

- TO: Board Members Parks and Recreation
- FROM: General Manager Parks and Recreation

SUBJECT: Oak Street and 37th Avenue Park Site – Recommended Development

RECOMMENDATION:

- *A.* That the development concept for the park site at Oak Street and 37th Avenue described in this report and illustrated in Appendix A be approved;
- B. That staff report back on a final design, including a proposed funding, financing and timing strategy; and
- C. That staff work with the BMX biking community to find an appropriate location for development of a youth park facility suitable to their needs.

BACKGROUND

Site Description

The City bought the 11.23 ha (27.75 acre) Shaugnessy Golf Course, located between 33rd and 37th Avenues and Oak and Willow Streets, in 1961 for school and park use. Eric Hamber Secondary School was built on the northerly portion.



The southerly 4.76 ha (11.75 acres) were designated a park site which has remained largely in an unimproved, naturalizing state since it was purchased. The site slopes over 10 m (33 ft) from the south-west to north-east corner. A 2004 tree survey showed there are 131 trees on site with diameters greater than 20 cm (8"). Most of these are located on the perimeter of the site and in two diagonal swaths which defined former fairways. The swath of mature Fir trees on the western half of the site in particular was most mentioned by members of the community. There are also a large number of smaller volunteers and conifers planted by Evergreen. Most of the site is covered with rough grasses and a couple of areas along the east side of the site are poorly drained. Twenty-three varieties of birds were sighted on three walkabouts in an informal wildlife survey conducted by volunteers in March 2005. Two varieties are considered rare and one of special concern.

Interests in Park Site Development

At the moment, the park site is used primarily by the community for dog walking and BMX biking. Students from Eric Hamber like using it due to its wild, loosely clustered woodland and meadow character. People have expressed concerns over damage by biking activities, perceived antisocial behaviours, invasive species, fire and security, and tree retention but also an appreciation for its casual natural character.

The Conseil Scolaire Francophone (CSF) will be building a public francophone secondary school across from the park site on the south-east corner of 37th Avenue and Willow Street. The CSF school site is not large enough to accommodate a full size secondary playfield so the CSF approached the Park Board to enter into a partnership for the development and use of facilities on the park site. Facilities contemplated include a full size playfield and a perimeter running trail and would be available for public use outside of school hours.

The Vancouver Ultimate League (VUL) has also approached the Park Board and is interested in developing four ultimate fields on the site to support league play and possibly enable VUL to stage tournaments. The fields would be available for public use outside of league play.

Public Consultation

In light of these various interests and concerns, Park Board staff were directed in October, 2004 to design a public consultation process for development of park land on this site and to explore partnership options with the CSF and the VUL. In January, 2005, Park Board approved a design and public facilitation process for the Oak Street and 37th Avenue park site by the CSF and the VUL. PWL Partnership Landscape Architects Ltd. and CitySpaces Consulting Ltd. were hired to facilitate this process.

A public open house was held on February 24, 2005 at Eric Hamber Secondary School to solicit the community's views on future development of the park site. Over 100 people attended and about 90% provided written comments. Most people supported development of the park site, as it is considered to be too undeveloped, unkempt and too wild in its current state and people were

concerned about safety and the lack of facilities. The results suggested incorporating a mix of uses, primarily walking and passive recreation, sports fields, jogging trail and natural areas.

A second public open house was held on April 6, 2005 at the Ecole Rose-des-Vents to present for review three options reflecting a different balance of uses, based on the ideas and comments expressed at the first open house. Over 500 people signed in and 450 surveys were received, in addition to 43 letters and emails following the open house from people expressing their preferences.

DISCUSSION

Overview

Three options were presented at the April 6, 2005 open house illustrating schematic development concepts with different balances between active and passive recreation uses. They range from accommodating some active recreation on site to an option with intense active recreation development. Illustrations and descriptions of the three options are included as Appendix B.

Survey Responses

450 people completed surveys to indicate their park development preferences, and to indicate what they liked or disliked about the proposed options. Respondents were also asked to identify their interest in the planning process for the park site (i.e., neighbour, member of sports organization, work in area, etc.) and for any additional comments they may have. The survey results are tabulated in Appendix C. Responses tended to be characteristic of how respondents identified themselves and reflect divergent visions for the park, as described below. Over 300 surveys were submitted by people identifying themselves as members of organized sports, most of whom indicated participation in Ultimate.

Park users and some neighbours in particular want to see development of the park site to increase its usefulness and safety but are concerned that too many fields would unduly reduce the amount of space for neighbourhood park uses. They note there are no neighbourhood parks in the immediate vicinity but higher density redevelopment is occurring to the south, as permitted on designated sites in the Oakridge Langara Policy Plan, and is anticipated on the large RCMP site to the east which should increase the need for more neighbourhood park space. ¹ Although very few people want no change at all, many people are concerned about the reduction of what they consider to be rare natural habitat in the city. This group want to ensure the park meets the needs of all the community, not just field sport players.

Option 3, which provides the most playing fields, was the preference of those, by far the majority in attendance at the open house, who identified themselves as representing the school community and as members of sports organizations. A few people suggested even more intensive development of the site than suggested in Option 3, including an international-level indoor track and field facility.

¹ The Oakridge Langara Policy Plan notes that redevelopment of the Translink site between 38th and 41st Avenues should include a small park (0.81 ha/2 ac to 1.21 ha/3 ac).

The entire park site is currently an off-leash area and this was identified as one of the major current uses. Although a few respondents who commented on dogs wanted to eliminate off-leash dogs from the park, most wanted to maintain the off-leash status. Most people who expressed support for off-leash preferred Option 3 the least and noted that with multiple field options, the off-leash area would be reduced and may have to be separated from the fields by a fence.

Preferred Uses

The results of the first open house suggested incorporating a mix of uses, primarily walking and passive recreation, sports fields, jogging trail and natural areas. The survey results from the second open house also indicated a wide cross-section of perspectives for the site and support for a wide variety of uses. The majority though seemed to support a reasonable balance between active and passive recreation although what they considered optimal depended on their bias, i.e. nature/passive recreation or play fields. There were areas of common support. All groups seemed to like the perimeter running trail and the children's play area although not necessarily in the locations shown. Support for children's play facilities was expressed by neighbours and Women and Children's Hospital staff, who noted there are no public play facilities in the area, as well as by field supporters, some of whom indicated they could be accompanied by young children. Some were concerned, though, that the play area was too small and too constrained. A few people in different groups commented on the need for a connection between VanDusen Botanical Garden and Queen Elizabeth Park. The most commonly cited desired uses for the park site are:

- Natural areas, green space, bird habitat, tree preservation, wilderness;
- Formal fields (soccer, Ultimate), tournament site;
- Children's play area, structured and informal;
- Multiuse informal fields;
- Picnic areas;
- Maintain off-leash dogs area; dog park;
- Walking, jogging, hiking trails and loops with perimeter trees;
- Washroom facilities and drinking fountain;
- Berry picking;
- Dirt jumps, BMX activities;
- Natural drainage, water features;
- Parking and bike racks;
- Connection between VanDusen and Queen Elizabeth Park; and
- Lighting for fields.

Potential Use Conflicts

Concerns were expressed as to how effectively a full range of passive and active recreation uses could be accommodated without creating conflicts, such as between off-leash dogs and field sports or between marginalized habitat and most other proposed uses. Although the two additional regulation Ultimate fields presented in Option 2 could be used for informal neighbourhood park uses, like picnicking or informal play, the preferred times of use could be

the same: evenings and on weekends. In this regard, the ability of the park site to adequately accommodate neighbourhood park uses and achieve habitat objectives, would be increasingly compromised with the greater number of fields.

Many respondents, regardless of their preferred option, were concerned about parking. Parking and traffic are already major concerns in this area, due to Eric Hamber Secondary School and VanDusen Botanical Garden, especially during events held throughout the year. Some respondents were concerned that construction of the new school and new residential developments will already exacerbate the problem. It is anticipated that traffic and parking problems would increase with the greater number of fields that are developed.

The following is a list of potential incompatibilities that could result from some combinations of uses due to a perception of inadequate space for them to coexist without conflict:

- Off leash dogs and field sports are incompatible unless adequate space is provided for off-leash and/or they are physically separated e.g. by a fence;
- Off leash dogs are incompatible with children's play whether on play structures or in informal play areas;
- Off-leash dogs and habitat goals can be incompatible;
- Tree removal and earth works to accommodate field sports reduces ability to retain trees;
- Habitat (like bramble) concentrated to the edges of the site may conflict with concerns for safety, ease of access and cleanliness;
- BMX is damaging the trees many people wish to retain;
- BMX needs a large area away from other uses (off-leash, children unstructured play, habitat);
- Extensive field options limit having a significant component of bird and other habitat;
- Extensive field options preclude a meaningful connection between VanDusen Botanical Garden and Queen Elizabeth Park; and
- More regulation Ultimate facilities (than the two associated with the soccer field) could inhibit informal community use of unmarked fields since both uses would likely occur evenings and weekends.

Recommended Development Concept

Staff recommend a modified version of Option 1 which accommodates a single soccer field that doubles for two Ultimate fields. The recommended development concept maximizes the number of uses people hoped to accommodate on the park site to meet the needs and desires of the immediate and larger communities while maximizing natural habitat potential. It builds on and responds to the framework of the former Shaughnessy Golf Course, to the extent possible, by opening up the former fairways in developing proposed fields and open spaces and retaining more trees than proposed in the options presented at the open house.

The modified version of Option 1 is recommended despite the enormous support indicated in the survey results for development scenarios with more fields. The large numbers of Ultimate players in particular who came to the second open house, and for the most part supported the five field option, demonstrate how important they feel their need is for additional fields in the city.

The area is expecting future population growth but currently lacks in neighbourhood park facilities.

The recommended development concept will accommodate a significant component of natural habitat, particularly for the range of bird species sighted here while reducing potential conflicts between uses. The general layout of the fields, which would occupy about 20% of the site area, is intended to preserve as many significant remnant trees as possible to maximize their habitat and aesthetic values. The proposed design would remove 14 trees out of 169 trees. The more active neighbourhood park functions, like the play equipment, are located closer to the Willow Street frontage. The play area can be developed in a more naturalized setting, using retained trees to provide some shade for the children. The proposed open meadow area west of the main fields is intended for passive recreation uses but could be graded to accommodate a single minisoccer field (30 m by 60 m), which would require the removal of four additional trees.

A perimeter walking/jogging trail (over 750 m long) will be developed amongst the existing trees to the extent possible while responding to concerns for safety (Crime Prevention Through Environmental Design issues), noting many neighbours were concerned about the safety of having thick undergrowth along the park frontages. More loops of different lengths and penetration into the park are also possible than in the options with more fields. The more passive recreation uses, like walking, off-leash dogs, bird watching, and berry picking, will be focussed further to the west on site. Low-level habitat can be planted in this area to compensate for loss of existing habitat along the Willow Street frontage and to replace invasive species with natives. BMX bike activities need to be moved from the stand of mature Fir trees, which the community clearly values, to allow for remediation to ensure their retention.

The recommended development concept accommodates the soccer field required by the Conseil Scolaire Francophone and responds to the increasing demand for Ultimate play in Vancouver by creating two new regulation fields. It also accommodates anticipated increasing demand for neighbourhood park uses, such as informal play and a large off-leash dog area, as residential redevelopments proceed within walking distance of the park site. The design will complement the Ridgeway greenway along 37th Avenue and will improve connections through the park and to VanDusen Botanical Garden, Queen Elizabeth Park, Eric Hamber Secondary School, the hospital to the north and the surrounding neighbourhood.

Other Options

The five field option (Option 3) cannot accommodate many of the uses people hoped to have on the park site nor the needs of people who currently use the site for their off leash dogs or who want to maintain the natural qualities of the site. It is the least responsive option to increasing demand for neighbourhood park facilities anticipated from residential redevelopment projects anticipated within a short walking distance of the park.

The four field option (Option 2) was explored but we concluded that it didn't adequately meet neighbourhood needs and desires either, although it also received strong support and was viewed by many as being a reasonable compromise or balance between uses. The four field option was the one that almost everyone disliked the least. It allows more uses than the five field option but

does not provide enough space for them to coexist comfortably. The areas for off-leash dogs, natural habitat and for neighbourhood park functions, such as children's play areas, would be compromised to the extent that conflicts between users may be anticipated. Staff and the consultants investigated reducing the scale of the additional two Ultimate fields to try to ensure greater community use of those fields for unstructured recreation or other neighbourhood uses, like picnicking or pick up baseball, while still allowing more casual Ultimate play. Unfortunately, the amount that an Ultimate field can be reduced in length and still be useful is minimal, about 9 m (30 ft.), so this wasn't considered to be a viable compromise. The four field option, by doubling the size of field area on the park site, limits the ability to site the fields to permit the retention of the diagonal swath of large trees towards the Willow Street frontage and restricts free movement through the park site to its extremities.

A summary of the three options and the recommended development concept, including an indication of the level of tree retention and an overall cost estimate for each, is included as Appendix D.

BMX Bikers

A number of BMX bikers came out to the open house to promote their use of the park and there was general support from most respondent groups for biking activities and dirt jumping. Regardless of whether they stay in the park site or not, they need to be moved if the mature Fir trees are to be maintained as a centrepiece in the development of the site. They understood that these large conifers where their jumps are located are being negatively affected by the removal of turf, movement of soil and soil compaction and that restorative work is required to retain them. They noted, however, that this is the only dirt jump site in Vancouver and if they are to be moved, they would seek to have a facility at another location. They expressed a willingness to work with staff to develop and maintain jumps, here or elsewhere, in a manner acceptable to all park users. Whether or not BMX activities can be accommodated on this site in the short or longer term with the new proposed uses, however, would require further study.

SUMMARY

It is recommended that the Board approve the development concept for the park site at Oak Street and 37th Avenue, described in this report and illustrated in Appendix A, and that staff report back on a final design, including a proposed funding, financing and timing strategy. It is also recommended that staff work with the BMX biking community to find an appropriate location for development of a youth park facility suitable to their needs.

Prepared by: Planning and Operations Board of Parks & Recreation Vancouver, B.C. ASD

Park Site Development Options: April 6, 2005

Three options were presented at the April 6, 2005 open house illustrating schematic development concepts with different balances between active and passive recreation uses. They range from accommodating some active recreation on site to an option with intense active recreation development. The three options are described below and the illustrations, which have been posted on the Park Board website since the open house, follow.

<u>Option 1 (Download Option 1)</u> http://vancouver.ca/parks/info/planning/37thandoak/pb_oak37th_option1.pdf

Option 1 proposes a single formal sports field for soccer and Ultimate. The remainder of the site would be used for other recreation uses, including walking trails, children's play area, off-leash dogs and natural habitat. Formal sports field area is about 21% of the site.

<u>Option 2 (Download Option 2)</u> http://vancouver.ca/parks/info/planning/37thandoak/pb_oak37th_option2.pdf

Option 2 proposes a single formal sports field for soccer and Ultimate and two informal regulation size Ultimate fields that could also be used for unstructured play, community picnics or other community events. The remainder of the site would be used for other recreation uses, including walking trails, children's play area, off-leash dogs and natural habitat. The formal and informal sports field areas occupy about 37% of the site.

Option 3 (*Download Option 3*) http://vancouver.ca/parks/info/planning/37thandoak/pb_oak37th_option3.pdf

Option 3 proposes two formal sports fields for soccer and Ultimate and one informal regulation size Ultimate field that could also be used for unstructured play, community picnics or other community events. The remainder of the site would be used for more passive recreation uses, including walking trails, children's play area, on-leash dogs and limited natural habitat. The formal and informal sports field areas occupy about 49% of the site.

Public Consultation Responses from the April 6, 2005 Open House

450 people completed surveys to indicate their option preferences, and to indicate what they liked or disliked about the proposed options. Respondents were also asked to identify their interest in the planning process for the park site (i.e., neighbour, member of sports organization, work in area, etc.) and for any additional comments they may have. Responses tended to be characteristic of how respondents identified themselves and reflect divergent visions for the park. The survey results are summarized below. Additional input was also received in 43 letters and emails. A summary of this input is included after the survey results.

Survey Results

The survey results are summarized in total and then by the different groups under which respondents identified themselves.

1. Ove	rall Resu	lts (450	Responses)
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MOST PREFERRED OPTIONS			LEAST PREFERRED OPTIONS		
Option	# of responses	% of responses	Option	# of responses	% of responses
Option 1	44	10%	Option 1	326	72%
Option 2	125	28%	Option 2	21	5%
Option 3	267	59 %	Option 3	72	16%
Did not answer	14	3%	Did not answer	31	7%

Neighbours and park users in particular wanted to see development of the park site to increase its usefulness and safety but were concerned that too many fields would unduly reduce the amount of space for neighbourhood park uses. There was greatest support though for Option 3 (267) from people who identified themselves as representing the school community (23, parents who generally supported proximity of sports facilities to their children's schools) and those who identified themselves as members of sports organizations (323, the majority being from the Vancouver Ultimate League). They preferred Option 3 since it provided the most playing fields. Although there was a range of opinion in different groups as to the most preferred option, virtually no one (only 5%) cited Option 2 as the option they preferred least.

2. Neighbours (46 Responses)

MOST PREFERRED OPTIONS			LEAST PREFERRED OPTIONS		
Option	# of responses	% of responses	Option	# of responses	% of responses
Option 1	19	41%	Option 1	23	50%
Option 2	15	33%	Option 2	0	0%
Option 3	11	24%	Option 3	21	46%
Did not answer	1	2%	Did not answer	2	4%

Of the 46 respondents who identified themselves as neighbours, the majority (41%) preferred Option 1, 33% preferred Option 2 and 24% preferred Option 3. However, half (50%) liked Option 1 least and about half (46%) liked Option 3 least; no one liked Option 2 least. This is reflected in the comments. Those who liked Option 1 least cited that there weren't enough fields, and there was too much natural space for vagrants. Those who liked Option 3 least were concerned that too much natural area was destroyed, too many fields and overall too structured and too focussed on active recreation. Option 2 was most cited as having a good balance of fields and nature/green space and a good proportion of informal and formal fields.

MOST PREFERRED OPTIONS			LEAST PREFERRED OPTIONS		
Option	# of responses	% of responses	Option	# of responses	% of responses
Option 1	3	13%	Option 1	13	57%
Option 2	6	26%	Option 2	3	13%
Option 3	14	61%	Option 3	5	22%
Did not answer	0	0%	Did not answer	2	9 %

3. School Community/Student in Area (23 Responses)

Of the 23 respondents who identified themselves as representing the school community, 13% preferred Option 1, 26% preferred Option 2 and 61% preferred Option 3. 57% liked Option 1 least, 13% liked Option 2 least and 22% liked Option 3 least. Almost all of the respondents appeared (by age category) to be parents rather than students and generally supported proximity of sports facilities to their children's schools. The students at Eric Hamber Secondary School, according to the principal, did not want another field but rather wanted the site to remain as natural as possible.

4. Current Park Users (31 Responses)

MOST PREFERRED OPTIONS			LEAST PREFERRED OPTIONS		
Option	# of responses	% of responses	Option	# of responses	% of responses
Option 1	10	32%	Option 1	13	42%
Option 2	11	35%	Option 2	2	6%
Option 3	9	29%	Option 3	16	52%
Did not answer	1	3%	Did not answer	0	0%

The 31 people who identified themselves as current users of the park site were almost evenly split with a slightly larger number (35%) preferring Option 2. Most users (52%) liked Option 3 least and not quite half (42%) liked Option 1 least. Only 6% liked Option 2 least. Almost one third of this group indicated a level of support for BMX biking activities (not necessarily in the current location).

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Members of Organized Sports (323 Responses)

MOST PREFERRED OPTIONS			LEAST PREFERRED OPTIONS		
Option	# of responses	% of responses	Option	# of responses	% of responses
Option 1	1	0%	Option 1	274	85%
Option 2	90	28%	Option 2	16	5%
Option 3	231	72%	Option 3	18	6%
Did not answer	1	0%	Did not answer	15	5%

A large majority (72%) of the 323 people who identified themselves as members of sports organizations preferred Option 3 and 28% preferred Option 2. Those who supported Option 2 felt it provided good or best mix/compromise/balance while the rest preferred Option 3 because it provided the most fields. No one preferred Option 1 but 85% indicated that they liked it least, citing not enough fields. Many noted, regardless of preference, that there wasn't enough parking, bike racks or washrooms.

5. **Other (16** Responses)

MOST PREFERRED OPTIONS			LEAST PREFERRED OPTIONS		
Option	# of responses	% of responses	Option	# of responses	% of responses
Option 1	2	13%	Option 1	2	13%
Option 2	2	13%	Option 2	0	0%
Option 3	1	6%	Option 3	2	13%
Did not answer	11	69 %	Did not answer	12	75%

The two who identified themselves at VanDusen members preferred Option 1 and were concerned about parking for the options with more fields. The one identified as representing indoors sports facilities preferred Option 1 to allow room for an indoor tennis facility. The one person who identified themselves as working in the area preferred Option 3 but was concerned with potential conflicts between active and passive recreation. The other did not identify themselves as having a particular interest.

6. **BMX Bikers** (11 Responses)

MOST PREFERRED OPTIONS			LEAST PREFERRED OPTIONS		
Option	# of responses	% of responses	Option	# of responses	% of responses
Option 1	9	82%	Option 1	1	9 %
Option 2	1	9%	Option 2	0	0%
Option 3	1	9%	Option 3	10	9 1%
Did not answer	0	0%	Did not answer	0	0%

BMX bikers were the only large group (11) identified under Other and are therefore separated out. The majority of them (82%) preferred Option 1 with only 9% preferring Option 2 and Option 3. 91% preferred Option 3 the least. They noted that this is the only dirt jump site in Vancouver and if they are to be moved, they need to have a facility at another location. Whether here or elsewhere, they expressed a willingness to work with staff to develop and maintain jumps in a manner acceptable to all park users.

Additional Input: Letters and Emails

One letter and about 30 emails, primarily from the Thunderbirds, were received prior to the April 6, 2005 open house requesting that an artificial track and field facility be built on the park site, which many noted was the last available park space in the city. This interest was not reflected in the survey results. This is likely due to this option not being presented at the April 6th open house.

In addition to survey forms, 43 emails and letters were received since the open house. Eight supported Option 1; 22 supported Option 2; and 19 supported Option 3. About half identified themselves as members of a sports organization (21) and about one third (14) did not identify an affiliation with any group. Two identified themselves as concerned with the natural aspects of the site.

al Sports Fields 21%

> Neighbourhood Park 20%

Oak Street and 37th Avenue Park Site Option Summary and Cost Review

Prepared by PWL Partnership Landscape Architects Inc. May 12, 2005

Note: Costs are based on conceptual drawings only. Final costs on actual park designs may vary. Cost of washroom facilities is not included in the Cost Overview figures as washrooms are not recommended in the Preferred Development Concept.

Option 1

Site Statistics

Formal sports field area Neighbourhood park Total natural area Other areas Total Park area Children's play area Washroom facility Storage facility	2.4 Acres 2.2 Acres 5.9 Acres 0.7 Acres 11.2 Acres 2500 sq. ft. 1000 sq. ft. 900 sq. ft.		other Areas 6%
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Tree Retention (Trees over 20 cm/8" caliper)

28 of 169 trees need to be removed (83% retention).

Cost Overview (2005 Estimate) \$603,296.00

Option 2

Site Statistics

			Other Areas 8%
Formal sports field area	2.1 Acres	19%	_Formal Sports Fields
Informal field area	2.0 Acres	18%	Neighbourhood Park
Neighbourhood park	1.0 Acres	9%	
Total natural area	5.18 Acres	46%	
Other areas	0.92 Acres	8%	
Total Park area	11.2 Acres	100%	Informal Field Area
Children's play area	2500 sq. ft.		
Washroom facility	1000 sq. ft.		Total Natural Area
Storage facility	900 sq. ft.		40%

Tree Retention (Trees over 20 cm/8" caliper)

58 of 169 trees need to be removed (66% retention).

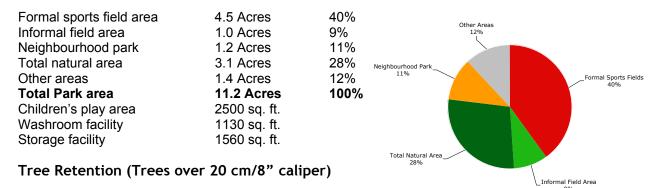
Cost Overview (2005 Estimate) \$1,047,270.00

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9%

Option 3

Site Statistics



75 of 169 trees need to be removed (55% retention).

Cost Overview (2005 Estimate) \$1,490,176.00

Recommended Development Concept

Site Statistics

Formal sports field area Community green/meadow Neighbourhood park	2.1 Acres 0.7 Acres 1.6 Acres	19% 6% 14%	Other Areas	Formal Sports Field 19%
Total natural area	6.25 Acres	56%		
Other areas	0.55 Acres	5%		
Total Park area	11.2 Acres	100%		Neighbourhood Park
Children's play area	2500 sq. ft.	Total Nati 56	ural Area	14%
Storage facility	600 sq. ft.			

Tree Retention (Trees over 20 cm/8" caliper)

14 of 169 trees need to be removed (92% retention).

Cost Overview (2005 Estimate) \$566,444.00

Community reen/Meadow