



Parks, Recreation & Cultural Services

PARKS AND RECREATION ADVISORY COMMISSION MEETING MINUTES

Angilo Fletcher · Jaynee Haygood, Chair · Jeremy Robbins · Mathew Kuntz · AJ Panter, VPS · Cale Piland, EPS · Syble Crow, Parks Foundation

Minutes from September 20, 2023

Item 1: Call to Order

Chair Haygood called the Parks and Recreation Advisory Commission (PRAC) meeting to order at 4:30 p.m. in Aspen Room at Vancouver City Hall and online via Microsoft Teams. Kuntz, Panter and Piland were absent.

Staff Present:

Dave Perlick, Interim Director
Katherine Stokke, Management Analyst
Stephanie Obotette, Administrative Assistant
Andy Meade, Marshall Center Director
Angela Brosius, Firstenburg Center Director
Monica Tubberville, Senior Planner
Terry Snyder, Senior Park Developer
Julie Hannon, Parks Manager
Chelsea White, Volunteer Program Assistant
Melody Burton, Senior Communications Specialist
Kirsten Hull, Senior Support Specialist
Hailey Heath, Volunteer Coordinator
Stacey Donovan, Cultural Services Manager

Item 2: Approval of Minutes

PRAC approved the July 19 meeting minutes by consensus.

Item 3: Public Comment

None presented.

Item 4: Recreation Cost of Service Study Update

Perlick and Stokke presented the Recreation Cost of Service Assessment. Perlick described the policy origins of the cost recovery model and its connection to the City's Biennial Budget. The cost recovery target of 72% in the 2021-2022 budget was not met. This prompted staff to plan a comprehensive review of the cost recovery model which balances an analysis of program context, equity and inclusion values, and financial analysis.

Stokke stated that cost recovery is a vital component of resource allocation decisions as it seeks to ensure responsible stewardship of public resources and optimize community impact. Facility and staffing capacity impacts cost recovery as well. Stokke presented the GreenPlay Cost Recovery

Pyramid which forms the basis for PRCS's recovery model, and she highlighted the importance of elevating social equity in addition to finances.

Stokke presented the data used for this year's analysis, including waitlists, resident/non-resident splits, scholarships, memberships, and facility rentals. There is tremendous demand for youth orientated programming. In 2022 the number of potential participants on swimming lesson waitlists nearly eclipsed the number of enrolled participants. In addition, residents living outside of city limits constitute 44% of enrollments which impacts cost recovery decisions related to the roll of taxpayers.

Crow asked if staff compares our rates to others in the market and Stokke indicated yes, both Meade and Brosius conduct frequent research on comparable programs. Robbins asked where the non-resident participants resided. Stokke stated that a new data analysis tool is in place to answer that question, but analysis is not yet complete. Perlick added that participants generally come from areas with fewer local options for recreation like northern Clark County and Cowlitz County rather than Portland.

Perlick identified further challenges including staffing availability and cost, limits on part time staffing arrangements, and the immense demand for recreational programming. Some entry level jobs like lifeguarding come with a significant training requirement and reduced flexibility that makes those jobs less desirable in a competitive employment market. Haygood suggested recruiting for lifeguards through high school swim teams.

Haygood asked how staff decides if a registration fee is 'affordable'. Stokke explained that the cost recovery model helps staff determine if their goal is to recover the entire cost of a program or to subsidize that cost based on its balance of personal benefit to community impact. The scholarship program is another way to increase access by reducing financial barriers to enrollment.

Perlick identified the next steps for the Cost of Service Study including refinement of part-time staff deployment, updating the cost recovery policy target, seeking funding to support staffing changes, and to implement fee updates including refinement of the resident/non-resident fee structure. Perlick encouraged the commission to help guide these policy decisions in future meetings.

Item 5: Park Plan Amendments

Tubberville presented proposed PRCS Comprehensive Plan amendments associated with the 2023 Annual Review. If approved by PRAC, these amendments will be adopted into the Vancouver Comprehensive Plan by reference during its annual review process managed by the Planning Commission and approved by City Council. Proposed changes were described in detail in the memo titled 2023 Amendments to the Parks, Recreation and Cultural Services Comprehensive Plan, dated September 1, 2023.

- Amendments to the 2023-2032 Capital Facilities Plan Summary include routine amendments to remove completed projects, reflect known current project schedules and costs, the addition of new acquisition and development opportunities, and modifications as needed regarding funding sources.
- The amendment to the Community Park Service Area consists of a reduction of this service area definition from 3-miles to 1.5-miles based on demographic and development pattern changes. This modification significantly improves the responsiveness of park planning to the evolving community need.

The Planning Commission hearing for these amendments is scheduled for October 10 and the City Council hearing is scheduled for November 27th.

Motion by Robbins and approved unanimously to recommend that City Council approve the proposed text and map amendments to update the Community Park Service Area and Capital Facilities Plan in the PRCS Comprehensive Plan, and the relevant components adopted by reference into the Vancouver Comprehensive Plan.

Item 6: Director's Report

Perlick shared a short video documenting the grand opening of the Chelsea Anderson Memorial Play Station at Marshall Park and announced the grand opening of Fourth Plain Commons.

Item 7: Chair Report

Haygood announced a blood drive at City Hall scheduled for the following day.

Item 8: Evergreen School District Report

None presented.

Item 9: Vancouver Public School Report

None presented.

Item 10: Parks Foundation Report

Crow announced that Alex S. Earl was selected as the new executive director of the Parks Foundation of Clark County. Crow's final meeting will be December 2023 but she noted she is looking forward to other volunteer opportunities with Vancouver PRCS.

Item 11: Open Discussion

Robbins commended staff on their efforts to advertise the Chelsea Anderson playground grand opening.

ADJOURNED

This meeting adjourned at 5:42 p.m.



To request other formats, please contact:

City Manager's Office
(360) 487-8600 | WA Relay: 711
Stephanie.obotette@cityofvancouver.



Vancouver Parks, Recreation & Cultural Services • P.O. Box 1995 • Vancouver, WA 98668-1995
www.vanparksrecculture.org

M E M O R A N D U M

DATE: November 14, 2023

TO: Parks and Recreation Advisory Commission

FROM: David Perlick, Parks, Recreation & Cultural Services Interim Director

RE: **Response to Recreation Program Staffing Challenges**

Overview of the Situation

Parks, Recreation & Cultural Services (PRCS) has been working through staffing challenges that have impacted our ability to maintain important community services. Following national trends, the City of Vancouver is seeing fewer job applicants for entry level recreation program roles, particularly lifeguards. Additionally, PRCS has been working with Human Resources throughout 2023, to better define the limits of part-time work and ensure compliance with employment laws. These two factors combined have resulted in reduced staffing in a number of recreation program areas.

The loss of staff is most apparent in the City's aquatics programs, due to the large number of staff required to operate the pools and the year-round nature of these programs.

Community Impacts

In October, pools at Firstenburg and Marshall Community Centers announced reduced schedules, which are anticipated to continue at least through end of 2023. The Firstenburg Pool is now open 33.25 hours and Marshall Pool is now open 26.5 hours per week. To give you a sense of what those numbers mean from a public access standpoint, pool hours have been reduced by about half compared to what we were able to offer in January 2023. To maintain equity in services to the greatest extent possible, schedule adjustments have been made in a way that preserves a variety of services, considering both types of programs as well as days, times and locations.

What We Are Doing

A work team has been formed with staff from City Manager's Office, Parks, Recreation & Cultural Services, Human Resources and Law to look at these issues and develop recommendations for a more sustainable staffing approach in Recreation. We are looking at short-term and long-term strategies to support services and minimize community impacts – some high level details are shared below.

Short Term

We are looking at every option to maintain as much service as possible. Some of the actions we are taking to respond to the lifeguard shortage include:

- Adjusting all community center memberships to provide full access to both pool locations at no additional cost to members.
- Full time aquatics staff are adjusting their work schedules to cover lifeguard shifts and prioritize keeping pools open as much as possible.
- Hiring two vacant full time aquatics positions to further support pool needs.
- Implementation of a wage increase for part-time lifeguard staff to help retain existing staff expertise.
- Recruiting new part-time lifeguard staff by attending job fairs and other events.
- Increasing the frequency of lifeguard classes to streamline the training, certification and onboarding process.

Longer Term

We recognize that the City will need to pursue more substantial and longer term strategies in order to restore the full set of aquatics services and maintain other Recreation programs. Therefore, the project team is actively reviewing staffing models from other cities and park districts in our region and considering changes to our staffing approach. This could include creation of new classifications for flexible, part-time regular employees to support Recreation services. This work takes time to fully vet and ensure it will meet our needs. Our goal is to develop recommendations by February 2024 that could be addressed through the spring supplemental budgeting process.

We are regularly communicating with the community through our email lists and the aquatics webpage at www.cityofvancouver.us/aquatics and other channels. We remain committed to a thoughtful and transparent process that includes:

- Ongoing communication to Firstenburg and Marshall members and the broader community.
- Inclusion of our labor groups in this discussion at the appropriate time.
- Thoughtful examination of increases in costs and how this may impact program fees and community affordability.

I will continue to share updated information as it becomes available. Please contact me if you have any immediate questions or comments.

Parks Update

PRAC Meeting

November 15, 2023

Community Parks

- **Oakbrook**- Stage 1 construction to start this fall
- **Bagley**- Complete master plan by February
 - Phase 1- Plans and specification work to begin in March
 - Phase 1 construction to be complete 2026
- **Shaffer**- Complete master plan by February
 - Phase 1 plans and specification to start in March



LEGEND

EXISTING ELEMENTS TO REMAIN

-  ASPHALT PATHS
-  STORMWATER CHANNEL
-  STORMWATER PIPE & INLET/OUTLET
-  PICNIC TABLE PADS
-  TENNIS COURT (RESURFACING DATE TBD)
-  PLAY AREA (CURB AND WOOD CHIPS ONLY)

PHASE 1 ELEMENTS

-  PROPOSED TREES
-  PLANTING AREA
-  PICNIC SHELTERS
-  STANDARD & ADA PICNIC TABLES
-  BENCH
-  DRINKING FOUNTAIN
-  GARBAGE CAN
-  NATIVE PLANTING AREAS
-  HABITAT BUFFER RESTORATION
-  PORTLAND LOO
-  ACCESSIBLE STREET PARKING (2 ADA SPACES)
-  PLAY AREA
-  COVERED PICNIC AREA (4 ADA PICNIC TABLES)
-  PICKLEBALL (4 COURTS)

Bagley Community Park

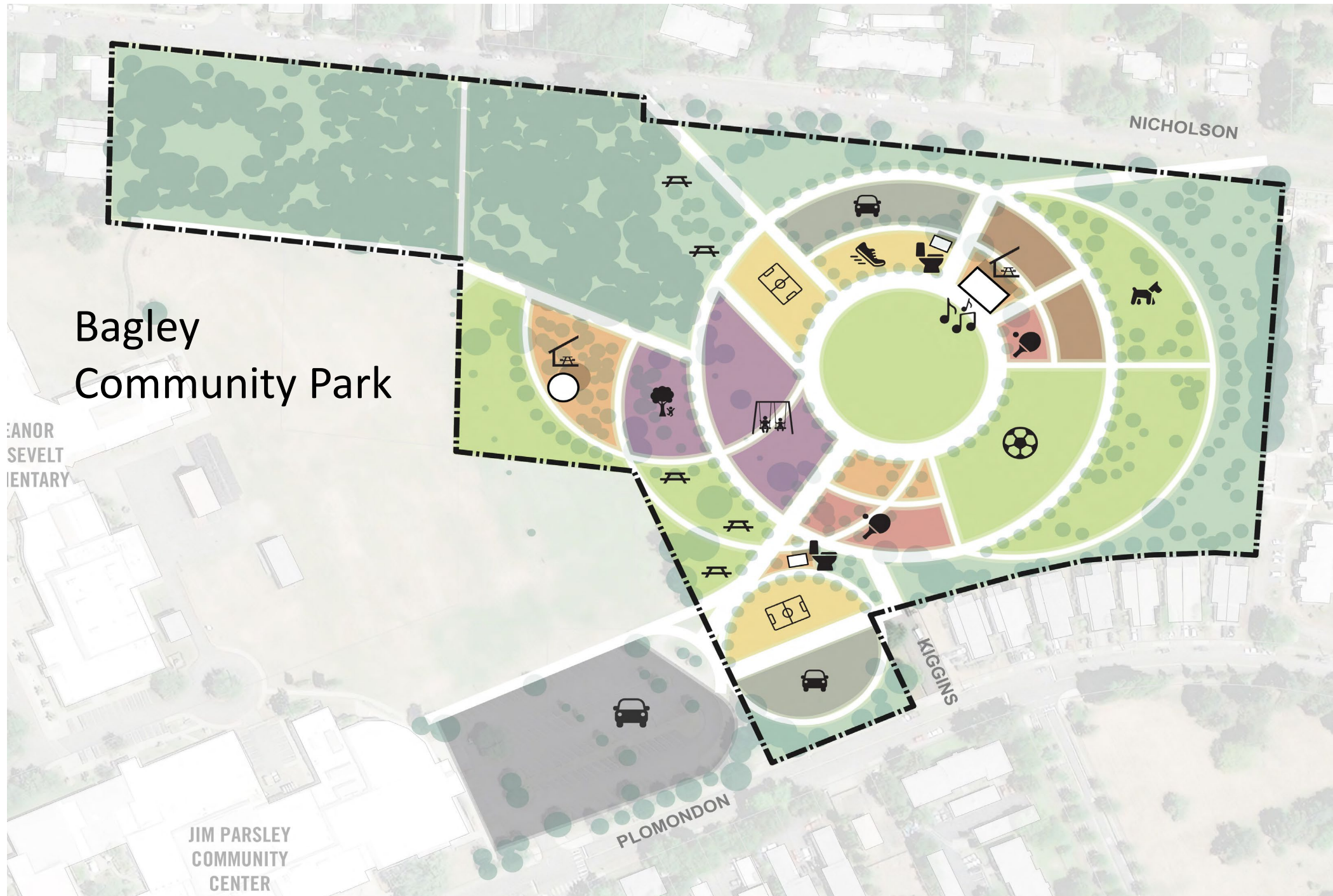
ANOR
SEVELT
MENTARY

JIM PARSLEY
COMMUNITY
CENTER

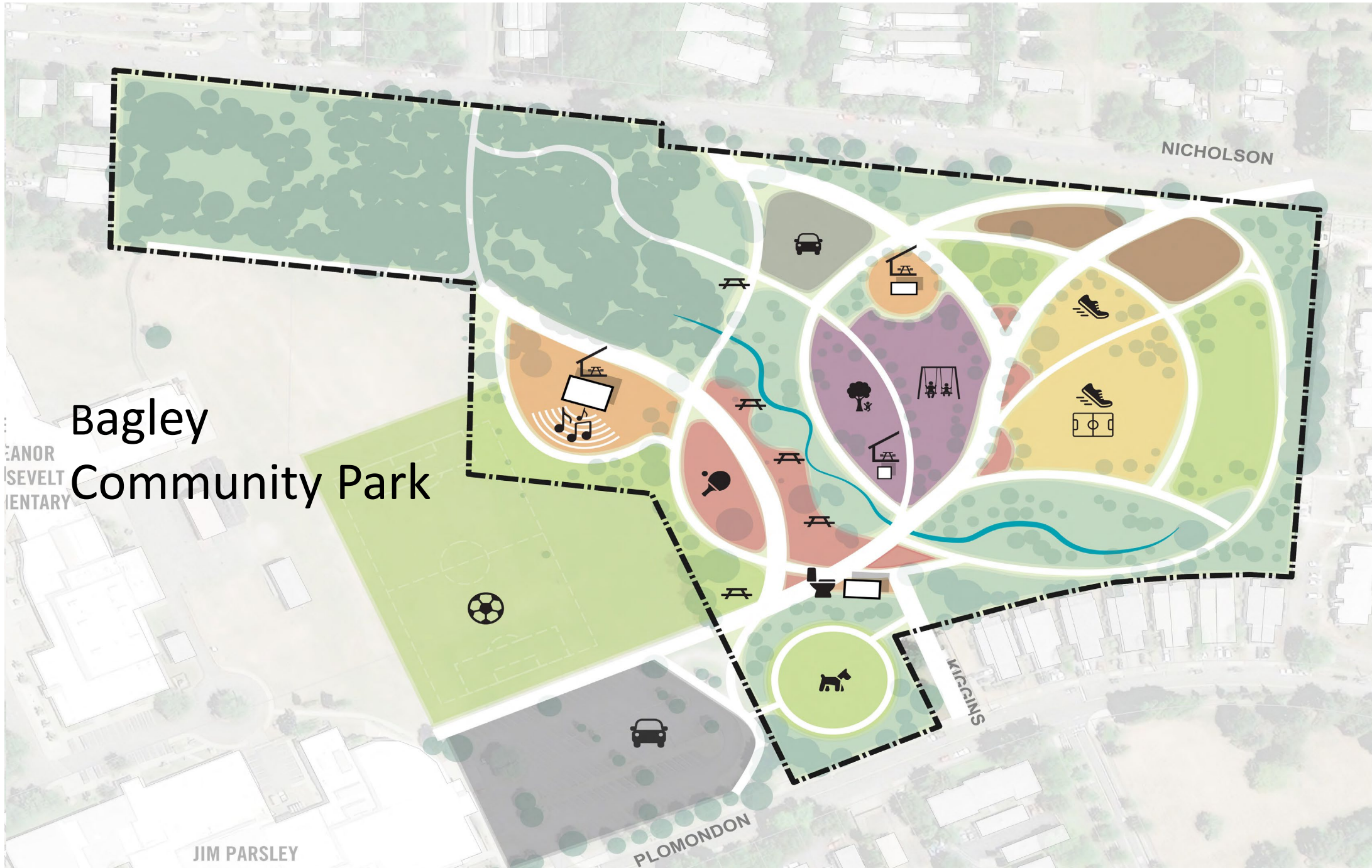
PLOMONDON

KIGGINS

NICHOLSON



Bagley Community Park





Bagley Community Park

ELEANOR SEVELT ELEMENTARY

JIM PARSELY COMMUNITY CENTER

NICHOLSON

KIGGINS

PLOMONDON



A Primary Path (with benches)



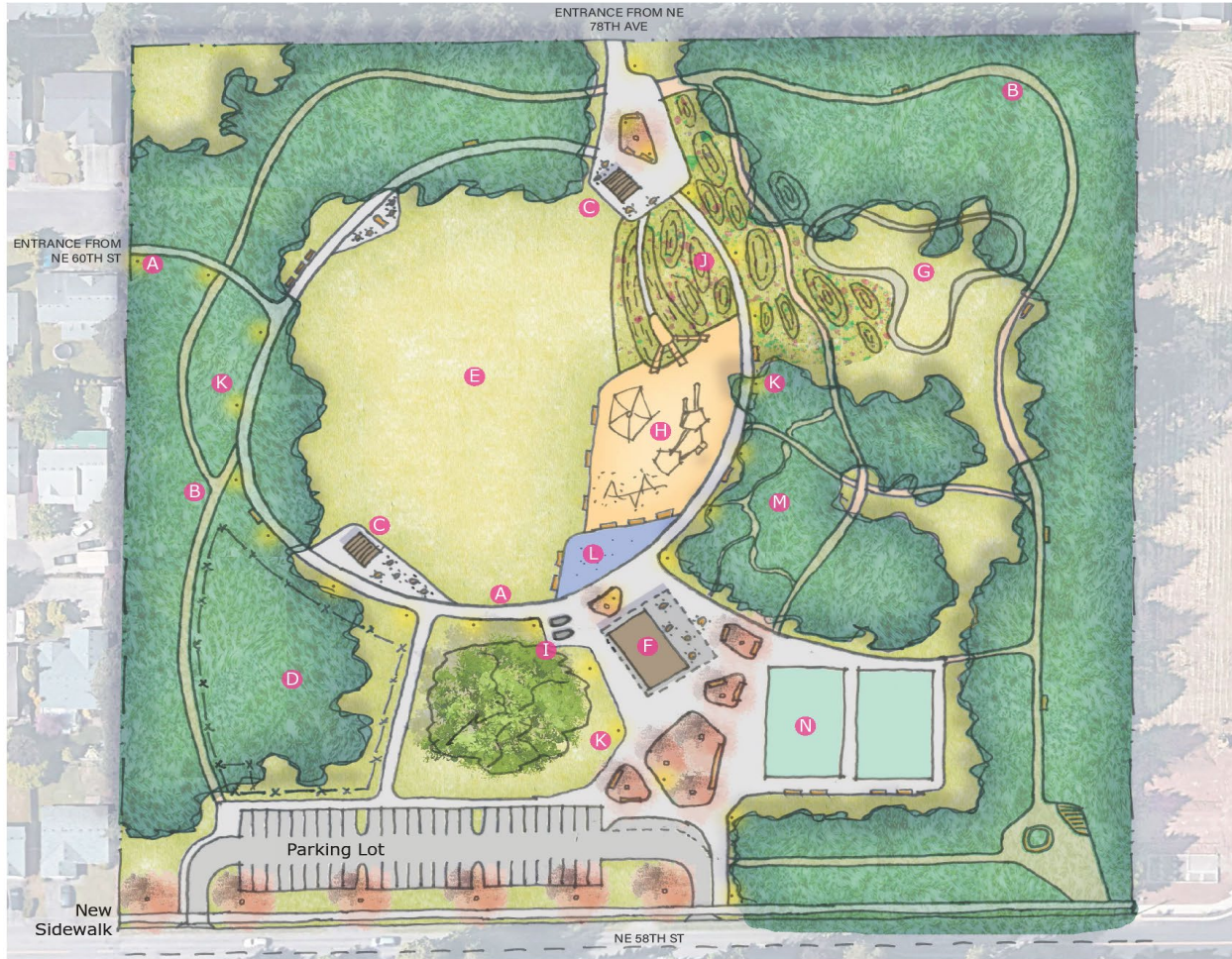
B Secondary Path (with benches)



C Picnic Shelter



D Off-Leash Dog Area



I Restrooms



J Meadow Mounds



K Path Lighting



L Spray Play



M Forest Play



N Sport Courts



E Event Lawn



F Pavilion



G Bicycle Pump Track



H Play Structures

Neighborhood Parks, in the works

Van Vleet- theme- Western wildlife (bears/beavers)

Construction to start in December

Finish park by March

Columbia Lancaster- theme- STEM

Construction to start in December

Finish by March

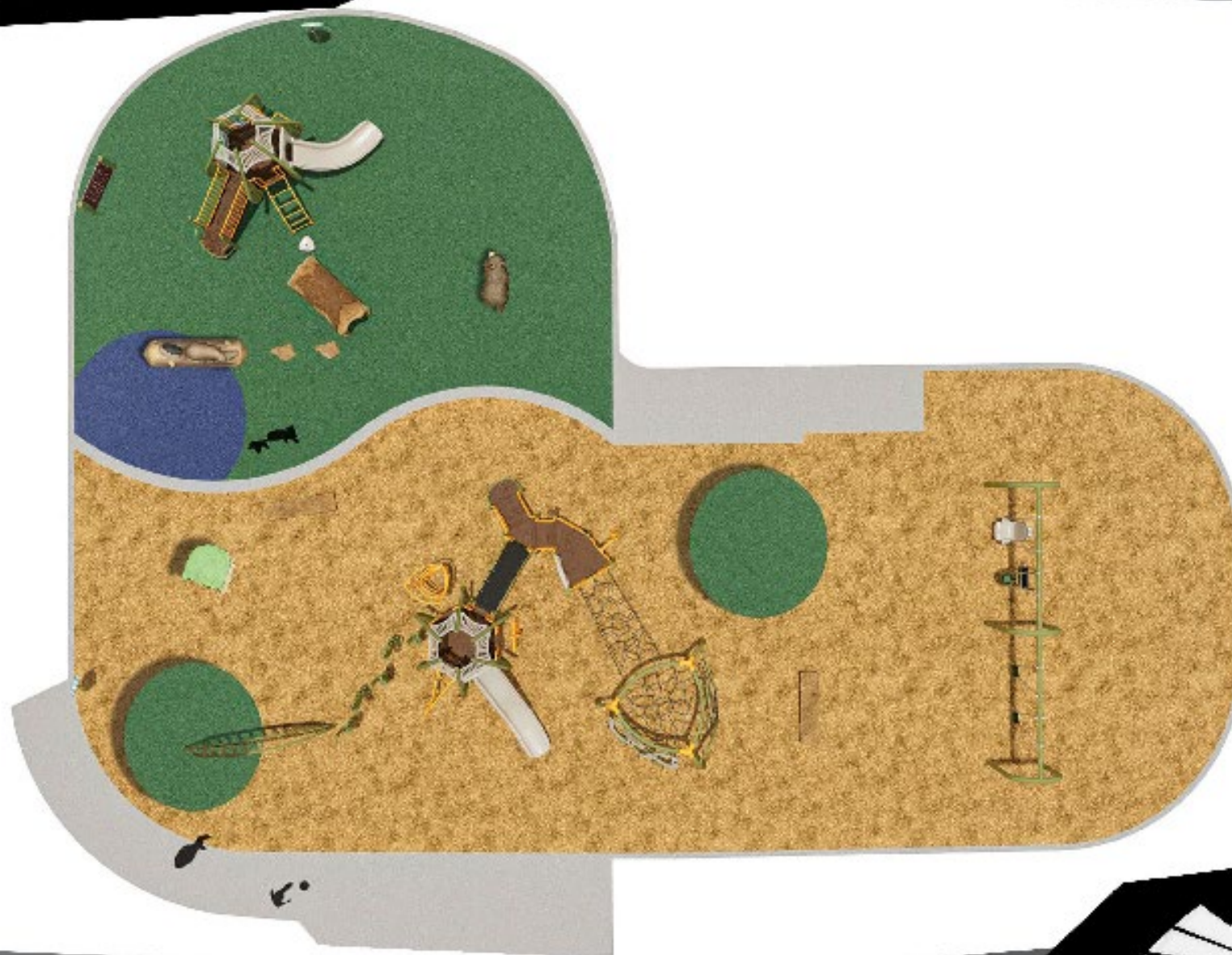
Fruit Valley- theme- Birds of the lowlands

Master plan by January

Plans and specifications in 2024

Construction/completion in 2025

Van Fleet Park, Project 109149-01-Opt 11A
Vancouver, WA



Van Fleet Park, Project 109149-01-Opt 11A
Vancouver, WA



A STRONG FOUNDATION IN PLAY FOR OVER 50 YEARS Ph (435) 245-5055 / F 435 245-5067 Lindsey@gwpark.com



Van Fleet Park, Project 109149-01-Opt 11A
Vancouver, WA



A STRONG FOUNDATION IN PLAY FOR OVER 50 YEARS Ph (435) 245-5055 / F 435 245-5067 Lindsey@gwpark.com



COLOR KEY

- NAVY
- AQUA
- YELLOW
- GRAY
- GRAY/BLACK





An aerial photograph of a city park area. The park is filled with lush green trees and grass. Surrounding the park are various urban buildings, including multi-story apartment complexes and commercial structures. The scene is captured from a high angle, showing the layout of the park and its integration into the city's fabric.

Development Driven Park Projects: Vancouver Innovation Center and Waterfront Gateway



David Perlick, Interim Director of Parks, Recreation & Cultural Services

Vancouver Innovation Center (VIC) - Agenda

- Site History
- Proposed master plan development
- Park acquisition and development
- Next Steps

VIC – Site Overview

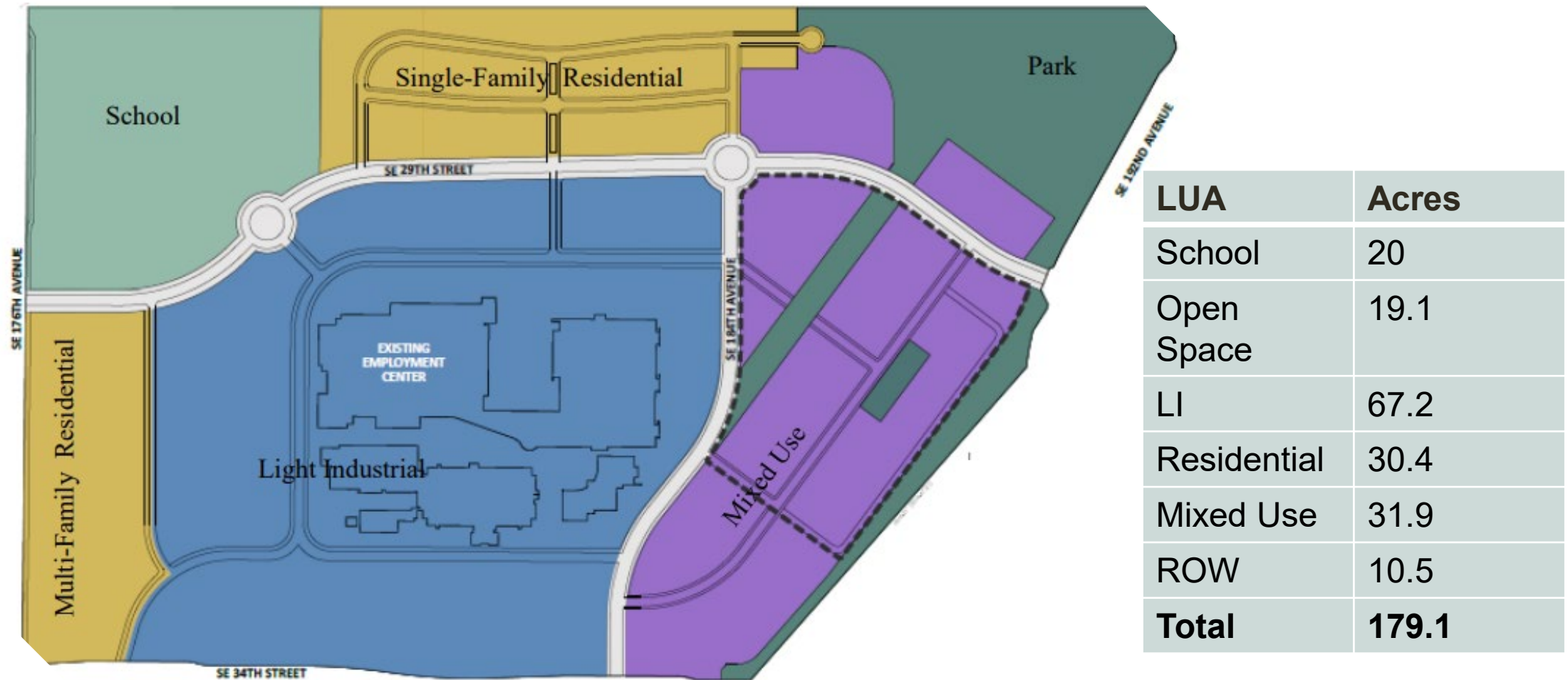


Development Driven Park Projects - 2

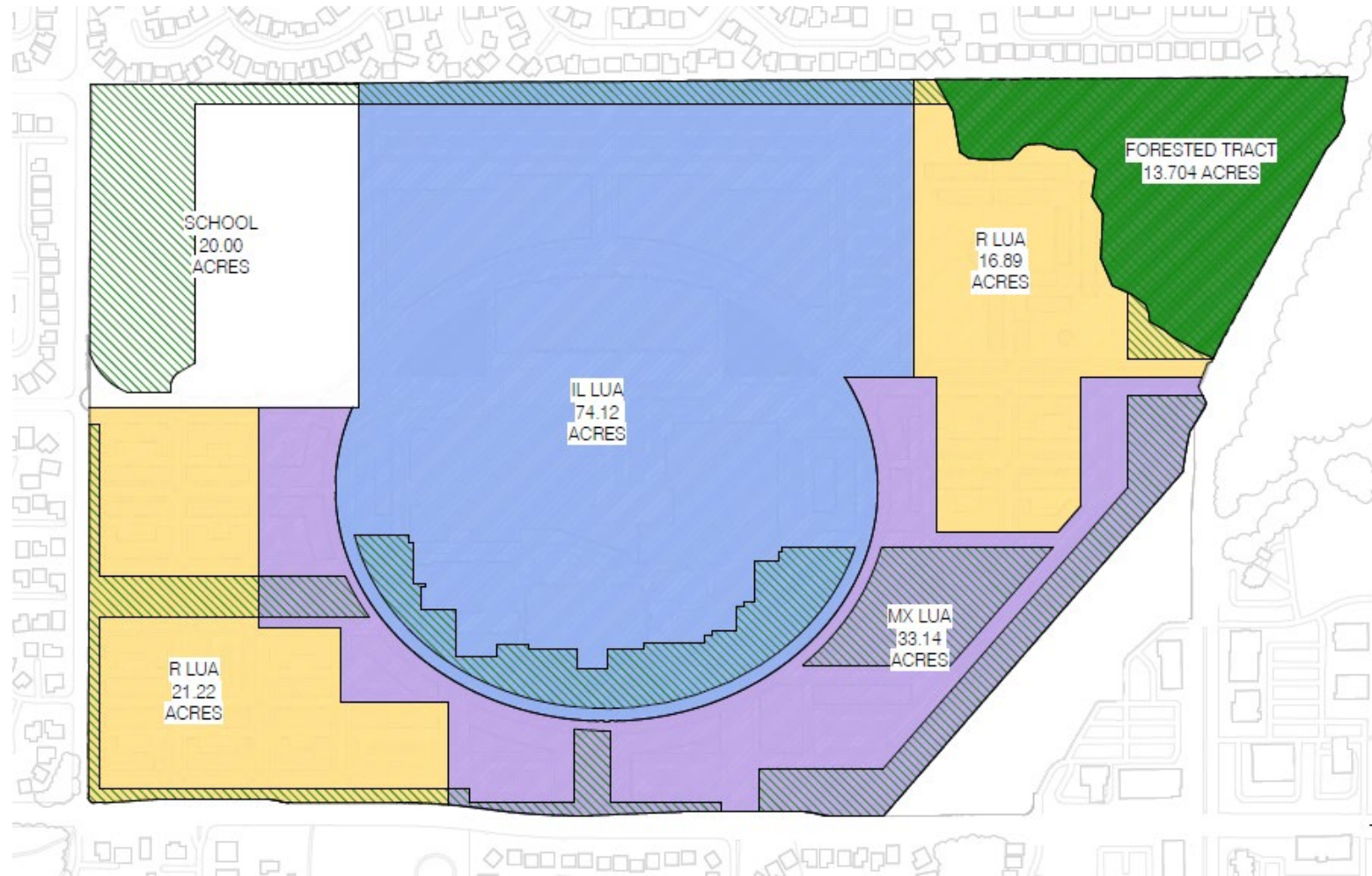
VIC - Site History

- 179 acre site was previously Hewlett Packard facility
- Previously zoned for light industrial
- 2021 – approved comp. plan/zoning changes and development agreement for mixed use proposal
- Now – developer seeking updates to the DA
- Proposal going to Planning Commission on Dec. 12

VIC – Previous Plan Overview



VIC – New Proposal Overview



LUA	Acres
School	20
Forested Tract	13.7
LI	74.13
Residential	38.12
Mixed Use	33.15
Total	179.1

VIC - Park Planning and Development

- Forested 13.6-acre parcel in NE corner intended to become a community park
- Restrictive covenant on property
- DA indicates intent for PRCS to acquire land
- DA further establishes timeline for initiation of master planning in 2024
- Commitment to community engagement
- Construction of phase 1 improvements within 3 years

VIC – Next Steps

- Planning commission hearing – Dec. 12
- City Council review
- Park purchase and sale agreement
- Park master planning PRAC review/approval

Waterfront Gateway - Agenda

- Project vision and background
- Site Plan and Program
- Public Benefits
- Plaza design
- Next steps

Project Vision

The district should:

- be **active, urban, inviting** and mixed-use with strong cross-site pedestrian connectivity;
- include any **combination of residential, retail, office, visitor, cultural, signature attraction**, and structured parking uses;
- capitalize on the site's **strategic location**;
- provide **public benefits** including public connectivity and amenities;
- Be **accessible to all** abilities, ages and income levels; and
- create an environment that will **attract from the community** and around the region.

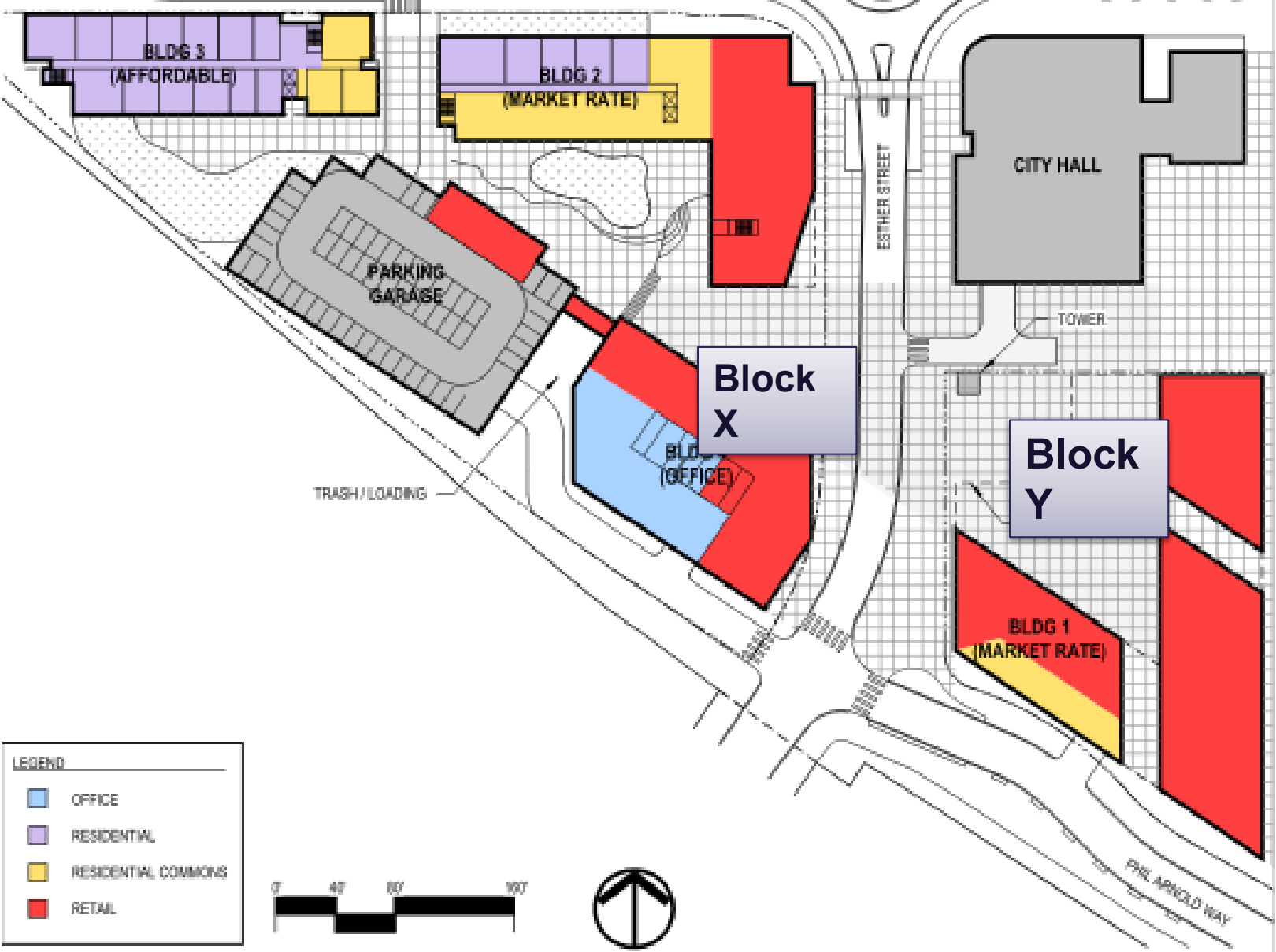


Site Plan & Programming

Site Plan Program	
Market Rate Units	~340 units*
Affordable Units	95 units, 100% @ 50-60% AMI
Retail Space	~35k sq ft
Office Space	~100k sq ft**
Parking Spaces	~510
Open Space	2 acres

*Dependent on height increase to allow for up to two additional floors

**Office Building to be constructed in Phase II



Public Benefits

Affordable Housing

- 95 units
- 100% of units @ or below 60% AMI

Workforce Development

- Employment Opportunities for BIPOC, Women & Apprentices
- Contracting Opportunities for BMWESB
- Community bidding

Public Open Space

- Two-acre public plaza for year-round events
- TREECAP Silver Leaf Certification

Small Business Opportunities

- ROFR to lease space in Maker's Alley
- Smaller than standard commercial spaces with shared facilities

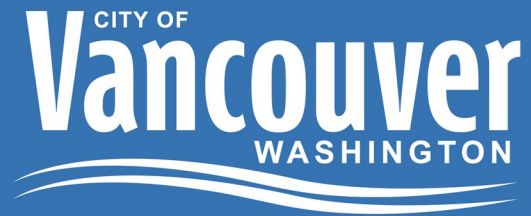
Climate Friendly - Green Building Elements

Waterfront Gateway - Next Steps

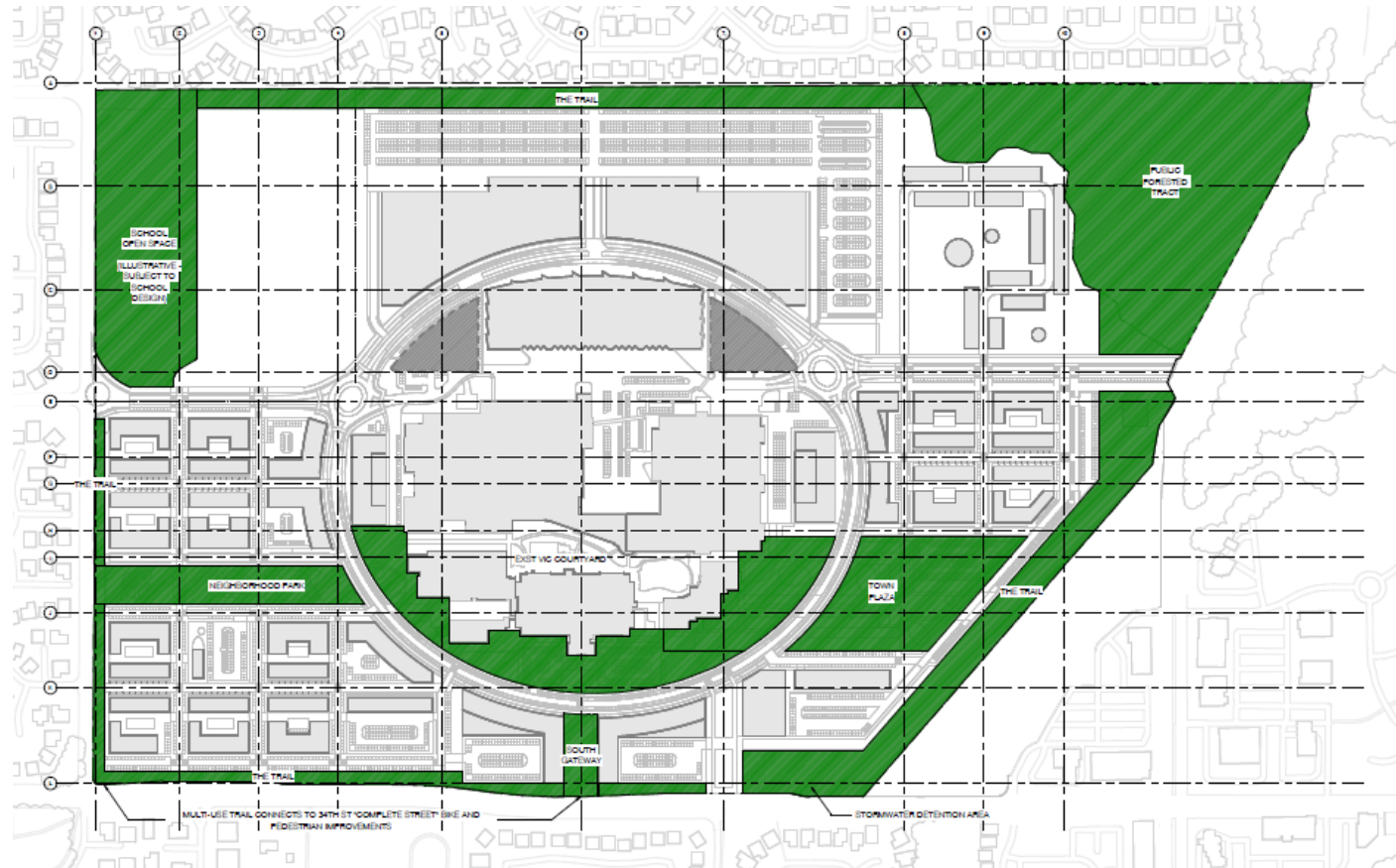
- Community engagement ongoing
- Plaza space design is a collaboration between Lincoln Properties and The City
- Master plan to PRAC – est. March '24

Thank You

Questions



Revised Master Plan/Open Space



- 13.6-acre forested tract
- 10.3 acres within LUAs
- 24 total acres proposed