

# **TERMS OF REFERENCE**

## **Parks and Recreation Master Plan**

### **INTRODUCTION**

The District of Squamish seeks to engage a consultant or consulting team in the development of a comprehensive Parks and Recreation Master Plan. The Plan will be a long range planning document that will provide direction for managing and developing parks and recreation facilities, programs, infrastructure, resources, and investment over a 20 year horizon. The Master Plan process will assess the status of parks and recreation within the District of Squamish and plan a future that reflects the values and needs of the community.

### **PROJECT DESCRIPTION**

The District of Squamish is known as “The Outdoor Capital of Canada.” Beyond a healthy participation rate in traditional parks and recreation activities, Squamish is internationally known as a destination for non-traditional recreationists and tourists including mountain bikers, rock climbers, kite boarders, and many others. The 2012 Parks and Recreation Master Plan will need to address the unique character of parks and recreation in Squamish.

Squamish is blessed with magnificent forested and mountainous surroundings. Located at the head of a fjord on North American’s west coast, the recreational landscape encompasses the ocean, five rivers, numerous lakes, and a multitude of mountains. A number of provincial and regional parks are in proximity to the District and add to the recreational value of the area and to the park system. The total land area of the District of Squamish is 11,730 hectares.

Recreation is the primary reason that tourists visit Squamish, and one of the primary reasons that residents wish to live in Squamish. Over the last decade, there has been a clear shift in Squamish from an industry-based economy to one based on tourism and recreation. The population today totals approximately 16,000 people. According to growth projections, the population is expected to double by 2031. Urban growth will be focused in the downtown, existing neighbourhoods through infill, and into new neighbourhoods that are contiguous to the existing serviced urban area. The long-term vision for the land use is to minimize outward

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expansion into rural areas, while locating development away from areas of natural hazards.

While the District does not currently have a Parks and Recreation Master Plan that has been adopted by Council, recommendations from the 2002 Parks and Recreation Master Plan should be reviewed and considered in the development of the 2012 Master Plan. The Parks and Recreation Master Plan will need to harmonize with recommendations from other recent policy documents, including the 2011 Trails Master Plan and the 2009 Official Community Plan.

Major issues identified may include, but are not limited to:

- sufficient supply of playing fields, parks, and recreation facilities (i.e. there is a perceived lack of playing fields among user groups);
- the funding, ownership, and management of facilities;
- the location of recreation facilities and programs within the District, potential improvements, or partnerships with other agencies/stakeholders; and,
- incorporation of new parks, such as the proposed Squamish Waterfront Park, into the parks system.

The 2012 Parks and Recreation Master Plan is a highly anticipated plan. Some parks and recreation issues that have arisen in the last year have been deferred to the master planning process. The Parks and Recreation Master Plan will address the needs of a very diverse range of recreation users. The plan will have a large impact on the community of Squamish, not just for the everyday quality of life of residents, but also for ensuring that amenities and infrastructure are in place to host a range of recreational events in Squamish, and to provide for tourist needs. The Master Plan will be the key leading document for how to implement the “Outdoor Recreation Capital of Canada” slogan. If Squamish invites the world, what exactly are we supplying?

### **Purpose**

To develop a clear and concise plan that will provide direction to District staff and Council for future development, redevelopment, and enhancement of the District’s parks system, open spaces, recreation facilities, and recreation programs. This process is to include an analysis of current and forecasted needs, clear recommendations, and an implementation strategy for a twenty year period from 2012 – 2031.

## **Document**

The Master Plan document should be concise, user friendly, innovative and visionary, with the end user in mind, making it a useful tool in parks and recreation planning for the District of Squamish. The Master Plan document should be structured in four parts: background information, analysis, recommendations, and implementation. The consultant will be responsible for ensuring community/Council support for the Master Plan recommendations.

## **Scope of Work**

The scope of work for this project includes, but is not limited to, the following tasks:

### **1. Visioning**

Develop clear and concise 2031 Parks and Recreation Vision and Guiding Principles through consultation with staff, the public, agencies/stakeholders, and Council. The Vision developed will form the core of parks and recreation decision-making criteria.

### **2. Consultation**

Consult with residents and agencies/stakeholders, as well as staff and Council, to ensure incorporation of ideas and feedback into the Master Plan. The consultant should:

- ensure the style of consultation is inclusive;
- provide meaningful opportunities for input;
- make all relevant information about the planning process readily available to the public;
- present information in a clear, concise, and easy to understand format; and,
- accurately and objectively record and assess public input.

Consultation will include a public survey as well as a questionnaire(s). The following parties will be consulted:

- a. a Steering Committee made up of stakeholders and staff (Community Services, Engineering and Parks, Financial Services);

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- b. the general public, along with specific user groups:
- Traditional recreation (i.e. soccer, swimming, baseball, hockey, etc.);
  - non-traditional recreation (i.e. mountain bike skills, roller derby, BMX, kite surfing, climbing, etc.); and,
  - Other groups (i.e. youth, accessibility representatives, stewardship groups, outdoor recreation for profit business, dog walking companies, etc.);
- c. agencies/ stakeholders, comprised of School District #48, Quest University, BC Parks, First Nations, Squamish-Lillooet Regional District (SLRD), and others; and,
- d. Mayor and Council.

Survey - Consultation will include a public survey. The consultant will be required to produce and manage a random-sample survey in sufficient size to ensure accepted statistical standards of reliability and validity for Squamish's population size. The scope of work includes the development of general demographic data, which will assist in determining needs, priorities, and financial support for current services. Questions should be well-conceived in order to gain the information required for analysis and recommendations. The proponent shall be responsible for the production of the survey instrument, including layout, structure, and wording of the survey in order to elicit public response to current and future community recreation needs. The consultant will determine whether the survey should be administered via phone or mail.

Questionnaire – The consultant will develop one or more questionnaires, for distribution to stakeholder groups, user groups/special interest groups, and staff. Questions should be well-conceived in order to gain the information required for analysis and recommendations. These groups will then be provided with the Draft Plan and asked to provide feedback electronically.

The consultant will consolidate the data from the public survey and questionnaire(s) and formulate reports, both in raw data form and summary report. The consultant will produce a consolidated report and executive summary on the results. This report will be inserted as an appendix to the final Master Plan document.

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### **3. Parks and Recreation Background Information**

Review, summarize, and provide key findings of the following background areas of parks and recreation:

- a. benefits, trends, and best practices;
- b. demographics (demographic information will be provided to 2031, the same time horizon as the District's 2009 Official Community Plan. Groups to be assessed include seniors, children, cultural groups, and other users of parks and recreation services);
- c. parks and recreation inventory - District staff will work with the consultant in developing a clear inventory of parks and open spaces. On a parcel-by-parcel basis, the parks system is classified under different zoning types within the District, as part of the master planning exercise, District staff will do an internal book-keeping exercise to review all park classifications (i.e. some drainage areas are classified as park space, but serve no park function);
- d. financial review of current facilities' cost recovery, fees, and charges, and financial resources impacting the existing park and open space system;
- e. environmental information related to parks;
- f. issues and opportunities.

### **4. Parks and Open Space Analysis and Recommendations**

Analyze, then make recommendations regarding parks and open space. Include the following:

- a. identify opportunities and deficiencies in the parks and open space system. Complete an analysis of issues such as:
  - geo-physical character;
  - parks and open space infrastructure, infrastructure need and life-cycle (the District will provide our Tangible Capital Assets Inventory to the successful

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- proponent);
- functional capacity, including the role that lands outside the traditional park system play in the open space network, greenways, four-season park planning, and underutilized park and open space (i.e. Loggers Sports Grounds).
- b. Assess the parks and open space system in relation to the vision developed, including:
- park space best use;
  - user experience;
  - opportunities that the District may be missing now (i.e. the District may be well positioned to double the number of events in Squamish, or have the ability to host tournaments);
  - events in parks (i.e. large community events, small events such as weddings, management and booking issues, explore the need for amenities, such as outdoor washrooms and showers); and,
  - the park system from a holistic viewpoint (i.e. if we are wishing to attract tourists, is there sufficient space provided for RVs to stay overnight?).
- c. Review the existing Parks and Open Space Classification System and determine whether it is relevant to Squamish in 2012, or whether a new classification system should be adopted.
- d. Identify appropriate parks and open space development standards and targets (i.e. thresholds based on area, population, comparable municipalities, etc.). Prior to adoption, these standards will be reviewed by staff, and possibly Council. The District of Squamish's unique recreational characteristics will require unique and well-conceived park and open space standards. Squamish does not wish to be 'average' when it comes to the provision of recreation - we wish to be at the top. Consider park and open space accessibility and access to surrounding parks under other jurisdictions.
- e. Determine current and future needs:
- field availability/ field users;

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- a specific look at Brennan Park needs/ plan;
  - community “wants” versus needs (i.e. water park, horseshoe pit, par 3 golf course, frisbee court, beach volleyball, dog parks, trailheads, community gardens, sports courts, water access, urban plazas, access to regional parks such as pedestrian access to Echo Lake);
  - potential opportunities for partnerships with other organizations within the District for use of their amenities/ facilities (i.e. coordination with School District #48 and Quest University facilities);
  - environmental management - balance of recreational use of parks and open space with sustainable ecological needs; and,
  - District-owned land of sufficient size for long-term operations and maintenance requirements.
- f. Review revenue generation in parks:
- whether revenue is sufficient to meet visitor needs, event needs, and governance;
  - a comparison to other municipalities for benchmarks and targets for cost recovery;
  - determine whether the District should be managing certain existing areas (i.e. campground), and whether the District should take on new ones (i.e. par 3 golf course);
  - park usage or potential of park usage by businesses (i.e. yoga, boot camp, dog walkers, etc.); and,
  - Event/ programming advertising.
- g. Provide clear direction, recommendations, and priorities for the District’s park and open space system for the period 2012 - 2031. Create a parks and open space development and redevelopment program. The program should include:
- guidelines and priorities for strategic parkland acquisition to accommodate increased growth and demand, as well as existing deficiencies;
  - identification of opportunities to address unmet needs in the park and open space system;
  - a framework for future decision-making regarding park development;
  - maintenance and operational priorities to reflect current and future demands;

and,

- Opportunities to increase the effectiveness, efficiency, and coordination of parks planning and operations.

## **5. Recreation Facilities Analysis and Recommendations**

Analyze, then make recommendations regarding recreation facilities. Include the following:

- a. Identify opportunities and deficiencies in the recreation system - complete an analysis of issues:
  - determine service gaps for all age groups (i.e. arts and culture, youth);
  - determine barriers to participating in recreation services offered, such as transportation, space, and location; and,
  - inventory existing services provided through local societies, community groups, cultural groups, schools, health and associated facilities, locally and regionally, to assess duplication with provision of District services.
- b. Assess the recreation system in relation to the vision developed. Recognize where the system meets that vision and where there are shortfalls. Analyze:
  - recreation trends (i.e. gathering places for visiting with families and friends, for eating, etc.); and,
  - patterns of facility use specific to Squamish (i.e. empty facilities during the day due to people working outside the District, aligning bus services with the facilities so youth can access them during the day).
- c. Develop appropriate recreation facility targets (i.e. based on area, population, comparable municipalities, etc.).
- d. Determine current and future needs:
  - identify the current demands for recreation and cultural services and facilities;
  - identify emerging needs;
  - determine facility deficiencies based on the existing inventory and facility age, community needs, and projected population growth;



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- identify facility utilization/functional capacity in relation to demands (current and future trends);
  - assess the need for new facilities to meet the community’s needs, as well as visitors’ and event needs;
  - analyze best use of limited facilities (i.e. recreation programming vs. large events);
  - determine the potential for increased use if the facilities were improved or repurposed (i.e. would a food concession make a second sheet of ice feasible for the community?); and,
  - assess fitness centre administration functionality.
- e. Review revenue generation in recreation:
- review fees and charges for appropriateness to community financial capacity, cost recovery, and expectations;
  - assess opportunities for additional revenue sources (i.e. Could space be leased to restaurants, trainers, or health professions during non-peak hours?);
  - determine the need for inclusive recreation services and financial access programs;
  - determine financial priorities regarding operations, trends, recreation services, and facilities;
  - analyze concession revenues; and,
  - provide recommendations on fitness centre cost recovery.
- f. Provide recommendations and priorities for the District’s recreation system for the period 2012 - 2031. Include:
- identification of population hubs for prospective programming locations and prospective facilities; and
  - determination of the need for community oversight of service delivery (i.e. a Board or advisory committee).

## **6. Recreation Program Analysis and Recommendations**

Analyze and make recommendations regarding recreation programming, in both indoor

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and outdoor spaces. At the moment, most recreation programming in the District of Squamish is focused at the Brennan Park Recreation Centre. There is a desire to spread recreation programming throughout the community, into each neighbourhood, and look at the creative use of facilities by other organizations during off-peak hours. Analyze recreation fees and charges to ensure they are in-line with other municipalities. The assessment must take into account the recently completed Recreation Core Services Review.

### **7. Implementation Plan**

Develop an Implementation Plan, including life-cycle planning based on functionality and population growth, and a summary of prioritized recommendations.

### **8. Costs and funding sources**

Identify order of magnitude costs for recommendations and prepare a Funding Strategy that identifies potential funding sources. Examine projected capital and operating costs for recommended parks, facilities, and services. Include the following:

- a. Parks Capital Plan: Develop a detailed capital works plan for parks and open spaces, providing Class D cost estimates for parks improvements and capital works. This information will assist in the District's upcoming Parks Development Cost Charges update.
- b. Identify potential partnerships with agencies, stakeholders, and community groups that will ensure resources are available to implement the recommendations. In particular, explore the partnership potential with the School District #48 (Sea to Sky), Quest University, and the SLRD.
- c. Investigate the benefit of private industry partnering with the District on services, or on leasing space (i.e. food services or physiotherapy offices in Brennan Park building).
- d. Determine community desire to borrow to upgrade facilities.

### **9. Mapping**

The consultant will be responsible for coordinating a range of mapping and inventory

data into graphic form to support the Parks and Recreation Master Plan, however, the mapping itself will be done by the District's GIS Department. Maps should encompass inventory, analysis, and recommendation information.

## Methodology and Schedule

Date	Task	Meetings	Deliverable	
2011	Oct.	Issue RFP		
	Nov.	Assess proposals		
	Dec.	Award contract		
		Start-up meeting	Start-up meeting with Steering Committee	
		Background review		
	Jan.	Begin consultation	Open House #1	
		Initiate survey	Targeted interviews with user groups	
			Interviews with District staff	Presentation material
			Introduce project to Council and gather input	Background review summary
		Assess inventory and opportunities		
	Feb.	Finish survey		
		Summarize consultation		First-round consultation summary, including survey
2012	Mar.	Complete analysis		
	Apr.	Develop recommendations	Present analysis and recommendations to Steering Committee	
	May	2nd round consultation	Open House #2	Open House presentation material and second-round consultation summary
		Finalize recommendations		
	June	Present Draft	Present Draft plan to Steering Committee	
			Present Draft to Council	Draft Parks and Recreation Master Plan
	July	Make revisions to Draft		
	Aug.		Present Final to Council	Final Parks and Recreation Master Plan

### Meetings and Presentations

For all meetings, the consultant will record meeting minutes and distribute to the District Planner. The consultant will be responsible for:

1. Regular teleconference calls with District staff. The Consultant will work closely with District Staff in preparing the Master Plan and liaise directly with a Planner on a regular basis. Weekly conference calls will ensure consistent project updates and clear communication. Additional conference calls may be necessary.
2. Meeting with the Steering Committee at key milestones as determined by the consultants work program and schedule. The consultant will be required to attend a minimum of three meetings with the Steering Committee to:
  - introduce the project and gather input;
  - present the analysis and recommendations; and,
  - present the Draft Plan and gather feedback.
3. Attending and coordinating a minimum of two public consultation events (including preparation of materials/ display boards) to:
  - introduce the project and gather input; and
  - present the Draft Plan and gather feedback.
4. Presenting the Draft Plan to Senior Management and District Council. This will include a PowerPoint presentation reporting to Senior Management and District Council on the results and recommendations of the consultation process.
5. Presenting the Final Plan to Senior Management and District Council. This will include a PowerPoint presentation.

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### Required Project Deliverables

- a. background review summary;
- b. all open house display and presentation materials;
- c. first and second round consultation summary, including survey summary;
- d. Draft Parks and Recreation Master Plan document; and,
- e. Final Parks and Recreation Master Plan document:
  - final report in colour format (10 bound copies);
  - all maps are to be 11”x17” in size, or similar;
  - one electronic copy of the final report in Word & PDF formats.

### Background Document Review

The following documents should be included in the background review:

- District of Squamish Parks and Recreation Master Plan (2002)
- Official Community Plan (2009) - <http://squamish.ca/node/264>
- 2011 Trails Master Plan - <http://squamish.ca/residents/recreation-parkstourism/trails#TrailsMasterPlanandStandards>
- Core Service Review information
- Past consultation summaries: recent redeveloped playgrounds
- Tangible Capital Assets Inventory
- Development Plan for Smoke Bluffs Park (2006) - <http://squamish.ca/downloads/smoke-bluffs-park-development-plan>
- Squamish Estuary Management Plan (2007) - <http://squamish.ca/city-hall/departments/community-services/environmental/squamish-estuary-management-plan>
- Recreation Guides (summer/ fall 2011) - <http://squamish.ca/residents/recreation-parks-tourism/brennan-park-recreation-centre>
- Fees and Charges Survey