



SUBJECT: Feasibility of skate park in Kilbride or Lowville Park

TO: Committee of the Whole

FROM: Capital Works

Report Number: CW-37-17

Wards Affected: 3

File Numbers: 930-09

Date to Committee: September 25, 2017

Date to Council: October 10, 2017

Recommendation:

Approve Kilbride Park as the preferred location for a medium sized skate park; and Direct the Executive Director of Capital Works to include the project costing for consideration as part of the 2018 Capital Budget and Forecast.

Purpose:

A Healthy and Greener City

- Healthy Lifestyles
 - Rural Burlington has improved access to park and amenities, and the city is supporting several initiatives to create unique recreational offerings in the rural area

An Engaging City

- Good Governance
 - The city actively encourages and welcomes collaboration with residents and stakeholders in the decision-making process
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Background and Discussion:

On November 16, 2016, students from Kilbride Public School made a presentation to City staff and Councilor Taylor to highlight the need for a skate park facility in Kilbride or Lowville Park.

On December 8, 2016 the same students delegated to the Committee of the Whole - Capital Budget meeting to present the community's need for a skate park.

At the December 19, 2016 meeting of Council, the following staff direction was approved:

Direct the Executive Director of Capital Works to carry out an assessment of the cost and feasibility of constructing a medium size skate feature at either Lowville City Park or Kilbride Community Park and report back to Council prior to the approval of the 2018 budget directions. (SD-14-16)

Parks & Recreation Cultural Assets Master Plan, 2009 (the plan)

The executive summary of the plan includes three recommendations related to park development and renewal in north Burlington related to the proposed amenity. They are as follows:

- Prepare a site master plan for Lowville Park that focuses on large group assemblies, special events and open space areas that support both organized and non-programmed use.
- Under the existing park renewal program, develop Kilbride Park strategically with community consultation to respond to the unique community needs of rural Burlington related to the provision of passive/natural areas, trail linkages to city cycling and community trails network and facilities of interest to youth
- Consider development of park-located facilities in north Burlington that are available in other areas of the City and which align with youth demographics of the area, such as BMX track and skateboard facility.

Currently the plan identifies five existing park classifications that guide the development of amenities in each park classification. The following classifications were identified to have optimal places for skate board enhancements:

- Community Parks – The facilities could include “*youth and adult sports fields that would be appropriate for lighting; spectator and use amenities...etc.; specialized facilities, such as skateboard and water play facilities...*”.
- City Parks – Development of these areas could include “*multiple sports fields...etc.; unique one of a kind facilities within the City, such as destination-based water and large skate park*”.

Kilbride Park is classified as a community park whereas Lowville Park is classified as a city park. Both of these classifications identify a skateboard/BMX facility as a potential park amenity.

Considerations to Determine Feasibility

In order to determine the feasibility of both sites, staff developed the following topic areas of consideration to evaluate the feasibility of each site:

- Regulatory Agencies input - requirements/ restrictions
- Existing park uses– i.e. would the location displace an existing sport field or other use?
- Spatial fit
- Existing park amenities – washrooms, parking, lighting
- Distribution of youth – proximity of youth to both sites
- Crime Prevention Through Environmental Design(CPTED)
- Community input

Strategy/process

Review of feasibility starts with understanding of the opinions from regulatory agencies and community; these are summarized below.

Preliminary Comments from Regulatory Agencies

The Niagara Escarpment Commission, Conservation Halton and Region of Halton, provided preliminary comments on the following proposed locations in each park.

- Kilbride Park - the City proposed location (refer to Appendix A- Kilbride Park – City Proposed Location) and,
- Lowville Park - the City proposed location (refer to Appendix B- Lowville Park - City Proposed Location) and,
- Kilbride Park - alternative location (refer to Appendix C – Kilbride Park - Community Proposed Location) was suggested by a Community member during the public engagement process.

The following is a summary of the agencies' preliminary comments by site:

Table 1- Kilbride Park - City proposed location

Agency	Summary of Comments
Niagara Escarpment Commission (NEC)	<ul style="list-style-type: none"> • Preference for Kilbride Park given the park is located within the Minor Urban Center designation of the NEC Plan • Preference to this location as the proposed site appears to be outside the Escarpment Natural Area • Would not be supportive if the location had potential to

	impact the natural heritage area
Conservation Halton (CH)	<ul style="list-style-type: none"> • Location is outside the portion of property considered to be regulated by CH • The site is considered the preferred site by CH • Would only require a No Objection Letter from CH • Permission from NEC is required in advance of any approval from CH
Region of Halton(RH)	<ul style="list-style-type: none"> • Given the location of the proposed work in relation to the Regional Natural Heritage Area, the Region's Environmental Impact Assessment(EIA) requirement is triggered • RH staff would likely be in a position to consider it appropriate to waive the RH, EIA requirements as the proposed works appear to be set back from sensitive natural area and likely won't impact the features or ecology of the natural heritage system

Table 2- Kilbride Park - Community proposed location

Agency	Summary of Comments
Niagara Escarpment Commission (NEC)	<ul style="list-style-type: none"> • Location is within or very close to the Escarpment Natural Area • Would not be supportive if the location had potential to impact the natural heritage area • Community support for this location is paramount since surrounding landowners would have an opportunity to appeal a Development Permit Application
Conservation Halton (CH)	<ul style="list-style-type: none"> • Location is within the top of bank erosion hazard and associated setback from Bronte Creek • CH would not be supportive of this location • Permission from NEC is required in advance of any approval from CH
Region of Halton (RH)	<ul style="list-style-type: none"> • Location appears to be within or immediately adjacent to a significant woodlot associated with a watercourse • RH staff would likely require an EIA to demonstrate the work would not result in negative impacts to the natural heritage system

Table 3 - Lowville Park City proposed location

Agency	Summary of Comments
Niagara Escarpment Commission (NEC)	<ul style="list-style-type: none"> • Lowville Park is located within the Minor Urban Center designation of the NEC Plan • Location is within the Escarpment Natural Area and Bronte Creek Valley making this location problematic from a NEC Plan policy perspective • Would not be supportive if the location had potential to impact the natural heritage area
Conservation Halton (CH)	<ul style="list-style-type: none"> • Location is entirely within the floodplain associated with the adjacent tributary of Bronte Creek and is within the valley • Ontario regulation 162/06 restricts development of structures, grading, filling within the flooding and erosion hazards • The Lowville location is not the most favorable of the presented options • Permission from NEC is required in advance of any approval from CH
Region of Halton (RH)	<ul style="list-style-type: none"> • Location is on lands partially designated Natural Heritage System and Escarpment Natural Area • Given the location of the proposed work in relation to the Regional Natural Heritage Area, the Region's Environmental Impact Assessment(EIA) requirement is triggered • RH staff would likely be in a position to consider it appropriate to waive the RH, EIA requirement if the proposed works can be set back from Bronte Creek and associated natural corridor sensitive natural area • Note the location could be moved • CH provides technical review to the RH so consultation with CH is recommended before determining a preferred location

It is worth noting that all agencies emphasized the comments provided should be considered preliminary, to assist the City determine the most feasible and preferable location based on their regulations and restrictions. Based on the preliminary feedback from the regulatory agencies it is apparent that the City proposed location in Kilbride Park is considered the most feasible and less problematic location for developing a skate park.

Notwithstanding the comments of the regulatory agencies, staff has provided additional analysis on the city identified options in Kilbride and Lowville Parks as follows:

Kilbride Park Analysis

The following chart provides a staff overview of opportunities and constraints for establishing a skatepark in Kilbride Park.

Considerations	Opportunities	Constraints
Existing park uses & amenities	<ul style="list-style-type: none"> • Potential to relocate the soccer use to another area of the park • Parking is immediately adjacent to the proposed site • Active park with sport fields, tennis courts and school activities • Park has an urban character 	<ul style="list-style-type: none"> • Community soccer association uses the proposed open space for their soccer program • Washrooms are not available to the general public • Potential to increase parking demand in the park
CPTED principles	<ul style="list-style-type: none"> • Tennis courts and baseball diamond users provide a level of surveillance 	<ul style="list-style-type: none"> • Isolation from road and homes removes the natural surveillance of the area • Limited staff presence
Spatial fit	<ul style="list-style-type: none"> • Medium size skate park similar to Nelson park will fit in the proposed area 	<ul style="list-style-type: none"> • Not feasible to locate the skate board park to other area in the park
Community input	<ul style="list-style-type: none"> • Park is adjacent to the school with a denser settlement area of homes • Many children can access the park by cycling/walking • Not as close to busy streets 	<ul style="list-style-type: none"> • Concern with the displacement of the soccer use • Concern with impact on parking • Some children will still require transportation to the park • Concern with security/vandalism after hours

Lowville Park Analysis

The following chart provides opportunities and constraints for establishing a skatepark in Lowville Park.

Considerations	Opportunities	Constraints
Existing park uses & amenities	<ul style="list-style-type: none"> • Parking is not an issue during the weekdays • Existing washrooms are open during the day 	<ul style="list-style-type: none"> • As a picnic park destination, capacity is an issue on weekends from June to September

		<ul style="list-style-type: none"> • Concern with impact to parking on weekends • Most children will still require transportation to the park • Skatepark does not fit in with the natural environment character
CPTED principles	<ul style="list-style-type: none"> • Staff presence on site during the day 	<ul style="list-style-type: none"> • Isolation from road and homes removes the natural surveillance of the area • Park isn't as busy during the week day reducing natural surveillance by other park users
Spatial fit	<ul style="list-style-type: none"> • Medium size skate park similar to Nelson park will fit in the proposed area 	<ul style="list-style-type: none"> • Location is immediately adjacent to one of the established picnic areas
Community input	<ul style="list-style-type: none"> • Geographically located in center of the rural area 	<ul style="list-style-type: none"> • Objection to further urbanization of the park • Concerned with impacts on weekends when park is at capacity • Concerned with parking impacts • most children will have to be driven • Too isolated to leave children • Environmental impacts • Concerned with location on a busy street (Guelph Line)

Financial Matters:

The Capital costs to establish a skate park facility are based on providing a skate park feature of similar scale to the Nelson Park's skate feature. Costs include:

- Design and community consultation - \$15,000
- Construction – \$125,000

Source of Funding

The 2010 approved Capital budget included \$30,000 for the design of park improvement plans for Kilbride Park. This funding is provided in capital account PD0174 and was intended for the design and community consultation. The account has an

uncommitted balance of \$27,000 that can be used for the design and community consultation for this project.

The 2018 Capital Budget and Forecast will include for consideration \$125,000 for the construction of the skate park facility. City staff will continue to work with the community members on fundraising opportunities to contribute to the capital costs. Community fundraising may also lead to other funding grants.

Other Resource Impacts

Roads and Parks Maintenance have identified the annual operating budget impact to be:

- \$1,800 for the 32 week period the skate park would be considered open.
- \$1,200 is recommended for a portable toilet rental for the 32 week period.

The total annual operating impact identified is \$3,000 per year.

Public Engagement Matters:

Over the course of six months (May-November 2016) the Youth Programs Unit conducted a city wide survey of youth ages 12-18 to collect information on interest in skate boarding, preferred locations and interest in developing skate parks. As a result of the survey there is an apparent desire/need for a skate park facility in Kilbride and within the Aldershot community. Staff will continue to seek opportunity for the construction of a skate park in Aldershot.

On April 7, 2017, City staff participated in an assembly of all Kilbride school children to get an understanding of the type of features they considered desirable in a skate park.

On May 18, 2017, a public information meeting was conducted. All homes in the Kilbride School catchment area received direct notification on the public information meeting. City staff hosted the meeting at Kilbride School using the following format:

- A presentation by Kilbride School children on the need for a skate park facility in the north part of Burlington
- Presentation by staff on proposed locations
- Facilitated discussion on the locations identified in each park
- Reporting back by each table
- Question and answer period

Community members in attendance were asked to provide input to the following questions with City staff facilitating the table discussions:

- “What are the things that make Kilbride Park a good site for the proposed skate park?”
- “What are the things that concern you that make Kilbride Park ‘not’ a good site for the proposed skatepark?”
- “What are the things that make Lowville Park a good site for the proposed skate park?”
- “What are the things that concern you that make Lowville Park ‘not’ a good site for the proposed skatepark?”

Please refer to Appendix D - Public Input, for a summary of input from the public meeting and further input through correspondence.

Based on the feedback from community members at the meeting and further comments received, it was apparent that a majority of the residents believe Kilbride Park is the preferred location for a skate park feature.

Staff met with the community’s soccer association who expressed concerns with displacement of their program. As a result of these discussions both City staff and the soccer association believe their needs can be accommodated in other areas of the park.

Once approved by City Council, further consultation with skate park users will be conducted by the design team as part of the detailed design to ensure the skate feature provides for the needs of the users within the budget established.

Conclusion:

Based on the preliminary comments received from the regulatory agencies and subsequent analysis of the sites including public engagement, staff believe the most feasible location for a skate park facility is Kilbride Park.

Respectfully submitted,

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Appendices:

- A. Kilbride Park - City Proposed Location
- B. Lowville Park - City Proposed Location
- C. Kilbride Park - Community Proposed Location
- D. Public Input

Report Approval:

All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.