

AGENDA

COUNCIL WORKSHOP

**Monday, February 6, 2017
7:30 p.m.**

**Committee Room, Municipal Hall
355 West Queens Road,
North Vancouver, BC**

Council Members:

Mayor Richard Walton
Councillor Roger Bassam
Councillor Mathew Bond
Councillor Jim Hanson
Councillor Robin Hicks
Councillor Doug MacKay-Dunn
Councillor Lisa Muri



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COUNCIL WORKSHOP

7:30 p.m.
Monday, February 6, 2017
Committee Room, Municipal Hall,
355 West Queens Road, North Vancouver

AGENDA

1. ADOPTION OF THE AGENDA

1.1. February 6, 2017 Council Workshop Agenda

Recommendation:

THAT the agenda for the February 6, 2017 Council Workshop be adopted as circulated, including the addition of any items listed in the agenda addendum.

2. ADOPTION OF MINUTES

2.1. January 16, 2017 Council Workshop

p. 7-10

Recommendation:

THAT the minutes of the January 16, 2017 Council Workshop meeting are adopted.

2.2. January 17, 2017 Council Workshop

p. 11-14

Recommendation:

THAT the minutes of the January 17, 2017 Council Workshop meeting are adopted.

3. REPORTS FROM COUNCIL OR STAFF

3.1. Long Term DNV Sports Field Program and Funding Strategy

p. 17-26

File No.

Recommendation:

THAT the January 27, 2017 report of the Manager – Parks entitled Long Term DNV Sports Field Program and Funding Strategy be received for information.

4. PUBLIC INPUT

(maximum of ten minutes total)

5. ADJOURNMENT

Recommendation:

THAT the February 6, 2017 Council Workshop be adjourned.

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MINUTES

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DISTRICT OF NORTH VANCOUVER COUNCIL WORKSHOP

Minutes of the Council Workshop held at 5:00 p.m. on Monday, January 16, 2017 in the Committee Room of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Mayor R. Walton
Councillor R. Bassam
Councillor M. Bond
Councillor J. Hanson
Councillor R. Hicks
Councillor L. Muri

Absent: Councillor D. MacKay-Dunn

Staff: Mr. D. Stuart, Chief Administrative Officer
Ms. C. Grant, General Manager – Corporate Services
Mr. G. Joyce, General Manager – Engineering, Parks & Facilities
Mr. D. Milburn, General Manager – Planning, Properties & Permits
Mr. A. Wardell, Acting General Manager – Finance & Technology
Mr. R. Danyluk, Manager – Financial Planning
Mr. J. Gordon, Manager – Administrative Services
Ms. C. Archer, Confidential Council Clerk

1. ADOPTION OF THE AGENDA

1.1. January 16, 2017 Council Workshop Agenda

MOVED by Councillor MURI
SECONDED by Councillor BOND

THAT the agenda for the January 16, 2017 Council Workshop is adopted as circulated.

CARRIED

2. ADOPTION OF MINUTES

2.1. November 15, 2016 Council Workshop

MOVED by Councillor BOND
SECONDED by Councillor MURI

THAT the minutes of the November 15, 2016 Council Workshop are adopted.

CARRIED

2.2. November 29, 2016 Council Workshop

MOVED by Councillor BOND

SECONDED by Councillor MURI

THAT the minutes of the November 29, 2016 Council Workshop are adopted.

CARRIED

2.3. December 5, 2016 Council Workshop

MOVED by Councillor BOND

SECONDED by Councillor MURI

THAT the minutes of the December 5, 2016 Council Workshop are adopted.

CARRIED

Prior to proceeding with the scheduled agenda item, Mr. Gavin Joyce, General Manager – Engineering, Parks and Facilities, provided an update on:

- A major rain event in the forecast and preparation for possible related flooding issues;
- Traffic for Mount Seymour; and,
- The Lynn Headwaters intake road closure, future parking capacity and demand.

3. REPORTS FROM COUNCIL OR STAFF

3.1. 2017-2021 Financial Plan Deliberations

File No. 05.1780/Financial Plan Process/2017

Mr. David Stuart, Chief Financial Officer, reviewed the Financial Plan process to date, noting that public input had been received at the January 9, 2017 Regular Meeting of Council and that earlier questions brought forward by Council have been addressed. Mr. Stuart further advised that the purpose of the Council Workshop was to discuss the 2017 - 2021 Financial Plan and address any additional questions.

Mr. Andy Wardell, Acting General Manager – Finance and Technology, provided a brief review of the 2017-2021 Financial Plan, including rates, revenue sources and projected future impacts. He noted the tax levy is three percent, with two percent for inflation and one percent for asset renewal. Mr. Wardell reviewed cost pressures outside of Town Centres and referred to the long-term funding plan, noting that \$100 million will be needed and \$50 million in revenue has been identified, primarily from development. Affordable housing is not included in this amount.

In response to a question from Council regarding the cost and future impact of the sewage treatment plant, Mr. Wardell advised that District rates have been increased in advance in order to mitigate the impact of future rate increases. Metro Vancouver has not provided a recent update on the full cost of the project.

Council discussion ensued and the following comments and concerns were noted:

- The deferral of tax levies being approved at the staff level;
- Identifying funding sources for unfunded projects including affordable housing;

- Upcoming discussions with the Provincial Government regarding possible reallocation of Development Cost Charges (DCC's) to transit;
- Depreciation and future operating and replacement costs of amenities;
- Funding for capital and operating costs of active transportation projects such as trails and bicycle lanes;
- Funding for pedestrian connections;
- Concern regarding funding for needs outside of town centres.
- The allocation of funds for increasing parking for recreational areas such as Fromme Mountain;
- Staffing levels to deal with the volume of applications and address concerns regarding processing times;
- Resources for the pressing needs of Parks, including higher rates of parks usage and interactions with a growing homeless population;
- Use of the Business Improvement Fund for projects in neighbourhoods across the District;
- Prioritizing funding for approved projects; and,
- Council expressed general approval for an increase to the Community Building Grant.

Staff advised that a report on sidewalk connections would be prepared for Council and that the budget can be amended by Council to address needs as priorities are identified.

Staff reviewed the procedure for forecasting Community Amenity Contribution (CAC) revenue, noting that amenities and demand are linked: if a particular development is not approved, the associated amenities are not required. Staff also reported that District CAC's and DCC's are comparable with those in other municipalities and DCC rates are based on cost recovery. It was noted that density bonusing for affordable housing could be used where appropriate to reduce foregone CAC revenue. Council requested staff provide additional information on CAC calculations.

Council and staff discussed the suitability of listing items in the budget that have not come before Council for approval, such as the Lynn Creek Community Centre. Staff advised that the amounts are included as potential costs and may be subject to approval of other processes.

MOVED by Councillor BASSAM

SECONDED by Councillor BOND

THAT staff be directed to prepare the 2017-2021 Financial Plan Bylaw.

CARRIED

4. PUBLIC INPUT

Nil

5. ADJOURNMENT

MOVED by Councillor BASSAM
SECONDED by Councillor MURI

THAT the January 16, 2017 Council Workshop is adjourned.

CARRIED
(6:48 p.m.)

Mayor

Municipal Clerk

DISTRICT OF NORTH VANCOUVER COUNCIL WORKSHOP

Minutes of the Council Workshop held at 5:03 p.m. on Tuesday, January 17, 2017 in the Council Chambers of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Mayor R. Walton
Councillor R. Bassam
Councillor M. Bond
Councillor J. Hanson
Councillor R. Hicks
Councillor L. Muri

Absent: Councillor D. MacKay-Dunn

Staff: Mr. D. Stuart, Chief Administrative Officer
Ms. C. Grant, General Manager – Corporate Services
Mr. G. Joyce, General Manager – Engineering, Parks & Facilities
Mr. D. Milburn, General Manager – Planning, Properties & Permits
Mr. J. Gordon, Manager – Administrative Services
Ms. C. Archer, Confidential Council Clerk
Ms. A. Clarke, Planning Assistant
Ms. S. Lunn, Policy Planner

1. ADOPTION OF THE AGENDA

1.1. January 17, 2017 Council Workshop Agenda

MOVED by Councillor MURI

SECONDED by Councillor HANSON

THAT the agenda for the January 17, 2017 Council Workshop is adopted as circulated.

CARRIED

2. ADOPTION OF MINUTES

Nil

3. REPORTS FROM COUNCIL OR STAFF

3.1. Delbrook Lands – Analysis of Participants' Recommendations

File No. 13.6680.20/005.000

Mr. Dan Milburn, General Manager – Planning, Properties and Permits, stated that the purpose of the workshop is to present the analysis of public recommendations and next steps as directed by Council at the September 19, 2016 Regular Meeting, at which the SFU Centre for Dialogue had presented the findings from the Delbrook public engagement process. Mr. Milburn noted that the recommendations have been assessed based on their alignment with District policies and financial feasibility.

Ms. Suzy Lunn, Planner, reviewed the public engagement process to date, including initial opportunities to provide ideas starting in January 2016, and subsequent workshop, reports and deliberative dialogue.

Ms. Lunn reported that there is community support for using the Delbrook lands for park land, adult and child daycare and non-market housing, noting that the different uses could be phased. All the proposed uses are in alignment with the Official Community Plan (OCP), and non-market housing is in alignment with the OCP and the Rental and Affordable Housing Strategy (RAHS).

Ms. Lunn reviewed the preliminary capital and operating cost estimates for each use, as well as potential funding sources. It was noted that non-market housing would require partnership funding.

The current building footprints on the site were reviewed, followed by two sample site plans to show possible relationships between uses and site coverage:

1. Non-market housing along West Queens Road where the south parking lot is currently located, with stand-alone community services on the north side of the site; and,
2. Non-market housing and community services in a single building along West Queens Road with park land on approximately 75 percent of the site.

It was noted that the existing childcare facility and tennis courts would be retained and the Mission Creek riparian area enhanced in both plans.

Next steps in the process are discussions with potential partners, the development of a draft concept plan, refinement of cost estimates and identification of funding sources, with the next report to Council in the Fall of 2017.

Council discussion ensued and the following comments were noted:

- The need for open space and non-market housing;
- Concern regarding municipal involvement in funding for housing and Federal and Provincial downloading of responsibility;
- Suitability of the site for non-market housing and the appropriate number of units;
- Walkability of the site to schools, shopping centres and bus routes;
- Availability of land in other areas;
- The need for community services, including child care and adult daycare facilities;
- Concern regarding the cost estimates and financial impacts;
- Amount of other parkland and number of other tennis courts in the area;
- Determine other uses before calculating the amount and design of parkland;
- Recommended checking back with the community before proceeding;
- District-funded uses will be funded by the whole municipality;
- The need to determine funding sources, including partnerships for some uses and future operating and replacement costs;
- A small amount of market housing would subsidize other services and amenities;
- Clarification that the debt on the new Delbrook Recreation Centre is being paid by property taxes, not equity transfer; and,
- Requested other options be presented and that the Finance Department provide a presentation on financial impacts of site use options.

Mayor WALTON left the meeting at 6:24pm and Councillor MURI assumed the Chair.

MOVED by Councillor HANSON
SECONDED by Councillor BOND

THAT staff are directed to:

- a. develop a concept plan for the Delbrook Lands that incorporates parks and open space, non-market housing, and community services;
- b. develop refined cost estimates; and,
- c. develop a funding strategy in consideration of partnership funding opportunities and the District's long term funding strategy;

AND THAT staff are directed to commence discussions with potential non-profit housing providers and senior government agencies in regards to development of non-market housing on a portion of the Delbrook Lands;

AND THAT staff are directed to commence discussion with potential community service providers and senior government agencies in regards to development of community services on a portion of the Delbrook Lands.

CARRIED

Absent for Vote: Mayor WALTON

3.2. 2017-2021 Financial Plan Deliberations Continued (if necessary)

File No. 05.1780/Financial Plan Process/2017

This item was withdrawn from the agenda.

4. PUBLIC INPUT

4.1. Mr. Peter Duyker, 700 Block Edgemont Blvd:

- Recommended using the land for affordable housing and child and seniors care; and,
- Commented on existing parkland and recreational facilities such as tennis courts.

4.2. Ms. Diana Belhouse, 500 Block Granada Crescent:

- Requested Council designate the lands natural parkland;
- Commented on the facilities at Delbrook Park; and,
- Expressed objection to building affordable housing on the lands.

4.3. Mr. Corrie Kost, 2800 Block Colwood Drive:

- Objected to the sale of District land; and,
- Commented on the financial impact of the proposed plans.

4.4. Mr. Keith Reynolds, 600 Block West Windsor Road:

- Remarked on the need for neighbourhood parks;
- Commented on future density and housing costs; and,
- Objected to the sale of District land.

4.5. Mr. Mehdi Russel, 900 Block Forest Hills Drive:

- Expressed support for building affordable housing;
- Commented on housing affordability; and,
- Suggested consideration of other housing models.

4.6. Mr. James Gill, 500 Block West Kings Road:

- Commented on the community consultation process; and,
- Commented on financial impacts and funding sources.

4.7. Mr. Roger Goodwin, 4300 Block Quinton Place:

- Commented on the positive effect of interaction between young children and seniors in care.

4.8. Ms. Krista Tullock, 100 Block West Kings Road:

- Commented on the community consultation process and public engagement on other District matters.

5. ADJOURNMENT

MOVED by Councillor HANSON

SECONDED by Councillor BOND

THAT the January 17, 2017 Council Workshop is adjourned.

CARRIED

Absent for Vote: Mayor WALTON
(6:53 p.m.)

Mayor

Municipal Clerk

REPORTS

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AGENDA INFORMATION	
<input type="checkbox"/> Regular Meeting	Date: _____
<input type="checkbox"/> Other:	Date: _____

Dept. Manager	GM/ Director	CAO
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The District of North Vancouver

REPORT TO COUNCIL

January 27, 2017

AUTHOR: Susan Rogers, Manager - Parks

SUBJECT: Long Term DNV Sports Field Program and Funding Strategy

RECOMMENDATION:

That the attached sports field background report be forwarded for discussion purposes with Mayor and Council.

REASON FOR REPORT:

On October 25th, 2016 a Council workshop was held to discuss a 10 year DNV sports field program to support the existing and future growth anticipated in the sports community. Staff was directed to strike a working group with key sports field stakeholders, DNV staff and Councillor Bassam, with the goal to examine long term sports field funding strategies. Two working group meetings have been held to date, on December 21, 2016 and January 18, 2017.

SUMMARY:

The attached information provides an executive summary, with preliminary options for discussion. The background report includes:

- A summary of the DNV sports field needs assessment and capacity challenges.
- An outline of the 10 year framework for the sports field program including new artificial turf fields, fieldhouses and washrooms to meet current and future program demands.
- Existing funding contributions by DNV sports community and other municipal funding models.
- A 10 year capital framework, with options for diversified funding strategies based on the program's costs and benefits to the users and the community. These include cost recovery options, price differentiation, grants and partnerships, developer contributions, and tax levy's.

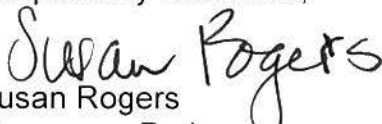
Background Sports Field Documents and Planning Studies

A DNV Sportsfield Needs Assessment was completed in 2010, which included a variety of field recommendations that have moved into implementation. In January 2017, the needs assessment report was revised and updated with 2016 field user stats, which includes an evaluation of the current status of field capacity and demand within the District, as well as the City of North Vancouver and School District #44.

In 2016, park studies were conducted to determine the feasibility of constructing new artificial turf fields at Inter River Park south, and Kirkstone Park. In addition, field partnership discussions were initiated with the School District #44, with upcoming redevelopment sites at Argyle and Handsworth Schools. Fieldhouses and washrooms were also identified in the long term plan as key ancillary facilities to support the field and broader park users.

The Parks Department, with the support of a \$500,000 Canada Infrastructure Grant, is able to move forward with the conversion of the existing gravel field at Kirkstone Park to an artificial turf surface in 2017.

Respectfully submitted,


Susan Rogers
Manager – Parks

REVIEWED WITH:		
<input type="checkbox"/> Sustainable Community Dev. _____	<input type="checkbox"/> Clerk's Office _____	External Agencies:
<input type="checkbox"/> Development Services _____	<input type="checkbox"/> Communications _____	<input type="checkbox"/> Library Board _____
<input type="checkbox"/> Utilities _____	<input type="checkbox"/> Finance _____	<input type="checkbox"/> NS Health _____
<input type="checkbox"/> Engineering Operations _____	<input type="checkbox"/> Fire Services _____	<input type="checkbox"/> RCMP _____
<input type="checkbox"/> Parks _____	<input type="checkbox"/> ITS _____	<input type="checkbox"/> NVRC _____
<input type="checkbox"/> Environment _____	<input type="checkbox"/> Solicitor _____	<input type="checkbox"/> Museum & Arch. _____
<input type="checkbox"/> Facilities _____	<input type="checkbox"/> GIS _____	<input type="checkbox"/> Other: _____
<input type="checkbox"/> Human Resources _____	<input type="checkbox"/> Real Estate _____	

DNV Artificial Turf Field Expansion Program - Background Report – Jan 2017

DRAFT for Discussion Purposes Only

Purpose of Report

- To propose a 10 year capital plan for the sport field program including new artificial turf fields, fieldhouses and washrooms to meet current and future program demands
- To develop a diversified funding strategy based on the program's costs and benefits to the users and the community
- To create a plan and framework that is flexible to respond to emerging opportunities and changing demand and conditions

Executive Summary

A 10 year capital plan including up to 8 new artificial turf fields and 6 washrooms / fieldhouses is under review to meet current and future program demands. The total capital cost to expand the program is estimated at \$19.4 - \$27.6 million. A refresh of the "Sportsfield Needs Assessment" will confirm the investment required (demand / capacity analysis to be completed) and further explore a diversified funding strategy that balances the public and private benefits of the plan. Ability to pay and prioritization with other District plans in the Long Term Funding Strategy will determine the pace and scale of this plan.

Program Summary

A 10 year plan will help simplify decision making by focusing on total program costs, benefits and options and will help to provide greater certainty to the community and users groups with respect to program development and planning. Preliminary capital costs to add up to 24,900 field hours (+60%) and x square feet of facility space are \$19.4 - \$27.6 million. Annual costs to operate, maintain and replace the assets are projected at \$1.8 - \$2.5 million¹ excluding debt service costs.

TABLE A - Incremental Costs (excluding debt)

6 - 8 Turf Fields		Capital Cost (m\$)		LCC (m\$)		+ Capacity (hrs)		Schedule
		High	Low	High	Low	High	Low	
PH1	1. Kirkstone Park 1 field (47m x 105m)	\$1.2	\$1.2	\$0.12	\$0.1	3,000	3,000	2017 (funded)
	2. South Inter River 1-2 fields (64x110m)	9.7	6.2	1.0	0.6	6,900	2,900	2017 - 20
	3. Argyle School 1 field and track (55m x 100m)	3.5	3.0	0.4	0.3	3,000	3,000	2020 - 21
PH2	4. Convert 1 gravel field (Delbrook, Kilmer, or Myrtle)	1.5	1.5	0.2	0.2	3,000	3,000	2018 - 2022
	5. Additional 2 gravel fields	3.0	1.5	0.3	0.2	6,000	6,000	2023 +
	6. Handsworth School 1 field and track	3.5	3.0	0.4	0.3	3,000	3,000	2023 +
		\$22.4	\$16.4	\$2.3	\$1.7	24,900	20,900	

4 - 6 Washrooms & Field Houses		Prelim Costs (m\$)		LCC (m\$)		Space		Schedule
		High	Low	High	Low	High	Low	
PH1	1. Inter River Park Field House #1	\$1.4	\$0.9	\$0.1	\$0.0			2018
	2. Inter River Park Field House #2	1.4	\$0.9	\$0.1	\$0.0			2020
PH2	3. Argyle School Washroom	1.4	\$0.9	\$0.1	\$0.0			2020 - 2021
	4. Other washrooms (Blueridge, Seylwyn, Sowden)	1.0	0.3	\$0.1	\$0.0			2018 - 2020
		\$5.2	\$3.0	\$0.3	\$0.2			

Grand total	\$27.6	\$19.4	\$2.5	\$1.8
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¹ Lifecycle costs for ATF's are based on 10.1% of replacement value (RV) and fieldhouses based on 5.43% RV

It should be noted that field construction costs associated with south Inter River Park are high due to the complexity of the landfill site history which requires specialized engineering pre-loading practices to reduce field settlement potential in the future.

Capital funding options include grants, sponsorships, developer and user contributions, reserves and debt proceeds. Ongoing funding will largely rely on user fees and taxation revenue with the split based on the overall target cost recovery rate for the program.

Existing Policies:

The Parks and Open Space Strategic Plan (POSSP, 2012) and Sportsfield Needs Assessment (2010) identified a vision and set of strategic directions for the long term provision of sports field infrastructure to address field and user demand, population growth, sport standards and trends, and financial sustainability.

POSSP

Section 5.2.4 Sports Fields – Develop strategies to address the demand for high quality, well maintained sportsfields and amenities which maximize recreational play opportunities for the community.

Sportsfield Needs Assessment

This report was completed in 2010 and included recommendations to address the need for a multi-day tournament centre, a short fall of fields for different sports users, the lack of fields for informal community sport use, and the desire to extend the season for soccer and other sports. The report recognized the value of optimizing and planning multi use AT field sites to maximize use and effectiveness, and to provide opportunities for a year round play schedule that would not be hampered by weather, or limited weekly hours due to maintenance and recovery requirements associated with grass fields.

The report is scheduled for a refresh in 2017. The original 2010 report included the following recommendations:

- Address the current and future shortfall of sports fields and establish additional capacity in the region by installing a **minimum of two additional artificial turf fields in North Vancouver** (*since 2010, two new public tournament size ATF's have been brought on line – Windsor ATF in the District of North Vancouver and Fen Burdett ATF in the City of North Vancouver. A third ATF field and bubble was constructed at Windsor School, which is managed in partnership with School District #44 by the North Shore Girls Soccer group*).
- Support the evolution of Inter River Park into a multi-day tournament facility, and **add a new fieldhouse** to include washroom and change rooms, and lighting (*this study was completed in 2016*)
- Review feasibility for **collaborative and joint funding strategies between DNV, NVSD44 and CNV** for fields (*reviewing Argyle School*)
- Investigate the potential to **develop second tier casual use field areas that are more flexible in size and use** (*Kirkstone ATF field*)

Since the 2010 Sportsfield Needs Assessment Report was undertaken, the District has observed increases in some sport participation which includes soccer, field hockey and boys football, as well as continued demand for fields at peak times. In addition, there is more demand for tournament, game and practice fields. Many of the District all weather gravel fields have been under scheduled due to the user preference for grass and ATF surfaces. **The Sportsfield Needs Assessment will be updated in 2017 to determine the need for additional AT fields.**

In addition, the Parks Department undertook feasibility studies in 2015 for the Inter River Park South ATF Fields and Kirkstone Park ATF Feasibility Study. Both these reports were presented to the Sports Advisory and Council with support to advance the projects. The District has also embarked upon preliminary discussions with NVSD44 for potential partnerships with Argyle School for an AT field.

The potential to convert other DNV lit gravel fields to an AT surface is also being considered.

Decision Making

The following principles and criteria will be applied to evaluate site suitability for Artificial Turf development. Each of the park and school sites identified in the report has been reviewed through the criteria below:

- ✓ Design of field is flexible for multi-use capacity to serve the needs of the broad field community (soccer, football, field hockey etc.)
- ✓ Site has sufficient space to accommodate 1 and possibly up to 2 ATF fields to provide opportunities for larger events and tournament championships
- ✓ ATF Field can extend seasonal recreational use to year round use
- ✓ Site has accessory facilities that include adequate vehicle parking, washroom and field lighting
- ✓ Site can accommodate a high level of games and practices through all seasons and climate
- ✓ Fair and equitable geographic distribution of ATF sites across the District for accessibility, close to main arterials and bus routes.
- ✓ Site can accommodate field lighting to extend hours of use into the evening (neighbourhood compatibility)
- ✓ Environmental Sustainability
- ✓ Field Site is planned for renovation and restoration to be upgraded to an AT surface - for example, underutilized all-weather gravel fields
- ✓ Partnership Potential with High Schools to accommodate both student and community use
- ✓ Site permits more efficient use of allocated land – land allotted for one AT field is equal in use to land required for 4-6 grass fields
- ✓ Reduced wear and tear on existing grass fields – the AT fields can be used during inclement weather reducing damage to grass field
- ✓ Revenue re-investment opportunities for replacement of turf over life cycle must be considered

Current Capacity Challenges

The 2010 Sportsfield Needs Assessment recommended DNV construct two additional AT fields. Windsor Field was constructed, and Kirkstone is coming on line in 2017. That said, demand continues to increase due to the following factors:

1. Schools - NVSD44 and private schools requests are increasing. They lack the facilities, can't accommodate field uses due to condition or field size, and no longer wish to play on gravel fields.
2. Program expansion – requests to extend seasons (baseball and soccer), increase in-season hours to grow their sport (NV Football Club), and introduce or expand hours for coaching and development to support elite programs
3. Grass field constraints - practice on grass fields is not permitted due to impact on field conditions and some grass fields may be returned to community park use (e.g. Seylynn).
4. Field conditions or type – some fields are under-scheduled due to conditions or low demand (i.e. gravel)

Capacity by field type

The rule of thumb is one ATF field is considered the equivalent of 4 grass fields based on annual bookable hours. If 4 ATF fields were added into the DNV inventory over 10 years, it would be the equivalent to 16 grass fields in terms of playable hours. Based upon annual hours scheduled for William Griffin Park, there are up to 4,000 plus hours a year booked by field schedulers. The proposed ATF fields would be multi use, with Inter River Park fields sized to accommodate tournaments, and Kirkstone ATF to provide minimum FIFA sized fields that will address a variety of practise and games.

- **DNV Tournament Sized ATF Fields** – Windsor School (1 existing), William Griffin (1 existing) , Inter River Park South (proposed 2 new fields)
- **DNV Minimum FIFA sized ATF Fields** – Kirkstone ATF(1 new field), Argyle School (1 new field), Handsworth School (1 new field) – the District is also reviewing the potential to convert existing gravel all weather fields to ATF for practice. The existing gravel fields are not fully scheduled due to field user preference for ATF surfaces to play upon for safety and comfort

Outside of the District of North Vancouver, the City of North Vancouver has 1 tournament sized ATF field at Fen Burdett coming on line in 2017, in addition to ATF fields at Sutherland School and Confederation. West Vancouver has Rutledge and Ambleside ATF fields, and a new ATF field and track is being planned at West Vancouver Secondary School as a joint WVSD45 / West Vancouver project.

Sample fields, bookable hours, and rate revenue

The District's ATF fields at William Griffin and Windsor are booked for up to 8,100 hours per year and generate revenue at an average rate of \$16 per hour (\$130,000 / 8,100). By comparison, grass field #7 at Inter River field (not lit) and Kilmer Park are booked for up to 2,500 hours per year and generate \$0.42 per hour (\$1,050 / 2,500)

Field Sport Participation (further details coming from Brian Hall as part of Sports Field Needs Assessment update)

The funding strategy at the end of this draft report will consider applying user fees based on a set of principles. Current and projected field usage will provide the information required to model potential funding from user fees. For artificial turf fields, the breakdown of springtime use between Youth and Adult currently averages as follows:

- On weekends May – June - 68% youth and 32% adult use
- On weekdays, May – June - 53 % youth and adults 47%

Value of Sports Tournaments and Tourism

Over the years, the District has held tournament championships at Inter River Park (BC Soccer, 55 + Games), Parkgate Park (Twins hardball) and McCartney Park (softball), to name a few. However within the sports community, there is a wish to establish a tournament centre with two ATF fields and fieldhouse to expand future possibilities at south Inter River Park. There are a variety of championship and tournament opportunities that the artificial turf fields, in combination with grass fields, can accommodate, which provides spin off community economic opportunities. In addition, tournaments are arranged by local sport organizations and are generally held at the same time every year and can become a familiar part of the community's annual calendar. Games are multi-sport events, staging a number of sport disciplines at the same time. Although sport tourism is often associated with competitive activity, training camps, skills

clinics, training programs for coaches and official, and conferences related to sports are also opportunities.

Operational Business Model for Artificial Turf Fields

Lit artificial turf fields provide a high level of revenue opportunity because they can be booked year round, and not closed due to inclement weather; bookable hours can extend to 10 p.m. year round, no rest and recovery times are required to ensure field maintenance, and there are opportunities to increase access during shoulder seasons. Grass fields require higher levels of annual maintenance and renovation to maintain the high level of playing field. Depending upon use, the maintenance may include capital upgrades related to sod, drainage and irrigation. The DNV fields proposed for renovation to artificial turf fields are currently underutilized, and by developing artificial turf fields at Inter River south and Kirkstone Park, grass maintenance would not be required, which results in an operational cost saving over a ten year period. The annual cost to maintain a grass field is \$30,000 a year, and an ATF annual maintenance cost is \$30,000 (which includes \$15,000 for field lighting). The number of playable hours on ATF fields is 4,000 hours a year, versus 1,000 hours on a grass field.

Grass field provides an annual playable hours of 1,000 hrs/year, while ATF fields provide up to 4,000 plus hrs/year of playable hours.

Existing Funding Contributions by DNV Sports Council:

There are currently 4 mechanisms whereby sportsfield users, under the umbrella of the North Vancouver Community Sports and Recreational Council (Sports Council), contribute annual funding to assist in field capital and maintenance costs:

- **Memorandum of Understanding: Sportsfield Maintenance and Enhancement** – under this agreement, Sports Council pays an annual fee to DNV in the amount of \$172,500 including GST for the use of the DNV public sports fields during the year. This funding provides a direct contribution to the annual maintenance of fields. The payment of a single annual fee eliminates the need for either the NVRC or the DNV to use additional staff resources to track bookings, cancellations and other details required to finalize per hour booking charges.
- **Letter of Understanding: Sportsfield Enhancement Grant** between DNV, NV Community Sports & Rec Council and the NVRC. The Sports Council provides an annual grant in the amount of \$50,000 to be applied to improvements to either new or existing sports fields.
- **Artificial Turf Replacement Fee**
Annual fees for ATF range from \$26/hr for youth to \$30.00/hr for adult, \$34.00 for non-profit and \$68.00 for commercial. Under the current user fee model, artificial turf field fees are set by the municipal Councils as a means to obtain some recovery costs for replacing the turf carpet every ten years. The funding to replace the William Griffin ATF carpet in 2013 was funded through this replacement fee through a ten year contribution
- **Special Project contributions by Sports Users** – the Sports Advisory, from time to time, provide capital support for specific field projects that need topping up to move into construction

Funding Strategies for Discussion

The sections below describe some of the funding strategies other Lower Mainland communities have used to fund the upgrading and expansion of their sportsfield inventory. Most municipalities apply a diversified approach to funding, applying for grants, exploring sponsorships and partnerships, and leveraging developer contributions.

1. Increase program cost recovery to 25%

Raise user fees based on a target cost recovery of 25% of life cycle costs (LCC) and any new debt servicing. Work with user groups to phase in (e.g. up to \$1.2m in user fees, or +\$826k for the 4 fields in phase 1)

2. Introduce new price differentiation

Higher rate for elite use, extended seasons, adults and others (consider x% discount on full rate)

3. Sport group exclusive use

An exclusive use agreement for a portion of field house is an option.

Some municipalities have "home field agreements" to share capital costs. Saanich allocates their fields to specific home user groups who invest substantial resources into the development and maintenance of fields, including artificial turf fields. In Prince George, user groups receive low rental costs and exclusive use of specific diamonds and fields for renewable 5 year terms. The NS Girls Soccer developed an agreement with NVSD44 at Windsor School for exclusive rights for the ATF and Bubble. In West Vancouver, the Capilano Rugby group have exclusive rights at Klahanie Park.

This exclusive use model may work in some municipalities, however historically in the District of North Vancouver, due to a high demand for fields from a broad variety of sports groups, the field allocation policy has been formulated upon a philosophy of multi-use and shared community use for fields.

4. Grants, Sponsorships and Partnerships

Municipalities commonly apply for government grants and develop partnerships with schools and user groups to help offset the costs of new ATF fields.

Municipality	ATF Field	Cost m\$	Year	Contributions m\$	
District North Vancouver	Kirkstone	\$1.20	2016	\$0.5	Federal
City North Vancouver	Burdett	\$3.25	2015	\$0.2	Sports groups
				\$0.5	Federal
New Westminster	Queens Park	\$2.08	2012	\$0.9	Provincial
				\$0.2	Soccer club
Township of Langley	Willoughby Park	\$3.0	2011	\$0.6	Football
				\$0.6	Girls soccer
				\$1.0	Federal
District North Vancouver	Windsor School	\$3.0	2011	\$1.0	Industry (Canexus)
				\$2.0	Federal
District of West Vancouver	Rutledge Field	\$4.0	2011	\$ 1.0	Field Hockey/soccer
				\$3.0	Federal/Province

Coquitlam's 2002-2011 Sports Field Strategy recommended sport users contribute an average of \$250,000 per year for a total of \$2.5 million over 10 years. The goal to attract corporate sponsors to fund public sports fields is challenging as most corporate sponsors typically support recreation

venues that provide a wider range of marketing benefits. That said, Canexus did provide \$1 million towards the Windsor School ATF constructed in 2011.

5. Developer Contributions (DCC's and CAC's)

Although Park Development Cost Charges (DCC's) are generally limited to parkland acquisitions and improvements, the current DCC bylaw does include Inter River Field House and Sport Fields with 18.4% of costs funded by Park DCC's. The bylaw lists Sport Field (drainage, fencing and landscaping) costs at \$1.5 million and the Inter River Field House costs at \$500k.

Community amenity contributions (CAC's) do not generally get applied to sportsfield capital costs due to other community priorities such as parks and plazas, care facilities, community centres, transportation and mobility, affordable housing, and other infrastructure. If fields are deemed to be a community amenity they could be partially funded by this source.

6. Increase tax levy

\$860k per year for each 1% added. This increase will service approximately \$13.2m in debt (2.79%, 20-year term). Average residential home pays ~\$21 for each 1% increase.

7. Combination

Funding is likely to end up being a combination of external contributions, reserves and debt. As an example, where an ATF is replacing an existing grass field, the % shares for construction and user fees for sports groups may end up looking like Table B below if the District and partners are successful in receiving a 25% grant. Annual fees for the users at 25% of costs are ~\$120k.

TABLE B - Sample Project - Grass Field Replaced by ATF

(millions \$)	Cost	Grant (25%)	Reserves (25%)	Debt (50%)	Tax Levy (75%)	User Fees (25%)
Capital	\$ 3.00	\$ 0.75	\$ 0.75	\$ 1.50	\$ -	\$ -
Annual (LCC & debt)	\$ 0.40	\$ -	\$ -	\$ -	\$ 0.30	\$ 0.10

8. Consider reducing lifecycle costs (LCC)

It may be feasible to reduce the replacement component of LCC. Further analysis is required.

User Fee Model

A user fee model based on the principles below offers a transparent funding framework that's easy to administer:

1. Services are planned and accounted for on a full lifecycle cost basis
2. Private benefits of a service are paid for through user fees
3. User fees can be used for allocating resources and managing demand
4. Access to municipal services can be supported through financial assistance where appropriate
5. Regular review of fees to ensure on-going equity and cost recovery is achieved

Phase 1 of the ATF expansion in Table A requires a \$14.4 million capital investment. Annual costs excluding debt are \$1.4 million or \$1.9 million including debt servicing on 50% of the capital investment (\$7.2 million).

An illustrative example of a user fee model is presented in TABLE C for discussion purposes (numbers not confirmed).

In this example the \$1.9 million in annual funding required for phase 1 is apportioned 25% to user fees (+\$736k including a \$256k adjustment and \$480k for the new fields) and 75% to the tax levy (+1.4% or \$30 per average home).

User fees are typically set based on hourly rental charges and consider private benefits, demand management (e.g. current utilization, peak and non-peak times, innovative use of existing capacity like cross-field use for younger teams), full service costs, and subsidies where appropriate (e.g. child and youth rates are typically subsidized).

TABLE C - DRAFT User Fee Model

	(A)	(B)	(C)	(D) / (B+C)	(E)
(thousands \$)	Today's Base	Adjust to 25%	Incr. Costs at 25% ³	Net Change	Future Base
User Fees ¹	\$ 395	\$ 256	\$ 480	\$ 736	\$ 1,131
Tax Levy	\$ 2,208	\$ (256)	\$ 1,441	\$ 1,186	\$ 3,394
Annual Costs (LCC+debt) ²	\$ 2,604	\$ -	\$ 1,922	\$ 1,922	\$ 4,526
Recovery	15%	10%	25%		25%
<u>Hours</u>					
Total			12,900		
Adult x%					
Youth y%					
<u>Hourly</u>					
Cost (LCC/hours)			\$ 149		
Youth rate					
Adult rate					
<u>Notes</u>					
1) Includes Operating MOU, ATF booking fees and other fees					
2) Lifecycle costs + debt servicing on 50% of capital (excludes indirect costs)					
3) Assume 4 fields or \$14.4 million approved and LCC = 10% per year					