



November 18, 2024

TO: Park Board Chair and Commissioners  
FROM: General Manager – Vancouver Board of Parks and Recreation  
SUBJECT: 2025 Fees and Charges - Parks and Recreation

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## RECOMMENDATION

THAT the Vancouver Park Board approve the 2025 Fees and Charges, as summarized in the body of this report and detailed in Appendix A.

## REPORT SUMMARY

Park Board policy on user fees and charges includes the following summary statements:

- User fees and charges will be levied to recover all or a portion of overall operating costs.
- A 3% Amenity Improvement Fee (AIF) will be added to applicable fees to provide for contributions towards one-time future investments of Park Board assets.
- All fees and charges will be adjusted to accommodate changes in the marketplace and in operating and maintenance costs.

The recommended changes for the 2025 Fees and Charges are consistent with Park Board policy and reflect a careful consideration of market and customer impacts, including a focus on affordability.

When determining approaches to setting fees, different criteria are applied depending on the type of services offered. For 2025, as approved in the [Budget outlook report for 2025-2029](#), the baseline recommended fee increase required to provide for increasing fixed costs has been set at 6%; fee increases that vary from the general 6% baseline increase are discussed in the body of the report and the recommended fees and charges are detailed in Appendix A. The recommended user fee increases are expected to generate an incremental increase of approximately \$4.4 million in base budget revenues, which have been included in the 2025 operating budget recommended to Council.

As directed by the Board in its approval of the multi-year [Amenity Improvement Fee Framework on October 21, 2024](#), some of the 2025 recommended fees also include a one-time 3% increase above the 6% baseline fee increase to provide for contributions to the approved interest-bearing reserve for Amenity Improvements. Fees that include an Amenity Improvement component are denoted in the Fees and Charges schedule attached to this report. As detailed in the AIF approval report, some Amenity Improvement Fees will be attached to the special event fee on a per ticket fee basis, but special event fees are approved by the General Manager, per the authority delegated by the Board in 2020.

The Amenity Improvement component of the approved fees is expected to generate \$0.6 million in incremental revenues and an associated incremental increase in related costs and transfers to the Amenity Improvement reserve.

## BACKGROUND

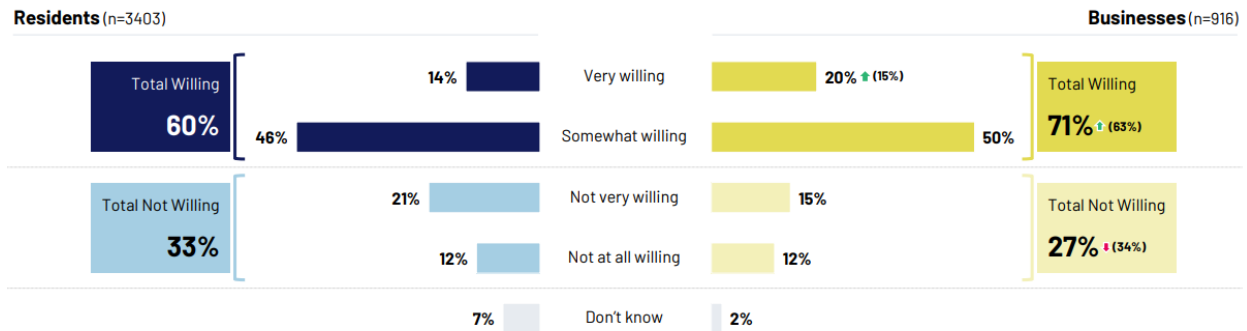
In recent years, the Park Board has approved fees and charges prior to the start of the calendar year and in conjunction with the recommended annual operating budget submission to Vancouver City Council. Advance approval of Fees and Charges provides users with notice of expected fees and ensures the revenue estimates included as part of the annual operating budget submission incorporate planned changes to the Park Board’s fee structures and fees.

In reviewing the [2025 Budget Survey](#), when questioned on their willingness to pay more in user fees for services they use in order to maintain or improve them, as illustrated in Figure 1 below, 60% of residents and 71% of businesses surveyed were willing to pay more in user fees.

### Willingness to pay more in user fees

## Willingness to Pay Increased User Fees

- In total, 60% of residents say they would be willing to pay more in user fees for the services they use in order to maintain or improve them.
- Willingness to pay increased user fees is even higher among businesses (71%, up from 63% in 2023).



Base: All respondents  
 Q4. The public pays user fees to access some City services, facilities and utilities. Some examples include business licences, building and development permits, and use of City-owned facilities such as recreation centres. Would you be willing to pay more in user fees to maintain or improve the services you or your business use? Select one.  
 + Changes of 5 points or more vs. 2023

Figure 1: Budget 2025 Survey results

## PREVIOUS BOARD DECISIONS

As detailed in the [Vancouver Charter](#) under section 488, 489 and 490, the Park Board has exclusive jurisdiction over fees and rental charges in parks within the City of Vancouver.

The Park Board policy on user fees and charges was most recently updated as part of the [2022 Fees & Charges Board report](#) and is summarized in the attached Appendix A.

Park Board user fees and charges were most recently approved by the Board in the [2024 Fees & Charges Board report](#). That approval included a directive to staff to explore options for implementing a fee that would provide for infrastructure improvements and maintenance of revenue-generating facilities and to report back to the Board with options for implementation, including the creation of an interest-bearing reserve prior to the development of the 2025 fees and charges.

A report on recommended approaches to an infrastructure fee was provided to the Board on October 21, 2024, and as directed by the Board in its approval of the multi-year [Amenity Improvement Fee Framework](#) pilot, some of the 2025 recommended fees in this report include a one-time 3% fee increase to provide for contributions to the approved interest-bearing reserve for Amenity Improvements.

**DISCUSSION**

When determining approaches to setting fees, different criteria are applied depending on the type of services offered, which generally fall into one of four categories:

Service Category	Approach to Setting User Fees	Example Services
1. Paid Services generating a net Revenue/Surplus	User fees are set to generate revenues greater than the cost of the services; the net revenues generated are used to support other services that are provided without fees.	<ul style="list-style-type: none"> <li>- paid parking</li> <li>- golf</li> <li>- marinas</li> <li>- gardens/ conservatories with admission fees</li> </ul>
2. Cost Recovery Services	User fees are set to fully recover the direct costs attributable to the service.	<ul style="list-style-type: none"> <li>- some permitted services</li> <li>- special event site monitoring</li> </ul>
3. Partially Subsidized Paid Services	User fees are set to generate revenues lower than the full cost of the services; often for services that are costly to provide but that are viewed as critical services to provide at an accessible price point.	<ul style="list-style-type: none"> <li>- recreation programs</li> <li>- swimming</li> <li>- skating</li> </ul>
4. Fully Subsidized Services	Services provided without user fee; these are expected municipal services (not offered by private industry) and are reliant on tax funding support (Council discretion) and surplus revenues generated from Category 1 above.	<ul style="list-style-type: none"> <li>- park maintenance</li> <li>- park rangers</li> <li>- support &amp; administration (GMO, Communications, etc.)</li> </ul>

Service Category Breakdown

When proposing which fees be recommended to have an Amenity Improvement fee increase applied, it was determined that only fees falling into Service Category 1 (Paid Services generating a net revenue/surplus) or Service Category 2 (Cost Recovery services) would be considered for the Amenity Improvement fee increase pilot. Depending on the success of the pilot in 2025, fees in other service categories may have an Amenity Improvement fee recommended in 2026 or beyond.

**Recommended 2025 Fees and Charges**

In preparing the recommended 2025 Fees and Charges, staff reviewed comparative market fees, considered effects of recommended fees on customers, and integrated implications from recommended fee changes into the proposed 2025 Parks and Recreation Operating Budget. Effects of the introduction of the AIF were also considered in setting the fees, but those changes have not been integrated into the recommended 2025 operating budget, pending Board approval

of specific fees. Budget changes arising from the approved 2025 Fees and Charges will be included in the Park Board Operating Budget after Council approves the initial [2025 Operating Budget](#).

The fee recommendations in this report reflect a balance of maintaining affordability for core parks and recreation services, while remaining mindful of both current cost pressures and the need to support a fee structure that is financially viable in the long term. To support access for all, the Park Board offers lower cost and free programming times, as well as the Leisure Access Program to decrease financial barriers to Park Board services. For many fees, discounts are provided for non-profit groups and for age-based groups to encourage increased participation.

As described in the Park Board Fees and Charges Policy, a fundamental rationale for adjusting fees and charges is to ensure a reasonable recovery of associated operating costs. As operating costs increase, similar increases to fees and charges are required to help maintain the level of services provided by the Park Board. Increases in costs reflect wage and fringe benefit cost increases, inflationary increases for supplies, materials, and contracted services, and increase related to regulatory changes.

To help offset rising costs while maintaining service levels, an average increase of 6% for most fees and charges have formed the baseline for the recommended increases summarized in Table 1 below. Also shown below are the one-time AIF increases of 3% being recommended for applicable fees and charges in 2025 and an estimate of the gross revenues that could be generated from this one-time increase in 2025. A detailed schedule of fees is provided in Appendix A which include the 3% Amenity Improvement increase as denoted.

Revenue Stream or Service	Recommended Fee Increase	Fees & Charges Incremental 2025 Base Revenue	Incremental 2025 Amenity Improvement Fees
Championship Golf and Pitch & Putt	Average 6%	\$1.1 million	
Recreation Services	Average 6% + 1% investment	\$1.5 million	
Parking	Average 6%	\$0.6 million	
Permitted Park Use	Average 6% + 3% AIF	\$0.1 million	\$0.1 million
Burrard Marina (AIF not on Land Storage & Parking)	Average 3% + 3% AIF	(\$0.02 million)	\$0.1 million
Stanley Park Train	Average 8% + 3% AIF	\$0.2 million	\$0.1 million
VanDusen, Bloedel & Celebration Pavilion:			
Admission	Average 6% + 3% AIF	\$0.9 million	\$0.3 million
Rentals	Average 2%	\$0.0 million	
<b>Total</b>		<b>\$4.4 million</b>	<b>\$0.6 million</b>

**Table 1:** Recommended 2025 Fees & Charges Increases and Associated Incremental Revenue

The revenue estimates in the above table are based on the most recently completed four quarters and actual revenues will vary depending on services and volume variations in 2025.

Details of recommended fee changes above or below the 6% baseline or for recommended fee adjustments based on Board policy or previous Board approvals are outlined in the remainder of this section.

## **Recreation Services Admissions, Programs and Rentals**

### ***Overview***

Recreation Services provide core programs and facilities to support residents and visitors to stay active and healthy. Recreation services are partially subsidized by tax support and partially funded through revenues from Fees & Charges and other sources. For 2025, fees and charges revenue budgets have been set to generate gross revenues of \$23.8 million from Recreation fees and charges, which assumes a 6% increase in overall recreation fees (to help offset increased costs for staff, building maintenance, and supplies) and a 1% increase on arena, aquatics, fitness and other indoor fees (to contribute \$0.2 million in revenue toward a planned \$0.5 million budget increase for escalating facility maintenance costs).

There is some risk of not fully achieving the 2025 recreation revenue budgets as 2024 revenues continue to be below budget levels due to lower than expected volume/participation, particularly in aquatics, arena rentals and fitness services. Staff will continue to closely monitor revenues trends throughout 2025 to ensure any resulting budget gaps are identified and steps taken to mitigate any budget shortfalls where possible.

### ***Pricing Considerations***

Recreation fees fall into Service Category 3 (Partially Subsidized Paid Services), and therefore the AIF pilot does not apply to any recreation fees for 2025. Depending on the success of the pilot, adding an AIF may be considered in subsequent years.

As part of the process for recommending 2025 fees, recreation staff conducted a survey of a subset of lower mainland fees and charges to help ensure that the recommended 2025 fees would allow the Park Board to provide excellent recreation services at a competitive price. A full survey of programming and rental rates was not done, pending upcoming work on a recreation fee policy.

After reviewing the updated fee data, it is clear that recreation user fees are inconsistent across lower mainland: each municipality takes a different approach to age-based pricing, to discounts, to options to reduce financial barriers to participation, and to allocation of limited facility times in high demand by user groups.

### ***Notable 2025 Fee Changes***

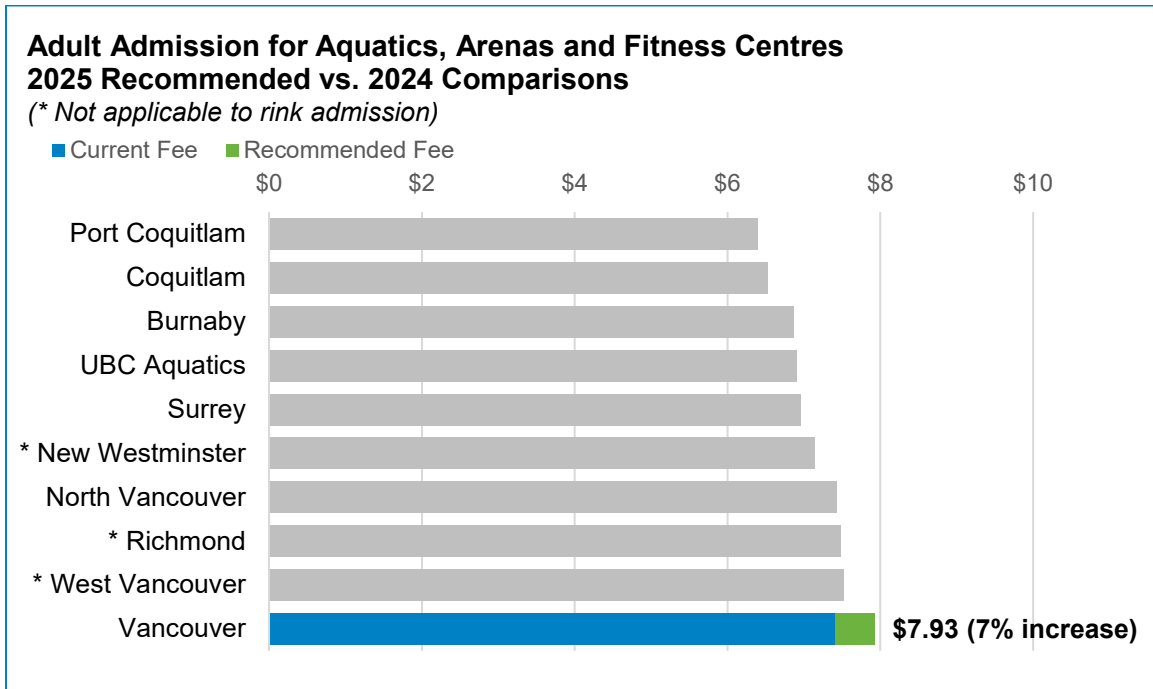
#### **Admissions, Passes & Reservations**

The average of the recommended increases is 7%, which includes an extra 1% to help generate a portion of the \$0.2 million needed to partially offset a \$0.5 million increase in recreation day-to-day facility maintenance costs driven by supply price increases and regulatory changes.

Maple Grove Outdoor Pool drop-in admissions are recommended to increase according to the process approved in 2021, as fees at this site are aligned with the standard pool drop-in admission fees. As noted in the 2021 recommendation, the services provided at this pool are similar to those at all other outdoor pools except for length swimming. Child, Senior and Youth drop-in fees are

now aligned to all other pools so for 2025 the only notable change is to the recommended adult fee, which will increase from \$6.67 to \$7.62, an increase of 14%. If a similar process is followed for 2026 fees, it is expected that drop-in fees for this facility will be fully synchronized in 2026.

Among the fees being increased by 7% are Drop-in admission, 10-visit usage passes, and Flexipass fees. As shown in the tables below, when compared to current fees around the lower mainland the recommended increases have Vancouver admission and pass fees in the high end range of current fees, with Vancouver being the highest for single admission and 10-visit passes (all graphs provide 2024 fee comparisons with the recommended increase highlighted). Vancouver fees still provide good value when compared to some other municipal jurisdictions as they provide access to eight arenas, nine indoor pools, five seasonal outdoor pools and twenty-two fitness facilities.



**Figure 2:** Adult Admission for Aquatics, Arenas, and Fitness Centres

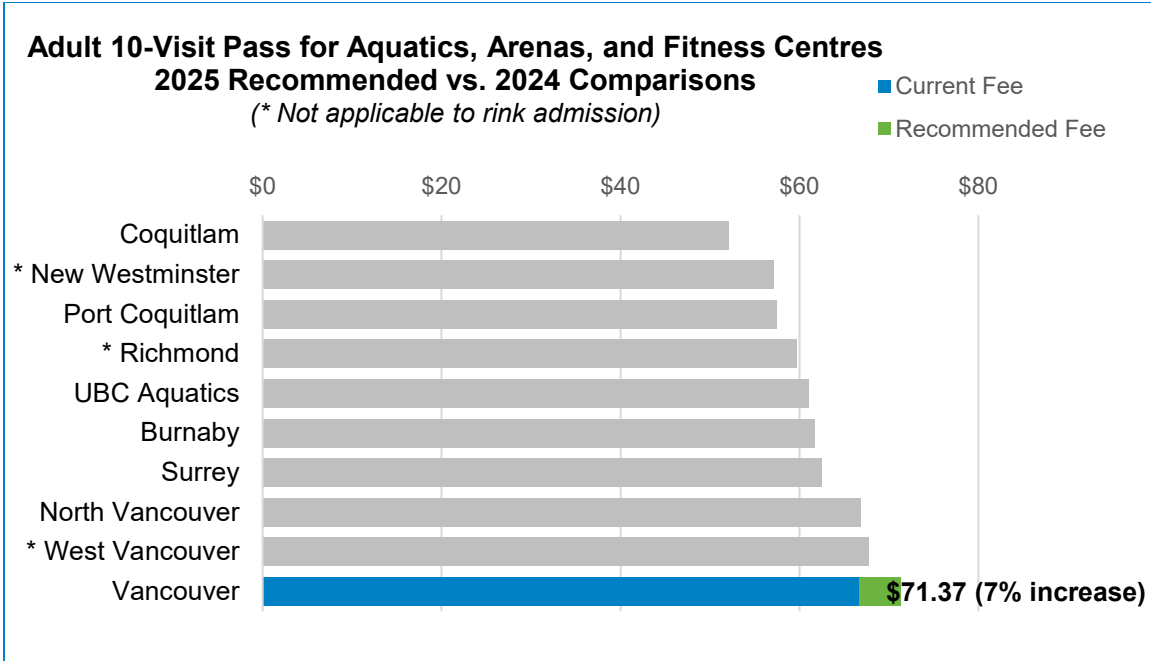


Figure 3: Adult 10-Visit Pass for Aquatics, Arenas, and Fitness Centres

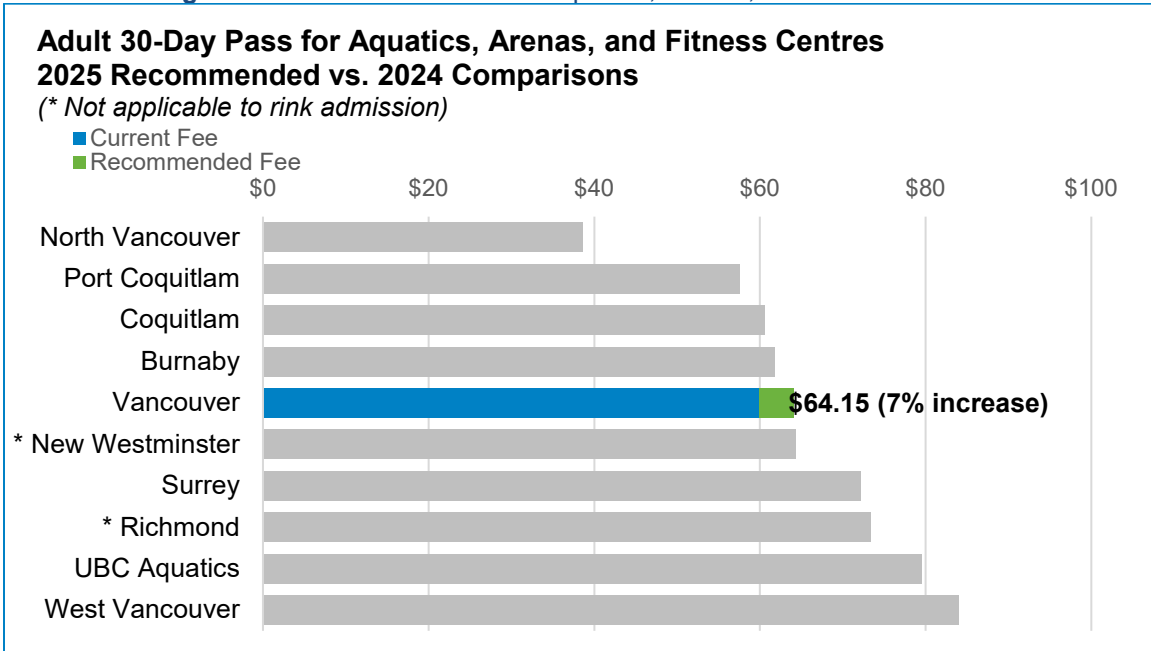
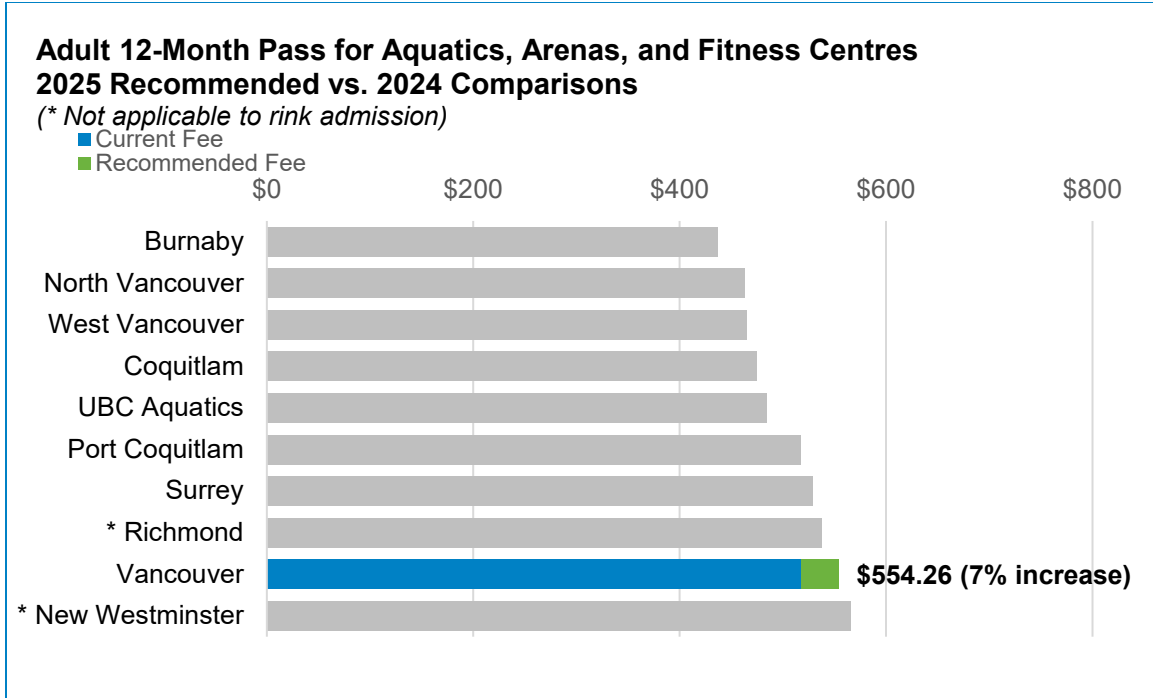


Figure 4: Adult 30-Day Pass for Aquatics, Arenas, and Fitness Centres



**Figure 5:** Adult 12-Month Pass for Aquatics, Arenas, and Fitness Centres

**Lessons and Programs**

Swim and Skate lessons and program fees were comprehensively reviewed and reworked in 2024 and as a result the recommended increase for 2025 is 7% for most fees.

For swimming and skating Child Group instruction fees, no increase is recommended so that the Child:Adult fee ratio continues to gradually change to comply with the general recreation policy for age-based fee discounts (Child fees should be set to provide a 50% discount compared to Adult fees). As noted in the two graphs shown below, this keeps the Child group swim and skate instruction fees in the middle to lower end of fees in surrounding jurisdictions, as noted in the two graphs shown below.



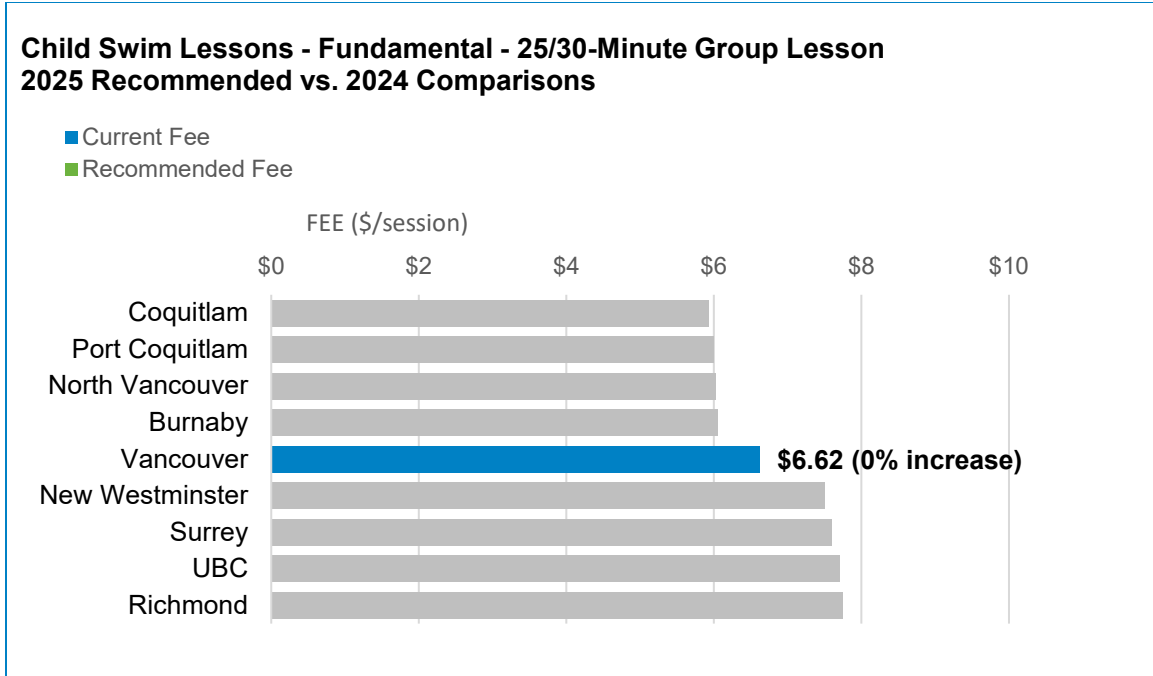


Figure 6: Child Swimming Lessons – Fundamental – 25/30 Minute Group Lesson

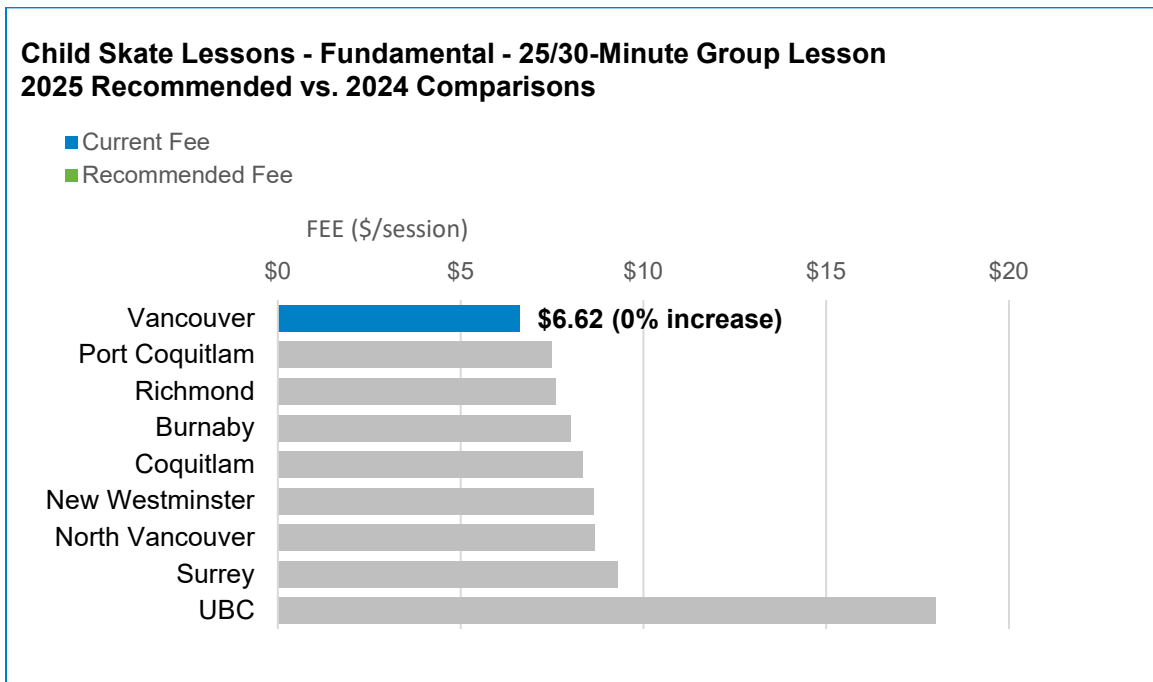


Figure 7: Child Skating Lessons – Fundamental- 25/30 Minute Group Lesson

### Recreation Rental Permits

Most Outdoor Sport Court and Turf Field fees are recommended to increase by 6%, effective April 1, 2025, since the additional facility maintenance cost increases do not apply to expenses for this group of fees. As approved in 2023 and again in 2024, weather discounts are being phased out, with the remaining Fall/Winter discount being eliminated in 2025.

In 2024, Park Board reduced the proposed increase for minor non-profit diamond rental fees from \$5.00 per hour to give affected sport groups more time to plan for the higher fees. For 2025, these fees are recommended to be set at \$3.50/hour, an increase of 38% over 2024 fees. The 2025 recommended increase sets these fees at 66% of the Minor non-profit fees for other outdoor sports fields (which were set at \$5.00 per hour in 2024 and are recommended to increase to \$5.30 per hour for 2025). It is anticipated that the recommended increase in fees will result in higher field use by encouraging permit holders to free up low-cost unused times for other users.

After comparing Vancouver current and recommended 2025 fees with fees in other lower mainland jurisdictions, even with the 38% increase recommended Vancouver fees will remain among the least expensive as noted in the graph below. It is proposed to fully catch-up Diamond Minor Non-profit fees to those of other outdoor sport fields fees over three years so that by 2027 all Minor non-profit outdoor sports grass fields will be priced the same.

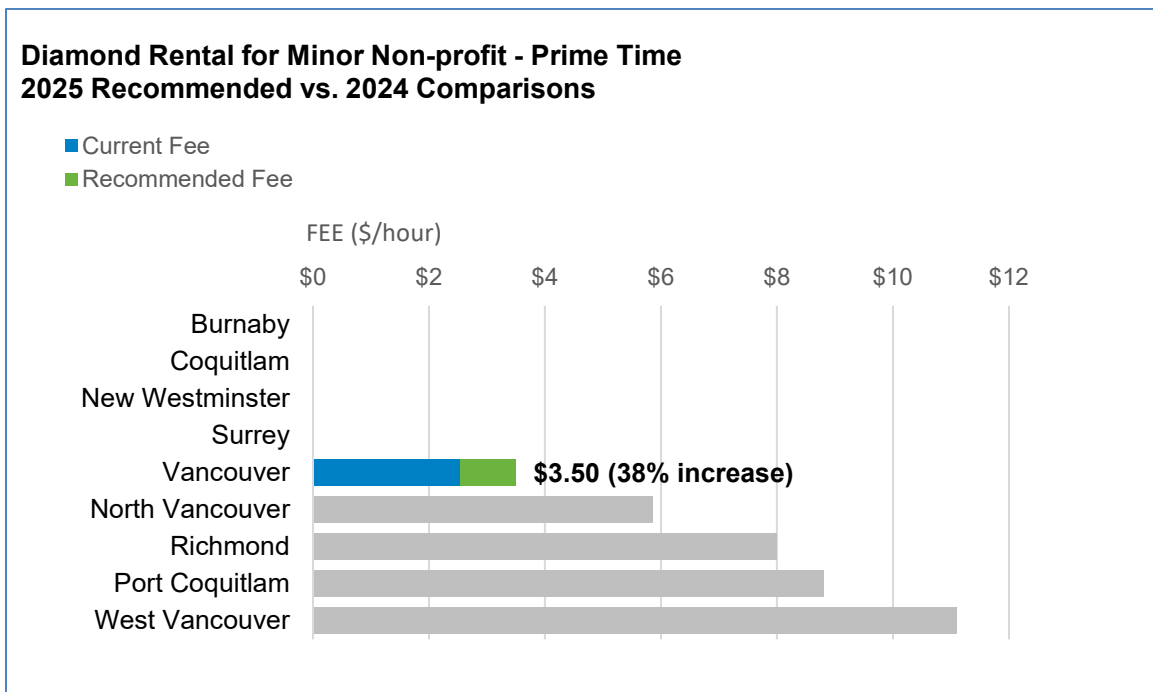


Figure 8: Diamond Rental for Minor Non-profit – Prime Time

Most rental fees for arenas and indoor and outdoor aquatics are recommended to increase by 7% effective April 1, 2025 (keeping with the usual fee increase timing for rental contracts).

Block discounts for swim club hourly rentals were reduced by 10% in 2024 and approved to be eliminated in 2025; these are infrequently used and eliminating them will free up permitting staff to focus on less administrative work.

Average hourly recreation staff costs were reviewed after the most recent collective agreement settlement and fees were consolidated into a single average fee, based on a review of the most recent costs. Fees for arena staff had not been reviewed in some time resulting in increases between 11% and 71%, with the new fees reflecting the updated cost to have hourly staff available.

## **Championship Golf and Pitch & Putt**

### ***Overview***

The Park Board operates three regulation golf courses (Fraserview, McCleery and Langara) and three pitch and putt golf courses (Stanley Park, Rupert Park, and Queen Elizabeth Park).

The net operating surplus from golf course operations is used to support other programs and services in Parks and Recreation. The recommended 2025 operating budget has been set to generate gross revenues of \$13.8 million from golf fees & charges.

### ***Pricing Considerations***

Admission prices at regulation golf courses are set to reflect demand and market conditions. Staff perform a scan of competing public and private golf courses in the region and recommend prices to position Park Board operated golf courses competitively in the market. For pitch and putt golf courses, more consideration is given to accessibility and affordability. Discounts for seniors and juniors are offered, in addition to discounts for time-of-day and time-of-year as is standard practice in the industry.

While Golf fees do fall within the Service Category 1 (Paid Services generating a net Revenue/Surplus), no additional AIF is being recommended to be added to golf fees, as golf already has a reserve for course improvements that was established in 2001 as part of the golf course financial sustainability plan.

### ***Notable 2025 Fee Changes***

#### **Championship Golf**

For 2025, increases of 4% (Fraserview & McCleery) & 8% (Langara) are recommended for most green fees. Langara winter fees are recommended to increase by 15%, reflecting that its fees were kept low when the course was very wet and less desirable to play; with the completion of the drainage project the experience at Langara is comparable to the other Park Board championship courses and higher fees reflect that.

Due to the number of green fees being approved (over 100 for each course once all the combinations of seasons, time of day, day of week, and age-based discounts are accounted for), this report does not provide a complete comparison of green fees. The graphs shown below provide comparison of the most expensive option (adult regular fee for a summer weekend day) and the option with the largest recommended increase (adult winter weekend day). The comparison graphs show the 2024 fees for championship courses in the lower mainland and the 2025 recommended fee. As illustrated in the graphs, the three Vancouver course fees will continue to be in the mid-to-low range among similar courses in the lower mainland.

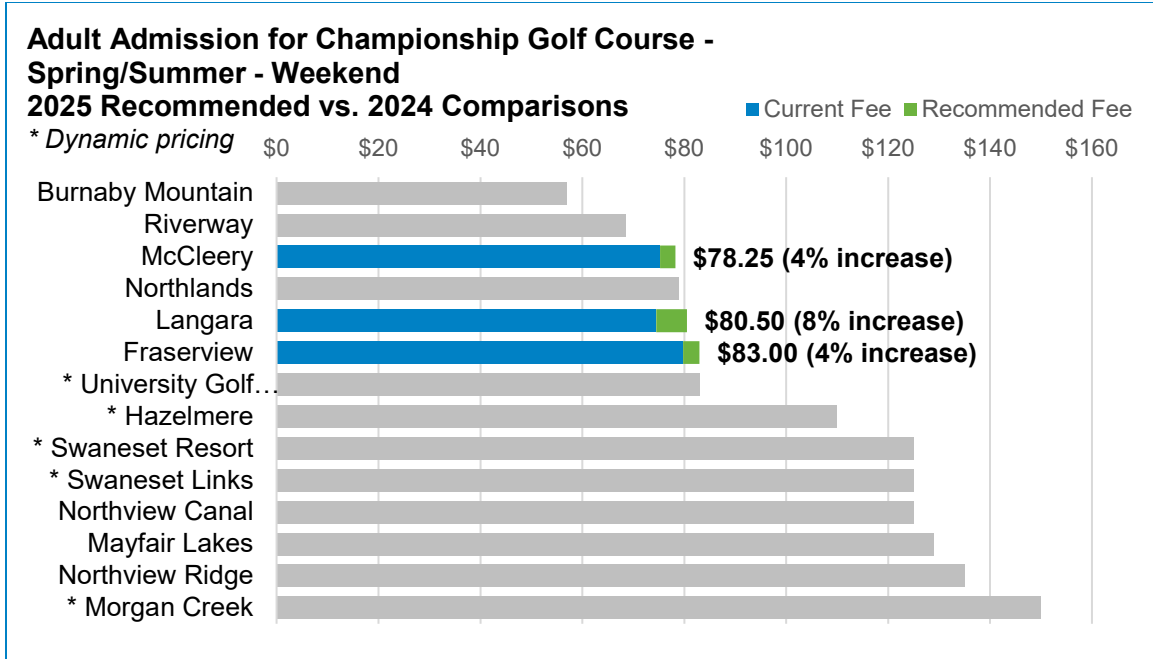


Figure 9: Adult Admission for Championship Golf Course – Spring/Summer - Weekend

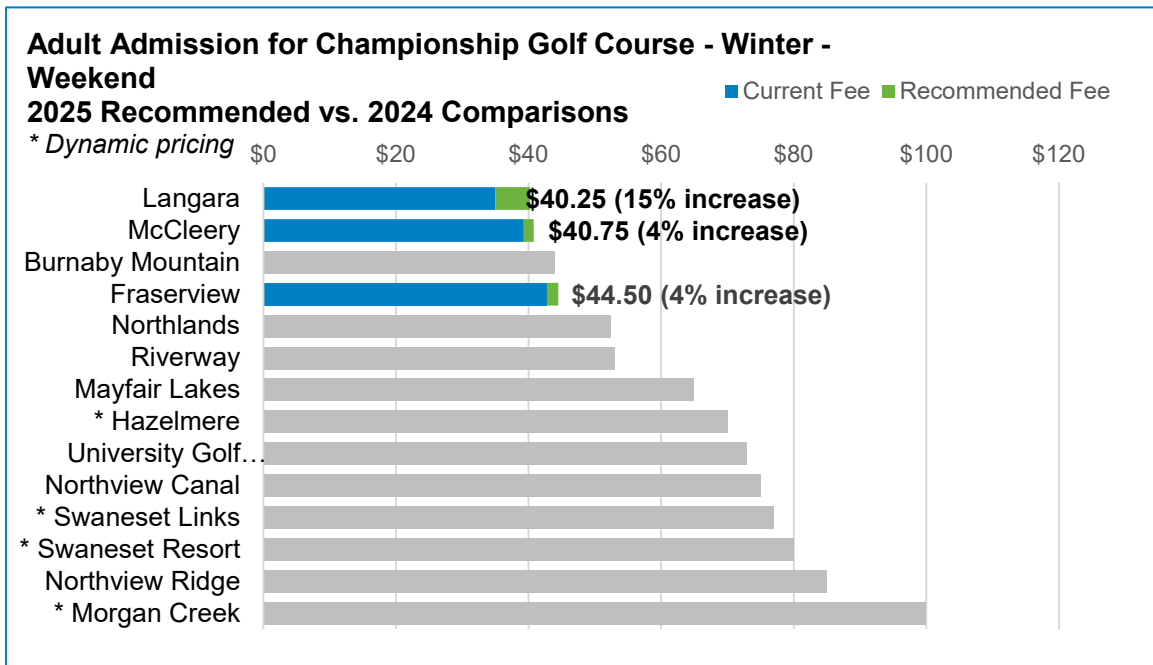


Figure 10: Adult Admission for Championship Golf Course – Winter - Weekend

In addition to the fee recommendations noted above, golf junior membership fees and clubhouse rental fees, which have been piloted in previous years, are now being included in the fees and charges report for completeness. These are noted in Table 11.

Additions to the Fee Schedule	Recommended Fee (Pre-Tax)
<b>Junior Membership</b>	\$445
<b>Junior Membership with early-bird discount (Added for completeness)</b>	\$399
Clubhouse Event & Room Rentals	
Fraserview	
Boardroom up to 4 hours	\$167
Boardroom up to 8 hours	\$334
Clubhouse up to 4 hours	\$445
Clubhouse up to 8 hours	\$890
Additional hourly fee (beyond 8 hours)	\$84
Langara	
Private Room up to 4 hours	\$445
Additional hourly fee (beyond 4 hours)	\$84
Other Fees	
Additional servers, per server, per hour (for plated events, 1 server per 25 guests) minimum 4 hours	\$39
Bartender, per hour minimum 4 hours	
Set-up/Take-down Fee per hour	\$45
<b>(Added for completeness)</b>	<b>\$67</b>

**Table 11: Additions to the Fee Schedule**

**Pitch & Putts**

Green fees are recommended to increase by only 5%, as these fees are still 10% higher than market comparisons and pitch & putt courses provide an entry to golf and a way to promote the game.

It is also recommended to continue the monthly pass fee transition approved in 2021, which increases the golf pass fee by 10% each year to gradually align the monthly golf pass discount structure to the recreation 1-Month pass discount structure. For 2025, the recommended golf pass fee is equivalent to paying for 6.9 regular visits, while the recreation 1-Month pass fee for 2025 is recommended to be set equivalent to 8.1 regular visits.

Club and Caddy rentals are recommended to increase by 7%, due to rounding a 6% increase to the nearest \$0.05, and Seasonal Locker Rentals are being discontinued in 2025, so that fee is being reduced to zero and will be removed from the fee schedule in 2026.

**Parking**

**Overview**

Pay parking is in place at a number of parks and community centres around the City. The net revenues generated through pay parking are used to support other non-revenue generating programs and services in Parks and Recreation. The recommended 2025 operating budget has been set to generate gross revenues of \$9.0 million from pay parking fees and charges.

**Pricing Considerations**

Effective parking pricing encourages parking turnover to ensure that there are enough parking spaces for users of parks and recreation facilities, provides an incentive for vehicle users to switch to more environmentally-friendly modes of transportation, and generates revenue to support other Park Board services. Parking fees are determined based on a scan of competitors' lots and street parking fees in the surrounding area and set to reflect demand and market alignment. When setting fees, consideration is also given to affordability for users of parks and recreation facilities and the interests of nearby residents and businesses.

While Parking fees do fall within the Service Category 1 (Paid Services generating a net Revenue/Surplus), no additional AIF is being recommended to be added to parking fees for 2025. Depending on the success of the pilot, adding an AIF may be considered in 2026 or later.

**Notable 2025 Fee Changes**

For 2025, changes to existing fees are recommended and summarized in Table 12 below, as there it would be difficult to provide comprehensive comparisons for the almost 70 fees fully detailed in Appendix A. The parking fees are shown inclusive of relevant taxes.

Recommended Changes to Existing Parking Fees	Recommended Fee Changes (with tax)
<p>Hourly</p> <p>No increase for <b>ten</b> fees (<b>Coal Harbour, Creekside, Empire Fields, Hastings CC (weekday and weekend), Queen Elizabeth Park (summer and winter), Roundhouse, and Spanish Banks (summer and winter)</b>)</p> <p>Highest increases are at <b>Aquatic Centre, Beach Avenue &amp; Sunset Beach Loops, and Hastings/Renfrew</b></p>	<p>\$0.00 to \$0.75</p> <p>Average 5% Range 0% to 33%</p>
<p>Daily</p> <p>No increase for <b>four</b> fees (<b>Coal Harbour, Hastings CC, Queen Elizabeth Park (spring/summer), Roundhouse (Sat, Sun &amp; holidays)</b>)</p> <p>Highest increases are at <b>Kitsilano Park (spring/summer), Stanley Park (fall/winter) and Vanier Park (Daily vehicle &amp; trailer)</b></p>	<p>\$0.00 to \$2.00</p> <p>Average 6% Range 0% to 20%</p>
<p>Event, Evening, Monthly, Annual and Season Passes</p> <p>No increase for <b>eight</b> fees (<b>Aquatic Centre (events), Coal Harbour CC (evening &amp; monthly), Devonian (evening, monthly &amp; events), Hastings CC (events), Roundhouse (monthly)</b>)</p> <p>Removal of one fee (Hastings/Renfrew Other Events)</p>	<p>-\$15.00 - \$40.00</p> <p>Average 5% Range: -100% to 9%</p>

Recommended Changes to Existing Parking Fees	Recommended Fee Changes (with tax)
Bus Parking  <b>8% increase for all fees</b>	\$1.75 - \$270.00  Average 8% Range: 8% to 8%

**Table 12:** Recommended Fee Increases for Existing Parking Fees

New parking fees are recommended for a temporary lot at 88 Switchmen for space that is designated for an eventual park and are shown in Table 13 below.

Recommended New Parking Fees	Recommended Fee (with tax)
88 Switchmen (Lot 195) Hourly Daily Evening	  \$6.50 \$18.50 \$9.00

**Table 13:** Recommended New Parking Fees

**Special Events, Film & Other Park Use Permits**

**Overview**

Vancouver public parks are sought after sites for many special events and film activities. Fees are set to recover the costs of coordinating these activities, to ensure that the natural landscape and public access are protected, and to generate revenues to support other Parks and Recreation programs and services. The recommended 2025 operating budget has been set to generate gross revenues of \$2.1 million from permitted park use fees and charges.

**Pricing Considerations**

Fees for permitted park use are set to recover operating costs and to reflect demand and market conditions when appropriate. Consideration is given to customer type, activity type and size, and complexity of an event or filming production. For commercial and corporate customers or activities which have a commercial component, fees are set to reflect demand and market conditions. For charities or non-profit societies, discounts or lower fees are provided.

Permitted Park Use for Special Events & Film falls within Service Category 1 (Paid Services generating a net Revenue/Surplus) and include a one-time 3% AIF for contribution to an Amenity Improvement reserve.

For the AIF, there are two types of fees being piloted: a percentage fee increase and a per-ticket dollar amount. Only fees which have the 3% one-time increase are included in this report. Ticketed special event fees which would include a per-ticket Amenity Improvement fee will be approved by the General Manager, so that those approvals can be done close to the actual event time when appropriate comparisons to other events are available, as delegated by the Board in 2020.

**Notable 2025 Fee Changes**

Most permitted park use film and special event fees are recommended to increase by 9% (although when rounded to the nearest \$1.00 some fees show a 7% or 8% increase), with 6% of the fee increase contributing to cover budgeted 2025 cost increases and with a minimum 3% contribution to the Amenity Improvement reserve.

Staff are recommending that fees for Artists Permits not include an AIF, so those fees will only be increasing by 6%, as detailed in Appendix A.

New fees are also recommended to be added to the fees and charges schedule for completeness and are noted in Table 14 below.

Additions to the Fee Schedule & Recommended New Permitted Park Use Fees	Recommended Fee (Pre-Tax)
Adjacent Spaces Restaurant Fee Per location, per activation Per location, per activation (premium locations) Per location, per activation Surcharge for Alcohol (added for completeness)	\$400 \$650 \$60
Mobile Food Vending Fee Per location, per month (added for completeness) Per location, per month (premium locations) NEW	\$565 \$650

**Table 14:** Additions to the Fee Schedule & Recommended New Permitted Park Use Fees

**Marinas**

**Overview**

The Park Board operates two marinas: Burrard Civic Marina (Burrard Marina) and Heather Civic Marina (Heather Marina). Heather Marina is operated on behalf of the City, with net operating surpluses transferred to the Property Endowment Fund and fees for Heather Marina are recommended by City staff and are not approved by the Park Board. Net operating surpluses generated by Burrard Marina, on the other hand, are used to support programs and services in Parks and Recreation. The recommended 2025 operating budget has been set to generate gross revenues of \$2.2 million from Burrard Marina fees & charges.

**Pricing Considerations**

On March 9, 2020, the Park Board approved a [policy for setting fees at Burrard Marina](#) which states that fees are to be adjusted as required to ensure recoverability of operating costs using the annual Consumer Price Index (CPI) as a benchmark indicator. Marina management staff reported that the CPI indicator they reviewed indicated a 3% increase year over year. Since a third-party review was conducted in 2023 for setting the 2024 fees, no comprehensive review would be undertaken until 2028, which would be used to adjust the 2029 fees.

Burrard Marina fees falls within Service Category 1 (Paid Services generating a net Revenue/Surplus) and some of the Burrard Marina fees (moorage, annual vehicle parking with a moorage or land storage contract, electricity connection and usage, key fob and waitlist application fees)



have a one-time 3% increase for contribution to an Amenity Improvement reserve. Fees for Land Storage and for daily & hourly parking fees do not have the 3% AIF included in the recommended prices.

**Notable 2025 Fee Changes**

Moorage fees, electricity connection & usage fees, key fob fees and waitlist application fees are all recommended to increase by 6% (although rounding to the nearest \$1.00 causes some fees to show a 7% increase calculation), which includes a 3% one-time increase for the AIF.

Land Storage fees are not recommended to include the Amenity Improvement increase and those fees will increase only 3%, except the fee for non-motorized racks when 2 vessels are stored in one rack; the premium for 2 vessels has been reduced from 50% in 2024 to 33% for 2025, resulting in an 8% reduction in those fees for 2025.

Vehicle parking fees are also not recommended to include the Amenity Improvement increase and have been recommended to increase at levels that are consistent with inflation and comparable market rates of third-party neighbouring sites, resulting in fee increase ranging from \$0.25 to \$10.00 (or 7%-16%).

In addition to the fee increases noted above, existing fees that were previously not included in the fees and charges schedule are also recommended to be added for completeness and a new fee is recommended for Marina clients and guests, which would allow marina clients or guests to park within a secure area when traveling or visiting the marina. These new fee addition details are noted in Table 15 below.

Additions to the Fee Schedule and New Fees for Burrard Marina Fees	Recommended Fee (with Tax)
Parking (Lot 72) Hourly <b>Daily</b> <b>(Added for completeness)</b>	\$4.00 \$16.00
Vehicle Parking inside Land Storage Area <b>per day, per vehicle</b> <b>Guest/Client</b> <b>NEW</b>	\$20.00

**Table 15:** Additions to the Fee Schedule for Burrard Marina Fees

**Attractions**

**Overview**

The Park Board operates four attractions: VanDusen Botanical Garden (VanDusen), Bloedel Conservatory (Bloedel), the Celebration Pavilion in Queen Elizabeth Park (Celebration Pavilion), and Stanley Park Train (Train). Any net operating surplus from these attractions is used to support other programs and services in Parks and Recreation.

Since 2020 seasonal special event fees at these attractions are no longer approved through the annual Fees & Charges process but are determined closer to the events each year, based on market and competitive conditions and on the costs related to the scope of the various events and these fees are approved by the General Manager, per the applicable policy.

In the recommended 2025 operating budget, attractions are budgeted to generate gross revenues of \$9.1 million from fees and charges, through the combination of fees approved by the Board and seasonal special event fees approved by the General Manager.

**Pricing Considerations**

Admission prices are set based on market pricing, value of the visitor experience and demand. Facility rentals at VanDusen, Bloedel and the Celebration Pavilion are priced to align with the market. Charities and non-profit groups are offered discounts on facility rental prices.

Attractions fall within Service Category 1 (Paid Services generating a net Revenue/Surplus) and some of these fees have a one-time 3% increase for contribution to an Amenity Improvement reserve included in the fees being recommended.

**Notable 2025 Fee Changes**

Exceptions to the 6% baseline fee increase recommendation are detailed below, as are other recommended changes to discounts and fee structures.

**Garden & Conservatory Admission & Memberships**

Regular Bloedel and VanDusen admission fees will include a one-time 3% increase for ongoing contributions to the Amenity Improvement reserve and are recommended to increase by 9% (although some fees show a 8% or 10% change when the 9% increase is rounded as needed for administrative simplicity). As can be seen in the Adult Spring/Summer Admission comparison graph below, Bloedel and VanDusen fees remain in the middle range of comparable facilities.

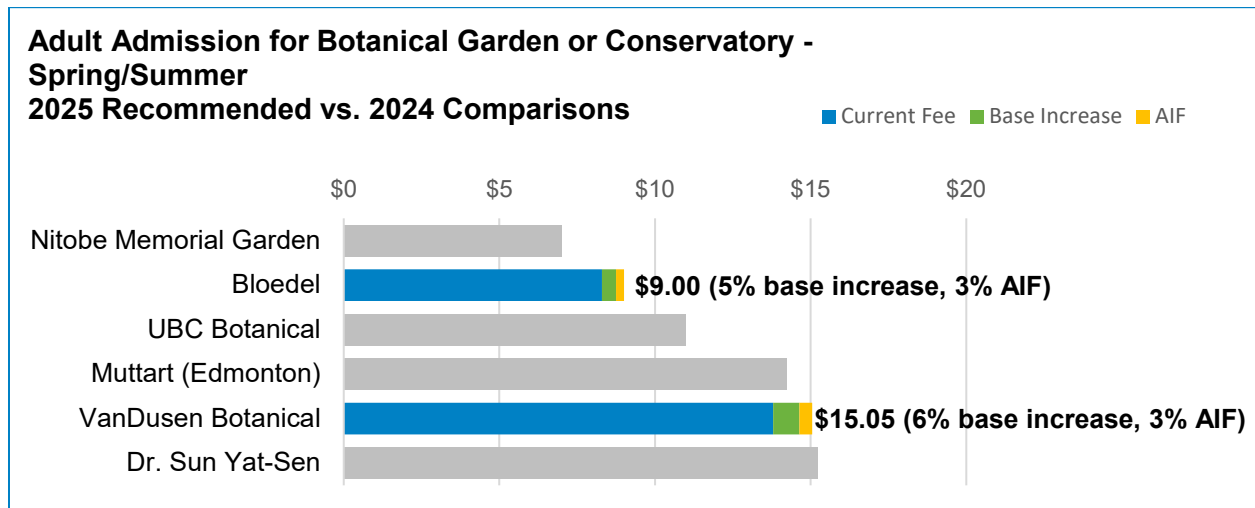


Figure 16: Adult Admission for Botanical Garden or Conservatory – Spring/Summer

VanDusen Photography Admission Fees are recommended to increase by 3% only (for AIF), as these fees are at or above market for compared to other attractions and parks.

In addition to the admission fee recommendations noted above, Garden Annual Membership fees are also recommended to be added to the fees and charges for 2025, in keeping with the changes to fees and revenue sharing outlined in the recently signed Joint Operating Agreement (JOA) with the Vancouver Botanical Garden Association (VBGA). Beginning in 2025, revenue from new garden memberships will be collected by the Park Board and shared with the VBGA based on formula included in the JOA. Recommended 2025 membership fees were aligned with other admission and pass fees, and collaboratively agreed upon with the VBGA executive director in September. As part of the synchronization of fees, some new membership categories are being introduced and two-year garden memberships are being discontinued. The recommended Membership fees are noted in Table 17 below.

Recommended New Attraction Membership Fees	Recommended Fee (Pre-Tax) or Discount
Garden Annual Membership	
Adult	\$53
Senior	\$42
Youth	\$37
Premium (1 person + 1 guest)	\$150
Dual Adult	\$95
Dual Senior	\$76
1 Adult/Senior + 1 Child (5-12)	\$71
1 Adult/Senior + 2 Children (5-12)	\$95
Dual Adult/Senior and unlimited children (5-12)	\$119

**Table 17: Recommended New Attraction Membership Fees**

**Garden, Conservatory & Celebration Pavilion Rentals**

For rentals at these three attractions, most fees are not recommended to increase for 2025 and no rental fees will have an AIF. Upon review, rental fees for these three facilities are high compared to other rental spaces with similar offerings. Keeping some fees at current levels is hoped to retain or improve the current level of bookings while for other fees restructuring is detailed below.

For VanDusen rentals, including the facility rental garden admission fee, fees were comprehensively reviewed in 2024 and no changes are recommended for 2025.

For Bloedel rentals, last-minute reservation surcharges, facility rentals and commercial photography rentals are recommended to increase by 6% (which may show as 5% or 7% when the increase is rounded as needed for administrative simplicity), while rental staff charges, commercial photography buyouts, and all commercial filming rentals are not recommended to increase for 2025.

The Bloedel rental reservation fee is recommended to increase to \$350, to align with many other rental venues who charge a reservation fee of up to 50% of the total rental fee. This reservation fee is non-refundable and reflects the need to cover staff time and foregone revenues when bookings are cancelled. When the event proceeds, the reservation fee is applied towards the total permit fees & so does not impact the fees for bookings that are not cancelled.

For Celebration Pavilion rentals, the Rehearsal fee (if scheduled outside operating hours) is recommended to increase by 6%. All other fees are being held at 2024 levels or restructured to address the low demand for weekday daytime bookings: fees for Friday to Sunday and Stat Holidays are recommended to remain at 2024 levels, while existing fees for Monday to Thursday are being eliminated and a single new 2025 fee recommended for Monday to Thursday (\$500 per hour with a minimum two-hour booking). Rental bookings have been decreasing and fees are at or above market based on comparable venues so proposing a simplified, less expensive fee structure is expected to increase bookings.

### Stanley Park Miniature Train

As noted in the 2024 Fees and Charges report, costs for the Stanley Park Train have escalated due to continuing repairs to its aging equipment and the train is currently not generating sufficient revenues to offset its operating costs. As approved in 2024, discounts for seniors & youth (30%) and children (50%) were continued for 2024 but are recommended to be eliminated in 2025 as the train operation transitions to the new number of carriages and begins charging a single per seat fee.

The remaining single admission fee is based on a 9% increase to the 2024 adult admission fee, (6% to contribute to budgeted cost increases and a one-time 3% AIF). As noted in the comparison graph below, Vancouver continues to have the highest fee but remains popular despite the high fee, with recent special event trains selling out within a day of going on sale.

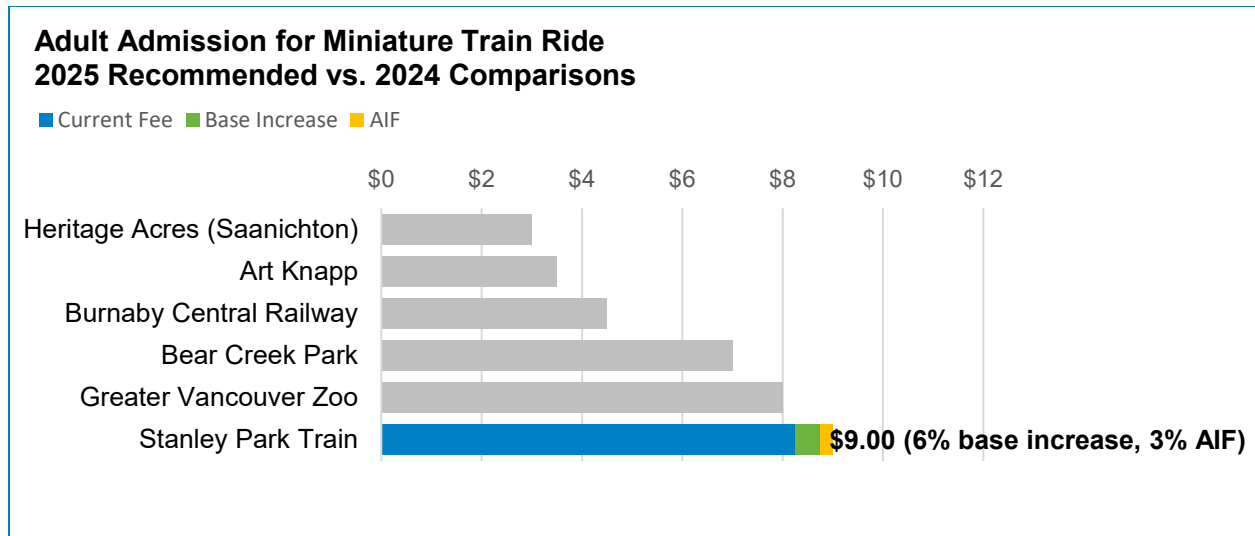


Figure 18: Admission for Miniature Train Ride

In addition to the Admission fee recommendations noted above, the 10-Ride Card fee and the Birthday Party Package fee are also recommended to increase by 9%.

## **FINANCIAL IMPLICATIONS**

The recommended fee changes are expected to generate roughly \$4.4 million of base incremental revenues in 2025 and these revenues have been included in the recommended 2025 operating budget.

For fees which have an AIF component contained within the recommended fees, the incremental gross revenue from these fees is anticipated to be \$0.6 million in 2025. The AIF has no net budget impact as the gross revenues earned would be transferred and held in an Amenity Improvement reserve.

## **CONCLUSION**

The recommended changes for the 2025 Fees and Charges (detailed in Appendix A) are consistent with Park Board policy and consider market, customer, resident, and business impacts, while keeping affordability at the forefront of recommended fees. The additional revenue generated by the fee increases recommended in this report are expected to offset the increased costs of providing parks and recreation services for 2025 with the new AIF providing an additional funding source for much needed amenity improvements within the Park Board system.

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