



September 8, 2017

**TO:** Park Board Chair and Commissioners  
**FROM:** General Manager - Vancouver Board of Parks and Recreation  
**SUBJECT:** Clinton Park and Brewers Park Renewal Concept Plans

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## RECOMMENDATION

THAT the Vancouver Park Board approve the final concept plans for the renewal of Brewers Park and a portion of Clinton Park as described in this report.

## POLICY & STRATEGIES

The Vancouver Park Board approves major changes in Vancouver parks, including the design and development of parks.

The park renewal concept plans for Brewers Park and Clinton Park tie into the Park Board Strategic Plan by improving inclusivity and accessibility (1.1), enhancing participation and active living (1.2), developing effective partnership with local community groups (5.1), including community participation (6.1) and working to improve communication and engagement (6.2). Both parks take into account expanding the Urban Forest by further adding new trees and broadening the forest canopy in parks. The current design addresses emerging green infrastructure goals as well by using the water generated by the spray parks to irrigate new planting and trees within the park.

## BACKGROUND

Two parks identified for renewal in the 2015-2018 Capital Plan Park Renewal Program are Brewers Park and Clinton Park due to the condition of the parks and playgrounds, the growth of residential development in the surrounding neighbourhoods, and active community programming. Sunset Park, Renfrew Ravine and Community Park, and China Creek North Park are also in this program and are concurrently undergoing the renewal processes.

A 2008 summary evaluation of existing park conditions listed the overall condition of Brewers Park as a 'C' park, the lowest rank possible, with notable deficiencies in the categories of 'general conditions' and 'universal access'. Other items noted include a lack of seating and limited tree canopy. According to the evaluation, Clinton Park was rated as a 'B' park and was noted as deficient in 'general usability' and had poor 'general park conditions'. The 2015 Vancouver Park Board Assessment of Play Spaces identifies park renewal priorities based on the condition of the parks and playgrounds. According to this assessment, the playground at Brewers Park is ranked a priority 3 of 6 and the Clinton Park playground is ranked a 5 of 6.

### Brewers Park

Brewers Park is a 1.26 h (3 acre) neighbourhood park on the west side of Victoria Drive, one block north of Kingsway. Presently, it includes a sports field, two tennis courts, a basketball court, play equipment, a wading pool that no longer meets Vancouver Coastal Health

regulations, and a field house. The park is seeing increased use as the result of ongoing densification along the Kingsway corridor and this use is expected to grow with the construction of new high rise residences on Kingsway. It supports neighbourhood services provided by groups like the Cedar Cottage Neighbourhood House, out-of-school care programs, community gardening, and activities for older adults like Tai-Chi and Chinese dancing.

Currently the park is terraced and split into three distinct areas: the east play area that includes the field house and wading pool; the central tennis and sport court area; and the west sports field area. Tall fences and tree canopies restrict east and west views through the park, which makes it feel smaller than it actually is. Movement from east to west across the park is facilitated by either a narrow corridor with stairs located between the tennis and sport courts, or by a narrow ramp along the north edge of the park that places users down a narrow hedged walkway. Both options present Crime Prevention Through Environmental Design (CPTED) concerns as well as accessibility issues.

As a result of the terraces and separations, the sports field is used exclusively for programmed sports and remains disconnected from other park activities. The current layout does not include accessible pathways through and across the park, nor does it include an accessible entry from Victoria Street, the prime entrance to the park. The existing wading pool is operational only when supervised by recreation staff from Trout Lake Community Centre, which in 2017, occurred 5 days a week from July 10 to August 18.

The playground is well used but has reached the end of its serviceable life. Other play amenities like swings exist near the primary play area but are disconnected. There are a number of asphalt pad remnants of former play and recreation elements that were long ago removed. The existing sport court is over-sized for ball play, presenting opportunities for additional green space, and the tennis courts are in good condition and are used quite often. A number of significant trees exist in the park, especially a group of three that currently provide shade on the play area. The tree canopy includes a few cherry trees adjacent to the sport courts that have reached the end of their life and will be replaced in the renewal plan. All other trees will be preserved.

Photos illustrating the existing conditions at Brewers Park are attached as Appendix A.

### **Clinton Park**

Clinton Park is a 3.24 h (8 acre) neighbourhood park on the north side of East 1<sup>st</sup> Ave bounded by Slocan Street to the east, Penticton Street to the west and Grant Street to the north. The park includes several pieces of play equipment (some of which were provided through past community fund-raising), a wading pool, a basketball court, multiple sports fields and a field house which is in operation. The park renewal at Clinton Park focuses on the northeast corner around the existing field house, the playground equipment, and the wading pool. This is a vital hub in the park that is actively programmed by the Frog Hollow Neighbourhood House, which also has a residency here through the Fieldhouse Activation Program. This Neighbourhood House has indicated a keen interest in partnering with Park Board staff on fundraising efforts to further this park renewal. The playfields and surrounding park areas are not included in this renewal project.

The existing wading pool is operational only when supervised by recreation staff from Trout Lake Community Centre and, like the wading pool at Brewers Park, it no longer meets

Vancouver Coastal Health requirements. This past summer season the pool operated 3 days a week from July 5 to August 18. The field house is currently being reviewed for renewal as part of the Field House Activation Program, which would include universally accessible washrooms.

Photos of the existing park conditions and a map that illustrates the area considered for renewal are attached as Appendix B to this report.

## **COMMUNITY ENGAGEMENT**

In April 2016, a single RFP was issued for engagement and design of the two park renewals. ISL Engineering and Land Services was the successful proponent and they facilitated the engagement events and developed the open house materials and park renewal designs. Following is a list of the engagement events for the two parks.

### **Brewers Park**

1. Stakeholder meeting with Cedar Cottage Neighbourhood House staff about park use and programming - August 6, 2016.
2. Review of Park Board recreation programming with Trout Lake Community Centre.
3. Public Open House 1 at Cedar Cottage Neighbourhood House on September 7, 2016.
4. Public Open House 2 at Cedar Cottage Neighbourhood House on February 23, 2017.
5. Stakeholder meeting with staff from Cedar Cottage Neighbourhood House to review draft concept plan - August 25, 2017.
6. Persons with Disabilities Advisory Committee - September 7, 2017.
7. Review with Park Operations - September 6, 2017 (and ongoing).

### **Clinton Park**

1. Stakeholder meeting with Frog Hollow Neighbourhood House staff to discuss park use and programming - June 27, 2016.
2. Review of recreation programming with Hastings Community Centre.
3. Public Open House 1 at Frog Hollow Neighbourhood House on September 1, 2016.
4. Public engagement event at the Frog Hollow Harvest Festival in Clinton Park on September 1, 2016.
5. Public Open House 2 at Frog Hollow Neighbourhood House January 19, 2017.
6. Public engagement event at Frogs in the Park in Clinton Park August 10, 2017.
7. Persons with Disabilities Advisory Committee - September 7, 2017.
8. Review with park operations staff - September 6, 2017 (and ongoing).

Each open house included the provision of a paper survey along with an online survey that was available for at least three weeks following the open house event. In response to community feedback, the [open house boards](#), surveys, and online material for the second Brewers Park open house were provided in English, Vietnamese and Simplified Chinese.

## Summary of Open Houses

### Brewers Park - Open House #1

Held at the Cedar Cottage Neighbourhood House, the engagement focused on identifying the scope of the project, developing key themes for the public to respond to, listing typical park uses, identifying items that needed improvement, and soliciting elements or features the public would like to see incorporated in the renewal design. Over 50 people attended the open house and we received 74 survey responses. Key themes and messages identified by the public included the need for better play value, better access and circulation, more seating, and replacing the wading pool with a spray park.

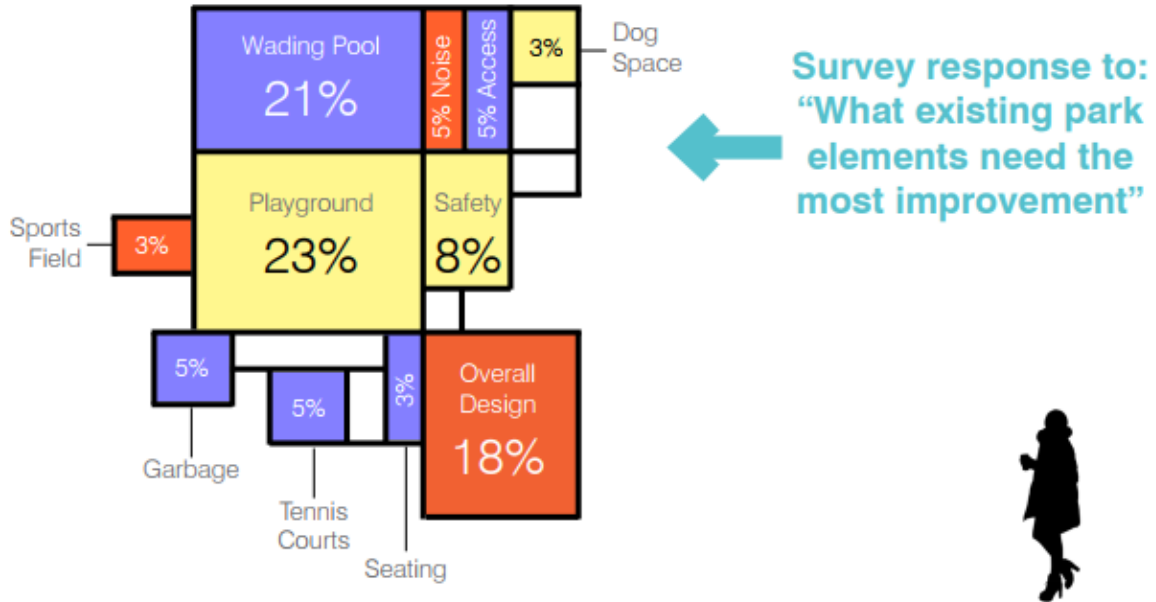
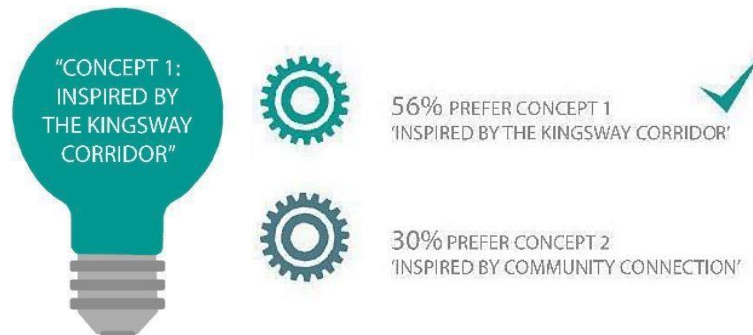


Image from [Open House #2 information boards](#), summarizing Open House #1 input

### Brewers Park - Open House #2

The second open house for Brewers Park was again held at the Cedar Cottage Neighbourhood House. The engagement identified key themes that emerged from the first open house and presented two options for park renewal. Each option was based on a theme identified by the public in the first open house. "Concept 1: Inspired by the Kingsway Corridor", included pathways cutting diagonally across the park which facilitate accessible circulation paths through and across the park. "Concept 2: Inspired by Community Connections", focused on creating a series of rectangular outdoor rooms. Over 50 people attended the second open house and 128 survey responses noted a preference for "Concept One".





Concept 1: "Inspired by the Kingsway Corridor" from Open House #2

- 01 Tia-Chi Plaza and Ground Spray Plaza
- 02 Open barbecue area with flat grass for Volleyball and grass games
- 03 Main playground with large features and natureplay
- 04 Tree grove with seating and games tables
- 05 Buffer plantings at low height for safety
- 06 Half-court for basketball
- 07 Viewing berm looks at north shore mountains and city skyline
- 08 Existing tree grove to remain protected
- 09 Main gathering space with seating
- 10 Optional community garden bed
- ★ Accessible entry
- 🚲 Bike parking



Concept 2: "Inspired by the Community Connections" from Open House #2

### Clinton Park - Open House #1

Held at Frog Hollow Community Centre, the engagement focused on identifying the scope of the project, key themes for the public to respond to, typical park uses, items that needed improvement and elements or features the public would like to see incorporated in the renewal design.

Approximately 65 people attended the open house at Frog Hollow and over 40 people visited the hosted booth at the Harvest Festival in Clinton Park. There were 123 survey responses. Key items identified in the surveys and one-on-one discussions were the need for improvements to the playground, need for more seating with a focus on seniors, and either better summer hours for the wading pool or a replacement with a splash park that could be operated without staff.

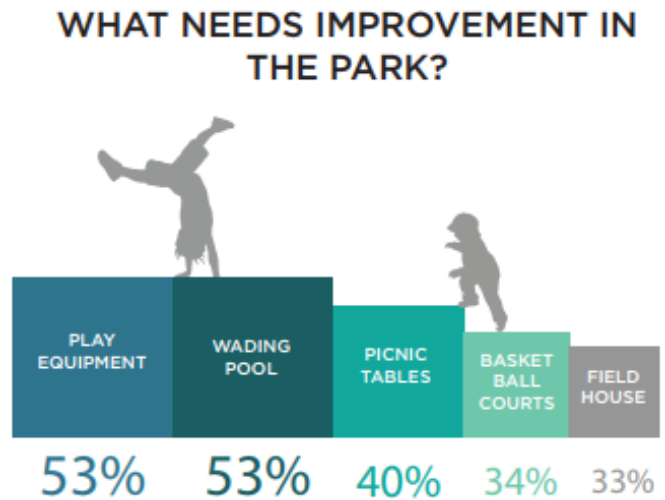
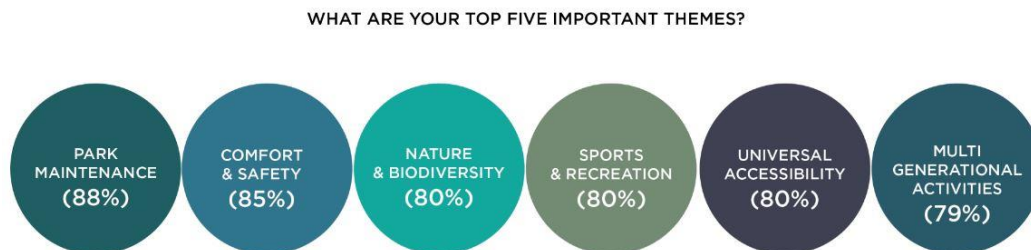


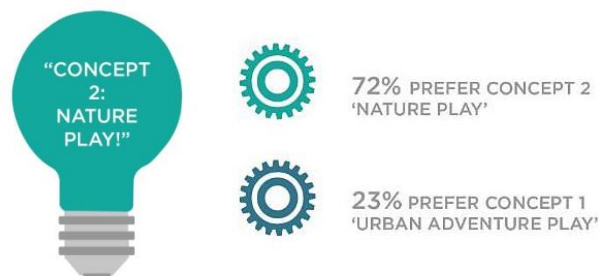
Image from [Open House #2 information boards](#) summarizing Open House #1 input

### Clinton Park - Open House #2

Also held at Frog Hollow Community Centre, the engagement identified key themes that emerged from the first open house and presented two concept plans for park renewal. Each option was based on a theme identified by the public in the first open house.



Concept Plan 1: “Urban Adventure Play”, included a rubber splash pad with spray jets and traditional steel play equipment. Concept Plan 2: “Nature Play”, included timber play equipment that is similar to Lillian To and Hastings Mill Parks, along with a winding river style water feature. Approximately 55 people attended the second open house held at Frog Hollow Neighbourhood House. Through one-on-one conversations and the responses provided on 128 surveys it was clear there was an overwhelming preference for the “Nature Play” option.



**"URBAN ADVENTURE PLAY"**

This concept plan focusses on community interaction and urban adventure play.

The plan features:

- "Urban adventure" themed playground
- Replacing the wading pool with an in-ground water play feature
- Multi-use community plaza
- Community garden
- Half sports court with kids' play area
- New seating and picnic area
- New trees and lawn areas

**WASHROOM ACCESS PATH**

**GAME AREA**

**MULTI USE SPORTS COURT**  
Basketball half court with a kids' play area and edge benches

**PLAY AREA PERIMETER SEATING**  
Benches in path alcoves

**NEW PATHS**  
To connect the new park features and the surrounding park and sidewalks

**COMMUNITY GARDEN**  
Raised garden beds in a fenced area

**COMMUNITY PLAZA**  
Multi-use paved area with picnic & activity tables

**ACCESSIBLE ENTRY WALKWAY**

**MULTI-USE PLAZA**  
In-ground water play feature  
Paved for larger community events

**NEW SHADE TREES**

**PICNIC TABLES**

**URBAN ADVENTURE PLAYGROUND**  
All ages, interactive, and group focused play equipment & play elements  
Conventional swings, slides, climbers and springer toys  
Rubberized surfacing for all season play

**Which concept do you like better?**  
Place a sticky dot below if you like this one.

\*water play feature subject to the finding of "Vansplash" report and Vancouver Park Board approval (<http://vancouver.ca/parks-recreation-culture/vansplash-aquatics-strategy.aspx>)

Concept 1: "Urban Adventure Play" from Open House #2 information boards

**"NATURE PLAY"**

This concept plan focusses on access to and engagement with nature.

Features:

- "Nature play" themed playground
- Replacing the wading pool with an in-ground water play feature
- Multi-use community plaza
- Community garden
- Informal play sports court
- New seating and picnic area
- Trees and lawn areas

**WASHROOM ACCESS PATH**

**COMMUNITY GARDEN**  
Raised garden beds in a fenced area

**COMMUNITY PLAZA**  
Multi-use paved area with picnic & activity tables

**LANDSCAPE BUFFER**  
Trees, lawn and benches

**ACCESSIBLE ENTRY WALKWAY**

**PLAY AREA PERIMETER SEATING**  
Benches in path alcoves

**NEW SHADE TREES**

**PICNIC TABLES**

**SPORTS COURT**  
Informal full court with new paving and benches

**WATER PLAY CHANNEL**  
In-ground water channel with water sprays, boulders and bridges

**NEW PATH**  
To connect the new park features and surrounding park and sidewalks

**NATURE PLAY PLAYGROUND**  
All ages, natural playground equipment and play elements  
Non-prescriptive, imaginative play

**Which concept do you like better?**  
Place a sticky dot below if you like this one.

\*water play feature subject to the finding of "Vansplash" report and Vancouver Park Board approval (<http://vancouver.ca/parks-recreation-culture/vansplash-aquatics-strategy.aspx>)

Concept 2: "Nature Play" from Open House #2 information boards

## DISCUSSION

### Brewers Park Concept Plan

When presented two options for the park renewal the public selected the concept plan called “Inspired by the Kingsway Corridor”. This plan better responds to the desire for more paths to be made through the park to create better connections between the various park entrances. The pathways that move diagonally across the park also address existing accessibility issues by keeping all path slopes under a 5% gradient.

The removal of the existing sport court allows for the creation of a passive berm feature adjacent to the play area and creates more visual and physical permeability through the park. Even though the sport court has been removed in the plan, a half-court basketball area has been reintroduced near the tennis courts. It would include a frost free water fountain with a water bottle filler and accessible level tap to serve both the tennis and basketball courts.

The updated play area still takes advantage of the shade generated by the group of three mature trees and includes large seating areas at the base of the trees. In response to needs identified by caregivers and seniors, a bosque of trees with tables would be located northeast of the play area to create a shaded area with seating.

The wading pool would be removed and replaced with a flat water play /flex area. This flex area responds to the need to have a flat area for Chinese dancing and Tai-Chi, as well as a water play element for summer use. The water play feature will include water jets and misters that are push-button activated. All water generated by the feature will be captured and used to irrigate trees to the east of play area.

In addition to responding to feedback received from the community, removal of the Brewers Park wading pool is further supported by the draft recommendations in the June 2017 [VanSplash Aquatic Strategy report reference](#) that call for the continued phase out of wading pools in order to meet Health Act regulations. The presentation also noted a positive public response to splash or spray parks because they are seen as more dynamic, are more inclusive, and extend operating hours.

Community gardens would be located on the south edge of the park to take advantage of the best light conditions and have the capacity to be expanded should there be a future need. Cedar Cottage Neighbourhood House facilitates youth programming focused on food production and identified a strong desire to manage the community garden area, which would be subject to the Board’s approval of a community garden licence.

In keeping with Park Board practices, the community garden area will be prepared and serviced by a contractor retained by the Park Board as a part of the park renewal project, and the construction of the garden and its features will be undertaken by the community group operator.

The final concept plan for Brewers Park is attached as Appendix C.



### **Clinton Park Concept Plan**

Both concept plans presented to the public addressed the primary issues of playground renewal and wading pool replacement with a spray pad, however the “Nature Play” elicited a stronger response at the open house and through the questionnaire so a spray pad was not pursued. This concept includes the development of a flat multi-use plaza for park programming and events, as well as providing a space for Chinese dancing. A small community garden is located adjacent the field house to support the food themed field house program developed by Frog Hollow Neighbourhood House.

The playground has been updated to include a mix of metal and wood type play equipment. Responses to the use of rubberized surfacing were mixed and many respondents noted that fiber is softer and fits better with the theme of the park. The wading pool would be replaced with a winding river style water feature that includes pump activated water, water weirs, and other natural elements. Several pieces of exercise equipment would be placed in a circuit around the play area, with a frost free water fountain with a water bottle filler and accessible level tap also installed.

Some of the existing walkways leading to the play area and field house would be adjusted to ensure that they are accessible from adjacent sidewalks. Finally, several new benches and picnic tables would be added to the area to serve the needs of caregivers or families using the park for picnics.

While the focus of the renewal was the area around the field house, the public provided many comments related to the creation of off-leash dog areas as well as a series of mulched or rubber walking paths around the park. Pending availability of funding, additional improvements can be explored based on the suggestions identified by the public. At this time however, the sports fields are well programmed and preclude the development of a dog off-leash park.

The Final Concept Plan for Clinton Park is attached as Appendix D to this report.

### **FINANCIAL IMPLICATIONS**

As aforementioned, the 2015-2018 Capital Plan provides funds for the engagement, design and construction of several park renewal projects in a park renewal program, funded primarily by development cost levies that may be expended on growth related projects as described in the Charter. The estimated construction cost of the Brewers Park Renewal is \$1.3m and the estimated construction cost for Clinton Park is just over \$500,000. Additional operating dollars will be required to address some of the new features and the increased use. This will be reviewed at the tender stage.

The renewal of Sunset, Renfrew Ravine and Community Park, and China Creek North Parks are also in this program and will be under construction in 2018. The number of projects currently exceeds the resources available, therefore construction documents for Brewers and Clinton Parks will be prepared in 2018, with construction to follow when funding becomes available in the upcoming 2019-2022 Capital Plan. Brewers Park is expected to proceed to construction first (in 2019) as it is in a high density growth area with development related funding available for the project; Clinton Park is expected to require some partnership funds before construction can proceed.

## **SUMMARY**

### **Brewers Park**

Feedback received from the public throughout the engagement phase, which included two open houses, two meetings with the primary stakeholders, and various internal meetings, resulted in a well-received concept plan for Brewers Park. The plan addresses the issues identified by the public and staff during on-site reviews and includes several additional features identified as important throughout the engagement.

Upon Board approval of the concept plan, staff will prepare detailed designs and a construction tender package with a target implementation in 2019, funded through the 2019-2022 Capital Plan.

### **Clinton Park**

A comprehensive public engagement process, which included two stakeholder meetings, two open house events, and attendance at two community festivals, resulted in a well-received concept plan for the renewal at Clinton Park. This plan incorporates many elements identified as important to residents while also improving overall park accessibility.

Upon Board approval of the concept plan, staff will pursue park funding options through third parties and will look for opportunities in the upcoming Capital Plan to allocate funds for the construction of the park renewal.

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Brewers Park Existing Condition

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Looking east at park entry on Victoria Street



South edge of park along laneway



Existing sport court looking east



Looking north at tennis court from laneway



Existing walkway along eastern park edge



Stair and hedge condition east side

Clinton Park Existing Condition

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Existing play structure



Existing playground



Existing sloped walkway



Existing field house plaza



Existing wading pool

Brewers Park Final Concept Plan



# Clinton Park Final Concept Plan

