

VANPLAY - PARKS & RECREATION SERVICES MASTER PLAN:

"Strategic Bold Moves" and "The Playbook - Implementation Plan"

> Special Park Board Meeting October 9, 2019





PURPOSE OF PRESENTATION



- For the Board to consider the final two deliverables of the VanPlay – Parks and Recreation Services Master Plan project;
 - Report 3 Vancouver's Parks and Recreation:
 Strategic Bold Moves (Appendix A) and,
 - Report 4 Vancouver's Parks and Recreation: The Playbook, Implementation Plan (Appendix B).







"Make no little plans; they have no magic to stir [people]'s blood and probably themselves will not be realized.

Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone be a living thing, asserting itself with ever-growing insistency."

- Daniel Burnham

AGENDA



INTRODUCTION

- Context
- Why do we need a Master Plan?
- Project Overview

REPORT 3 – STRATEGIC BOLD MOVES

- Equity
- Asset Needs
- Connectivity

REPORT 4 – THE PLAYBOOK, IMPLEMENTATION PLAN

Conclusion and Recommendations





Context







Why do we need a Master Plan?





A Master Plan is a...

- Long range planning tool to determine service gaps, analyze growth trends and identify opportunities for improvements
- Visionary document that sets the values and goals for current and future parks and facilities
- An opportunity for the public to weigh in on the future of parks and recreation

It is NOT a...

- Financial budget or operations model
- Method to approve capital expenditures or greenlight specific programs
- Detailed design proposal for a specific neighbourhood, park or facility





A Parks and Recreation Services Master Plan is different from a planning strategy or plan because **it considers the system as a whole.**

- Allows us to go beyond business as usual by charting a fundamental shift in course towards a big idea
- Is an opportunity to create new ways to tackle big challenges which affect the organization by developing tools to affect every-day decision making.



To provide strategic context for past and future planning, strategy and

study.









Build on strengths

Set and achieve bold aspirations

Results that make a difference to many

Grow partnerships and leverage opportunities

Building a strong legacy

Advocate for resources

In balance with ...

Responding to apparent urgency

Responding to vocal & special interest groups

Business as usual

Meeting existing needs



 To develop strategies to respond to increased demand on parks and recreation, as these services continue to increase in demand



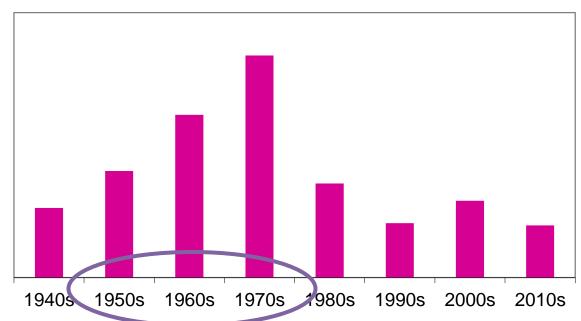


 To prioritize the development and renewal of parks, recreation facilities and amenities.

New Facility Space Built Each Decade

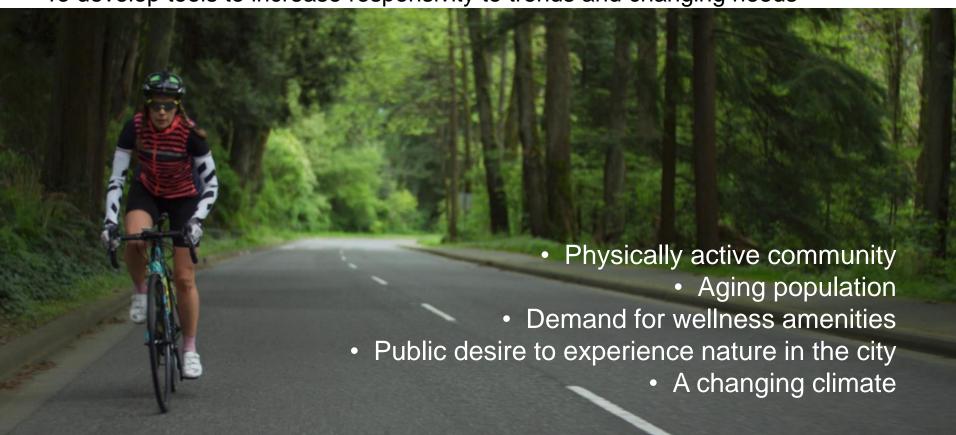
Community centres, pools & rinks

~60% of total floor area built in post-war period: much needs to be renewed over next 2 decades.

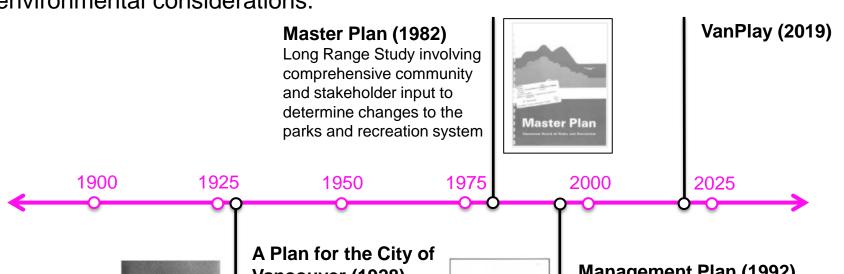




To develop tools to increase responsivity to trends and changing needs



To update thinking to address contemporary issues, major social trends and environmental considerations.





Vancouver (1928)

By Harland Bartholomew and Associates, the firm also wrote follow-up planning reports between 1944 and 1948 (including parks and recreation plan)



Management Plan (1992)

Used the goals and objectives of the 1990 Strategic Plan to develop a series of action and policies to guide the Board in achieving its vision for the future

/ANCOUVE



To set policy and service level standards.

A Plan for the City of Vancouver (1928)

By Harland Bartholomew and Associates, set up a big idea for **one park for every Vancouver neighbourhood** - every square mile

The 1982 'Park Land acquisition Priorities' report set the metric of **2.75 acres (1.1ha)/1000 residents**, with further guidance for its delivery provided 10 years later in 'Parks Management Plan' (1992)





 To align with the City of Vancouver's 10-year Capital Strategic Outlook and 4-year capital planning process.





 To engage the community, staff and stakeholders in a vision process to create a compelling picture of the future, together.





Project Overview





VANPLAY imagine parks + recreation

Vancouver's stunning, world-class parks are the culmination of more than a century of committed effort by the Vancouver Park Board. From our world-renowned seawalls to our lush destination gardens to our network of vibrant neighbourhood parks, it's a legacy we're proud of.

What's next for parks and recreation in Vancouver? How do we respond to the challenges we are currently facing and thrive into the future?



These are just some of the channels used throughout the VanPlay process. This infographic shows an engagement participation snapshot from throughout the entire three-year VanPlay process.

engagement participation snapshot

30K+

CONVERSATIONS STARTED

150+

COMMUNITY DIALOGUE & EXTERNAL ADVISORY COMMITTEE MEETING ATTENDEES

455

PARTICIPANTS COMPLETED 64 DEEP DIVE WORKBOOKS



600+

ATTENDEES AT THE VANPLAY SMARTCITY TALK SERIES



4K+

VANPLAY TOUR
CONVERSATIONS

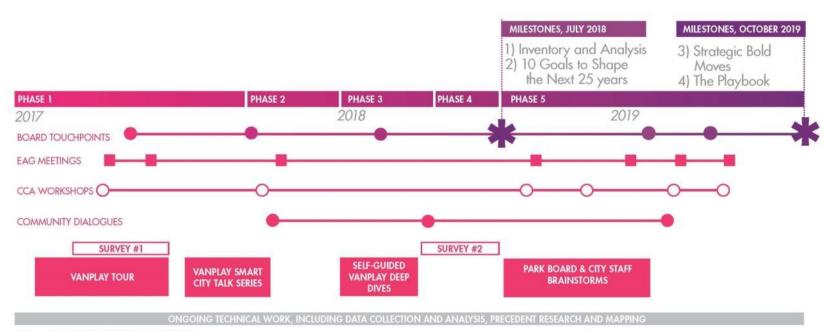


270+
ORGANIZATIONS ENGAGED



TIMELINE





CCA = COMMUNITY CENTRE ASSOCIATIONS

EAG = EXTERNAL ADVISORY GROUP







PROJECT PROCESS







.....

REPORT 4: The Playbook, Implementation Plan

DOCUMENT SUITE



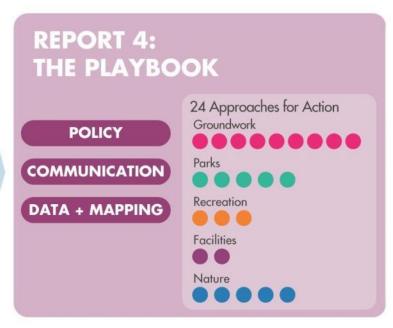
REPORT 1: INVENTORY & ANALYSIS

JULY 23, 2018

REPORT 2: 10 GOALS TO SHAPE THE NEXT 25 YEARS

JULY 23, 2018







The remainder of this presentation section is divided into two parts, each providing detail on content of the proposed reports;

 Report 3 – Strategic Bold Moves (Appendix A)

2. Report 4 – The Playbook, Implementation Plan (Appendix B)





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REPORT 3 – STRATEGIC BOLD MOVES

- Equity
- Asset Needs
- Connectivity

REPORT 4 – THE PLAYBOOK, IMPLEMENTATION PLAN Conclusion and Recommendations



Report 3 - Strategic Bold Moves



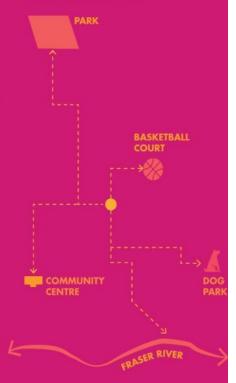




BOLD MOVES: 1) EQUITY **SUPPORTING TOOLS:** 1) INITIATIVE ZONES Starting great conversations to



3) CONNECTIVITY



3) CITYWIDE PARKS AND **RECREATION NETWORK**





Bold Move 1: Equity

ITIATIVE ZONES

All people and communities in Vancouver, regardless of their ethnicity, gender, sex, religion, race, financial status, sexual orientation, abilities or age deserve the right to access quality parks, recreation and nature, and the opportunity to partake in social, cultural and recreational activities to acquire physical literacy skills, to express and enjoy culture, and to connect with community.





THE EQUITY CHALLENGE



Examining parks and recreation through an equity lens reveals the **inherent privilege** in access and enjoyment of parks and recreation held by some populations, and opens up opportunities to **provide** support and welcome to populations without this privilege.

THE EQUITY CHALLENGE



Due to patterns of development and investment over the history of the city, the distribution of trees, parks, lot sizes, land use, transit and other infrastructure is **uneven**.

These patterns have been tightly tied to class, race, gender and other systems of power

Consequently, the conditions of **social and environmental injustice** persist.

WHY AN EQUITY FOCUS?





- "Equity, Inclusion & Access" top priority area
- Stakeholders perceived inequities in resources & priority setting



 Cities like San Francisco & New York have equity based decision-making frameworks to create transparency & increased funding for priority areas

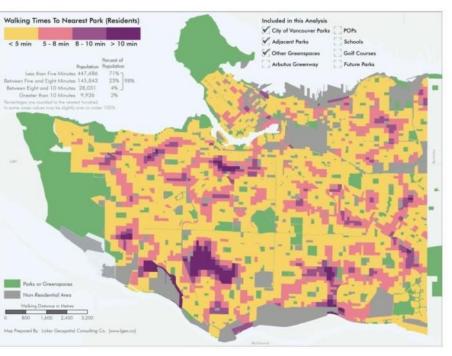


- Many projects, opportunities & investments to consider with limited resources
- "Growth pays for growth" does not address historically underserved areas or aging infrastructure
- We inherently know which areas of the city have been historically underserved but it's complex to demonstrate

ZONES

WHY AN EQUITY FOCUS?





We are getting better at measuring walking distance to parks.

The Park Provision Study (2018) mapped walking routes to improve on the 400m "as the crow flies" measure of walking distance.

What does this tell us about service gaps? Can we tell the story better?

APPROACH



1888



FIRST PARK DEDICATION

1888 saw the forceful removal of First Nations villages for the dedication of Stanley Park as Vancouver's first protected open space. Two years later, the Park Board was formed as an autonomous governing body, cementing the City's early dedication to parks (and later recreation).

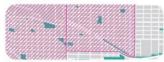
1928



A PARK EVERY SQ. MILE

The 1928 Plan for Vancouver introduced the important metric of a park every square mile, hugely influencing the distribution of the park system today. The plan also introduced a suite of recreation amenities into parks, broadening the role of the Park Board to include recreation.

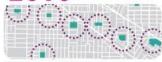
1992



PARK PROVISION

The 1992 Management Plan was the City's first initiative to address the challenges of accommodating a growing population. The metric of 1.1 hectares of neighbourhood park space per 1,000 residents was introduced to tie park acquisition to growth.

2010



FIVE MINUTE WALK

The Greenest City was a visionary plan that heralded a citywide, interdisciplinary approach to making Vancouver the greenest city in the world. One of the key recommendations was to put all Vancouver residents within a five minute walk of a greenspace.

2014



RECONCILIATION

In 2014, Vancouver became a City of Reconciliation. This seminal moment brought First Nations and the hard work of truth and reconciliation into the forefront of City operations. To support the effort, the Park Board adopted 11 Reconciliation strategies and hired a reconciliation planner with the mission to "decolonize the Vancouver Park Board."

2019



INITIATIVE ZONES

As part of this master plan, the Park Board is committed to advancing equity in Vancouver through parks and recreation. Building off the incredible system Vancouver has today, the Initiative Zones identify areas in need of additional resources, based on low recreational access, urban forest canopy, and park provision.

APPROACH



To understand how we can target historically underserved areas we can;

- 1. First identity service gaps (Initiative Zones)
- 2. Address inequity by applying an intersectional lens as we work to fill those gaps in an inclusive way that meets the needs of the community (Equity Analysis Factors)



APPROACH



Initiative Zones for parks and recreation is **one component of a** larger social infrastructure effort to address systemic barriers and justly provide Park Board services on the long road to equity.

The City, Park Board and Community Centre Associations work together to reduce barriers to health and well-being experienced by individuals and communities.

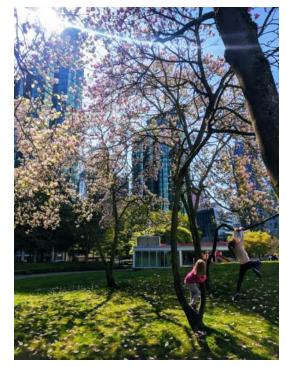
WHAT INDICATORS TO USE TO MAP



The VanPlay team explored many options to best represent access to parks and recreation geographically.

In order to act as a priority setting tool to aid in transparent decision making indicators must be **simple and powerful** – a method to show patterns geographically and start conversations.

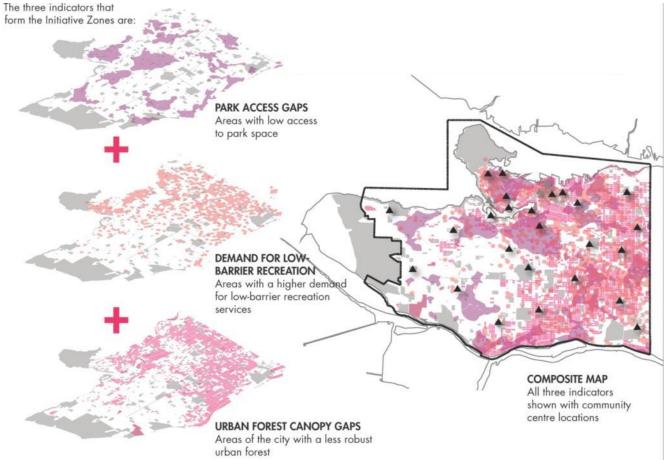
The mapping effort uses indicators of service, within the jurisdiction of the Park Board, to identify service gaps rather that identify need experienced by the community.



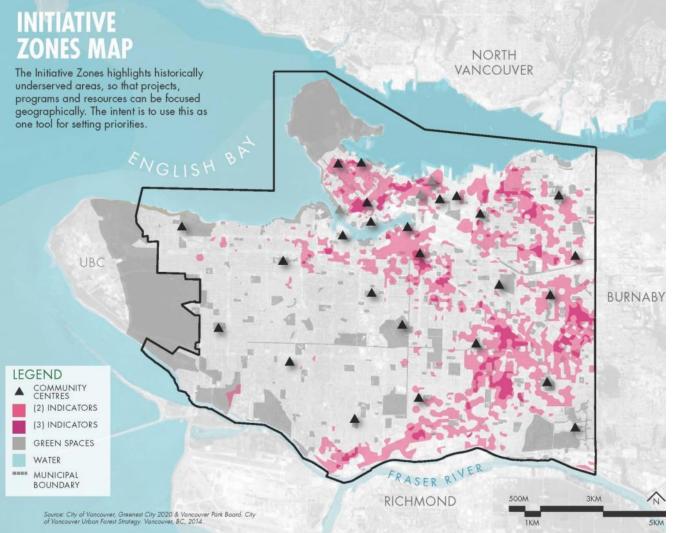
EQUITY INITIATIVE ZONES

APPROACH





INITIATIVE ZONES





EQUITY ANALYSIS FACTORS



Layers showing geographic patterns could be added over time, such as;

- Population patterns children, youth, older adults, seniors
- Equity seeking groups and vulnerability indicators
- Data from surveys such as potential annual **satisfaction surveys**, or the "My Health, My Community" survey which reports levels of physical activity levels, wellness, sense of community etc.
- Distribution of capital investment
- Access indicators such as car ownership, people with disabilities, languages spoken at home

ATIVE ZONES

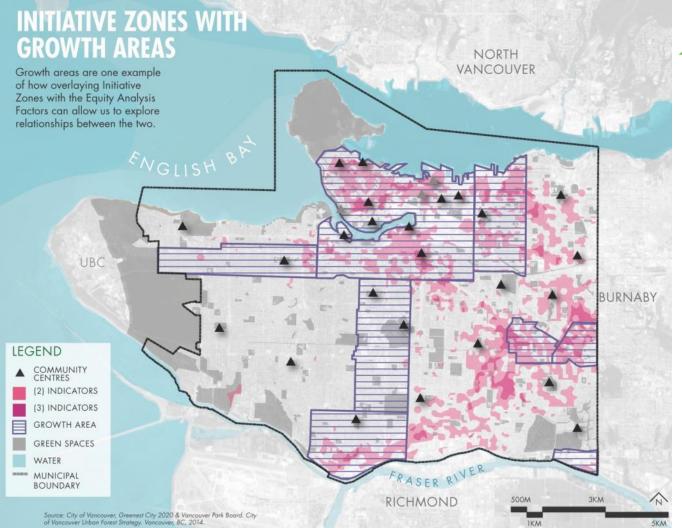






Long term vision for a web-based, interactive map which allows staff and the community to overlay various "equity analysis factors" on top of the Initiative Zones.

EQUITY INITIATIVE ZONES





Bold Move 2: Asset Needs



WHAT ARE ASSET TARGETS?



The Park Board has many "assets" from trails to tennis courts and ice rinks.

This section takes stock of these assets, considers their future needs and sets goals for what needs to be done to provide excellent service.



WHAT ARE ASSET TARGETS?



Targets describe **current state** as well as an **aspirational** standard for the future.

Each is defined through qualitative and quantitative measures such as number of amenities, distribution of amenities, access, or public satisfaction.



WHAT ARE ASSET TARGETS?



Asset Targets;

- Describes current and future asset service levels including the impact of population growth on asset service levels
- Provide a city-wide perspective, not specific locations
- Allow tracking of progress over time
- Create more clarity and consistency in decision-making by avoiding one off decision making
- Are a starting point for further detailed studies and implementation at the neighbourhood and location level

WHY SET ASSET TARGETS?





 Stakeholders and partners asked that the master plan reflect where there are current, known service gaps.



Benchmarks provide a way to measure change over time, prioritise investments and recognise changing needs.



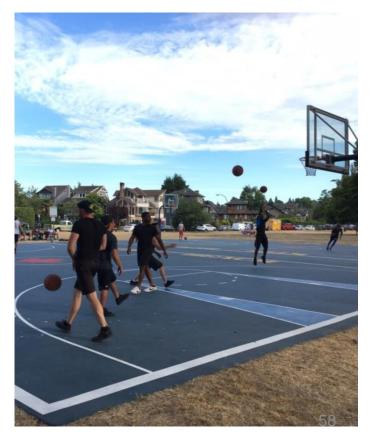
- Asset targets are a **reference point** for negotiations and planning new developments, facilities and parks.
- Because needs and wants are unlimited, targets help to define and advocate for appropriate funding.

HOW DO WE MEET THE TARGETS?



The following techniques can be use to improve asset levels;

- Increased renewal rates
- Make the asset more resilient to high levels of use
- Match maintenance to use/demand
- Build **new** assets to fill gaps, especially in equity zones
- Consider repurposing, transitioning, or building in multi-functionality
- Partnerships (e.g. School Board)



ASSET TARGET SNAPSHOT





This diagram depicts the relative location and distribution of amenities throughout the city.

ASSET TARGET SNAPSHOT



13

Categories with described asset/service needs and 2040 Asset Targets

4

Placeholders for categories that are pending additional, specialized work or are already underway e.g. Aquatics (pending VanSplash).

This presentation will describe a small sample (5) of the categories, as examples: Community Centres, Local Food, Natural Areas, Parks, and Play Areas.

ASSET TARGET SNAPSHOT



Each Asset Target includes:

- Preamble text describing trends and context
- Service and Asset needs and associated recommendations
- 2040 Asset Targets

KEY



MAINTAIN SUPPLY



MAINTAIN RENEWAL



MAINTAIN DISTRIBUTION



INCREASE SUPPLY



INCREASE RENEWAL



INCREASE DISTRIBUTION



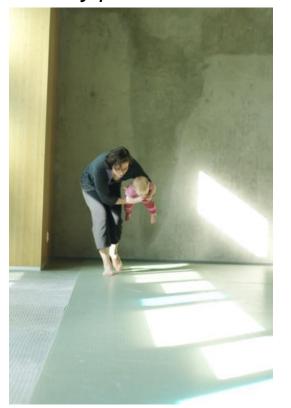
AWAITING STRATEGY COMPLETION

"Maintain supply" recommends meeting the needs of the growing population by increasing capacity of the existing facilities or amenities.

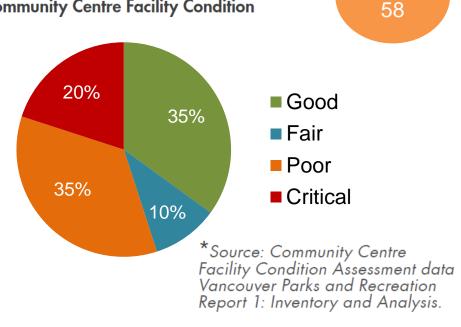
"Increase supply" recommends adding more facilities or amenities where demand cannot be met with the existing supply.

COMMUNITY CENTRES

An updated community centre renewal plan is needed to identify priorities and timelines for renewal



Community Centre Facility Condition



Page

COMMUNITY CENTRES



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TERRET REFERENCE HERER

2040 Asset Targets

- Maintain the current citywide average of 1.2 sq.ft. of community centre space per person (excluding rinks and pools).
- Improve resident level of satisfaction with community centre facilities.
- Renew an average of two existing community centres per capital plan (50-year life cycle) resulting in at least 70% of facilities being in "good" or "fair" condition (currently 45%).

LOCAL FOOD

There is a need for more access to food and a wider variety of affordable food options at or near parks and community centres. Shared gardens and kitchens are "third spaces" for the community to socialize and relax.



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LOCAL FOOD



Page 65



2040 Asset Targets

- All new community gardens on Park Board-managed land have at least 50% of total area dedicated to collective food growing.
- Complete at least one project per year that supports sharing and gathering to cook or eat food in parks.

NATURAL AREAS

Increasing the diversity of landscapes in parks – including pollinator meadows and wetlands – will better support local biodiversity and offer more diverse experiences in nature.



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NATURAL AREAS



Page 66

TERRY RELEASE

2040 Asset Targets

- Restore or enhance 5 ha of natural area each capital plan (1-3 ha per year).
- Add at least 5 projects for bird and pollinator habitat each year.
- Grow environmental stewardship (volunteers and advocates) by 25%.

PARKS

Park Board's **existing target** of 1.1 hectares of neighbourhood parkland, set in 1992, has been an **influential** tool for growing park provision.



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Many competing priorities and the high cost of land means that **creative solutions** are required in order to continue to supply park space to meets the needs of all Vancouverites.

The Asset Target for parks is supported by policy statements and recommendations for:

- Capital Planning (Parkland Acquisition Priorities)
- Policy, Programs and Strategy
- Considerations for Community Plan, Area Plans and Public Benefit Strategies
- Considerations for Rezoning and Redevelopment Sites

PARKS





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2040 Asset Targets

A citywide average of 1.1 ha of neighbourhood* parkland per 1000 people.

*Neighbourhood parkland includes all park spaces which are not considered to be "destination" parks.

PLAY AREAS

The main priority for play areas is to improve quality and capacity by implementing faster renewal timelines and improving accessibility.



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Added diversity in play features is needed e.g. nature play, adventure play, risky play and all-ages play.



PLAY AREAS



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2040 Asset Targets

- Provide universally accessible play features at all play areas.
- Provide at least 5 fully universal accessible destination play areas (in diverse geographic areas: NE, SE, SW, NW and Downtown).

Bold Move 3: Connectivity



WHY CONNECTIVITY?





"There is a profound tie to the water that is expressed through the orientation of the coastal villages to the waterfront."

"This physical and spiritual connection is a key Indigenous design principle."

Indigenous Engagement
Summary Report
Northeast False Creek Park
Design, June 2018

WHY CONNECTIVITY?



Access to nature is important to Vancouverites

According to the 2016 Vital Signs report by the Vancouver Foundation, "natural beauty" is the number one reason people give for choosing to live in BC.



WHY CONNECTIVITY?





- Parks and community centers are part of every day life barriers are access, integration, availability
- "Access to Nature" most common big idea
- Pride for the sea wall would like to this kind of connected experience throughout the city



BEST PRACTICE

- Sea level rise adaptation acquisition of water front land to secure access to the water for current future generations
 - Improve air/water quality & flow, reduce urban heat, connect biodiversity corridors



A city-wide vision like this, supports **collaboration** with the City and excellent access to parks and recreation while achieving many other goals at once.

S. COLVINITY WIDE PARKS + RECREATION NETWORK TOOL: CIT

GUIDING PRINCIPLES

BOARD OF PARKS AND RECREATION

This vision is guided by four main principles:

1. Vibrant, active communities



2. Flow of water

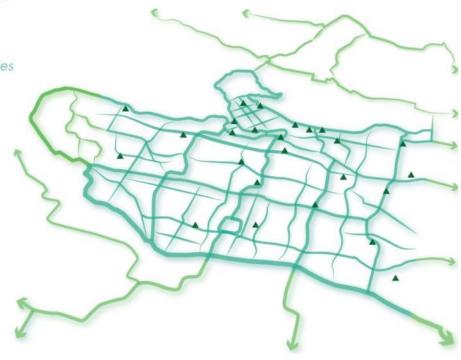


3. Sense of place



4. Thriving ecosystems





BACKGROUND

LAYERS OF CONNECTIVITY

A sample of components we are layering to create

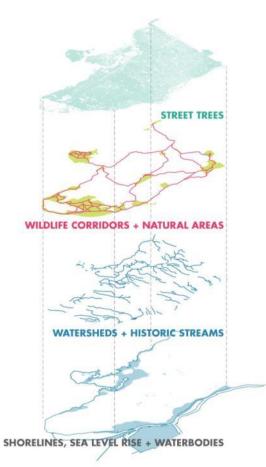






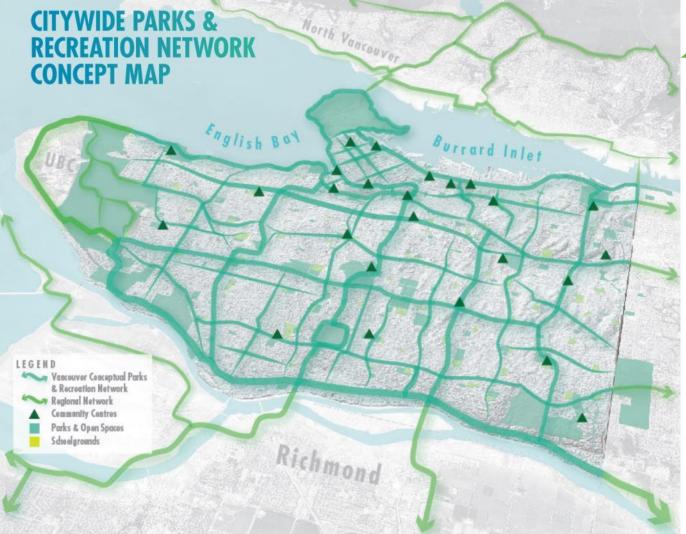


PARKS, OPEN SPACES + SCHOOLYARDS





3: CONNECTIVITY IDE PARKS + RECREATION NETWORK 3 **T00L: CIT**





S. COLZIZIOLIVII Y WIDE PARKS + RECREATION NETWORK





VIDE PARKS + RECREATION NETWORK **100**[:

APPROACH

Drinking Fountains

NETWORK ENHANCERS

Elements which aid in creating a comfortable, colourful, safe and attractive network...

Wayfinding

Sitting Areas





Lighting

PARKS



PUBLIC SPACE SUPERHERO CHOOSE-YOUR-OWN NETWORK GAME



OR MORE! **DESTINATIONS**

> What destinations will we connect?

COMMUNITY CENTRES

DESTINATION GARDENS

MAIN STREETS

NATURAL AREAS

FIELD HOUSES

CULTURAL FACILITIES

WATERBODIES

CONNECTORS

With what connectors?

REGIONAL TRAILS

WILDLIFE CORRIDORS

GREENWAYS

STREET GREENING

FLYWAYS

RUNNING CIRCUITS

DAYLIT STREAMS

SEAWALLS

PICK 11 OR MORE!

ENHANCERS

there are along the way?

POCKET PARKS

PUBLIC ART

HORTICULTURE

DRINKING FOUNTAINS

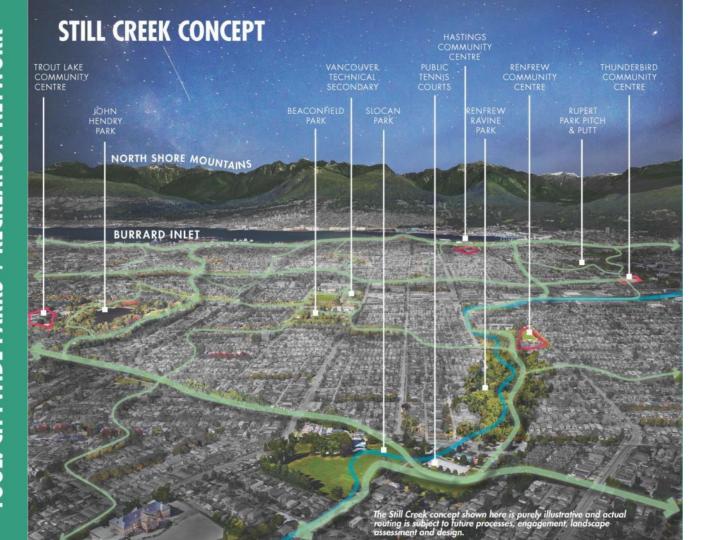
RESTROOMS

PLAY AREAS

GREEN ROOFS

SITTING AREAS







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BOARD OF PARKS AND RECREATION



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BOARD OF PARKS AND RECREATION

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Report 4 – The Playbook







DOCUMENT SUITE



REPORT 1: INVENTORY & ANALYSIS

JULY 23, 2018

REPORT 2: 10 GOALS TO SHAPE THE NEXT 25 YEARS

JULY 23, 2018







TABLE OF CONTENTS

- FOUNDATIONS OF IMPLEMENTATION
- GROUNDWORK
- PARKS
- RECREATION
- FACILITIES
- NATURE







Underpinning the entire suite of VanPlay goals, vision and strategy, three foundational tasks have been identified which will enable and accelerate implementation of all recommendations.



1. Set clear policy



The Vancouver Board of Parks and Recreation **Policy Manual** should be created to support consistent, responsive, transparent decision making and operations.

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Position statements covering common practices and issues will help us communicate what we do, what we expect others to do, what you can expect from us, and how we will approach certain decisions.

For example, policies on:

- Park protection
- Access, inclusion and welcome

2. Support great communication



A welcoming and accessible parks and recreation system is built on good relationships.

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By focusing on creating modern **communication methods**, systems and tools the Park Board will improve relationships with the community, our partners and stakeholders.

For example, this will allow for:

- comprehensive, consistent, punctual and informed answers to questions and requests
- Best practice community engagement
- Telling the Park Board story
- Finding answers online

3. Excel at data and mapping



The Park Board should step up its acquisition and use of **sophisticated data** to support day-to-day operations, inform strategy and advocate for what is needed.



For example, data and mapping can support:

- Comprehensive asset inventories and condition assessments
- Interactive online maps
- Optimized recreation enrollment systems
- Regular city-wide satisfaction surveys and consolidated engagement results data



9 APPROACHES FOR ACTION

G.1 POLICY FRAMEWORK

GROUNDWORK

- **G.2 EVIDENCE-BASED DECISION-MAKING**
- **G.3 CUSTOMER SERVICE**
- **G.4 COMPLETE COMMUNITIES**
- **G.5 COMMUNITY ENGAGEMENT**
- **G.6 RECONCILIATION**
- **G.7 PARTNERSHIPS**
- G.8 ARTS + CULTURE
- **G.9 STEWARDSHIP**

PARKS

RECREATION

FACILITIES

NATURE



5 APPROACHES FOR ACTION

P.1 SAFE, CLEAN + ACCESSIBLE

P.2 CONNECTIONS + NETWORK

P.3 PROTECT + ACQUIRE

P.4 RESPONSIVE

P.5 DIVERSITY



3 APPROACHES FOR ACTION

- R.1 CAPACITY, QUALITY + DIVERSITY
- **R.2 SPORT FOR LIFE**
- R.3 LOCAL FOOD



2 APPROACHES FOR ACTION

F.1 EXPAND ACCESS

GROUNDWORK

F.2 WELCOMING SPACES

RECREATION



5 APPROACHES FOR ACTION

- N.1 SHORELINE + WATERWAY INTEGRITY
- **N.2 FRESHWATER RESOURCES**
- N.3 ECOLOGICAL NETWORK
- N.4 CONNECTION TO NATURE
- N.5 URBAN FOREST

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We're currently facing **challenges**; inequity, increasing and varying community needs, climate change, aging infrastructure, stretched resources and ever-shifting urgent priorities.

This master planning effort represents a new way of tackling these challenges while considering how to make the system thrive.



We have the opportunity to **fundamentally shift** our relationship with Musqueam, Squamish and Tsleil-Waututh Nations; to present an exciting and bold vision for a city connected with nature and community; and to more effectively address challenges as they arise.



In this complex, dynamic urban environment, powerful yet flexible approaches will help the organization be responsive to shifting demands, be more transparent, and nimble.



The three Strategic Bold Moves (Report 3)
and Approaches for Action (Report 4)
represent a new way of thinking which puts
equity, asset needs, and connectivity at the core of Park Board activities.



The completion of VanPlay - Vancouver's Parks and Recreation Services Master Plan represents a **significant and defining moment** for the Vancouver Board of Parks and Recreation;

bringing the organization into the 21st century with a new commitment to equitable delivery of excellent parks and recreation opportunities in a connected, efficient manner which celebrates history of the land, place and culture.



Recommendation – final motion as amended



- A. THAT the Vancouver Park Board approve Report 3 of VanPlay Parks and Recreation Services Master Plan: "Strategic Bold Moves", as outlined in this report and attached as Appendix A, describing three tools to create a more connected and equitable future:
 - Move 1: Equity creating Initiative Zones to assist in prioritising delivery of parks and recreation resources to historically under-served areas of the city;
 - Move 2: Asset Needs detailing targets for parks and recreation amenities and facilities; and
 - Move 3: Connectivity a vision for a city-wide network of parks and recreation opportunities.

Recommendation Cont.



- B. THAT the Board approve Report 4 of VanPlay Parks and Recreation Services Master Plan: "The Playbook Implementation Plan", as outlined in this report and attached as Appendix B, describing:
 - Foundational Tasks setting clear policy, supporting great communication, and excelling at data and mapping, and;
 - 24 Approaches for Action with associated initiatives to be undertaken over the next 10 years.
- C. FURTHER, that the Board direct staff to report back annually, in the month of October beginning 2020, on the impact of the "Strategic Bold Moves" and status of proposed "Implementation Plan".



