

Report Date: June 14, 2024 VanRIMS No.: 08-3000-30 Submit comments to the Board

TO: Park Board Chair and Commissioners

FROM: General Manager, Board of Parks and Recreation

SUBJECT: South Vancouver Park Amenities

RECOMMENDATIONS

- A. THAT the Vancouver Park Board approve the delivery of a new synthetic turf field on the north pitch of Moberly Park (Moberly Field North) with funding contingent on the Growing Communities Fund.
- B. THAT the Vancouver Park Board direct staff to proceed with field hockey for the synthetic turf field's primary sport use.
- C. THAT the Vancouver Park Board approve the delivery of additional park amenities including a new walking loop at Moberly Field North delivered as part of the synthetic turf field project, and a playground renewal at Ross Park to be delivered as part of the new spray park project.
- D. THAT the Vancouver Park Board approve the delivery of a new field house at Moberly Park which is required to support the new synthetic turf field subject to additional funding being made available from the Growing Communities Fund.
- E. THAT the Vancouver Park Board approve the delivery of a new field house at Ross Park which is required to support the spray park subject to additional funding being made available from the Growing Communities Fund.

PURPOSE AND SUMMARY

This report seeks Board decision for the location of a new synthetic turf field in southeast Vancouver in response to previous Park Board and City Council motions. It includes a discussion on the proposed location for a synthetic turf field funded through the Growing Communities Fund (GCF), the recommended primary sport use, and other considerations that align with Park Board policies and strategies. If approved, the new synthetic turf field will be the second in the Sunset neighborhood, alongside Memorial South Park. The addition of this field will help address growing demand for bookings of similar existing fields by providing over 3000 hours annually for permitted play. The report also identifies opportunities for other new park amenities in southeast Vancouver requested through public engagement events hosted in summer and fall of 2023.

BOARD AUTHORITY / PREVIOUS DECISIONS

Park Board Direction

On <u>December 5, 2022</u> the Park Board directed staff to initiate planning in Q1 2023 for a new synthetic turf sports field in southeast Vancouver, ideally to be located at Moberly School or Ross Park.

Subsequently, on <u>May 29, 2023</u> the Park Board directed staff to undertake a community engagement process in the Sunset neighbourhood to seek feedback that identifies the desired outdoor amenities for the community. On <u>December 11, 2023</u>, staff reported back to the Board with the findings of the Sunset community engagement results.

On <u>October 30, 2023</u>, The Board approved the motion for "An Inclusive Children's Water Park at Ross Park - Bridging the Gap in an Underserved Neighborhood," which directed staff to begin the engagement and design process for this spray park. The Growing Communities Fund was identified as the funding source and staff were further instructed to report back to Park Board and City Council regarding scope, cost and delivery timelines for the project.

On <u>June 10, 2024</u>, the Board unanimously approved the Sport Field <u>Strategy</u>, that provides information pertaining to this report's recommendations.

City Council Motions

On <u>July 26, 2023</u>, City Council approved an initial multi-year capital budget and funding adjustment for City projects identified in the provincial 'Growing Communities Fund.' Council directed staff to include Parks within the priorities for the initial GCF grant, and that a portion be used to fund a new turf field at Moberly Park and a spray park at Ross Park, both of which have been identified as a priority by the South Vancouver community, with further direction that staff conduct the appropriate analysis and report back to Council regarding the scope, cost and delivery timelines for these projects.

On <u>October 18, 2023</u>, Council approved an allocation of \$10 million from the GCF that included a turf field at Moberly Park and a spray park at Ross Park among other projects. Council also directed staff to report back with scope and detailed costing information for the turf field at Moberly Park and spray park at Ross Park projects in 2024.

Related Park Board and City-wide Strategies and Policies

As per the <u>Vancouver Charter</u>, the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements or major changes that occur within those parks.

The proposed location and sport field options for the southeast Vancouver synthetic turf field is supported by principles outlined in the following plans and strategies:

- <u>VanPlay</u> (2019/2020): VanPlay, the Parks and Recreation Services Master Plan identifies the Sunset neighbourhood as an equity initiative zone that has gaps in park access, low tree canopy cover and high demand for low barrier recreation.
- <u>VanSplash</u> (2019): Vancouver Aquatics Strategy, approved by the Park Board, lays out a 25-year vision and a city-wide approach to planning future pools and other aquatic amenities including wading pools and spray parks.

- <u>Water Priority Action Plan</u> (2023): A Park Board approved five-year plan to guide operational decisions about the use of drinking water in parks and recreation facilities.
- <u>Vancouver Sport Field Strategy</u> (June 2024): A city-wide guide to sport field development, management and maintenance decision making in Vancouver for the next 10+ years.

BACKGROUND

Sunset Community Engagement Findings

Staff documented support for a synthetic turf field at all Sunset community engagement events and a higher level of organized support at advertised events in 2023. In addition to support for a synthetic turf field, there was high level support for the following improvements/amenities through the third-party survey and pop-up events:

- walking loops
- playgrounds
- open/natural grass areas

Refer to Appendix A: Figure 1: Priorities for Amenities Summary (by Engagement Format) from Sunset Engagement.

Ross Park Spray Park and Vancouver Coastal Health Requirements

In response to the October 30, 2023, Board direction, staff began scoping a project that will deliver an inclusive and accessible spray park at Ross Park. Refer to Appendix A: Figure 3: Existing Ross Park and Context.

The spray park will replace the existing wading pool and all new features will be recirculating and in compliance with Vancouver Coastal Health (VCH) requirements. The VCH requirements for spray parks are:

- Accessible washroom with diaper-changing station within 60 meters of facility;
- Drinking water fountain; and
- Water hose bibs to facilitate flushing the spray pad with clean potable water.

Other facilities that may be considered to keep recirculating water from the spray pad as clean as possible include:

- Fencing around spray pad area to keep animals and pets out when not in use
- Showers and foot washes

In support of the new spray park, a new field house including accessible washrooms, new mechanical space to house spray park equipment and equivalent playground storage will be needed to meet VCH requirements and park programming needs. A request has been made to secure additional funding through the City's capital planning and budgeting processes for these field house upgrades. The targeted timeline for completion of the Ross Park spray park is Q4 2027.

Synthetic Turf Fields Current State

The Park Board currently operates 12 synthetic turf fields throughout the city that are bookable for sports such as field hockey, soccer, ultimate Frisbee, rugby and school use. The Sunset neighbourhood is currently home to a single synthetic turf field at Memorial South Park that is traditionally booked for organized sports activities such as soccer, lacrosse and ultimate Frisbee. The most popular times for booking synthetic turf fields are during 'prime hours' on evenings and weekends, and 92% of all synthetic turf field bookings in the fall/winter season, take place those during prime hours.

Vancouver Sport Field Strategy – Case for Support

The Sport Field Strategy identifies a continued and expanded role for synthetic turf fields in the Park Board's sport field system. The renewed classification system, included within the Strategy, recommends synthetic turf fields be permitted up to 3380 hours per year per field, which is four to six times the hours booked on a grass playing field.

The Sport Field Strategy implementation plan considers any related Board motions from 2022 or later. This includes the motion for the development of a synthetic turf field in southeast Vancouver (ideally Ross Park or Moberly School). The Strategy considers this field as "instream," ongoing works, outside of the Strategy as the Board direction was received during the early phases of the Strategy's development. As such, the Strategy does not provide specific direction related to this sport field however, it does point out funding challenges for the renewal and development of sports fields. Construction of new synthetic turf fields like the Moberly field can help sustain existing service levels should there be a delay in synthetic turf field renewal projects while other funding mechanisms for field renewals are explored.

Additionally, the Sport Field Strategy has five "Big Moves.' Big Move #5 identifies the development of a new field hockey field as a short-term priority, and that it should be the first priority sport to be addressed in upcoming capital projects.

DISCUSSION - NEW SYNTHETIC TURF FIELD IN SOUTHEAST VANCOUVER

Proposed Location Selection

Initially, both Moberly School and Ross Park in southeast Vancouver were considered locations for siting a new synthetic turf field as per the December 5, 2022 Board motion. Due to conflicting space requirements with the proposed inclusive children's water park at Ross Park, the park was deemed unsuitable and not pursued as a location for the turf field (Appendix A: Figure 4: Feasibility Plan for Ross Park Synthetic Turf Field Option and Adjacent Proposed Spray Park).

Council's direction was specific in that the allocation from the GCF for a synthetic turf field be tied to Moberly Park. As there are no other funding sources to support a synthetic turf field at another park location within the current capital plan, staff did not contemplate alternate locations beyond Moberly and Ross Parks. The proposed funding allocation from Council demonstrates a significant grant allocation for the Park Board and the southeast Vancouver community. With these considerations in mind, and in consideration of the Sport Field Strategy identifying the need to increase the number of synthetic turf fields to address demand, staff pursued how best to locate the field in Moberly Park.

Staff considered two locations within Moberly Park (Appendix A: Figure 5 Feasibility Plan for Moberly Park Synthetic Turf Field North & South). Moberly Field South is not recommended as it is within Vancouver School Board (VSB) property, which would necessitate additional coordination, approval and an agreement with VSB which would complicate the project and likely delay project delivery. Therefore, Moberly Field South was also not pursued further.

Recommendation for New Synthetic Turf Field at Moberly Field North

Moberly Field North is the recommended location for the new synthetic turf field. Situated on the northwest side of Moberly Park at E. 59th Avenue (Appendix A: Figure 2 Existing Moberly Park and Context). Moberly Field North offers the required dimensions for comprehensive amenities such as warm up space, officiating area, spectator bleachers, and park amenities.

The existing natural turf field is classified as Class B-1. It comprises two overlapping ball diamonds and a soccer field which can be booked but also currently accommodates some casual use and spontaneous unstructured play. Refer to Appendix A Table 1.2: Opportunities and Challenges of Locating a New Synthetic Turf Field at Moberly Field North and South.

Relocate Existing Field Uses

Moberly Field North is currently booked primarily for youth soccer and is noted as overbooked (114%) in the spring/summer season in the Sports Field Strategy. To address this, existing field bookings would need to be accommodated elsewhere in the system, potentially within existing fields in southeast Vancouver. In the warmer months, the field is booked for annual community events that will need to be relocated to Moberly Field South or other fields nearby. Further analysis regarding the relocation of existing permitted uses at Moberly Field North would be undertaken by Park Board Recreation staff, subject to Board approval of the synthetic turf field at this location. Casual and unstructured park use by local residents could be shifted to the remaining south field or Ross Park.

Recommendation for New Field House at Moberly Park

The existing park washrooms located at Moberly Arts and Cultural Centre were part of a building renovation in the 1980s. The two existing park washrooms need accessibility upgrades and do not address sport field user needs. To meet anticipated demand of the sports field a new field house with washrooms and change rooms is required. A request has been made to secure additional funding through the City's capital planning and budgeting processes for the new facility.

Sport Field Surface Type and Use

The two options for sport field use and surfacing for the new synthetic turf field are either a dedicated field hockey field or a multi-sport field. Currently, the Park Board operates one field hockey dedicated field at Eric Hamber Secondary School/Oak Meadows Park while the remaining 11 synthetic turf fields accommodate multiple sports. There are two main types of synthetic turf field surfaces:

- long pile, which accommodates sports such as soccer and ultimate frisbee but are not compatible with field hockey, and
- short pile: which accommodates field hockey.

Vancouver Field Sport Federation Report for Surface Type and Use

The Vancouver Field Sport Federation (VFSF) is an advocacy group representing over 40,000 adult and youth sport field users that aim to influence Park Board policy and resource allocation to improve the quantity and quality of organized amateur field sport resources in Vancouver. In November 2023, the Park Board, City Council and staff received a report from the VFSF in response to the Park Board and City Council motions identifying Ross Park and Moberly School as potential locations for a synthetic field hockey turf. The report supports the development of a field hockey turf at Oak Park, highlighting that significant groundwork has been laid through the organization's community engagement efforts for this location. This proposal from the VFSF, which was consistent with past proposals submitted to the Park Board, was reflected in the Sport Field Strategy.

Recommendation for Field Hockey Specific Turf Type & Use of Field at Moberly Park North

The recently adopted Sport Field Strategy recommends a new dedicated field hockey synthetic turf field as a short-term priority. The addition of a new synthetic turf field hockey pitch in the city, has been strongly supported. During the Strategy development and Sunset Engagement the VFSF showed ongoing support for Oak Park, however field hockey users expressed an openness for a new field at Moberly Park or Oak Park. As funding for the new field is tied to Moberly Park and field hockey is seen as a priority system wide, staff recommend the Park Board approve field hockey as the primary use for the new synthetic turf field. "The Strategy does not recommend the implementation of field hockey sites at both parks (Oak and Moberly Parks) prior to completion of the other recommendations within the Strategy." (Source: Vancouver Sport Field Strategy, 2024)

A dedicated field hockey turf at Moberly Field North would be the second field of its kind in the system. The new field would be purpose-built since field hockey requires short pile, low water use, synthetic turf for elite level competition. A dedicated field hockey turf would increase capacity for bookings and help grow the sport locally and is identified as a short-term priority field type for delivery in the Sport Field Strategy. Refer to Appendix A Table 1.3 Summary of Opportunities and Challenges for Sport Field Use Selection.

Sports Field Lighting Impacts to the Neighbourhood

New applications of LED high mast sports lighting are energy efficient and longer lasting compared to older sport light technology. The light intensity of newer LED lights can be angled and directed onto the sports field to minimize impacts to nearby properties. Neighbourhood notification of the sports field lights will proceed as part of the City's development permit process if the project location is approved. A lit facility not only extends the hours of field use but also extends hours of park use by other park users including neighbours if other park amenities are provided.

Potential Parking Impacts

Immediately adjacent to Moberly Park, on E. 59th and 61st Avenues and Prince Albert Street on the park side, there are approximately 90 parallel parking spaces available without time restrictions. The parking lot at Moberly Arts and Cultural Centre can accommodate up to 11 vehicles. The 40-space parking lot at Moberly Elementary could potentially generate revenue for the VSB if converted to public pay parking outside of school hours, pending discussion with the VSB. Residents can also submit a request to the City for creating a residential permit parking zone on the opposite side of the streets surrounding Moberly Park. Refer to Appendix A: Figure 6 Preliminary Parking Review at Moberly Park.

DISCUSSION - ADDITIONAL PARK AMENITIES

As indicated in the Sunset Community Engagement, there is a high level of interest from residents in additional park amenities. The top three identified amenities are walking loops, playgrounds, and synthetic turf fields. Integrating park amenities alongside the new field and spray park can be more efficient than delivering separate projects and save some development costs.

Recommendation for a Walking Loop at Moberly Park and Playground Renewal at Ross Park

Staff recommend that a walking loop be introduced to Moberly Field North alongside the new synthetic turf field. A turf field at this location would have space for a walking loop (which could attract a high level of use within the sport field lit area), seating, additional tree planting and natural areas. Staff also recommend adding a playground renewal to the scope of work for Ross Park spray park as this playground was built in the early 1980s and is due for renewal.

This approach will provide a more complete park improvement and ensure that residents' preferences heard through the recent engagement are considered and improve the distribution of amenities in the Sunset neighbourhood. However, these other park amenities require additional funding and staff recommend providing funding for these amenities through the current Park Board capital budget.

Future Focused Community Engagement

Future rounds of engagement will build upon the findings of the Sunset Community Engagement process and will align with the priorities identified. If the synthetic turf field at Moberly North moves forward, neighborhood-level engagement will be conducted to assess its impact on neighbouring residents, Moberly Elementary, existing field users, event organizers and nearby facilities. Staff have initiated preliminary conversations with VSB and local event organizers and will work to ensure these key parties' interests are respected.

As directed by the Board, the Ross Park engagement scope will include working with community organizations, interested parties and residents to inform the design of the spray park and playground renewal specific to the site. To ensure inclusivity and accessibility, professional consultants specializing in these areas will be part of the larger design team contracted for the spray park's design and construction phases.

FINANCIAL CONSIDERATIONS

The total cost to complete these projects is \$18.6M, of which \$10M has been allocated from the Growing Communities Fund (GCF). In alignment with past Park Board and City Council motions, costs associated with the delivery of the Moberly synthetic turf field and Ross Park spray park are to be funded by the GCF. Funding for field house upgrades will be sought from the GCF through the Mid-Term Capital Update (MTU) and additional park amenities will come from a separate capital budget allocation.

Project	Approved Funding Source	Approved Funding Amount	Updated MTU Request (Field house renewal)	Total Project Costs
S. Vancouver synturf field (Moberly)	Growing Communities Fund	\$8.3M	\$5.3M	\$13.6M
Ross Spray Park	Growing Communities Fund	\$1.7M	\$2.5M	\$4.2M
Additional Park Amenities	Capital Plan - existing account	\$0.8M	-	\$0.8M
TOTAL		\$10.8M	\$7.8M	\$18.6M

The following table outlines the funding approach associated with the recommended projects.

 Table 1.1: South Vancouver Park Amenities Funding

Synthetic Turf Field & Field House

Capital Costs

The estimated total cost of the synthetic turf field and field house proposed at Moberly is \$13.6M. The \$8.3M of GCF funding allocated to the new synthetic turf field will cover the design and construction costs, including project management, permits and contingencies. The synthetic turf field will require a new field house. The estimated cost of the new field house is \$5.3M. Funding will be sought separately through the MTU in July. Securing future funding for capital replacement of synthetic turf fields remains an ongoing challenge and this will be considered separately in the future.

Operating Costs and Revenues

Funding to support the operating costs associated with new facilities are requested as part of the annual budget process as operating impacts of capital. General maintenance costs for synthetic turf fields can reach up to \$60K annually, excluding hard asset repairs (e.g. fencing, drainage, asphalt etc.). Should the project be approved, the operation budget could also include a one-time cost for maintenance equipment acquisitions at \$75K.

The shift from a grass field to a synthetic turf field at Moberly Park would increase the available hours of permitted play from up to 600 hours to over 3000 hours annually.

Spray Park at Ross Park

Capital Costs

The total cost of the spray park and field house replacement is estimated to be \$4.2M. \$1.7M of GCF funding allocation has been confirmed for the spray park and will cover costs associated with delivery. The spray park will require a field house replacement that includes washroom upgrades, mechanical room and playground storage. Funding for the field house renewal projects will be sought separately through the MTU.

Operating Costs

The initial estimate for the operating impacts to capital budget is calculated as 5% of the estimated project construction cost or \$85K per year upon project completion.

Additional Park Amenities

Capital Costs

To provide the additional proposed park amenities (playground renewal at Ross Park and addition of a walking loop at Moberly Park) a reallocation of existing Park Board capital program funding is required. Considering the opportunity presented by the GCF, staff recommend a Park Board capital budget allocation of \$0.8M from existing sources such as the Playground Renewal account. Staff will reprioritize some projects, to be determined when costs are confirmed. Staff will also work within existing 2023-2026 playground renewal budget to fund the improvements at Ross, and if additional funding is required, Jonathan Rogers or Slocan Park playground renewals will be deferred to the next capital plan.

Subject to the approval of this report, staff will initiate a site design that incorporates desired additional park amenities for the new synthetic turf field. Site investigation and design development for the new field would help clarify anticipated capital costs to develop the new synthetic turf field, amenities, and other site improvements that will be subject to available funding.

GCF Funding Eligibility

All in-field and park improvements outlined in this report qualify with eligibility requirements for the GCF as stipulated by the province.

CONCLUSION AND NEXT STEPS

In response to the December 5, 2022 Board motion, staff recommend that the Vancouver Park Board approve Moberly Field North as the selected location for the synthetic turf field and approval of the recommended designated sport use as field hockey.

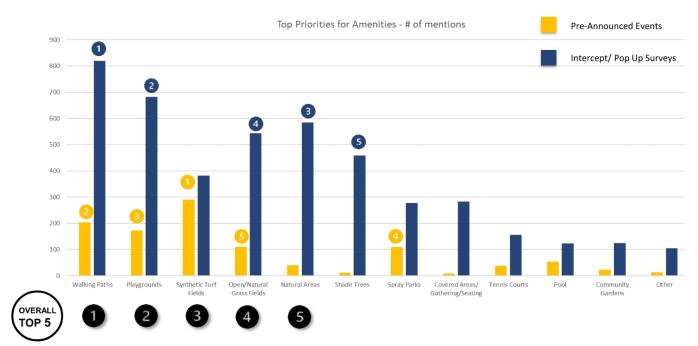
Subject to Board approval, staff will proceed with project initiation, site investigation, concept design, focused neighbourhood engagement and detailed costing for the new synthetic turf field. Staff will provide an update once more detailed neighbourhood engagement is conducted and the timeline and concept plan have been developed.

Following Board approval, and as requested by Council, staff will provide an update on the Moberly Sport Field progress and Ross Park spray park through City Finance staff to Council.

General Manager's Office Vancouver Board of Parks and Recreation Vancouver, BC

APPENDIX A





Source: Sunset Engagement (December 2023)

APPENDIX A

Figure 2: Existing Moberly Park and Context



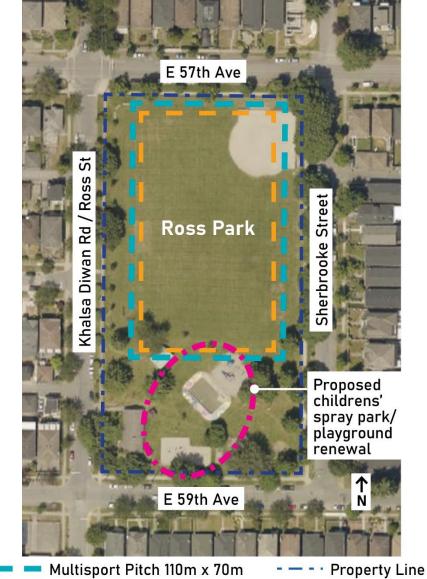
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Figure 3: Existing Ross Park and Context

----- Property Line

Figure 4: Feasibility Plan for Ross Park Synthetic Turf Field Option and Adjacent Proposed Spray Park



— Field Hockey Pitch 101.4m x 61m

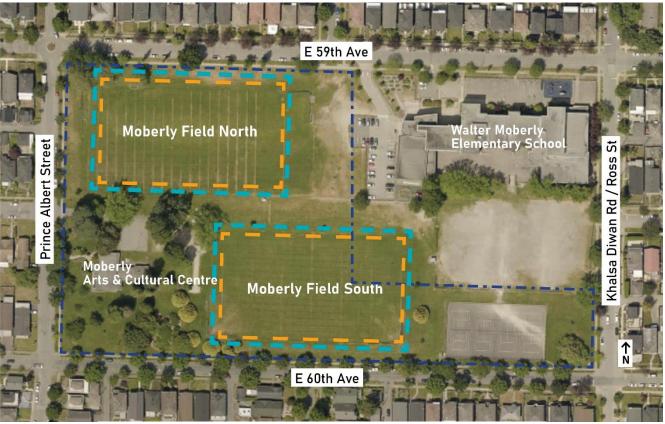


Figure 5: Feasibility Plan for Moberly Park Synthetic Turf Field North & South

Multisport Pitch 110m x 70m
 - - - · Property Line
 Field Hockey Pitch 101.4m x 61m



Figure 6: Preliminary Parking Review at Moberly Park

Unrestricted street parking adjacent to park Time restricted street parking adjacent to school Moberly Arts & Cultural Centre parking lot VSB parking lot

Moberly Field North				
Opportunities	Challenges			
Outside of Vancouver School Board's (VSB) property	 Placement of a synthetic turf field would result in a conversion of the existing grass field and the two ball diamonds 			
 Potential for VSB parking lot to be converted to a public pay lot for field users 	 Existing Class B-1 grass field is popular in the spring/summer season (overbooked 114% capacity) 			
• Available dimensions to potentially accommodate warm up space and park amenities such as a walking loop, tree canopy improvements, open grass and natural areas etc.	 Increased traffic and parking volume when the field is in use 			
• Light intensity of newer LED sports lights can be angled and directed onto the sports field to minimize impacts to nearby properties				
• A lit walking loop could be a popular amenity year-round.				

Table 1.2: Opportunities and Challenges of Locating a New Synthetic Turf Field atMoberly Field North and South

Moberly Field South				
Opportunities	Challenges			
Potential revenue source for VSB if parking lot was converted to public pay parking available to participants and spectators, outside of school operating hours	• The northeast portion of the proposed synthetic turf field location straddle VSB and park property requiring a Joint Use Agreement and potentially a lease agreement approved by Council.			
• Light intensity of newer LED sports lights can be angled and directed onto the sports field to minimize impacts to nearby properties	 Placement of a synthetic turf field would result in a conversion of the existing grass field and the two ball diamonds 			
	• There is a significant grade change across the site which will increase costs for earthworks and will require large retaining structures			

 Displacement of large and significant tobogganing hill, one of a few in southeast VancouverIncreased traffic and parking volume when the field is in use
 Limited area for warm up, officiating space and spectator bleachers
• Limited space to integrate park amenities but improvements to adjacent existing amenities (playground, natural areas, informal walking loop) can be considered

Assumptions:

- 1. The synthetic turf field cannot replace the all-weather gravel field located adjacent to Walter Moberly Elementary since it is within the bounds of VSB's property line.
- 2. Ross Park is not a candidate for the synthetic turf field because of space constraints with the proposed new spray park.

Field Hockey Specific Field				
Opportunities	Challenges			
• Elite level competition field hockey turf has the potential to attract tournaments and events regionally, provincially and nationally	 Short pile turf required by field hockey is not ideal for other sports and is not likely to be booked for other sports activities 			
 A second purpose-built field hockey turf in the city adds booking capacity 	 Underutilized during the field hockey off season unless appropriate offseason uses 			
 Added capacity has potential to grow the 	are planned			
sport in the city since more teams, clubs and schools will have access to another high-quality facility for training and competitions	 Preference for field hockey, soccer and kabaddi were identified by interested parties but only field hockey can be played at this field if purpose-built 			
• Field hockey has a significant female participation rate, with up to 80% of players identifying as female - opportunity to introduce a more gender inclusive sport				
Offseason use can be introduced through alternative programming (e.g. clinics, camps, or alternative sports activities) to maximize usage throughout the year				

Table 1.3 Summary of Opportunities and Challenges for Sport Field Use

Multi-sport Field			
Opportunities	Challenges		
Bookable by multiple sports activities (i.e. soccer, ultimate Frisbee, rugby etc.)	 Long pile turf required by most other sports excludes field hockey 		
• Accommodation of multiple sports allows for continuous use throughout the year	• Duplication of sports programming in the neigbourhood, Memorial South has an existing synthetic turf field that is bookable		
 Soccer is largest participatory sport in Canada and is considered the fastest growing 	for multiple sports.		
• The development of a new multi-use field can address growing demand for existing similar fields and accommodate bookings when existing fields are taken offline for renewal.			

Table 1.3 Summary of Opportunities and Challenges for Sport Field Use, Continued