Committee Concurrence)
- **Greater than \$2M:** City Council (with Vancouver Park Board, Park Board GM, City Manager and Director of Legal Services Concurrence)



Drainage Upgrades

Contract – Authority to Sign Contracts:



- a) All contracts authorized by a Category Manager, Park Board GM, 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 GM 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 GM, 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.



Drainage Upgrades

Scenario 1

- **Scope:** 6 holes
 - #'s 6, 7, 8, 9, 10 & 11
- **Schedule:** July 3-Sept 21, 2018
- **Cost:** \$1.3M



Drainage Upgrades

Scenario 2

- **Scope:** 11 holes (2 phases)
 - #'s 6, 7, 8, 9, 10 & 11 (2018)
 - #'s 1, 2, 14, 17, & 18 (2019)
- **Schedule:**
 - July 3-Sept 21, 2018
 - April 29-June 22, 2019
- **Cost:** \$2.0M



Drainage Upgrades

Scenario 3

- **Scope:** 11 holes (1 phase)
 - #'s 1, 2, 6, 7, 8, 9, 10, 11, 14, 17, & 18
- **Schedule:**
 - April 29-Sept 14, 2019
- **Cost:** \$1.9M



Drainage Upgrades

Scenario 4

- **Scope:** 18 holes
- **Schedule:** April - October 2019
- **Cost:** \$3.1M



Drainage Upgrades

Summary of Scenarios



<u>Scenario 1</u>	<u>Scenario 2</u>	<u>Scenario 3</u>	<u>Scenario 4</u>
6 holes	11 holes (2 phases)	11 holes (1 phase)	18 holes
July - Sept 2018	July - Sept 2018 & April - June 2019	April - Sept 2019	April - Oct 2019
\$1.3M	\$2.0M	\$1.9M	\$3.1M

Drainage Upgrades

Financial Analysis



- Golf is the Park Board's second largest source of operating revenues, generating \$9.8M (16% of PB total)
- Langara represents \$1.9M of this total
- Staff considered the lost revenues expected during modified course operations, as well as the expected incremental revenue generated upon completion of the drainage project in analyzing the financial impact of the various scenarios for implementation
- \$5M+ available in Golf Reserve Fund



Drainage Financial Analysis

- Scenario Four presents most financially viable proposal
 - 5-year payback for lost revenues (payback excludes project costs, as these are funded through the Golf Reserve)
 - Lowest cost per hole

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

Drainage Upgrades

Staff Recommendation



Considering approval and signatory requirements as outlined in the Park Board Procurement Policy, and the financial factors, staff recommend that the Vancouver Park Board request Council to authorize staff to enter into a contract with NMP Golf Construction Inc., for \$3,074,590.75 plus inflation, to complete the full scope of recommended drainage system upgrades (18 holes) at Langara Golf Course, in 2019.



Agenda



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Council Motion - March 14, 2018



A. THAT the City approach the Vancouver Board of Parks and Recreation to collaborate on the following:

- **Options and financial analysis** for transitioning some of the Langara golf course lands into a public park with **restored wetlands** and **ecosystems**, **trail network**, **sports fields**, and a **track and field facility** that adheres to international competition standards; and
- Options for partnering with the **Musqueam**, **Langara College**, the **YMCA**, and the **Province of BC** in relation to future use of the Langara golf course lands and the adjacent parcels;

FURTHER THAT staff report back on the matter by July 2018.

B. THAT consideration of the Administrative Report dated February 20, 2018, entitled “Contract Award for ITT PS20172495 - Contractor for Langara Golf Course Drainage Master Plan Implementation”, be postponed until such time as Council can consider the report back from staff referenced in A above.

Responding to Council Motion

A blurred background image of a golf course. In the foreground, a golfer in a purple shirt and dark pants is preparing to hit a golf ball with a club. Another golfer in a dark shirt and light-colored pants is walking in the background. The scene is set on a green lawn with trees in the distance.

In response to Council's motion, staff have developed two potential actions for consideration by Commissioners;

Option 1: Develop Langara Golf Course Master Plan;

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

Responding to Council Motion

Option 1: Langara Golf Course Master Plan



High Level description – Work Program Currently Underway

- Evaluation of **current and anticipated park provision** in and around the area
(underway - Park Board's VanPlay Strategy and Cambie Corridor Plan);
- Analysis of **current and anticipated development** on neighbouring sites
(underway - Park Board and City of Vancouver development review);
- Analysis of need and location for **track and field facilities**
(underway - Park Board's Track and Field Strategy);
- A golf **supply and demand assessment**: current state of Vancouver's and the Lower Mainland's golf facilities, and anticipated demand over the next 25 years
(new task as part of Master Plan);

Responding to Council Motion

Option 1: Langara Golf Course Master Plan



High Level description – Master Plan Work Program (continued)

- 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
- Estimated total cost \$3.0M

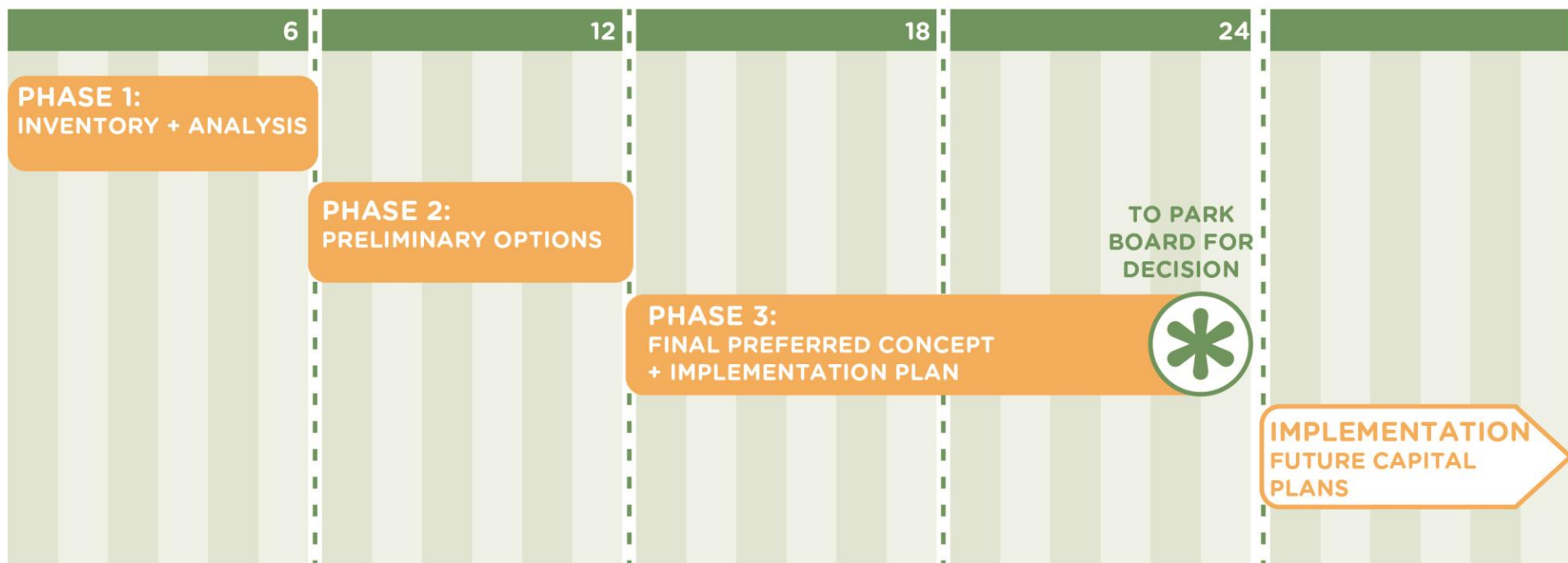
Responding to Council Motion

Option 1: Langara Golf Course Master Plan



Proposed Timeline 2019 - 2021

MONTHS



Responding to Council Motion

Option 1: Langara Golf Course Master Plan



- **Implementation would be pending Board approval of master plan, project phasing, future capital planning funding approvals (2023-2027 Capital Plan)**
- **Any approved park development could commence in 2024 at the earliest.**

Responding to Council Motion



In response to Council's motion, staff have developed two potential actions for consideration by Commissioners;

Option 1: Develop Langara Golf Course Master Plan;

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

Responding to Council Motion

Option 2: Continue Park Board Planning Initiatives



In lieu of undertaking a master planning process, Park Board staff would continue with the relevant planning initiatives currently underway (or proposed) including:

- VanPlay
- VanSplash
- Track and Field Strategy
- Biodiversity Strategy

These strategies would be utilized to guide the provision of park and recreation services for Lanagara Golf Course and surrounding neighbourhood.



Responding to Council Motion

Option 2: Continue Park Board Planning Initiatives



VanPlay – Parks and Recreation Services Master Plan when complete in 2019 will;

- Improve our understanding of recreation needs at a citywide scale,
- Set new park and recreation provision standards and level of service targets (i.e. amount, accessibility, connectivity, quality) for parks and recreation amenities.
- Propose city-wide connectivity goals – of which Langara is a major destination and connector.



Responding to Council Motion

Option 2: Continue Park Board Planning Initiatives



VanSplash – Aquatic Strategy when complete in 2019 will:

- Establish citywide service levels for the provision of aquatic facilities in Vancouver
- Identify a diverse range of aquatic experiences to meet Vancouver's growing and dynamic population
- provide direction on investment in renewal strategies for Vancouver's aging aquatic facilities and on new facility investment

Citywide advisory committee currently being established.



Responding to Council Motion

Option 2: Continue Park Board Planning Initiatives



The **Track and Field Strategy** when complete in 2019 will:

- Establish service levels throughout the city, including examining Vancouver's 14 existing track and field facilities (under both Park Board Vancouver School Board jurisdiction)
- Make recommendations for degrees and types of renewal required.
- **Make a site recommendation for a regulation competitive track and field training facility**



Responding to Council Motion

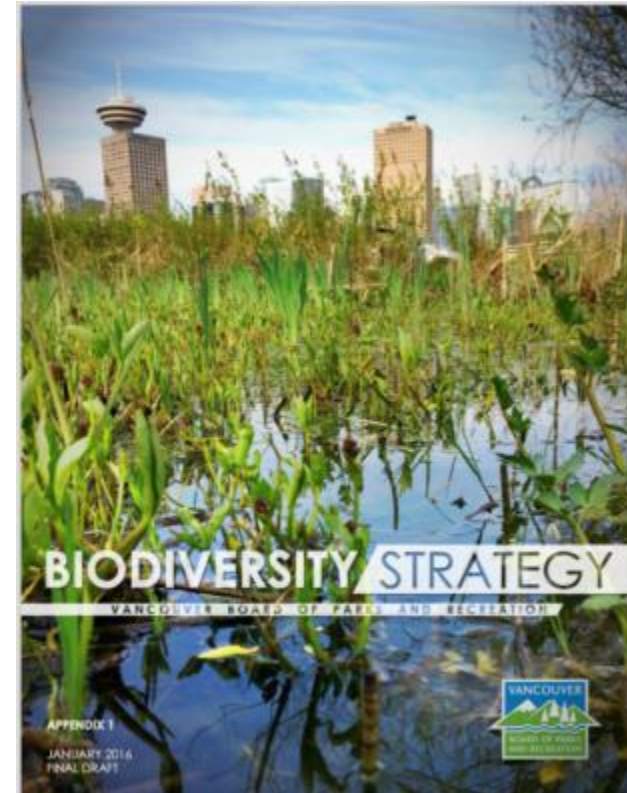
Option 2: Continue Park Board Planning Initiatives



The **Biodiversity Strategy**, 2016:

- Gives targets goals and sets direction for staff to implement a broad range of biodiversity projects and programs on a city-wide basis
- 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.



Responding to Council Motion

Option 2: Continue Park Board Planning Initiatives



Queen Elizabeth Park Master Plan

- Proposed in 2019-2022 draft Capital Plan
- Significant changes in neighbourhood surrounding the park since completion of Canada Line (2009) implementation of first phases of the Cambie Corridor Plan.
- Thoughtful review and public engagement process to develop updated master plan for park's future in a significantly denser Cambie Corridor.



Responding to Council Motion

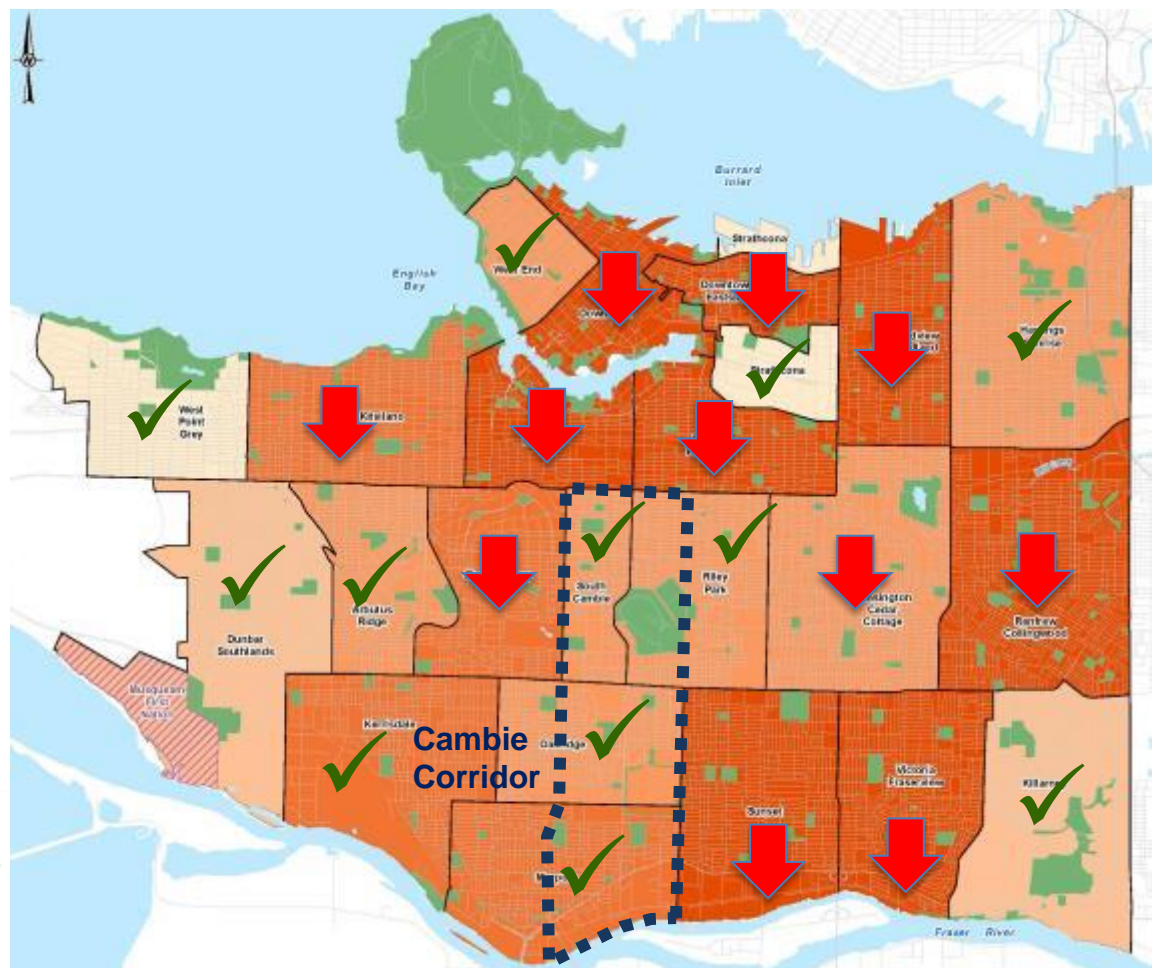
Option 2: Continue Park Board Planning Initiatives

Cambie Corridor Phase III: Municipal Town Centre

- Rezoning and redevelopment expected to add approximately 50,000 new residents by 2041
- Analysis currently underway to determine impact of growth on parks and recreation service level needs



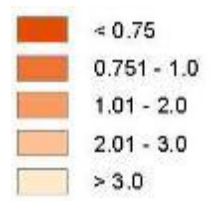
Park Provision: Current State (2016)



Target 1.1ha per 1000 people

- ✓ Approx. 50% meet or exceed
- ↓ Approx. 50% do not meet
- Is dynamic with population growth and park acquisition

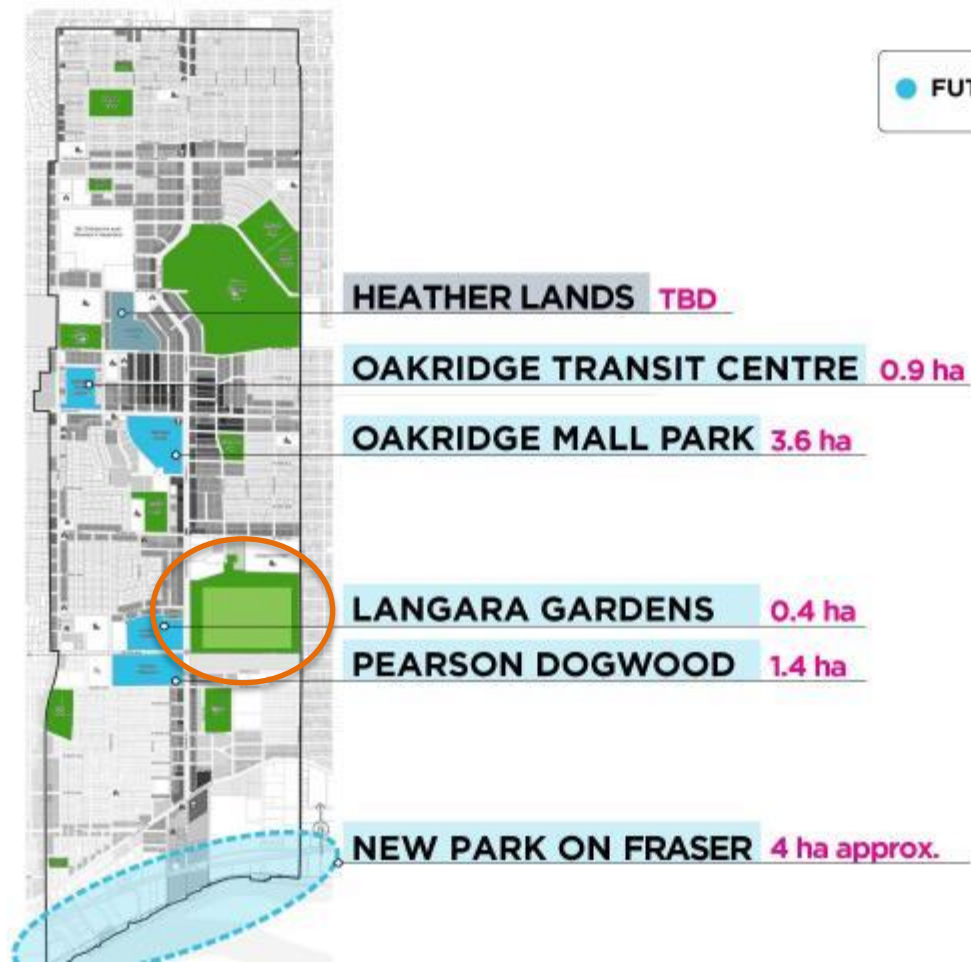
Park Provision (ha/1000 residents)



Cambie Corridor: Existing Parks



Cambie Corridor: Future Parks



Other Planning Initiatives

Adjacent Land Use Considerations

Langara YMCA

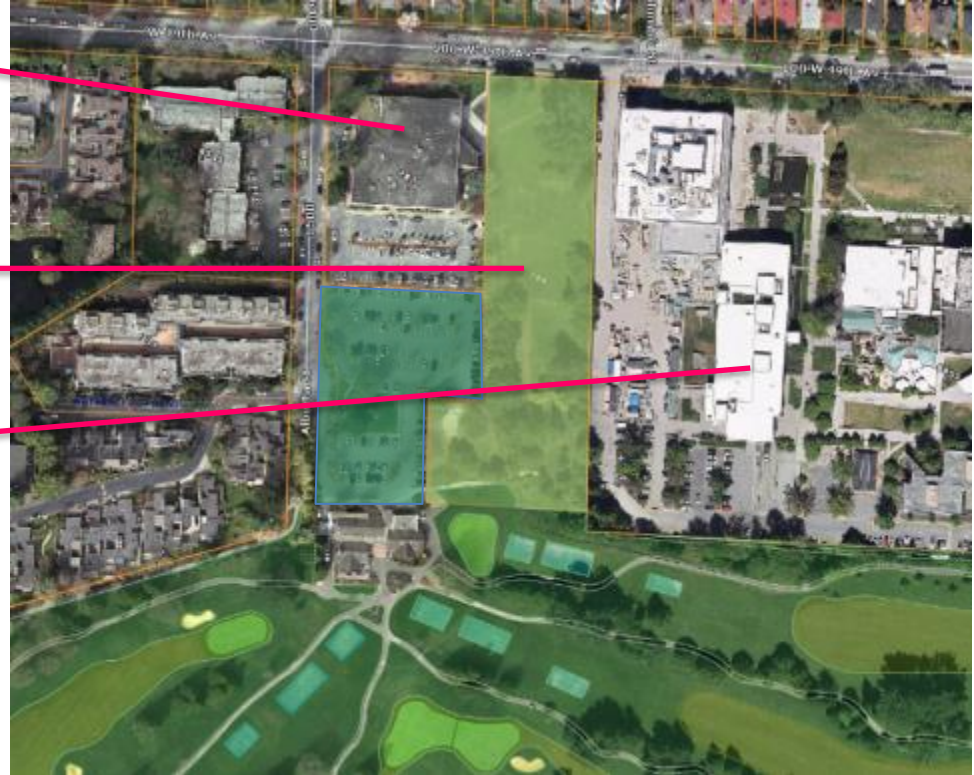
- Redevelopment to provide: renewed YMCA: new aquatic facility, market and non-market housing

Langara Park

- Leased to the Park Board by the provincial government.

Langara College

- Significant student population requiring recreation services



Potential Actions to Consider

Initiatives to Enhance Public Access



Initiatives to increase public access to Langara Golf Course for non golf purposes, without changes to the existing course could include:

- Park days
- Enhancing the existing perimeter trail
- Seasonal, off-peak or evening special events and/or community uses
- Special event tournaments
- Birding/nature tours

These initiatives would need further study, development and testing to understand operational and financial implications.



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Recommendation Summary



Drainage Upgrades

- The Langara Golf course has some significant limitations due to drainage issues.
- The recommended drainage improvements are critical to ongoing operation, improving player experience, and to reduce risk and impact on operations and revenue.

Response to City Council Motion

- 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.
- Enhancing public access to Langara Golf course, through a master plan or smaller scale initiatives, would augment park and recreation service provision in the neighbourhood.

Recommendation



- A. THAT the Vancouver Park Board request Council to authorize City 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 drainage project to now be completed in 2019; and

Recommendation



B. THAT, with respect to Council motion made on March 14, 2018, regarding potential collaboration with the City of Vancouver on the future of Langara Golf Course, the Board direct staff to pursue one of the two following options :

OPTION 1: Direct staff to seek funds from the City of Vancouver for a master plan for Langara Golf Course, and undertake the master planning process in collaboration within City of Vancouver staff; or

OPTION 2: In lieu of seeking funds from the City of Vancouver and undertaking a master planning process, continue with the relevant Park Board planning initiatives currently underway, including VanPlay, VanSplash, the Track and Field Strategy, as well as with the implementation of the Biodiversity Strategy.

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

Recommendation



- 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.

Recommendation - amendment



- C. THAT the Vancouver Park Board request staff to look at opportunities for biodiversity work, including stream restoration, during the drainage work period.

