

**Minutes of Meeting**  
**Planning Committee, Vancouver Park Board**

**DATE OF MEETING:** April 18, 2006

**ATTENDEES: Park Board Commissioners**

Commissioner Korina Houghton, Chair  
Commissioner Allan De Genova  
Commissioner Spencer Herbert  
Commissioner Heather Holden  
Commissioner Ian Robertson  
Commissioner Loretta Woodcock

**Park Board Staff**

Piet Rutgers	Director of Planning and Operations
Jim Lowden	Director of Stanley District
Lori MacKay	Director of Vancouver East District
Liane McKenna	Director of Queen Elizabeth District
Daisy Chin	Coordinator, Special Events and Filming
Booth Palmer	Child and Youth Services Coordinator
Alyson Thorpe	Recording Secretary

**Delegations**

Eleanor Hadley	
Ray Firkus	Special Aviation Event Fahns
Cherie McLaughlin	Kiwassa Neighbourhood House
Nancy McRitchie	Kiwassa Neighbourhood House
Darren Sherbot	Harbour View Daycare
Carol Wood	Harbour View Daycare
Dick Woldring	Harbour View Daycare
Paula Grossman	P.A. Grossman Architect

The meeting was called to order at 7:00 pm, with the following Agenda:

1. Approval of Minutes of April 4, 2006 Meeting
2. Dog Task Force – Terms of Reference
3. Airshow – Special Event Request
4. Burrard View – Concept for Daycare

**1. Approval of Minutes of April 4, 2006 meeting**

It was noted that the Mill Marine Restaurant was identified incorrectly under Delegations. The minutes of the April 4, 2006 meeting were approved with this correction.

**2. Dog Task Force – Terms of Reference**

On March 6, 2006, the Board passed a motion to create a Dog Strategy Task Force (the Task Force) to develop a strategy on dogs in the urban environment, with recommendations on education, enforcement, infrastructure and design, and potential locations, and to consult with the public in developing the strategy and evaluating the results. The mandate of the Dogs and the Urban Environment Strategy is for:

- a balanced compromise between restraint and freedom for dogs;
- a happy leisure experience for all;
- sharing of public spaces within specific practices, rules and regulations;
- recognition of changing density and character of Vancouver's neighbourhoods;
- fair representation of all views.

Liane McKenna presented a set of draft terms of reference for the Task Force and the strategy, including activities, budget, and timeframe, and identified the advantages and disadvantages of three options for membership structure.

- Option 1 – political membership, with two representatives each from the Park Board, City Council, and the Vancouver School Board (VSB)
- Option 2 – political/public membership, with one representative each from the Park Board, City Council, and the Vancouver School Board, and three members of the general public
- Option 3 – a panel of experts in six key areas

Staff propose a timeline of approximately ten months to establish the Task Force, review, research, consult and test, and to develop options and recommendations by April 2007. A budget of \$40-50,000 is projected for advertising, consultation and meetings, site visits, and report preparation and production.

Commissioner Allan De Genova arrived at 7:20 pm.

#### Delegation

Eleanor Hadley asked the Committee to review the work that has already been done on the dog offleash program to determine if it is succeeding because she thinks it is not. She is concerned about the health hazards of dog waste, and that many dogs are not licensed and the dog bylaws are not enforced. She suggested that people from each park be invited to join the Task Force rather than including members of political parties, and asked how dog rules are different for park, public and private properties.

#### Discussion

- The group discussed the proposed timeline. A Commissioner noted that winter may not be a good time to test options, and staff responded that a longer timeline could be considered to extend the development of options and testing to March 2007. Another Commissioner asked if the timeline could be shortened. Staff highlighted the importance of ensuring that the public has enough time for meaningful input to the process because the issues are very polarized in the community.
- A Commissioner asked staff to identify which aspects of the current situation could be improved. Staff described the polarization of perspectives and interference of shared use of park space as key elements that need to be addressed.
- A Commissioner asked if the proposed budget is consistent with other task forces and staff replied that it is reflective of a group responsible for public consultation and production of a report. The question of cost sharing with Council and the VSB has not been addressed.
- The Committee discussed the need for enforceable recommendations and realistic and actionable goals that will improve the current situation, and a Commissioner asked how results will be measured. Surveys can be used to test the general public about improvements in access or quality of service.

- Issues of hygiene and licensing will be referred to the Task Force.
- The group discussed the size and structure of Task Force membership. Staff recommend that there be six members that gather results, develop options and report back. The group discussed the different options and how separating the process and the decision making creates better opportunities for dialogue and dispute resolution.
- A member of the Committee said that the Task Force requires the participation of City Council and the VSB to be effective and asked how to ensure partnerships are developed if membership Option 3 is chosen. The original motion included the VSB and City Council because there is interest in participation from both and recognition that this is a city-wide issue. Staff suggested that representatives from each body can be provided with information about the Task Force and invited to speak with the panel about the issues.
- The group discussed the importance of bringing divergent stakeholders together for dialogue and debate and ensuring that there is enough public process for meaningful input from different perspectives. A need for neighbourhood involvement and local input was noted.
- A Commissioner asked staff to review what has worked in the dog offleash program. Staff reported that public opinion has been randomly tested by telephone survey and parks have been visually inspected to review how sites are being used. Analysis reveals that 80% of dog owners clean up after their animals and most use respect site designation and hours. However, there is a lot of use of undesignated sites, especially in the downtown core. There is a good educational program on responsible dog ownership, and community involvement has been used in three parks to resolve disputes.

Comments from Commissioners included:

- in favour of non political effort;
- expand licensing and make it easier to renew;
- get the community involved;
- need public involvement;
- learn to appreciate both perspectives through healthy dialog and debate;
- task force needs to have clearly understood goals;
- hear neighbourhood concerns and issues;
- develop recommendations that deal with City wide concerns.

### Results

The Committee expressed consensus on using a form of Option 3 for the membership structure of the Dog Strategy Task Force. Staff will consult with City staff and come back to the Planning Committee with goals, approaches for public consultation, and Task Force terms of reference for activities, timeline, and a budget.

Commissioner Robertson left the meeting at this time.

### **3. Airshow – Special Event Request**

Daisy Chin introduced Ray Firkus, a member of the project team that wants to develop an aviation event for Vancouver in 2007.

### Delegation

Ray Firkus presented an overview of the proposed special aviation event. He is meeting with Mayor and Council later this week and wanted to ensure that the Park Board had reviewed the proposal first. Organizers will consult with all stakeholders, beginning with the Park Board for

consultation and feedback on the proposed location. The project team has identified the Spanish Bank area as the best location for a half-day (afternoon) free summer event that would be either an air race or an air show, with an estimated attendance of 200,000, to be held annually. He identified their main concerns as the impact of the event on residents and moving people in and out of the site.

Project requirements include the development of a traffic management plan, observance of a cordoned “sterile box” (controlled airspace) of approximately 3000 x 7000 sq ft, and a fenced area with access limited to project sponsors. To minimize congestion in the area, organizers envision using mass transit to move people into the viewing site from UBC.

#### Discussion:

- Ideally, the event would take place in the afternoon between 1 and 5 pm. Set up would require one day and the time needed for tear down is negligible. The event is proposed to occur in mid July, 2007, to take advantage of low summer tides and stable weather. The organizers want to do site research this summer during the desired time to determine the best way to schedule the event. There is potential conflict with the Vancouver Folk Music Festival, which is staged annually in mid July.
- A member of the Committee asked the delegation to clarify how much park area needs to be fenced. Restricted areas include a 3000 x 7000 sq ft area cordoned off as controlled air space, an area for VIP sponsors, a control box and a section for the announcer. The controlled air space, or sterile box, is a safety feature required by Transport Canada to contain debris from potential accidents and is patrolled by security personnel.
- A Commissioner noted that the project information includes a suggestion that host cities contribute to policing and engineering costs, and asked if the Park Board was expected to provide staff resources. The delegation said they are not asking for money.
- The Committee suggested several stakeholders to be consulted and the delegation identified review of the proposed site by the Park Board as a priority and said all other stakeholders will be consulted after the Park Board has approved the viability of the venue. A member of the Committee inquired about public consultation for previous large special events, and staff explained that large-scale events are reviewed by the Festival Expediting Staff Team (FEST) Committee, a City board comprised of representatives from the City’s Engineering, Transit, Police, Parks, and Fire departments.
- Organizers have discussed the event with City special event staff, who have prepared a preliminary report requesting agreement in principle from City Council, subject to Park Board approval. Council will refer the matter to the FEST Committee, and should be advised of any concerns from the Planning Committee for consideration. A member of the Committee said the FEST Committee has the expertise to assess the logistical viability of such a large event and suggested that the proposal be reviewed by the FEST Committee before returning to the Park Board for a decision.
- The Vancouver Folk Music Festival has an attendance of about 80,000 over three days, and while most park outside the residential zone, the streets are full of cars for three days. The projected attendance of the aviation event is 200,000 in one afternoon, and although their traffic management plan identifies use of public transit as key, the group noted that people will still try to drive into the area and severe congestion will occur.
- The intention of the organizers is to close roads into the area west of Northwest Marine Drive and 4<sup>th</sup> Avenue and use public transit to shuttle people from parking at UBC to the site in order to minimize the number of vehicles coming into the area. A traffic corridor will remain

open for emergency vehicles and all residents and their guests, who will be issued passes. A Commissioner noted that people who want to reach the beaches for recreational uses and are not attending the aviation event will still want to drive to the beach and not use a shuttle.

- Staff pointed out that moving 200,000 people in and out of the area within a six hour time frame creates considerable logistical problems. Estimating half the projected attendance, it would require 2000 bus trips to move 100,000 people, and this event has only one access point. As a comparison, the Festival of Lights at English Bay is much easier to manage with over twenty access points situated around the whole bay.
- A member of the Committee asked about the food services plan and staff replied they work with Revenue Services to ensure that additional food vendors needed to meet the demand in large events do not compete adversely with existing concessions that operate in the area of the event. The delegation said they will work with existing vendors to turn it into a benefit for as many people as possible.
- A Commissioner asked for information about the kinds of planes that would be used in the event and the delegation explained that different planes are used for air racing (small, high performance, homebuilt, single-engine) and an air show. The Committee raised concerns about noise associated with both types of airplanes.
- One potential element of the proposed event is a temporary landing area on the sand where the public can access planes for viewing. This is physically viable at Spanish Bank, depending on the tides. A member of the Committee expressed concern about the environmental impacts of a runway and of the event in general, and staff noted the need to consult with the Department of Fisheries and Oceans. The delegation explained that all stakeholders will be consulted at the time of year when impacts will be felt, and said the runway is not essential.
- The Committee expressed concern about interference with boating activities in the area and the delegation said the cordoned area would include primarily unnavigatable water.

Staff suggested that the Committee formally identify their concerns about the proposed event as a motion. Overall, the Committee has significant concerns about traffic management, noise, emergency vehicle access, public access to washrooms, and about the impact of the event on residents, park users, the environment, and boats in the water.

Commissioner comments included:

- this is not an ideal area;
- people don't want an airshow forced on them;
- a large-scale project that will have an impact on concessions, revenues, and parks;
- can we physically manage crowds moving in and out?;
- can't support this location;
- welcome further conversation about other locations or models;
- no problem with use of beach for an airshow;
- noise and traffic issues are the City's responsibility;
- not appropriate to market products on the beach;
- is a big impact on the park for one day;
- thank you for coming to Board first;
- support taking to FES Committee to assess ability to manage the logistics of such a large event;
- not prepared to say no at this point;
- hesitations about the location, the amount of work and the impact;

- keep the beaches for summer use;
- landscape is a fragile ecosystem.

Moved by Commissioner Herbert,

That the Committee support a further review of the aviation event to address a number of serious concerns which the Committee has identified, including:

- displacement of regular recreational use of the waterfront parks;
- impact of event on other summer park events;
- impact on adjacent residential communities;
- impact of noise;
- logistics of getting people to and from site;

That the Committee suggest to the organizers to develop alternate models of the airshow, which would have a lesser impact on the waterfront parks.

- Carried Unanimously

#### Next Steps

City of Vancouver special events staff will bring a preliminary report requesting agreement in principle to City Council on April 26, 2006. The matter will be referred to the FEST Committee for review and assessment of the event's logistical viability and returned to the Park Board for a decision.

#### **4. Burrard View – Concept for Daycare**

On June 14, 2005 the Planning and Environment Committee endorsed staff to proceed with public consultation on the replacement of the portable Harbourview Daycare building in Burrard View Park with a permanent structure. Lori MacKay reported that the Park Board received the results of consultation with the community on December 12, 2005, and that the Kiwassa Neighbourhood Services Association and the Hastings Township Child Care Society have since collaborated on the development of design concepts and have prepared three options for the Committee's review. She introduced Booth Palmer, Child and Youth Coordinator for the Park Board, and project proponents Nancy McRitchie, Paula Grossman, Cherie McLaughlin, Dick Wolding, Darren Sherbot, and Carol Wood.

#### Delegations

Paula Grossman told the Committee that the existing 1600 sq ft building is at end of its life and does not meet city design guidelines for childcare, and presented three options for the development of the site.

- Option A – 2650 sq ft replacement facility for 25 children; does not expand daycare spaces, therefore no funding is available
- Option B – 2800 sq ft expanded daycare for 37 children on two levels, combines two programs, meets guidelines with least amount of footprint on the park
- Option C – 4300 sq ft expanded daycare for 37 children on one level, largest outdoor playspace

The goal is to minimize the impact on the park, and to position the building to protect the mature trees and preserve views. Option B is the preferred option because it minimizes ground level floor space by combining two programs on two levels, and because requirements for toddlers are less than for preschoolers, outdoor playspace in the park is also minimized. The three design concepts also show the different ways the appearance of the building can be developed. An effort will be made to retain the character of the existing building by reproducing some of its forms, such as elongated windows and steep gable ends.

Nancy McRitchie provided a rationale for the preferred option and presented the project's financial projections. She noted that only permanent design options are presented as modular options are not significantly cheaper, and told the Committee that Option A is not a true option because without expanding childcare spaces at the facility, \$1 million of project funding is unavailable. Option B is preferred over Option C because it presents a small footprint on the park and is more efficient in its use of space. Located on the existing site, Option B does not build-out closer to adjacent homes, and it meets the guidelines with minimum playground space.

She reviewed cost estimates for Options B and C, noting that construction costs are budgeted at \$225/sq ft, with an additional construction contingency of \$25/sq ft, and 10% for cost escalations. Option C is less expensive to build and results in a modest surplus. The fundraising plan for the project was also presented. Funds already in place include a \$12,000 playground grant from the City of Vancouver, and \$455,000 for portable replacement and a \$25,000 playground grant from the Province of BC. The city's childcare coordinator is recommending that City Council approve \$500,000 in capital funding in 2006. Once approval from the Park Board is received and city funding confirmed, an additional \$494,000 capital grant will be requested from the Province. Other funding opportunities include a \$100,000 capital funding grant from BC Lottery and \$50,000 from Vancouver Foundation. The budget projected for Option B shows a \$47,000 shortfall (3% of total budget), which will require additional fundraising.

### Discussion

- A member of the Committee commented on how the choice of exterior finishing materials affects maintenance costs, and suggested that staff be consulted on exterior options and that a regular maintenance plan be included in the operating budget.
- The group discussed the capacity for expansion at this site and it was noted that although the need in the neighbourhood is much greater, expanding to 37 spaces is manageable and fits in the park. Staff said that the expansion is not the same quality of space as the original 25 spaces for 3-5 year olds, and that a high needs component for 18-30 months will be added.
- The group discussed the relative sizes of Options B and C. Option B is larger in order to accommodate stairs and elevators, but the main level is 2800 sq ft and the upper level is 1875 sq ft. Because toddler and preschooler areas are combined on one level, Option C results in a larger building.
- A member of the Committee asked if neighbourhood concerns about preserving views have been addressed, and the architect demonstrated how Option B building elevations and the grade of the land combine to create an actual increase of about 11 feet. This creates a potential visual impact for the house immediately south of the facility. It was noted that the area is currently treed and bushy, and that a lower roof design could be used.
- It was noted that funding for the childcare building from the City's capital budget has been approved as a priority for 2006 and will go forward for approval May 30, 2006.

Construction is projected to start in 2007.

Staff summarized that the proponents and Park Board staff support Option B as the preferred option, and asked the Committee for direction to proceed with the preparation of a board report to include recommendations on Option B, subject to available funding and at no cost to the Park Board. This would provide the proponents with a concept to finalize their funding package and move toward design in a timely manner, as cost escalations are a reality.

#### Recommendation

The Committee recommended that Option B be adopted as the preferred concept and be brought back to the Board at the earliest opportunity.

#### Next Steps

Once the Board's approval has been determined, additional stages include public consultation for input on modifications such as rooflines and landscape features; implementing a construction agreement with the proponents for permission to build on a park, and developing an operating license for the childcare service.

#### **5. Next Meeting**

The meeting adjourned at 10:40 pm. The next meeting will be held on Tuesday, May 2, 2006.