



City of North Vancouver

PARKS MASTER PLAN:

Activity and Diversity





Acknowledgements

City of North Vancouver Staff Steering Committee

Michael Hunter
Dimitri Samaridis
Heather Sadler
Dave Turner
Richard White
Ben Themens

Consultants:

Catherine Berris Associates Inc., Planning and Landscape Architecture
Catherine Berris, Principal in Charge
Bill Gushue, GIS
Ellora Nandi, Graphics



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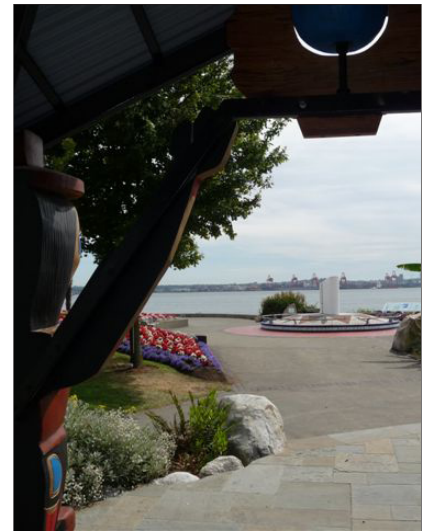
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EXECUTIVE SUMMARY



The recommendations in this plan focus on retaining and enhancing the qualities of an excellent parks system for the future.

INTRODUCTION AND BACKGROUND

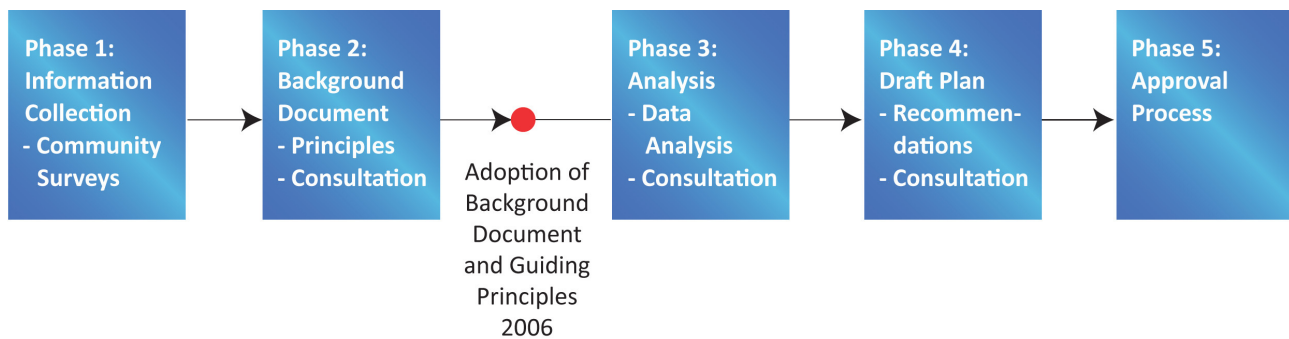
The City of North Vancouver's vision, as outlined in the 2002 Official Community Plan (OCP), is "to be a vibrant, diverse and highly livable community that strives to balance the social, economic and environmental needs of our community locally". In efforts to move towards this vision of sustainability, it is increasingly important, as the City's population grows, to accommodate increasing demands for parks, greenways, open space, recreation, and environmental protection.

The last Parks (and Recreation) Master Plan was prepared in 1991. Other work since that time has focused on trails and greenways, recreation facilities, and the urban forest. A new Parks Master Plan is required, particularly due to changing demographics and land use densities. Towards that end, City staff prepared a "Parks Master Plan Background Document" in 2006 and established "Guiding Principles", adopted by Council in 2006, with input from citizens, stakeholders and elected officials.

The **Guiding Principles** fall within the following key principles:

1. Ensure the Ability to Meet Community Needs
2. Promote Healthy Lifestyles
3. Achieve Financial Sustainability
4. Develop a Decision-Making Framework
5. Value Place-Making and Ensure Linkages
6. Promote Communication and Understanding
7. Protect and Enhance Environmental Attributes
8. Build and Support Partnerships.

The process of preparing the Parks Master Plan was undertaken in five phases, as illustrated below.



Phase 1 involved extensive surveys of the public and stakeholders; Phase 2 included consultation on the guiding principles; Phase 3 included staff and PEAC workshops and a public open house, with a report to Council; another public open house was held during Phase 4.

The key demographic **trends** include an increasing, aging and diversifying population. Some of the key park system trends include: increased interest in and use of walking paths and natural areas, more need for parks due to higher density living, and more sustainable design and maintenance practices.

The public **surveys** indicate high satisfaction with parks, trails and green space in the City; keen interest in walking and accessibility; a priority for protecting the natural environment and parkland; and concerns about maintenance, overuse, and social issues.

The following are the **goals** for the park system; objectives are also identified in the Master Plan:

1. Emphasize the City's **uniqueness** as part of the North Shore through the variety of parks and open spaces provided.

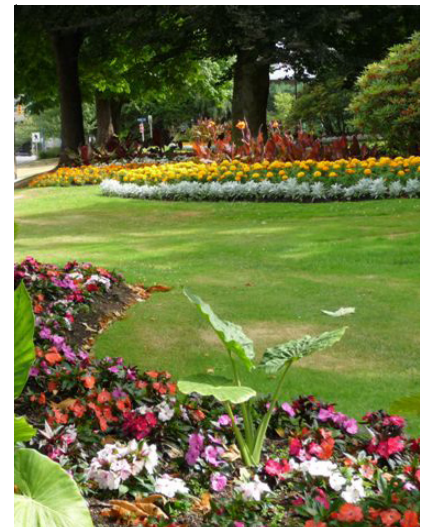
2. Ensure that parks are **well distributed** throughout the community, particularly in higher density areas.
3. **Design and program** parks and open space to maximize their potential, recognizing the limits of parkland supply and changing demographics.
4. **Interconnect** parks, trails, and greenways, with as much universal accessibility as possible.
5. Protect and enhance **natural resources** through park planning, design, and the use of environmental best management practices.
6. Protect and respect **cultural resources**.
7. Cultivate **partnerships** with community organizations, the private sector, the Squamish Nation, other levels of government, and the public.
8. Ensure that the Parks Master Plan is practical to **implement**.

KEY RECOMMENDATIONS

The following is a summary of the key recommendations:

Parkland

- Adopt new park classifications to include city-wide, community, and neighbourhood parks, natural areas, and open space, as described in section 4.1.
- Use the population-based standards in Figure 11 as a goal for parkland supply over the next 10 years, striving to retain total parkland of approximately 3.0 ha/1,000 population.



- Implement a long term Parks Acquisition Strategy, and continue to acquire parkland through the development process.
- Acquire new parkland per Figure 10 and Map 3. This includes active parkland, environmentally sensitive areas rated high and moderate, and natural areas. In addition, acquire properties that may become available through development, bequests, or other particular opportunities.
- If any land owned by the School District is being considered for disposition, review the existing and potential public benefits of retaining it as parkland, and if desirable, acquire the land.
- As demand increases, and land availability decreases, consider parks in innovative locations, e.g., on roofs, road rights-of-way, lanes, boulevards.
- Continue to collaborate with the North Vancouver School District 44 on the planning, design, upgrading, programming and maintenance of sports fields and school grounds that can benefit school and community users.

Park Design

- Continue to prepare park master plans for new parks and major park upgrades, consulting neighbours and local groups in the programming and design process.
- Work with developers to include public space along major road and greenway corridors that has value for public use and enjoyment, particularly in urban areas.
- Integrate recreation staff with the North Vancouver Recreation Commission (NVRC) into planning and design processes that relate to facilities and uses in parks.
- Ensure that park design at the City-wide level retains the diversity and uniqueness of the City's parks.
- Emphasize the entries to the City (e.g., road and Sea Bus entries, Heywood Park, Lynnmouth Park), and provide more focus on the “power points” (e.g., Victoria Park).
- Use consistent design elements throughout the City (e.g., signs, kiosks, banners, rain gardens, park furniture).
- Design parks to protect and enhance natural ecosystems.
- Design parks with recognition for their role in providing spaces for shared social connections and experiences.
- Design and upgrade parks to support the levels of use experienced.
- Design parks to support multiple uses appealing to a wide range of users where practical.



- Design parks to accommodate a range of physical abilities.
- Design parks with consideration for long-term maintenance implications.
- Clarify the approach to accessibility in relation to the park type and the terrain, and design for full accessibility where possible.
- Clarify the approach to parking in relation to the park type, size and the location.
- Continue to upgrade parks containing older facilities and infrastructure, with priorities based on community interest and safety

Trails and Greenways Recommendations

- Continue to implement the Greenways Plan, including the planning and coordination of annual projects.
- Continue to upgrade existing trails and to construct new trails and associated infrastructure in accordance with the Greenways Plan.

Sports Field Recommendations

- Implement the recommendations of the recent Sports Field Needs Assessment, which are summarized as follows:
 1. Establish additional capacity in the region (City and District) through the installation of three artificial turf fields to address the supply shortfall and anticipated demand pressure, with phasing determined by site selection, and the development of acceptable funding mechanisms. (One of three is currently being constructed by the District of North Vancouver at Windsor Secondary School.)
 2. Conduct a site and agronomic analysis to determine priorities for individual field renovation and/or replacement as the basis for developing a 10-year capital renovation plan (this may be desirable on a regional basis rather than for the City alone).
 3. Undertake a comprehensive review of current field allocation and scheduling procedures, and the management and use of District, City and SD#44 fields in conjunction with the North Vancouver Recreation Commission. (The North Vancouver Recreation Commission is in the process of conducting this review).
 4. Investigate the potential to develop a series of second-tier ‘casual use’ community fields that are more flexible in size and topographic constraints, and that do not require (or receive) the maintenance inputs demanded for the established sports field inventory.





Dog Off-leash Area Recommendations

- Work with dog owners and local residents to identify and develop two new dog off-leash areas that are geographically distributed in relation to the existing off-leash areas.
- Work with dog owners who use the existing off-leash areas to identify methods for improving respect for the environmental resources.
- Designate one trail as a “no dogs” trail to provide opportunities for those who wish to have a trail experience without the chance of encountering dogs.
- Recognizing the range in dogs, humans and sites, design dog off-leash areas so that each one is unique.
- Calculate the minimum intervention required for each dog off-leash area, especially re: fences.
- When integrating dog off-leash areas into existing parks, consider combining areas for dogs close to other park activities when it can be accomplished in a safe manner with minimal or no conflict.
- Integrate nature into dog off-leash areas, e.g., meadow, naturalized vegetation (shrubs and trees), logs, stumps, landforms.
- Use dog off-leash areas as an education opportunity.
- Provide a range of surfaces, consistent with the level of use.
- Provide amenities for dog owners depending on the scale of the park.
- Provide accessible paths to and through the dog off-leash area in some locations.
- Ensure that the sidewalks adjacent to parks that disallow dogs remain available for dogs on leash.

Play and Exercise Equipment Recommendations

- Work with resident groups, as part of park design projects, to identify the potential interest in and opportunities for a water play area.
- Work with seniors and resident groups, as part of park design projects, to identify the potential interest in outdoor exercise equipment, e.g., in or near the town centre area.
- Install new and unique multi-aged equipment for climbing, swinging and playing games, which is suitable for young, middle and early teen age groups; provide it alongside adult and senior opportunities.

- Include accessible playground equipment in new, larger playground installations.
- Consider emerging recreation activities in all park design projects.
- Design parks as play environments, with a multitude of interesting elements and play opportunities, beyond the play equipment.
- Continue to upgrade playgrounds in accordance with the play equipment replacement program.
- Construct a water play area and/or outdoor exercise equipment if appropriate.

Youth Park Recommendations

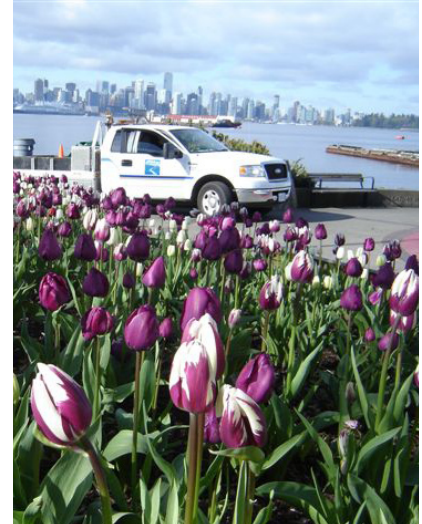
- Engage the city's youth in determining if there is interest in a second youth park or interest in a bike skills facility.
- Design youth parks as “places”, with a multitude of interesting recreation facilities such as courts and skateboard / bike structures, as well as observation and gathering areas.
- Construct a second youth park and/or bike skills facility.

Building and Structure Recommendations

- Review park buildings and shelters to identify needs for upgrading and the need for any new buildings, particularly washrooms, and upgrade these as required.
- Upgrade buildings and structures as needed, including the washroom at the north end of Loutet and the shower/change room at Boulevard Park as a minimum.
- Develop picnic shelters at one or two parks, e.g., upgrading the shelters at the previous Horseshoe Club location, Heywood Park.

Outdoor Courts Recommendations

- Work with the community around Tempe Park to determine if the need exists to upgrade the tennis courts or replace them with multi-purpose courts or another type of facility.
- Consider the development of multi-purpose courts as part of park upgrading or design projects.
- Consider lights on outdoor courts in high-use parks.



Urban Agriculture Recommendations

- Develop an Urban Agriculture Strategy that identifies potential sites and options on delivery models, for City lands inside and outside of parks.
- Continue to support urban agriculture projects, and encourage more diverse projects that include an education component.
- Encourage community gardens in private developments, especially multi-family, and to allow community gardens as a permitted land use in all zones.
- Develop community gardens where practical, with community support, especially in higher density areas.

Operations and Maintenance Recommendations

- Recognizing the value that the formal horticulture programs play in the quality of life of the city, review the resource allocation and priority areas for horticultural programs to maximize the return on investment.
- Continue to review maintenance levels with respect to park classes to ensure that the higher level parks obtain respectively higher levels of maintenance.
- Ensure that operations budgets increase as the overall intensity and use of the park system increases.
- Review existing budget allocations to ensure that appropriate resources are devoted to maintenance of trails and natural areas.

- Identify opportunities for “no mow” areas to increase habitat values and reduce maintenance costs and greenhouse gas emissions.
- Continue to advance sustainable approaches to operations and maintenance practices.
- Encourage increased public education regarding invasive plants.

Environmental Management Recommendations

- Continue to provide education regarding natural areas, their values, and the impacts of various activities, using methods such as interpretive signs, brochures, website information, and guided walks.
- Continue to work closely with volunteer stewardship groups, and cultivate new relationships with other groups interested in protecting and enhancing natural areas throughout the city.
- Explore options for increasing monitoring in parks, e.g., volunteer stewards or park rangers whose role is to inform rather than enforce.
- Implement the recommendations of the Street Tree Master Plan and the Urban Forest Management Plan in coordination with the Parks Master Plan.
- Complete and implement an Invasive Plant Strategy.
- Continue to implement and improve design that minimizes the impacts of humans and dogs on natural areas.
- Continue to improve the accessibility and landscape quality of the waterfront, balancing opportunities for recreation with protection and enhancement of environmental resources.





- Increase management of natural areas, e.g. control and removal of invasive species, planting of native species.
- Continue to monitor the impacts of use on environmental resources, and adjust design and operations practices as needed to minimize the impacts.

Managing Use Recommendations

- Update the Park Events Policy, and in it clarify the types of events appropriate for each park, and the role of the City in supporting events.
- Work with the North Vancouver Recreation Commission on policies related to programming in parks, considering expansion of the criteria, e.g., allowing private boot camps in parks.
- Develop programs to increase surveillance, particularly in parks with social issues.
- Keep track of the parks experiencing social issues, and improve design and programming to address these issues.
- Apply CPTED (crime prevention through environmental design) principles to park design and upgrades, particularly for parks experiencing social issues.
- Upgrade parks as required so they have the capacity to support the types of special events to occur there.
- Upgrade parks as required to address social issues, e.g., adding legitimate uses such as dog off-leash areas, walking routes, urban agriculture.
- Keep parks experiencing social issues maintained with prompt litter and graffiti removal.
- Encourage cycling to major events by providing secure bike storage.

Infrastructure Condition Recommendations

- Identify needs and continue to upgrade infrastructure in parks as required.
- Replace the surface of the two artificial turf fields.

IMPLEMENTATION

An analysis was conducted to determine the correlation between the OCP and the recommendations of this plan. The Parks Master Plan is highly consistent with the policy paths outlined in the City's OCP.

It is recognized that implementing all of the recommendations listed in this Master Plan will require the commitment of significant resources and that these commitments must be considered in relation to other municipal needs. Financing recommendations are consistent with the methods currently used by the City, with some enhancements suggested.

Priorities, phasing and costs for capital development are identified. These build upon the City's 10 year project plan for Parks and Environment. Priorities and phasing are also identified for management recommendations.

Decision-making Framework

The final section of the Parks Master Plan is a guiding framework for decision-making, summarized here:

- Ensure that existing resources are adequately maintained for safety, environmental protection, human health, and appearance.
- Replace aging infrastructure for safety, environmental protection, human health, and appearance.





- Use the following criteria for parkland acquisition:
 - An opportunity arises to obtain land that may be suitable as parkland at a cost significantly below market. Take advantage of these opportunities since land values increase over time, even if the property is sold or swapped in the future.
 - Land is in a location that is currently underserved and/or where population is increasing.
 - Land is adjacent to and improves the quality of an existing park, e.g., increases road frontage, provides opportunities for more recreation facilities, trail links,
 - Land has environmental value, natural resources at risk, or high potential for environmental enhancement, e.g., along a creek corridor.
 - Land has cultural value.
 - Land helps to interconnect parks and trails.
 - Protection of the land is of interest to the public.
- Use the following criteria for parkland or trail development:
 - Park or facility is in poor condition.
 - Development benefits a relatively large number of people.
 - Development addresses a gap in supply.
 - Development increases the range of services.
 - Development assists in equitable distribution of facilities.
 - Development is relatively self sustaining and/or contributes to sustainability.
 - Development is relatively low cost, especially in relation to benefits, and provides low cost opportunities.
 - Development is adaptable to different user groups and changes over time.
 - Development increases accessibility and inclusiveness.
 - Development offers social gathering opportunities.
 - Development contributes to the uniqueness of the City.
 - Development contributes to active living.
 - Development helps to interconnect parks and trails.
 - Development protects or enhances natural or cultural resources.

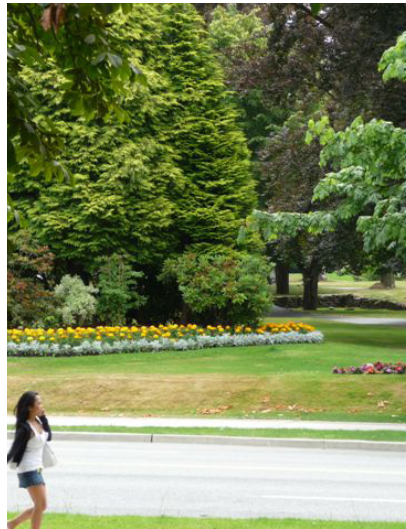
- Partnership or funding opportunity allows for leveraging of City funds.
- Development can be phased over time.
- Development addresses the demographic need in a neighbourhood.
- Development is of interest to the public.

Closing Comments

The subtitle selected for this Master Plan, “activity and diversity”, is reflective of the unique characteristics of the City’s parks. In a relatively small amount of land, there is an impressive amount of activity and a high level of diversity in the settings and the opportunities. With the Parks Master Plan as a guide, the City can be expected to celebrate and enhance the activity and diversity in its parks, while also achieving the vision for the future that it has established for itself.

1.0

INTRODUCTION



The goals and principles adopted by Council set the stage for the project and a comprehensive consultation process.

This section provides a brief description of the City in relation to parks planning, and outlines the objectives and process for preparing the Parks Master Plan.

1.1 CONTEXT

The City of North Vancouver’s vision, as outlined in the 2002 Official Community Plan (OCP), is “to be a vibrant, diverse and highly livable community that strives to balance the social, economic and environmental needs of our community locally”. In efforts to move towards this vision of sustainability, it is increasingly important, as the City’s population grows, to accommodate increasing demands for parks, greenways, open space, recreation, and environmental protection. These community features and services have acknowledged social, economic and environmental benefits.

The City is geographically limited, which makes land acquisition for new parks and greenways challenging. The central core, including both Lower and Central Lonsdale, is dominated by high density mixed use development, while the City’s large ravine parks are nearly all located on the lower density periphery. The Town Centre, which includes both Lower and Central Lonsdale, will continue to see the highest densities in the City, as prescribed in the OCP, and consideration must be given to

ensure this growth is accommodated in the City's overall parks and open space system, and that the residents have good access to parks and trails.

Much progress has been made through the 1991 Parks and Recreation Master Plan, which focused on trail development, formal play (artificial turf field), and initiating environmental protection measures (Environmental Protection Program). The 1991 plan also focused on the provision of usable, flat park space within one quarter mile of each resident. In 2002, the Parks and Greenways Strategic Plan was introduced, promoting a comprehensive trail network and improvements to fish and wildlife habitat values in the City.

To ensure that the current and future needs for parks and open space are met, the 1991 Parks and Recreation Master Plan needs to be updated. The updated Parks Master Plan will build on the successes of the past and outline a refined strategy for the future, guiding the planning, design, protection and maintenance of new and existing parks infrastructure and amenities in both the natural and built environments of the City.

City staff have initiated work on a new Parks Master Plan, developing a "Parks Master Plan Background Document" in 2006 and establishing "Guiding Principles", adopted by Council in 2006, with input from citizens, stakeholders and elected officials. The next steps are to synthesize and analyze this information, and with additional public consultation, prepare the plan for the future.

1.2 PROJECT GOAL AND PRINCIPLES

The project goal is to prepare an innovative and comprehensive Parks Master Plan containing: a vision, goals and objectives, analysis of needs based on existing conditions and anticipated demands, multi-faceted recommendations, and a decision-making framework based on the guiding principles adopted by Council.

The Guiding Principles are as follows:

1. Ensure the Ability to Meet Community Needs

This guiding principle relates to the need to plan for population increase, shifting demographics, and to address the varied needs of a diverse population. This includes ensuring the parks and open space system has the capacity to accommodate these needs.

- Plan, design and maintain parks for:
 - durability and flexibility,
 - to meet demand, and
 - to ensure health and safety.

- Assess the carrying capacity of parks.
- Ensure park capacity is bolstered to continue to fill their role as key to quality of life in a growing community.
- Address the issue / possibility of commercial uses in parks.

2. Promote Healthy Lifestyles

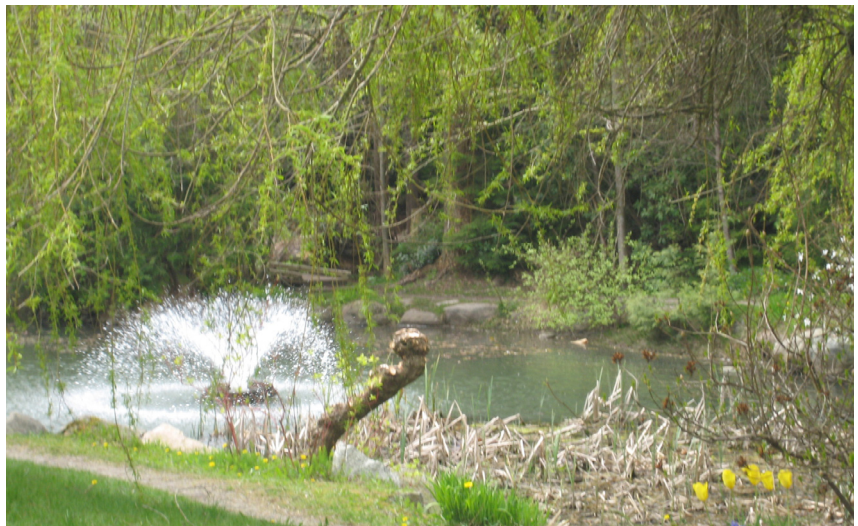
This guiding principle relates to the need for a well maintained, safe City with parks and open spaces that are planned and designed to promote healthy lifestyles.

- Plan, design and maintain safe parks with healthy, active lifestyles, multigenerational use and community identity in mind.
- Balance the current inventory of parks and the prioritization of improvements to parks with the need for more parks in relation to a growing population.

3. Achieve Financial Sustainability

This guiding principle relates to the need to protect and maintain the supply of parks and open spaces that we have, to make any additions to the current parks supply in a strategic manner and to set aside sufficient funds for ongoing infrastructure renewal.

- Take an asset management approach to parks planning and funding.
- Balance the current inventory of parks and the prioritization of improvements to parks with the need for more parks in relation to a growing population.
- Integrate parks with tourism potential.



4. Develop a Decision-Making Framework

This guiding principle relates to the need to develop a framework for the appropriate prioritization of needs and allocation of scarce resources that will reflect a balance of the economic, environmental and social needs of the community.

- Balance the current inventory of parks and the prioritization of improvements to parks with the need for more parks in relation to a growing population.
- Develop criteria or guidelines to address conflicting uses, users, and to ensure equal access to parks by users.
- Ensure the definition of parks preserves the current inventory but leaves room for variety and flexibility.

5. Value Place-Making and Ensure Linkages

This guiding principle relates to the need to provide parks and open spaces that contribute to ‘place-making’ which contributes to the identity of a community and its overall liveability. Ensuring linkages within the parks and open space system, within the City and through connections to neighbouring communities, whether by park trails or urban pedestrian corridors, will help make the most of the current supply of parks and open spaces in the City.

- Plan and design safe parks with healthy, active lifestyles, multi-generational use and community identity in mind.
- Celebrate and explore the variety of parks and park connections possible in the City.
- Create gathering spaces that facilitate social interaction with consideration of family friendly spaces and appeal to ethnic groups, of seniors and youth.
- Improve natural, urban and waterfront linkages for walking and cycling.
- Pursue opportunities for communal / shared garden space especially in high density areas such as Lower Lonsdale.

6. Promote Communication and Understanding

This guiding principle relates to the need to continually improve communication and build understanding of the challenges we face.

- Seek opportunities to improve communication channels and build understanding on issues in all neighbourhoods.
- Lead the way in understanding our challenges.

- Engage the Community in educational and stewardship based programs and events over the long-term.

7. Protect and Enhance Environmental Attributes

This guiding principle relates to the need to ensure the preservation and integrity of the current inventory of natural spaces and connections in the City. Further, to continue in a leadership role in environmental stewardship through ongoing programs such as the Urban Forest Master Plan, Stormwater Management Plans and the Environmental Protection Program.

- Encourage environmental stewardship at both the local government and community level.
- Preserve existing inventory.
- Improve natural, urban and waterfront linkages for walking and cycling.
- Assess the carrying capacity of parks.

8. Build and Support Partnerships

This guiding principle relates to the need to continue to build new partnerships and support existing ones in an effort to maximize opportunities for more efficient use of resources and the harmonization of efforts which contributes to economic and social sustainability. In addition, to support community stewardship initiatives such as natural areas rehabilitation programs which build rapport with the community, social capacity and overall environmental sustainability.

- Pursue opportunities for partnerships to maximize use of resources and harmonization with DNV, School District and Community Partnerships including the Squamish Nation.
- Encourage environmental stewardship at both the local government and community level.
- Engage the community in educational and stewardship based programs and events over the long-term.

1.3 STUDY PROCESS

The preparation of the Parks Master Plan was undertaken in five phases, as listed below. The first two phases culminated with the adoption by City Council of two important documents:

- Parks Master Plan Background Document, and
- Parks Master Plan Guiding Principles.



Welcome to the first Public Open House

The purpose of this open house is:

- To introduce the Parks Master Plan,
- To provide preliminary information on the area, and
- To obtain input on community interests and suggestions

We encourage you to review the panels, post your comments on the flip charts, and complete a comment form. Representatives of the City and the consultants are here to discuss the project and to answer your questions.

Thank you for attending.

Your input is important to the planning of parks in the City of North Vancouver



The work that has been completed includes the following:

Phase 1 - Information Collection

- Parks and Recreation Public and Stakeholders Survey
- Physical parks inventory
- Data collection and review
- Consultation with stakeholders
- Identification of issues and trends
- Literature review

Phase 2 - Background

- Development of a background document to pull together key information and context
- Workshops for the development of guiding principles
- Public consultation on guiding principles

The following work is being completed currently:

Phase 3 - Analysis

- Analysis of trends
- Analysis of the functional capacity of parks and open space in relation to demand

- Statistical and spatial analysis of parkland supply
- Needs for infrastructure renewal
- Analysis of existing capital and operations resources

Phase 4 - Draft Plan

- Executive Summary
- Introduction and Process
- Vision for the Future
- Analysis
- Parks Recommendations
- Implementation Plan

Phase 5 - Approval process

- Review of the draft plan by the Parks and Environment Advisory Committee, public, senior management staff, and Council

The consultation between April 2009 and April 2010 involved the following key steps:

- PEAC Workshop - May 2009
- Public Open House - May 2009
- Numerous meetings and workshops with City staff
- Council presentation - December 14, 2009
- PEAC Workshop - April 2010
- Public Open House - April 2010
- Adoption by Council - October 2010

1.4 PLAN FORMAT

Section 2.0 of this plan describes the people and their interests, including demographic and park system trends, and the results of public surveys. Section 3.0 outlines a vision for the future. The next three sections address parkland, outdoor recreation facilities, and park management. Each of these sections includes a description of existing conditions, analysis, and recommendations.

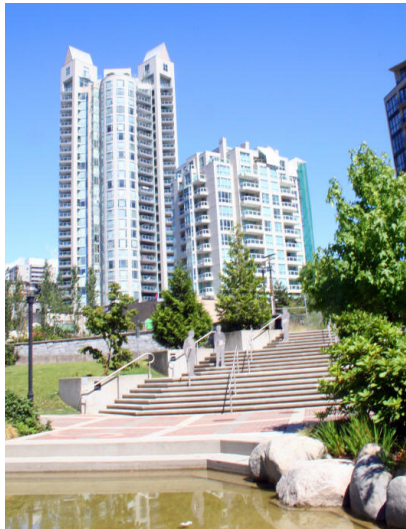
The recommendations are listed under the following headings:

- Management Activities – tasks typically handled by parks staff
- Planning Studies – major projects taken on by staff or contracted to consultants
- Design Guidelines – design guidelines for future development
- Land Acquisition – land to be purchased or otherwise acquired
- Development – construction projects
- Operations – work undertaken by maintenance staff.

The plan concludes with an implementation section (6.0) that includes a decision-making framework, priorities, funding strategies, and other implementation methods.

2.0

THE PEOPLE AND THEIR INTERESTS



A review of demographics, trends, and several public surveys helped the planners to appreciate the community's interests.

This section describes some of the high level trends and demographics related to parks in the City. More specific information on trends is located in the Background Document and in the following sections of this plan. The results of public surveys are also summarized here.

2.1 DEMOGRAPHIC TRENDS

The last few decades have been marked by significant changes in technology, family structure, demographics, environmental concerns and an increase in the complexity and prevalence of social issues such as homelessness. Within an urban environment such as the City of North Vancouver, the impact that these have on the park system can be dramatic. The future of parks and recreation depends on an ability to understand and respond to trends, issues and challenges, while remaining true to specified goals and values. The following are some of the major trends in the City:

- The population in the City of North Vancouver in 2006 was 45,165 (Stats Canada), and it is estimated to be 47,733 in 2009. This represents a 2.4% increase over the 2001 census data, following growth rates in the previous 5-year periods of around 7%.

2.0 The People and Their Interests

- The 2020 population in the City of North Vancouver is projected to be 53,832, or approximately 6,100 more than in 2009.
- The median age is 40.1, a climb from 38.2 in 2001. This is higher than the Metro median age of 39.1 but lower than West Vancouver at 48.5. From 2001 to 2006, the number of seniors aged 65 and older rose by 5.9%, while the number of children aged 0-4 decreased by 3.8%.
- The population of North Vancouver is increasingly diverse with 32% of the population speaking languages other than English or French, and 26% of the population being visible minorities.
- Traditionally, the city has been home to a significant number of single-parent families with 20% in 2006, up 2.0% from 2001.
- The average income per person 15 years and over is \$37,105, which is an increase of 2.7% from 2001. The census also indicates that 20.3% of individuals living in the City of North Vancouver were considered low income, down from 35% in 2001.
- The trend towards home ownership is slowly increasing. In 2001, 48% owned their homes; in 2006 it was 54%.
- The City of North Vancouver borders the Mission Reserve of the Squamish Nation. The City has recently entered into an agreement to share resources and extend a portion of the Spirit Trail into the Mosquito Creek Marina lands of the Squamish Nation. For planning purposes the Nation's residents on the Mission reserve are included in the City's population statistics.

The implications of these trends for park planning purposes include the following:

- Recognize that living conditions are becoming more compact, making access to parks and trails increasingly important for urban residents.
- Ensure that facilities and opportunities are provided for seniors.
- For the foreseeable future, the public elementary school service delivery model will result in fewer but large elementary schools and some school closures.
- Recognize the important multiple benefits that parks and trails provide to children.
- Consider specific cultural opportunities that celebrate the ethnic diversity in the City.
- Ensure there are accessible and affordable opportunities for single-parent families.

2.2 PARK SYSTEM TRENDS

Workshops with senior staff and the Parks and Environment Advisory Committee were used to identify overall park system trends in the City. The following are the primary trends:

- Streets are becoming more park-like, with a growing urban forest,
- Use of natural areas is increasing and there is a need for greater management to maintain and protect ecological functions,
- Stormwater management using rain gardens is now common practice along streets,
- Density is increasing, with more residents, including children, having reduced access to private outdoor space,
- Higher density and use are placing more pressure on parks, especially those with natural areas,
- Public awareness of sustainability/climate change issues is increasing,
- People are more aware of the importance of physical activity/fitness, health, and outdoor experiences,
- More people are walking around in the parks, walking their dogs, and socializing in parks. Major patterns include: parents talking and drinking coffee while their children play at St. Andrews; walks to and along the sea shore and sitting on benches at the end of the day; extensive walking along the Green Necklace, Kings Mill Walk; many dog walkers on Mosquito Creek and Mahon trails; wedding photographs and enjoyment of the floral displays and fragrance of the sweet peas/clematis on the artistic bird houses in Victoria Park.
- Interest in urban agriculture and food security are increasing,
- Children are increasingly driven to parks instead of walking due to safety concerns,
- Horticulture is increasing on streets, though the hanging basket program was reduced several years ago,
- Dog numbers are increasing,
- The population is aging and there are many active “boomers”. Aging has caused changes such as more scooters on sidewalks,
- Vandalism is rising, and the City’s vandalism budget has been increased to address that,
- Homeless people are increasingly using parks for shelter,
- Tourism is increasing,
- Trail development and use are increasing, as is cycling for transportation,
- Sports participation is growing, including all ages, both genders, and new sports, leading to the development of artificial turf fields to support higher use,
- Some of the emerging recreation activities of interest include: outdoor (beach) volleyball, badminton, bocci ball, archery (there is a new archery club), and orienteering. Although the horseshoe facility is gone, there may be interest in a new one.

- The City workforce is aging, particularly in operations,
- Maintenance methods and equipment are more environmentally friendly, e.g., electric, low emission, low noise equipment.

2.3 PUBLIC AND STAKEHOLDER SURVEYS

A number of public and stakeholder surveys provide insight into the community’s activities, concerns, satisfaction and priorities related to parks and trails:

- North Vancouver Parks and Recreation Public and Stakeholder Survey, Barb Justason Inc., 2004
- Resident and Stakeholder Satisfaction with North Vancouver Parks and Recreation, Nordic Research Group, 2004
- Citizen Survey, Ipsos-Reid, 2008
- Recreation Needs Assessment, PERC, 2007.

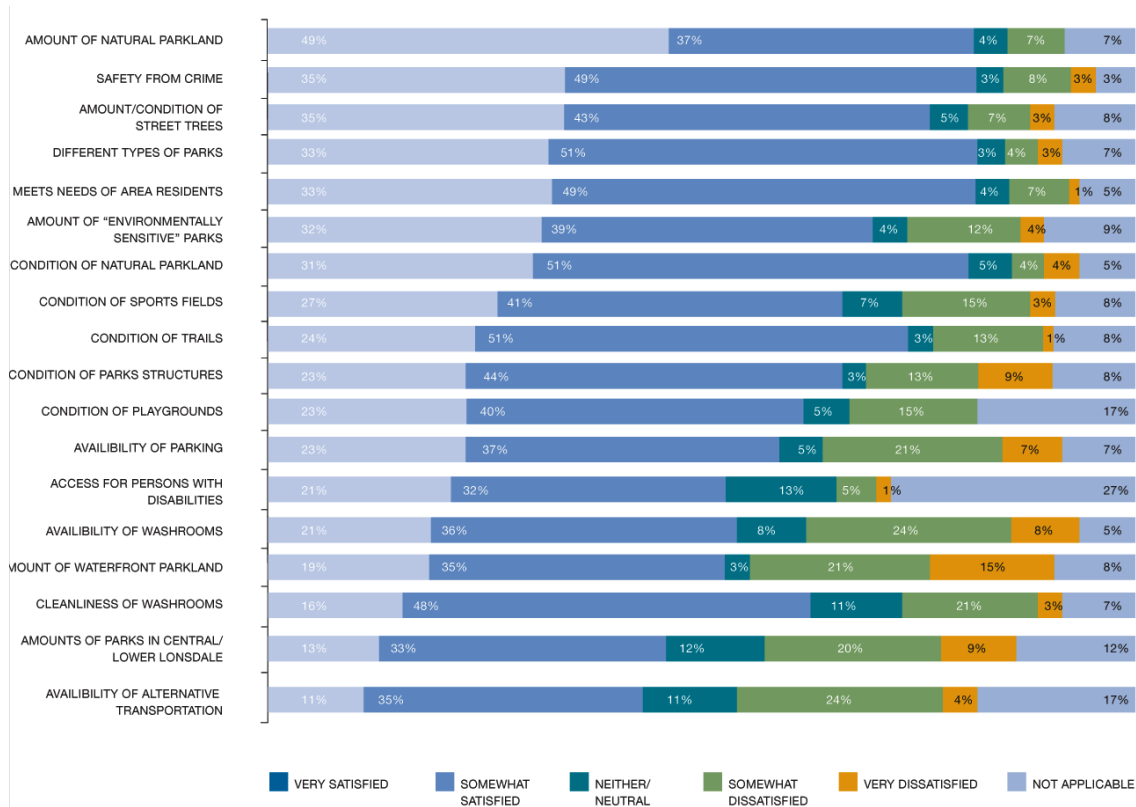


Figure 1: Satisfaction with Specific Parks Attributes

Source: Nordic Research Group, 2004

According to residents, the City is doing well with regard to parks, trails and green space, with high satisfaction levels, particularly for: amount and condition of natural parkland, safety from crime, different types of parks, and meeting needs of residents (see Figure 1).

The activities most commonly pursued in parks and recreation were: walking, swimming and hiking (see Figure 2). This is consistent with a North America-wide trend, where walking is by far the most common activity, offering numerous benefits at low cost (no cost for “use”).

B3. For what activities does your household use North Vancouver parks & recreation facilities?
(base 150 CNV public)

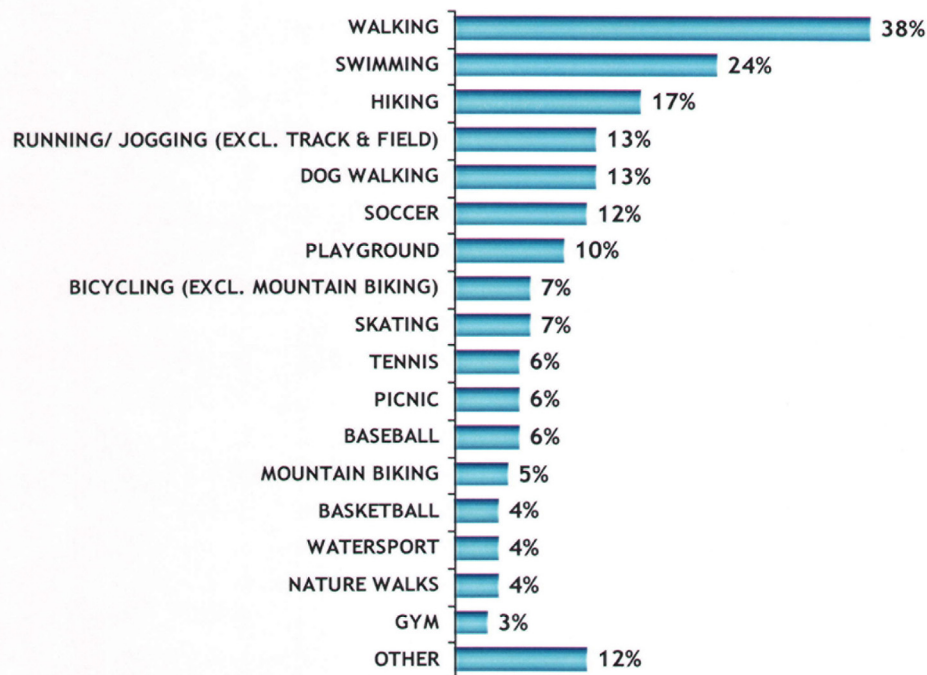


Figure 2: Activities in North Vancouver Parks and Recreation Facilities
Source: Barb Justason Inc., 2004

The most important City-wide issues identified in 2008 were social issues, following by transportation and growth; concerns over social issues increased far more than any other concerns between 2006 and 2008 (see Figure 3). These issues are all inter-related with parks and open space, as follows:

- Opportunities within parks can help to address the social needs of residents,
- Transportation issues can be partially addressed through greenways and trails, and
- Growth must be accommodated by addressing the needs and impacts of new residents in parkland and open space facilities.

2.0 The People and Their Interests

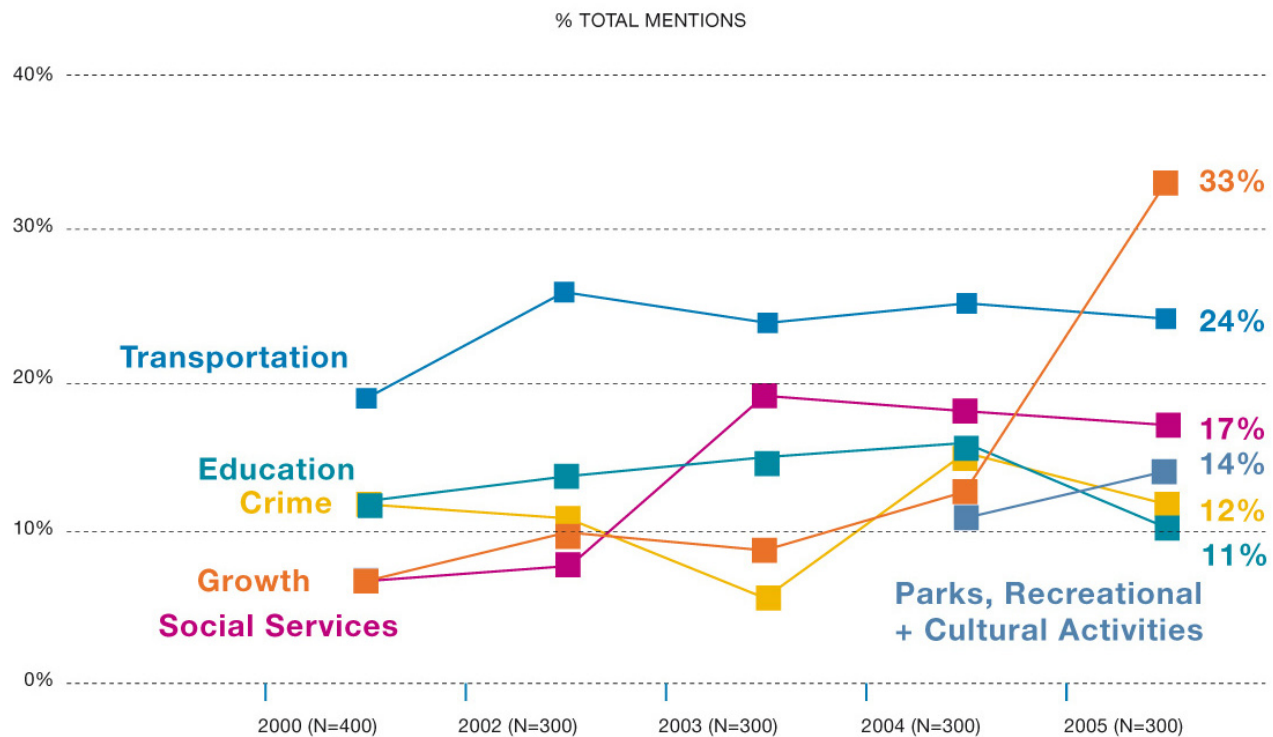


Figure 3: Top of Mind Issues in the Community

Source: Ipsos Reid, 2008

The top concerns related to parks and recreation were: accessibility / availability / parking (likely more related to recreation facilities) (11%), condition of park overall / maintenance (8%), and garbage / dogs / overuse and greenspace preservation (7%) (see Figure 4). These are important concerns, likely to grow as the population increases; the number of people with these concerns is relatively low.

A1. What is your top concern about North Vancouver parks & recreation services?
 (base 150 CNV public)

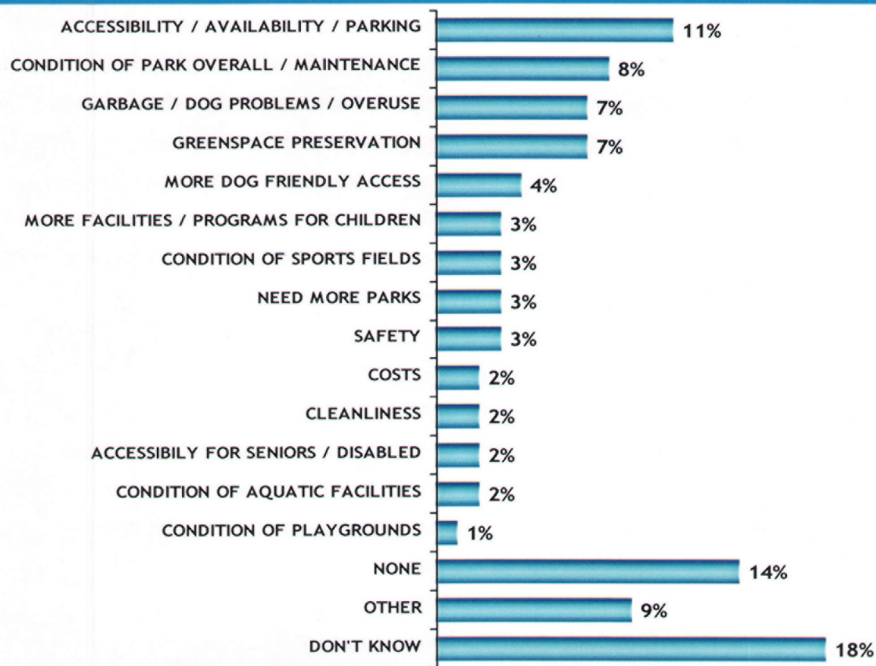


Figure 4: Top Concern about North Vancouver Parks and Recreation

Source: Barb Justason Inc., 2004

One of the surveys asked residents and stakeholders about funding priorities for parks and recreation, with the top priorities being (see Figure 5):

- Greenways, trails and bike paths,
- Habitat restoration and preservation,
- Sports fields, and
- Improvements to parks buildings and washrooms.

In 2008, the Ipsos Reid survey asked respondents what would be the best ways to create an identifiable character for the community (see Figure 6). Protecting the natural environment was the top choice (68%), followed by more trees and landscaping in public places (56%) and developing vibrant public spaces (55%).

2.0 The People and Their Interests

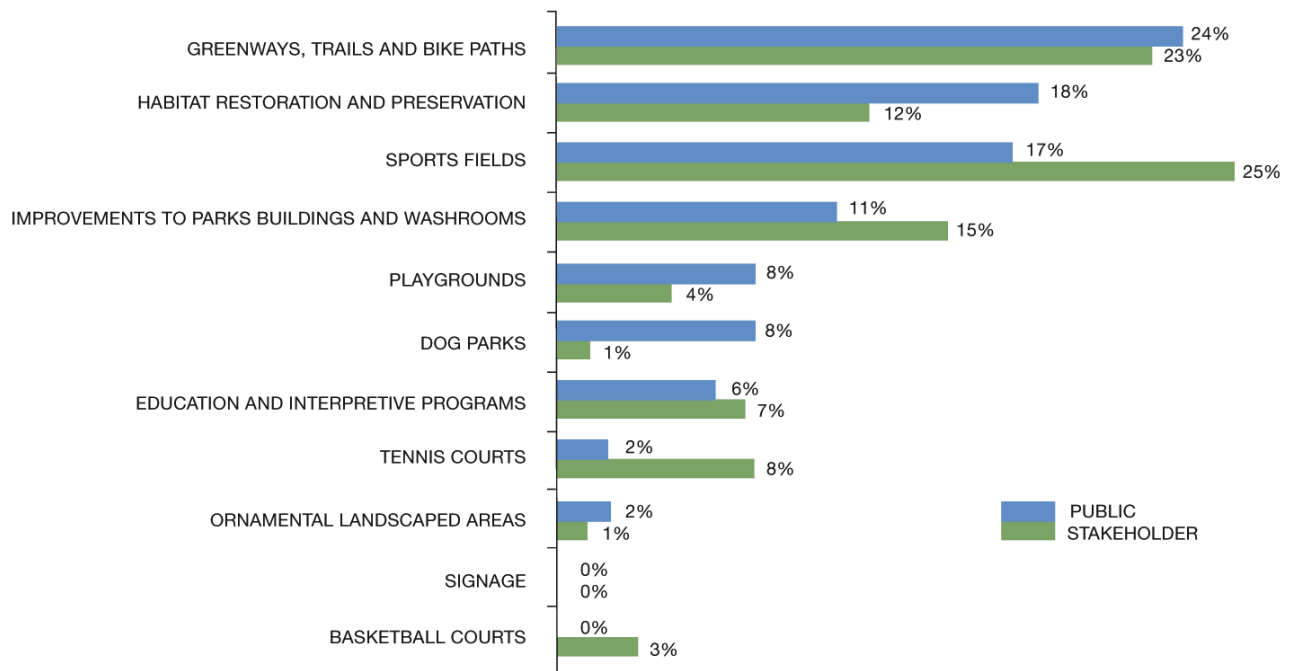


Figure 5: Funding Priorities for North Vancouver Parks and Recreation Facilities

Source: Barb Justason Inc., 2004

In a Recreation Needs Assessment conducted for the North Vancouver Recreation Commission which reviewed a wide range of recreation demands and needs (PERC, 2006), two of the top eight priority recreation needs relate to parks:

- Greater use of trails and urban connectors,
- More and better outdoor sports field experiences,

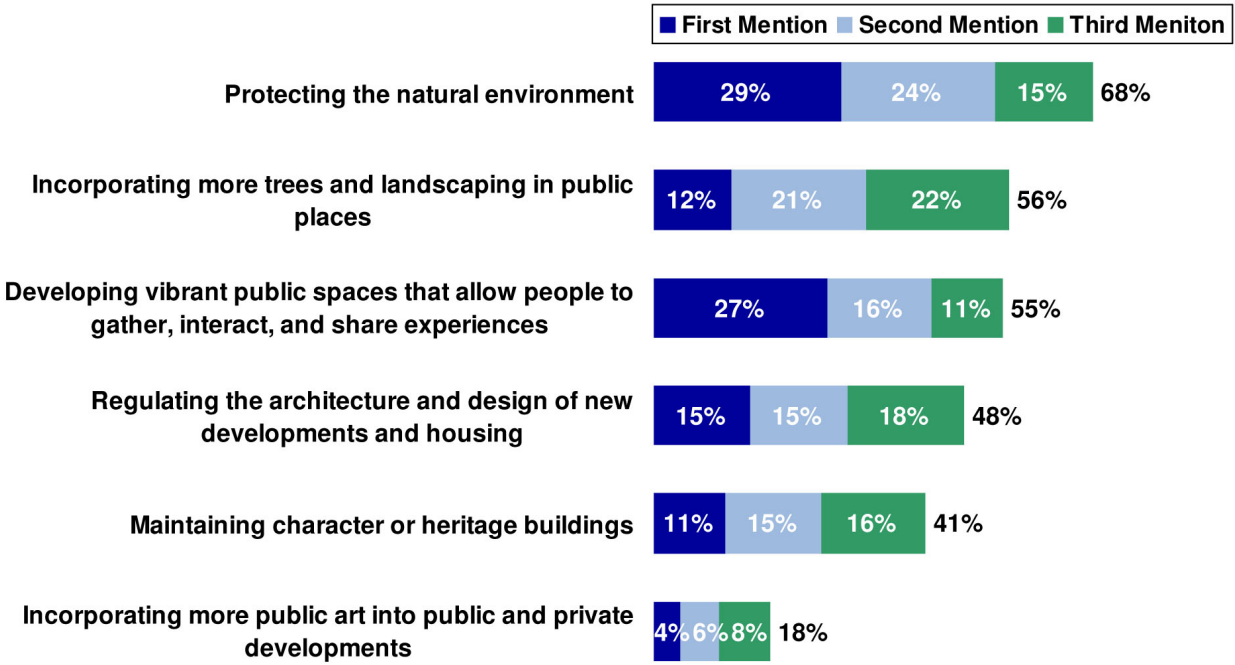
Two of the five medium priorities were:

- More outdoor sports tournaments, and
- More unstructured recreation experiences for youth.

A Futures Conference provided insight on more specific concerns, of which the most common were:

- Overuse of parks facilities and natural areas by people, and people with dogs, and
- Conflicts between hikers/walkers and cyclists.

These are interesting problems to have, both indicative of a successful parks and open space network, and high participation by the public.



Base: All respondents (n=300)

Figure 6: Ways to Create an Identifiable Character for the Community

Source: Ipsos Reid, 2008

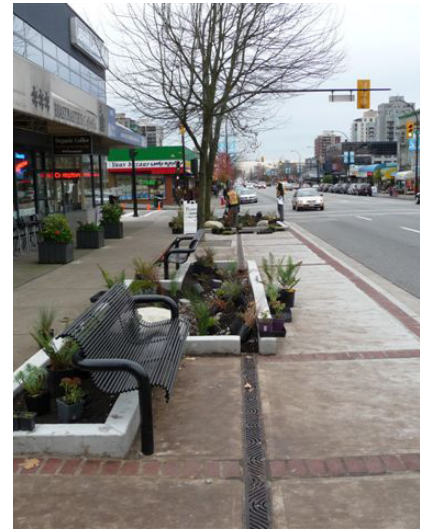
The challenges for the future will be to identify the potential for acquiring new parkland and facilities, but also to design and manage for high levels of use while minimizing environmental degradation and user conflicts.

Other parks concerns that arose from the consultation relate to a general increase in expectations, and the following:

- Need for new parkland or facilities, due to limited waterfront access, aging facilities, limited parks/ open space in Central and Lower Lonsdale, youth inactivity, limited availability of washrooms, more interest in health and healthier lifestyles,
- Need for improved design and management, to address safety and security issues, sustainability, more people with disabilities, reduced access, and
- Multiple demands on City resources, particularly increasing costs, and declining resources and tax dollars.

3.0

VISION FOR THE FUTURE



The goals and objectives set a clear direction for the Parks Master Plan.

This section includes the goals and objectives that establish the intent of the Parks Master Plan in support of the City's vision for a sustainable community. They can be used in the future to evaluate the success of implementing the plan. The guiding statements are based on input received through the public and stakeholder consultation process, supported by the analysis.

3.1 GOALS AND OBJECTIVES

1. Emphasize the City's **uniqueness** as part of the North Shore through the variety of parks and open spaces provided.
 - Provide a range of experiences in parks, including urban, neighbourhood, natural and waterfront settings.
 - Ensure that there is adequate parkland and open space in the city core to support events as well as individual rest and recreation.

2. Ensure that parks are **well distributed** throughout the community, particularly in higher density areas.
 - Ensure that there is sufficient parkland to: provide easy access to parks for all residents, meet recreational and activity needs, and add character and identity to the community.
 - Allocate resources for parks on the basis of protecting and enhancing existing park space, and taking advantage of unique acquisition opportunities.
 - Recognize the importance of public open spaces such as boulevards and greenways in animating daily life and providing much needed green space for residents and visitors.
3. **Design and program** parks and open space to maximize their potential, recognizing the limits of parkland supply and changing demographics.
 - Accommodate and balance the needs of a variety of users, in response to community needs.
 - Address issues related to safety and security in the planning, design, construction and operation of parks and outdoor recreation facilities.
 - As key users of the City parks system, representing the future of our communities, ensure that opportunities are provided for children and youth to contribute to the planning and design of parks.
 - As key and growing users of the City parks system, representing the elders of our communities, ensure that opportunities are provided for seniors to contribute to the planning and design of parks.
4. **Interconnect** parks, trails, and greenways, with as much universal accessibility as possible.
 - Continue to build greenways and trails along important corridors, such as the waterfront, and improve connectivity with existing walkways.
 - Link major parks with greenways or other routes that are friendly for pedestrian and other non-vehicular modes.
 - Link the walkway system with existing and proposed on-road bicycle lanes.
 - Ensure new greenways are equitably distributed.
 - Develop a new directional signage system to improve way-finding.
5. Protect and enhance **natural resources** through park planning, design, and the use of environmental best management practices.
 - Plan and manage parks to support and restore natural ecosystems.

3.0 Vision for the Future



- Sustain the urban forest through management strategies that support its health and longevity.
- Consider environmental resources and values in all park acquisition, planning and design.
- Encourage stewardship of natural resources in parks.
- Provide more information, education and programs about natural resources in parks.
- Serve as an environmental leader through environmentally responsible design and maintenance.
- Continue to provide a high standard of maintenance for sports fields and recreation facilities, balancing this with the need to use resources wisely.

6. Protect and respect **cultural resources**.

- Provide educational opportunities and signage highlighting cultural, historical and natural significance.
- In locations of historical and cultural significance, acknowledge the significance of the place in relation to the distinct culture in a way that is meaningful to the group involved, with particular consideration for sites of interest to the First Nations.

7. Cultivate **partnerships** with community organizations, the private sector, the Squamish Nation, other levels of government, and the public.

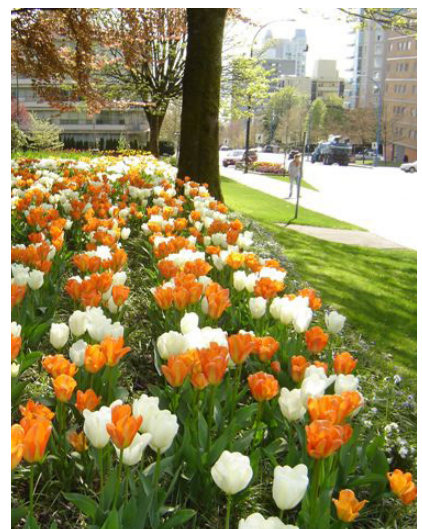
- Develop partnerships for funding, volunteerism, stewardship, and sponsorship to enhance the long term sustainability of the park system.
- Ensure that information about parks and recreation is reaching residents, and that their needs are being communicated and addressed.

8. Ensure that the Parks Master Plan is practical to **implement**.

- Undertake parks planning, development, ongoing operations and maintenance in a fiscally responsible manner.
- During implementation, ensure that the plan can respond to emerging trends such as new recreation activities, and demographic shifts such as changing age groups.
- Ensure that appropriate planning and land tenure tools are utilized to secure parkland for public use indefinitely.
- Ensure that funding is available for appropriate maintenance of existing and proposed facilities.

“Preserve and maintain small green spaces throughout the city.”

- Resident



4.0

PARKLAND



The City will need to work hard to retain a sufficient supply of parkland, given increasing densities and limited availability of land.

This section describes, analyzes and makes recommendations on the classification, quantity, distribution, and designation of parkland. Trails and facilities that occur within the parks are addressed in other sections.

4.1 CLASSIFICATION SYSTEM

Existing Classifications

Classification of parks and open spaces can help to provide an understanding of the various roles of parkland, which can be a useful planning and management tool. The Parks and Recreation Master Plan of 1991 discussed the following levels of parkland:

- Neighbourhood Open Space
- Community Open Space

- North Vancouver Regional Open Space
- Lower Mainland Regional Open Space.

Though these categories were used for that particular plan, they have not been assimilated into the City's park planning system. Current staff do not use those categories, and the OCP does not refer to any classification of parkland, except for distinction of trails / greenways, and streets / trails / boulevards.

Proposed Classifications

The following is the proposed classification system, based on an understanding of the different roles of parks and open space in the City:

- **City-Wide Parks** - draw visitors from the entire city and beyond. People may visit these parks due to the natural features, and/or the facilities and opportunities offered. City-Wide parks draw people who specifically travel to spend time “in the park”. There are different types of City-Wide parks, such as destination (e.g., Waterfront, Victoria), and athletic (e.g., Mahon). All parks on the waterfront are considered City-Wide Parks.
- **Community Parks** - typically at least 2 ha (5 ac), though some are smaller than this in the City. They serve several neighbourhoods, and include a range of recreational facilities, such as sports fields, ball diamonds, tennis courts, and larger playgrounds, with walkways and often parking lots. They are meant to form the visual, physical and social focus of the community.
- **Neighbourhood Parks** - typically at least 0.5 ha (1.2 ac) in most communities, though in the City the average size is 0.28 ha (0.7 ac). Neighbourhood parks may include play equipment, pathways, open grass, and seating. These parks are meant to form the visual, physical and social focus of the neighbourhood.
- **Natural Area** – includes lands that are environmentally sensitive areas, e.g., creeks, riparian areas, steep slopes, forests.
- **Open space** – includes boulevards, landscaped areas and community gardens – City maintains 5,433 street trees, mostly on boulevards.
- **School Sites** – some public school sites function like City-Wide, Community and Neighbourhood Parks, as well as Natural Areas. However some school sites are not maintained to park standards, and the City doesn't always have control over these properties. In some cases, the City has paid for play areas on school sites. School sites were therefore considered on an individual basis, and included in the calculation of parkland where the land has park values (school buildings and parking lots have been excluded from this calculation), **and** the school use is considered relatively secure per School District analysis.



The park classifications are illustrated on Map 1. Most park classifications are based on the existing role of the park, except where it is known that a park will become a higher level park, e.g., Boulevard Park will become a City-wide park due to its size and location on the Green Necklace.

Many municipalities include parks and open space managed by other jurisdictions, e.g., regional parks, provincial parks. The City is unique in not having these types of lands; this puts greater onus on the City to meet all of the parks and open space needs of residents. On the other hand, the City is surrounded by the District of North Vancouver, which does include larger parks managed by higher level jurisdictions. Residents don't distinguish the difference between City, District or other land.

4.2 ANALYSIS OF SUPPLY

The supply of parkland is measured using three methods. Many municipalities use population-based standards to calculate and plan their supply of parkland, and some also use area-based standards. Even in jurisdictions where these standards exist, they are usually used as a guideline, rather than a definitive requirement. Park supply standards can be applied in a flexible manner to ensure that a full range of park types is available to all residents. They enable a community to measure their supply over time, and to compare themselves with other communities. The third type of analysis is spatial, looking at the supply of parks within walking distances of residents.

Population-Based Supply

The City's existing amount of parkland, and the population-based supply, are illustrated in Figure 7. In most municipalities, population-based supply is calculated on active parkland only, sometimes including schools and open space as well. Since natural areas in the City support significant amounts of use on the trail system, and since they are so integrated with active parks, natural areas are included in these calculations for the City of North Vancouver, at least for comparison purposes.

Classifications	Area (ha)	Current Supply (ha/1000 pop*)
City-Wide Parks	35.3	0.74
Community Parks	22.4	0.47
Neighbourhood Parks	11.7	0.25
Natural Area	80.3	1.68
Total	149.7	3.14

* based on 2008 pop. of 47,733

Figure 7: Existing Population-based Parkland Supply

Figure 8 illustrates the existing supply of each type of parkland in relation to population compared to other municipalities. For many years, the Canadian standard for parkland supply was 4 ha/1000 population (10 acres/1000). Many municipalities, particularly the ones with a large land base, still have population-based standards within that range, e.g., Surrey 4.2, Abbotsford, 3.4, Greater Vernon 4, Maple Ridge and Pitt Meadows 3.9, West Vancouver 5 (supply in 2006). There is some variation in what these numbers include with respect to school grounds, greenway corridors, natural areas, etc. In a survey conducted in 2006, the BCRPA found the provincial average parkland supply to be 2.51 ha/1000 population.

As many municipalities become more dense, especially within downtown cores, population-based standards of supply have been decreasing. Municipalities with smaller land areas, which are mostly “built out”, cannot meet the traditional supply standards due to the high land values and lack of available undeveloped land.



“I’m concerned about losing open space with the closing or possible sale of school properties.”
 - Resident

Classification	City Parks	Community Parks	Neighbourhood Parks	Natural Areas	Total Parkland
City of North Vancouver (supply)	0.74	0.47	0.25	1.68	1.45
					3.14
New Westminster	0.72	0.90	0.60		2.22
Vancouver	1.17	0.00	1.05		2.22
Port Coquitlam	0.56	0.59	0.58		1.73
White Rock (supply 2006)	1.32	na	0.48		1.80
Victoria (supply 2008)	1.49	0.54	0.27		2.30
Provincial Average	1.04	0.80	0.67		2.51

All numbers are in ha/1000 population

CNV - top number is without, bottom number is with natural areas

Figure 8: Population-based Parkland Supply Compared to Other Communities

It also appears that municipalities with extensive waterfront have lower parkland supply. Certainly some waterfront parks can offer more per area than inland sites in terms of the view opportunities, experience of water being comparable with “nature”, and in some cases access to foreshore areas for recreation. Waterfront land is also more expensive to acquire.

In comparison with other municipalities, the City’s parkland supply is somewhat low for active parkland, however with the inclusion of natural areas it is more comparable. If the City wishes to retain a standard of 3.2 ha / 1000 population (including natural areas), this would require approximately 1.6 ha acquisition per year of new parkland.

Area-Based Parkland Supply

Another way of measuring parkland supply is in relation to land area. Some municipalities have standards such that 10% or 12% of their total land area should be occupied by protected areas, consistent with provincial standards. This measure would typically include natural areas and parks managed by other jurisdictions.

The City has a reasonably high supply of parkland by area, particularly given the limited land base and lack of parkland owned and managed by others, e.g., provincial or regional parks (see Figure 9). As a comparison, two similar geographic municipalities have the following: Victoria has 8.5%, and White Rock has 7.9% parkland by area.

Category	Area (ha)	% Area
Parks and Open Space	135.5	11.4%
Public Schools (minus bldgs)	17.0	1.4%
Municipal Area	1,191.5	100.0%

Figure 9: Area-based Parks and Open Space Supply

Spatial Analysis

The third way to analyze parkland supply is by service area, or the distance people have to walk to access a park. This analysis is usually conducted to determine a resident's ability to walk to a park that meets local needs. This assessment of service area is approximate because the distances are measured in straight lines; in some cases walking routes are circuitous or major roads are a real or perceived barrier.

Ideally, every resident would have 5-minute walking access to a neighbourhood park, and 10 minute access to a community park. In most communities, achieving that standard for both neighbourhood and community parks is an unrealistic expectation. The City's compact form makes this objective more achievable.

City-wide parks are not included in this analysis, either because many people drive to them, e.g., for special purposes such as Mahon Park; or they don't meet neighbourhood and community level needs for day-to-day social gathering and informal play, e.g., Waterfront Park.

The analysis of service area for the Master Plan is based on the following distances:

- Neighbourhood park under 0.2 ha – 100 m since these very small parks serve the immediate neighbours only,
- Neighbourhood park over 0.2 ha – 0.4 km, equivalent to a 5 minute walk,
- Community park – 0.8 km, equivalent to a 10 minute walk.

Map 2 illustrates the results of this analysis. The City has good coverage by community parks, except: along most of the waterfront and the area immediately upland, south of Queensbury Elementary School, and in the northeast corner of the City. There are gaps in the neighbourhood park supply by service area in the upper Lonsdale area and south of Sutherland. Almost all residents have access to either a community or neighbourhood park, at their respective service areas. Some of the deficiency may be accommodated by the citywide parks, e.g., Boulevard Park, or by parks in the District of North Vancouver (especially for areas north of the Upper Levels Highway).

Parkland Acquisition

Map 3 and Figure 10 identify some potential locations where acquisition of new parkland is recommended. These sites have been determined through analysis of gaps in supply, and acquisition opportunities. Some of the properties are already owned by the City; these were selected intentionally due to the high costs of acquiring new land. This list is not intended to be all-inclusive, as other properties with parkland potential may become available.

The identified sites include expansions of existing natural areas or areas with the potential for habitat enhancement (naturalization), e.g., Wagg Creek corridor; expansion of Mosquito Creek, Lynnmouth and Mahon Parks; west side of channel near Kings Mill Walk; extension of bluff above Low Level Road. Map 4 illustrates areas with high environmental values that are not currently protected.

If land is acquired according to this plan, the population-based supply for 2020 will be as shown in Figure 11:

Map #	NAME	OWNERSHIP	AREA (ha)
Proposed Community Parks			
1	St George's / E. 1st Street	CITY	0.20
12	Cloverly East Portion	SCHOOL	1.25
14	Alder Street	CITY	0.06
15	Foot of St. Davids	CITY	0.05
18	Additional Land at Foot of St. Davids	PRIVATE	0.20
16	Presentation House	CITY	0.44
Total			2.20
Proposed Neighbourhood Parks (NP)			
13	Moodyville Expansion	CITY	0.13
19	Convert South of Larson to NP	CITY	0.10
17	Central Lonsdale - new park	PRIVATE	0.20
Total			0.43
Proposed Natural Areas			
2	Mosquito Creek SW Expansion	CITY	0.08
3	Mosquito Creek SE Expansion	CITY	0.24
4	Mosquito Creek NW Expansion	CITY	0.12
5	Mosquito Creek NE Expansion	CITY	0.06
6	Wagg 1 Expansion	CITY	0.11
7	Wagg 2 Expansion	CITY	0.13
8	Wagg 3 Expansion	CITY	0.10
20	Additional Wagg Creek Properties	PRIVATE	0.50
20	Close 19th St. at Wagg Creek	CITY	0.05
9	Larson Expansion	PRIVATE	0.06
10	Sunrise East Expansion	CITY	0.08
11	Sunrise Expansion	CITY	0.08
Total			1.61

Figure 10: Proposed Parkland Acquisition

Classification	Area (ha)	Future Supply ha/1000 pop
City-Wide Parks	35.3	0.66
Community Parks	24.6	0.46
Neighbourhood Parks	12.1	0.23
Natural Areas	81.8	1.52
Total	153.9	2.86

** based on 2020 pop. projection of 53,832

Figure 11: Proposed Population-based Parkland Supply

The City previously had a property acquisition strategy based on the parkland deficiencies identified in the 1991 Parks Master Plan. Those deficiencies were used to prepare the Development Cost Charge (DCC) bylaw in 1997. Some municipalities identify potential park properties of interest and work with either City staff or a real estate agent who can flag them when they are listed for sale, or even before they are listed.

The amount of parkland being acquired through dedication on development projects in the City is limited, mainly because many of the development sites are not large enough to provide well-sized parks. That being said, some key sites have been acquired in this way, e.g., Jack Loucks Court, Stella Jo Dean Park, Kings Mill Walk, Shipbuilders Plaza and Park. The City has collected Development cost charges (DCCs), which are used for acquisition of key properties.

4.3 PARKLAND TENURE

In the City of North Vancouver, there are several different mechanisms used to secure the tenure of parkland, as follows:

- Zoning – there is no specific zoning category for parks. Some parks are zoned P-1: Public Use and Assembly. The uses permitted in this zone are: Civic Use including accessory recreational retail sales and service, accessory off-street parking and loading; and Child Care use. There is no mention of parks in the P – 1 zoning description.
- Dedicated,
- Reserved by by-law.

The City passed the following bylaw to address this situation: “Park or Parks” shall mean all lands and improvements within the area defined in Schedule “A” of the “Parks Regulation Bylaw, 1996, No. 6611” whether or not they are dedicated parks.”

4.0 Parkland

Another challenge with respect to tenure is that many parks have not had the properties within them consolidated. This results in there being multiple properties within some parks, which can cause confusion.

Figure 12 provides an approximate indication of the primary tenure of the City's parks. The data was not complete enough to allow an accurate analysis; the multiple properties within some parks was one of the challenges.

Dedications	Area (ha)	% Area
Dedicated & Reserved	87.9	64.8%
Zoned P-1	47.7	35.2%
Total	135.6	100.0%

Figure 12: Approximate Tenure Distribution

4.4 PARKLAND RECOMMENDATIONS

Management Activities

- Adopt new park classifications to include city-wide, community, and neighbourhood parks, natural areas, and open space, as described in section 4.1.
- Use the population-based standards in Figure 11 as a goal for parkland supply over the next 10 years, striving to retain total parkland of approximately 3.0 ha/1,000 population.

*“Keep parks natural -
green and trees.”*
- Resident



- Prepare a long term Parks Acquisition Strategy. Work with the municipal properties staff to identify potential suitable properties, set priorities and develop a plan for acquiring them as they become available.
- Continue to negotiate for parkland through the development process, except where the acquisition would be too small to meet neighbourhood needs, in which case cash in lieu would be preferable.
- Consolidate the tenure of parks that are composed of multiple separate properties.
- Continue to collaborate with the North Vancouver School District 44 with respect to the planning, design, upgrading, programming and maintenance of sports fields and school grounds that can benefit school and community users.

Land Acquisition

- Acquire new parkland per Figure 10 and Map 3. This includes active parkland, environmentally sensitive areas rated high and moderate (see Map 4), and natural areas. In addition, acquire properties that may become available through development, bequests, or other particular opportunities.
- If any land owned by the School District is being considered for disposition, review the existing and potential public benefits of retaining it as parkland, and if desirable, acquire the land.
- As demand increases, and land availability decreases, consider parks in innovative locations, e.g., on roofs, road rights-of-way, lanes, boulevards.

5.0

OUTDOOR RECREATION FACILITIES



The focus is on trends; the high priority of trails, and increasing interests in multi-purpose parks, dog walking and urban agriculture.

There are many facilities in parks that support recreation, including trails, sports fields, playgrounds, dog off-leash areas, and numerous other sports and recreation amenities. This section addresses those facilities. Since recreation facilities are sited and designed as part of the park design process, park design is the first subsection.

5.1 PARK DESIGN

The City's parks are highly diverse, ranging from urban plazas and horticultural gardens to natural ravines. The City is considered to have a good combination of formal parks and undeveloped natural areas. Excellent staff and strong community involvement in stewardship are also considered to be major assets that support the park system.

The parks support many activities, only a few of which include walking, running, play, sports, social networking, and special events. Parks help to strengthen communities and increase a "sense of place". The City's parks also help to protect ecological corridors and habitats.

Many of the City's parks are older, and they were developed incrementally over time, without the benefit of public consultation or park designs. Facilities were usually added based on public interest.

Now, when parks are identified as needing design work, a community process is undertaken, and the park design is completed by landscape architects, with public input. This results in parks that respect natural resources, address opportunities and constraints, and meet community needs and interests. Park Master Plans exist for a number of the City's parks.

One of the primary challenges now is managing the high use levels. For example, City operations staff are finding it difficult to retain the quality of the turf in high-use locations such as St. Andrews Park.

A primary concern related to the design of parks and trails is accessibility. Several parts of the City pose challenges due to the terrain, with physical features including bluffs, ravines, and a hillside. Even in the flatter area of the City, major sidewalks and paths are used by scooters, which pose a particular challenge for snow plowing. Pedestrian Access Guidelines (ACDI) are available to guide design for accessibility. The City has also complete an Accessibility Audit of its parks.

Another park design consideration is the amount of parking that it is appropriate to include within parks. New developments are building less parking, so this could increase as an issue. While most people would not want to see valuable park resources used for parking, others are interested in the convenience of parking within or adjacent to parks. For example, Kings Mill Walk is one the most heavily used parks for passive use, as many people drive up to the waterfront to go for a walk, whereas Waterfront Park has less use possibly due to its lack of parking opportunities.

The City has a significant amount of on-street parking, however residents are not pleased when this is used on a consistent basis by park users. There is no policy for providing parking in parks. This is consistent with the City's goals of encouraging non-vehicular modes of transportation, especially for everyday needs, e.g., use of community and neighbourhood parks.

Major events pose a particular challenge with respect to parking. Staff have been working more with the City's Transportation staff on parking for major events, combined with encouragement of walking and cycling to events.

Park Design Recommendations

Management Activities

- Continue to prepare park master plans for new parks and major park upgrades, consulting neighbours and local groups in the programming and design process.

5.0 Outdoor Recreation Facilities

“Creative design can allow for innovation and leadership in sustainability while increasing food security for the community and meeting recreational needs! Community gardens make excellent borders, and can make use of sloped or irregular spaces that may not be appropriate for other recreational uses.”

- Resident



- Work with developers to include public space along major road and greenway corridors that has value for public use and enjoyment, particularly in urban areas.
- Integrate recreation staff with the North Vancouver Recreation Commission (NVRC) into planning and design processes that relate to facilities and uses in parks.

Design Guidelines

- Ensure that park design at the City-wide level retains the diversity and uniqueness of the City's parks, e.g., incorporate public area/sculpture, use the shoreline creatively, retain and enhance historic elements.
- Emphasize the entries to the City (e.g., road and Sea Bus entries, Heywood Park, Lynnmouth Park), and provide more focus on the “power points” (e.g., Victoria Park).
- Use consistent design elements throughout the City (e.g., signs, kiosks, banners, rain gardens, park furniture).
- Design parks to protect and enhance natural ecosystems.
- Design parks with recognition for their role in providing spaces for shared social connections and experiences, e.g., food growing, community events, sharing healthy and active hobbies.
- Design parks to support the levels of use experienced, and upgrade parks where necessary to support higher than anticipated use, e.g., select durable surfaces, clarify the variation in use throughout the park and design accordingly, use barriers where needed.
- Design parks to support multiple uses appealing to a wide range of users where practical.
- Design parks to accommodate a range of physical abilities, e.g., encourage physical activity for the able-bodied, and provide opportunities for those with physical challenges.

- Consider emerging recreation activities in all park design projects.
- Design parks with consideration for long-term maintenance implications.
- Clarify the approach to accessibility in relation to the park type and the terrain, e.g., all City-wide parks have some fully accessible areas, design for maximum accessibility where possible, steep natural areas are not expected to be fully accessible, use ACDI Pedestrian Access Guidelines.
- Clarify the approach to parking in relation to the park type, size and the location, e.g., all City-wide parks have some on-site or nearby parking, neighbourhood parks do not have on-site parking.

Development

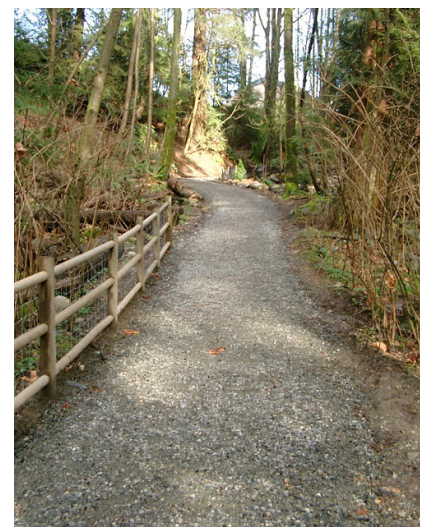
- Continue to upgrade parks containing older facilities and infrastructure, with priorities based on community interest and safety.

5.2 TRAILS AND GREENWAYS

The development of greenways is a key component of the City's Official Community Plan. To achieve its vision of a liveable, sustainable, diverse, complete community, the City recognized the need to integrate its parks and streets systems with linear "greenways". The City adopted a Parks & Greenways Strategic Plan in 2002.

Greenways are one of the key components of the City's Transportation Plan by adding to the choices and ways in which people move through the City (existing and proposed greenways and bike routes are illustrated on Map 1). Greenways also incorporate a variety of other civic infrastructure in innovative ways. Sidewalks, innovative stormwater management, urban forestry, naturalized

"Greenways, parks and quality streetscapes with street trees are thesecond best thing you can do (second to acquiring parks)"
- Resident



5.0 Outdoor Recreation Facilities

landscapes and recreation amenities are all integrated as part of a sustainable approach to greenways planning and design.

There are primarily two types of greenways in the City: recreational and environmental. Recreational greenways are designed for transportation and public enjoyment, while environmental greenways are managed for habitat purposes. In some cases, trail corridors provide recreational greenways within environmental greenways. The greenways in the City are extremely popular, and they support access throughout the community to key destinations and parks by non-vehicular modes of travel.

Four major greenway networks are included in the strategy:

- Green Necklace,
- North Shore Spirit Trail,
- Ravine Greenway System, and
- Upper Levels Greenway System.

Under the Parks and Greenways Strategic Plan, the City aims to provide greenway systems that are accessible to all, including cyclists, inline skaters, pedestrians, seniors, and people who use mobility aids.

Since some of the greenway routes are along streets, the City has been developing methods for making these and other streets more park-like. The methods include: planted bump-outs, rain gardens and planted boulevards.

The City is now half-way through the 10 year Capital Plan of implementation of the Greenways Plan. The Spirit Trail has advanced ahead of the Green Necklace due to availability of funding for that special project. Most of the trails are on City land, except for a portion of the Spirit Trail, which passes through the Squamish First Nation lands. The City has a Memorandum of Understanding with the Squamish First Nation regarding the trail.

A spatial analysis shows that almost every resident is within a 5 minute walk of an existing trail (see Map 5). Not all of these trails have been upgraded to greenways standards yet.

Trails and Greenways Recommendations

Management Activities

- Continue to implement the Greenways Plan, including the planning and coordination of annual projects.

Development

- Continue to upgrade existing trails and to construct new trails and associated infrastructure in accordance with the Greenways Plan.

5.3 SPORTS FIELDS

A Sports Field Needs Assessment was recently completed for the City to support the Parks Master Plan (Lamorna Enterprises Ltd. 2009), and the analysis from that study is summarized here.

Although each jurisdiction (City, District and School District #44) on the North Shore operates largely independently with respect to ownership and maintenance of their respective field inventories, field use scheduling is provided through the North Vancouver Recreation Commission on a regional basis (with the exception of school fields during school hours). The regional user perspective presents a challenge for the individual jurisdictions in determining their respective responsibility to address capacity demands. The assessment evaluates capacity-demand issues across jurisdictions (District, City and School District) with a specific focus on City planning to address field development needs.

The following general issues have been identified by users, and by the North Vancouver Recreation Commission:

- Shortfall of grass fields for organized sports leagues (soccer, football, ultimate),
- Absence of a multi-day tournament facility (including track and field),
- Lack of availability of fields for ‘unorganized’ community use,
- Not enough fields with lights, particularly for practice sessions,
- Quality of fields,
- Insufficient lighted grass or artificial turf fields to provide additional practice time for the youth football G.S.League which experienced a 30% increase in participation in 2005,
- Short supply of grass fields for ultimate, field lacrosse and rugby were in. Ultimate growth appears to be a particular unmet demand.
- Additional artificial turf fields and more lighted all weather fields were identified as required to meet the needs of adult soccer, and soccer practice times.

Participation rates for physical activity are high in the North Shore region; those rates are not, however, primarily associated with organized field sports. Furthermore, participation rates are inflated by the ‘double counting’ of individuals who participate in more than one activity or who may be registered in more than one program in the same sport. These factors should not discount the historically higher rates of participation in the region, but they do suggest that some caution needs to

5.0 Outdoor Recreation Facilities



be exercised in planning to meet an unknown future demand. Nevertheless, it is also clear that user experience and data from the North Vancouver Recreation Commission indicate that there is a need to address competition for field access from existing user groups as well as ‘unmet’ demand.

Soccer is and will continue to be the primary user group of City sports fields for the next decade. As such, it will also likely remain the driving force behind any determination of sports field use and development. The impact of a higher quality of play, and greater participation of adults in soccer, have increased demand for improved field quality and generated the primary motivation for extending the soccer season into the spring and summer. In the short term, those demand issues will remain, particularly with respect to extended season (spring/summer) use and attendant competition with other sports such as ultimate, field hockey and field lacrosse, and access to fields for casual/informal play.

As the population of the region ages, it can be anticipated that there will be a general shift toward somewhat greater adult participation in organized sport for approximately the next decade, and a plateau or decline in youth participation. Within that adult cohort, a continued, but slower than in recent history, increase in female participation in organized sports such as soccer is also expected. The data are consistent with the prediction that this participation will plateau relatively quickly as population composition shifts upward in age distribution.

Ultimately a plateau or gradual decline in participation rates in organized sport is expected, as well as increasing demand for informal opportunities that involve more individual use. While there will always be a cadre of individuals with the desire and physical capability to participate in organized competitive sport, the majority of these older age groups are less driven, are more injury prone, and will seek their need for physical activity outside of the traditional structure of organized team sports.

On the basis of the sports field-to-population ratio, the City’s current field inventory is below the generally accepted standard for the provision of outdoor sports fields. The current ratio is 1:3200 compared to the national standard of 1:3000. From a demand perspective, this situation is exacerbated by the high participation rates noted for sports and recreational activities in North Vancouver, and the climatic conditions that create significant challenges for effective grass field management.

Another perspective on capacity can be derived by comparison of the City to selected municipalities in the region (see Figure 13).

Classification	Area (ha)	Future Supply ha/1000 pop
City-Wide Parks	35.3	0.66
Community Parks	24.6	0.46
Neighbourhood Parks	12.1	0.23
Natural Areas	81.8	1.52
Total	153.9	2.86

** based on 2020 pop. projection of 53,832

Figure 13: Sports Field Supply Comparison



On a regional perspective, the City contribution to the field inventory is slightly below the mean (0.32) for the selected municipalities. Several of these municipalities have a significantly larger population and tax base, and are considerably less constrained than North Vancouver with respect to the availability of land for development. The most appropriate single comparison may be with New Westminister, which has a comparable budget, similar population size, and socio-economic profile. In that relationship, the City compares very favourably with respect to the provision of sports fields on a population basis.

Sports Field Recommendations

- Implement the recommendations of the recent Sports Field Needs Assessment, which are summarized as follows:
 1. Establish additional capacity in the region (City and District) through the installation of three artificial turf fields to address the supply shortfall and anticipated demand pressure. The phasing of field construction will be determined by appropriate site selection, and the development of acceptable funding mechanisms. In addressing the regional nature of user demand the development of these fields will require a cooperative decision-making process involving the District, City and School District. This development will provide equivalent access to at least twelve grass fields. Under normal winter conditions on the North Shore, it is anticipated that this additional capacity could address a significant proportion of the rescheduling challenges created by grass field closures.
 2. In response to some identified agronomic deficiencies, conduct a site and agronomic analysis to determine priorities for individual field renovation and/or replacement as the basis for developing a 10-year capital renovation plan (this may be desirable on a regional basis rather than for the City alone). For the City, the focus of this review would be on the drainage and irrigation needs of the Class A grass fields. This assessment would include potential for field upgrades as well as associated infrastructure and should also incorporate an evaluation of funding policies and sources.
 3. Undertake a comprehensive review of current field allocation and scheduling procedures, and the management and use of District, City and SD#44 fields in conjunction with the North Vancouver Recreation Commission. The purpose of this review would be to determine whether the current system is addressing client needs in an effective and equitable manner and whether any changes in the mechanism are necessary to respond to changing use patterns and demographics.
 4. Investigate the potential to develop a series of second-tier 'casual use' community fields that are more flexible in size and topographic constraints, and that do not require (or receive) the maintenance inputs demanded for the established sports field inventory. This evaluation would also require some determination of user guidelines and how these fields would be made available to ensure equitable community access.

5.4 DOG OFF-LEASH AREAS

Dogs are permitted off-leash in two parks; Lynnmouth Park and on the Mosquito Creek west trail.

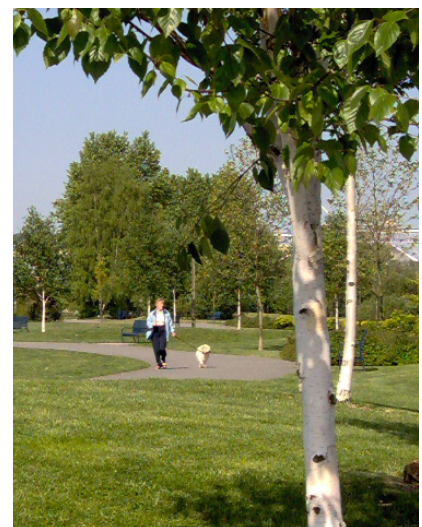
Dogs on leash, except vicious dogs, are allowed throughout the City of North Vancouver on all thoroughfares and in certain parks, some with date restrictions (Dog Tax and Regulation Bylaw, 2006, No. 7732, Amendment Bylaw, 2006, No. 7789).

The following are additional dog restrictions (assistance dogs are excepted):

- Dogs are not allowed on playgrounds, picnic areas, playing fields, beaches, fitness circuits, running tracks, golf courses, bowling greens, tennis courts or in the North Vancouver Cemetery.
- Dogs are prohibited in 31 specific parks.
- Dog are permitted on leash in 20 specific parks.

The dog use at Mosquito Creek is challenging to manage due to the high environmental values nearby. Many dog owners do not comply with the regulations related to keeping dogs out of the adjacent environmentally sensitive areas.

In addition to the two sanctioned off-leash areas, Kings Mill is used informally as a dog off-leash area. While this may not be an ideal location for off-leash dogs due to the adjacent Spirit Trail with its high use, and adjacent environmental values, continuing to allow on-leash dogs in this location would help to retain the high levels of use.



5.0 Outdoor Recreation Facilities

Dog owners and their pets are a large and important user group and as the general population ages, pet ownership is expected to increase. Pets often provide the impetus for people to visit parks, to exercise, and to socialize with others visiting the park. This in turn improves the health of both the individual pet owners and the community as a whole. Dog owners are often trying to meet multiple needs when visiting a park and may be trying to exercise their pets, get exercise themselves, and provide an outing for children at the same time.

On the other hand, the issues related to dogs in parks are complex, and include concerns about the impacts of dogs on ecologically sensitive areas and wildlife, the perception of safety for other users, public health, conflicts between dogs, and conflicts among dogs and other user groups on sidewalks and trails.

A comparison of dog off-leash park supply with some similar communities was conducted (see Figure 14). The City's supply of dog off-leash parks is very low by both population and area-based comparisons.

City	Population	# Dog Off-Leash Areas (DOLA)	DOLAs per 1000 Pop	Land Area (ha)	DOLAs per Land Area
City of North Vancouver	47,733	2	0.04	1,191	1/596 ha
Victoria	82,656	12	0.15	1,942	1/162 ha
New Westminster	62,510	5	0.08	1,540	1/308 ha
White Rock	18,755	1	0.05	535	1/535 ha
Vancouver	578,040	32	0.06	11,471	1/358 ha
City of Langley	25,163	2	0.08	1,028	1/514 ha

Figure 14: Dog Off-leash Supply Compared to Other Communities

Dog Off-leash Area Recommendations

Management Activities

- Work with dog owners and local residents to identify two new dog off-leash areas that are geographically distributed in relation to the existing off-leash areas. Potential location criteria include: close to greenways / trails, neighbourhoods lacking large yards, need for legitimate users, high rate of dog ownership (per licences), avoid displacing established uses, avoid environmentally sensitive areas, find bits of nature, adequate drainage, close to other park uses. Potential locations include: Greenwood, Emerald and Boulevard Parks.
- Work with dog owners who use the existing off-leash areas to identify methods for improving respect for the environmental resources, e.g., on-site meetings, more signs, park staff presence, local stewardship group presence.

- Designate one trail in the city as a “no dogs” trail to provide opportunities for those who wish to have a trail experience without the chance of encountering dogs, e.g., Mahon Park. This trail should parallel another trail to prevent special trips to access or avoid the no-dogs trail.

Design Guidelines

- Recognizing the range in dogs, humans and sites, design dog off-leash areas so that each one is unique.
- Calculate the minimum intervention required for each dog off-leash area, especially re: fences.
- When integrating dog off-leash areas into existing parks, consider combining areas for dogs close to other park activities when it can be accomplished in a safe manner with minimal or no conflict.
- Integrate nature into dog off-leash areas, e.g., meadow, naturalized vegetation (shrubs and trees), logs, stumps, landforms.
- Use dog off-leash areas as an education opportunity, e.g., regulations, codes of conduct, dog training, household dog waste composters.
- Provide a range of surfaces, consistent with the level of use, e.g., crushed granite for the highest use areas, grass or meadow for the lowest use areas.
- Provide amenities for dog owners depending on the scale of the park, e.g., trees for shade, benches, loop paths, park shelter, parking.
- Provide accessible paths to and through the dog off-leash area in some locations.
- Ensure that the sidewalks adjacent to parks that disallow dogs remain available for dogs on leash.

Development

- Develop two new dog off-leash areas.



5.5 PLAY AND EXERCISE EQUIPMENT

The City has 31 playgrounds, of which 10 are on school sites. Typically, these playgrounds include senior and junior structures with different kinds of play opportunities. In addition, swings and spring toys can be found at larger playgrounds or as stand-alone features in small neighbourhood parks. Most community and many neighbourhood parks have at least some children’s play equipment.

The City has a program for upgrading and replacing playground equipment. The quality of newer play equipment has extended the length of the replacement cycle. For liability reasons and to meet national standards, most playground equipment purchased by municipalities is from established suppliers.

Creating a sufficient level of interest to motivate children and their families to visit parks is becoming more challenging as the number of entertainment options grows. In many instances, parks are no longer viewed as the first choice for recreation and entertainment so a growing challenge is to ensure that parks continue to attract families in ways that promote healthy and fun experiences.

Research shows that children who have opportunities to play in natural settings are typically healthier and more likely to become adults who will respect and protect the environment. Children are especially drawn to water whether it be a small natural pond or a constructed urban water feature. Making cities more liveable for children has clear environmental and social benefits for everyone.

One approach is to design parks and playgrounds as “play environments”, recognizing that play equipment only satisfies some play needs, with examples including berms, water, boulders, loop trails, varied paving surfaces, small gathering areas, and interesting plants and planting arrangements. Park design can help to reconnect children with nature, by providing access to “natural” environments with trees, rocks, water, mud, grade changes, etc. St. Andrews Park is a wonderful implementation of this approach.

The supply of playgrounds in the City exceeds the provincial average, and is higher than comparable municipalities (see Figure 15).

Classification	City of North Vancouver (number)	City of North Vancouver (#/1000 pop)	New Westminster (#/1000 pop)	Vancouver (#/1000 pop)	Port Coquitlam (#/1000 pop)
Playgrounds	31	0.65	0.56	0.23	0.54
Skate Park	1	0.02	0.02	0.01	0.04
Water Play	1	0.02	0.10	0.07	0.02
Tennis Courts	16	0.34	0.43	0.30	0.32
Sport Courts*	4	0.08	0.05	0.09	0.09

Figure 15: Playground Supply Compared to Other Communities

The service area, illustrated by the spatial analysis, is more important than the number (see Map 6). The map illustrates that the playground distribution is very good, with most residents living within a 5 minute walk of a playground. The exceptions are that some of the industrial and commercial areas at the far east and west edges of the south of the City, which is understandable due to the land uses. Other areas lacking this access are the north part of the St. Andrews Ave. Corridor, the area south of Sutherland school, the central part of E 17th/18th Streets, and the area west of Carson Graham School.

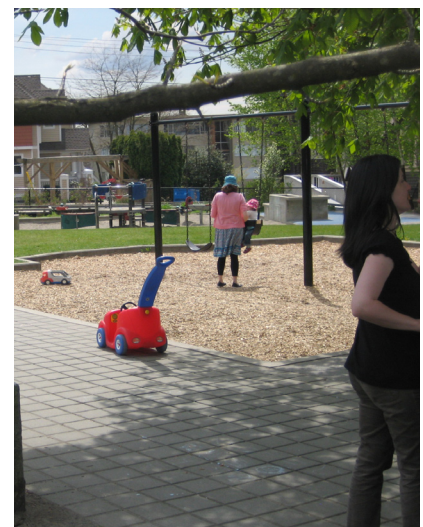
The city only has one water play area (spray park). This is low in relation to the provincial average and other municipalities. The District of North Vancouver has four water play areas, which may satisfy the City’s demand as well. Consultation may be warranted on interest in another water play area. This would be an appropriate facility for a high use location such as the waterfront or Boulevard Park.

Outdoor exercise equipment for all age groups is a relatively new trend that is gaining popularity, especially among seniors. This equipment is designed to meet various fitness needs, including rehabilitation, strengthening, and cardio-vascular work-outs. The District of North Vancouver has this equipment at Parkgate, however the City doesn’t have any to date. It might be of interest in Lower or Central Lonsdale due to the high seniors’ population.

Play and Exercise Equipment Recommendations

Management

- Work with resident groups, as part of park design projects, to identify the potential interest in and opportunities for a water play area.



5.0 Outdoor Recreation Facilities

- Work with seniors and resident groups, as part of park design projects, to identify the potential interest in outdoor exercise equipment, e.g., in Lower or Central Lonsdale.

Design Guidelines

- Install multi-aged equipment for climbing, swinging and playing games, which is suitable for young, middle and early teen age groups. Provide it alongside adult and senior opportunities. Take advantage of new and unique play facilities and equipment that come on to the market.
- Include accessible playground equipment in new, larger playground installations.
- Design parks as play environments, with a multitude of interesting elements and play opportunities, beyond the play equipment, including landforms and water where possible, e.g, Rey Sargent Park and Heywood Park.

Development

- Continue to upgrade playgrounds in accordance with the play equipment replacement program.
- Construct a water play area and/or outdoor exercise equipment if appropriate.

5.6 YOUTH PARKS

There is one relatively new skate park in the City, adjacent to the Harry Jerome complex. This supply is low compared to the provincial average and other municipalities. One more would be needed to meet comparable standards. The District of North Vancouver has four youth parks with skateboarding and/or biking, which may help to address the North Vancouver demand.

There are no bike skills parks in the City. There is a major trend towards the development of these parks, however the District of North Vancouver has a well established reputation as a biking destination, and bike parks have been built there to complement the mountain bike trails. Bike skills parks range from smaller facilities with small mounds and structures for children and young teens at a neighbourhood level, to higher level skills parks for older teens and adults, often located near mountain bike trails.

Successful parks provide “places for youth” beyond just the facilities. These parks offer multiple recreation opportunities at one location, along with observation and gathering areas around the edges of active recreation facilities. The observation and gathering areas help to attract those who may not partake in the activity, particularly girls, who often remain on the sidelines, but who also may be encouraged to participate if they feel welcome in the park.

Youth Park Recommendations

Management

- Engage the city's youth in determining if there is interest in a second youth park, possibly in or near the waterfront, or interest in a bike skills facility which may be integrated with or separate from the youth park, e.g., at Loutet park. If there is interest, select a location(s) with convenient greenway and public transportation access if possible.

Design Guidelines

- Design youth parks as “places”, with a multitude of interesting recreation facilities such as courts and skateboard / bike structures, as well as observation and gathering areas around the edges of the facilities.

Development

- Construct a second youth park and/or bike skills facility.

5.7 PARK BUILDINGS AND STRUCTURES

The primary buildings and structures in parks include washrooms, sometimes with fieldhouses, and picnic shelters.

There are 7 washroom buildings in City parks, plus 3 washroom/change room buildings, and 2 stand-alone change rooms. The supply of washrooms is above the provincial average of 0.14 / 1000 population. The City places many porta-potties in parks during warm weather. With increasing densities and high use levels, more washrooms in parks may be required, as noted in public consultation.

Some of the park buildings are getting very old. The washroom at the north end of Loutet and the shower/change room at Boulevard Park east of the soccer field are the worst.

Picnic shelters are a popular facility in parks, enabling use during showers and the long wet-weather season. These shelters are used for organized events, such as scheduled parties and events, as well as informal use, e.g., reading, card playing, informal picnics.

The City doesn't have any covered picnic shelters, though it has picnic facilities. Meeting the provincial average for picnic shelters of 0.06 / 1000 population would result in 3 shelters. There is an opportunity for this in the area where the horseshoe club used to have their horseshoe pits. There are two long metal roofs in good condition which would be easy to convert to picnic shelters.

5.0 Outdoor Recreation Facilities

“Maintain the natural environment - artificial costs more than nature.”

- Resident



Building and Structure Recommendations

Management

- Review park buildings and shelters to identify needs for upgrading and the need for any new buildings, particularly washrooms.

Development

- Upgrade buildings and structures as needed, including the washroom at the north end of Loutet and the shower/change room at Boulevard Park as a minimum.
- Develop new park buildings and structures as needed.
- Develop picnic shelters at one or two parks, e.g., upgrading the shelters at the previous Horseshoe Club location, Heywood Park.

5.8 OUTDOOR COURTS

Municipalities typically include three types of outdoor courts; tennis courts, basketball courts, and multi-purpose courts.

Demand for tennis courts has been growing in recent years, and it is a popular sport in North Vancouver. In many municipalities, the most popular tennis courts are those in multi-court complexes of at least 4 courts, where clubs and lessons can occur. The City has 16 tennis courts, which is close to the provincial average and the supply in other communities. There are 2 sets of 4 courts, and 4 sets of 2 courts. These are reported to be well used, and most are in good condition, except Tempe. The courts at Derek Inman are lit.

Single purpose basketball courts are usually older facilities. The City has 1 full size (Mosquito Creek) and 3 half-size basketball courts. The current trend is to provide basketball hoops as part of multi-purpose courts, also called sport courts. These courts are popular due to the many types of activities and higher use levels they can support. They cater to wide range of age groups, including toddlers on tricycles, children biking and playing roller hockey, and youth playing basketball. In some communities, there is a market for rental of sport courts for children’s parties and events. The City doesn’t currently have any multi-purpose courts; there are some in the District.

Outdoor Courts Recommendations

Management

- Work with the community around Tempe Park to determine if the need exists to upgrade the tennis courts or replace them with multi-purpose courts or another type of facility.

Development

- Develop multi-purpose courts as part of park upgrading or design projects.
- Consider lights on outdoor courts in high-use parks.

5.9 URBAN AGRICULTURE

Urban agriculture is a trend that is rapidly increasing in importance and popularity. Local governments and citizens are recognizing the multiple benefits of growing food in the city, including:

- Communal gardens provide important neighbourhood gathering places that promote sustainability, neighbourhood livability, urban greening, community building, intergenerational activity, social interaction, crime reduction, exercise, and food production.
- Educational urban agriculture programs teach children and citizens the importance of food security; implement school curriculum through an active, breathing, living garden; grow and produce food; create connections between neighbourhoods and schools; and build individual and community capacity.
- Community gardens help seniors stay active and independent.
- Community gardens provide a valuable physical, social, recreational activity, promote self sufficiency, and improve access to fresh food.
- Community gardens make urban living more pleasant, and can bring under-utilized land into production.

5.0 Outdoor Recreation Facilities

Successful urban agriculture involves the use of sustainable methods, involvement of a wide cross-section of the population, education, and marketing of the produce to residents.

The City currently has two community gardens. The one in the Lower Lonsdale area has about 50 plots. A new garden at Queen Mary School with 62 plots has also been built. There was significant interest in obtaining a plot. A recent proposal for an urban agriculture pilot project is being considered for a portion of Loutet Park.

Urban Agriculture Recommendations

Management Activities

- Develop an Urban Agriculture Strategy that identifies potential sites and options for delivery models, for City lands inside and outside of parks.
- Continue to support urban agriculture projects, and encourage more diverse projects that include an education component.
- Encourage community gardens in private developments, especially multi-family, and to allow community gardens as a permitted land use in all zones, except natural parks or environmental conservation areas.

Development

- Develop community gardens where practical, with community support, especially in higher density areas.

“Gardening is recognized as a recreational activity that promotes the health of the community by both promoting an active lifestyle and through healthy eating!”

- Resident



5.10 OTHER PARK FACILITIES

Many signs may be required in parks including: park identification sign, rules and regulations, directional signs, and interpretive signs. The City commissioned a study of existing signs, which found that many park signs are inconsistent with bylaws (and with each other). The study provides a sign replacement plan.

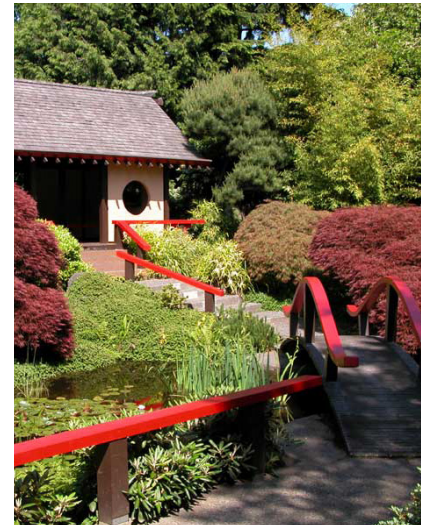
Other Park Facility Recommendations

Development

- Replace park identification, regulatory, directional and interpretive signs.

6.0

PARK MANAGEMENT



Sustainable operations that protect natural resources and safety in parks are the priorities.

This section addresses the multiple tasks involved in managing the park system, including: operations and maintenance, management of: environmental resources, programming in parks, and maintaining infrastructure.

6.1 OPERATIONS AND MAINTENANCE

The City has three budgets allocated for the operations and maintenance of parks, including budgets for: parks maintenance (main program), sports fields (partial funding from user fees), and park event support.

A program analysis was conducted in 2007 as part of the City's budget process. It describes the operations activities which are tracked by the Operations Management System 'OMS'. The major cost drivers for the parks operating budget include: staffing levels, wages and benefits; maintenance levels; the number of new sites to maintain; increasing demand for service; equipment costs; material costs; and weather-related damage.

New parks and facilities require operations and maintenance services, and the City did not have a mechanism in the past for ensuring operations funds would be allocated for new works. Operations budgets are now tied to new capital works.

The City maintains parks according to 5 maintenance levels, generally corresponding to the B.C. Landscape Standard. The maintenance levels have been mapped, and most parks include a variety of maintenance levels due to the different maintenance required for grass, sports fields, natural areas, etc. Figure 16 illustrates the correlation between maintenance levels and park classifications. As expected, higher levels of maintenance generally occur in Citywide and Community parks.

Park Class	Landscape Schedule					(blank)
	1 - High	2 - Mod	3 - Low	4 - V. Low	5 - Minimal	
City-Wide	6.6	20.6	0.9	3.7	0.0	1.6
Community	4.8	6.3		0.0	4.4	0.0
Neighbourhood	0.2	0.9	2.1	0.6	0.3	0.2
Natural Area	0.0	0.7	4.4	43.2	30.0	1.3
Open Space		0.0	1.3			2.8
Total (ha)	11.5	28.5	8.8	47.5	34.7	5.8

Figure 16: Maintenance Levels Compared to Park Classifications

Increasingly, the public expectation is that green initiatives take centre stage. The City has made noteworthy advances in its operations methods, incorporating many sustainable approaches. Some of these initiatives include:

- Pesticide bylaw,
- Efficient water use,
- Habitat management,
- Rain gardens for stormwater management,
- Operational review of parks operations to identify opportunities for reducing greenhouse gas emissions,
- Reduction of greenhouse gas emissions, e.g., electric bikes, electric truck, mulching leaves and placing them on floral beds instead of trucking them away,
- Conversion of manicured areas to naturalized,
- Increased use of low maintenance naturalized plantings,
- Urban forestry approach to tree and vegetation management,
- Adjustments to the turf mowing program in areas containing native plants,

- Identifying areas with invasive species and removing them as existing resources permit,
- Better physical barriers around environmentally sensitive areas – from snow fence to rail barriers,
- Partnerships with “green” non-profit groups,
- Stewardship initiatives with community volunteers,
- Increasing public education (pesticide use reduction, native plants, invasive plants, ESAs).
- Protecting natural or sensitive areas from trampling during public events, high public use,
- Educate staff on challenges, e.g., climate change, biodiversity, ecosystems,
- Risk management in natural areas, e.g., slope stability, hazardous trees,
- Use of well trained staff for smaller capital projects is increasing efficiency and saving money.

Operations and Maintenance Recommendations

Management Activities

- Recognizing the importance of the existing formal horticulture programs to the quality of life in the city, review the resource allocation and priority areas for horticultural programs to maximize the return on investment.
- Continue to review maintenance levels and operations budgets with respect to park classes to ensure that the higher level parks obtain respectively higher levels of maintenance, e.g., urban parks with very high use, such as the parks on the waterfront, require higher levels of maintenance.
- In addition to ensuring that operations budgets are allocated to new parks, ensure that operations budgets increase as the overall intensity and use of the park system increases.
- Review existing budget allocations to ensure that appropriate resources are devoted to maintenance of trails and natural areas.
- Identify opportunities for “no mow” areas to increase habitat values and reduce maintenance costs and greenhouse gas emissions.
- Encourage increased public education regarding invasive plants, e.g., TV news segments, courses, containers for dumping invasive plants.
- Continue to advance sustainable approaches to operations and maintenance practices, e.g., energy efficiency, capture of rainwater, water conservation, sustainable products, recycling, and naturalization (e.g., less grass mowing).



6.2 ENVIRONMENTAL MANAGEMENT

Natural Areas

During the consultation process, natural areas were consistently cited as a very important attribute of the City’s parks system that should be preserved and enhanced. Natural areas are valued for their ecological, educational and aesthetic benefits. Striking a balance between public use and access to these areas and preserving their values as sensitive ecosystems supporting wildlife is an ongoing challenge. This is an important consideration when developing park infrastructure and facilities in proximity to sensitive areas.

Not all of the City’s natural areas are protected within parks, as illustrated on Map 4 and Figure 17 which evaluate the City’s parks in relation to environmentally sensitive areas (ESAs). Much more land is protected as environmental sensitivity increases, however 33% of the high ESA land is not protected.

ESA Category	Area in City (ha)	Area in Parks (ha)	% in Parks
High	111.9	75.2	67.2%
Moderate	86.4	14.1	16.3%
Moderately Low	553.5	30.4	5.5%
Low	439.7	17.1	3.9%
Total	1,191.5	136.7	11.5%

Figure 17: ESA Protection in Parks

6.0 Park Management

There are many components of the environment that require management, including protection and enhancement of the various types of natural areas, as well as the management of threats to natural resources.

The primary challenges in the City include: invasive species management, and over-use leading to a variety of habitat impacts, trail braiding causing erosion and vegetation removal.

Some potential strategies to address these issues, some of which are already in place, include:

- good fencing to direct people – the City has had some successes with this method,
- well built and well maintained trails,
- education,
- signage,
- enforcement – this is a challenging area; potential methods include community stewards or park rangers; it is important that those involved in enforcement are not placed at risk,
- Invasive Plant Strategy – this is being planned.

Urban Forest

The City is endowed with an extensive canopy of trees, the urban forest. In addition to the many trees on private land, the City manages over 5,000 trees in its boulevards. There are inventories of street trees and forest areas. The inventory is being updated to include trees in parks as well.

The trees offer many benefits including: beauty, landscape character, protection from weather, privacy, wildlife habitat, reduction of energy use, and cleansing of water and air. There are also challenges associated with the urban forest, such as cracking of paving, clogging of drains, blocking views, excessive shading, hazards, and maintenance costs.

The City has conducted two major studies on the Urban Forest. The Street Tree Master Plan, 2004 (Lanarc Consultants Ltd.) provides a design and long-term planning framework for the planting, maintenance and funding of the City's street trees. It includes a street tree inventory, street tree plans and guidelines, and an implementation strategy. Street tree planting has been associated with capital development projects; there is an opportunity for larger scale proactive street tree planting.



The Urban Forest Management Plan, 2007 (Diamond Head Consulting Ltd.) provides a detailed analysis of the natural resources within the City's 14 parks which are managed as natural areas, and provides recommendations for managing these areas in both the short and long term. The study includes a detailed ecological inventory of each park, prescriptions that park managers can follow to meet the natural area management objectives for each park, and wildfire management plans for these parks.

Waterfront

Strategically situated along nearly five kilometres of Burrard Inlet, the City's waterfront provides an important and unique extension to the City's park system. The City's Waterfront Project aims to bring together the past, present and future into one spectacular destination.

Although most of the waterfront was industrial in recent history, the City has been working on establishing a community of residents, the Spirit Trail, and a variety of interesting uses along the waterfront. The 700-foot pier offers both a public promenade and adjoining moorage opportunities for leisure boats and ocean-bound visiting ships. Lonsdale Quay, Waterfront Park, the Burrard Shipyard which is a primary heritage site, and other open space and walkways along the waterfront in the urban setting offer unique opportunities such as nature observation, and harbour and scenic views.

The waterfront is an asset which is unparalleled in communities that do not have access to a waterway. Public access to and along the shoreline is essential if this asset is to be fully appreciated.

Environmental Management Recommendations

Management Activities

- Continue to provide education regarding natural areas, their values, and the impacts of various activities, using methods such as interpretive signs, brochures, website information, and guided walks.
- Continue to work closely with volunteer stewardship groups, and cultivate new relationships with other groups interested in protecting and enhancing natural areas throughout the city.
- Explore options for increasing monitoring in parks, e.g., volunteer stewards or park rangers whose role is to inform rather than enforce.
- Continue to monitor the impacts of use on environmental resources, and adjust design and operations practices as needed to minimize the impacts.

Planning Studies

- Complete an Invasive Plant Strategy.

Design Guidelines

- Continue to implement and improve design that minimizes the impacts of humans and dogs on natural areas, e.g., build and maintain trails to a high standard to reduce erosion, use directional fences and signs.

Development

- Continue to improve the accessibility and landscape quality of the waterfront, balancing opportunities for recreation with protection and enhancement of environmental resources.

Operations

- Increase management of natural areas, e.g. control and removal of invasive species, planting of native species, per the Invasive Plant Strategy.
- Implement the recommendations of the Street Tree Master Plan and the Urban Forest Management Plan in coordination with the Parks Master Plan.



6.3 MANAGING USE IN PARKS

Most park use is unplanned and free, and is only documented through observation. Three special categories of use are described here; special events, sports and inappropriate use.

Special Events

In 2008, there were 50 special events open to the community held in City parks, drawing an estimated attendance of 74,000 people. Most of the larger events took place in Waterfront, Mahon, and Heywood Parks. The largest events were Caribbean Days, with 34,000 participants over two days; and Canada Day, with 10,000 to 20,000 attendees. Popular events were also held at the Pier, including Party at the Pier and the Symphony.

The Special Events staff focus on empowering community groups, helping them to build capacity, and enhancing community engagement, social development, civic pride, quality of life, and opportunities for all members of the community. Staff also provide equipment that the groups can borrow. The existing budget for park events is insufficient to support the current level of service for the number of events taking place.

Facilities exist at all of these parks, but some infrastructure improvements are needed. Waterfront Park needs better washrooms, electric supply, storage and access. Since many of the events have a regional draw, all of the events and potential locations need to be considered in a broad context to ensure that resources and events are distributed appropriately. Residents of the region move freely, and they do not distinguish City and District boundaries.

6.0 Park Management

The City has established policies and procedures for these events, which are so important in enlivening the City. According to the policy, four parks are available for group picnics and special events: Heywood, Mahon, Waterfront and Boulevard Parks (Parks Regulation Bylaw, 1996, No. 6611). There are many events that take place in the City's parks, programmed and produced by:

- the City (e.g., Carol Ships, Concerts in the Parks, Square Dance Festival, Father's Day celebrations),
- other agencies (e.g., Canada Day, Easter Egg Hunt, Port Day),
- non-profit groups (e.g., Caribbean Festival, Car Club Displays, Family Festival),
- private groups (e.g., weddings, company picnics), and
- commercial ventures (e.g., political parties, auctions).

The Economic Development staff at the City also rely on the use of some parks for special events, e.g., Olympic-related gatherings, filming. The sites of interest to them include: Waterfront Park, Kingsmill Walk, Burrard Drydock Pier (including St. Roch Pier), and the future Shipbuilders Square.

Sports and Organized Recreation

The North Vancouver Recreation Commission books all sports leagues in North Vancouver (city and district) onto all of the available fields, regardless of ownership and management of the fields. The inventory includes artificial turf, grass and all weather fields under the jurisdiction of the City, District and School District #44.



“Serve as many needs as possible without letting any lobby group dominate.”

- Resident

The Recreation Commission is also responsible for programming other organized recreational uses in parks. Typically, commercial ventures (e.g., private boot camps) are not allowed in City parks, unless they are granted special permission (e.g., free yoga camp at Waterfront Park). Activities that pass through parks, e.g., stroller fitness, running groups, are permitted. Summer camp use of parks needs to be approved by the City. The recreation centre day camps sometimes take the young campers into the parks for activities.

Inappropriate Use

Some City parks experience social issues at certain times. These are typically described as a range of illicit activities taking place in parks including vandalism, drug and alcohol use, people sleeping/camping in the parks, and other inappropriate activities. The problem extends beyond witnessing these activities. The debris that is left behind (needles, condoms, remnants of informal camp sites) contributes to the concern and poses a public health risk.

The locations of social problems are influenced by neighbouring uses and the level of activity/animation in an area. In all cases, avoidance of parks due to social concerns must be balanced with the benefits obtained from the benefits that parks offer, including physical activity and social connections.

People's concern about their personal safety can be linked to their perception that an area is experiencing social problems. However, other factors can also contribute to worries over personal safety such as poor lighting, poor sight lines, too few people using the park, and a lack of informal surveillance of the park. In some cases, there is stigma related to particular parks because some people exaggerate the situation. Although there is a difference between social issues and personal safety, they are dealt with together here because many of the goals and strategies aimed at addressing the problems are the same.

Social issues are challenging, but they are not insurmountable. Many communities have "turned areas around" through focused management. One way of addressing these problems is to increase police presence within the parks system. This method is very expensive. Other methods including design and programming to attract larger numbers of legitimate visitors to parks; these methods have the added benefit of animating parks while enhancing informal surveillance and developing a sense of local ownership. A regular schedule of legitimate activities and good maintenance practices can help to enhance the perception that parks are safe and inviting places to be. Keeping parks maintained with prompt litter and graffiti removal can also enhance perceptions about safety.

Managing Use Recommendations

Management Activities

- Update the Park Events Policy, and in it clarify the types of events appropriate for each park, and the role of the City in supporting events.
- Work with the North Vancouver Recreation Commission on policies related to programming in parks, considering expansion of the criteria, e.g., allowing private boot camps in parks.
- Develop programs to increase surveillance, particularly in parks with social issues, e.g., park attendant programs that offer some formal activities, Neighbourhood Park Watch groups.
- Keep track of the parks experiencing social issues, and improve design and programming to address these issues.

Design Guidelines

- Apply CPTED (crime prevention through environmental design) principles to park design and upgrades, particularly for parks experiencing social issues.

Development

- Upgrade parks as required so they have the capacity to support the types of special events to occur there.
- Upgrade parks as required to address social issues, e.g., adding legitimate uses such as dog off-leash areas, walking routes, urban agriculture.

Operations

- Keep parks experiencing social issues maintained with prompt litter and graffiti removal.
- Encourage cycling to major events by providing secure bike storage.

6.4 INFRASTRUCTURE CONDITION

A significant amount of the parks infrastructure in older parks is aging. The needs for upgrading infrastructure City-wide have not been quantified, however staff have identified capital project requirements that include:

- playground replacements and upgrading,
- replacement of old lights at sports fields,



- upgrading or replacement of washrooms and other park buildings,
- upgrading of sports fields, and
- replacement of the artificial turf surface on sports fields.

Infrastructure Condition Recommendations

Management

- Monitor and plan needs for upgrading of infrastructure.

Development

- Continue to upgrade infrastructure in parks as required.
- Replace the surfaces of the artificial turf fields when required.

7.0

IMPLEMENTATION



The implementation plan respects the OCP and financing opportunities, and provides guidance for decision-making.

7.1 CONSISTENCY WITH OCP

Parks Master Plans sometimes require revisions to a City's OCP to achieve consistency. An analysis was conducted to determine the correlation between the OCP and the recommendations of this plan. The Parks Master Plan is highly consistent with the policy paths outlined in the City's OCP, as illustrated in Figure 18.

7.2 FINANCING METHODS

It is recognized that implementing all of the recommendations listed in this Master Plan will require the commitment of significant resources and that these commitments must be considered in relation to other municipal needs. The recommendations will be placed into a phased implementation schedule which fits appropriately within the overall financial plans of the City.

Funding for acquisition and development of parks is derived from general City Reserves, such as interest earned on the City's Tax Sale Land fund, and the interest and principal in the City's Community

Parks Master Plan Features	Sense of Place	Land Use	Transportation, Mobility and Access	Community Well-Being	Environment	Parks and Greenways	Leisure and Culture	Community Infrastructure	Economy and Economic Development	Financial Planning
Vision for the Future	√	√	√	√	√	√	√		√	√
Parkland										
Classification and Standards	√	√	√	√	√	√	√			√
Zoning and Tenure		√				√				
Land Acquisition	√	√	√	√	√	√	√	√	√	√
Outdoor Recreation Facilities										
Park Design	√	√	√	√	√	√	√	√	√	√
Trails and Greenways	√	√	√	√	√	√	√	√	√	√
Sports Fields	√	√	√	√		√	√	√	√	√
Dog Off-Leash Areas	√			√	√	√	√		√	
Play and Exercise Equipment	√			√		√	√		√	√
Youth Parks	√			√		√	√		√	√
Park Buildings and Structures	√			√		√	√	√	√	√
Courts	√			√		√	√		√	√
Urban Agriculture	√	√		√	√	√	√	√	√	√
Other Park Facilities	√			√		√	√		√	√
Park Management										
Operations and Maintenance	√		√	√	√	√	√	√	√	√
Environmental Management	√		√	√	√	√	√	√	√	√
Managing Use in Parks	√		√	√	√	√	√	√	√	√
Infrastructure Condition	√			√		√	√	√	√	√

Figure 18: Relationship to OCP Policy Paths

Enhancement fund, as well as Development Cost Charges (DCC's). The City's DCC bylaw charges a fee for all new subdivisions and residential units to cover parkland acquisition. The *Local Government Act* also allows the use of the interest earned on DCC's for the following types of parkland development: fences, landscaping, drainage and irrigation, trails, rest rooms, changing rooms, and playground and playing field equipment.

The *Local Government Act* does not currently allow the use of DCC principal funds for park improvements, however the City has used the interest earned on DCC funds to finance some park improvements.

7.0 Implementation

The following is a summary of the Park DCC budget status:

- Total collected including interest since 1997 - \$13,978,087,
- Total spent on park improvements - \$3,086,335.

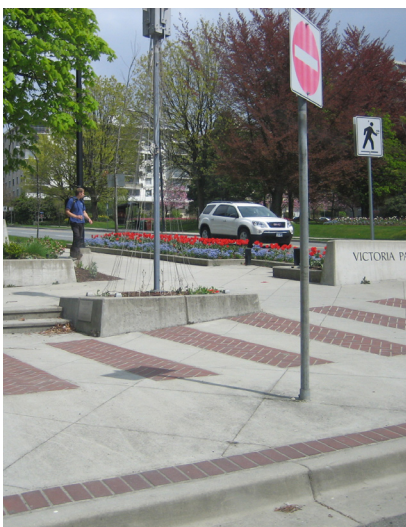
The parks survey conducted in 2004 indicated public interest in funding initiatives to continue existing services as follows (only support over 10% is shown):

- Partnerships with private or community organization – 35% support
- Tax levy to fund improvements – 35% support
- User fees at parks for specific activities – 18% support

The same survey conducted in 2004 indicated public interest in funding to reduce operating expenses as follows (only support over 10% is shown):

- Increased corporate sponsorships – 51% support
- Increased commercial advertising – 35% support
- Paid parking at facilities – 19% support
- Increased rental charges for facilities – 17% support
- Increased registration fees for programs – 17% support

A total of 79% support sustainable park maintenance.



In addition to the financing sources listed above, other financing methods include: increased partnerships, negotiations with developers to achieve more park construction, grants, density transfer, land swaps, and increased bequesting of land.

Financing Recommendations

- Increase partnerships with private and community organizations for park and trail development, outdoor recreation programs, and stewardship.
- Prepare a new DCC bylaw to include both land acquisition and as broad a definition of park improvements as the Province will allow, based upon a new understanding of growth, density, and the requirements these impose on parks in a highly urbanized municipal setting.
- Negotiate with developers to acquire parkland and to have developers pay for park and trail construction as part of new development projects. Use tools such as density transfer and land swaps where appropriate.
- Develop and publicize a program to encourage and support bequesting of parkland.
- Continue to apply for grants for park and trail development.
- Prepare policies and guidelines related to private sponsorships, advertising, and commercial use of parks.
- Review user fees, and consider new fees for rental of park facilities other than sports fields.
- Consider charging for parking at City-Wide parks.
- Consider the use of a tax levy for major park or trail projects.

7.3 PRIORITIES AND PHASING

Capital Development

The City has a 10 year project plan for Parks and Environment, updated annually, which identifies proposed capital projects, along with a ranking by Council (priority of A or B), and an estimated cost allocated to a specific year. All of the capital projects are addressed by recommendations in this plan. Other recommended projects in this plan may be part of projects already identified or they may entail new work.

Figure 19 illustrates the capital development recommendations in this Master Plan, correlates them with the 10 year project plan, and identifies the priority, phasing and relative cost, with assumptions as follows:

Phasing

- Short – within 3 years
- Medium – 4 – 5 years
- Long – over 5 years

Project	New	Priority	Phasing	Cost
Trails and Greenways				
North Shore Spirit Trail Wayfinding		A	Short	Low
Spirit Trail Greenway - Harbourside West Overpass		A	Short	Low
Spirit Trail Greenway - Section 1 + 2 - Kings Mill / Riparian /		A	Short	Low
Spirit Trail Greenway - Section 3 - Harbourside Drive		A	Short	Medium
Spirit Trail Greenway - Section 4A - Bewicke		A	Short	High
Spirit Trail Greenway - Section 4B - Burrard Yacht Club		A	Short	High
Spirit Trail Greenway - Section 5 - CN Railway/Squamish Nation Mosquito Creek		A	Short	Medium
Spirit Trail Greenway - Section 7 - Forbes/Waterfront Park/Chesterfield		A	Short	Medium
Spirit Trail Greenway - Section 8 - Lonsdale Quay / Carrie Cates Court		A	Short	Medium
Spirit Trail Greenway - Section 13 - 3rd Street Hill Connection		B	Long	High
Spirit Trail Greenway - Section 14 - Moodyville & Sunrise - Heywood Street		B	Long	Medium
Spirit Trail Greenway - Section 16 - Park & Tilford - Sunrise Park to Lynnmouth Park			Long	Medium
Spirit Trail Greenway - Section 17 - Main and Cotton		B	Long	Medium
Grand Boulevard Green Necklace - Implementation		B	Long	High
Green Necklace - Jones Avenue Leg - Keith Rd to 21st Street		B	Long	High
Green Necklace Greenway - Lonsdale Ave to Greenwood Park		B	Long	High
Green Necklace Greenway - West 21st Street (Lonsdale to Jones)		B	Long	Medium
Upper Levels Greenway - East of Lonsdale Connections		B	Long	Medium
Park Development				
Lower Lonsdale Small Park Renewal		B	Medium	Medium
Heywood Park Master Plan Implementation		A	Short	High
Tempe Heights Park Tennis Court Refurbishment		A	Short	Low
Waterfront Park Master Plan & Implementation		A	Short	High
Victoria Park Path and Drainage Upgrades		A	Short	Low
Boulevard Park - Master Plan Implementation		B	Long	High
Chief August Jack Park Master Plan and Upgrade	Yes			
Larson Park Master Plan and Upgrade	Yes			
Rodger Burnes Park Master Plan and Upgrade	Yes			
Sports Fields				
Loutet Park Baseball Diamond Irrigation Installation		A	Short	Low
Loutet 2 Soccer Field Drainage Renewal		A	Short	Medium
Kinsmen Field North Renovations		A	Medium	Medium

Project	New	Priority	Phasing	Cost
Dog Off-leash Areas				
Develop two new dog off-leash areas	Yes*	A	Short	Low
Play and Exercise Equipment				
Playground Upgrades		A	Medium ongoing	Low - annual, increasing
Boulevard Park Playground Replacement		A	Short	Medium
Water Play Area	Yes*			
Outdoor Exercise Equipment	Yes*			
Youth Park				
New youth park and/or bike skills park	Yes*			
Park Buildings and Structures				
St. Andrews Park Washrooms		B	Medium	Medium
Upgrade Loutet washrooms	Yes			
Upgrade Boulevard Park washrooms	Yes*			
Upgrade Horseshoe Club to be a picnic shelter	Yes			
New picnic shelter, Heywood Park?	Yes*			
Outdoor Courts				
Develop multi-purpose courts	Yes*			
Consider lights on some high-use courts	Yes*			
Urban Agriculture				
Develop more community gardens and urban agriculture	Yes*			
Other Park Facilities				
Park Signage - Regulatory, Interpretive and Identity		A	Short ongoing	Low - annual, increasing
Environmental Management				
Invasives Management and Forest Restoration		A	Short ongoing	Low - annual, increasing
Improve and restore the waterfront	Yes*			
Managing Use				
Upgrade parks for special events	Yes*			
Upgrade parks to address social issues	Yes			
Infrastructure Condition				
Confederation Artificial Turf Field Drainage Repairs		A	Short	Low
Confederation Field Turf Replacement		A	Short	Medium
Sutherland Field Turf Replacement		B	Long	Medium
Repace Parks Parking Lots, Roads and Repair Curbs		A	Short ongoing	Low - annual, increasing

* could be part of a park upgrading project already listed

Figure 19: Priority, Phasing and Cost of Development Projects

Relative Cost

- Low – under 100,000
- Medium – 100,000 to 750,000
- High – over 750,000

New items are identified with “Yes”. An asterisk next to the “Yes” denotes recommendations that may already be encompassed in larger park upgrade projects. New projects are not assigned a priority, phase or cost, since those will need to be determined by Council and staff.

Management

Management Activities	Priority	Phasing
Parkland		
Adopt new park classifications	A	Short
Adopt population-based standards as a guideline	A	Short
Prepare a long-term Parks Acquisition Strategy	A	Ongoing
Continue to negotiate for parkland through development	A	Ongoing
Establish zoning and zone all parks	B	Medium
Consolidate parks properties	B	Medium
Continue to collaborate with SD on use of school sites	A	Ongoing
Park Design		
Prepare Park Master Plans	A	Ongoing
Negotiate with developers for spaces with public value	A	Ongoing
Integrate NVRC recreation staff into park planning and design	A	Ongoing
Trails and Greenways		
Plan and coordinate greenways projects	A	Ongoing
Sports Fields		
Assess fields for upgrade potential with DNV	A	Short
Review field allocation and scheduling with NVRC	A	Short
Investigate potential for second tier fields	A	Short
Dog Off Leash Areas		
Identify new off-leash areas	A	Short
Work with dog owners to improve use patterns	A	Ongoing
Designate a no-dogs trail	B	Medium
Play and Exercise Equipment		
Identify interest in a new water play area	B	Medium
Identify interest in outdoor exercise equipment	A	Short
Youth Park		
Identify interest in a new youth park	B	Medium
Park Buildings and Structures		
Identify needs for upgrading buildings and washrooms	A	Ongoing
Urban Agriculture		
Encourage and support more urban agriculture projects	A	Ongoing
Encourage community gardens in private developments	A	Ongoing
Operations and Maintenance		
Review resource allocation and horticulture	A	Short
Review maintenance levels re: park classes	A	Short
Ensure operations budgets increase with development and use	A	Ongoing
Review operations budgets for trails and natural areas	A	Short
Identify opportunities for "no mow" areas	A	Short
Continue sustainable operations and maintenance practices	A	Ongoing
Encourage increased public education regarding invasive plants	A	Ongoing
Environmental Management		
Continue education on natural areas	A	Ongoing
Continue work with volunteer stewardship and other groups	A	Ongoing
Explore options to increase monitoring in parks	A	Ongoing
Complete an Invasive Plant Strategy	A	Ongoing

Management Activities	Priority	Phasing
Managing Use		
Update the Park Events Policy	A	Short
Work with NVRC on policies related to programming in parks	A	Short
Increase surveillance through programs in parks	A	Ongoing
Monitor and manage social issues in parks	A	Ongoing
Infrastructure Condition		
Monitor needs for upgrading of infrastructure	A	Ongoing
Administrative Recommendations		
Amend the OCP Parks Section for consistency	A	Short
Update the City's GIS information	A	Short
Maintain an up-to-date GIS inventory of parkland	A	Ongoing
Work with other city departments on plan implementation	A	Ongoing

Figure 20: Priority and Phasing of Management Recommendations

This plan contains many recommendations that are to be undertaken as part of the management role of Parks and Environment staff. These are identified in Figure 20, along with a proposed priority and phasing. Many of these recommendations will need to be implemented on an ongoing basis.

In addition to the management recommendations listed in the preceding sections of this plan, there are additional administrative recommendations that are more general in nature:

- Amend the Official Community Plan parks section to be consistent with the park inventory, classifications, standards and zoning recommended in this Parks Master Plan.
- Update the City's GIS information with the data generated for this project.
- Maintain an up-to-date map inventory of parkland as it is acquired in the future.
- Work with other city departments on various aspects of plan implementation.

7.4 DECISION-MAKING FRAMEWORK

In the course of management of parks and trails, there are instances when decisions need to be made regarding budget allocations among worthwhile projects. The following is a guiding framework for decision-making. While it might appear more objective to apply values or weights to these criteria, each case is unique, and sometimes an expenditure that meets one criterion is more important than another that meets several:

Decision-making Criteria

- Ensure that existing resources are adequately maintained for safety, environmental protection, human health, and appearance. This is a prerequisite.
- Replace aging infrastructure for safety, environmental protection, human health, and appearance. This is a prerequisite.
- Use the following criteria for parkland acquisition:
 - An opportunity arises to obtain land that may be suitable as parkland at a cost significantly below market. Take advantage of these opportunities since land values increase over time, even if the property is sold or swapped in the future.
 - Land is in a location that is currently underserved and/or where population is increasing.
 - Land is adjacent to and improves the quality of an existing park, e.g., increases road frontage, provides opportunities for more recreation facilities, trail links.
 - Land has environmental value, natural resources at risk, or high potential for environmental enhancement, e.g., along a creek corridor.
 - Land has cultural value.
 - Land helps to interconnect parks and trails.
 - Protection of the land is of interest to the public.
- Use the following criteria for parkland or trail development:
 - Park or facility is in poor condition.
 - Development benefits a relatively large number of people.
 - Development addresses a gap in supply.
 - Development increases the range of services.
 - Development assists in equitable distribution of facilities.

- Development is relatively self sustaining and/or contributes to sustainability.
- Development is relatively low cost, especially in relation to benefits, and provides low cost opportunities.
- Development is adaptable to different user groups and changes over time.
- Development increases accessibility and inclusiveness.
- Development offers social gathering opportunities.
- Development contributes to the uniqueness of the City.
- Development contributes to active living.
- Development helps to interconnect parks and trails.
- Development protects or enhances natural or cultural resources.
- Partnership or funding opportunity allows for leveraging of City funds.
- Development can be phased over time.
- Development addresses the demographic need in a neighbourhood.
- Development is of interest to the public.

7.5 CLOSING COMMENTS

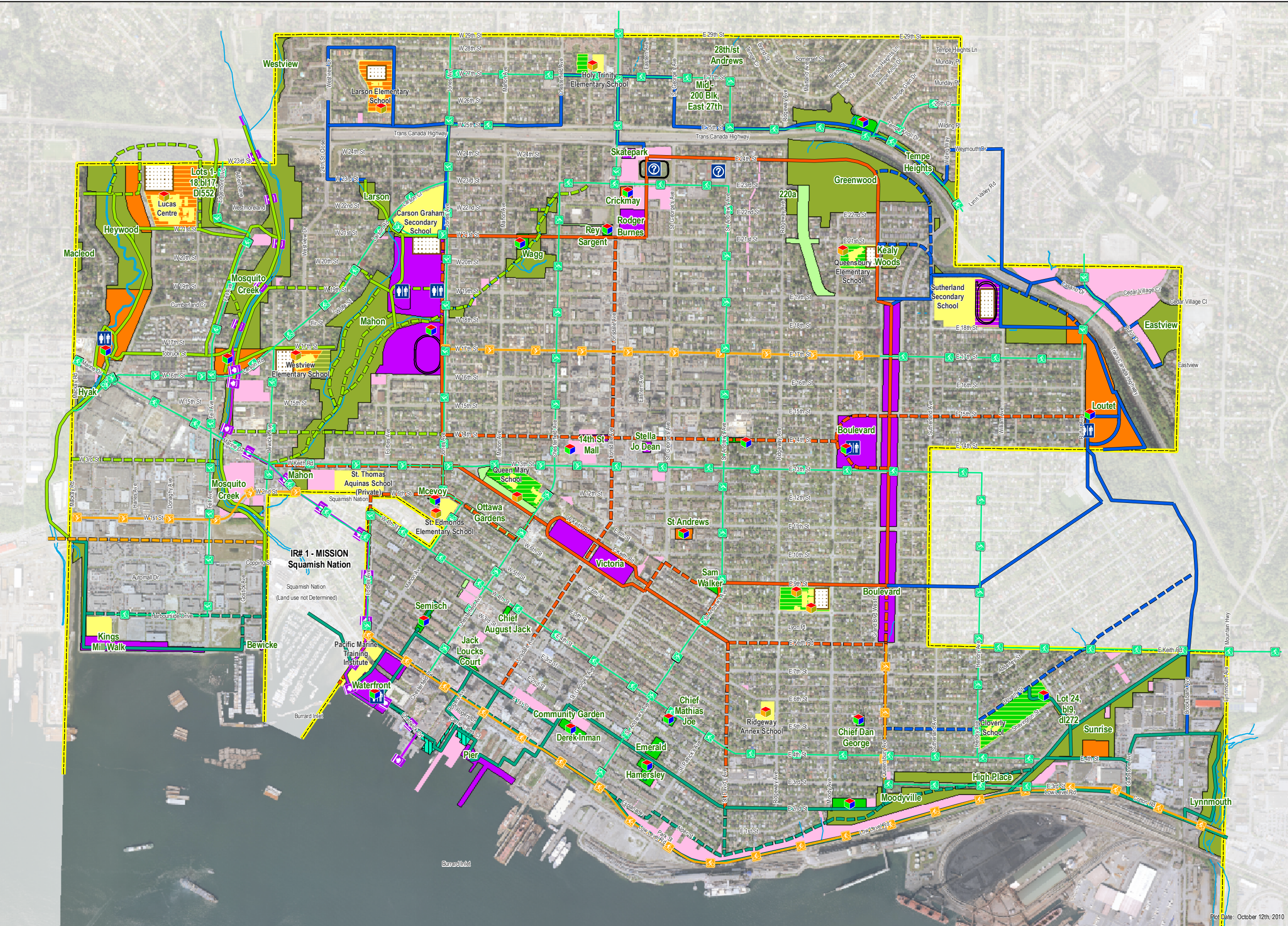
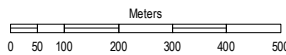
The subtitle selected for this Master Plan, “activity and diversity”, is reflective of the unique characteristics of the City’s parks. In a relatively small amount of land, there is an impressive amount of activity and a high level of diversity in the settings and the opportunities. With the Parks Master Plan as a guide, the City can be expected to celebrate and enhance the activity and diversity in its parks, while also achieving the vision for the future that it has established for itself.

Map 1: Existing Parks and Trails

Legend

- School Playground
- Playground
- Washrooms
- For Removal*
- Running Track
- School Playing Field
- Official Bike Route
- Marked
- To Be Marked In Future
- OCP Trail System**
- Upper Levels Trail System - Primary
- Upper Levels Trail System - Secondary
- Ravine Trail System - Primary
- Ravine Trail System - Secondary
- Green Necklace Trail System - Primary
- Green Necklace Trail System - Secondary
- Waterfront Trail System - Primary
- Waterfront Trail System - Secondary
- Potential Rail Trail Connection
- Trans Canada Trail
- Parks**
- City-Wide Park
- Community Park
- Neighbourhood Park
- Natural Area
- Open Space / Boulevard
- Other Open Space
- Schools**
- School Use
- City-Wide Use
- Community Use
- Neighbourhood Use
- Natural Use
- City Owned Land
- City Border
- Stream

*Note: Norsemen and Micky McDougal fields are not included since they are scheduled for removal as part of the Harry Jerome redevelopment

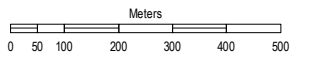
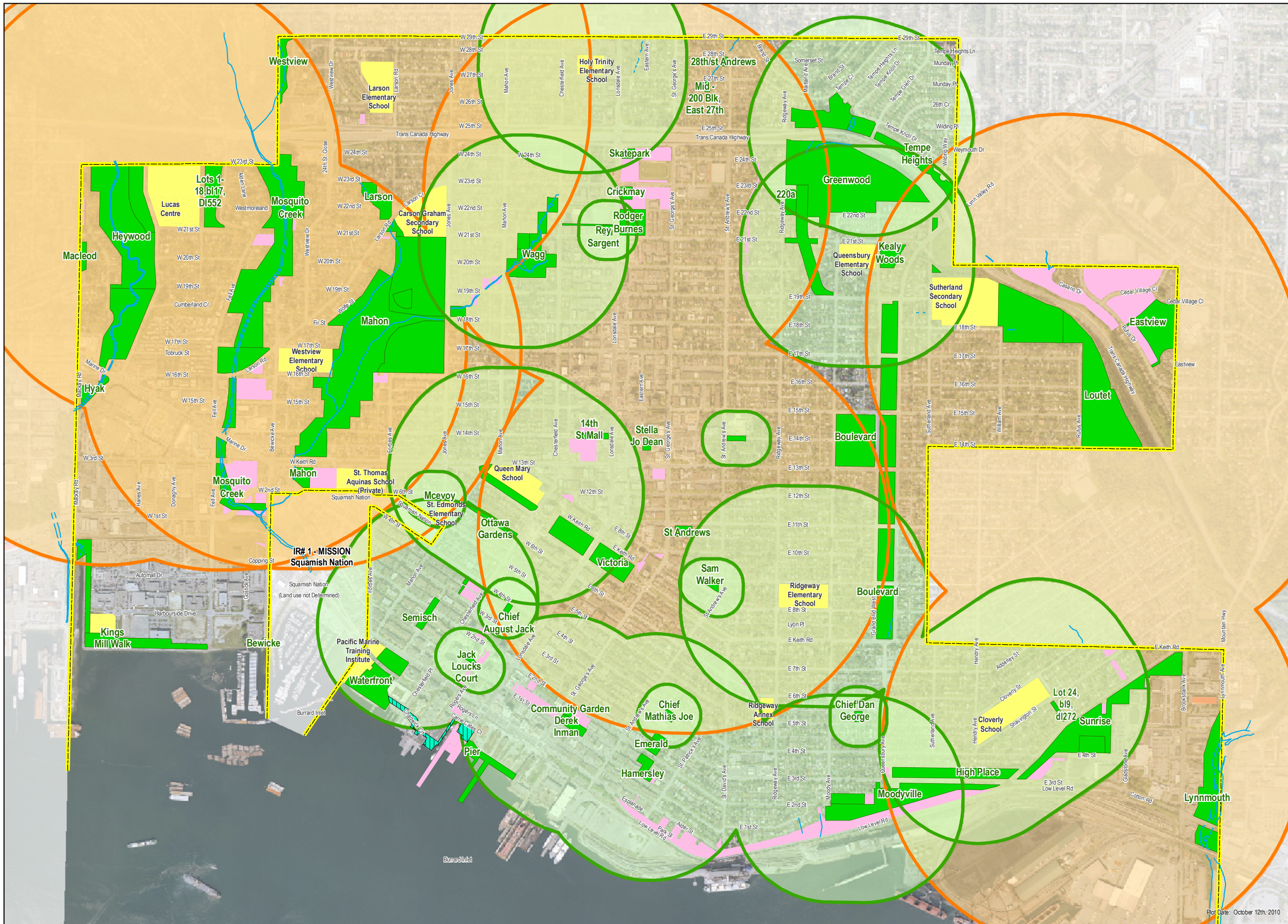


Map 2: Park Spatial Analysis

Legend

- Neighbourhood Parks & Schools Buffer (0.4 & 0.1 km)**
- Community Parks & Schools Buffer (0.8 km)
- Parks
- Other Open Space
- Schools
- City Owned Land
- City Border
- Stream

**Note: under 0.2ha park - 0.1km catchment
>0.2ha park - 0.4km catchment



Map 3: Parks Master Plan

Legend

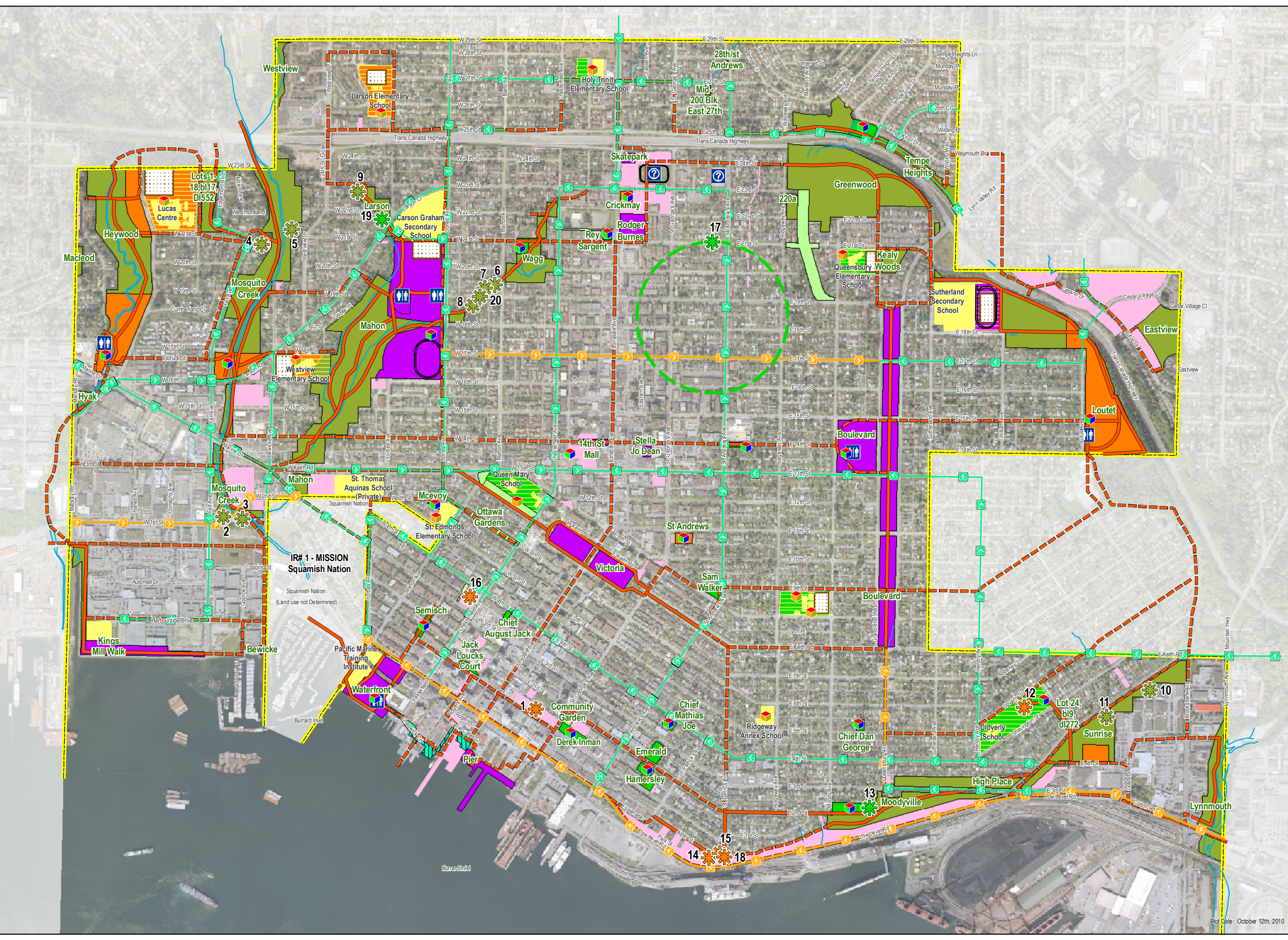
- Proposed Community Park Acquisition
- Proposed Neighbourhood Park Acquisition
- Proposed Natural Area Acquisition
- School Playground
- Playground
- Washrooms
- For Removal*
- Running Track
- School Playing Field
- Official Bike Route
- Marked
- To Be Marked In Future
- OCP Trail Status**
- Existing
- Proposed
- Parks**
- City-Wide Park
- Community Park
- Neighbourhood Park
- Natural Area
- Open Space / Boulevard
- Other Open Space
- Schools**
- School Use
- City-Wide Use
- Community Use
- Neighbourhood Use
- Natural Use
- City Owned Land
- City Border
- Stream

*Note: Norsemen and Micky McDougal fields are not included since they are scheduled for removal as part of the Harry Jerome redevelopment



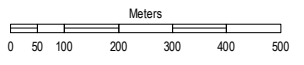
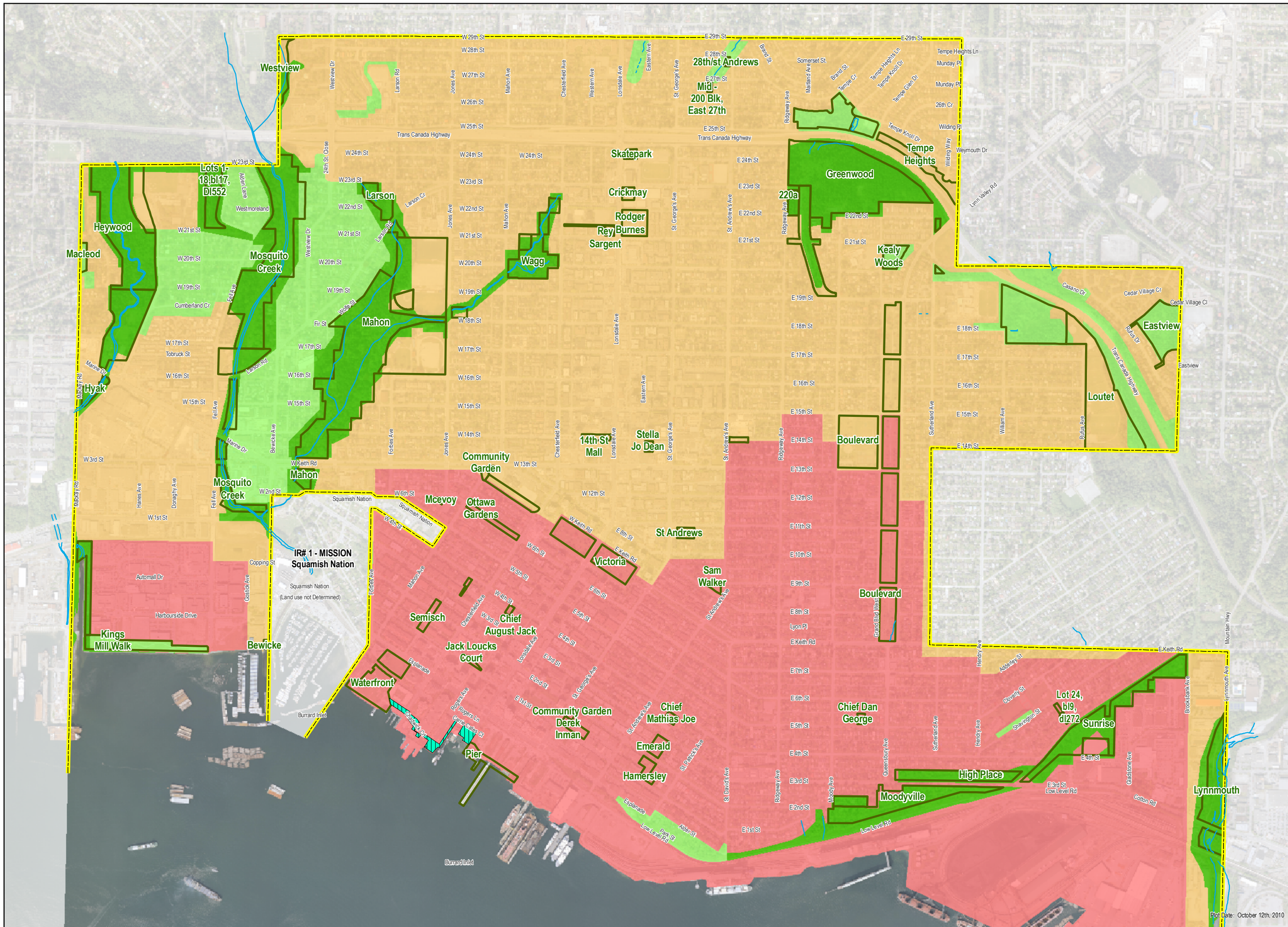
Meters

0 50 100 200 300 400 500



Map 4: Parks and Environmentally Sensitive Areas

- Legend**
- Parks
 - Other Open Space
 - ESA Designations**
 - High
 - Moderate
 - Moderately-low
 - Low
 - City Border
 - Stream

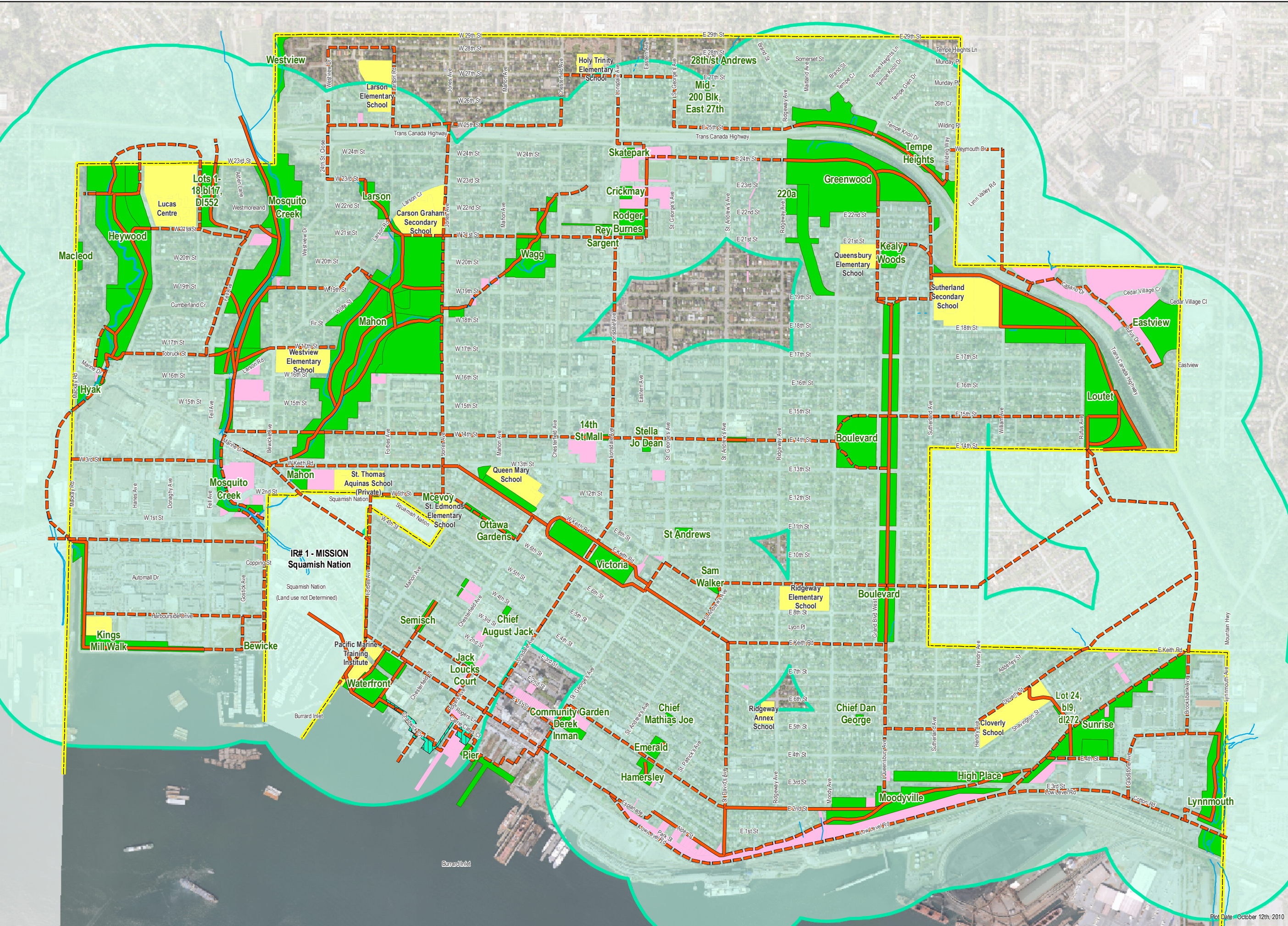


Map 5: Existing Trail Spatial Analysis

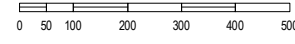
Legend

- OCF Trail Status
- Existing
- Proposed
- Existing Trail Buffer (400m)***
- Parks
- Other Open Space
- Schools
- City Owned Land
- City Border
- Stream

***Note: Analysis does not include bike routes



Meters



The City of North Vancouver
141 West 14th Street
North Vancouver BC V7M 1H9

Tel: 604.985.7761
Fax: 604.985.9417
info@cnv.org
www.cnv.org

