District of Oak Bay
Carnarvon Park
Master Plan

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ACKNOWLEDGMENTS

District of Oak Bay Council

District of Oak Bay Parks, Recreation, and Culture Commission

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Map of former fairgrounds, now Carnarvon Park
(District of Oak Bay Archives 1994-1001-074)
Executive Summary

Carnarvon Park is an important piece of the open space fabric in Oak Bay, providing recreation and leisure opportunities for a wide range of uses. It has a long and storied history as a place of play, leisure and in the day was variously a racetrack and “pleasure park.” Due to the aging infrastructure in the park, it has been made a priority for redevelopment.

The Carnarvon Park Master Plan provides a long-range vision for the redevelopment of Carnarvon Park, serving the community for the next 20-30 years.

A Vision Statement for Carnarvon Park:

*Carnarvon Park is envisioned as a community gathering space for all ages that offers accessible, inclusive, and flexible recreation opportunities for all.*

The master plan is primarily focused on the northwest corner of the park which contains the majority of the infrastructure. This plan also contains recommendations to guide park-wide upgrades such as improved parking and pedestrian circulation. This report integrates the findings from extensive engagement with the community, Council and Staff in a suite of recommendations for improving the park to meet current and future needs.
Community Engagement

Community input was instrumental to the development of the Carnarvon Park Master Plan. The local community was very engaged throughout the process, highlighting the importance of this park. Community engagement included the following components:

- A Project Steering Committee engaged throughout the development of the Master Plan at key points;
- Stakeholder meetings/interviews in September 2018;
- A Park Neighbours Workshop in September 2018;
- Pop-Up Open House in November 2018;
- Display boards at Oak Bay Recreation Centre, Henderson Recreation Centre, and Monterey Recreation Centre in November 2018;
- Youth engagement at Monterey Middle School in November 2018;
- An online survey in November 2018;
- A Public Open House in January 2019; and
- An online questionnaire in January 2019.

Feedback gathered through all of these mechanisms was used to develop the conceptual plan for the Carnarvon Park upgrades, as well as provide key direction on priorities and implementation.

Recommendations and Implementation

The recommended short to medium term park upgrades have been phased over a five-year timeline, with a target completion date of Fall 2025. Additional recommendations have been developed to address longer-term needs within the park. These include:

- Monitoring use to determine the most effective allocation of park space to different user groups; and
- Conducting condition assessments of all structures within Carnarvon Park. This includes all baseball infrastructure as well as the buildings at the Lawn Bowling area.

These will be important to ensure the park continues to reflect the needs of all user groups, while providing a safe and enjoyable park experience.
**Next Steps**

Partnerships need to be established and funding for proposed park upgrades needs to be secured. Detailed design and construction drawings for all park upgrades need to be completed.

The new Field House requires a community engagement process to determine programming needs and ensure the proposed building enjoys the support of the local community. This will also be an opportunity to identify and work with potential funding partners. This should be started as soon as possible to facilitate detailed design and the completion of construction drawings. Detailed design will allow for the refinement of the Class D and Order of Magnitude cost estimates provided in this master plan (Appendix C).
1.0 Introduction

1.1 Project Background

Carnarvon Park is a well-loved neighbourhood park that serves the local community as well as organized user groups. The park is 3.97-hectares and is surrounded by residential housing in central Oak Bay. It includes sports fields and ball diamonds, tennis courts, a lacrosse box, a water park/playground, lawn bowling greens/clubhouse, and a main building with change rooms, washrooms, storage, and spaces that were formerly used for daycare. Many areas of the park are in a state of disrepair and require upgrades to bring them up to standards.

There are several elements of the park that were identified as needing refurbishment or re-development at the project outset. These include the main building, the lacrosse box, and the tennis/pickleball courts. The District of Oak Bay Official Community Plan was updated in 2014, and pointed to the need for a Park Master Plan for Carnarvon Park. Developing the plan for Carnarvon Park was considered a key priority, ahead of creating a Parks, Recreation & Culture Master Plan, due to the existing issues at the park.

LEES+Associates and Carscadden Stokes McDonald were engaged to lead the Master Planning process beginning in June 2018. The Carnarvon Park Master Plan is a long-term strategy that enables effective and efficient use of funding to carry the park into the future. The plan includes a comprehensive vision for the future of the park, informed by and intended to meet the needs and desires of the local community. As part of this consultation-driven process, all proposed improvements have been prioritized and developed into a detailed implementation plan.
The Carnarvon Park Master Plan proposes to transform the existing multi-sport park into a greener space that serves and balances the needs of a diverse range of user groups. Proposed upgrades include: a splash pad, new racquet sport courts, an all-wheels play area, new pedestrian pathways, and a central field house building.

The Master Plan is focused on the northwest corner of the park as this area presented the greatest number of concerns and opportunities for improvements. Additional opportunities for park-wide improvements to the park such as pedestrian pathways and upgraded parking have also been considered.

### 1.2 Project Purpose

The purpose of the Carnarvon Park Master Plan is to plan for park upgrades and improvements over the coming decades (2019-2039).

The Park Master Plan takes into account the need to serve many community needs. Children, youth, families, seniors, and people from diverse cultural backgrounds have been considered in a way that fosters community pride, connections, and stewardship. The need for both active and passive recreation opportunities has been considered. In addition, the development of the Park Master Plan provided an opportunity to address the need for a broader range of amenities that address the changing ways that people are using public spaces and parks.
1.3 Project Process, Consultation and Community Involvement

Development of this Master Plan involved the collection and analysis of relevant background information, including previous studies, usage data, and GIS data. In addition, key stakeholders were involved early in the process to help provide key information regarding current park usage, trends, and future needs.

A Project Steering Committee comprised of representatives from the District of Oak Bay, the Parks, Recreation and Culture Commission, and Municipal Council, was engaged throughout the development of the plan to provide direction and feedback.

Community engagement was a central component of the development of the plan, with three major phases of engagement: stakeholder engagement at the start of the project, public engagement to review the conceptual plans developed for the park in November 2018, and a final round of public engagement in January 2019 to review the draft preferred concept and provide direction on refinements. A full summary of the community engagement process and findings can be found in Appendix A.
Carnarvon Park Context

Legend

- Main Access Point
- Area of Focus

Existing Carnarvon Park layout and neighbourhood context
2.1 Park Context + Overview

Carnarvon Park is situated in a residential neighbourhood with access from three directions and partial access from a fourth direction. It is considered a “Multi-sports Park” in Oak Bay’s Official Community Plan (OCP).

Existing Usage and Amenities

- 2 playing fields for rugby and soccer;
- 2 ball diamonds with bleachers and scoreboard/concession building;
- Batting cage;
- 3 tennis courts (one court closed due to surface condition);
- 4 pickleball courts;
- Tennis backboard/practice wall;
- Rotary Water Park;
- Playground;
- Lacrosse box;
- Building with washrooms, change rooms and storage;
- Mature trees;
- 2 parking lots;
- Picnic tables;
- Park benches;
- Lawn Bowling Club (including buildings and greens); and
- A Bike rack.
2.2 Existing Amenities + Programming

This section outlines the existing amenities and programming at Carnarvon Park, providing the background understanding necessary to plan for the future of Carnarvon Park. For associated site analysis mapping, see Appendix B.

Activities & Recreational Opportunities

Play Area and Water Park

The existing water park at Carnarvon Park is well used. It is fenced, with a Rotary Club archway defining the entry. However, it was built in 1990 and the equipment is in poor repair. The asphalt surface is repainted every year.

Some features in the play area present a safety concern, including the steep bridges. The zipline is very popular but is also in poor condition. Modular rubber tiles are being used as a safety surface which is beginning to fail with tiles shifting and curling.

Building - Carnarvon Pavilion

The building is in a state of disrepair with evidence of mould, multiple leaks in the roof, and broken water service. A condition assessment was completed in 2016. The washrooms are currently unlocked daily, with the changerooms only occasionally opened due to their poor condition.

Tennis and Pickleball Courts

There is a fenced area of four tennis and four pickleball courts in the northwest corner of the park. One of the courts has been decommissioned due to tripping hazards as of 2017. This leaves three courts available for tennis play. The pickleball courts consist of a tennis court that has been relined.

The court surfaces are in poor condition; they have cracks, indicating that the base is settling and requires rebuilding. Due to this, there is not a benefit to rebuilding in the same location. Usage data indicates declining revenue from tennis court rentals at Carnarvon Park over the last several years, although the number of hours of tennis lessons at Carnarvon Park went up in 2017. Anecdotal evidence suggests limited use is related to court condition.

Residents adjacent to the park have complained about the noise created by pickleball, particularly the sound of the ball and racquets. There is a tennis practice wall located in the large asphalt area at the centre of the park that appears to be in fair condition.
Lacrosse Box Area
This is the only lacrosse box in the entire municipality, but it is in a state of disrepair and is not used for lacrosse play because of this. Occasional uses of this space include street/roller hockey, skateboarding, and dog training.

Field Sports
The playing fields are a key community amenity. Soccer, rugby, and baseball are the field sports currently played at Carnarvon Park. The fields are used year-round. Most of the fields are multi-sport and the District does not have a chance to let them rest as much as would be ideal.

Baseball pays for some infrastructure costs and runs the concession stand. The infrastructure at the baseball diamond will need to be replaced in the coming years. There is open storage of ball diamond fill (adjacent to Newton St access) and soccer nets (at south end of fields).

Most of the surface of the fields are generally well-drained, however, it is important to note that there is a soggy area at the south edge of the park where the lane joins the field.

Lawn Bowling Club
The Oak Bay Lawn Bowling Club occupies the northeast corner of Carnarvon Park, taking up approximately 25% of the park footprint. The club is walled off from the rest of the park with fencing, shrubs, and a series of buildings. The main access to the Lawn Bowling Club is off of Harlow Drive, where there is a small parking lot.

The lawn bowling club has three buildings: a storage building (closest to the water park), the central Carnarvon House, and a clubhouse (Anderson House); The District owns the buildings but the lawn bowling club maintains them. The club has put money into upgrading the main building and recently renovated Anderson House to make it more accessible. The buildings are dated and their replacement needs to be considered over the coming decade. The Lawn Bowling Club does not have access to a commercial kitchen so all events must be catered. There is some interest in having access to other kitchen facilities if they were offered in a new building.
**Park Infrastructure and Layout**

**Services**
The drainage infrastructure for the water park does not work as it should and requires repair. Currently, the water from the water park drains directly into the waste water system and floods regularly. There is an opportunity to look at the infiltration or collection of stormwater on site – this may include cisterns or rain gardens.

**Layout and Usage**
The footprint of Carnarvon Park will likely remain the same into the future. Through redesign of the park, there is an opportunity to improve the overall spatial arrangement and work toward the best use of all available park land.

Overall, the park infrastructure is aging and will need replacement at some point. The timing of replacements needs to be prioritized through a phased implementation plan. There are more desired uses than can be accommodated in the space.

While designated as a developed sports park, Carnarvon Park also functions as both a neighbourhood park and a community park – many come here for walks and to participate in passive recreation activities like reading and relaxing with friends.

**Park Green Space**

**Planting and Terrain**
Trees in the park are generally in good condition; however the lifespan of the trees needs to be considered as some of the trees in the park have been there for many decades. Tree lifespan varies by species.

Many of the maple trees by the parking lot have shallow roots, which encroach on asphalt and curbing and could create a tripping hazard. In terms of canopy coverage, the District’s Urban Forest Strategy has a goal of 40% canopy cover by 2045. Due to the sports fields and large areas of hard surfacing, the canopy cover in Carnarvon Park is estimated at 15%.

The train topiary hedge in the play area is well-loved by the community. In addition, there is well-maintained shrub and perennial planting along the northern boundary of the park between the lawn bowling area and adjacent backyards.

The current park is relatively flat, with little topographic variation.
Accessibility

Park Access, Accessibility, and Pedestrian Circulation

There are four access points to the park, with main entry points off of Henderson Road and the end of Harlow Drive and secondary access points off of Allenby Street and Newton Street. There are two parking lots: the main lot off Henderson and a smaller lot off Harlow Drive that primarily serves the lawn bowling community. In general, parking is sufficient although there are concerns about vehicle parking overflowing onto surrounding residential streets.

The parking along Henderson Road is overly deep. It may be possible to re-capture some of this land for park use. The parking area starts out relatively narrow at the southern end and opens up into a wide wedge toward the northern corner of the park.

There is only one bicycle rack in the park, and it is not located in a visible location (tucked against the lacrosse court). Existing furnishings on site are not accessible.

The hard surface areas of the park are accessible at present, but there isn’t an accessible pathway/route to the fields. There is a paved pathway that extends from the lawn bowling parking area on Harlow Drive to the Carnarvon Pavilion building. This pathway has been blocked off by the closing of the building breezeway. At present, there are not dedicated pedestrian circulation routes around the perimeter of the park or in a north/south direction.

Additional Considerations

The park is lacking a sense of arrival. Park users enter through a wide asphalt driveway between walls of chainlink fence. This area is not well lit at night.

Park signage and wayfinding needs to be addressed. There is a main entry sign off of Henderson Road, but it is located by the lacrosse box, and is difficult to see. The sign needs to be updated according to the District’s signage standards. There is currently no public art in Carnarvon Park.

Soccer goals are currently stored along the southern edge of the park during the off season and baseball infield mix is being stored off of Newton Street impacting adjacent neighbours.

There is a large area of asphalt space between the building, tennis courts, and lacrosse box that is not well-used. This area is in need of improvements to make it a more functional space.
Dogs in the Park

There are not any suitable areas in the park for creating an off-leash dog zone (including a perimeter run). There is signage in the park with instructions on permitted dog use. While it is prohibited, off-leash dog use is common in the park.

The District does not provide dog-waste bags but dog owners are generally good about cleaning up after their dogs in Carnarvon Park. However, dog waste goes in general garbage stream.

Site photos taken at Carnarvon Park by LEES+Associates team. Top to bottom: Asphalt and chainlink fence corridor at park entry; existing signage at entry; existing signage near lawn bowling club.
This section of the report outlines best practices for key park amenities, including: accessibility, play environments, water play, levels of service for racquet sports, and the urban tree canopy.

### 3.1 Accessibility Best Practices for Urban Parks

It is important for urban parks to provide an inclusive, safe and accessible place for all to enjoy. When designing for accessibility it is important to consider the needs of people of all abilities, including but not limited to:

- People who use mobility devices (wheelchairs, scooters, canes, and walkers);
- Parents with strollers;
- People with hearing and vision loss;
- Children;
- Older adults; and
- People with service animals.

An accessible park is interesting, fun and creative. Designing with accessibility in mind creates an opportunity for innovative design that best serves the community at large.

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**Canadian Parks and Recreation Association (CPRA) benefits of parks**

**Parks:**

- Are essential to personal health as active living is a key determinant of health status;
- Are key to balanced human development;
- Are essential to quality of life and place;
- Reduce self-destructive and anti-social behaviour;
- Build strong families and healthy communities;
- Reduce health care, social service, and police/justice costs;
- Are significant economic generators; and
- Are essential to our environmental and psychological survival.
In order to ensure the overall accessibility of an urban park, considerations should be made for the following park features:

**Parking**

Designated accessible parking spaces should be provided in the parking area for the park. The accessible parking stalls should contain clear and visible upright signage, painted indicators on the pavement as well as an access aisle next to the stall to provide space for entering and exiting the vehicle. Accessible parking stalls should be located on an accessible route close to main park features and entrances.

**Pedestrian Circulation**

To create an accessible circulation system within an urban park, all pathways should be clear of obstacles, be a minimum of 1.5m wide, and have pathway surfaces that are firm, stable and slip resistant. Changes in pathway surface should be easily detected. If designing pathways for evening use it is important to include adequate lighting to illuminate the path of travel on major pathways. The slopes of all accessible pathways should not exceed 5% to maximize the ease of travel for all. Along longer pathways, rest areas with benches on the side of the path should be provided at regular intervals of less than 30m.

**Signage and Wayfinding**

To facilitate park navigation for all users, wayfinding signage should be easy to understand, clear, and contain contrasting colours to maximize visibility.

**Building Access**

Entryways to buildings should be connected to an accessible pathway, free of obstacles, clearly marked, and should provide doors that are easy to use and require minimal effort and dexterity to operate. Where stairs are required for building access, outdoor ramp entry should be provided close by with railings, clear signage, slip resistant, stable surface and proper drainage.

**Washrooms/Changerooms**

Inclusive and accessible washroom facilities are an important component to creating an enjoyable park experience. It is important that everyone have safe, comfortable access to washroom facilities and changerooms. Washrooms should include an entry that is free of obstacles, is an appropriate width to travel through comfortably, and has doors, fixtures and dispensers that are
easy to use, located at an appropriate height and require minimal effort and dexterity to operate.

Designers, architects and planners have been highlighting the importance of universal washrooms in parks and recreation facilities to address not just physical accessibility but inclusivity and the sense of belonging in public places. The 2017 update to the Canadian Human Rights Act and Criminal Code emphasizes the right of all people to use a washroom or change room that corresponds to their gender identity. Gendered washrooms may isolate certain individuals and make some feel unwelcome or uncomfortable. Universal washrooms can promote a sense of privacy, safety and comfort for all that may not be experienced in gender-designated washrooms and change rooms. Universal washrooms in public places encourage:

- Inclusivity for people with disabilities, families, transgender and non-binary people;
- Safety and privacy for all;
- Efficiency;
- Forward-thinking design.

The following are five strategies to guide design and development of universal washrooms and changerooms:

- Strive for inclusivity and access for all;
- Use openness to enhance safety through activity and shared monitoring;
- Create privacy, where most needed, to enhance comfort;
- Welcome everyone with signage that is clear, inclusive, and positive;
- Ensure supportive staff operations and communications;
- The provision of universal washrooms and change rooms in public and private spaces—either alone or alongside gender-designated options—is an opportunity to embrace the evolution of community needs, and to champion inclusivity and accessibility for all.

**Site Furnishings**

Site furniture including benches and picnic tables in urban parks should be connected to an accessible path of travel and provide adequate clear space to allow for individuals to approach comfortably from both ends. Accessible picnic tables should be provided in picnic areas. Accessible picnic sites should also be connected to an accessible path of travel and provide level, stable surfaces. Park furniture should be at appropriate heights to accommodate all individuals. Park seating should contain a variety of seating types and locations (shade and sun) to accommodate for all needs, including seating features such as back and arm rests.

**Vegetation**

Planting beds, trees and shrubs should be in areas where they do not interfere with the path of travel and should be trimmed to maintain clear space on the ground level for the path of travel. Raised beds should be easily detectable and be located adequate distances from other obstacles to provide a clear path of travel. Fragrant plants and plants with interesting textures enhance the sensory experience for individuals with low vision and all users.

### 3.2 Play Environment Best Practices

Children need adequate and engaging play opportunities to develop their social, cognitive, and physical abilities and counteract the health effects of rising obesity and increasing screen time. Further evidence indicates that providing children with access to natural areas and contact with soil, plants, and the non-built environment can improve health and well-being (BCRPA, 2006).

**CSA Playground Standards**

The Canadian Standards Association (CSA) has created a series of recommendations to help prioritize safety in children’s play spaces. The most recent set of these standards is called the CAN/CSA Z614 Children’s Playspaces and Equipment Standards. Recommendations include approaches to mitigate risks such as:

- Discouraging younger children using equipment designed for older children;
- Minimizing risk and severity of falls;
- Minimizing the impact risks of hard materials on mobile equipment such as swing seats;
- Ensuring generous space around each piece of equipment;

*Above: Painted asphalt is inexpensive and provides substantial play value in flexible-use areas*
Ensuring equipment is securely anchored in the ground;
Minimizing entrapment risks;
Minimizing risks of clothing or drawstrings getting snagged on play equipment;
Avoiding pooling water;
Ensuring maintenance and regular inspections.

Outside of childcare settings, CSA standards are voluntary guidelines, rather than law. Oak Bay requires all new installations to conform to CSA standards and conducts and documents inspections.

Most playground injuries are the result of falls. Typical strategies for minimizing the risk of falls and the risk of injuries from falls include:

- A deep, soft surface will cushion the impact of falls and prevent many injuries. Provide a loose-fill surface, such as sand or wood chips, of 15 to 30 cm (6-12”) deep under swings, climbers and slides to cushion falls. Higher equipment requires deeper surfacing. Rubberized surface is another option;
- Keep heights low or build slides into slopes. It is recommended that balance beams for pre-schoolers be no higher than 30 cm (12”), and 40 cm (16”) for children older than 5. Equipment for children under five years should be lower than 1.5m (5’).
- Include barriers or guardrails to prevent falls. For equipment intended for children 5 years and younger, barriers are recommended on equipment higher than 75cm (30”). For equipment intended for children 5 years and older, barriers are recommended on equipment higher than 120cm (4’).
- High equipment should be out of reach for younger children.

A risk management approach, one seeking to minimize rather than eliminate risks, is an emerging best practice. While many jurisdictions strive to eliminate risk in playgrounds, this often leads to missed recreational benefits and results in underutilized and boring play spaces. Recent research indicates that risky play offers significant benefit to childhood development, including emotional and social health, encouraging active lifestyles, proper risk evaluation and responses. It’s also important to acknowledge that risky play is fun and healthy!
**Accessibility best practices for outdoor play**

Access to play is fundamental to learning and growing. The UN Convention on the Rights of the Child has declared that every child has the right to play. Facilitating play by children of all abilities is a key aspect of designing or updating any play space. Spaces need to meet the needs of the greatest number of users in order to allow people of all abilities to play individually and together while building important physical and social skills. Play spaces can include natural features, play equipment and pathways and facilities for caregivers.

Important considerations include:

- Ensuring play spaces are physically, socially and emotionally inviting;
- Ensuring most features and spaces are usable by all (rather than having separate accessible elements);
- Providing simple and accessible circulation with surfacing that allows wheelchair access with minimal effort;
- Providing the opportunity for challenge for all users, while minimizing hazards;
- Including gathering spaces;
- Integrating natural elements;
- Consideration of seating, benches and comfort for caregivers, parents and teachers.

**Provincial and health department standards for water parks**

Splash pads provide an important and accessible option for water play, particularly where the significant capital and ongoing funding required for pools and wading pools are prohibitive. As per the BC Pool Design Guidelines, the spray deck should:

- Be made of a durable material that is impervious to moisture and retains a texture that is slip resistant and causes no discomfort to bare feet;
- Not allow for the accumulation of standing water;
- Drain by gravity into flat or low-profile drains;
- Be free of obstructions;
- Have a floor with a maximum slope of 1 in 15 and a minimum slope of 1 in 50;
- Be entirely surrounded by:
  - An overspray area suitably sized for the spray equipment and local wind conditions (2.4 m (8 ft) to 3.0 m (10 ft) recommended);
  - A walkway at least 1.20 m (4 ft) wide that falls away from the spray pad edge at a minimum uniform slope of 1 in 50.

A recirculating system, with full treatment including filtration and UV disinfection to meet the water quality requirements in the BC Pool Regulations, should be considered in order to minimize additional burden on the storm water system and significant water waste. If a recirculating system is not feasible, consideration should be given to using the greywater from the splash pad for site irrigation.

Additionally, the provision of drinking water fountains and washrooms including diaper-changing stations, are key to minimizing possible health hazards associated with a spray pad, particularly those with recirculating systems. These facilities should be located near the water play features and be accessible during all open hours of the spray pad.

**Shade in Playground Areas**

It is important to provide shelter from heat and sun in warmer seasons, as well as from light rain. Trees can provide shade, as well as providing a sense of protection and enclosure. This is especially important for children with certain disabilities and seniors. Playgrounds should include areas with varying levels of shade to keep everyone comfortable and safe.

Playgrounds are hard places for trees to thrive, so care must be given to protection of roots, trunks and low branches from daily wear-and-tear. Options include a thick layer of mulch, or, more ideally, a separated area or tree well surrounded by a curb. Shrubs can provide additional tree protection and seasonal interest.

In addition to using planting to create much-needed shade in play areas, fabric sails can be used to create temporary or permanent shelter from rain or sun.
3.3 Recommended Levels of Service

Outdoor racquet sports enjoy a high degree of popularity in the relatively sunny and dry climate of Oak Bay. Both tennis and pickleball are popular with residents. The District of Oak Bay has re-lined two of the existing tennis courts to support pickleball play, although the court surfaces remain in poor condition. There is currently a practice wall in the park that is shared by tennis and pickleball.

**Tennis**

Neighbourhood parks support tennis play for casual and recreational players, offering a free outdoor play experience. Tennis Canada suggests that one in four Canadians will play tennis at least three times per year. Extrapolated to Oak Bay, this would mean 4,524 participants will generate 4,847 hours demand per year (blended singles and doubles).

There is existing capacity to absorb increased demand based on the number of outdoor tennis courts in Oak Bay. However, this must be balanced with providing accessible, neighbourhood opportunities for tennis play that allow residents to walk or cycle to courts.

Tennis Canada recommends 0.25 courts per 1,000 members of the population for indoor tennis play. Tennis Canada does not recommend a ratio for outdoor courts as this varies depending on community context, environmental factors, and playability of courts. Based on best practices, a minimum of one outdoor tennis court should be provided per 3,000-5,000 population members. Tennis courts are typically built in pairs.

At present, one new tennis court is proposed for the northwest corner of Carnarvon Park due to the limited available footprint and the need to balance the needs of a number of user groups. This is paired with four proposed pickleball courts on the footprint of a single tennis court. If future demand indicates that more courts are needed, this may be explored at a later date and potentially in other areas of the park.

**Pickleball**

Pickleball is a new and growing sport in the District of Oak Bay. It has the potential to grow significantly if dedicated courts and court time are made available. At present, there are no dedicated pickleball courts built to recommended standards in Oak Bay.

The District should plan for the possible need to adapt new and upgraded facilities to alternative uses in the future. Careful monitoring of participation trends going forward will be necessary to ensure Carnarvon Park continues to meet the needs of the local community into the future.

What the community had to say -

- “Tennis courts need to be included! At least two. They may be underutilized at present but that is because of disrepair.”
- “Paint pickleball lines on tennis courts so that they’re multi-use and appeal to all ages.”

Above: Dedicated pickleball courts with a colourful playing surface
### CURRENT OUTDOOR COURT INVENTORY

<table>
<thead>
<tr>
<th>Park</th>
<th>Tennis Courts</th>
<th>Dedicated Pickleball Courts</th>
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<tbody>
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<td>Carnarvon Park</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
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<tr>
<td>Windsor Park</td>
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<tr>
<td>Total Courts in Oak Bay</td>
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</tr>
<tr>
<td>Proposed Courts</td>
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<td>4</td>
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</tbody>
</table>

#### 3.4 Urban Tree Canopy + Planting

Carnarvon Park would benefit from more green infrastructure and planting. Overall, the planting in the park is limited and there is very little colourful planting.

**Tree Canopy Coverage**

The tree canopy coverage target established by the District of Oak Bay is 30%. Typically parks would have a higher tree canopy coverage than the municipality at large. The current canopy coverage at Carnarvon Park is estimated at 15%. Increasing this coverage will provide a wide range of environmental and social benefits to the community.

**Stormwater Management**

Instead of draining into the storm system, on site infiltration can be achieved with green infrastructure such as rain gardens. These are particularly effective at dealing with areas of the park that have poor drainage, as well as collecting and infiltrating water from adjacent hard surfaces.

**Pollinator Planting and Habitat**

Colourful perennial planting will liven up the overall look and feel of the park, while providing valuable habitat for insects and birds. This can be combined with interpretive information and/or public art to educate park visitors and build awareness of the important role of urban parks in providing ecosystem services.

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What the community had to say -

- “Carnarvon Park is rec space without any park space.”
- “My senior parents have issues coming to the park because of a lack of seating and shade - this has always been an issue for Carnarvon and I hope it’s resolved.”
- “A park should have an open, green feeling.”
- “More trees and indigenous wild areas - biodiversity. Less grass.”

Above: Pollinator planting with an adjacent mural