



Prepared By:



Prepared For:



PARK CONCEPT PLANS

Rathdown | Resthaven | Brethour

The Town of Sidney and its parks, including Rathdown, Resthaven, and Brethour, are located on the traditional territory of the WSANEC people.



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Project Overview

In 2017-2018, the Town of Sidney undertook a Parks Master Plan process that provided high-level policy direction for the future of Sidney's 28 public parks and 17 beach accesses.

The Council-approved plan [a] identifies priority improvement areas; [b] guides future maintenance, landscaping, and natural areas management; [c] informs Official Community Plan and related policy developments; and [d] directs on-going park improvements, strategic planning, and budgeting.

A key recommendation from the Parks Master Plan was to develop individual park plans for Resthaven, Rathdown, and Brethour Parks. Therefore, in the fall of 2018, the Town contracted Barefoot Planning to undertake a planning and concept design process for each of these three parks. The overall project process is illustrated below, and the result is this document.

The goal of each park plan is to provide strong planning and design direction (i.e., what elements should go where) as well as a clear implementation plan, from which detailed designs and park improvements (construction) can be made over time.



Project Process



Park Analysis

August 2018 / Project Team

Building on assessments done through the Parks Master Plan process, the Project Team undertook more detailed analyses of each subject park – looking at key needs, opportunities, and viability of previously proposed ideas.



Pop Up Events & Survey

September 2018 / Public

An interactive engagement event was hosted at each park to harvest public feedback on early draft ideas for the park and establish directions and key priorities for the future. A parallel online survey was developed and shared widely in the community.



Draft Design Concepts & Park Plans

Oct-Nov 2018 / Project Team

The Project Team analyzed the engagement data, re-assessed each park in response to community feedback, and developed more detailed design concepts (and key planning directions) for each park.



Open House & Survey

Dec 2018 / Public

The public provided feedback on the draft design concepts and park plans through an in-person Open House as well as a parallel online survey.

Based on this second round of engagement, the Project Team worked iteratively with Town staff to develop the final plan for each park (completed February, 2019).

Summary

The following provides a brief summary of the input heard from our survey and pop-up engagements for each of the three parks.

Rathdown Park

Issues

- » Drainage problems in winter
- » Lack of playground equipment for a range of ages
- » Aging, narrow pathways
- » Off-leash dog concerns

Ideas

- » New feature playground
- » Off-leash dog area
- » More seating
- » More shade
- » Wider path



Resthaven Park & Island

Issues

- » Liveboards in Tsehum Harbour
- » Refuse and other issues at gazebo and adjacent areas on Resthaven Island
- » Debris and derelict vessels in harbour
- » Limited trash receptacles and related maintenance / pickup issues
- » Washrooms not open frequently
- » Excess goose droppings in park
- » Not enough wildlife habitat
- » No explicit response to bird sanctuary, "NatureHood", or local history

Ideas

- » New playground
- » Paddlecraft launch
- » Interpretive signage
- » More landscaping
- » Urban wildlife habitat
- » Spray park
- » Zip line
- » Bathrooms



Brethour Park

Issues

- » Non-functioning irrigation
- » Underutilized ball fields
- » Invasives in forested area
- » Lack of play structure

Ideas

- » Pickleball courts
- » Playground
- » More seating
- » Dog park
- » Landscaping / beautification



Hot Topics

As the park design process progressed, a number of key issues emerged that require(d) significant discussion and additional analysis to determine the best path forward. Below is a summary of these issues and how they have been addressed in the park concepts throughout this document.

Pickleball Courts

Pickleball is perhaps the fastest growing sport in the region and particularly popular among seniors. There has been a longstanding interest from the pickleball community in securing additional courts on the Peninsula and specifically in Sidney – amplified by the recent loss of the indoor facility at Mary Winspear Centre. Through the Parks Master Plan process, Brethour Park was identified as a strong candidate for new courts – and this idea saw strong support (as well as some opposition) through the park-specific consultation process.

That said, two other locations were explored by the project team as potential alternatives to Brethour due to co-location of existing amenities – such as bathrooms, parking, and indoor amenities. Moreover, the potential for weather protection (roof) or full enclosure is likely more amenable to these other locations, summarized as follows:

Brethour

- » Lack of existing, competing amenities or uses
- » Ability to accommodate 2-4 courts (or more) without significantly degrading green open space or impacting neighbouring homes
- » Good transportation (multi-modal) access and nearby Flight Path

- » No bathrooms or indoor facilities
- » Limited potential to enclose or expand facility

Greenglade Community Centre

- » Existing indoor pickleball programming
- » Large underutilized parking lot
- » Existing staffed indoor facilities, including bathrooms and gymnasium
- » Greater potential for weather protection (roof) or full enclosure
- » More suitable location for tournament facility
- » Owned by School District and operated by Panorama Recreation
- » Strong potential for funding and operational partnerships

Parkland Park / Secondary School

- » Existing tennis courts in disrepair
- » Existing parking lot that is underutilized during non-school hours and summer
- » Potential access to indoor facilities
- » Owned by School District
- » Moderate potential for partnerships

While both present strong alternatives to Brethour, Greenglade and Parkland require significant coordination with partners and are ultimately out of the control of

the Town. Therefore, the Brethour Park concept plan is presented with a pickleball facility location – and can be pursued or not based on priority-setting by Council.

Dog Parks

Another frequently discussed use during this process was off-leash dog areas. Several parks in Sidney operate as informal off-leash dog areas, despite not being designated. Designating, permitting, and/or developing such areas requires a nuanced approach that considers impacts on other users/activities, the environment, and the long-term function of the park. In this plan, we propose a multi-faceted approach, including amendments to the Animal Control Bylaw that permits a more flexible framework for permitting dogs in parks, such as requiring dogs on leash within a particular distance of play equipment and requiring dogs to be under "effective control" – which will allow informal dog areas to continue while reducing potential negative impacts.

Picnic Shelters / CPTED

All three parks addressed in this project could be well-served by new picnic areas. The appeal of a covered picnic shelter is obvious. However, concerns about attracting unwanted or illicit activity are well-founded. Two key questions then

emerge: [1] What is the real value of a picnic shelter over an uncovered picnic area? [2] If built, then what design principles (e.g., Crime Prevention Through Environmental Design) can be incorporated to mitigate potential negative impacts?

In this plan, we have generally opted for open picnic/seating areas with the potential for picnic shelters in the longer-term.

Liveboards

A primary issue identified is community concerns over the impacts of the liveboard community in Tsehum Harbour. Beginning to address this issue by engaging with senior governments is a priority action in this plan.

Resthaven Island Gazebo

The current use and condition of the gazebo on Resthaven Island has become a cause for concern – attracting illicit activity and related impacts. Considering the primary function of this park (a linear walkway), the main attraction (waterfront views / walking), and the potential unintended consequences of a covered shelter, we have recommended removing the gazebo and garbage cans, using funds to enhance/expand existing waterfront viewing and seating areas instead.



Rathdown Park: Existing Conditions

Rathdown Park

Rathdown Park is approximately 2 hectares (4.9 acres) of long, level park with multiple neighbourhood connections that was created by parkland dedication through a local land subdivision in 1969. Key park issues identified include aging playground equipment that is not appropriate for all ages, drainage issues, a narrow path in need of improvements, and a lack of amenities to function as a community gathering place. Existing characteristics are shown below.



Aging playground



Horseshoe pits and green space



Open green space, path, and tree plantings

Concept Design

Rathdown is envisioned as a significant neighbourhood gathering place with key path connections. New amenities proposed include an irrigated lawn area, feature all ages playground, sport court, and picnic area. Additional features include improved and new paths, grassy berms and new landscaping that better define spaces, tree plantings and urban habitat creation, rain gardens, and drainage improvements. The northeast portion of the park is a dog area in the near term but also reserved as open green space that may see future improvements (e.g., landscaping, amenities).



Park-specific Implementation

PHASE	IMPROVEMENTS
	Detailed Design
1	Develop a detailed design of, at least, the southwest "hub" area (lawn, playground, sport court, picnic area, and possibly toilets) and identify potential funding sources.
	Primary Park Redevelopment
2	Carry out a full park redevelopment, including southwest "hub" area, primary pathway and drainage/irrigation improvements, general landscaping and lawn installation, signage, furnishings, and tree plantings, etc.
	Secondary / Optional Park Improvements
3	As usage increases, construct new permeable pathways (e.g., gravel or chip) and improved path connections to the neighbourhood. Consider optional elements such as wayfinding signage.

#	AMENITY	APP. COSTS (+/- 50%)
1	Detailed Design Services	TBD (potential staff time)
2	Feature All Ages Playground	\$80,000-110,000
3	Picnic Area	\$40,000-70,000
4	Sport Court	\$50,000-80,000
5	Primary Path, Drainage, Irrigation, Landscaping	\$70,000-110,000
6	Furniture & Lighting	\$20,000-35,000



All Ages Nature Playground



All Ages Playground



Sport Court



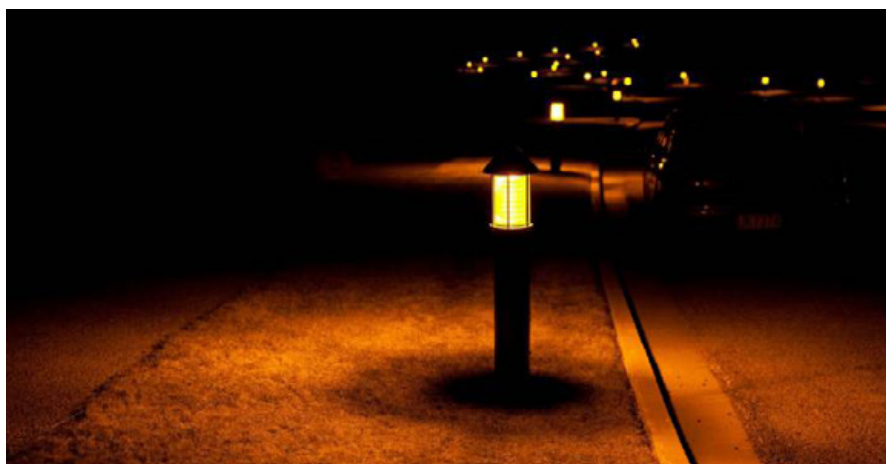
Seating and Picnic Area



Rain Garden



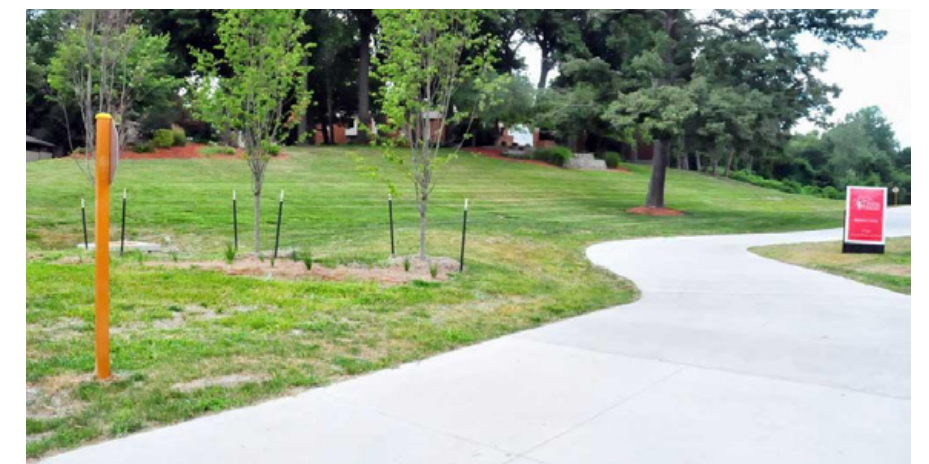
Irrigated Lawn



Dark Sky Lighting



Treed Green Space



Improved Path

Additional Considerations

Below are additional considerations to inform detailed design, implementation, and management of the park.

Off-Leash Dogs

- » Once the major park improvements are complete, off-leash dog activity should be specifically prohibited near the playground, sport court, and new open green space area.
- » In the near term, it is proposed that the northeast corner of the park be designated as an "Effective Control" off-leash area with trash receptacle and doggy bag dispenser. In the longer term, as other improvements (e.g., new playground) are undertaken, a fence should separate this area from the main path.

Playground

- » Rathdown is envisioned as a primary play park in the north side of Sidney. As a result, we are recommending a large feature playground that – potentially – utilizes natural elements (e.g., logs, boulders) and high quality materials (e.g., wood, metal), along with "feature" play equipment – such as a large zip line and climbing boulders.

- » Design should facilitate a range of movement types and imaginative play options for children of all ages, from toddlers up.

Path Loop

- » In addition to the new playground, construct a loop path that will be a safe place for children to practice on scooters, push bikes, and similar equipment.

Plantings, Grove, and CPTED

- » Substantial new tree plantings and landscaping are proposed in this design. The intention should be to not fully screen or enclose any area of the park – instead focusing on defining areas, expanding the urban forest, and providing habitat.
- » The existing treed grove area near the midpoint of the park is largely native vegetation and provides great bird habitat; however, it also attracts littering/dumping and some illicit use. We propose either thinning and monitoring future use of this area or replacing it with native plantings that are more aligned with CPTED principles.



Aging path and young trees at Rathdown Park

Resthaven Park: Existing Conditions

Resthaven Park

Resthaven Park is approximately 1.5 hectares (3.7 acres) of waterfront open green space – created mostly from filled foreshore in the 1970s – with an enclosed playground, washrooms (operated by Tsehum Harbour Authority), parking lot, tennis court, and a path network with connection to Resthaven Island. The park is adjacent to Tsehum Harbour and has views of the Shoal Harbour Migratory Bird Sanctuary. Key park issues include limited amenities, limited wildlife habitat or restoration efforts, and lack of information about local history and ecology. Key existing characteristics are shown below.



Playground



Waterfront path and benches



Harbour and path to Resthaven Island

Resthaven Island: Existing Conditions

Resthaven Island

Resthaven Linear Park is approximately 0.9 hectares (2.2 acres) of linear waterfront pathway and green space with limited seating and a gazebo. The park has views of Tsehum Harbour and Shoal Harbour Migratory Bird Sanctuary. Key park issues include concerns over the liveaboard community in the harbour and maintenance of the gazebo and trash receptacles. Key existing characteristics are shown below.



Gazebo



Typical path section and green space



Path to Resthaven Park

Concept Design

Resthaven Park is envisioned as both a neighbourhood gathering place and a feature green space that functions as a community connection to the natural environment. In addition to a new nature playground, improved pathways, and a picnic area, the plan proposes ecological restoration – including the partial daylighting of a creek, urban habitat creation, and green shores bank improvements – as well as interpretive signage about the natural environment, migratory bird sanctuary, and First Nation and Settler history. Additional practical action items include working with the Harbour Authority to increase the opening hours of the existing washrooms, and working with partners to address several issues in Tsehum Harbour (see Resthaven Island on the following page). The implementation of this park plan will come in multiple phases over an extended period of time, each requiring detailed designs and implementation (unlike Rathdown, which has one primary design/construction phase).



Park-specific Implementation

PHASE	IMPROVEMENTS
1	Tsehum Harbour Issues See next page regarding liveboards and Tsehum Harbour cleanup
2	Washrooms Work with Tsehum Harbour Authority to increase opening hours of washrooms through co-management.
3	Urban Habitat, Green Shores & Signage Explore grants and partnerships, then carry out bank improvements, urban habitat creation, and interpretive signage installation (e.g., Migratory Bird Sanctuary, First Nation and settler history, ecology, and working harbour).
4	Creek Daylighting Explore grants and partnerships, then carry out detailed design and construction of Creek daylighting (use material for berms) and related landscaping and interpretive signage.
5	Pathway Improvements, Picnic Area, & Park/Parking Signage Re-surfacing and widening of existing path and construction of new picnic area, seating, dark sky lighting, and signage.
6	Nature Playground Detail design and construction of nature-based playground and adjacent landscaping with potential for expansion. This is a long term need unless existing equipment is re-located.

#	AMENITY	APP. COSTS (+/- 50%)
1	Detailed Design Services Detailed design of, at minimum, nature playground, and key landscaped areas	TBD (potential staff time)
2	General Landscaping, Habitat, and Shoreline General landscaping, including pathway, entry, plantings, bank improvements, lighting, and seating.	\$90,00-150,000
4	Creek Daylighting & Berm Construction To be pursued via funding and partnerships.	\$80,000-120,000
5	Nature Playground Detailed design and construction of playground, adjacent landscaping, and new connecting path.	\$70,000-110,000

Concept Design

Resthaven Island is envisioned as both a neighbourhood walking loop and community connection to the natural environment. Key proposed improvements are an improved pathways and replaced trees (where needed), replacing the gazebo with new seating and native landscaping, and an improved waterfront seating/viewing area with interpretive signage about the surrounding ecosystems (Coastal Douglas Fir and marine) and island history. Additionally, a key action item will be working with relevant partners and levels of government to address several issues in Tsehum Harbour, including the liveaboard community, marine safety, and debris in the harbour. With this in mind, it is important to note that the harbour area is not within the Town's jurisdiction and requires work from senior levels of government and other partners.



Park-specific Implementation

PHASE IMPROVEMENTS

- | PHASE | IMPROVEMENTS |
|-------|---|
| 1 | Harbour Management: Liveaboards & Harbour Clean-up
Conduct stakeholder consultation and lobby partners (e.g., Provincial Government, Federal Government, Harbour Authority, First Nations, North Saanich) to [a] develop the necessary framework to permit greater regulation in Tsehum Harbour and to [b] establish an action plan to cleanup debris in the harbour. |
| 2 | Replace Gazebo with Seating & Landscaping
Remove existing gazebo and replace with new bench(es) and native landscaping feature. |
| 3 | Seating Area & Interpretive Signage
New benches and interpretive signage (3) re local ecosystem, marine life, and island history. |
| 4 | Path Assessment & Upgrades
Monitor the condition of the existing loop path and plan necessary upgrades (keep permeable), as well as assess the connecting path to Resthaven Park and adjacent tree health. Replace trees and/or create habitat features as needed. |

#	AMENITY	APP. COSTS (+/- 50%)
1	Harbour Management Lobby and work with partners, engage stakeholders and community, and seek funding.	TBD (staff time)
2	Path and Tree Assessment & Upgrades Improvement of permeable path and access points where needed.	TBD (staff time)
3	Replace Gazebo with Seating & Landscaping Install new bench(es) and native landscaping	\$5,000-10,000
4	Seating Area & New Interpretive Signage New benches and informational signage.	\$10,000-20,000



Daylighted Creek



All Ages Nature Playground



All Ages Nature Playground



Picnic Area



Berm



Urban Habitat Landscape



Interpretive Signage



Improved Seating



Bank/Shore Improvements at Ardwell Beach access

Additional Consideration

Below are additional considerations to inform detailed design, implementation, and management of the park.

Tsehum Harbour

- » The significant increase in liveaboards in Tsehum Harbour, along with related impacts (e.g., garbage and illicit activity on Resthaven Island), was a major concern heard – as was existing debris in the harbour. However, the jurisdiction of foreshore and harbour areas is complex, and the Town does not have sufficient jurisdiction to direct or affect the outcome.
- » A solution will primarily require staff and Council time to [a] learn from the experiences of other municipalities; and [b] lobby and work with key stakeholders (e.g., North Saanich, Transport Canada) to introduce appropriate regulations and operational procedures, budgets, etc..

Nature Playground

- » To be consistent with the ecological theme of the park, a nature-based playground is proposed for the future of Resthaven – while ensuring that a range of features are incorporated to encourage a variety of movement and play types.
- » Considering the surrounding demographic and proximity of other parks, a phased playground development could be used, with an initial phase constructed that can be expanded upon as demand increases.
- » It is worth noting that the existing playground was constructed in 2008

and is in good condition. There is no immediate need for improvements.

Bank Improvements

- » Bank improvement strategies can be informed by the beach at the end of Ardwell Road. Improvements should avoid rip rap and instead add beach aggregate and large boulders (provide habitat, add interactive elements, etc.), perch poles, and plantings, such as dune grasses, which can handle exposure to fresh and ocean waters.

Toilets

- » The existing Harbour Authority washrooms have insufficient hours to serve park users. However, instead of constructing new toilets, it is recommended that the Town work with the Harbour Authority to permit the washrooms to stay open longer.

Plantings, CPTED, Private Views

- » Substantial new tree plantings and landscaping are proposed in this design. The intention should be to not fully screen or enclose any area of the park – instead focusing on defining areas, expanding the urban forest, and providing much needed habitat. That said, native plantings and urban forest enhancement should take precedence over maintaining private views.

Picnic Area

- » This plan proposes a picnic area with several picnic tables. The final design should consider incorporating the long-term option of adding a shelter over this area.



Aging path and benches at Resthaven Park waterfront

Brethour Park: Existing Conditions

Brethour Park

Brethour Park is approximately 2.2 hectares (5.4 acres) and has two distinct halves – one is forested and the other is open grass area (formerly used for baseball/soccer) that is underutilized for recreation. Pathways connect the park to local streets. Key park issues identified include non-functioning irrigation, underutilized recreation amenities, and invasive species management and required tree height limitations (Victoria Airport Authority) in the forested area. Key existing characteristics are shown below.



Baseball backstop and dugouts



Open green with forested area and fence



Open green and ball fields

Concept Design

Brethour is envisioned as neighbourhood park with both active and passive recreation, a natural forested area, and neighbourhood connections. Key proposed additions include a playground with loop bike/walking path, tree/habitat plantings, landscape buffer to Ocean Ave, drainage improvements, and better-defined areas. Pickleball is presented as a desired but optional amenity at Brethour (see discussion on p. 5) The Town should work with local partners (e.g., CRD, pickleball associations) to raise funds for and develop a detailed design of a pickleball facility – here or elsewhere. If elsewhere, then a reserve green space should be maintained for future opportunities.



Park-specific Implementation

- | PHASE | IMPROVEMENTS |
|-------|--|
| 1 | Pickleball Courts, Landscaping, and Path
If pursued here, then work with local pickleball associations and the CRD to raise funds for a 2-6 court facility with fencing, wind protection, a new path connection, and a vegetative buffer around the court. If built, consider use of a portable washroom while need for a permanent facility is assessed in the long-term. |
| 2 | Dog Area & Related Bylaw Amendments
Identify and maintain a large open space for unstructured play and off-leash dog use. Amend the Animal Control Bylaw include [a] an "Effective Control" off-leash regulation within 20m of play equipment in identified parks; [b] identify Brethour Park to permit dogs off-leash but within "Effective Control" of owners. If needed in the long term, fence off the dog area or playground. |
| 3 | Playground, Seating Area, & Landscaping
Construct a small all ages playground, pathway loop, and seating area, including trash and doggy bags, as well as create a treed green space and buffer zone to Ocean Avenue. |
| 4 | Trails & Forest Management
Work with local stakeholders and partners, including the airport authority, to improve and expand forest trails and manage invasives. |

#	AMENITY	APP. COSTS (+/- 50%)
1	Pickleball Courts Design and build per court.	\$35,000-60,000
2	General Landscaping & Pathways Design and installation of rain gardens/drainage, landscaping, tree plantings, and loop pathways.	\$80,000-120,000
3	Playground & Furniture Detailed design and installation of play structures, seating, trash, water fountain, and bicycle parking.	\$65,000-95,000
4	Trails and Forest Management Work to establish partnerships and volunteers.	TBD
5	Detailed Design Services Detailed design of, at minimum, playground and key landscaped areas.	\$15,000-25,000



Pickleball Facility



Playground



Playground



Seating Area



Open Green Space



Urban Forest with Managed Invasives and Trails



Tree Plantings



Rain garden



Drinking Fountain

Additional Consideration

Below are additional considerations to inform detailed design, implementation, and management of the park.

Pickleball Courts

- » See commentary on page 5.

Dogs

- » Brethour Park currently functions as an informal off-leash dog park. In the near term, this activity should be maintained through amendments to the Animal Control Bylaw (see page 5) and the addition of signage, doggy bags, and trash receptacle.
- » In the longer-term, as the playground or other uses (e.g., pickleball) are developed, then the Town should consider constructing a fence to separate dogs from other users – or alternatively use landscaping to establish well-defined use areas.

Toilets

- » If pickleball is developed or other park use increases, then the Town should consider adding toilets to Brethour –

perhaps using portable toilets in the short-term.

Plantings and CPTED

- » Substantial new tree plantings and landscaping are proposed in this design. The intention should be to not fully screen or enclose any area of the park – instead focusing on defining area, improving drainage, and expanding the urban forest.

Alternative Recreation

- » In the Parks Master Plan, Brethour Park was identified as being well-suited for a new alternative recreational use, such as pickleball or a bike skills park / pump track that utilized both the open green and forest trails.
- » Through this park specific project, only pickleball emerged with strong community backing. However, other uses – such as a bike park –received support and should not be ruled out in the long term, and the proposed design reflect this.



Large open space and underutilized baseball diamond at Brethour Park

Overall Implementation Plan

Overall Implementation

#	APP. TIMING	PARK	IMPROVEMENTS	NOTES	PRIORITY	APP. COST (+/- 50%)
1	Short	Rathdown	Detailed Design of southwest "hub" area	n/a	● High	TBD (potential staff time)
2	Short	Resthaven	Tsehum Harbour Management Plan	Priority for staff/Council to begin lobbying senior government and find solutions	● High	TBD (staff time)
3	Short	Resthaven	Replace Gazebo with Seating	Replace the gazebo on Resthaven Island with seating and a native planting area	● High	\$5,000-10,000
4	Short	Resthaven	Washrooms	Priority to establish longer hours in summer and/or alternative solutions	● Medium	TBD (staff time)
5	Short	All	Amend Animal Control Bylaw	Staff to develop "Effective Control" regulation; require dogs on leash in close proximity of play equipment, and begin designating/signing areas	● Low	TBD (staff time)
6	Short-Medium	TBD (Brethour)	Pickleball Courts	Priority to work with partners to establish funding parameters and develop design	● Medium	\$80,000-360,000
7	Medium	Resthaven	Creek Daylighting & Berm Construction	Priority to explore grant and partnership opportunities, then detailed plans	● High	\$80,000-120,000 (possible grants)
8	Medium	Rathdown	Primary Park Redevelopment	See park page for all included improvements	● Medium	\$260,000-\$405,000
9	Medium	Resthaven	Urban Habitat, Green Shores, & Signage	Priority for exploring grant and partnership opportunities, including volunteer organizations	● Medium	\$40,000-70,000 (possible grants)
10	Medium	Resthaven	Landscaping, Path Improvements & Picnic Area	To be completed after development of harbour plan and urban habitat development	● Medium	\$75,000-100,000
11	Medium	Resthaven	Nature Playground	To be completed after development of harbour plan and urban habitat development	● Low	\$70,000-110,000
12	Medium	Resthaven	Path Monitoring & Upgrades	Resthaven Island and connecting pathway	● Low	TBD (staff time)
13	Long	Brethour	Trails & Forest Management	Priority to pursue funding and partnerships (e.g., airport authority, pickleball orgs)	● High	TBD
14	Long	Brethour	Playground, Paths, Seating Area, Landscaping	n/a	● Low	\$115,000-175,000
15	Long	Resthaven	Waterfront Seating, Signage, and Viewing Area	Resthaven Island	● Low	\$5,000-10,000

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