



Parks & Recreation Advisory Commission Meeting Agenda

February 18, 2026
4:30 PM

City Hall

Aspen Room
415 W. 6th Street
Vancouver, WA

Virtual Meeting Credentials:

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Meeting ID: 220 841 959 653
Passcode: vXa8CB

1. **Call to Order and Roll Call - 4:30pm**
2. **Approval of Minutes - 4:35pm**
 - a. Approval of January 21 PRAC meeting minutes
3. **Community Forum - 4:37pm**

To provide public testimony, please see instructions below.
4. **Workshop - 4:40pm**
 - a. Our Vancouver Comprehensive Plan Update
 - b. Budget Memo & Recreation Cost Recovery Update
5. **Commission and Staff Reports - 5:52pm**
 - a. Department Director
 - b. Commission Chair
 - c. Evergreen School District

Parks & Recreation Advisory Commission

Members

Jayne Cavaness, **President**
Angilo Fletcher, **Vice President**

Jeremy Robbins
Stephen Wille
James Luce
Valerie Striplin
AJ Panter, VPS
Cale Piland, EPS
Jenny Thompson, Parks
Foundation

**Parks, Recreation and
Cultural Services Department**
P.O. Box 1995 Vancouver, WA
98668
360-487-8311
TTY: 711
cityofvancouver.us

d. Vancouver Public School

e. Parks Foundation

6. Open Discussion & New Business - 5:58pm

Adjournment - 6:00pm

Community Forum Instructions

The public is invited to speak regarding any issue. Members of the public testifying are asked to limit testimony to three minutes. There are three ways to provide comments:

1. In Writing: Public comments can be submitted in writing (name, address, contact information and comments) via email to parksrecculture@cityofvancouver.us by 5 pm on the day before the meeting.
2. Remotely: Pre-register by phone at 360-487-8311 or email parksrecculture@cityofvancouver.us by 5pm the day before the meeting
3. In Person: Pre-register by phone at 360-487-8311 or email parksrecculture@cityofvancouver.us by 5pm the day before the meeting or fill out a Public Comment form in person prior to the start of the Community Communications portion of the meeting

City Hall is served by C-TRAN. Route information and schedules are available online at www.c-tran.com. You also may reach C-TRAN at (360) 695-0123 for more information on times, fares, and routes.

Anyone needing language interpretation services or accommodations with a disability at a Vancouver City Council meeting may contact the City Manager's staff at (360) 487-8600 (RELAY: 711). Assistive listening devices and live Closed Captioning are available for the deaf, hard of hearing and general public use. Please notify a staff person if you wish to use one of the devices. Every attempt at reasonable accommodation will be made. To request this agenda in another format, please also contact the phone numbers listed above.

Meeting Minutes

Wednesday, January 21, 2026

4:30 p.m.

Vancouver City Hall

Aspen Room

Commissioners Present:

Cavaness, Luce, Thompson, Striplin, Fletcher, Wille, Robbins

Commissioners Absent:

Piland and Panter

Guests: Kimberlee Elbon

Item 1: Call to Order

Chair Cavaness called the Parks and Recreation Advisory Commission (PRAC) regular meeting to order at 4:31 p.m. in the Aspen Room at Vancouver City Hall and online via Microsoft Teams. Commissioners Piland and Panter were absent.

Item 2: Approval of Minutes

PRAC approved November 19, 2025, meeting minutes by consensus with minor changes.

Item 3: Public Comment

None presented.

Members

Jayne Cavaness

President

Angilo Fletcher

Vice President

Jeremy Robbins

Stephen Wille

Valerie Striplin

James Luce

AJ Panter, VPS

Cale Piland, EPS

Jenny Thompson, Parks

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To request accommodation or other formats, please contact:
Alicia Nilo | 360-487-8311 | TTY: 711 | parksrecculture@cityofvancouver.us

Item 4: Workshops

a. 2026 PRAC Workplan & Priorities

Perlick shared an overview of the 2026 Workplan for the PRCS department, detailing the role of PRAC, expectations, priorities and timing, and the work ahead for the first half of the year.

The role as commissioners is to represent the whole community, advise City staff on parks and recreation planning and implementation, focus on the big picture and work as a team.

Commissioners are asked to attend meetings in person whenever possible, review materials in advance, and notify staff early of any known absences.

Work Priorities:

- City Comprehensive Plan
 - Review of the City Comprehensive Plan and Map
 - Focus in parks and recreation elements
 - Discussion and recommendation for non-residential PIF expansion
- 2027-28 Biennial Budget
 - Background and policy
 - Setting department priorities
 - Staying involved through budget adoption
 - Conduit for community feedback
- Advance Park Capital
 - Phase 1 development at Bagley Park
 - Vancouver Innovation Center Park master plan & design
 - Next round of playground replacements
- Clark County Sustainable Funding
 - Review findings and recommendations
 - Offer feedback and considerations
 - Help shape a PRAC position
- Supporting Arts & Culture
 - Partnering with the Culture, Arts & Heritage Commission
 - Launch of Inspire Vancouver cultural access program
 - Outreach and planning for the Vancouver Arts Hub

Overview of PRAC Tasks in Q1/Q2:

January – March:

- City Comprehensive Plan Review
- Non-residential PIF
- Biennial budget background
- Bagley playground design
- Inspire Vancouver launch

April – June:

- Biennial budget prioritization
- VIC community engagement and design

- Playground replacement planning
- Sustainable funding review and position
- Arts hub community engagement and design

Looking ahead, we are looking at a shared commitment and focus. Commissioners are asked to bring new ideas forward through the Chair, build consensus within the commission, and direct staff based on commissioners shared goals.

The floor was opened for discussion among commissioners. Commissioners Angilo and Robbins expressed enthusiasm for the playground replacement programs.

b. Update on Memberships at Community Centers

Brosius and Meade shared updates and changes to the 2025 and 2026 Firstenburg and Marshall Community Center membership program.

2025 – Response to a New Reality

- Drop-in fee increases; new resident/non-resident fee; Non-resident differential increase
- Family Passes changes and adjustments
- Health Insurance “Silver” pass provider transitions and reimbursement rates reductions

2026 – Revenue & Long-Term Pass Sustainability

- All memberships converted to All-Access
- Added rate and ability to add additional children to Family pass
- Kept drop-in fees at 2025 rates
- Enhanced Silver pass tracking, education and auditing

An open discussion was held among commissioners. Brosius and Meade shared details behind the strategies and numbers that went into the decision-making process.

Robbins asked if pool drop ins are per payment, and Brosius confirmed that it is one public swim per drop in, due to capacity. Thompson confirmed that all passes can be utilized at both community centers, but the home base is where the pass was purchased. Meade shared that converting to the all-access pass was a benefit to keeping the fee static at both locations.

Fletcher asked about budget allocation between facilities based on user numbers. Meade shared that set funding is allocated, and the set revenues and expenses will be measured at a department level. Fletcher and Cavaness commented that it is positive that we are utilizing the membership approach.

Wille and Luce commended the Recreation staff’s initiative and creativity and expressed support for their balancing. Luce noted considerations regarding maintenance and care of the facilities. Striplin added her kudos and wonderful feedback that her colleagues shared about our engagement, partnerships, and outreach events.

Cavaness asked about different revenue goals at both centers and offered to help promote the program with the flexibility and fitness equipment. She recommended Vancouver Family Magazine to help get the word out.

c. Clark County Sustainable Parks Funding Team Update

Perlick shared a brief update that the representatives from each city in the county continue to meet and share data around common metrics amongst organizations. Key themes, gaps, and opportunities for organization are currently being discussed. As an example, it was established that as many as 40% of our ATR participants come from outside of city limits, which illustrates how neighbors in the county share in activities across county lines to receive services. Core services are critical to be seen as regional services as we continue to work collaboratively.

Robbins shared that he has joined an all-county accessibility advisory committee that is working on a transition plan for different routes within county parks and trails. Accommodation has been a challenge, and further regional conversations and connections are encouraged.

Item 5: Commission and Staff Reports

a. Director's Report

Perlick shared that on February 2, staff will present a draft Comprehensive Plan parks and recreation chapter to City Council. The workshop presentation will include an overview of broad community feedback, key guiding policies, and receiving Council feedback. The work session will be televised on CVTV.

State of the City is happening March 9 with a focus on Arts, Culture and Heritage in Vancouver, and will be hosted at the Vancouver Arts Hub.

b. Chair Report

Cavaness shared the following updates:

- Friends of Clark County – Jan 22 Redeem the Gap from 5-6:30pm
- Hailey Heath was recognized at the Vancouver Bee Project holiday party for her excellent work
- PRCS is hiring for the Volunteer Coordinator position soon
- Upcoming Family Valentine's Ball Feb 6-7
- Composter Recycling Program recommendation

Cavaness asked if there is interest from within commissioners to represent PRAC at Urban Forestry meetings and share feedback as non-voting representatives. Thompson expressed interested, and Striplin volunteered as backup representative. Cavaness posed the idea of Striplin as liaison for the Urban Forestry Commission, and Thompson as liaison for the Culture, Arts & Heritage Commission.

c. Evergreen School District Report

None presented.

d. Vancouver Public School Report

None presented.

e. Parks Foundation Report

Thompson announced that Renaissance Pointe is fully funded, with the next fundraising event happening on May 6.

Item 11: Open Discussion & New Business

Robbins shared that the ACAC organization is taking off and seeking grant proposals to support their work.

Thompson invited commissioners to the Marshall Adult and Leadership Award Ceremony on 2/26 to celebrate the nominees.

Wille shared that he is sponsoring an environmental science seminar series at Oregon State University for microplastics. The course is free online, and the university class is available on Zoom. He also shared that he was in the Tumwater area over the holidays and was able to provide insights on park design and tree species/placement for a local park.

ADJOURNED

With no further business, the meeting was adjourned at 5:51pm

OUR VANCOUVER

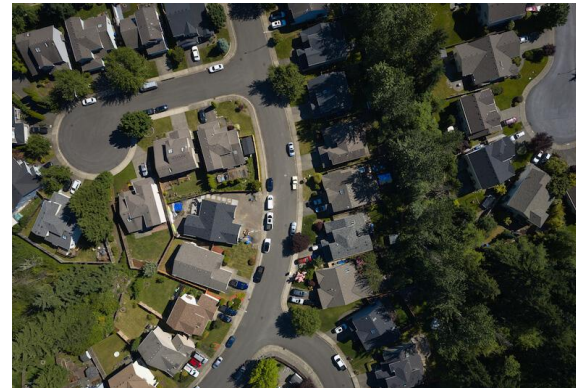
OUR FUTURE 2045

Comprehensive Plan Update

Bryan Snodgrass (he/him), Principal Planner, Community Development
Dave Perlick (he/him), Director, Parks, Recreation, and Cultural Services
Parks and Recreation Advisory Commission | February 18, 2026

Agenda

- Comprehensive Plan Background
 - ➔ Overview and process
 - ➔ Key drivers and priorities
 - ➔ State laws
- Map and Draft Code
 - ➔ Base Districts and Map
 - ➔ Green Space
- Draft Plan
 - ➔ Focus: Parks and Rec
 - ➔ Goals and Key Policies
 - ➔ Implementation
- Focus of Discussion: Implementation



OUR VANCOUVER Comprehensive Plan

- A guide for the city’s growth and development over the next **20 years** (2025-2045).

	2024	Growth	2045 Targets
Population	~200,000	+ 81,000	~281,000
Housing Units	~86,000	+ 38,000	~124,000
Jobs	~100,000	+ 43,100	~143,100

Vancouver is an equitable and prosperous community, which ensures that all residents, businesses and organizations benefit from the growth and advancement we make together.

Vancouver will be recognized for our quality of life, as evidenced by affordable housing in vibrant, safe and walkable neighborhoods, access to jobs and economic opportunity for all, and leading-edge efforts to address climate change.

Learn about our community

Develop alternatives

Understand potential impacts

Refine map, policies, & code

Adopt plan and code



Key Drivers and Priorities

- **A Changing Landscape** – Rising housing costs, climate change, evolving transportation needs, community safety and economic shifts require a new approach.
- **Economic & Employment Trends** – Capacity for 43,100 new jobs, continued remote work, desire for jobs closer to home, access to family wage jobs, shifts in commerce and support for small businesses.
- **Growing Community**– Transition from suburban to urban; continue transition from suburban expansion to compact, connected neighborhoods where daily needs can be met within a 15-minute walk.
- **Opportunity for All**– Address disparities in outcomes and provide equal access to housing, jobs, parks, schools, healthcare and essential services for all community members.
- **Climate Action** – Net-zero emissions by 2040; adapt to heat, wildfire smoke, and flooding through compact, connected growth and resilient infrastructure.



• **Legal & Policy Requirements** – Room for 38,000+ new units by 2045 in range of income bands, allow new housing types in all neighborhoods, integrate climate and equity into Comprehensive Planning.

New State Laws

- At a minimum, allow up to 4 units per residential lot and up to 6 units per residential lot if near transit or if at least 2 units are affordable.
 - ➔ Standards for middle housing cannot be more restrictive than those for detached single-family homes
- Make room for set numbers of housing units in all income levels – over 30,000 total new units citywide
 - ➔ Including permanently supportive housing



- Account for racially disparate impacts
- At a minimum, allow 2 ADUs per residential lot
- No parking minimums for affordable housing and no more than 0.5 per unit for all other housing
- Only one stairwell required for residential buildings 6-stories or less
- Align impact fees to size of housing
- Allow for permanently supportive housing



Engagement Overview

- Visioning
 - ➔ Tabling at 19 events and an online pin map and community survey
 - ➔ 7 Community Partner meetings, plus 10 vision statement breakouts
 - ➔ 3 Council, 2 Planning Commission, and 1 joint workshops
- Land Use Alternatives
 - ➔ 59 events/activities, including 13 mapping activities (in-person and virtual), tabling, presentations, open houses, and workshops
 - ➔ 10 Community Partner and 9 community working group meetings
 - ➔ 8 Council and 7 Planning Commission workshops
- Goals, Policies, and Code
 - ➔ 10 events/activities, including 3 climate-focused workshops
 - ➔ 5 Community Partner and 19 community working group meetings
 - ➔ 8 Council and 8 Planning Commission workshops
 - ➔ Upcoming Community Presentations



New Zoning Districts

Low-Scale Neighborhood



Mixed-Use Neighborhood



Institutional/Campus



Medium-Scale Neighborhood



Regional Activity Center



Industrial/Employment



Manufactured Home



Parks

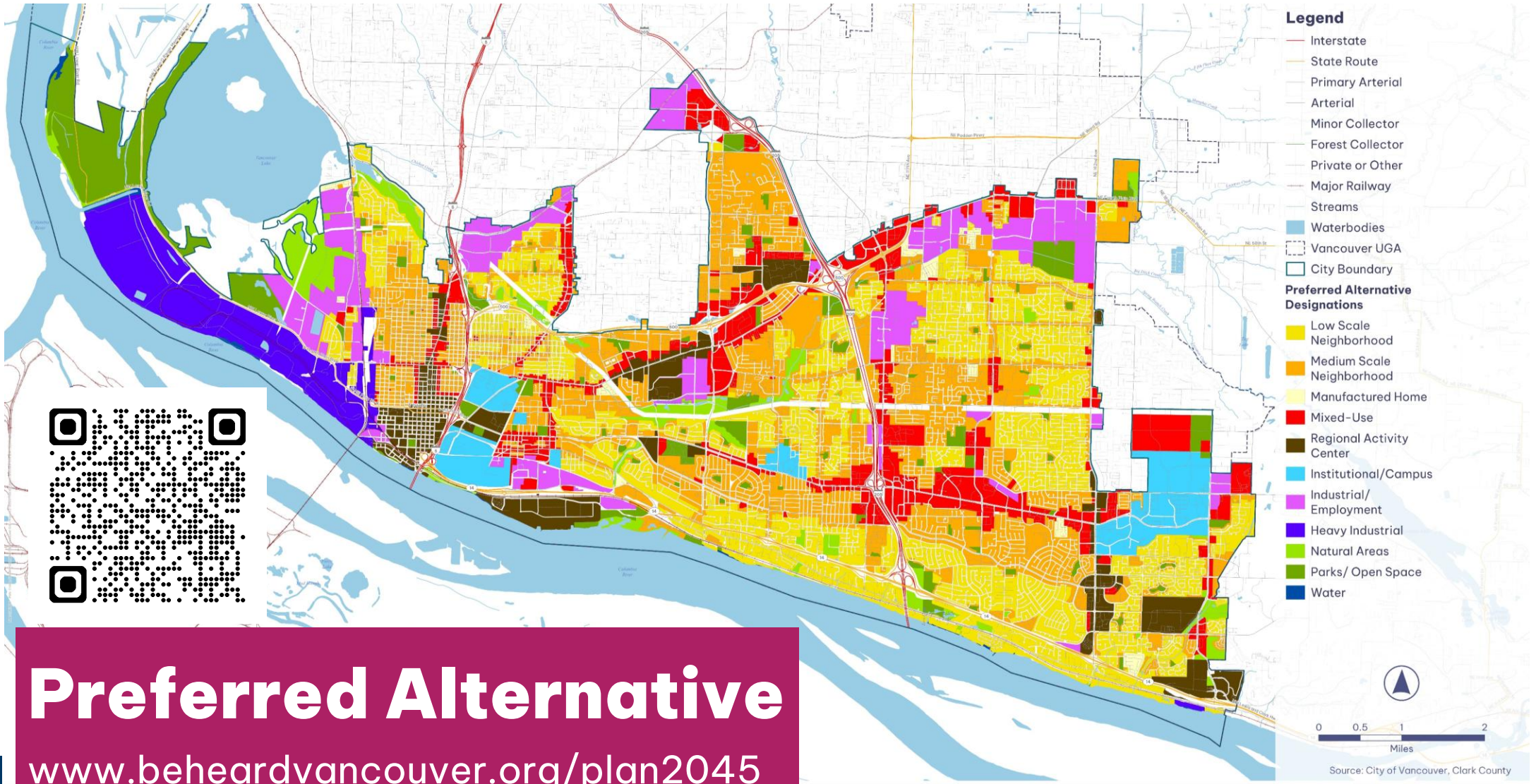


Natural Areas



Heavy Industrial





Preferred Alternative

www.beheardvancouver.org/plan2045





Green Space in Code

- Landscaping as buffer between districts
- Updated landscaping and tree preservation requirements in alignment with the Climate Action Framework and best practices.
 - ➔ Increase preservation requirements for trees in fair and good condition 12-inch diameter at breast height (DBH) or larger onsite
 - ➔ Increase landscape parking islands and tree cover/shade for surface parking lots
 - ➔ Automated irrigation system required
- Open space requirements for larger master plans – 10 acres or greater



Draft Plan

- In each chapter:
 - ➔ Historical context and current conditions
 - ➔ Chapter vision statement
 - ➔ Key challenges and trends
 - ➔ Community feedback
 - ➔ Equity lens
 - ➔ Goal pages
 - Description of goal
 - List of supporting policies
 - Key actions (TBD)
- Plus, an Introduction section with overall vision statement and definitions, and Implementation chapter



Chapters

- Community Experience
- Land Use and Development
- Housing
- Equity and Inclusion
- Climate and Environment
- Economic Opportunity
- **Parks and Recreation**
- Transportation and Mobility
- Public Facilities and Services
- Annexation



Parks and Recreation Chapter

PR-1

Increase Community Health Through Recreation

PR-2

Parks, Trails and Natural Spaces

PR-3

Community Health and Wellness

PR-4

Thriving Cultural Landscape

- Responds to uneven access to parks, trails, and recreational opportunities, particularly in historically underserved neighborhoods and areas experiencing rapid growth.
- Establishes parks, natural areas, and cultural spaces as essential infrastructure that supports health, equity, climate resilience, and community connection.
- Aligns parks planning with the Growth Concept, equity priorities, and the Capital Facilities Plan to ensure park investment keeps pace with growth.
- 2/2 Council Feedback:
 - Incorporate arts
 - Parks level of service analysis
 - Discuss Columbia River



Key Parks Policies

- Broaden Equitable Access to Natural Spaces and Parks
- Acquire Land for Public Parks
- Improve Connectivity Between Parks and Open Spaces
- Create inclusive and affirming environments
- Sustainable Parks Funding
- Regional Trail and Open Space Networks
- Community Centers, Community Gardens, and Community Streets



Implementation

- Parks funding strategies
- Level of service standards
- Park district boundaries
- Park Impact Fee Program
 - ➔ Commercial PIF
 - ➔ Technical documents
- Parks, Recreation and Services Comprehensive Plan updates
- Capital investment strategy
- Refine community recreation offerings
- Focus on natural systems in support of Climate Action Framework.
- Arts Hub
- Arts, Culture and Heritage Plan with approved cultural access funding.



Coming Up

- **Draft of Plan & Code**
 - ➔ Mid-February: Release of drafts for public
 - Community presentations
 - ➔ Feb and March: Council and Commission Review
 - February 23: City Council – Code
 - March 10: Planning Commission – Code and Plan
 - March 16: City Council – Plan- Annexation, Community Experience and Implementation Chapters
 - March 23: City Council – Code
- **Initiate Adoption Process in April (PC) and May (Council)**
 - Supported by Final Environmental Impact Statement (FEIS)



Community Presentations

Thur, Feb 19

4p-6p
Virtual

Thur, Feb 26

11a-1p
Virtual

Sat, Feb 28

11a-1p
City Hall

Wed, Mar 4

5:30-7:30p
Cascade Park
Community Library

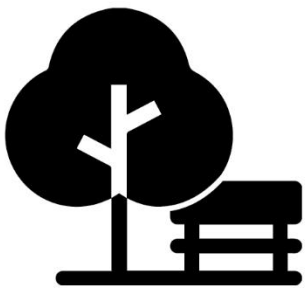
Thank you!

www.beheardvancouver.org/plan2045

OurVancouver2045@cityofvancouver.us



Parks, Recreation & Cultural Services



7



OUR VANCOUVER

Introduction

The Parks, Recreation and Cultural Services chapter of the *Our Vancouver Comprehensive Plan* captures the vision, mission, goals, and policy recommendations from the recently adopted *Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (VPRCS Comprehensive Plan)* and brings forward key land use recommendations based on existing conditions within Vancouver, and recent studies conducted through the *Our Vancouver* comprehensive planning process.

The VPRCS Comprehensive Plan, adopted in 2022, provided an in-depth analysis of existing parks, recreation and cultural services conditions within Vancouver and identified 10-year goals which are currently being implemented. This chapter seeks to carry through pertinent information from the *VPRCS Comprehensive Plan* through a land use planning lens – looking to provide an overview of existing programs and system structures that affect future land use decisions – and provide guidance on how the City can balance growth with the provision of parks and recreation. Building on the robust engagement process from the *VPRCS Comprehensive Plan*, the *Our Vancouver* planning process focused on engaging with Vancouver residents through the Community Survey, Community Partner discussions, and community working groups, in-person engagement events and online



Vision: Parks and Recreation

We strive for a future where all people enjoy increased access to cultural events, public art, natural areas, parks, community and green spaces, and an expansive network of trails and greenways. We recognize that art, culture and open spaces are critical elements of community health, wellness and quality of life. We commit to building inclusive and safe public spaces that reflect the diversity of our community without cost barriers, while conserving and preserving natural areas and adapting to climate change. Embracing native plants and species, we aim to create biodiverse havens that enhance ecological resilience. With a focus on health and well-being, our parks will offer diverse recreational opportunities and engaging programming, ensuring a thriving and interconnected community for generations to come.

resources, asking respondents to provide feedback on a variety of topics related to parks and recreation in Vancouver. This feedback served as the baseline for developing the vision and goals for this chapter.

VPRCS Comprehensive Plan Overview

The parks system in Vancouver is owned, maintained and managed by the City of Vancouver's Parks, Recreation, and Cultural Services Department. The Department is also tasked with creating and updating a parks plan to guide the future acquisition and development of parks within the city. The State of Washington's Growth Management Act (GMA) requires that parks plans are updated in coordination with updates to land use plans and development regulations every eight years in order to ensure that city and county policies reflect state statutes.

In this case, the *VPRCS' Comprehensive Plan* was adopted prior to the *Our Vancouver* planning process and the most current Environmental Impact Statement (EIS), both of which will inform future discussions and updates to the next Vancouver parks plan. The work undertaken for the *VPRCS Comprehensive Plan*, in similar fashion to this planning process, included a heavy focus on community outreach and engagement ensuring that the vision, mission, community goals and policies were reflective of the voices and needs of the Vancouver community. The following sections provide an

Community Feedback

- Increase equitable access to parks and open spaces for all Vancouver community members –both for non-white and low-income residents, and in areas that are currently underserved such as East Vancouver.
- Maintain, improve and expand on existing parks and amenities – including expanded tree canopy, and the introduction of shelters, shade structures or areas, and integration of upgraded facilities for playgrounds, restrooms and parking.
- Accommodate cultural spaces, programming and community centers addressing specific needs and low-cost and free activities, particularly for Vancouver's youth.
- Encourage community connection through city parks, community centers, libraries, farmers markets and gathering places like the waterfront.
- Diversify recreation offerings for both outdoor and indoor recreation spaces including community pools, playgrounds, skateparks and pumptracks, museums, community events, gardens, art and performance spaces, trails and dog parks.”
- Implement climate resilience design principles through use of native plants, protections of natural ecosystems, and maintaining and expanding the city's tree canopy and naturalized landscapes.

overview of critical content from the *VPRCS Comprehensive Plan*, which is included as Appendix X of this document.

Vision and Essential Spaces Framework

The concept of Essential Spaces was selected as the primary theme for the *VPRCS Comprehensive Plan*, centering on the idea that the role of parks, recreation, trails, natural areas, and cultural services contribute heavily to the physical, mental, and economic health of the Vancouver community. What the City has defined as “Essential Spaces” provide enormous benefits to residents, workers, and visitors through the direct impact they have on society, the local economy, sustainability efforts, and community health. These impacts are further illustrated in Figure 1.

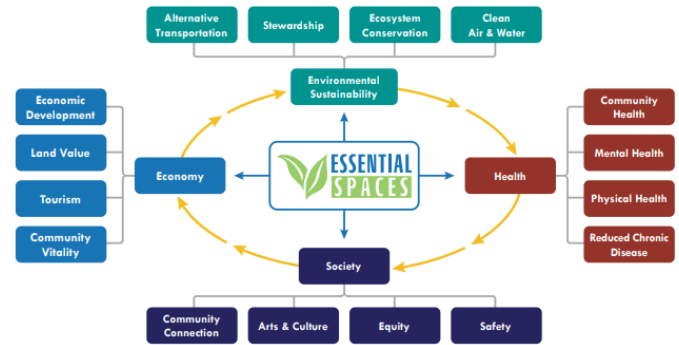


Figure 1 Essential Spaces Graphic, VPRCS Comprehensive Plan 2022

A planning framework was created for the *VPRCS Comprehensive Plan* that captures community values, the City’s commitment to Diversity, Equity, and Inclusion (DEI), and additional objectives identified by Vancouver’s City Council including climate action and safety. All together, these guiding principles emphasize the importance of the stewardship of public resources, inclusive access, and the creation of inclusive spaces.

VPRCS Vision and Community Goals

The *VPRCS Comprehensive Plan* includes a vision, a mission statement, and eight community goals defined through the planning and outreach process. These goals provide the foundation for the plan focusing on how the city can enhance its parks, recreation facilities, natural areas, and cultural services. The table below illustrates how the *VPRCS Comprehensive Plan* community goals relate to the Our Vancouver Comprehensive Plan goals.

Table 1 VPRCS Comprehensive Plan Community Goals vs. Our Vancouver Comprehensive Plan Goals

VPRCS Community Goals	Complementary Comprehensive Plan Goal
Provide safe and equitable access to parks, natural areas and public arts and cultural spaces for all residents.	PR-2 Parks, Trails, and Natural Spaces: Vancouver’s residents have access to a well-connected and expanded network of developed parks, trails, and natural areas that support outdoor recreation, biodiversity, and climate resilience, that serve as vital hubs for community gatherings, cultural events and a shared sense of place.
Provide an interconnected system of park properties and public spaces that support alternative modes of transportation, public health, recreational opportunity and environmental stewardship.	
Preserve Vancouver’s historic and cultural heritage.	PR-4 Thriving Cultural Landscape: Vancouver supports a thriving cultural landscape for residents and visitors

	by investing in public art, cultural centers and facilities, historic preservation, and supporting community centered initiatives and opportunities for creative expression that reflect the city’s diverse identities and historic roots.
Expand Level of Service and Equity Gap Analysis to inform and guide project and funding opportunities and priorities.	PR-1 Increase Community Health Through Recreation Vancouver has safe and equitable access to a quality and diverse system of parks, natural areas, amenities, recreational facilities and programs that promote physical and mental well-being, cater to the varied interests and needs of community members and contribute to a vibrant and active community.
Update Improvement Level definitions to include innovative approaches that meet the needs of a growing and diversifying community.	CF-2 Inclusive and Affirming Environments: Vancouver’s public spaces and neighborhoods are inclusive and affirming across race, class, age, sex, gender identity, ability, religion, national origin and citizenship status, creating a sense of belonging and safety.
Maintain and enhance parks, trails, natural areas, culture and heritage spaces, recreation facilities and community assets to meet identified standards.	PFS-1 Public Facilities and Services: Vancouver has high-quality public facilities, services, and utilities that are affordable, efficient, well maintained, and meet the needs of a growing population.
Establish and meet goals outlined in the departmental program areas.	PR-3: Community Health and Wellness: Vancouver community members have access to high-quality public spaces that support physical and mental wellbeing, active lifestyles, connection to nature, and sense of community belonging.
Reflect the community we serve through creative public engagement, collaborative planning and culturally responsive communication.	EI-1: Equitable Community: All community members have equitable and inclusive access to opportunities and resources, including communities most impacted by past and present exclusionary practices.

Source: VPRCS Comprehensive Plan

Vancouver’s Park and Recreation System

As of 2022, publicly accessible lands in Vancouver were estimated at approximately 3,800 acres or roughly 12 percent of the City’s total land area, where approximately 1,700 acres are identified as City owned park lands, comprised of 113 sites. The city also operates the Firstenburg and Marshall/Luepke Community Centers, which feature swimming pools, gyms, fitness amenities, a climbing wall, senior centers, and community rooms.

Table 2 Park System Inventory

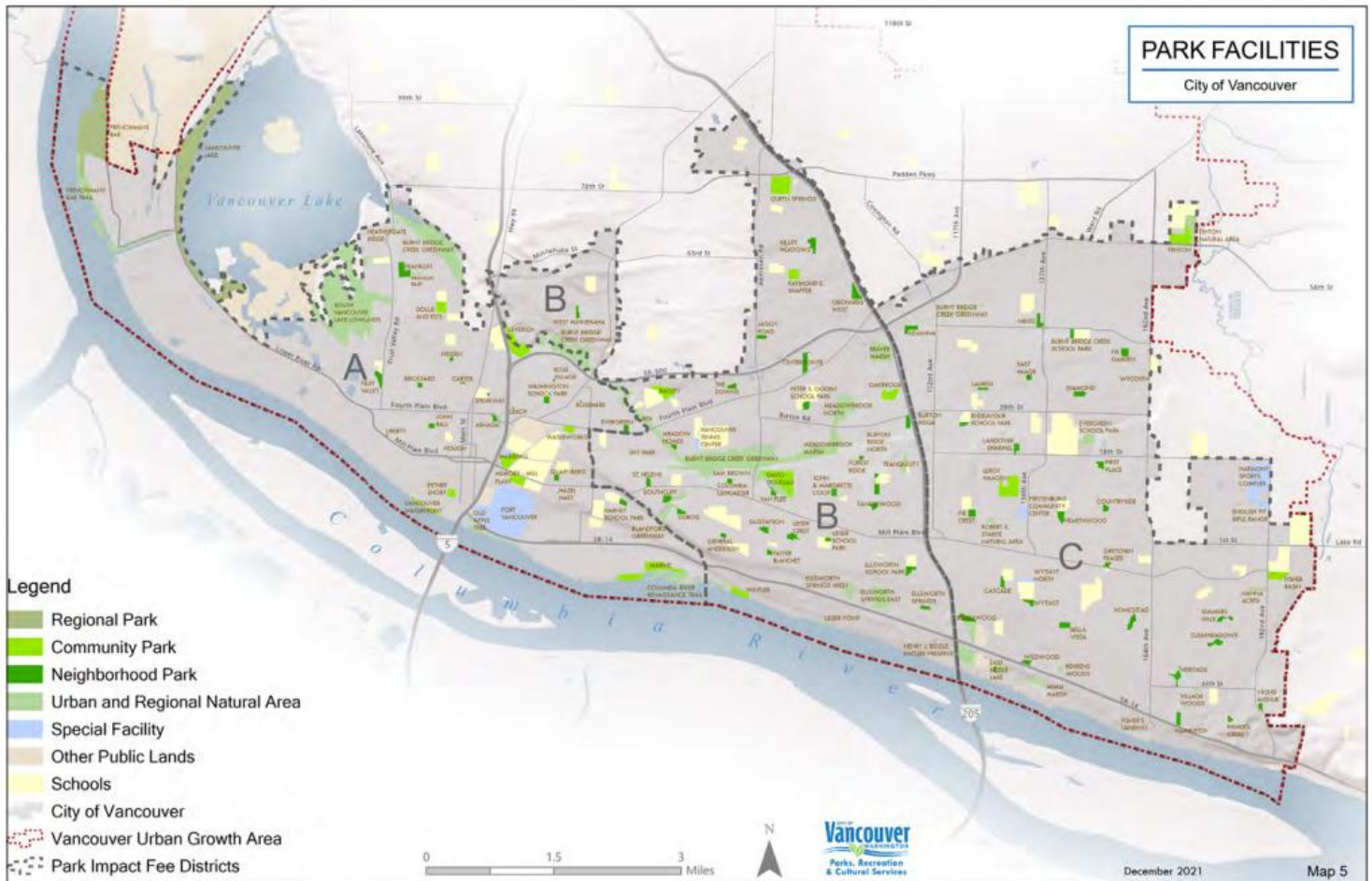
Park Type	Number of Sites	Area
Neighborhood Park	91 Sites (Includes 11 undeveloped sites, 55 developed sites, and 25 school sites)	314.84 acres
Community Parks	17 Sites (Includes 4 undeveloped sites and 13 developed sites)	287.69 acres
Regional Parks	2 Sites	489.40 acres
Urban Natural Areas	22 Sites	280.11 acres
Special Facility	9 Sites (Includes 3 developed City of Vancouver sites, 2 developed Clark County sites, 1 developed school site, and 3 developed sites managed by other providers)	332.91 acres
Regional Natural Areas	7 Sites (Includes 6 undeveloped City of Vancouver sites and 1 undeveloped Clark County site)	1,044.58 acres
Total Park Acreage		2,749.53 acres
NOTE: This table reflects updates to the number of sites and acreage since the VPRCS Comprehensive Plan as part of the Environmental Impact Assessment for the Our Vancouver project.		

Source: VPRCS Comprehensive Plan

The city continuously invests in its park system primarily through park acquisitions, park development, or rebuilding or renovating existing parks, diversifying the types of parks and spaces available to the Vancouver community. In order to accomplish this, the VPRCS Department relies on an organizational framework for its parks that includes park classification types, maintaining a parks inventory, setting and recording parks Level-Of-Service (LOS) standards, utilizing diverse funding mechanisms, and planning for parks acquisitions and capital improvements.

Figure 2 below, Vancouver Park Facilities Map, illustrates the city’s boundaries, delineates the Park Impact Fee Districts, and includes Regional Parks, Community Parks, Neighborhood Parks, Urban and Regional Natural Areas, Special Facilities, Other Public Lands, and Schools.

Figure 2 Vancouver Park Facilities Map



Source: VPRCS Comprehensive Plan

Parks System Classifications

The City of Vancouver is transitioning from a traditional core-and-suburb model to a denser, mixed-use urban environment. This evolution demands adaptive planning to address changing zoning, densities, mobility, and park needs. The city’s park system is organized into eight classification types based on landscape characteristics, access, development potential, local park needs and use patterns. These classifications guide the optimal use of parkland, ensuring diverse recreational opportunities through strategic funding and a balance between natural resource protection and park development.

Together, Vancouver’s parks provide spaces for play, connection, and environmental stewardship, forming a resilient network that supports recreation, wellness, and habitat conservation. The current parks classifications are outlined in Table 3, below, and include both pre-existing park types in Vancouver and two new additional classifications, Civic Plazas and Linear Parks, that were introduced in the 2022 *VPRCS Comprehensive Plan*.

Table 3 VPRCS Comprehensive Plan Parks Classifications

Type	Description
Neighborhood Parks	Typically, 3–5 acres, offering amenities like playgrounds, sport courts, turfed areas, gardens, native plant resource areas, pathways and trails, and picnic areas. These parks are designed for non-organized recreational opportunities that support healthy lifestyles, neighborhood identity, social interaction, and the preservation of natural resources.
Community Parks	Ranging from 20–100 acres, these parks serve as hubs for organized recreation and events for a broad segment of the population. In addition to typical of a Neighborhood Park, Community Parks feature sports fields, skate parks, picnic shelters, community gardens, trails, event spaces, public art, cultural features. These parks typically include more support facilities such as parking and restrooms, and may also integrate natural areas, passive recreation spaces, and community facilities like community centers or senior facilities.
Linear Parks	Developed landscaped areas or other lands that follow linear natural or man-made corridors like rivers, abandoned railroad rights-of-ways, canals, and utility corridors. Linear Parks typically feature trails, signage, seating, landscaping, small play areas, and viewpoints and are intended to expand the network and connectivity of trails and pedestrian corridors.
Civic Plazas	Found in urban centers or town squares, civic plazas are public gathering spaces with landscaping, seating, performance and vendor areas, public art, and fountains. They encourage community connection and may be managed in partnership with other entities.
Regional Parks	Usually over 50 acres, Regional Parks provide facilities for a wide range of activities, including sports fields, extensive trail systems, and large picnic areas or shelters. These parks also typically include passive recreation space and unique natural features in addition to support facilities such as parking and restrooms.
Natural Areas	Ranging from a single-acre to hundreds, natural areas provide opportunities for nature-based recreation and education, such as bird-watching, walking, biking, hiking, biking, serving both local and regional needs.
Special Facilities	Special Facilities, or special use areas, are stand-alone facilities that do not have a minimum size. They include community centers, aquatic centers, sports complexes or skate parks.
Trails	Trails are not considered a Park Classification but rather an improvement / amenity.

Source: VPRCS Comprehensive Plan

Parks and Recreation System Evaluation

Vancouver’s park system strives for equitable access through careful geographic distribution and service area standards. In simpler terms, the city aims to provide residents with access to a park within a certain distance of their homes – a ½-mile service area, or 10-minute walk along public rights-of-way is recognized as a reasonable expectation for residents. This is aligned with national best practice as predicated by the National Parks and Recreation Association (NPRRA) which establishes national guidelines for service area standards.

Parks in Vancouver have different indicated service areas depending on classification. For example, Vancouver’s Neighborhood Parks are designed to serve residents within a ½-mile radius, which equates to approximately a 10-minute walk. Community Parks, on the other hand, serve larger areas ranging from ½ mile to 3 miles, offering both walkable access and broader community coverage. Figure 3, below, illustrates how these walksheds (illustrated in green as park service areas) are determined by following public rights-of-way and easements from all access points to park sites, ensuring an accurate representation of accessible routes for residents.

The city relies heavily on service area mapping to determine which locations are served by parks, and to identify gaps where new parks or services may be needed.

In the update to the *VPRCS Comprehensive Plan*, staff identified the need to expand on typical park metrics to reflect existing conditions and better assess the equitable distribution of parks across Vancouver. The [VPRCS Comprehensive Plan](#) developed a two-part methodology that involves combining demographic analyses and park scoring to guide reinvestment priorities. This methodology, though complex, reflects national best practice through layering equity considerations into the criteria:

- ➔ A detailed GIS analysis is performed at the Census Block level to identify areas with the greatest need for park access, focusing on populations such as residents under 18 and over 65, people of color, communities below the poverty level, households with low median income, individuals with disabilities, areas with high obesity rates, and regions of high population density per acre.
- ➔ Evaluation of park property using a comprehensive scoring matrix that measures factors related to quantity, quality, safety, sustainability, and accessibility.

Figure 3 Park Service Area Diagram



Source: VPRCS Comprehensive Plan

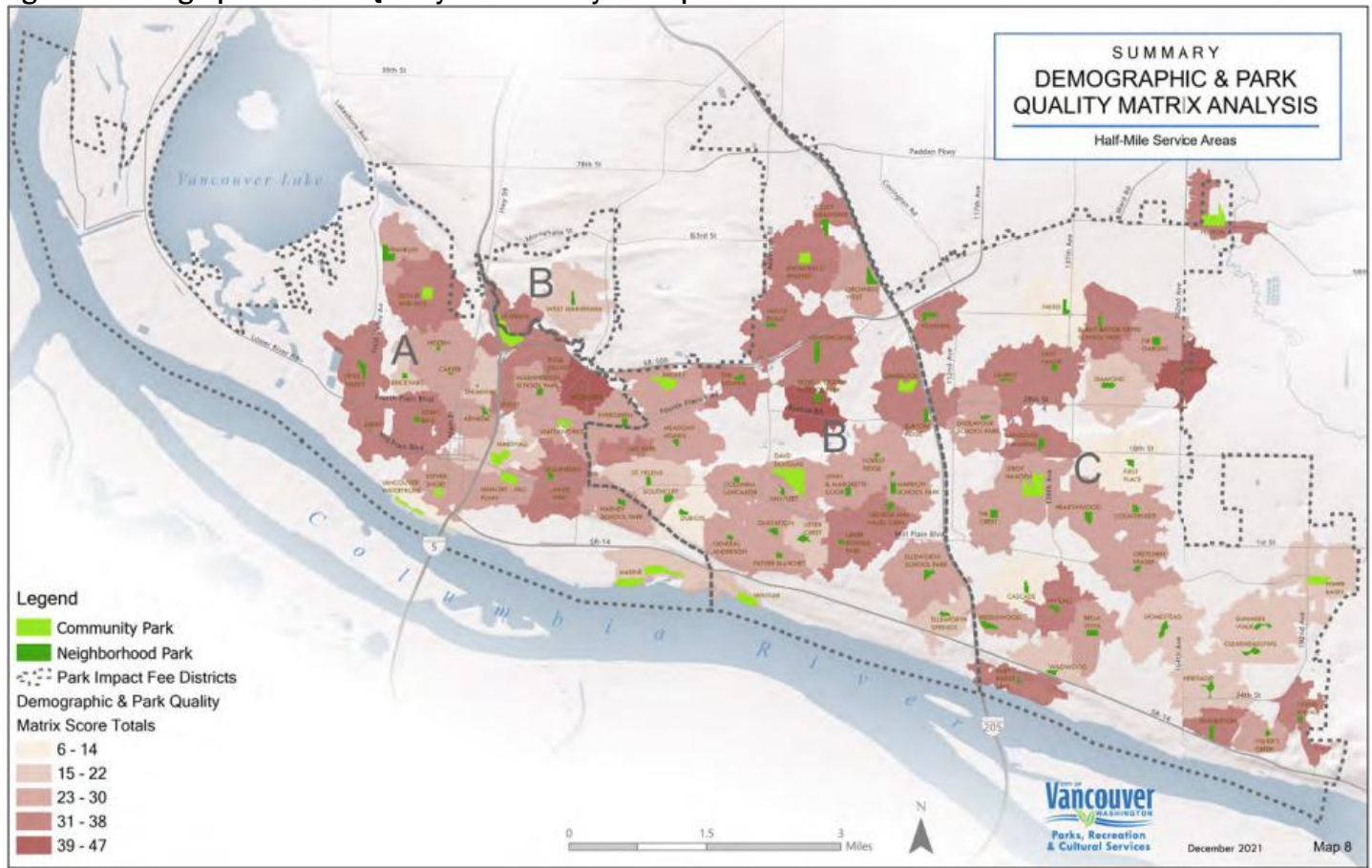
- ➔ Incorporating additional criteria including the (1) baseline ½-mile service area, (2) gaps between existing LOS and adopted standards, (3) current development status, (4) time since acquisition, (5) potential for improved accessibility, (6) safety, (7) resource protection, (8) diversity of recreation opportunities, (9) condition and lifespan of assets, (10) need for safety enhancements, (11) sustainability of infrastructure and natural resources, and (12) accessibility for people with physical limitations.

The outcome of this analysis was a matrix that prioritizes projects for reinvestment, ensuring that resources are allocated where they will have the greatest community impact and maximize the overall value of the park system for Vancouver residents.

It is anticipated that Vancouver will experience an increased demand for youth activities, after-school programs, and programming for active older citizens as it continues to grow, with an expanding need for intergenerational recreation opportunities and the implementation of inclusive design practices to welcome a more diverse community of residents. By establishing a baseline methodology, the city has created a tool that can be regularly utilized to evaluate residents' access to Vancouver's park and recreation system. This tool can be further refined and tailored to the city's needs as future policy work is undertaken as part of the next parks plan update.

Figure 4, on the next page, illustrates how demographic information is layered with park quality data to create composite scores which can help decision-makers prioritize available funding for future parks planning purposes.

Figure 4 Demographic & Park Quality Matrix Analysis Map



Source: VPRCS Comprehensive Plan

Park Demand, Park Need & Total Level-of-Service (LOS)

The City of Vancouver utilizes three calculations to guide the monitoring of its parks system: (1) Level-of-Service (LOS) (2) Park Demand and (3) Park Need where:

- ➔ Level-Of-Service (LOS) is measured as the number of park acres per 1,000 residents.
- ➔ Park Demand is the acres of parkland needed to serve a population at a set standard.
- ➔ Park Need identifies the acreage required to bring the LOS into alignment with the standard

The city updated these calculations in the *VPRCS Comprehensive Plan*, reviewing its inventory of parks, recreation facilities, natural areas, and trails owned and operated by VPRCS. The city uses this inventory to identify acreage by park classification and measure existing conditions against set LOS standards looking at how many acres are needed to be acquired and/or developed. VPRCS utilized the following standards for Neighborhood Parks, Community Parks, and Urban Natural Areas classifications in the 2022 plan update.

- ➔ *Park Acquisition*: 6 acres per 1,000 residents
- ➔ *Park Development*: 4.25 acres per 1,000 residents

Table 4 outlines the city adopted acquisition and development standards for Neighborhood Parks, Community Parks, and Urban Natural Areas.

Table 4 VPRCS Comprehensive Plan Park Acquisition and Development Standards

City of Vancouver Standard	Neighborhood Park		Community Park		Urban NA	Total Park Acres	
	Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000	2.00	2.00	3.00	2.25	1.00	6.00	4.25

Source: VPRCS Comprehensive Plan

Tables 5 and 6 detail the calculated Park Demand and Park Need established in 2022, differentiated by Park Impact Fee (PIF) Districts (A, B, or C). Park Demand calculations indicate a need for approximately 1,200 additional acres of parkland, of which over 800 acres need to be developed to adequately serve Vancouver’s 2022 population. Park Need indicates that the city needed to acquire approximately 440 acres of parkland to bring its existing acreage into alignment with its LOS.

Table 5 VPRCS Comprehensive Plan Park Demand 2022

Park District	Population	Neighborhood Park (Acres)		Community Park (Acres)		Urban NA (Acres)	Total Park Acres	
		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
A	38,770	77.5	77.5	116.3	87.2	38.8	232.6	164.8
B	61,324	122.6	122.6	183.9	138.0	61.3	367.9	260.6
C	94,592	189.2	189.2	283.8	212.8	94.6	567.6	402.0
Total	194,686	389.35	389.35	584.02	438.02	194.67	1168.05	827.37

Source: VPRCS Comprehensive Plan

Table 6 VPRCS Comprehensive Plan Park Need 2022

Park District	Population	Neighborhood Park (Acres)		Community Park (Acres)		Urban NA (Acres)	Total Park Acres	
		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
A	38,770	23.1	23.8	16.0	0.3	0.1	39.2	24.1
B	61,324	0.6	15.1	76.4	40.1	28.4	105.4	55.2
C	94,592	51.5	68.7	218.3	170.6	20.3	290.2	239.3
Total	194,686	75.2	107.6	310.7	211.0	48.8	434.8	318.6

Source: VPRCS Comprehensive Plan

Table 7 highlights the city’s total Level-of-Service (LOS), combining Neighborhood and Community Park categories. Across measurable park classifications, the City of Vancouver provides 4.46 acres of parklands per 1,000 residents citywide – which falls short of the City’s standard of 6 acres acquired Neighborhood and Community Parks per 1,000 residents, and national guidelines provided

by the National Recreation and Parks Association which indicates 10.2 acres/1,000 residents as best practice.

Table 7 Total Level-of-Service (LOS)

City-Wide Level of Service (Acres/1,000 Population)	
Neighborhood & Community Parks	3.02
Urban Natural Areas	1.44
Total	4.46

Source: VPRCS Comprehensive Plan

While the city focuses LOS calculations on Neighborhood Parks, Community Parks, and Urban Natural Areas, other park classifications are also assigned acquisition standards. The *VPRCS Comprehensive Plan* set acquisition standards for Regional Parks (10 acres / 1,000 residents) and also introduced two new park classifications – Civic Plazas and Linear Parks, to provide outdoor park spaces in compact urban areas where traditional park parcels are limited – but did not assign a standard of service. Regional Natural Areas and Special Facilities are also included as park classifications without assigned acquisition standards. As indicated in Table 3, trails are not currently considered a park classification, but rather an improvement or amenity. A detailed overview of acquisition and development standards, and 2022 LOS by park classification is provided in Table 8 below.

Table 8 2022 Park Classification Acquisition and Development Standards vs LOS

Park Classification	Acquisition / Development Standards	2022 Acquisition LOS (All PIF Districts)
Neighborhood Park	2 acres/2 acres per 1,000 residents	1.62 acres/1,000 residents
Community Park	3 acres/2.25 acres per 1,000 residents	1.40 acres/1,000 residents
Regional Park	10 acres/1,000 residents	6.80 acres/1,000 residents
Urban Natural Area	1 acre/1,000 residents	1.44 acres/1,000 residents
Regional Natural Area	No Adopted Standard	No Adopted Standard
Linear Park	No Adopted Standard	No Adopted Standard
Civic Plaza	No Adopted Standard	No Adopted Standard
Special Facilities	No Adopted Standard	No Adopted Standard

Source: VPRCS Comprehensive Plan

Recreation and Cultural Services

Recreation in Vancouver is designed to support a wide range of activities for residents of all ages, abilities, and backgrounds. It includes structured programs such as aquatics, sports, and fitness, as well as informal opportunities for play, leisure, and social connection. The city’s recreation facilities include community centers, pools, and sports fields.

Figure 5 Firstenburg Pool

Public input played a key role in shaping recreation priorities established in the *VPRCS Comprehensive Plan*. Through surveys, outreach events, and stakeholder meetings, residents expressed strong interest in more trails, youth programs, water play features, and outdoor fitness equipment. These preferences are reflected in recommendations identifying a need for upgrades to existing facilities and the development of new amenities that support active lifestyles and social interaction. Engagement also identified barriers to recreation such as cost, transportation, and physical accessibility. Recommendations for addressing community feedback include increasing parks and open space in East Vancouver, investing in safe multimodal infrastructure that connects people to parks and open space, improving ADA compliance, and offering culturally responsive programming.

Cultural Services are recognized as an essential component of the city’s identity, greatly impacting its sense of vitality and quality-of-life. The *VPRCS Comprehensive Plan* prioritizes equitable access to cultural services, acknowledging that historically marginalized communities often face barriers to participation.

The *VPRCS Comprehensive Plan* highlights the need to expand culturally relevant programming and support for underrepresented groups, including Indigenous peoples, communities of color, LGBTQ+ residents, and people with disabilities. Strategies include increasing funding for community-led cultural initiatives, improving accessibility in cultural venues, and fostering partnerships with local artists and cultural organizations. The Cultural Services chapter of the *VPRCS Comprehensive Plan* identifies gaps in cultural infrastructure, including limited performance spaces, inadequate support for public art, and a need for flexible venues that can host a variety of cultural activities. Recommendations include investing in new cultural facilities, upgrading existing spaces, and integrating arts and culture into park and public space design. In late 2024, the City adopted a Cultural Access Program that will support improved and expanded cultural resources in the future, as it will generate approximately \$7 million annually to improve access to arts, culture, heritage, and science across the community. Vancouver also seeks to make better use of schools, libraries, and other civic buildings as cultural hubs.



Source: VPRCS Comprehensive Plan

Figure 6 Día de Muertos Celebration



Source: City of Vancouver

Preferred Alternative and Future Parks Planning

Gaps in Level-Of-Service (LOS) provide the basis for the city’s land acquisition planning along with park impact fee allocation, measuring LOS and long-term planning for equitable access to recreation and green space throughout the city. Acquisition standards contribute to the city’s goals for climate adaptation, tree canopy preservation, improved air quality, environmental justice, and prioritizing natural areas in historically underserved neighborhoods. These standards also assist the city in meeting the requirements of the Washington State Growth Management Act (GMA), which states that comprehensive plans must keep pace with projected population and development trends.

Priorities for parkland acquisition consider the four key criteria:

- ➔ **Geographic Equitable Access** to ensure all residents have equitable access to a park within a 10-minute walk (½ mile) (*VPRCS Comprehensive Plan*).
- ➔ **Population Growth and Development Trends** highlight new parks in rapidly growing neighborhoods, particularly east of I-205, where future residential density and family households are projected to increase (*VPRCS Comprehensive Plan*).
- ➔ **Network Connectivity and Access** prioritize sites that strengthen the citywide network of parks, trails, and greenways (*VPRCS Comprehensive Plan*).
- ➔ **Environmental Factors** protect lands that provide ecological value, such as tree canopy, wildlife habitat, flood mitigation, and climate resilience (*EIS Report*).

In an updated analysis conducted as part of the *Our Vancouver* planning process, Vancouver has identified a need to acquire 372.47 acres of parkland and develop 382.71 acres of parkland to meet its current metrics for LOS in 2025.

Table 9 Existing (2025) City Parks and Natural Areas Demand, Inventory, and Need by District (in acres)

Park Impact Fee By District	Acquisition Demand	Acquisition Inventory	Acquisition Need	Development Demand	Development Inventory	Development Need
A	246.43	217.12	29.31	174.56	124.50	50.05
B	388.10	327.73	60.37	274.91	207.82	67.08
C	600.13	317.33	282.80	425.09	159.52	265.57
Total	1,234.66	862.19	372.47	874.55	491.84	382.71

Source: City of Vancouver 2025

Note: Park Impact Fee District boundaries are shown in Figure 28. Demand calculated based on estimated 2025 population of 41,072 in PIF A, 64,684 in PIF B, and 100,021 in PIF C. Assumes LOS standard of 6 acres per 1,000 residents of acquisition need and 4.25 acres per 1,000 records for park development need. Need is calculated by subtracting the inventory (as of 2025) from the future projected demand.

As Vancouver continues to grow, the city will need to regularly evaluate the acquisition standards to reflect changes in population, community priorities, and new development. Population projections

through 2045 indicate a need to acquire 823.81 acres of additional parkland and develop 702.41 acres to adequately serve the community.

Table 10 Future (2045) City Parks and Natural Areas Demand, Inventory, and Need by District (in acres)

Park Impact Fee By District	Acquisition Demand	Acquisition Inventory	Acquisition Need	Development Demand	Development Inventory	Development Need
A	333.54	217.12	119.42	238.38	124.50	113.88
B	529.97	327.73	202.23	375.39	207.82	167.57
C	819.49	317.33	502.16	580.47	159.52	420.96
Total	1,686.00	862.19	823.81	1,194.25	491.84	702.41

Notes: a) Park Impact Fee District boundaries are shown in Figure 28. B) Demand calculated based on estimated 2045 population of 56,090 in PIF A, 88,328 in PIF B, and 136,582 in PIF C, for a total population of 281,000 citywide. Assumes LOS standard of 6 acres per 1,000 residents of acquisition need and 4.25 acres per 1,000 records for park development need. Need is calculated by subtracting the inventory (as of 2025) from the future projected demand. Note: These citywide projections assume that the 2045 population distribution would be similar to the 2025 population distribution. The projections do not account for differences between the alternatives in housing capacity distribution by PIF district.

Competing land use interests will present challenges for the city in meeting these goals, but the *VPRCS Comprehensive Plan* outlines a plan for acquisitions, capital assets, and planned investments to begin implementation of measures to improve Level-Of-Service (LOS).

To address LOS deficiencies, the *VPRCS Comprehensive Plan* identified several measures to be addressed in future parks plan updates. These include (1) identifying opportunities to acquire new community park sites or enhance larger neighborhood parks with community-level amenities; and (2) improving parks with low Level-of-Service (LOS) by adding amenities, increasing user capacity, and enhancing both natural and built environments to promote sustainability and recreational diversity.

The *VPRCS Comprehensive Plan* also identifies the need to explore alternative metrics for measuring LOS and setting classification standards. The addition of two new park classifications, Civic Plazas and Linear Parks, will provide additional options for recreation as the city experiences growth through the 2045 horizon of the *Our Vancouver Comprehensive Plan*, and the city will need to focus efforts on updating acquisition standards and PIFs through an updated nexus study prior to the adoption of the next update to the *VPRCS Comprehensive Plan*.

National Best Practices in Park System Planning

Many factors influence how cities establish guidelines for their park systems. In recent years, many cities have revisited how they designate parks, set Levels-of-Service (LOS), and manage facility and asset investments in response to demographic shifts, climate considerations, equity priorities, and fiscal pressures. The following section summarizes current national best practices relevant to Vancouver's future park system planning.

Park Designation, System Definitions, and Classifications

Setting city-wide criteria helps prioritize park designations, land acquisitions, capital investments, and maintenance while aligning service expectations. Vancouver currently uses a classification system for its parks, open spaces, and trails. As the city continues to grow, it may consider adding new park classifications and expanding its LOS standards to anticipate future land acquisitions or expansions and diversify opportunities for capturing additional parklands. The introduction of Civic Plazas and Linear Parks as new classifications paves the way for the city to reconsider how it is providing parks and recreation spaces in an urbanizing environment.

Most cities reexamine their park designation criteria and system definitions during updates to their Parks, Recreation, and Open Space Plans (typically every 8 to 10 years), with refinements to LOS standards or equity priorities every 3 to 5 years. These updates generally align with planning cycles and shifts in growth patterns, policy direction, or asset management frameworks rather than a fixed schedule. This aligns with NRPA's suggestion that comprehensive park system plans be updated roughly every 10 years with mid-cycle check-ins.

System Definition and Access

Traditionally, Level-of-Service (LOS) has been measured using acres of parkland per 1,000 residents. While still relevant, many cities now use a broader LOS framework that incorporates access, equity, investment, and quality. The National Recreation and Park Association (NRPA) uses a benchmarking metric of 10.2 acres per 1,000 residents (NRPA 2025 Agency Review) which is higher than Vancouver's current 6.0 acres per 1,000 residents.

Figure 7 NRPA Park Metrics



Source: [NRPA Park Metrics | Research | National Recreation and Park Association | NRPA](#)

Beyond acreage, cities are increasingly evaluating whether all residents have meaningful access to parks using metrics such as:

- 10-minute walk proximity, measured using walkshed analysis
- Quality of amenities, such as playgrounds, restrooms, or trails
- Equitable distribution across neighborhoods

Another emerging Level-of-Service (LOS) approach evaluates the condition and functionality of park and facilities assets such as playgrounds, restrooms, and trails. The NRPA's dataset, accessed through Park Metrics, allows agencies to compare operational metrics such as staffing and maintenance burden. The Trust for Public Land (TPL's) ParkScore index reflects these trends by assigning points based on acreage, investment, amenities, access, and equity. Its investment and amenity metrics also consider per-resident spending and available facilities.

Figure 8 Trust for Public Land ParkScore



Source: [ParkScore® 2025 Scoring Metrics - Trust for Public Land](#)

Equity-Focused Level-of-Service (LOS) Trends

Current best practices emphasize that LOS should account for underserved populations, spatial equity, and equitable access to both parks and park quality. The ParkScore report supports this by highlighting how investment, access, and distribution trends evolve over time, noting that residents of larger cities increasingly rely on parks for connection, well-being, and community togetherness.

Holistic Assessment of Publicly Accessible Parklands

When assessing park distribution, the Trust for Public Land (TPL) takes a more holistic approach by evaluating all publicly accessible parks, trails, and open spaces regardless of ownership. Today, cities recognize that people often do not distinguish between city parks, state parks, or school play areas. Instead, people perceive all of these as part of the public realm. The publicly accessible parks may account for:

- City-managed parks
- County Parks or open spaces
- State or Federal Lands
- School district playfields
- Nonprofit-managed open spaces
- Other publicly accessible green spaces

These methods are useful for examining a more complete understanding of distribution, proximity, and service gaps.

Considerations for Vancouver

Vancouver's park classifications adequately reflect existing conditions and provide distinction for park types currently seen across the city, however, as Vancouver continues to grow and strive for a higher Level-of-Service (LOS), additional consideration should be given to park types and intended purpose, park hierarchy, acquisition and development standards, and PIF program updates.

Based on peer communities in Washington and across the United States, Vancouver should explore:

- Explore enhanced focus on ecological value of property in planning efforts.
- Park hierarchy will need to be addressed as new park classifications are added. Vancouver should consider adding more detail to the Linear Parks classification that reflects how these spaces should function in contribution to the park system.
- Based on the *Our Vancouver* park system need cost analysis, consider adoption of proposed minimum standard of 1 acre / 30,000 residents for Civic Plazas. Additional standards for Community Centers, Regional Trails and Sports Complexes should also be considered. An updated nexus study should be conducted to affirm proposed standards are compliant with state regulations.
- Current Park Impact Fees (2025 rates) are estimated to support only 30% of the actual cost of acquisition and development. This deficit is anticipated to grow due to inflation and the use of partial impact fee waivers. Consideration should be given to increasing PIF rates to generate a proportionate share of the resources necessary to adequately serve residential development – in addition to review of incentives for private park development, impact of fee waivers on Level-of-Service to low-income areas, and application of program to non-residential development.

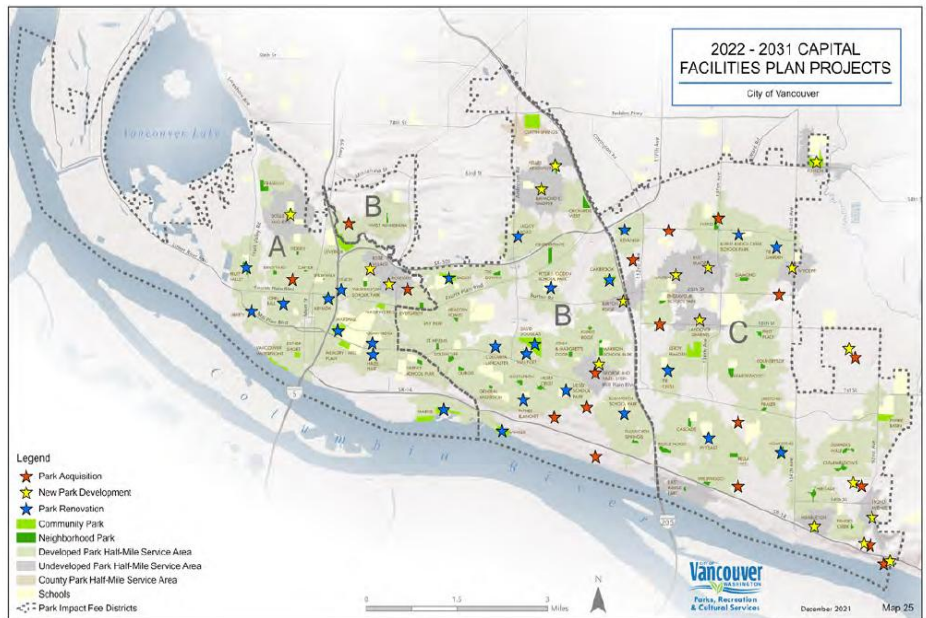
Proposed Capital Assets and Acquisition Planning

Vancouver’s capital projects utilize investment and allocated funds to meet the needs of Vancouver’s parks and recreation system, based on Level-of-Service (LOS) standards, growth projections, and equity indicators. The planning process for new park land is data-driven and community-informed, incorporating structured evaluation from feasibility analysis through community input and City Council approval (*VPRCS Comprehensive Plan*, EIS Report).

Capital Facilities Plan

Vancouver’s Capital Facilities Plan (CFP) provides a six- to ten-year roadmap for capital projects, including major park and recreation investments, as well as the annual Capital Improvement Program (CIP). The CIP identifies near-term project priorities based on system needs, available funding, and coordination with other infrastructure investments. Capital improvements include physical changes to the park system, such as park, trail, or facility upgrades, as well as new park land acquisition.

Figure 9 Capital Facilities Plan Projects Map



Source: VPRCS Comprehensive Plan

Planned Investments

As part of the *VPRCS Comprehensive Plan*, approximately \$166 million in planned capital projects are identified between 2022 and 2031. These investments include new park acquisitions, major park renovations, trail expansions, and system-wide accessibility improvements, as Vancouver continues to keep pace with population growth, new development, and environmental changes (*VPRCS Comprehensive Plan*). A minor update to the *VPRCS Comprehensive Plan* is anticipated to occur following the adoption of the Our Vancouver plan to reflect policy changes and updates to investment strategies.

East and Central Vancouver, along with the Evergreen, Burton, and Fourth Plain Boulevard corridors, have been identified as areas suitable for future investments. These locations are expected to experience increased population growth and higher-density residential development, resulting in a gap in park acreage per capita, as well as a focus on equitable access (*Community Atlas Existing Conditions*, EIS Report).

Implementation and Funding Sources

Implementation for Vancouver’s parks and recreation system is guided by adopted plans, policies, and funding tools that align with city-wide growth and planning objectives. Funding for implementation comes from a combination of federal and state grants, and partnerships with private and nonprofit organizations. These sources provide a guide for the city to maintain existing facilities, acquire new park land, and expand recreation facilities.

The City of Vancouver has a variety of funding sources available supporting both capital improvements and ongoing operations Which are further outlined below:

- ➔ **Dedicated Funding Streams.** Cities and counties may allocate dedicated sources, such as property taxes, sales taxes, business license surcharges and impact fees (residential and non-residential), specifically for parks and recreation. These revenues can support both ongoing operations and capital improvements in a stable, ongoing way. The City currently utilizes impact fees, a business license surcharge, and a local Real Estate Excise Taxes (REET) to provide dedicated, ongoing Parks funding.
- ➔ **Bonds and Levies.** Bonds and levies may be used independently or in combination. When used together, bonds and levies can finance both the initial cost of improvements and the ongoing resources needed to support them. This combined approach offers a broader range of funding options than using either tool separately, and in most cases requires voter approval.
 - **Bonds.** Bonds are a debt-financing tool that allows jurisdictions to raise money upfront for large capital projects such as park development or major renovations. Repayment is typically made over time through property taxes or other dedicated revenue streams. In Washington, general obligation bonds usually require voter approval and are repaid through property taxes, while revenue bonds are repaid from specific program revenues (e.g., user fees) and typically do not require a public vote. This type of funding is focused for specific projects and is not necessarily a stable ongoing source of funding for a variety of parks related capital improvement projects.
 - **Levies.** Levies are property tax measures that raise revenue directly, either on a temporary or permanent basis. They are commonly used to fund park operations, maintenance, or smaller-scale capital improvements. Most levies require voter approval, often through a simple majority or, in some cases, a supermajority with minimum turnout thresholds.
- ➔ **Park and Recreation Districts.** Washington law authorizes the creation of park and recreation districts, service areas, and metropolitan park districts. These permanent entities may levy property taxes, issue bonds, and generate other revenues dedicated to parks. A guiding principle is that there should be a clear connection between the population served and the taxes or levies imposed.

- ➔ Grants: State and federal grant programs can provide funding for park acquisition, development, restoration, and programming. Grants are often tied to specific policy goals, such as conservation or community health, and supplement local revenue sources rather than providing ongoing funding.

- ➔ Tax Increment Financing: TIF districts capture increases in property tax revenue generated by new development within a designated area. The incremental revenue can be directed to fund a variety of infrastructure investments, including park facilities, often as part of broader subarea plan implementation and associated redevelopment efforts. The City of Vancouver currently does not have a TIF district but is actively studying their applicability to priority redevelopment areas in the city.

- ➔ Other Revenue Strategies:
 - User Fees and Charges: Fees for activities such as sports leagues, equipment rentals, or special events can generate revenue to help offset operational costs. These fees are typically structured to recover a portion of costs while maintaining access for a broad range of users. They do not typically generate revenue for parks system improvement or expansion.
 - Fundraising, Advertising and Naming Rights: Donations from individuals, foundations, or businesses, as well as organized fundraising efforts such as capital campaigns or crowdfunding, can provide additional support for parks projects. These sources are generally project-specific, vary in scale and do not provide ongoing funding.

Goal: PR-1

Increase Community Health Through Recreation

Vancouver has safe and equitable access to a quality and diverse system of parks, natural areas, amenities, recreational facilities and programs that promote physical and mental well-being, cater to the varied interests and needs of community members and contribute to a vibrant and active community.

Key Implementation Actions

- ✓ TBD
- ✓ TBD
- ✓ TBD
- ✓ TBD
- ✓ TBD

Vancouver’s parks and recreation system will support the health of the community by creating opportunities for play, connection, engagement, and creative expression. Currently, Vancouver’s parks, trails, and facilities are inclusive places to engage in physical fitness, mental well-being, and social belonging. Through intentional design and equitable distribution, Vancouver’s diverse system will enhance quality of life throughout the City, connecting neighbors and nature.

Recreation is a core public service that enriches the City’s livability and resiliency. Vancouver’s recreational programs offer lifelong health by encouraging outdoor activity, building intergenerational relationships, and supporting inclusive events that celebrate Vancouver’s diversity. Vancouver’s facilities are designed and operated to be inclusive, accessible, and responsive to the needs of the community.

Community health and well-being for all ages and abilities are an important part of Vancouver’s outdoor plan and recreation. According to the *Community Atlas (2023)*, one in five residents is under 18, and nearly 15 percent are over 65, emphasizing a need for more intergenerational recreation

opportunities. Youth programs provide safe and structured spaces for play, learning, and teamwork, while senior and adaptive recreation programs promote mobility, connection, and mental wellness.

Looking at both local and national trends, access to recreation and green spaces reduces the risk of chronic diseases and improves mental health, strengthening the City’s dedication to inclusive and equitable recreation access (*VPRCS Comprehensive Plan*, EIS Report).

The supporting policies with this goal will support investment in recreation programs, facilities, and public spaces that promote physical activity, mental well-being, and social connection for people of all ages and abilities. The policies emphasize equitable access through universal design, inclusive programming, and programs and infrastructure that support youth, aging populations, and underserved communities. While there is an emphasis on equity and a sense of place, the policies also prioritize the coordination of capital investments to align with health and equity objectives.

Supporting Policies		Related Goals
51	Universal Design	Incentivize universal design principles in private development. Support accessibility retrofits for existing homes and prioritize affordable housing options tailored to multi-generational living, aging in place, and a wide range of abilities.
75	Climate Resilient Spaces	Incorporate elements of climate resiliency into new privately and publicly developed public spaces.
78	Resources for Youth and Aging Populations	Prioritize programs and infrastructure that support youth and aging populations, including safe play areas, accessible housing, robust childcare, public facilities and community programs that foster multigenerational interaction.
126	Align Capital Improvement Program (CIP) and Capital Budget Decisions	Maintain a prioritization process that aligns CIP projects to the goals and policies of the comprehensive plan. Use the CIP, as amended annually, to prioritize the financing of capital facilities within projected funding capacities and ensure that capital budget decisions conform with the comprehensive plan.
		EI-2 Universal Design and Access H-2 Diverse and Accessible Housing CL-1 Resiliency and Climate Adaptation CF-1 Social Infrastructure PFS-3 Infrastructure Enhances Public Safety EI-3 Youth and Aging Population Focus PFS-1 Public Facilities and Services PFS-2 Government Services and Financing

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**Asset
Management**

City transportation, water, sewer, and surface water facility assets shall be systematically managed to balance full life cycle costs, performance, risk, and service levels, using best management practices and data. Public infrastructure and facility investments will leverage existing investments to support efficient and equitable growth.

PFS-2 Government Services and Financing
TM-1 Integrated Transportation and Connectivity

Goal: PR-2 Parks, Trails, and Natural Spaces

Vancouver’s residents have access to a well-connected and expanded network of developed parks, trails, and natural areas that support outdoor recreation, biodiversity, and climate resilience, that serve as vital hubs for community gatherings, cultural events and a shared sense of place.

Vancouver’s parks, open spaces, and trail network connect people to the outdoors, strengthening the City’s environmental health, recreation opportunities, and social vitality. Land acquisition and preservation efforts ensure that environmentally sensitive areas are protected, and new parks and open spaces expand in line with the City’s population growth.

As Vancouver continues to grow, capital investments will focus on linking parks and communities, improving connectivity and access for walking, biking, and active transportation. Expanding trail networks and greenway corridors will help address service gaps and promote equitable access to outdoor spaces, particularly in East and Central Vancouver, where access to parks and trails remains limited. Natural areas also play a critical role in the City’s climate adaptation strategy. Vancouver’s park lands and natural areas offer community health benefits and provide relief against heat island effects, flooding impacts, and the increasing urban tree canopy. According to the *Community Atlas (2023)*, neighborhoods with higher canopy coverage and access to natural spaces have higher public health outcomes and greater resilience to climate impacts. The policies associated with this goal support the expansion and maintenance of Vancouver’s connected network of parks, trails, and open spaces that provide environmental, recreational, and social benefits. There is a strong emphasis on climate resilience, preservation of sensitive lands, and creation of community streets and green corridors that bring nature into the urban environment.

Key Implementation Actions

- ✓ TBD
- ✓ TBD
- ✓ TBD
- ✓ TBD
- ✓ TBD

Supporting Policies		Related Goals	
4	Reduce Urban Heat Island Effect	<p>Minimize impacts of the urban heat island effect, reduce temperature disparities for equity priority neighborhoods, and safeguard vulnerable populations from the adverse effects of extreme heat through proactive measures.</p>	<p>CL-1 Resiliency and Climate Adaptation CL-2 Increase Biodiversity and Enhance Natural Spaces CL-4 Environmental Health</p>
10	Stormwater Management	<p>Focus on improving water quality and prevent flooding through managing stormwater flows, encouraging natural filtration of precipitation to ground water, reducing runoff, mitigating flood risks by advancing systems that manage stormwater effectively, and enhancing local water quality in the watershed</p>	<p>CL-1 Resiliency and Climate Adaptation CL-2 Increase Biodiversity and Enhance Natural Spaces PFS-1 Public Facilities and Services</p>
26	Conserve Land for Open Space and Preservation	<p>Acquire environmentally sensitive land with ecological benefits for the purpose of conservation.</p>	<p>CL-2 Increase Biodiversity and Enhance Natural Spaces</p>
66	Community Streets	<p>Develop guidance and encouragement for community use of the right-of-way, including plazas, parklets, “streateries,” open streets events, public art, and demonstration projects.</p>	<p>TM-1 Integrated Transportation and Connectivity TM-4 Eliminate Traffic Fatalities (Vision Zero)</p>
79	Improve Connectivity Between Parks and Open Spaces	<p>Create an expansive network of linear parks that encourage active transportation, improve community health and wellbeing, enhance tree canopy and stormwater management, and link parks and open space with housing.</p>	<p>PFS-1 Public Facilities and Services CL-2 Increase Biodiversity and Enhance Natural Spaces</p>

82	Regional Trail and Open Space Networks	Work with nonprofit and private partners, Clark County and adjacent cities to build out the regional trail network for recreation and active transportation purposes.	TM-1 Integrated Transportation and Connectivity
114	Reduce climate impact exposure to Vancouver's neighborhoods	Establish development regulations that incorporate best practices for reducing the risk of wildfire, extreme heat, flooding, and other climate-exacerbated hazards.	CL-1 Resiliency and Climate Adaptation
115	Sustainable Parks Funding	Identify and implement new funding strategies to support robust parks and natural area investments, ongoing maintenance and operation costs, and provide equitable access and level of service to all community members.	None
119	Acquire Land for Public Parks	Acquire and reserve land for the development of parks for public use and recreation in areas experiencing growth, prioritizing underserved neighborhoods and areas currently not meeting parks service standards.	None
120	Community Safe Routes	Create safe walking connections through programs that identify and invest in Safe Routes to Schools and Community Safe Routes that link people to transit and other important community destinations.	TM-1, TM-2, PFS-3, PR-2
131	Pilot Projects	Encourage the use of short-term pilot projects for park, transportation, and infrastructure improvements before making long-term investments to foster innovation, test feasibility, and increase community buy-in.	CF-4 Innovation TM-2 Change Travel Behavior
135	Program Underutilized Spaces	Encourage the thoughtful reuse and activation of underutilized lands – such as space beneath freeway viaducts, oddly shaped parcels, utility corridors, temporarily vacant lots – and other non-developable remnants – by establishing public private partnerships to program them to serve community, cultural, and environmental needs.	CF-1 Social Infrastructure CF-4 Innovation LU-4 Efficient Use of Land

Goal: PR-3

Community Health and Wellness

Vancouver community members have access to high-quality public spaces that support physical and mental wellbeing, active lifestyles, connection to nature, and sense of community belonging.

Parks and community spaces play an important role in supporting a community’s overall health and well-being. Access to nature, opportunities for physical activity, and healthy food options contribute to individual physical, mental, and social wellness.

Vancouver’s parks and recreation system connect residents to spaces and programs that encourage active living, stress reduction, and social connection. Parks, community centers, and recreation facilities function as part of the City’s broader wellness network, providing inclusive environments that support physical and mental wellbeing and complement other community health services.

This goal helps address these benefits and recognizes neighborhoods within the City with higher rates of food insecurity and chronic disease, particularly in areas with limited access to fresh produce and outdoor recreation opportunities. Addressing these disparities requires a coordinated approach that integrates park amenities, community gardens, and wellness programming into everyday public spaces (*Community Atlas (2023)*).

In collaboration with the *Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (2022–2031)*, there is a need for continued investment in programs that promote lifelong wellness, including fitness classes, adaptive recreation, nature-based therapy, and nutrition education. Partnerships with local health providers, school districts, and nonprofit organizations can help extend these opportunities.

Key Implementation Actions

- ✓ TBD
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Exposure to green spaces has also been proven to lower stress, improve concentration, and encourage a sense of social belonging, benefiting youth, older adults, and residents who experience higher health risks. Policies supporting this goal emphasize collaboration among parks, health, and social service partners to increase community wellness and provide equitable high-quality public spaces.

Supporting Policies		Related Goals
54	Support Mental Health Access Partner with nonprofits to help expand access to culturally inclusive mental health, behavioral health, and physical health resources.	None
76	Broaden Equitable Access to Natural Spaces and Parks Site new accessible and attainable housing close to existing and future parks, ensuring equitable access to existing facilities, and investing in new and improved facilities in underserved neighborhoods.	CL-4 Environmental Health H-1 Housing Production
77	Community Centers Establish multipurpose community centers offering social, recreational, educational, and cultural programming, especially in underserved areas.	CL-4 Environmental Health PFS-1 Public Facilities and Services
80	Community Gardens Expand access to community gardens and incentivize urban agriculture to improve food security and increase healthy food options.	None
81	Increase Food Access Incentivize and remove regulatory barriers to locating grocery stores and neighborhood markets near housing and in underserved neighborhoods.	LU-1 Connected and Accessible Neighborhoods
133	Native Landscapes Incorporate native plantings, food forests, and agroforestry into parks and public spaces to support food security, ecological health, and cultural knowledge sharing.	CL-2 Increase Biodiversity and Enhance Natural Spaces EO-3 Circular and Sustainable Economy

Goal: PR-4

Thriving Cultural Landscape

Vancouver supports a thriving cultural landscape for residents and visitors by investing in public art, cultural centers and facilities, historic preservation, and supporting community centered initiatives and opportunities for creative expression that reflect the city’s diverse identities and historic roots.

Key Implementation Actions

- ✓ TBD
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- ✓ TBD
- ✓ TBD
- ✓ TBD

Cultural spaces, parks, and public facilities are essential to Vancouver’s uniqueness and sense of place. The park system provides community gathering spaces for creative expression and cultural learning that strengthen social connections. The City’s cultural programs honor Indigenous heritage, highlight local artists, and promote diverse community voices through events, exhibits, and performances that reflect Vancouver’s evolving character.

As Vancouver continues to grow, its population becomes increasingly diverse, with cultural heritage and multilingual communities shaping the City’s neighborhoods and public life (*Community Atlas (2023)*). Expanding access to cultural programming and facilities helps create shared experiences across generations and cultural groups, particularly in areas where residents have fewer opportunities for arts engagement.

Partnerships with schools, cultural organizations, and local artists extend opportunities for education, performance, and creative expression beyond traditional venues. Preserving and interpreting historic sites also plays an important role in maintaining the City’s identity.

Policies supporting this goal prioritize collaboration among cultural organizations, Indigenous partners, and community groups to advance arts education, heritage preservation, and equitable access to cultural experiences.

Supporting Policies		Related Goals
23	Inclusive Use of Technology	CE-4 Innovation
52	Incorporate Community Outcomes into Development	H-4 Prevent Displacement
70	Increase Access to Space for Artists and Creatives	CF-1 Social Infrastructure
71	Expand Representation in Public Art	CF-1 Social Infrastructure CF-2 Inclusive and Affirming Environments
72	Culturally Responsive Design	CF-1 Social Infrastructure CF-2 Inclusive and Affirming Environments
73	Center Impacted Voices in the Development of Community Spaces	CE-1 Social Infrastructure EI-4 Transparent and Inclusive Governance PR-4 Thriving Cultural Landscape
74	Multilingual and Culturally Competent Services	CE-2 Inclusive and Affirming Environments H-3 Reduce Homelessness PR-4 Thriving Cultural Landscape

101	Engage with Tribal Community Members	Foster meaningful partnerships with tribal communities and land stewards, integrating their knowledge, priorities, and cultural perspectives into local decision-making processes.	EI-1 Equitable Community EI-4 Transparent and Inclusive Governance CL-2 Increase Biodiversity and Enhance Natural Systems
102	Tracking Progress and Reporting Back	Build transparency and accountability with the community through regular tracking of plan implementation and consistently reporting out on progress in an accessible manner.	EI-4 Transparent and Inclusive
107	Historic and Culturally Significant Resources	Protect and preserve significant cultural, historic, archeologic, and ecologic community resources. Promote preservation, restoration, and rehabilitation of historic and architecturally significant structures.	CF-2 Inclusive and Affirming Environments CL-1 Resiliency and Climate Adaptation CL-2 Increase Biodiversity and Enhance Natural Systems
117	Access to Arts and Cultural Programs	Improve access to arts, cultural, and heritage programs by reducing barriers to participation, prioritizing underserved and historically marginalized communities, and investing in related programs.	EI-1 Equitable Community
118	Increase Cultural Capacity	Strengthen Vancouver's cultural sector by investing in capacity building across arts, culture and heritage organizations as an economic and cultural driver of the community.	None



MEMORANDUM

DATE: February 18, 2026

TO: Parks and Recreation Advisory Commission

FROM: David Perlick, Director
Katherine Stokke, Senior Management Analyst

RE: **Parks, Recreation & Cultural Services Budget History**

CC:

This memo is presented at the request of the Parks & Recreation Advisory Commission to summarize recent City and Department budget information and trends that can provide context for the upcoming 2027-2028 budget process.

The City’s total budgeted expenditure in the adopted 2025-2026 biennium is approximately \$2.1 billion. Given that the City’s budget is this large and complex, providing clear budget information across a period of time is challenging. The approach of this memo is to recognize this complexity and to provide the most relevant and consistent summary information that shows trends and key issues related to the Parks, Recreation & Cultural Services Department (PRCS) over recent years.

Overview and Budgeting Context

Cities in Washington experience a structural budget deficit where revenue growth is limited and lags behind expenditure growth. This is explained in the following statements.

“Property tax is the single largest revenue source for cities in Washington, comprising 22% of city revenues. However, annual property tax increases have been arbitrarily capped at 1% since 2001, which prevents revenues from keeping pace with inflation and population growth.”
Association of Washington Cities, city budgets and finances webpage.

“The structure of the revenue system for the City’s general government services does not pace with the compounding demands of a growing population and inflation: the real per capita revenues for general governmental purposes at the City decline year-over-year (the structural deficit).”

City of Vancouver, 2025-2026 Budget; executive summary, page 11.

Given this structural deficit, Vancouver, like most cities in Washington, has been forced to pursue new revenue strategies and reductions in services over multiple years.

The primary period of analysis is 2007 through current. The reasons for using this period include:

- This covers much of the period when cities in Washington have faced a structural funding deficit.
- This also captures significant reductions the City made in response to the U. S. recession of 2007-2009.
- Going back further becomes difficult to capture reliable and consistent information.

This information will primarily focus on the operational budget, which supports the ongoing day-to-day delivery of services. Capital budget funding tends to be more variable and involve more restricted and one-time funding.

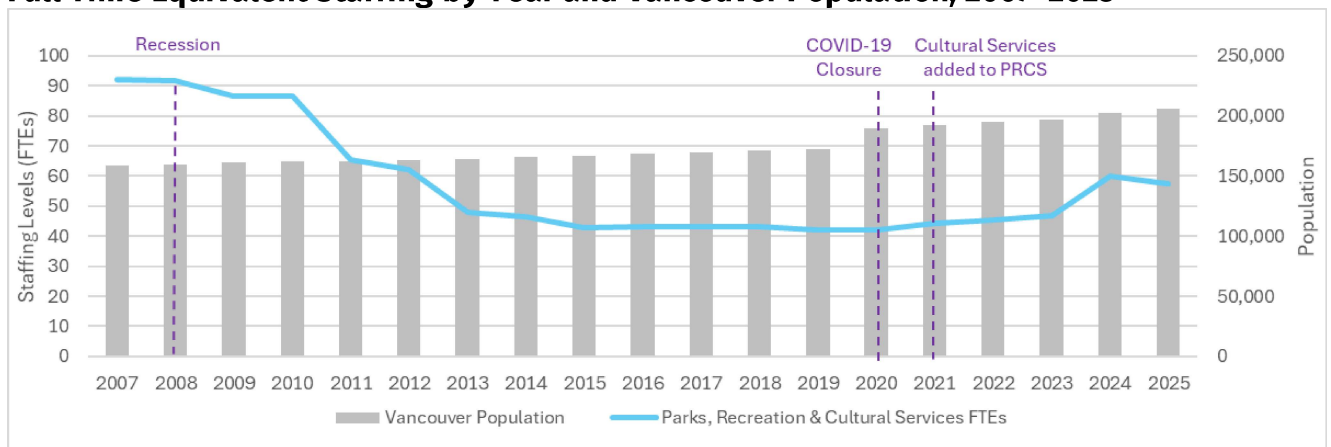
It is important to emphasize that during this period of limited budget growth Vancouver’s population has grown steadily in recent years as more people choose to live and work in Southwest Washington. This growth isn’t coincidental. We know that a significant driver is access to vibrant parks, natural areas, recreation opportunities, and cultural activities. These amenities improve quality of life, attract new residents and businesses, support local spending, and help retain a strong workforce, making investment in parks and cultural experiences an investment in the city’s long-term economic vitality.

Key Information and Trends

When we look at budget history in Vancouver specifically related to PRCS, we have identified several key measures that can be analyzed over time.

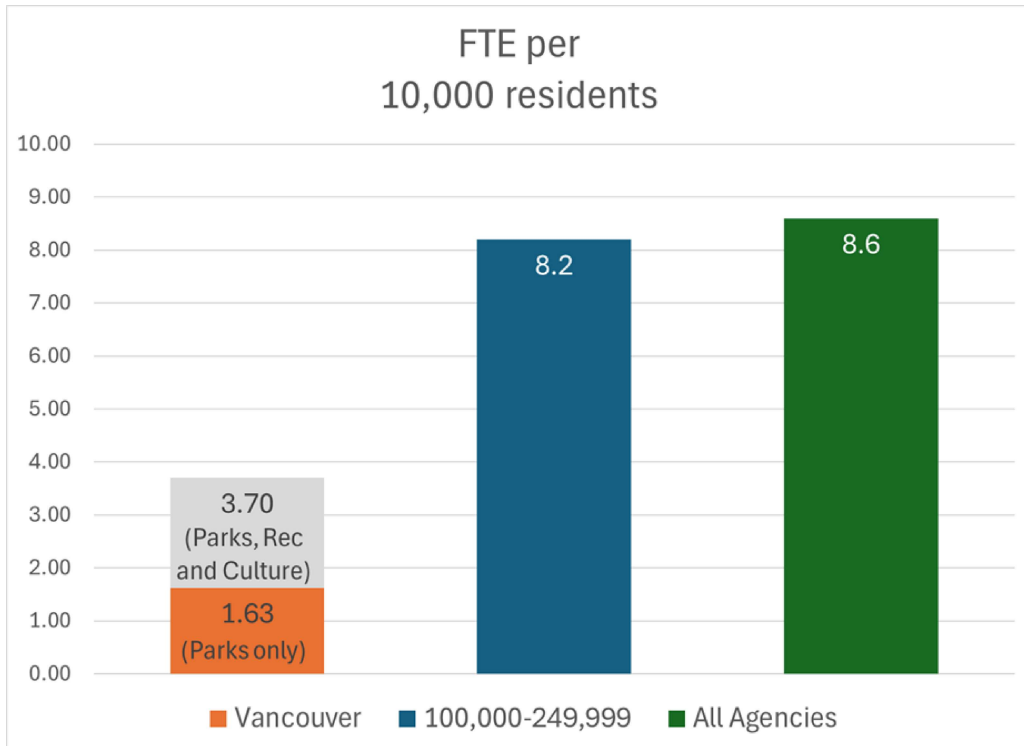
The first set of measures focuses on full time equivalent positions in the department (FTE). These numbers are very consistently reported over time. The table below shows that department staffing has been reduced by 35.5 FTEs despite population growth of over 47,000 residents in that time period. This is a **reduction of 37.5% in department FTEs from 2007-2025**.

Full Time Equivalent Staffing by Year and Vancouver Population, 2007-2025



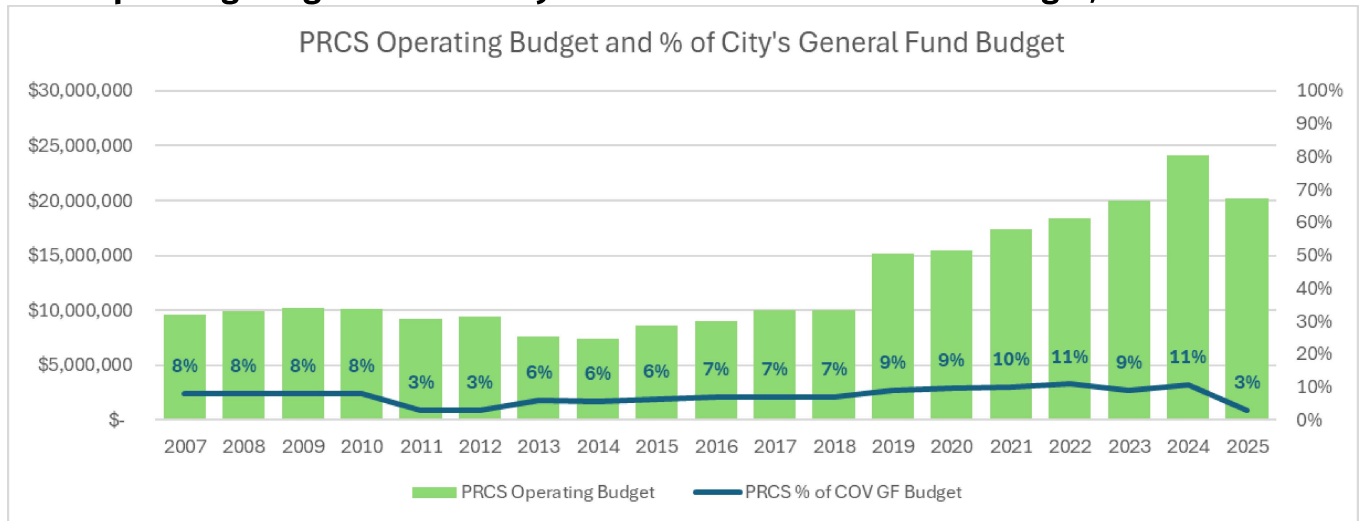
A nationally recognized standard for parks and recreation agencies is the number of FTEs per 10,000 population. **Between 2007 and 2025, PRCS FTEs per 10,000 population decreased by more than 50%.** The chart below shows that, as of 2024, **Vancouver is less than 50% of the national median** in this measure.

Full Time Equivalent Staffing (FTE) per 10,000 Residents Compared to National Agency Medians



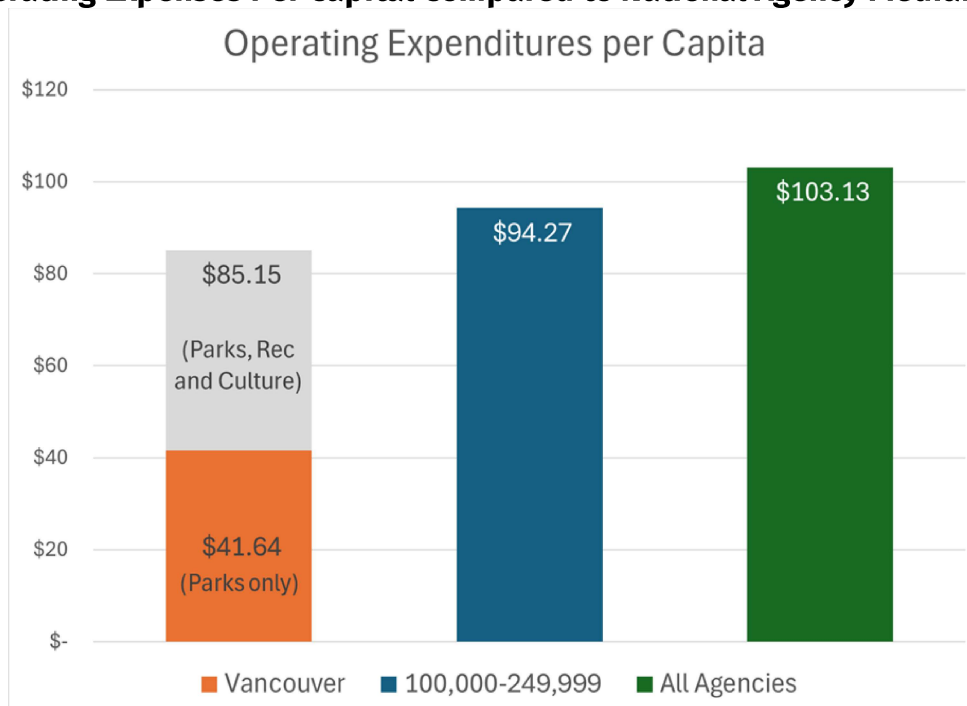
The next measure presented is annual operating expenditures. While expenditures have grown in absolute value over time, they have not paced with cumulative inflation during the period. The chart below shows expenditures and reported PRCS percentage of the larger City budget. There are some changes or nuances in how the budget has been reported over time, leading to variances in these numbers. However, it is easy to see that **PRCS has become a smaller portion of the City's overall budget now at just 3% of the overall City budget in 2025.**

PRCS Operating Budget and % of City of Vancouver's General Fund Budget, 2007-2025



A nationally recognized standard is operating expenses per capita. The chart below shows 2024 figures for PRCS compared to national agency medians. This figure also includes estimated Grounds Maintenance costs because that is included in this national standard. Vancouver is below national medians in this category.

2024 Operating Expenses Per Capital Compared to National Agency Medians



Cost Recovery

City services that have specific fees associated with them operate based on a cost recovery policy. This directs the percentage of costs that should be recovered directly

by fees or charges. This percentage expectation varies for different services, based on their costs, the amount of general community benefit provided, and other considerations. This ensures that fees are based on policy and can be consistently managed over time.

The largest cost center in PRCS that charges for services is Recreation. This includes community center access, programs and classes and rentals. An updated policy guiding Recreation cost recovery will be reviewed by the Parks and Recreation Advisory Commission in 2026 and will be recommended to the City Council as part of the upcoming biennial budget process. A part of this consideration is identifying services that should be free or at a reduced cost based on their community benefit.

Summary of Budget Strategies and Service Impacts

The structural budget deficit and resulting budget reductions to PRCS have resulted in significant service impacts. This has not been done in a static environment. In some cases, services have grown or been added to the department. One example is the Cultural Services program added in 2021.

Over this structural deficit period, staff have pursued a variety of innovative and Lean strategies, including the identification of new revenues and partnerships. However, the level of impact has forced us to also reduce services in many areas. For scale, the net reduction achieved in the last budget cycle (2025-2026) was just over \$2 million per year. The adopted 2025 PRCS direct operating budget is \$9.0 million.

It is notable that staff have been able to manage budgets so that there have been no facility closures or property divestitures in this period. Below is a limited list of strategies that have been employed.

- Partnerships and outsourcing:
 - Vancouver Tennis Center
 - A variety of sports, classes, and camps
 - Large events
- Increases in fees:
 - All Recreation fees: facility memberships, drop-ins, programs and rentals
 - Park reservations and parking fees
 - Special event permit fees
- Grants, donations and sponsorships
 - Chelsea Anderson Memorial Play Station
 - Elizabeth Austin Memorial Playground at Fruit Valley
 - Vancouver Arts & Music Festival

- Establishing special revenues
 - Business license surcharge dedicated to parks capital
 - Cultural Access sales tax
 - Admissions tax
- Volunteer efforts
 - Expansion of adopt-a-park sites and one-time events
- Use of technology
 - Expanded registration system use
 - Elimination of catalogs and other printed materials
- Reducing or eliminating services
 - Reduced community center days and hours
 - Eliminated travel and hike programs
 - Reduced swimming lessons
 - Conversion of recreation activities to clubs
 - Fewer City-run events
 - Fewer staff managing parks capital and repairs
 - Reduced Grounds Maintenance staff and service levels
 - Many others

Next Steps – City Budget Process

The City budgets on a biennium basis (2-year cycle). Preparation begins in 2026 for the upcoming 2027-2028 budget. Below are key milestones in the current draft budget schedule. PRCS staff will be integrating review and advisement opportunities for the commission into our process. More detailed information will be shared in upcoming months.

April: Financial forecast and revenue options to City Council
 May – June: Department budget preparation
 July: Budget submitted by department
 August – September: Internal budget review
 October: Recommended budget published
 November: City Council review and adoption



PRCS Budget History and Trends

David Perlick
Director

Katherine Stokke
Senior Mgt. Analyst

February 18, 2026



Agenda

- Introduction and Context
- Key Information and Trends
- Recreation Cost Recovery Overview
- Discussion/ Next Steps

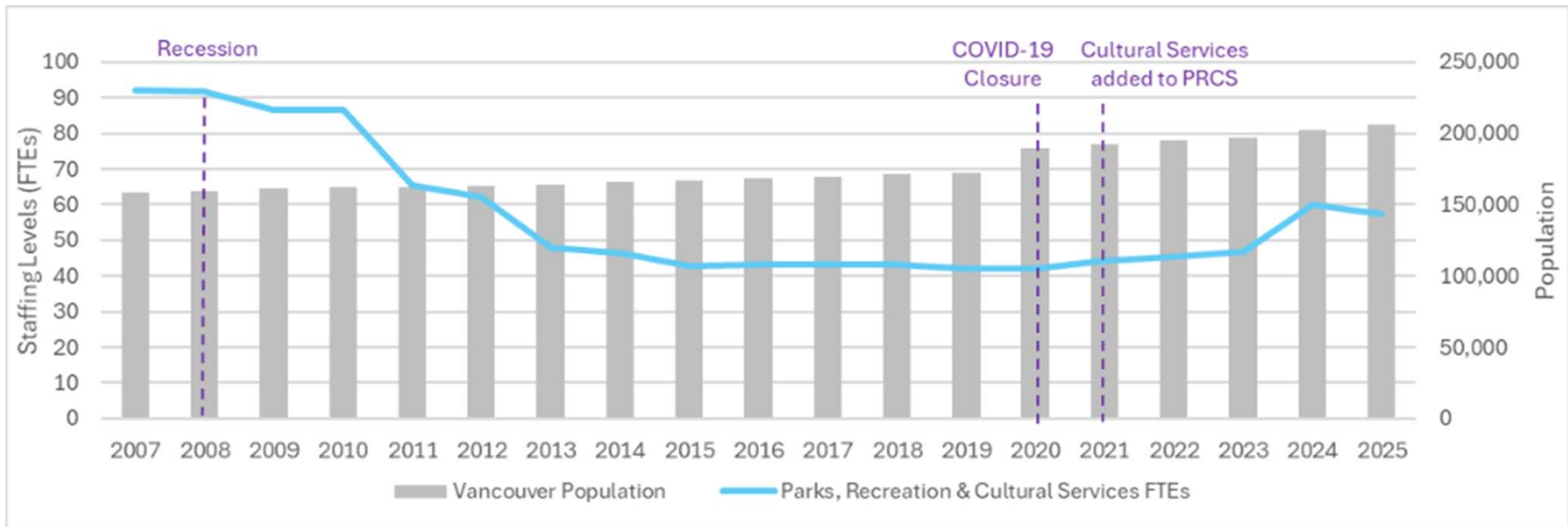


Introduction and Context

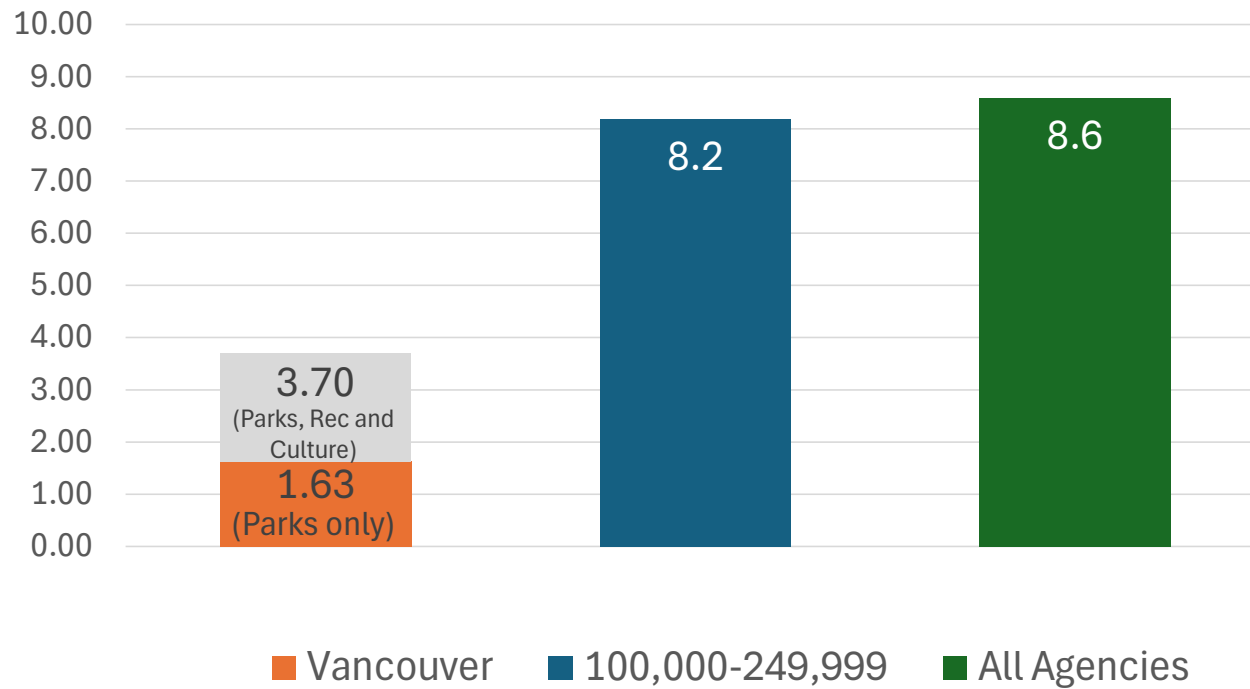
- Focus on operating budget trends from 2007 to current
- Long term "structural deficit" - revenues lag behind expenditures
- Vancouver is growing with a 30% increase in population between 2007-2025



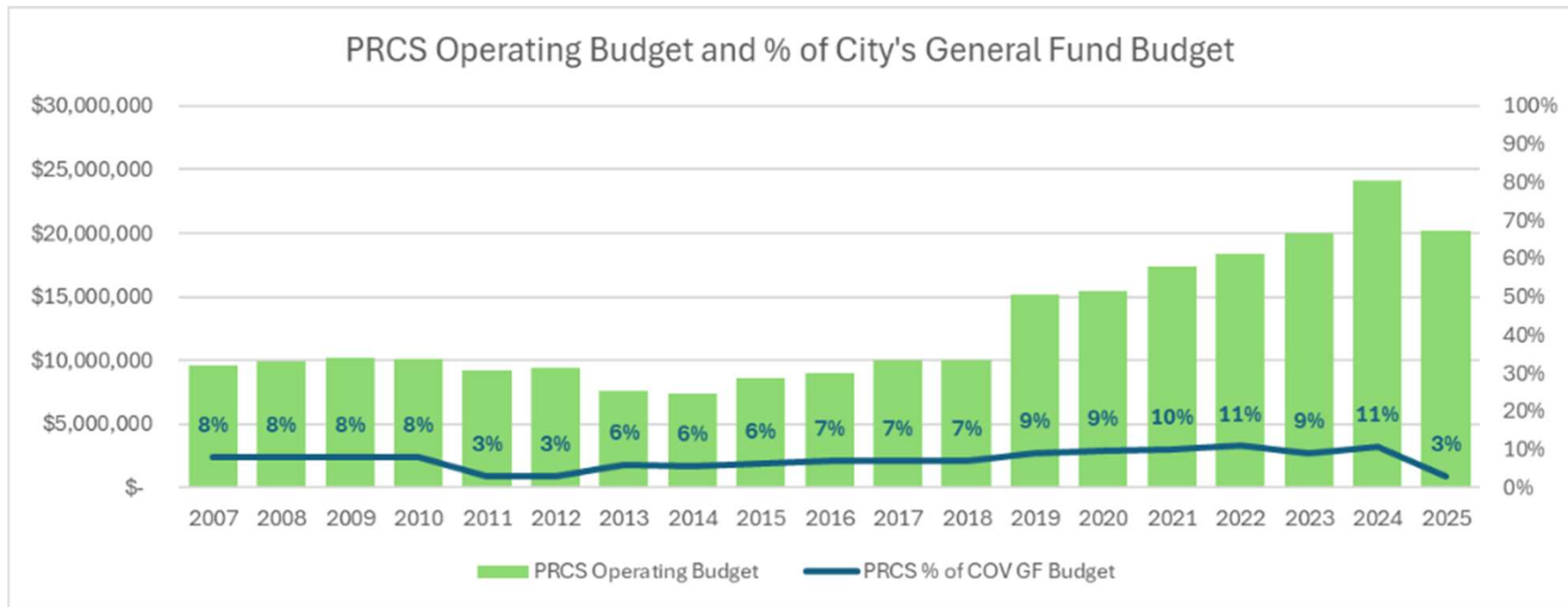
FTE & Vancouver Population by Year



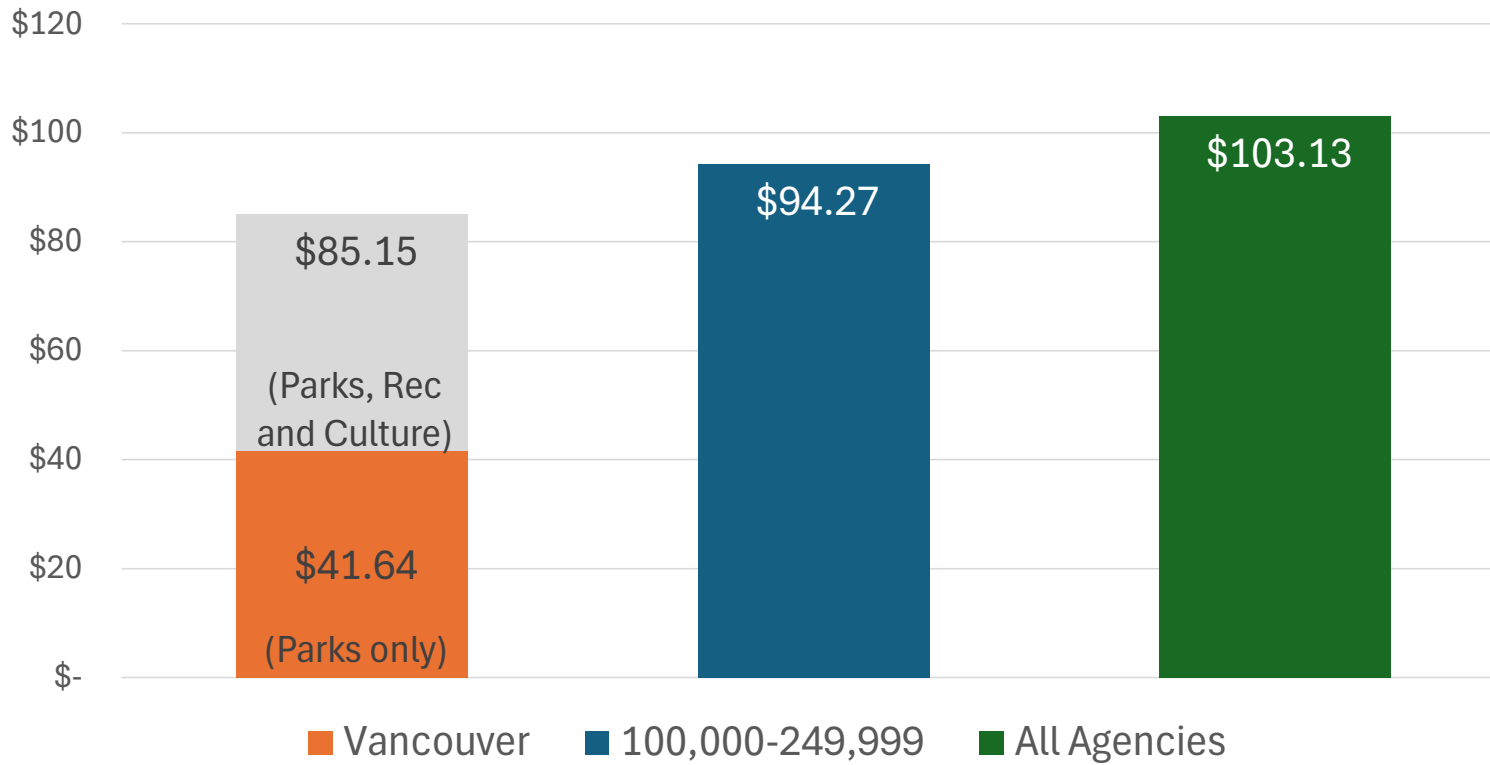
FTE per 10,000 & National Medians



Operating Budget & Pct. of City Budget by Year



Operating Exp. Per Capita & National Medians



Recreation Cost Recovery



- Part of resource allocation to help:
 - Ensure responsible stewardship of public resources
 - Guide service offerings and fee setting
 - Optimize community impact
- Costs not recovered through revenue are subsidized by General Fund taxes
- Factors in the balance of individual and community benefit



Cost Recovery Pyramid

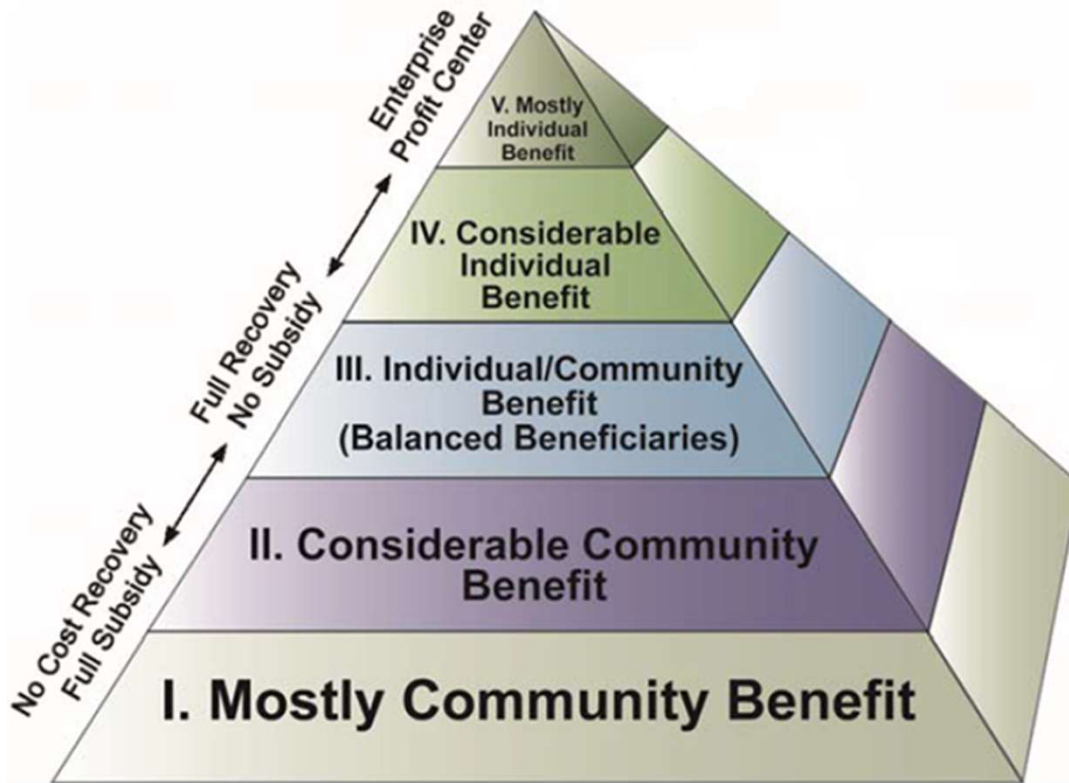


Image source: GreenPlay/BerryDunn

9 | Budget History and Trends

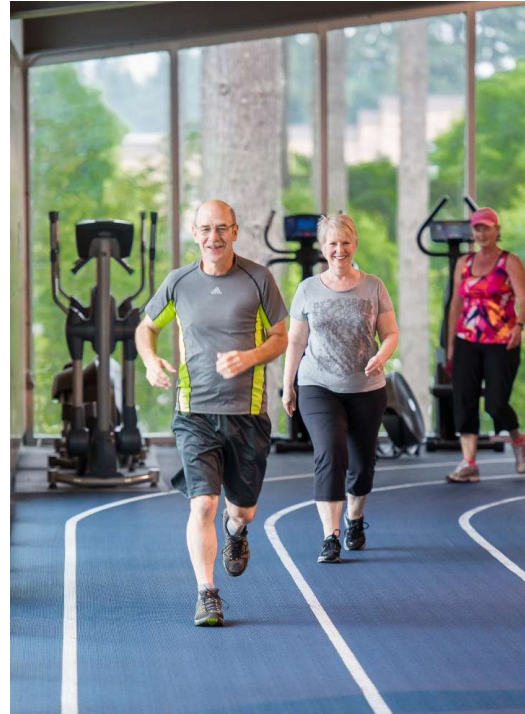
← Services higher up on the pyramid recover more than their costs. This frees up more resources to help subsidize core services further down the pyramid.

← Foundation: These services may increase property values, provide safety, address social needs, and enhance quality of life.



Our Calculation

- Includes direct Recreation program and facility costs and revenues, plus some administrative and indirect costs
- Does not include Parks and Cultural Services divisions' costs and revenues

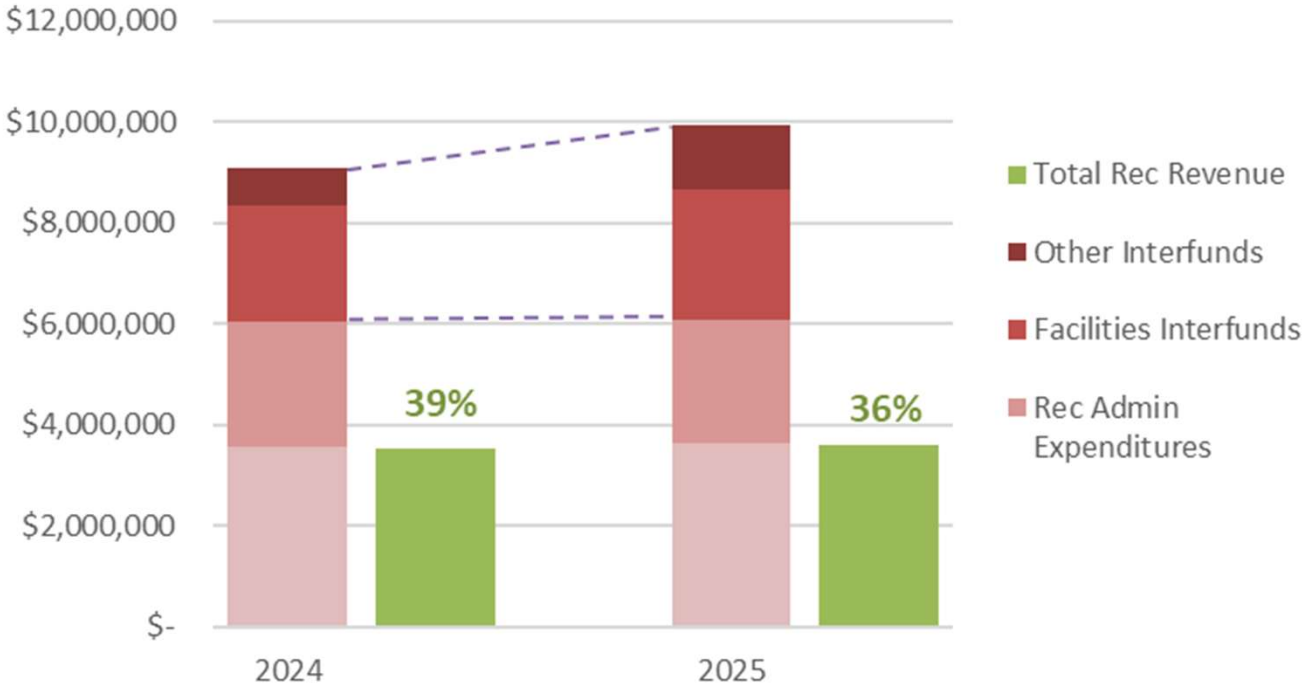


Interfund Transfers

- Costs charged to the Recreation division from other departments include:
 - Facilities Maintenance
 - Risk (insurance, etc.)
 - Other internal city services, such as IT equipment and HR support
 - Grounds Maintenance supporting Recreation



Recreation Cost Recovery



- Direct costs and revenues held steady from 2024 to 2025, while charges from other departments grew 27%



2026 Budget Adoption Schedule

- April: Financial forecast and revenue options to City Council
- May – June: Department budget preparation
- July: Budget submitted by department
- August – September: Internal budget review
- October: Recommended budget published
- November: City Council review and adoption



Discussion

