



Report Date: July 10, 2025

VanRIMS No.: 08-3000-30

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TO: Park Board Chair and Commissioners
FROM: General Manager, Board of Parks and Recreation
SUBJECT: Kitsilano Secondary School Synthetic Turf Renewal and Lighting Installation – Report Back

RECOMMENDATIONS

OPTION 1

THAT the Park Board direct staff to (1) prioritize a funding allocation for the renewal (“Turf Renewal”) of the Kitsilano Secondary School (“KSS”) synthetic turf field (“Field”) in the 2027 to 2030 Capital Plan, and install sport field lighting (“Lighting Installation”) at the Field concurrently with the Turf Renewal in the future, and (2) continue to work with the Board of Education of School District No. 39 (Vancouver) (“VSB”) on an agreement for the joint use and operation of the Field (“Joint Use Agreement”).

OR

OPTION 2

- A. THAT the Park Board approve the reallocation and expenditure of capital funding for the Turf Renewal prior to the end of the Field turf’s service life, by redirecting funds from current Park Board projects identified in Table 2 at an estimated expenditure of \$1.3M, subject to City of Vancouver (“City”) Council approval via a quarterly budget adjustment.
- B. THAT the Park Board approve the Lighting Installation at the earliest time agreed between the VSB and the Park Board at an estimated expenditure of \$0.8M using the approved funding from the 2023 to 2026 Capital Plan.
- C. THAT the Park Board direct staff to prepare a City Council report recommending: (1) approval of a construction licence agreement (“Construction Licence Agreement”) among the City, the Park Board, and the VSB for the Lighting Installation and the Turf Renewal; (2) approval of the Joint Use Agreement among the City, the Park Board, and VSB; (3) designation of the licenced areas described in the Construction Licence Agreement and the Joint Use Agreement to be under the custody, care and management of the Park Board pursuant to Section 488(3) of the Vancouver Charter for the duration of both agreements; and (4) expenditure of development cost levies for the Lighting Installation.
- D. THAT the Park Board direct staff to negotiate and enter into the Construction Licence Agreement and the Joint Use Agreement, and delegate its authority to the General Manager of the Park Board to execute agreements relating to the Field.

PURPOSE AND SUMMARY

This report back responds to a recent Board Motion and seeks a Board decision for an approach to funding the Turf Renewal, Lighting Installation, and assuming joint responsibility for field maintenance at the KSS Field, currently owned and operated by the VSB, as requested by the Park Board. Providing access to this facility could provide a great benefit to both field permit users and students alike.

Key considerations that support decision making associated with this project include:

- Long-standing successful partnership with VSB regarding joint use assets that enables increased service provision matching each group's most in-demand times.
- The Vancouver Sport Field Strategy (SFS) and associated engagement support this site as a long-term synthetic turf field to support service demands.
- The existing turf is reaching end of life but based on evaluation does have 3 to 5 years of useful life remaining.
- Planning for the Turf Renewal and Lighting Installation to happen in parallel would result in some savings of down-time resulting from a single project as opposed to two.
- Reaching agreement on a Joint Use Agreement ("JUA") is a key first step to protect interests of both VSB and Park Board prior to significant capital expenditure outlay.

In order to proceed with the Lighting Installation, staff require the Park Board's direction on four key governance and service priority decisions – some of which have been provided previously:

1. Agree to enter a JUA with the VSB, with authority delegated to staff to reach a suitable agreement in the best interest of both the Park Board and VSB – Board Direction provided March 31, 2025.
2. Approve allocation of funding for the Lighting Installation at KSS – Board Direction provided April 15, 2019
3. Approve (re)allocation of funding for the Turf Renewal (a requirement of VSB in order to contemplate the proposed Lighting Installation) – Board Direction required in this report
4. Direct staff to seek necessary approvals from City Council as required to execute the full extent of this project – Direction required in this report.

This report requests the Board provide direction between two funding options for the Turf Renewal at KSS, which is a condition set by the VSB for related legal agreements. The two options are:

1. Prioritize funding allocation in the 2027 to 2030 Capital Plan.
2. Reallocate funds from current Park Board project budgets.

The timing of funding approvals is a key consideration in the options presented as budget adjustments require Council approvals and as the Capital Plan process does not allow Park Board and Council to commit funding from a future Capital Plan.

This is a complex project involving legal, financial, and community considerations along with the City and Park Board's funding capacity to renew its existing and aging synthetic turf field inventory and other end of life assets. This report provides context for decision making as well as an overview of the Park Board and the VSB agreements that are necessary to enable this project. To advance this partnership, the Park Board may need to prioritize the funding for the renewal of this VSB asset before addressing the renewal of aging Park Board synthetic turf fields and other Park Board infrastructure.

To mitigate the risks assumed as part of this project, staff will proceed with next steps in parallel where reasonable. Staff recommend that the Park Board defer entering into any construction and/or licence agreements until reaching agreement in principle on a JUA with the VSB to ensure Park Board retains reasonable negotiating position in these conversations prior to the significant capital investments associated with the project.

BOARD AUTHORITY / PREVIOUS DECISIONS

As outlined in Section 488(3) of the [Vancouver Charter](#), the Park Board shall have the custody, care and management to the extent prescribed by City Council of such other areas belonging to or held by the City as City Council may from time to time determine.

On [April 15, 2019](#) the Board approved the installation of outdoor lighting at the KSS synthetic turf field, contingent upon securing a shared-use agreement with the VSB.

On [December 5, 2022](#), as a part of the 2023 budget deliberations, the Board directed staff to prioritize the delivery of sports field lights at Hillcrest mini turf field and Kitsilano High School field.

The [Vancouver Sport Field Strategy](#) (SFS) approved on June 10, 2024, refers to the installation of field lighting at KSS, which was considered an instream project at the time of the SFS's approval. Further, the replacement of the synthetic turf field at KSS was identified in the SFS as a long-term project that is subject to the approval of shared use agreements between VSB and Park Board.

A memo to the Board dated [February 28, 2025](#), indicated that the VSB staff require a commitment from Park Board for the future replacement of the synthetic turf field at KSS to proceed with finalizing the Joint Use Agreement with the VSB; and the field's anticipated replacement timeline within the next three to five years.

On [March 31, 2025](#) the Board approved the negotiating and entering into an agreement with the VSB with respect to the joint use and operation of the synthetic turf field at KSS with provisions for maintenance, field lighting installation and replacement of the current synthetic turf field with a new synthetic turf field.

On [July 7, 2025](#), the Board directed staff to prioritize the Beaconsfield Park gravel field turf upgrade to a synthetic turf field, for inclusion in the 2027–2030 Capital Plan.

CONTEXT AND BACKGROUND

Park Board and Vancouver School Board Synthetic Turf Field Partnerships

The Park Board has been installing synthetic turf fields since 1986 and manages 12 facilities on both Park Board and VSB sites. There are three synthetic turf fields managed by Park Board on VSB land and shared land sites. Refer to Appendix C for the full list of existing facilities.

Through licence and operating JUA's, these turf fields are shared by VSB students and school programs, and by community groups through the Park Board booking system. Key terms to typical existing JUAs for other playfields on VSB property include the following:

- a. VSB retains the right to use the Field during school hours for school events
- b. Park Board has the right to use the Field for community sports groups outside of school hours.
- c. The Park Board and VSB negotiate the share of responsibility over maintenance and management of the Field.

This ongoing Park Board and VSB sport field partnership greatly benefits residents including field sport users and reduces the need for the Park Board to secure costly additional lands for service delivery.

Kitsilano Synthetic Turf Field – History

In 2018, the VSB completed the renewal of KSS, which included installation of a new synthetic turf field. This Field is located at the southeast corner of the school, adjacent to Larch Street and West 12th Avenue (see Appendix A). Since its completion, the Field has been used and maintained exclusively by the VSB. The Field is used for VSB school programming including primary use for soccer.

As part of a 2018 city-wide search for suitable sites to develop new synthetic turf fields, Park Board staff held several public engagement events about the potential permanent lighting at the KSS Field. There was strong support from the public with 80% of respondents very supportive, supportive, or neutral.

In December 2023, Park Board staff retained a consulting team to advance the Lighting Installation design at KSS in collaboration with VSB staff. The project was paused in July 2024 as the Park Board and VSB teams reached a joint conclusion that the Lighting Installation could not proceed. Key considerations that factored in this decision included the limited lifespan of the existing synthetic turf and unsecured capital funds for the Field's future replacement.

A trial arrangement for community use of the KSS Field is in the planning stages.

Current KSS Synthetic Turf Field Conditions

The KSS synthetic turf area is approximately 96 metres by 55 metres, with a soccer lined area of 90 metres by 50 metres, which is below the FIFA regulation standard for a full-size field. Not all sport activities require full size field dimensions, therefore there is opportunity to fully book this field for community use for games, practices, clinics, and camps. There is also field lining for field hockey, however that sport is typically played on a shorter pile synthetic turf.

The synthetic turf field will surpass its warranty period in the summer of 2026. Preliminary investigation of the current condition of the Field by a third-party assessor revealed that the performance underlayment (shock pad) is adequate by a G-max impact evaluation conducted in February last year.

Key Takeaway: Repairs and improved maintenance can keep the synthetic turf in good playing condition for the next three to five years, at which point it is projected to require renewal.

Sport Field Strategy, Synthetic Turf Field Renewal Timeline

The [Vancouver Sport Field Strategy](#) (SFS) timeline of “Big Moves” identifies existing synthetic turf fields that are coming up for renewal. There are three existing synthetic turf fields requiring renewal with approved funding in the current 2023-2026 Capital Plan. There are six existing synthetic turf fields requiring future renewal during the 2027 to 2030 Capital Plan. Refer to Appendices C and D for renewal timelines, estimated costs and sequencing plans.

These Park Board facilities are all reaching the end of their service life. Park Board staff will seek up to \$18M in renewal funding in the 2027 to 2030 Capital Plan. The proposed scope of each field renewal project is limited to shock pad installation and synthetic carpet renewal only. Any renewal of drainage, lighting or other field systems would be additional to the base cost identified in Appendix C.

The SFS also identifies locations for new synthetic turf fields subject to funding in future Capital Plans, including converting all weather gravel fields at Oak Park, Killarney Park, Beaconsfield Park, and John Hendry Park. Additionally, new field hockey primary synthetic turf field at Moberly Park is approved in the current 2023-2026 Capital Plan and planning is underway for this project.

The SFS highlights that Lighting Installation for community use of the Field at KSS would increase the Field’s capacity during prime-time hours by 150%, creating an opportunity of generating \$100K of Park Board revenue each year.

DISCUSSION**Implementation Considerations**

Subsequent (or in parallel) to agreeing and signing a JUA regarding the operations of the Field, the following requirements must be fulfilled to allow the Park Board to complete Lighting Installation, Turf Renewal and secure joint use of the turf field at KSS:

1. City Council needs to:
 - a. prescribe the area shown in Appendix B to be under the custody, care and management of the Park Board pursuant to Section 488(3) of the Vancouver Charter;
 - b. approve expenditure of Park DCL funds on that land; and
 - c. approve licence agreements among the City, Park Board and VSB for construction and joint use on that land.
2. City Council and Park Board need to approve funding to carry out construction of Turf Renewal
3. VSB needs to licence the area shown in Appendix B to the City and Park Board for construction purposes.
4. VSB needs to licence the area shown in Appendix B to the City and Park Board for the joint use and maintenance of the Field.
5. Park Board needs to confirm designs and specifications and procure contracts for Lighting Installation and Turf Renewal.

The approximate timeline for the sequence of requirements is illustrated in the chart below:

Months	1	2	3	4	5	6	7	8	9	10	11	12	13
City Approval for Care/Custody and Legal Agreements													
City and Board Approval for Funding													
Negotiate and Execute Licence Agreements													
Consultant Procurement													
Designs and Specifications													
Construction Procurement													
Construction													

The earliest feasible timeline for the Lighting Installation is fall 2026, allowing sufficient time to meet the outlined requirements. However, summer would be the preferred construction period to align with the school calendar and minimize disruption to student access. If the project is approved, staff will work with the VSB to determine the optimal schedule for the project.

Funding Considerations

To commit funding for the KSS Turf Renewal, as required by the VSB for the licence agreement, the Board will need to decide whether staff should reallocate funding through one of the following two options, all of which are subject to City Council approval:

- Option 1 - Prioritizing the KSS project for the 2027-2030 Capital Plan, deferring this project to this future plan, and in alignment with the current turf's estimated end of life; or
- Option 2 - Reallocation of funding for the Turf Renewal from current 2023-2026 Capital Plan renewal projects via a quarterly budget adjustment. This is the only option that enables the Park Board to authorize the expenditure of current capital funding on the Lighting Installation in the near term as requested by the Board.

Funding for Option 1 or 2 has trade-offs with the renewal of current Park Board assets.

Option Analysis

An analysis of the two options is summarized in the table below.

Table 1: Options Opportunities and Challenges

Options	Opportunities	Challenges
1. Defer both the Lighting Installation and Turf Renewal to a future Capital Plan and negotiate to enter agreements with VSB at such a time when the field is at the end of its service life.	– Project efficiency by bundling implementation of lighting and turf renewal. – Maximize lifespan of synthetic turf before renewal. – Potential to trial arrangement for community use in interim.	– Loss of potential bookings and revenue for Park Board in interim. – Likely delay of in queue Park Board renewal projects due to KSS priority – Risk of delivery due to potential direction change by future Park Board(s) - staff exploring options to mitigate this risk.
2. Fund and deliver the Lighting Installation and Turf Renewal during the current Capital Plan , and negotiate and enter agreements with VSB now even though the field is not at the end of its service life	– Provides more certainty over project delivery – Project efficiency by bundling implementation of lighting and turf renewal. – Community use of the field as soon as feasible. – Revenue from bookings as soon as feasible. – Reduces inflationary risks on project	– Does not maximize lifespan of synthetic turf before renewal (3-5 years remaining useful life). – Indefinite delay of current Park Board renewal projects due to funding reallocation and uncertainty of future funding approvals/capacity.

FINANCIAL CONSIDERATIONS

Capital Costs - Synthetic Turf Field Renewal

Based on recent consultant cost estimates for similar synthetic turf renewals, the current estimated total capital cost of the Turf Renewal is \$1.3M (including costs for design and construction, project management, permits and contingencies). Funding for this project is not currently available in the 2023 to 2026 Capital Plan as all renewal funds have been committed to in stream projects.

Capital Costs - Sports Field Lighting Installation

The total construction cost of the KSS Lighting Installation is estimated to be \$0.8 million with budget available from Development Cost Levies (DCLs) identified in the 2023-2026 Capital Plan and 2025 Capital Budget.

Capital Financial Summary

If the Board selects Option 2, which involves reallocating funds from existing Park Board projects with sufficient funding available, staff recommend drawing from projects currently in the planning

phase for the Turf Renewal component of the project. Funding for the Lighting Installation is already available.

Table 2: Possible Funding Sources from Current Park Board Projects

Kitsilano Secondary School Field Amenities	Capital Budget	Capital Funding Source	Trade-off/ Impact	Total Project Costs
Synthetic Turf Field Renewal	2023-2026 Park Renewals Account	Renewal funding	Jonathan Rogers or Trout Lake Dog OLA/North Beach project deferred to 2027-2030	\$1.3M
Sports Field Lighting Installation	New Park electrical & water infrastructure	DCLs	N/A	\$0.8M
TOTAL				\$2.1M

Operating Costs

Funding to support the operating costs associated with new facilities are requested as part of the annual budget process as operating impacts of capital. General maintenance costs for the Field at KSS was estimated at \$100K annually, excluding hard asset repairs (e.g. fencing, lighting, one-off field damage, drainage, asphalt etc.). Staff are currently negotiating an agreement for temporary use that considers cost sharing for maintenance with VSB counterparts, and this will likely inform a future JUA.

CONCLUSION AND NEXT STEPS

In response to the March 31, 2025, Board Motion, staff seek Board decision on either Option 1 or 2.

If Option 1 is approved by the Board, staff will seek funding for the KSS Turf Renewal in the 2027 to 2030 Capital Plan and defer the Lighting Installation and Turf Renewal until the Field reaches the end of its service life which is expected within 5 years. In the meantime, staff will continue to progress a JUA and explore opportunities for community use in the near term.

If Option 2 is approved by both Park Board and City Council, staff will negotiate and enter into agreements with the VSB in the near term as described and propose budget adjustments to suit. Once the JUA is approved and contract is awarded, construction could begin in the summer 2026, ensuring it starts at end of the school year. If this option is approved, staff will work with VSB to determine an optimal schedule for construction.

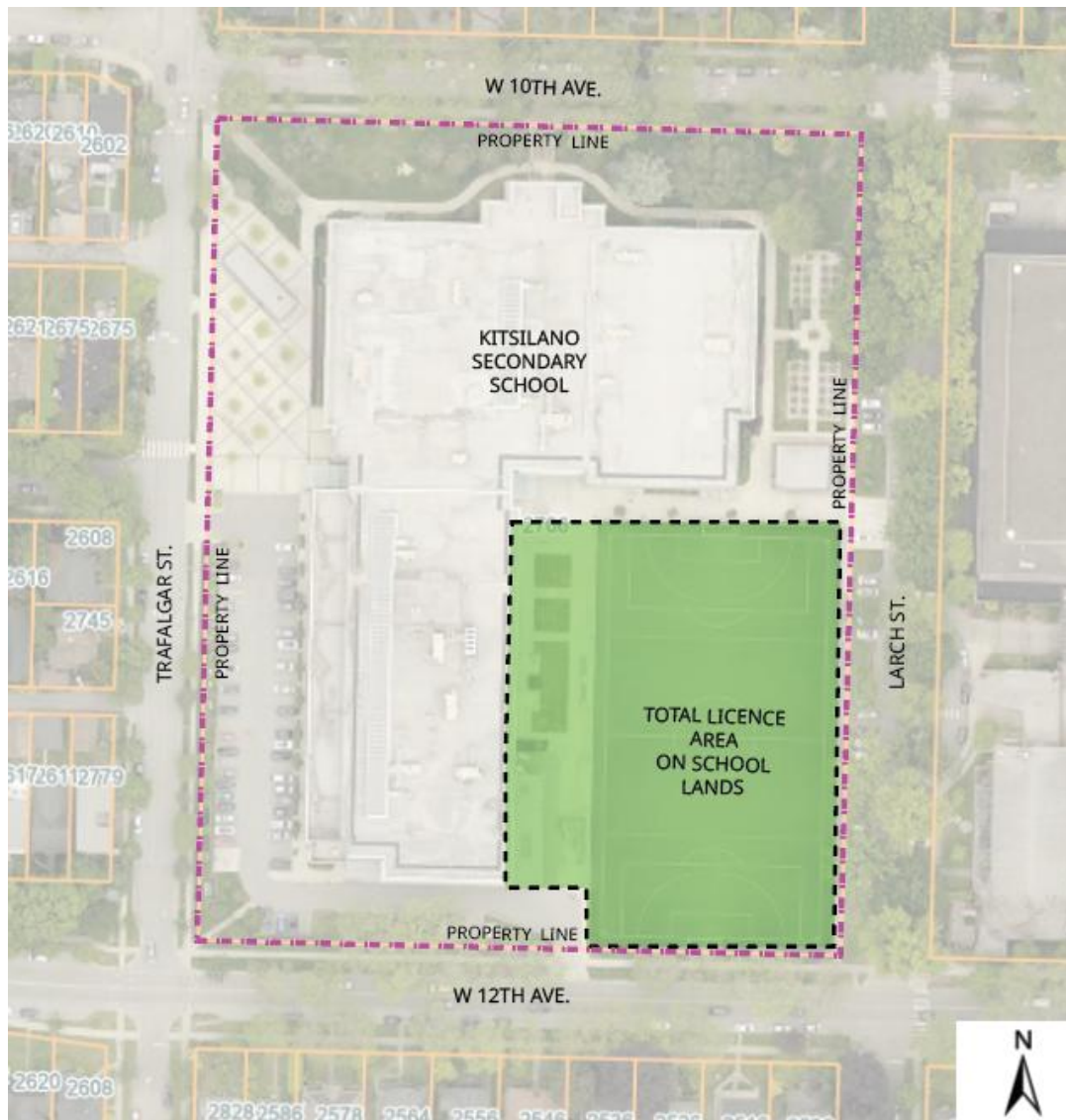
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Vancouver, BC

APPENDIX A

SYNTHETIC FIELD AT KITSILANO SECONDARY SCHOOL



APPENDIX B LICENCE AREA



APPENDIX C
Existing Synthetic Turf Fields Renewal Life Cycle and ROM Cost

Existing Synthetic Turf Field	Shared on VSB Land	Install Year	Age	Last Renewal Year	Typical Life Cycle Replacement (LCR) Year	Targeted for Renewal	Cost Estimate ¹
Oak Meadows Park/Eric Hamber Secondary School	YES	1986	39	2016	2026	2031 - 2034	\$1.5M - \$3M
Andy Livingstone Park (east and west)	NO	1995	30	2009	2019	2026	\$6.3M
Kerrisdale / Point Grey Secondary School	YES	2005	20	2016	2026	2031 - 2034	\$1.5M - \$3M
Vancouver Technical Secondary School (Van Tech)	YES	2008	17	N/A	2018	2025	\$1.3M
Trillium Park (east and west)	NO	2009	16	N/A	2020	2027 - 2030	\$3M - \$6M
Memorial South Park	NO	2010	15	N/A	2020	2027 - 2030	\$1.5M - \$3M
Jericho Park West	NO	2010	15	N/A	2020	2027 - 2030	\$1.5M - \$3M
Empire Fields (north and south)	NO	2014	11	2015	2025	2027 - 2030	\$3M - \$6M
Hillcrest Park mini field	NO	2017	8	N/A	2026	2031 - 2034	\$0.8M - \$1.5M

¹ Class D cost estimate baseline renewal assumes turf replacement only and upper range assumes more intensive replacement (e.g. drainage). Class D cost estimate (2024) cost range provided for all projects with the exception of Andy Livingstone and VanTech Fields. A cost range is not provided for these fields since both projects are nearing construction and more detailed costing was required.

APPENDIX D**Sports Field Strategy (2024) – Excerpt of FIGURE 2: Sport Field Projects Sequencing Plan**

FIGURE 2: SEQUENCING PLAN: “BIG MOVES” AND OTHER SPORT FIELD PROJECTS

