# WHAT'S INCLUDED IN ASSET TARGETS?

This chapter articulates needs relating to Park Board spaces, facilities, and amenities. It describes management, development and renewal needs and sets targets to support capital and area planning and measure progress over time.

This total asset management tool identifies areas of greatest need for physical parks and recreation assets, provides a tool to track progress over time, and fosters clarity and consistency in decision-making. Asset Targets evaluates the current state of parks and recreation as well as sets an aspirational standard for the future.

# MOVE 2: ASSET NEEDS TOOL: ASSET TARGETS

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### BACKGROUND

### ASSET AND SERVICE NEEDS

The Park Board is in the business of delivering parks and recreation services, both the provision of infrastructure (the initial acquisition of land, followed by a cycle of construction, maintenance and renewal), and ongoing programming and operation.

This chapter articulates needs relating to Park Board spaces, facilities, and amenities. It describes management, development and renewal needs and sets targets to measure progress over time.

### WHAT ARE ASSET TARGETS?

Assets are just one part of service provision. Asset targets evaluate the current state as well as set an aspirational standard for the future. Each asset target utilises qualitative and quantitative measures, such as number of amenities, distribution of amenities, access or public satisfaction, depending on the type of amenity or service.

The targets take a citywide perspective, and look broadly across different amenities and facilities to catalyse further detailed studies. Specific targets were determined through thorough consideration of trends, benchmarking against other cities, population projections, and service needs identified by the community, partners and staff.

### WHAT ASSETS ARE INCLUDED?

The asset targets described in this chapter consider the quantity, quality, capacity, and distribution of parks, natural areas, outdoor recreation amenities, and facilities in the City of Vancouver, managed in some respect by the Park Board.

It is important to recognise the regional context of the Lower Mainland and the other service providers and partner organizations who contribute to the suite of services available to Vancouverites There are public and private providers for nearly every type of amenity described, the importance of which was explored in VanPlay *Report 1 – Inventory and Analysis*.

While parks and recreation assets managed by the Park Board are the primary focus of this chapter, acknowledgement of other service providers and opportunities for partnerships are highlighted throughout.





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the number of amenities citywide or in a given neighbourhood and the number needed into the future QUALITY

the condition of a space or amenity and how well it fulfills community needs CAPACITY

the ability to meet community needs, accomodate a growing population and adapt to changing demands DISTRIBUTION

the spread/distribution of amenities across the city and within a specific community PUBLIC DEMAND

the quality of response to community requests and needs through changes to amenities and programs

### BACKGROUND

### METHODOLOGY

With significant pressures on the parks and recreation system, the Park Board needs a strategic approach to ensure demand continues to be met in Vancouver. The City has limited resources to fund and maintain infrastructure and needs to set realistic provision goals. In some cases, the same number of amenities may have to 'work harder,' i.e., the same asset serves more people.

### HOW ARE THEY USED?

The outlined service and asset needs, and subsequent asset targets support:

- The capital planning process, by identifying new assets required and renewal needs for existing amenities.
- Community and/or area planning processes, by acting as a starting point for a recreational needs assessment.
- Measuring progression and improvement over time by stating current service provision and challenges.
- Clear and consistent decision-making by providing a citywide context for service provision.
- Ongoing strategic planning by identifying need for deeper analysis or investigation of innovative management and operation initiatives.
- Comparison and benchmarking across other municipalities and nationally.

These targets give us a tool to track demand citywide but do not determine projects for specific locations. The targets are to be used in conjunction with public engagement and other planning tools, such as asset management systems, neighbourhood plans, other citywide strategies, as well as with more detailed plans for specific amenities, parks, and community centres.

Community involvement in planning at the local level will further inform the outcome at specific locations and wisdom of those systemically excluded are heard, represented, and valued in dialogue and decisionmaking around equity.

### HOW DID WE CREATE THE ASSET TARGETS?

The asset targets and recommendations were determined through thorough consideration of trends, benchmarking against other cities, population projections, and service needs identified by the community, partners and staff.

As the population is anticipated to grow by nearly 150,000 people over the next 25 years, it is challenging to make assumptions around the needs and demands of that future population. Unpredictable trends, new sports and entirely new ways to use our leisure time may emerge over the next 10 years.

The asset targets—both current and future—use population-based ratios primarily because of the ability to compare service levels across numerous different amenities and facilities. Population-based estimates help highlight where the most significant gaps in amenities will be in the future and are best used in conjunction with other analyses, such as use data, participation rates, and demand indicators from public and stakeholder feedback.

Future planning studies and strategies will include more detailed needs assessments, which may result in additional asset targets being added. The Park Board will engage the public and stakeholders as an integral part of this important work.

### VANCOUVER RESIDENT POPULATION

Asset targets track the quantity of a given amenity, usually per 1,000 residents. Different measurements are included here due to unique characteristics of each asset. The population numbers used in this analysis are:

**2016** 631,487 residents

CURRENT PROVISION				
Asset	2019 Inventory	2019 Citywide Provision (1 per XXXX people, unless otherwise noted)*		
Action Sports				
Skate Parks	9	70,165		
Bike Parks	2	315,750		
Parkour Areas	2	315,750		
Aquatics				
Aquatics	9 indoor pools, 11 swimming beaches, 5 outdoor pools and 1 lake	10,888		
Wading Pools	15	21,000		
Spray Parks	15	21,000		
Community Centres	24 centres, 710,000 sq. ft.	1.2 sq. ft. (or 1 centre per 26,000 people)		
Community Gardens	13 on Park Board lands	48,500		
Court Sports				
Ball Hockey	15	42,099		
Basketball	42	15,035		
Volleyball	65	9,715		
Lacrosse Box	2	0		
Padel Court	0	0		
Pickleball	9	70,165		
Roller Hockey	4	157,872		
Tennis	165	3,827		
Field Sports				
Playing Fields	164	3,898		
Ball Diamonds	119	5,307		
Fitness				
Fitness Centres	25	84 sq. ft. of net programmable fitness area		
Outdoor Fitness Equipment	11	57,400		
Golf	3 18-Hole Championship Courses, 3 Pitch and Putt Courses	1 course per 210,496 people		
Horticulture	102.02 hectares	6,190		
Indoor Dry-Floor Sports	0	0		
Natural Areas	482 hectares	1,310		
Parks	1,262 ha total parkland/670 ha neighbourhood parkland	1.06 ha neighbourhood parkland		
Play Areas	166	3,800, or 1 per 450 children aged 0–14		
Rinks	8 ice rinks at 8 locations, one rink at Britannia, and 2 curling rinks	78,936		
Trails and Paths	TBD	TBD		
Washrooms	94	33,236		

#### NOTES:

\*This inventory does not indicate capacity or demand. It indicates supply per Vancouver resident only, for comparison purposes. Some amenities, such as washrooms in destination parks are subject to demand from visitors to the park. This is not captured here.

#### <u>Fitness Centres:</u> Inventory consists of 15 Park Board managed and 10 CCA managed. In terms of provision, the net programmable fitness area does not include control, admin. or trainer offices, change rooms, washrooms, lobby or storage space.

#### <u>Horticulture</u>

Sourced from Turf + Horticulture Booklet, 2016.

#### Parkour Areas:

One of those mentioned in inventory is to be located under the Cambie Street Bridge, currently in the design and planning phase.

#### Playing Fields:

Inventory consists of 143 turf grass fields, 14 synthetic at 11 locations on School and Park Board lands, and 7 all-weather gravel fields.

# **ASSET TARGET SNAPSHOT**

Asset	Supply	Renewal Timeline	Distribution	Page # (in this document)
Action Sports				54
Aquatics				
Aquatics				56
Spray Parks				76
Community Centres				60
Court Sports				
Ball Hockey				62
Basketball				62
Volleyball				63
Lacrosse Box				63
Padel Court				63
Pickleball				63
Roller Hockey				63 & 68
Tennis				63
Field Sports				
Ball Diamonds				58
Playing Fields				64
Fitness				65
Golf				65
Horticulture				66
Indoor Dry-Floor Sports				68
Local Food				69
Natural Areas				70
Parks				72
Play Areas				74
Rinks				75
Track and Field				77
Trails & Paths				78
Washrooms				79



"MAINTAIN SUPPLY" recommends meeting the needs of the growing population by increasing capacity of the existing facilities or amenities.

"**INCREASE SUPPLY**" recommends adding more facilities or amenities where demand cannot be met with the existing supply.

# **ASSET TARGET SNAPSHOT** Noo Drythoor Sports Facility WITHIN THE CITY **DISTANCE TO ASSETS** This diagram depicts the relative location and distribution of amenities throughout the city.

£7 4 **CLOSE TO** HOME Natural Area's Playarounds Sproy head Court Sports Camputatio Pools Centres Rinks STRATEGIC BOLD MOVES-ASSET NEEDS I 51

tield Sports

Trails

FILLESS

TOMORES

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# **ASSET TARGET SNAPSHOT**

### SUMMARY OF STRATEGIES

The 2040 Asset Targets, recommendations and supply, maintenance and distribution projections were determined by examining current inventory, use and demand trends, asset condition, and feedback from stakeholders and the community.

The aspirational asset target recommendations in this section do not account for the limitations of parkland or funding. For amenities that require a lot of space (e.g. running tracks) or are expensive to build and maintain (e.g. aquatics), creative solutions will be needed beyond just "adding more." The limitations of parkland and funding also make it necessary to set priorities, find partners and make trade-offs that will result in a balanced parks and recreation system that is welcoming and inclusive for all.

There are many ways to increase provision of assets throughout the city:

- BUILD NEW:
  - As development occurs, there is an opportunity to increase the supply of parks and recreation spaces, amenities, and facilities through Development Cost Levies (DCL) and Community Amenity Contributions (CAC). The asset target standards will guide need assessments for parkland and amenities, reflecting gaps in the existing supply and identifying needs based on the anticipated population.
  - The Park Board plans for new facilities and amenities as part of **park renewal projects**. These projects assess existing parks to identify service gaps and to target areas and amenities for renewal.
  - Through **capital planning**, the Park Board allocates funds for additional amenities and improvements to the parks and recreation system, including acquisition of parkland.

- THROUGH RENEWAL: There is a need to increase renewal rates for several Park Board assets (e.g. play spaces, community centres.) Renewal allows existing parks to 'work harder' by balancing increased use with necessary funding. Increasing the rate of renewal addresses the wear and tear that results from intensive use in growing neighbourhoods.
- **BUILD RESILIENCE:** The Park Board aims to build resilient amenities that can hold up to the realities of climate change and seismic hazards while also tolerating a higher capacity for use (e.g. artificial turf fields). Increased durability can help keep pace with intensive uses, sea level rise, more severe weather, and earthquakes.
- **REPURPOSE:** Community needs grow and change. Repurposing existing amenities and spaces allows us to re-envision our park system and to respond to shifting trends and needs (e.g. a growing demand for pickleball). Outside of on-going parkland acquisitions, the Vancouver Park Board is managing a system that is largely built-out so re-purposing allows us to proactively respond to changing needs. Moving forward, this may mean conversion of existing spaces and amenities to accommodate new uses as well as increasing the functionality of existing parks and facilities.
- THROUGH PARTNERSHIPS: Partnerships will be increasingly important in meeting community needs and user group needs. In some cases, public or private sector partners are better positioned to meet local needs. In other cases, the Park Board can achieve more by collaborating on capital projects or ongoing operational efforts as well as through donations and cost sharing with user groups and associations. Mutually beneficial partnerships can also result in unique opportunities that expand access to parks and recreation.



BIKE PARKS AND PARKOUR

ACTION SPORTS: SKATE PARKS,

# Super Mattern Destebilit

Skateboarding continues to be popular and use of skate parks has expanded to include other wheeling activities, like BMX, scooters, roller and in-line skating.

There is a need to increase the quantity of skate parks, as well as to increase the quality and diversity of design by providing a hierarchy of types, sizes, and skill levels. Accommodating other users, such as BMX cyclists and roller/ in-line skaters through skate features, Parkour areas, and bike skills areas is particularly important for youth.

### Service and Asset Needs

- Create a Skate Park Strategy to guide service provision, quality, and diversity of skate features in parks and consider expanding consideration to a broader set of wheeling activities.
- Explore partnership opportunities outside of parks through collaborations with the City, Vancouver School Board, Translink, and other land owners.
- Select location and design of skate parks based on surrounding land uses, proximity to schools, and accessibility by bike and transit.
- Integrate Parkour areas into park design and during park renewals where appropriate.

- Add one additional skate park and two additional skate features (dot or spot) per capital plan.
- Provide at least one year-round (i.e. covered) skate park.
- Add two more parkour areas and two more bike skills tracks.



### ARTS AND CULTURE

This Arts and Culture Asset Target is currently a placeholder, subject to the outcomes of ongoing work to support diverse cultural visibility through arts, culture and storytelling.

A cultural framework is being developed to guide decision making for cultural development, decolonization, expression in parks, prioritisation of intangible cultural heritage and to promote cultural redress.

Asset targets will be developed as a result of this work and in light of the recently released City of Vancouver Strategy, "Culture|Shift: Blanketing the City in Arts and Culture."





### AQUATICS

Vancouver's pools, beaches and spray parks are vital in providing healthy recreation opportunities and connections to the community.

VanSplash, Vancouver Aquatic Strategy (2019) presents a 25-year vision for the future of aquatics in Vancouver, in anticipation of a changing and aging population. Its mission is to deliver a wide range of accessible aquatic experiences for residents and visitors that support Vancouver as a highlyliveable, world-leading coastal city.

The recommendations outlined here represent an excerpt of VanSplash Vancouver's Aquatic Strategy and focus on city-wide, service approach type actions. Detailed, site specific recommendations can be found in the strategy document.

#### Asset Needs

- Continue the renewal of indoor facilities reaching the end of their functional lifespan.
- Increase the capacity of the system to accommodate anticipated population growth and to achieve the renewed and increased aquatics use across all facilities.
- Provide a balanced range of aquatic experiences throughout the system.
- Support a balanced delivery model that includes small scale pools as well as large scale facilities to deliver a greater diversity of aquatic experiences.
- Renewal of outdoor pool facilities that are considered jewels in the system but need investment to maintain and extend their functional lifespan.
- Improve the geographic distribution of outdoor pools while providing a balanced range of aquatic experiences throughout the system.
- Provide a balance of recreation, fun, socializing, and fitness including lane swimming, instructional and skill development at each outdoor pool facility where possible.

### Service Needs

- Investigate the feasibility of operating (an) outdoor pool(s) with extended season.
- Consider activating or enhancing the range of aquatic experiences offered at beaches, i.e. temporary water play.
- Find a better way to collect information on how many people use our beaches and how they use them.
- Invest in maintaining and enhancing existing beaches by upgrading and replacing changing facilities, food and beverage offerings, shade and all abilities accessibility.
- Consider enhancing the diversity of experiences offered at/ from the beach including ocean play and floating structures and ocean swimming lessons.
- Support the enrichment of Vancouver's aquatic services to offer fun, spectacle, diverse, and vibrant experiences by implementing one innovation per capital plan.

### 2040 Asset Targets

- 5.0 swims per capita\* per year by 2045
- One aquatic innovation per capital plan

\*Recognizing that full pools can be perceived by some as over-crowded, the strategy recommendations support a capacity of between 5.0 and 6.0 swims per capita.





### BALL DIAMONDS

The supply and distribution of ball diamonds across the city is good. However, there is a short-term need to renew the inventory to improve the quality and capacity of existing ball diamonds.

#### Recommendations

- Further analysis is required to determine demand, latent demand, caliber, suitability for types of play, competition level, distribution, condition, maintenance and the ratio of softball pitches to regulation-sized diamonds required to inform future asset needs as part of the Sport Field Strategy.
- Collect additional data on the quality and playability of all diamonds in the city, including the turf field.
- Partner with the Vancouver School Board to improve access to school fields.
- Match the sizes and designs of existing fields to demand and accommodate multifunctional fields where possible during renewals.

### Service Needs

- Continue to work with the Vancouver Field Sports Federation and user groups to determine needs.
- Review allocation of Ball Diamonds within the overall field allocation policy.
- Define "good condition," in collaboration with user groups and recreation and operations staff to support meeting the 2040 asset target with a service focus.

- Improve overall quality of existing ball diamonds to achieve 70–80% of ball diamonds in good condition.
- Increase the hours of play by +25%.



Rich Saunders Field I Park Board



### COMMUNITY CENTRES

A Community Centre Renewal Plan is needed to identify priorities and timelines for renewal.

Community centres offer the opportunity to learn new skills, build a social network, be physically active, exercise your creativity and engage your brain. They are currently jointly operated by the Park Board and Community Centre Associations, creating a dynamic and robust service delivery system that is strongly tied to local communities and volunteers.

Approximately 60% of the total floor areas of recreation facilities in Vancouver were built in the post war period (50s, 60s, 70s) and as such, much needs to be renewed over the next two decades. Centres designed for the programs and operating practices of the 1950s and 1960s do not adequately meet present or future demands for leisure services. They are dated in both appearance and function, with one or more of the following deficits being an issue in older centres:

- Inadequate pedestrian, parking and service access;
- Unwelcoming and poorly defined entry ways;
- Constrained reception/lobby areas;
- Inefficient building layouts, inadequate storage, and inappropriate floor, wall and ceiling surfaces;
- Limited or no visibility from circulation areas of activity spaces and poor internal and external connections;
- Advantage not taken of views and park settings; and
- Need for universal accessibility, wayfinding standards.

As existing community centres are renewed, they will need to be expanded, particularly in growth areas. New facilities will likely be needed to accommodate an expanding range of desired uses, such as more arts and culture activities. Industry trends indicate a programming preference for multifunctional spaces in centres.

### **Community Centre Facility Condition**



The target is to renew or substantially improve an average of two existing community centres per capital plan resulting in at least 70% of facilities being in "good" or "fair" condition (currently 45%).

Community centres are very well utilized, where space is not currently being used efficiently it is likely a building functionality issue. To accommodate a growing population, approximately 140,000 sq. ft. of community centre space is required by 2040 to maintain the current citywide service level of 1.2 sq. ft. per capita.

A strong partnership with Community Centre Associations, bolstered by the signing of Joint Operating Agreements (2018), will bring a focus on improving equity, inclusion and access to community centres across Vancouver.

# ASSET NEEDS

## **ASSET TARGETS**

### Asset Needs

- Update the Community Centre Renewal Plan (2001), in collaboration with the Community Centre Associations. Priorities for renewal to consider:
  - Facility Condition Indices;
  - A 10-year major maintenance schedule;
  - Seismic resilience and the critical role community centres play in emergency response (6 centres are designated Emergency Centres and/or Disaster Hubs); and,
  - Qualitative data from staff and CCAs on the programmability and operational functionality of facilities for renewal.
- Co-locate facilities with parks, recreation amenities, libraries, schools, childcare/preschool spaces, cafes, and health services where possible.
- Improve the indoor/outdoor connections between community centres and adjacent parks, recreation amenities and public spaces.
- Increase the diversity of programs and activities that can be accommodated by providing a balance of arts, culture, sports, fitness, multipurpose, community spaces, youth priority, senior priority, casual use and social spaces. This can be accommodated during new builds, renewals, or through expansion or re-purposing of existing spaces.
- Establish facility designs based on local and citywide needs, and balance all the different possibilities through a needs assessment process.

- Provide a balance of local and community scale facilities in combination with city-scale facilities to reach an optimum balance of place, character, access and operational efficiency.
- Continue to seek community centre provision through in-kind community amenity contributions for redevelopment, rezoning and other planning proposals as required.

### Service Needs

- Improve data acquisition and sharing, including: facility/amenity utilization, program participation, quality of experience, barriers to participation, youth/seniors utilization, and integration of truth and reconciliation.
- Advocate for increased maintenance budgets to better meet needs, particularly in Initiative Zones and growth areas, to account for increased intensity of use.

- Maintain the current citywide average of 1.2 sq. ft. of community centre space per person (excluding rinks and pools). This does not determine the size of new centres. Size of individual community centres when they are renewed is determined on a case-by-case basis using a catchment study and needs assessment.
- Improve resident level of satisfaction with community centre facilities. 2017 VanPlay survey reported 75% satisfaction, however a citywide comprehensive survey is required to establish baseline.
- Renew an average of two existing community centres per capital plan (50-year life cycle) resulting in at least 70% of facilities being in "good" or "fair" condition (currently 45%).

### COURT SPORTS

There is a need to improve the quality of tennis courts and basketball courts and to increase the number of volleyball, pickleball, and multisport courts.

The current outdoor court inventory is heavily weighted toward tennis, basketball and beach volleyball. Many Vancouver School Board sites also include basketball courts or hoops. Indoor gymnasiums at community centres provide space for volleyball, basketball and pickleball year-round. There are no indoor or covered tennis facilities in the city, although there are indoor courts at UBC and adjacent municipalities. The demand for other court sports, such as ball hockey, roller hockey, bike polo, box lacrosse and padel has not yet been assessed.

### Asset Needs

- Increase the supply of pickleball and other sport courts through renewals or building new multi-sport courts.
- Plan for groups of courts to enable groups and clubs to play and host events/tournaments.
- Partner with the Vancouver School Board to improve access to school courts.
- Collect data to support assessment of demand for courts of various types and use (casual, tournament, lessons etc.).
- Describe optimum service levels (court sports typologies, location, associated infrastructure, locations, design, maintenance and renewal timelines and standards (i.e. define "good condition") in collaboration with user groups, recreation and operations staff as part of the Court Sport Strategy.

#### Service Needs

• Create an Outdoor Sport Court Management Plan to consider use, access, booking and demand management systems.

Asset	Supply	Renewal Timeline	Distribution
Ball Hockey			
Basketball			
Volleyball			
Lacrosse Box			
Padel Court			
Pickleball			
Roller Hockey			
Tennis			



- Improve existing tennis court quality to achieve 70-80% in good condition.
- Add lines and equipment to accommodate pickleball at 4 new locations (Add 2 pickleball court locations per capital plan).

#### Tennis

While supply is good, the quality of tennis courts needs improvement. Approximately 60% have been characterised as in poor condition. Consideration should be given to either resurfacing the tennis courts or converting them to help improve the balance of different types of courts provided. Groups of courts are desired, and there is significant demand for covered or indoor tennis courts in the city to enable year-round play (Indoor Tennis Feasibility Study, 2011).

### Volleyball

Volleyball is a growing sport for both indoor and beach volleyball formats. Outdoor courts in Vancouver are currently concentrated at beaches, taking advantage of natural sand. There could be opportunities to provide and support casual use of sand, grass, or hard surface outdoor courts elsewhere across the city, particularly in areas that do not have access to natural sand beaches. However, with little data available, the demand for more outdoor volleyball courts should be assessed through discussions with user groups and at the neighbourhood level through public engagement during the park renewal process.

### Pickleball

Pickleball is a growing sport that needs additional court space. Approximately four pickleball courts can fit within the footprint of one tennis court. Pickleball is a social game, often with groups playing together concurrently, so groups of courts are preferred.

#### **Basketball**

Given the lack of data available on casual use of outdoor basketball courts, it is difficult to set provision standard goals. Further complicating the supply question is the fact that basketball is also commonly available at schools and in community centre gymnasiums. Demand should be assessed through discussions at the neighbourhood level through public engagement during the park and community centre renewal processes. There is potential to develop more multi-sport courts.

#### **Other Court Sports**

The supply and demand for other court sports, such as ball hockey, roller hockey, bike polo, box lacrosse and padel has not yet been assessed; however, through community engagement, strong demand for additional outdoor hard surfaces for roller derby and ball hockey was received. The recommended approach is to assess need through public engagement at the neighbourhood level and through public and stakeholder engagement during the park renewal process. The Park Board should continue to seek opportunities to improve the variety, quality, and multifunctionality of sport courts.



STRATEGIC BOLD MOVES-ASSET NEEDS I 63



### FIELD SPORTS

While the number and distribution of fields is good, there is a need to improve quality to accommodate increasing demand, especially for tournament hosting.

The Vancouver Field Sports Federation has identified a lack of supply of grouped fields for event/tournament hosting, or "sports hubs."

Improving the quality of and capacity of fields will help accommodate more intensive use. Investment in drainage and irrigation, and ensuring the size and quality of the fields matches the type and intensity of use can result in more fields of a higher grade throughout the year. Industry standards indicate that a lit synthetic turf field can accommodate up to 105 hours of use per week (including approximately 48 prime time hours on weekends and evenings). A turf grass field can accommodate 12–14 hours of play per week and requires seasonal closures for field recovery.

### TURF COMPOSITION



#### Asset Needs

- Undertake a comprehensive review of all fields to determine condition and category (as defined by playability and hosting ability) and to engage the public in considering asset targets, sustainability goals, and recommendations around synthetic turf playing fields (Field Sports Strategy).
- Continue to work with the Vancouver Field Sports Federation and user groups to determine needs, improve equitable access, and improve efficient use of field space.
  - Known priorities include:
    - Two new co-located synthetic turf fields for field hockey use; and
    - Fields to accommodate additional football and rugby.
    - Consider conversion of existing all weather gravel fields to turf or artificial turf. Those with existing lights should be prioritised and considered for synthetic turf to maximise playable hours.
    - Continue to seek opportunities to create sport hubs of two of more co-located fields.
    - Continue to partner with the Vancouver School Board to improve access to school fields.

### Service Needs

• Create a Field Allocation Policy to facilitate equitable access to fields and support sport development.

- Increase the available hours of play by 25%.
- Increase the number of Grade A\* or higher, turf fields by 15%.



### FITNESS: FITNESS CENTRES + OUTDOOR EXERCISE EQUIPMENT

Fitness centres, associated spaces and services are in high demand and should be welcoming, accessible, and barrier-free for everyone.

Fitness centres are in very high demand and either at capacity or exceed capacity. The trend is for increasing sizes of weight rooms and cardio machine areas, as well as more flexible spaces for stretching, body weight exercises, fitness programs and associated services, such as personal training and physiotherapy.

Ten of the total 25 fitness centres in community centres are managed by Community Centre Associations. Community centre fitness centres will need to ensure they differentiate themselves from other providers in the city and continue to provide a low-barrier option that meets the needs of diverse ages and abilities and acts as a gateway to fitness. Demand for outdoor fitness equipment is also increasing, especially by older adults and casual users who want lowcost, easily accessible options to diversify their exercise routines.

### Service and Asset Needs

- Consider outdoor fitness equipment during park renewals with the following considerations:
  - Locate in close proximity to path and trail loops and active transportation networks.
  - Locate adjacent to a sports field, ball diamond, track and field facility or community centre to facilitate programming and frequent use by the community.
- Partner with Community Centre Associations to ensure all fitness centres and outdoor equipment are accessible, inclusive, low barrier, and programmable for diverse populations (all ages, vulnerable and underserved).
- Set a minimum size of 8,000 sq. ft. for all new, renewed or retrofitted fitness centres.

- Increase the citywide average size of fitness centres to 4,000 sq. ft. (currently 2,124 sq. ft.)
- Add one new outdoor fitness location per capital plan.



### GOLF

The Asset Target for golf is pending the results of the Park Board Golf Course Strategy, which will incorporate a review and analysis of Park Board's golf courses, pitch-and-putts, driving ranges, and local and regional service provision.

The scope of the study will include:

- An understanding of local and regional context;
- An inventory and analysis of existing conditions, use and demand;
- Guiding principles to target outcomes, such as affordability of recreation, access for all and environmental restoration; and
- An exploration of opportunities to expand diverse programming on golf courses (i.e., demand for golf versus other potential parkland uses).



### HORTICULTURE

The asset target for horticulture is pending the results of further study exploring the city's extensive ornamental horticulture assets, seasonal displays and destination gardens, such as VanDusen Botanical Garden, the Quarry Garden at Queen Elizabeth Park and the Rose Garden in Stanley Park.

The Park Board's horticultural assets span a vast spectrum from spectacular seasonal displays to naturally managed, ecological horticulture beds.

A comprehensive citywide analysis of horticulture is underway with a view to describe a vision, approach and supporting operational policy. The analysis will consider approved strategic direction, such as the Biodiversity Strategy (2016), Bird Strategy (2015), Water Conservation Action Plan (2017), Green Operations Plan (2013) and the Urban Forest Strategy (2014, 2018).

Further site-specific detail will be provided via the Stanley Park Comprehensive Plan, VanDusen Botanical Garden and Bloedel Conservatory Strategic Plan and the Queen Elizabeth Park Master Plan.





### INDOOR DRY-FLOOR SPORTS

Providing indoor and weather protected space for sports to grow and thrive year-round is a priority.

There are currently no year-round indoor dry-floor facilities for tennis, walking, lacrosse, ball hockey, roller hockey or roller derby. Ice rinks currently convert to dry-floor facilities for only a short period of the year to provide space for lacrosse, roller hockey, and roller derby. The Indoor Tennis Feasibility study (2011) indicated that there is considerable latent demand for indoor tennis courts.

### Service and Asset Needs

- Conduct a needs assessment and feasibility study for indoor multi-sport facilities. Needs assessment should consider indoor tennis, lacrosse, ball hockey, roller derby, roller hockey, squash and racketball. The feasibility study should consider a model for delivery (stand alone and distinct from the existing community centre model or potential for incorporation into a community centre).
- Consider potential locations for indoor dry floor facilities as part of a community centre build or other opportunity.
- Explore opportunities to cover existing outdoor assets in parks to enhance year-round use.
- Seek partnerships and agreements for community use of non-city/Park Board spaces for indoor sport uses throughout the year.

#### 2040 Asset Targets

• Provide at least one indoor multi-sport facility by 2025.



Roller Derby at Robson Square Rink I Dani Boynton (via Rolla Skate Club)

### LOCAL FOOD



There is a need for more access to food and a wider variety of affordable food options at or near parks and community centres. Shared gardens and kitchens are "third spaces" for the community to socialise and relax.

Improving food opportunities will include strategies such as accommodating food trucks, improving existing concession stands in parks, and increasing affordable food options at community centres. Access to opportunities to grow food is also important. Parks will continue to be potential locations for community gardens alongside street rights-of-ways and other City-owned land. The Urban Agriculture Policy sets the criteria for people wanting to apply to start a community garden.

### Asset Needs

- Consider adding appropriate food nodes (i.e., gardens, local markets, mobile food vendors or concessions, community kitchens) along the Citywide Parks and Recreation Network (*Strategic Bold Move Tool*) and in locations with community centres, multiple playing fields, destination playgrounds, beaches and other key destinations where people stay for a few hours and engage in food learning and programming.
- Increase inclusive local food projects and access to healthy, culturally diverse, local, and sustainable food in parks and at community centres.
- Improve infrastructure to support farmers markets.

### Service Needs

- Implement recommendations from the Park Board Concession Strategy: A Fresh Approach (2018).
- Update Park Board's Local Food Action Plan (2013).
- Enhance resiliency by incorporating post-disaster food planning at community centres.

- All new community gardens on Park Board managed land have at least 50% of total area dedicated to collective food growing.
- Complete at least one project per year that supports sharing and gathering to cook or eat food in parks.



### NATURAL AREAS



Increasing the diversity of landscapes in parks-including pollinator meadows and wetlands-will better support local biodiversity and offer more diverse experiences in nature.

There are opportunities to expand habitat, restore ecosystems, and improve access to nature throughout the city. There is strong public interest in having more wild spaces in the parks system and in improving stewardship of natural areas. In addition to making big strides in the ecological health of the city, environmental stewardship offers opportunities to recreate through volunteerism and builds social capital through care of natural areas by residents in their leisure time.

This work reflects and is supported by robust strategy; Biodiversity Strategy (2016), Urban Forest Strategy (2014, 2018), Bird Strategy (2015), Water Conservation Action Plan (2017), Environmental Education and Stewardship Action Plan (2014). The following needs are intended to support implementation of this work.

### Asset Needs

- Increase the proportion of naturalised areas in the parks system and expand the variety of ecosystems in all park typologies to improve biodiversity, increase connectivity, and increase access to nature throughout the city, with a focus on Initiative Zones (see Equity Chapter).
- Provide enhanced ecological connectivity for birds, pollinators, insects and urban wildlife between natural areas through wildlife corridors and flyways.
- Map the various landscape types and opportunities to access nature with the goal of providing access to a naturally-managed area of at least 0.4 ha (1 acre) within a 10-minute walk of all residents.

#### NOTES:

The Biodiversity Strategy set an asset target to restore or enhance 25 ha of natural area by 2020, which has now been met. "Natural areas" include marine/shoreline, wetlands, riparian, forested areas and intertidal zones, natural managed areas in parks and street ROW.

- Inventory and map the existing naturally managed areas to identify opportunities to increase wild spaces in parks. Integrate these findings into the upcoming horticultural standards study.
- Create an Invasive Species Policy to establish an integrated approach to managing established and emerging invasive species in parks.
- Establish principles for the integration of green infrastructure in parks where it brings overall benefits to the park and park users, but avoids loss of usable parkland to infrastructure.

#### Service Needs

- Support reconciliation through learning and incorporating First Nations ways of knowing and co-management of lands.
- Increase the opportunity for community stewardship of existing natural areas.
- Preserve and balance public access to beaches and waterfronts, while increasing environmental protection through environmental stewardship and education.

- Restore or enhance an additional 5 ha of natural area each capital plan (1–3 ha per year).
- Add at least 5 projects for bird and pollinator habitat each year.
- Grow environmental stewardship (volunteers and advocates) by 25%.





### PARKS

Many competing priorities and the high cost of land means that creative solutions are required in order to continue to supply park space to meet the needs of all Vancouverites.

The current asset target of "neighbourhood parkland" that was set in 1992, is 1.1 hectares per 1,000 people and has served the city well. Current citywide average provision of neighbourhood parkland is 1.06 ha per 1,000 and 99% of people are within a 10-minute walk of a park or green space (80% are within a 5-minute walk). However, distribution is uneven and some neighbourhoods are underserved. For example, Grandview Woodland and Fairview neighbourhood areas have less than 0.6 ha per 1,000 residents.

### **Recommendations for Capital Planning**

As acquisition in high density areas is increasingly difficult, the focus in these areas will need to shift to improving capacity and quality, along with acquisitions, partnerships, and innovative solutions to make more space available.

High density areas can thrive through resilient park design, increased frequency of maintenance, operations and renewal rates, placemaking programs, and activation programming in parks.

#### Parkland Acquisition Priorities:

- Within Initiative Zones (Strategic Bold Move Tool);
- Along shorelines and waterfronts to improve access to the water and between existing parks and recreation nodes to create the Citywide Parks and Recreation Network (Strategic Bold Move Tool); and
- Other site specific and qualitative factors to improve accessibility, inclusion, and quality, such as regularizing boundaries of parks or expanding protection of environmentally sensitive areas.

#### Policy, Programs and Strategy Recommendations

• Increase maintenance budgets, particularly in Initiative Zones and growth areas, to account for the increased intensity of use.

- Undertake a Park Use Inventory and Capacity Study, which considers the use of the space for different recreation functions (active sport, passive recreation, access to nature, ornamental horticultural displays, community events, impermeable surfaces, etc.). Once this data is collected, it can be used to inform decision-making to determine the optimum balance for these park uses and guide future park acquisition, planning and design activities.
- Work with Engineering and Planning, Urban Design and Sustainability to expand provision of open space in the city through parklets, road closures, privately owned publicly accessible spaces, land under overpasses/ bridges, laneway activation, and other opportunities.
- Work with Planning, Urban Design and Sustainability to advocate for increased setbacks from waterways to ensure that as lands are redeveloped, we provide sufficient space for infrastructure, environmental restoration, and impacts of sea level rise, in addition to park space for recreation.
- Work with Planning, Urban Design and Sustainability to develop policy to optimize solar access to parks.

#### Considerations for Community Plans, Area Plans and Public Benefit Strategies

- Aim to provide a balance of access to nature, sport, and recreation space in dedicated parkland. The asset target parkland provision is 1.1 ha per 1,000 people (calculated as existing population plus the projected population of new residents within the defined study area, plus a 5-minute walk buffer). The asset target parkland provision based on this calculation should be thoughtfully delivered or required via policy as new or expanded parkland, using the following general guidelines as a minimum:
  - Aim to provide functional parkland or green space within a 5-minute walk of all residents (include parkland and existing densities beyond the boundaries of the study area).

- Determine the land area requirements for the provision of recreational assets by considering the citywide asset targets outlined in this chapter and comparing current and future provision per resident within the study area (see page 49 for examples). The more detailed recreational assets needs assessment is informed by this larger list and prioritised through consultation with the community, stakeholders, Community Centre Associations and Park Board staff.
- Provide sufficient land to ensure the protection of natural areas, water ways, and environmentally sensitive areas.
- Provide enough land for ecological and recreational connectivity, as per the Citywide Parks and Recreation Network vision (*Strategic Bold Move Tool*).

### Considerations for Rezoning and Redevelopment Sites

- Aim to provide a balance of access to nature, sport, and recreation space in parkland. The quantity required should be based on the target parkland provision<sup>1</sup> using the proposed number of residential units on the site.
  Parkland should be thoughtfully delivered in a manner consistent with the proposed urban form, defined in collaboration with the City's Planning Department, and in alignment with the following guidelines:
  - Provide adequate dedicated parkland for passive recreation or open space purposes;
  - Identify outdoor recreational facilities and amenities (fields, tennis courts, etc.) in a recreation needs assessment;
  - Ensure the protection of natural areas, waterways and environmentally sensitive areas, as well as increasing connectivity, to achieve biodiversity goals;
  - Take a "multiple benefits approach," which considers how lands with the primary purpose of transportation, utilities, water management etc., could provide recreational and leisure benefit to the community.

For example, land used to manage stormwater using green infrastructure can also provide access to nature for the community.

- Locate and design park spaces to achieve goals as described in VanPlay Report 2: 10 Goals to Shape the Next 25 Years;
- Consider parks and recreation amenities within a 10-minute walk of the site for the purposes of ensuring connectivity, appropriate park functions and to determine if the existing population is experiencing a parkland deficiency; and
- Encourage innovative design in order to deliver the asset target parkland area. For example, publicly accessible roof tops could provide space for recreational amenities, courts, fields and open space.
- For proposals for commercial and industrial development consider the following principles for delivery of parks and recreation space;
  - Adding and enhancing connectivity for water and ecological systems;
  - Providing open space and access to sun for employees, customers and visitors to the development; and
  - Providing the potential of indoor recreational spaces (shared, repurposed or created) for community art and culture production and exhibition, event spaces, skate boarding, roller skating, tennis, etc.
- Develop a policy statement, "Park Provision Policy," to guide implementation of the above recommendations that defines "adequate" and "balanced" provision of parkland and space for recreation amenities in more detail.

### 2040 Asset Targets

• A citywide average of 1.1 ha of neighbourhood\* parkland per 1000 people.

<sup>&</sup>lt;sup>1</sup> The asset target parkland provision is 1.1 ha per 1,000 people calculated as existing population plus the projected population of new residents.

<sup>\*</sup>Neighbourhood parkland includes all park spaces that are not considered to be "destination" parks.

# **ASSET NEEDS**

# **ASSET TARGETS**

### PLAY AREAS



The main priority for play areas is to improve quality and capacity by implementing faster renewal timelines and improving accessibility.

There is an excellent supply of play areas across the city, and most residents are within easy walking distance of one. However, only 50% of play areas are considered in "good condition" and many do not include accessible features. The current rate of renewal is 30–50 years, which has led to maintenance issues.

Although the proportion of children (as a part of the general population) is expected to decline, the total population of children is expected to increase from 75,000 to 100,000 by 2041. There is an increasing demand for a wide variety of play experiences (e.g. nature play, adventure and risky play), integration of play features into trails and commutes (e.g. "play on the way"), more public art, and play opportunities for all ages and abilities.

#### Asset Needs

- Improve play area renewal timelines to 15–20 years (i.e. 8–11 renewals per year).
- Establish design and performance criteria for play spaces.
- Update the 2015 Citywide Playground Assessment with a new playground strategy by 2020.

#### Service Needs

- Improve the quality and diversity of play areas, such as nature and adventure play, risky play, and all-ages play features.
- Conduct and report results of pre and post renewal community user surveys to track satisfaction and demand.

- Provide universally accessible play features at all play areas.
- Provide at least 5 fully universally accessible destination play areas (in diverse geographic ares: NE, SE, SW, NW and Downtown).





### RINKS

A citywide ice strategy is needed to outline ways to meet community demands and to inform ice arena renewal planning.

Compared to current best practices and the provision in other communities, there is a deficiency in the provision of ice arenas. Many existing rinks need renewal. In addition to using Park Board facilities, the Agrodome at Hastings Park and three rinks at UBC, ice user groups often travel to public and private ice rinks outside the city to meet their needs. Public and private rinks in adjacent municipalities of Burnaby, Richmond and Delta, all provide ice time to Vancouverites.

### Asset Needs

- Increase capacity and function through renewals, increasing seating capacity, building new rinks (especially where locations can accommodate two sheets for twinned arenas, and where the rink can be co-located with pools for energy efficiency), and reviewing scheduling and season length.
- Explore opportunities to increase access to five additional rinks by considering potential locations, partnership opportunities, innovative design and integration into ongoing capital planning and renewal timelines of existing facilities (Ice Strategy).

#### Service Needs

- Update the Ice Allocation Policy.
- Increase data collection on use of rinks to support undertaking the Ice Strategy. A thorough understanding of utilisation rates, capacity and diversity of users over time will allow for a more comprehensive study.

### 2040 Asset Targets

- Add access to at least 5 ice sheets.
- Increase available ice time by 25%.



STRATEGIC BOLD MOVES-ASSET NEEDS I 75





There is a need to provide equitable access to new and varied water play experiences in parks and plazas across the city.

A condition assessment in 2011 indicated that the 15 wading pools in the city were all in poor condition and did not conform to health regulations. Wading pools are gradually being phased out in favour of spray parks in Vancouver, as they are in many municipalities across Western Canada. Spray parks provide much higher levels of service, a longer operating season, and provide lowbarrier enjoyment for many people.

Our changing climate and water conservation by-laws will require the Park Board to think creatively and prioritise efforts to ensure sustainable provision of these amenities. Integrating creative water features into urban plazas can also offer relief from heat and opportunities for play for all ages.

Detailed recommendations for spray parks are pending the outcomes of *VanSplash*, Vancouver's Aquatic Strategy. For example, there is potential for co-location of spray parks with indoor and outdoor pools to take advantage of mechanical system synergies.

#### Service and Asset Needs

- Identify potential park sites for new and renewed spray parks, interactive water features and cooling stations. Consider locations of existing wading pools, co-location with outdoor pools and locations that require water conservation upgrades. Review these opportunities with the community through an equity lens (see *Equity Strategic Bold Move*) for distribution and access.
- Consider potential locations for spray features integrated into urban plazas that can also serve as event spaces, create interaction with public art features, and activate hardscape areas in parks.

### 2040 Asset Targets

• Add one new or renewed spray park per capital plan.

# ASSET NEEDS

# **ASSET TARGETS**

### TRACK AND FIELD

The Track and Field Strategy (2019) guides short-term and long-term investment, management, and programming at Vancouver's track and field facilities.

Track and field facilities, particularly running tracks, are inclusive, low barrier facilities that can be used simultaneously by novice athletes and premier competitive athletes; school-aged children learning fundamental skills and seniors who combine socializing with exercising through walking laps.

Track and field is often described as an ideal athletic activity because it brings together a wide range of movements: sprinting and distance racing, jumping, both vertically and horizontally, and throwing. This variety offers something for every body type, personality and skill set.

### Asset Needs

- Consider a broad range of needs in the design of all track and field facilities aiming for facilities that are practical, flexible, adaptable, multifunctional, and low maintenance.
  - Develop facilities that can accommodate training and events from school-aged children to masters and seniors, and adaptive sports.
  - Plan, design and construct all facilities to consider opportunities and servicing for multi-use, including other sports and community activities.
- Investigate future opportunities to develop a flexible, multi-sport outdoor event space or stadium that could accommodate large track and field events.
- Consider incorporating more low impact surfacing, looping trails and pathways, and flexible run, jump, throw and wheel space when planning for new and renewed parks.

• Investigate future opportunities to develop an indoor track facility to support year-round training, competitions, events and programs.

### Service Needs

- The Track and Field Strategy includes recommendations for improvements to the existing inventory of tracks, including recreation, training, and competitive facilities.
- Conduct and report results of pre and post renewal community user surveys to track satisfaction and demand.



- 1.5 Category A or B\* facilities for every 100,000 residents of Vancouver by 2040.
- Aim for balanced distribution of Category A and B facilities\*, in all four quadrants of the city.
- \* As defined on page 53/54 of the Track and Field Strategy (2019)



### TRAILS & PATHS

Providing accessible, safe routes for people to walk, roll, run, and cycle within the parks system supports health, wellness and sustainable transportation.

Trails and pathways provide some of the most accessible and affordable opportunities for exercise and relaxation. They are used by all ages and abilities and are made of a range of materials from asphalt to bark mulch. There is a need to improve the inventory of trails and pathways in the park system to meet the diverse needs of users and remove barriers wherever possible.

### Service and Asset Needs

- Undertake comprehensive inventory and mapping of all walking, rolling, running, and cycling paths in parks considering their type, quality, accessibility, location, and connectivity.
- Create cohesive linkages between parks and community destinations to encourage more walking, rolling, running, and cycling for recreation, exercise and transit, per Citywide Parks and Recreation Network (*Strategic Bold Move*).
- Design and construct accessible park pathways and trails that are functional for a wide range of users. Increase support amenities, such as rest areas, wayfinding signage, bike parking, distance markers and drinking fountains.
- Collaborate with the City's active transportation network and design highlyvisible trailheads or access points to ensure smooth transitions.



### 2040 Asset Targets

• Every destination, neighbourhood and community park will have a continuous, accessible path for all users (ages and user types, e.g. runners, walkers, cyclists, rollers, scooters, etc.).

# ASSET NEEDS

# **ASSET TARGETS**

### WASHROOMS



Safe, clean and accessible washroom facilities enable and enhance the park experience for all.

A washroom strategy is currently in progress which outlines service standards (including design, access, and management) and guides renewal and expansion of washroom facilities in parks. When washrooms are available at a park, it means that people can come and stay for longer periods of time and enjoy a wider range of activities.

### Asset Needs

- Prioritise upgrades of existing washrooms and adding washrooms at locations with multiple playing fields, destination playgrounds, water recreation access points, community gardens, beaches, and other key destinations where people stay for a few hours.
- Prioritise renewal using the Initiative Zones (see Equity chapter) and to address urgent safety and accessibility needs, including at least two new or upgraded washroom facilities in the Downtown Eastside by 2024.
- Aim to improve access by seeking opportunities along the Citywide Parks and Recreation Network *(Strategic Bold Move)* and near destination playgrounds, sports fields, water recreation access points, and community gardens.

### **Other Considerations**

 Collaborate with City of Vancouver's Real Estate and Facilities Management and Vancouver Coastal Health to continue to revise and update the technical Design Guidelines for Washrooms. Through this process, engage with subject matter experts, equity seeking groups and the community to define optimum service standards (i.e. "good condition") based on indicators of state of repair, demand, access, safety, and satisfaction.

- Collaborate with partners, such as City of Vancouver Engineering, Vancouver School Board, Vancouver Public Library and Translink to fill known gaps in provision.
- Review and improve the quality and consistency of washroom signage (including way-finding, opening hours and signs indicating universal accessibility and welcome).



- A washroom facility near every destination playground, sports field, water recreation access point and community gardens, and at intervals along the parks and recreation network (as shown on page 85).
- Achieve 70–80% of washrooms in good condition or better.

## NEXT STEPS

### RECOMMENDATIONS

Asset Targets provide performance rigor for the parks and recreation system by setting measurable goals that can be tracked and fine-tuned over time.

The Vancouver Park Board owns and operates a wide variety of open spaces, parks, facilities and amenities. Each of these assets has its own timeline for renewal, strategy for acquisition and measures of maintenance. This document sets out service asset targets for each asset as well as identifies gaps in the inventory and provides data-tracking of resources.

There are several amenities and facilities that require further planning work before recommendations and asset targets can be determined:

- Golf Course Strategy
- Horticultural Standards

and other future strategies and studies for other categories beyond the scope of this initial work.

Supporting actions to ensure the delivery of high quality parks and recreation assets and amenities for all Vancouverites include the following example projects and policies.

### Projects

- Create a Women in Sport Strategy to increase participation by women and girls.
- Create an **Age-Friendly Recreation Strategy** to guide expansion of recreation and arts opportunities for older adults and seniors of all abilities and interests.
- Work alongside the Community Centre Associations to refresh the **Community Centre Renewal Plan.**

### **Policies**

- Develop a Vancouver Board of Parks and Recreation Policy Manual to support consistent and transparent decision-making. The Policy Manual will include position statements covering common practices and issues that will guide operations ensuring parks and recreation use and programming support Park Board principles of access, inclusion and welcome. This policy manual will include statements to enhance access to amenities. For example:
  - A policy and methodology to determine fees and charges applicable for recreation activities, permits, bookings, parking, etc. (Fees and Charges Policy).
  - A policy that supports sport development and ensures fair and equitable use among field users (Field Allocation Policy).
  - An outdoor sport court management plan to consider use, access, booking, and demand management systems (**Outdoor Sport Court Management Plan**).

