

# RECOMMENDATION

- A. THAT the Vancouver Park Board approve the design concept for the renewal and expansion of the existing dog off-leash area at Emery Barnes Park, as outlined in appendix B.
- B. THAT the Vancouver Park Board approve the design concept for the proposed dog off-leash area at Heather Park, as outlined in appendix C.
- C. THAT the Vancouver Park Board approve the design concept for the proposed dog off-leash area at Granville Park, as outlined in appendix D.

### **REPORT SUMMARY**

The purpose of this report is to share the findings of the public engagement processes and to seek Board decision on the proposed concept plan for the renewal and expansion of the dog offleash area (OLA) at Emery Barnes Park and for the concept plans for the proposed new OLAs at Heather and Granville Parks so that staff can proceed with detailed design.

### **POLICY, REPORTS & STRATEGIES**

As per the <u>Vancouver Charter</u>, the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements or major changes that occur within those parks.

The proposed concepts for the renewed and new dog off-leash areas as described in this report are supported by the following:

- <u>People, Parks & Dogs</u> (2017): The People, Parks & Dogs (PPD) Strategy, <u>approved by the</u> <u>Board in October 2017</u>, provides an evidence-based and data-driven policy to deliver wellplanned and designed parks that accommodate park users with and without dogs for the next 10 years. The strategy includes policy for access, design, stewardship, and enforcement.
- <u>VanPlay</u> (2019/2020): VanPlay, the Board's Parks and Recreation Services Master Plan sets priorities and provides tools and policies to support the pursuit of equity, connectivity, and access to parks and recreation for all. These projects align with the VanPlay direction to "Welcome Everyone: Parks and recreation experiences that improve quality of life.'

# BACKGROUND

### **Dog Off-Leash Areas Prioritization**

The <u>People, Parks and Dogs Strategy</u> provides a framework to deliver well-planned and designed parks for people with and without dogs. The recommendations from the strategy fall into four key themes – access, design, stewardship and enforcement. Through mapping and analysis, the strategy identified six neighbourhoods to be prioritized for new and renewed off-leash areas, as well as areas that are underserved in off-leash areas. Priority neighbourhoods were identified based on number of licensed dogs, population density, and projected growth. Underserved areas were identified as areas of the city that are more than 1.2 km or a 15 minute walk from an existing dog off-leash area.

Highest priority neighbourhoods for new or enhanced dog off-leash areas based on combined assessments, and ranked in order of priority as follows:

-	RIISIIAIIU	-	West End
-	Mount Pleasant	-	Grandview-Woodland
_	Downtown	-	Fairview

The Emery Barnes Park OLA was prioritized for renewal in the 2019-2022 Capital Plan as the strategy identified Downtown as being a priority neighbourhood in need of additional and renewed dog off-leash areas to support the high number of licensed dogs in the neighbourhood. Amenity condition also lead to the prioritization of this OLA for renewal.

Heather Park and Granville Park were prioritized in the 2019-2022 Capital Plan for new OLAs as both are located in underserved areas and together would increase access to OLAs in three priority neighborhoods, Kitsilano, Fairview, and Mount Pleasant. An analysis of the two parks indicated that both have favorable existing conditions to integrate new OLAs.

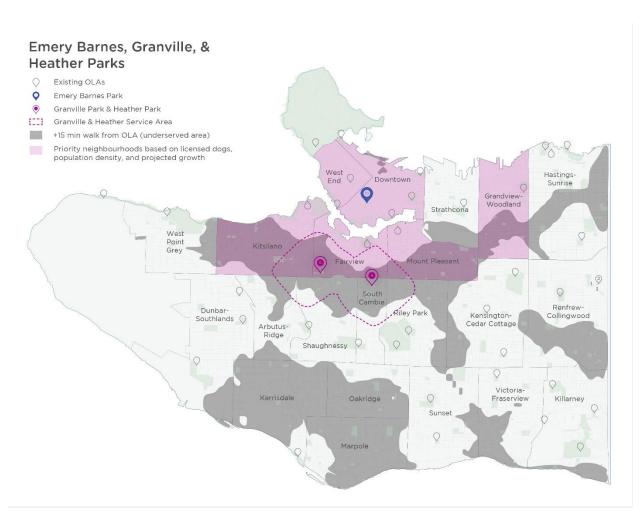


Figure 1: Map of priority and deficit areas with Emery Barnes, Heather and Granville Parks located

# Emery Barnes Park

Emery Barnes Park is a 0.9 ha neighborhood park located in Downtown that balances a variety of features including open lawn areas, a playground, and an OLA. Completed in 2010, this OLA serves the second highest number of licensed dogs living within 1 km of an OLA, second only to Nelson Park located in the West End neighbourhood. Improvements to the existing OLA are necessary to address ongoing safety and maintenance issues, to withstand the impacts of daily use, and to accommodate the growing number of dogs in the area. The proposed expansion of a separate small/shy dog off-leash area can help to accommodate the growing number of dogs in the area while maintaining the existing activity spaces in the park. See Appendix A for existing conditions map of Emery Barnes Park.

# **Heather Park**

Heather Park is a 0.97 ha neighbourhood park located in the north end of the South Cambie neighbourhood in close proximity to Fairview and Mount Pleasant neighbourhoods. The park has an open lawn area (0.6 hectares), a small playground, and four tennis courts. Mature street trees surround the park and provide shade during the hot summer months. An OLA at Heather Park will increase access for dog off-leash activity in two priority neighbourhoods that are currently underserved. Heather Park has suitable space, conditions, and amenities to accommodate a

fenced off-leash area while maintaining space for other activities. See Appendix A for existing conditions map of Heather Park.

### **Granville Park**

Granville Park, a 1.9 ha neighborhood park, is a unique and vibrant community space near the borders of the Fairview, Kitsilano, and Shaughnessy neighborhoods. Pine Street divides the park into two distinct areas - west and east. The Granville Children's Park is located west of Pine St. and has a long, linear lawn with a small playground. The park area east of Pine St. has a large lawn that supports informal recreational activities. An OLA at Granville Park (east) will increase access for dog off-leash activity in two priority neighbourhoods that are currently underserved. Granville Park has suitable space, conditions and amenities to accommodate a fenced off-leash area while maintaining space for other activities. See Appendix A for existing conditions map Granville Park.

### DISCUSSION

### **Emery Barnes Park**

Staff have developed a concept plan shaped by the community's vison as heard during the public engagement process, People Parks and Dogs Strategy, other policy alignments and operational requirements.

# Public Engagement – Emery Barnes Park

Two rounds of public engagement were undertaken to understand the community's vision for the renewal and to gauge support for an expanded area. The first round of public engagement ran from September 23 to October 15, 2021 and included an online survey on the City's <u>Shape Your</u> <u>City</u> platform. The online survey sought feedback on park use, potential OLA expansion, frequency of OLA use, dog size, and amenities to be included in the renewal.

A total of 395 respondents completed the round 1 survey including 249 with dogs, and 146 without. We heard that 80% of respondents strongly or somewhat agreed with expanding the OLA and that 67% of respondents said they would value a separate space for small/shy dogs. The top three amenities respondents wanted to see in the renewed OLA were open areas for running, fetch, and playing with other dogs, shade trees, and enrichment and agility features including instructional signage.

Round 2 of public engagement ran from April 20 – May 18, 2022 and included an online survey hosted on the City's <u>Shape Your City</u> platform and an on-site pop up event. A draft concept plan shaped by input from round 1 engagement was shared back to the public. Emery Barnes Park users were asked for feedback on the draft concept plan specifically in regards to the balance between space for the OLAs and the existing activity spaces in the park. Additionally, feedback was sought on features inside the OLAs.

424 respondents completed the survey including 294 who use Emery Barnes Park with their dog, and 150 who use the off-leash area at least once a week. Additionally, 25 people were engaged at the on-site pop-up event. Feedback was positive with 79% of respondents saying they strongly or somewhat supported the OLA renewal and proposed expansion design concept. Additionally, 78% of respondents indicated they strongly or somewhat agreed that the OLA renewal and proposed expansion provides a good balance between space for the OLA and the existing activity spaces in the park.

Post engagement, additional feedback was received from residents adjacent to the OLA. Concerns were aligned with what was heard during engagement including noise, odor, and lack of compliance with hours of operations. The proposed design intends to help address these concerns as described further below.

A summary of the public engagement is provided in Appendix B – Emery Barnes Engagement Summary. For the full engagement summary reports, see the Emery Barnes Park dog off-leash area renewal & proposed expansion <u>Shape Your City</u> project page.

# Proposed Concept – Emery Barnes Park OLA

The proposed concept for the OLA renewal and expansion closely follows the design guidelines developed through the People, Parks and Dogs Strategy with an emphasis on:

- Materials and layout that can withstand intense use; and
- Amenities for dogs and people to enhance safety, fun and comfort.

The design concept for renewing the existing 0.085 ha OLA includes a mix of amenities, a more usable open space and agility features which were selected as a result of feedback received in the first round of engagement. The concept maximizes the amount of open space for running and fetching activities, provides a separate agility area, and includes diverse seating opportunities and enhanced landscape areas to provide shade and to help mitigate noise from the park. Enhanced signage will also be integrated throughout the site reminding people of hours of operation and general etiquette recommendations. Reused boulders from the existing OLA provide additional informal seating and agility features. By re-grading the site, an accessible path is provided throughout the OLA.

The proposed 0.02 ha expansion area incorporates the same materials and features as the primary OLA to provide the same level of durability and amenity for people with small and shy dogs and to create a cohesive design between the two areas. It is intended that the expansion will help to accommodate the growing number of dogs in the area and reduce conflicts in the OLAs by providing more space while still maintaining the existing activity spaces in the park.

The improvements to the OLAs are intended to benefit the entire park by providing clearly designated and comfortable areas for people with dogs, which in turn protects the existing activity spaces for people without dogs or dogs on-leash helping to improve cleanliness, maintenance requirements and reduce conflicts. Between both areas, seven new shade trees are being proposed. See Appendix C – Emery Barnes Park OLA Concept Plan.

# **OTHER CONSIDERATIONS**

### Synthetic Turf – Emery Barnes Park OLA

The Emery Barnes OLA is one of two sites where pet-specific synthetic turf will be piloted. The other pilot site is Coopers' Park OLA. This material is a high quality and durable surface, suitable for a relatively small area with a large number of dogs. Synthetic turf was also chosen to address one of the primary concerns heard during engagement, odor from pet waste. The turf includes a sand-like material, zeolite, in place of rubber crumb, which helps to limit smells from pet waste. In addition, an irrigation system will be installed and pet-safe cleaning solution used to keep the surface clean and cut down on odors. Currently, there is no irrigation or cleaning of the existing pea-gravel surface. While synthetic turf in an OLA setting requires an increased level of maintenance and new practices from the Park Operations team, staff have been developing OLA

synthetic turf best practices in collaboration with the Park Operations team to support the long-term success of this material.

### Finances

The estimated capital cost for the Emery Barnes OLA renewal and expansion project, inclusive of staff project management costs, is estimated at \$1.13M to be funded from existing capital budgets. The initial estimate for the operating impact to capital budget is 5% of the estimated construction cost of the project or \$42K. Cost estimates for both the capital cost and operating costs will be refined through detailed design and as the construction drawings are developed.

### DISCUSSION

### Heather Park and Granville Park

Staff have developed concept plans shaped by the community's vison as heard during the public engagement process, People Parks and Dogs Strategy, other policy alignments and operational requirements. The OLAs proposed at Heather Park and Granville Park are considered a 'change-of-use' to parts of the existing open green spaces in these parks. Any time there is a change-of-use proposed in a park, an engagement process is recommended to ensure all perspectives are considered and Board approval is required. In exploring this partial change-of-use to the existing green open spaces, staff also consulted with Recreation to confirm support in relation to any existing programming.

When integrating an OLA into a site, an important consideration is its size in relation to the park. It is important to provide enough space in the OLA so that dogs can exercise comfortably without the site becoming degraded from overuse and it is equally important to ensure that enough space is maintained for other park uses. In addition to size and balance with other park uses and programming, the integration of an OLA into a park considers adjacencies, drainage, topography, open space, and operational requirements.

### **Previous OLA Designation – Heather Park**

In 1998, a city-wide program of designated park sites for dog off-leash use was established and Heather Park was included. When designated as an off-leash site, Heather Park represented a location where there was an expressed need due to the number of dogs and owners. For several reasons, the Park Board directed staff to remove the designation in 2002. The previous OLA designation was for the whole park, which ultimately caused significant issues with the turf and conflicts between park users. This new proposal is to establish a fenced area with a more durable woodchip surface to maintain usability, while keeping maintenance costs down for the rest of the park. This will serve both the needs of dog owners and other park users. See the <u>FAQs</u> on the Heather Park Shape Your City page for more information on the history of an OLA designation at Heather Park.

### Public Engagement – Heather and Granville Parks OLAs

Two rounds of public engagement were undertaken to understand the community's support for the proposed OLAs at Heather Park and Granville Park. The first round of public engagement ran from September 23 to October 15, 2021 and included an online survey on the City's Shape Your City platform. The online survey sought feedback on respondents' current relationship to these parks and solicited input on the amenities proposed. To ensure the proposed fenced-in dog offleash area meets the needs of all park users, respondents were also asked what they liked and disliked about OLAs in general.

- 833 respondents completed the online survey for Heather Park with 62% of respondents identifying as being dog owners who live near the park.
- 660 respondents completed the online survey for Granville Park with 65% of respondents identifying as being dog owners who live near the park.

Results between the two sites were very similar with the most common amenities requested being a drinking fountain, shade, seating, and agility features.

The second round of engagement ran from April 27 to May 18, 2022 and sought input on proposed design concepts that were shaped by feedback from the first round of engagement.

- 537 respondents completed the online survey for Heather Park with 62% of respondents identifying as being dog owners who live near the park.
- 464 respondents completed the online survey for Granville Park 61% of respondents identifying as being dog owners who live near the park.

Input was sought on balance of park activity spaces, and balance of space inside the proposed OLAs. Additionally, input was sought on the size of the OLAs in relation to the overall park space. Respondents wanted the proposals to consider the size and location of the OLAs in relation to the existing green spaces and playgrounds which is reflected in the design concepts described below. The proposed concepts received a highly favourable response with 83% of respondents strongly or somewhat supportive of the overall concept for Heather Park OLA and 85% of respondents strongly or somewhat supportive of the Granville Park OLA concept.

A summary of the public engagement is provided in Appendix D – Heather Park Engagement Summary and Appendix E – Granville Park Engagement Summary. For the full engagement summary reports, see the Heather Park proposed dog off-leash area <u>Shape Your City</u> project page and the Granville Park proposed dog off-leash area <u>Shape Your City</u> project page.

### Proposed Concept – Heather Park

The proposed OLA is located along the west edge of the park, and the east fence line curves to maximize green open space adjacent to the playground and to support other uses such as informal play and socializing. The OLA is offset from both Willow Street and West 18<sup>th</sup> Avenue to minimize leaf litter into the space while also avoiding a low point in the park, where water tends to pool in winter months. To mitigate potential conflict, the OLA has been located away from the playground and will be fenced to increase comfort for all park users. The proposed 0.12 ha OLA meets the recommended size and design guidelines of a Neighborhood Dog Run off-leash area as identified in the People, Parks and Dogs Strategy.

The layout of the OLA maximizes open running space for dogs, one of the most requested features during engagement, and incorporates a few agility features for enrichment. Benches are located within the space for added comfort and will be accessible to all park users. All design elements including fencing, gates and surfacing will meet the design standards of the <u>People</u>, <u>Parks and Dogs Implementation Guide</u>. To support year-round use and to minimize maintenance requirements, improved drainage will be thoughtfully considered in detailed design. See Appendix F – Heather Park Concept Plan.

### Finances – Heather Park

The estimated capital cost for the proposed dog off-leash area at Heather Park, inclusive of staff project management costs, is \$560K to be funded from existing capital budgets. The initial estimate for the operating impact to capital budget is 5% of the construction cost of the project or \$23K. Cost estimates for both the capital and operating costs will be refined through detailed design and as the construction drawings are developed.

### Proposed Concept – Granville Park

The proposed OLAs at Granville Park are located in Granville Park East, east of Pine Street and away from the playground. The design includes two areas separated by an existing walking path. The primary off-leash area is 0.16 ha in size and located on the southern portion of the lawn, adjacent to the tennis courts. Over half of the existing green space is maintained for other uses such as informal play and socializing. The OLA is offset from the existing trees to both protect and preserve these trees while minimizing leaf litter in the space and associated maintenance requirements. As the design is refined, a visual barrier between the tennis courts and OLA will be explored.

This project also benefits from an additional 0.06 ha space located south of the main OLA where a separate small/shy dog OLA has been included. The inclusion of a small/shy dog area responds directly to requests for this type of space through both the People, Parks & Dogs strategy and the project engagement processes. To mitigate conflict and increase comfort for all park users, the OLAs will be fenced. Both OLAs achieve the recommended size and design guidelines of a Neighborhood Dog Run off-leash area as identified in the People, Parks and Dogs Strategy.

The simple rectilinear layouts of both spaces maximize open running space for dogs, one of the most requested features during engagement, and incorporate a few agility features for enrichment. Several benches are located within the spaces for added comfort and will be accessible to all park users. All design elements including fencing, gates and surfacing will meet the design standards of the <u>People, Parks and Dogs Implementation Guide</u>. To support year-round use and to minimize maintenance requirements, improved drainage will be thoughtfully considered in detailed design. See Appendix G – Granville Park Concept Plan.

### Finances – Granville Park

The estimated capital cost for the proposed dog off-leash areas at Granville Park, inclusive of staff project management costs, is \$720K to be funded from existing capital budgets. The initial estimate for the operating impact to capital budget is 5% of the construction cost of the project or \$31K. Cost estimates for both the capital and operating costs will be refined through detailed design and as the construction drawings are developed.

# NEXT STEPS

Subject to the Board's decision on the recommendations outlined in this report, staff will prepare detailed designs and construction tender packages for the Emery Barnes OLA renewal and expansion and proposed OLAs at Granville Park and Heather Park.

As per the <u>Park Board Procurement Policy</u> approved in July 2022, all contracts with values of \$750,000 – \$2,000,000 require Vancouver Park Board concurrence. Emery Barnes OLA renewal and expansion will be tendered as a single project, and the proposed OLAs at Heather and Granville Parks will be tendered together under one construction contract. Staff will inform the Board of contract awards in Q3/Q4 2023 for all three projects. The community will be informed of these timelines through site signage, project webpages, and newsletter emails.

# CONCLUSION

The number of people and dogs in Vancouver is growing. With population growth and people living in smaller spaces, it's very important to balance different uses of parks and public spaces. Delivering well-planned and designed parks with dog off-leash areas is key for the comfort and safety of all park users. All three dog off-leash areas presented in this report will help to provide this important amenity in areas of high demand or deficient in off-leash areas and help to minimize conflict, build community, and protect other park amenities in keeping with the People Parks and Dog Strategy.

General Manager's Office Vancouver Board of Parks and Recreation Vancouver, BC

Prepared by: Nicole Taddune, Senior Project Manager, Park Development Julia Lorimer, Landscape Designer, Park Development

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# Existing Conditions – Emery Barnes, Heather and Granville Parks

Emery Barnes Park – Existing Conditions



Heather Park – Existing Conditions



# Existing Conditions – Emery Barnes, Heather and Granville Parks

Granville Park – Existing Conditions

### **APPENDIX B**

# **Emery Barnes Park OLA - Engagement Summary Round 1**

Emery Barnes Park OLA Renewal & Proposed Expansion Engagement Round 1: Summary Fall 2021

# BOARD OF MARKS AND RECREATION

#### HIGHLIGHTS

From September 23 to October 15 2021, a digital survey was available on the project's *Shape Your City* webpage. The survey asked users of Emery Barnes Park for their feedback on topics including the amenities and surfacing to be considered for the redesigned OLA.

#### NOTIFICATION



**Postcards** - postcards were sent to 49,320 households within a 15-minute walk of the park



**Email Newsletter** - an email newsletter was sent to 505 people on the dog off-leash area mailing list

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Signage - 3 signs were placed in the park to notify visitors of the opportunity to complete the survey Social media - posts were made on

our Facebook, Twitter, and Instagram accounts to inform the public of the engagement



#### HERE'S WHAT WE HEARD

Survey respondents indicated that:

- Bringing dogs to the park and socializing in the park were the top 2 park uses
- Most dog owners bring their dogs for exercise and play, visit daily or weekly, and have highly energetic dogs who play well with other dogs
- 80% of respondents agreed with expanding the OLA
- 67% of dog owners would value a separate small/shy dog OLA
- The amenity that dog owners would most value in the OLA is open space
- 90% of dog owners are likely to use the agility elements

#### PREFERRED AGILITY ELEMENTS



1.Ramp 2.Stepping 'stones' 3.Platform 4.Hoops 5.Tug-post 6.Weave posts 7.Hurdles

#### PREFERRED SECONDARY\* SURFACING

We asked: In addition to pet specific synthetic turf, what additional surfacing would you like to see in the OLA?



Note: rubber has not been included in final design due to concerns are heat and cleanliness.

### **APPENDIX B**

### **Emery Barnes Park OLA - Engagement Summary Round 2**

Emery Barnes Park OLA Renewal & Proposed Expansion Engagement Round 2: Summary Spring 2022 shapeyourcity.ca/emery-barnes-park-ola

### VANCOUVER BOARD OF MARKS AND RECREATION

#### HIGHLIGHTS

From April 20 to May 27 2022, a digital survey was available on the project's *Shape Your City* webpage. Based on feedback from round 1, we developed a design concept. In round 2 we asked for feedback on the balance between space for the OLAs and the existing activity spaces in the park, as well as the features inside the OLAs.

#### NOTIFICATION



**Postcards** - postcards were sent to 42,918 households within a 15-minute walk of the park



Email Newsletter - an email newsletter was sent to 507 people on the dog off-leash area mailing list

**Pop-up Event** - 25 people attended a pop-up in the park



Signage - 205 posters went up in Downtown Vancouver and at local businesses. 6 signs were in the park to notify visitors of the survey



**Social media** - posts were made on our Facebook, Twitter, and Instagram accounts. About 26,889 people were reached

424

surveys completed



Survey respondents indicated that:

- Bringing dogs to the park and socializing in the park were the top 2 park uses
- 36% do not use the off-leash area and 29% use it occasionally
- In the renewed OLA, 53% felt there was a good balance between open space and agility features
- In the small/shy dog OLA, 48% felt there was a good balance of open space and features and agility features were not needed
- 79% supported the design concept for the OLA renewal and proposed expansion
- 78% agreed that the design concept provided a good balance between space for the OLA and the existing activities in the park

#### **ROUND 2 DESIGN CONCEPT**







Bird's eye view of round 2 design concept

### **Emery Barnes Park OLA – Final Concept Plan**

Emery Barnes Park OLA Renewal & Proposed Expansion Final Concept Spring 2023 shapeyourcity.ca/emery-barnes-park-ola

Based on feedback from round 2 engagement, minor changes were made to the final concept for the renewal and expansion of the dog off-leash areas at Emery Barnes Park.

- Pet-specific synthetic turf will be the primary surfacing material in the OLAs. This turf includes a sand-like material, zeolite, in place of rubber crumb, which helps to cool the turf surface and limits smells from pet waste. An irrigation system and pet-safe cleaning solution will also be used to keep the surface clean and cool and limit smells.
- Mounds and some agility elements have been removed to create more open space for running and playing
- Small boulders have been added to the small/shy dog OLA as stepping stones for agility.



#### FINAL CONCEPT - PLAN VIEW

### **APPENDIX B**

### **Emery Barnes Park OLA – Final Concept Plan**

Emery Barnes Park OLA Renewal & Proposed Expansion Final Concept Spring 2023 shapeyourcity.ca/emery-barnes-park-c

### VANCOUVER BOARD OF PARKS AND RECREATION

#### PRECEDENT IMAGES



PERSPECTIVE VIEW





Agility Elements



Looking toward Seymour St from path between the two OLAs

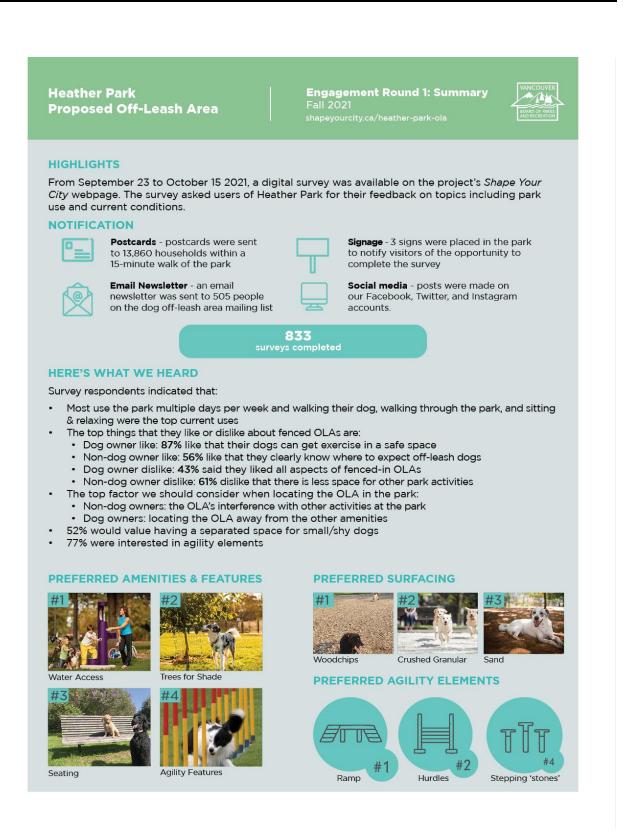
#### SECTION VIEW



Looking northeast (pergola to be replaced by a shade tree)

### **APPENDIX C**

### Heather Park OLA - Engagement Summary Round 1



### **APPENDIX C**

### Heather Park OLA - Engagement Summary Round 2



# - 3 of 3 -

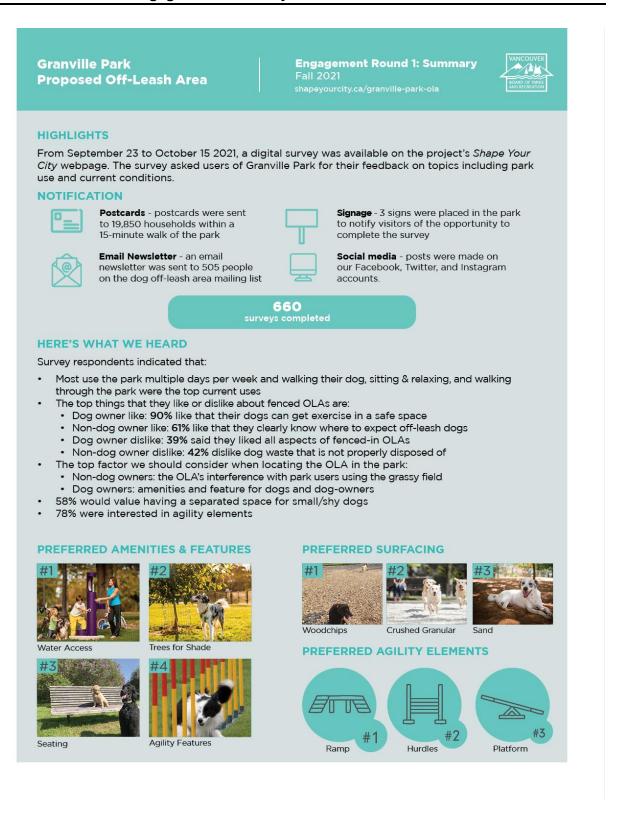
### **APPENDIX C**

# Heather Park OLA – Final Concept Plan



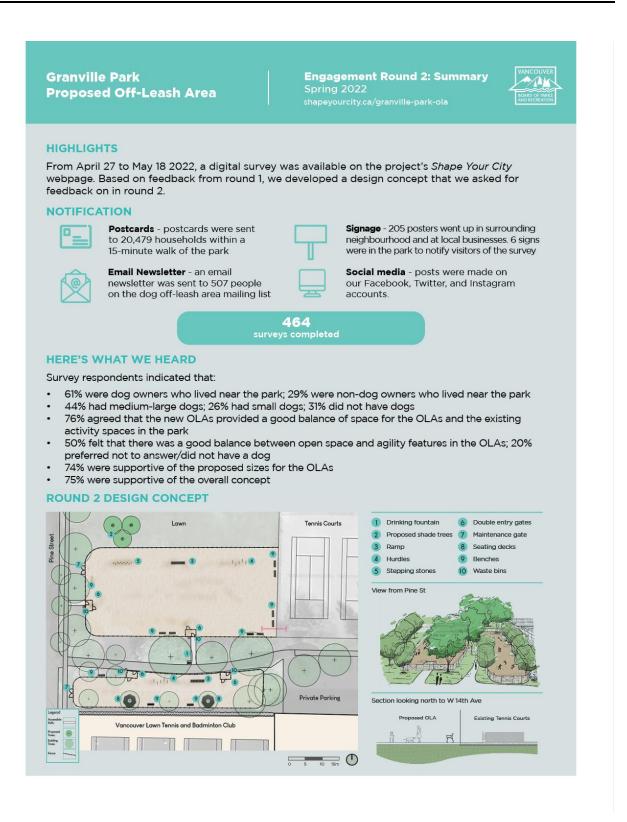
### **APPENDIX D**

# Granville Park OLA – Engagement Summary Round 1



### **APPENDIX D**

### Granville Park OLA – Engagement Summary Round 2



### **APPENDIX D**

### **Granville Park OLA – Final Concept Plan**

