

# REPORT

## *Parks & Recreation*

**To:** Mayor Cote and Members of Council      **Date:** May 9, 2022

**From:** G. Dean Gibson      **File:** 2080369  
Director of Parks & Recreation

**Item #:** 2022-331

**Subject: Hume Park Master Plan: A 20-Year Vision**

---

### **RECOMMENDATION**

**THAT** Council adopt the Hume Park Master Plan, as outlined in this report and included as Attachment A, to guide future park planning and decision-making; and

**THAT** staff proceed with next steps as outlined in this report.

---

### **PURPOSE**

The purpose of this report is to seek adoption of the Hume Park Master Plan (the “Master Plan”). The Master Plan has been developed to serve as a long-term community vision to guide improvements to both recreational facilities and ecological assets over a 20-year time horizon.

### **SUMMARY**

As the second largest park (31.72 acres) in the City of New Westminster, Hume Park is a destination location for sport and recreation, as well as passive nature-related activities. Over time, the park has developed incrementally on an ad hoc basis, without the guidance of an overarching plan to influence changes.

In addition to forecasted pressure on the park due to expected population growth in the Sapperton neighborhood, a number of amenities within the park will be nearing end of life over the next decade. These circumstances offer a timely opportunity to plan and anticipate delivery of expanded, improved and/or more space-efficient recreational amenities, as well as important ecological enhancements to support community use over the next 20 years and beyond. To achieve this goal, a comprehensive plan was developed over a three year period (August 2018-November 2021) in four distinct phases:

- Phase 1: Site Inventory and Analysis
- Phase 2: Needs Assessment and Park Programming
- Phase 3: Master Plan Development
- Phase 4: Development of Final Master Plan & Recommendations

It was identified early in the engagement process that new plans for this important community park must balance a number of objectives:

- 1) Respect the cultural history of the site;
- 2) Integrate Hume Park's relationship with the Brunette River Watershed;
- 3) Enhance passive and active recreational uses to meet the needs of both current and future users;
- 4) Prioritize local residents of New Westminster;
- 5) Improve the park's capacity for flexible spaces so the park can be used efficiently and adapt to changing needs; and
- 6) Maintain and enhance Green Connections that serve as links and become places themselves.

The short, medium and long-term recommendations within the Master Plan, including both capital investments and operational/ maintenance requirements, support the overarching objectives, community input and implementation of the 20-year vision.

## **BACKGROUND**

As population growth is expected in the Sapperton neighbourhood, the Parks & Recreation Department recognized the need for a long term master plan specific to Hume Park that cultivates a proactive and flexible approach to providing adequate active and passive recreation space while also enhancing the ecological assets within the park. In 2018, staff engaged the following consultant team:

- **PWL Partnership**, a Vancouver-based landscape architecture firm, to develop a four-phase process towards developing a long range Master Plan (refer to Attachment A of this report).
- **Diamond Head Consulting**, an environmental consulting firm, to provide an environmental assessment (refer to Attachment B of this report)
- **Bunt & Associates**, a transportation planning and engineering consulting firm, to assess the existing transportation and access conditions in and surrounding the park (refer to Attachment B of this report).

The Hume Park Master Plan Project, led by the Parks & Recreation Department, provides a high-level, long term vision for Hume Park that establishes desired improvements to existing park facilities, new types of amenities, and the preservation and enhancement of ecological features. It also provides a series of short, medium and long-term recommendations and strategic implementation framework that aspires to the implement the park vision over a 20-year time horizon.

## **EXISTING POLICY AND PRACTICE**

The [Parks & Recreation Comprehensive Plan \(2008\)](#) provides the policy framework and capital investment strategy to support the City's ongoing delivery of services to meet current needs, and plan for future needs, of our community.

The City's public engagement practices are guided by the [Public Engagement Strategy \(2016\)](#) and Public Engagement Policy (2021).

The Hume Park Master Plan is further supported by the following guiding documents, plans and policies:

- *Biodiversity and Natural Areas Strategy* (anticipated 2022)
- [People Parks & Pups Strategy](#) (2022)
- [Our City 2041-New Westminster Official Community Plan](#) (update 2020)
- [Climate Emergency Response](#) (2019)
- [Environmental Strategy and Action Plan](#) (2018)
- [City-Wide Integrated Stormwater Management Plan](#) (2017)
- [Urban Forest Management Strategy](#) (2016)
- [Transportation Master Plan](#) (2015)

## **ANALYSIS**

The Master Plan (refer to Attachment A of this report) is a comprehensive and navigable document organized into 7 parts:

**1.0 Introduction-** An overview of the project background and related plans and policies. This section also provides the guiding planning and design principles developed early with the community, as well as the process and timeline for creating the Master Plan.

**2.0 Hume Park Inventory + Analysis-** A full analysis of community context, condition/ uses of existing facilities and amenities and proposed interfaces (i.e. Sapperton Green and School District Lands) are described within the three zones of the park.

**3.0 Public Engagement-** The timeline and process for the extensive engagement activities spanned three phases:

- Engagement Phase 1 - Input in Site Analysis, Programming and User Needs.
- Engagement Phase 2 - Discussion on Functional Programming/ Conceptual Planning Directions.
- Engagement Phase 3 - Feedback on Master Plan.

The engagement processes included participation from:

- First Nations,
- Community stakeholder groups (over 15 user groups represented),
- McBride Sapperton Residents' Association,
- City staff stakeholder departments,
- Facilities Infrastructure and Public Realm Task Force (FIPR TF),
- Facilities Infrastructure Public Realm Advisory Committee (FIPR AC) and
- the broader community

4.0 Master Plan Overview- A fulsome description of the long-range vision for Hume Park that will guide its implementation and fulfillment of the planning and design principles developed with the community. This includes Site Considerations, Site Approaches and the Master Plan Concept that outlines the park vision developed in response to community feedback.

5.0 Recommendations- A full list of recommendations (including description, timeline and financial implications) that support the implementation of the long-term vision are developed in two categories:

- Capital Recommendations- Requiring investment over time through capital budget funding or other funding strategies to improve, redevelop, or relocate existing amenities, or create new ones. The capital recommendations are organized into four categories:
  - a. Buildings (B);
  - b. Park Amenities (P);
  - c. Natural Areas/ Vegetation (N); and
  - d. Circulation (C)
- Operational Recommendations- Including proposed initiatives for policy development, planning, management strategies and information distribution. The operational recommendations are organized into two categories:
  - a. General Operational Recommendations (O); and
  - b. Maintenance Considerations for Existing and Proposed Future Park Elements (M).

6.0 Implementation- An overview of both internal (City's Financial Plan which may include property taxes, available reserves, Development Cost Charges (DCCs) and Voluntary Amenity Contributions (VACs)) and external funding strategies (grant opportunities and third party funders) to help fund the implementation of the short, medium and long-term recommendations for Hume Park. Order of Magnitude costs are estimated and intended to guide the establishment of a funding strategy to enable implementation of the master plan vision. The cost ranges are expected to be revised further pending future public engagement to confirm each project scope and detailed design.

7.0 Appendices- Detailed reports, letters and information have been included as Appendices (Refer to Attachment B) including:

- A. [Diamond Head Consulting Environmental Assessment](#)
- B. [Bunt & Associates Transportation Conditions Memo](#)
- C. [Public Engagement Summaries](#)
- D. [Public Engagement Verbatim Responses](#)
- E. [Comprehensive Hume Park Inventory + Analysis](#)

To further set the stage for the workshop with Council, a summary of the engagement process and the key findings identified during the inventory and analysis phase are provided below.

### **ENGAGEMENT PROCESS**

The Master Plan is reflective of diverse input and feedback received through a three-phase engagement process including First Nations, stakeholders, FIPR TF, FIPR AC, an interdepartmental staff group and the broader community:

First Nations Consultation: Given the overlap in scope, staff reached out to the Nations with opportunities to discuss and engage on two initiatives: 1) City Biodiversity and Natural Areas Strategy; and 2) Hume Park Master Plan (Refer to Figure 3 for Engagement timeline). The Tsleil Waututh (TWN), Kwantlen and Musqueam showed the most interest and TWN followed through requesting greater detail on both projects. A letter dated May 6, 2021 from TWN was received with high level input on the Master Plan and proceeded with more detailed consultation on the Biodiversity and Natural Areas Strategy. This input has been referenced and applied to the natural asset planning within the Master Plan (Refer to attachment B of this report for the letter provided by TWN).

Stakeholder Engagement: A large group of stakeholders helped to shape the priorities of the Master Plan. Stakeholder groups consulted included the Sapperton Residents' Association, FIPR AC, Stakeholder Advisory Group (specifically created for this project) with representatives from a number of different interest groups:

- Sports groups (New Westminster Soccer Club, New Westminster Minor Lacrosse, United Rugby, Vancouver Ultimate Frisbee);
- Environmental groups (New Westminster Environmental Partners, Sapperton Fish and Game Club, BC Invasives Council);
- Local school and Daycare (Hume Park Home Learners, Park Place);
- Groups holding regular events in Lower Hume (South African Friendship Club; Spirit of the Children Society);
- Metro Vancouver;
- McBride-Sapperton Residents' Association;

- Individual park users (including seniors, users with lived experience of a physical disability, cycling commuters, and users of the dog off-leash area); and
- City of New Westminster Councillors.

Staff also consulted directly with representatives from School District No. 40 (New Westminster).

**Public Engagement:** Each of the three phases was centered on a virtual public open house presentation and discussion event and supported through online engagement tools at [Be Heard New West](#) available for a minimum of three weeks following the event:

Open House #1 (March 11, 2021): 69 event participants / 99 respondents to the online survey. Refer to Attachment B for [Phase 1 Engagement Summary](#)

Open House #2 (June 22, 2021): 20 event participants / 378 respondents to the online survey. Refer to Attachment B for [Phase 2 Engagement Summary](#)

Open House #3 (November 4, 2021): 21 event participants/ 256 respondents to the online survey. Refer to Attachment B for [Phase 3 Engagement Summary](#)

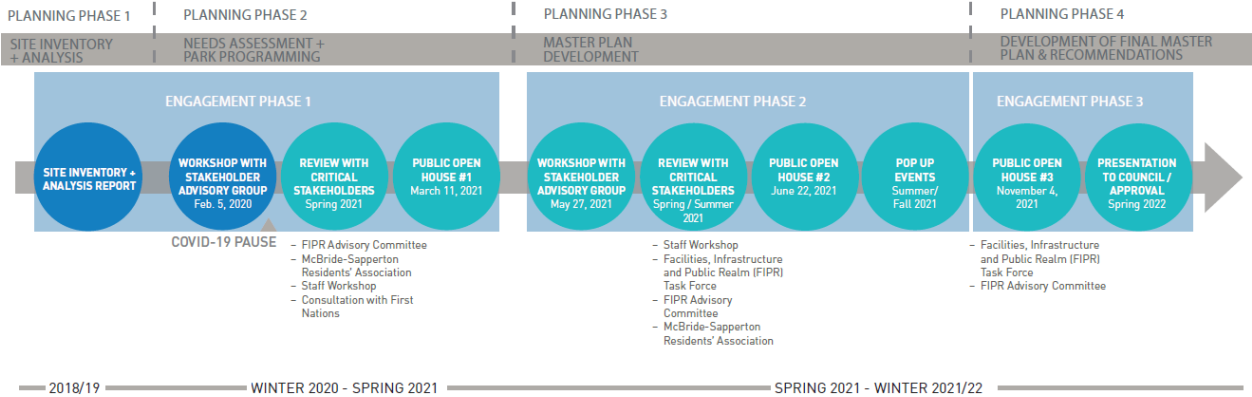


Figure 3. Engagement Phases and Timeline

**Council Workshop:** Staff conducted a workshop session with City Council on April 25, 2022 to provide an overview of the Hume Park Master Plan a receive final comment prior to considering adoption of the document. Key comments provided included:

- General support for the community and stakeholder engagement processes undertaken throughout the development of the plan.
- Support for the preferred vision of Upper Hume Park focusing on active recreation and sport activities with Lower Hume emphasizing expansion of the ecological aspects of the park integrated with passive recreation opportunities.

- Importance of creating a balance between providing universal accessibility to key ecological areas of the park while at the same time protecting the natural assets within the park.
- Awareness of the need to manage and balance the uses of the proposed multi-sport courts for the benefit of all users.

**NEXT STEPS**

Pending adoption by Council, implementation of short term recommendations will begin coordinated over the next 12 months as per the 5-Year Financial Plan (2021-2026). Priority will be given to ecological restoration efforts Lower Hume Park.

**SUSTAINABILITY IMPLICATIONS**

The implementation of the Master Plan represents an opportunity to significantly improve the ecological performance and sustainability of Hume Park. The following highlights some of the key components being considered:

- Enhancing and protecting the parks ecology in Lower Hume with reforestation, foreshore restoration, habitat construction and moderating temperatures.
- Expanding the riparian zone with boardwalks and interpretive signage.
- Promoting alternative transportation by providing safe, accessible and convenient connections, routes and facilities for pedestrians and bicycles.
- Improving the performance of any new buildings/ facilities.
- Transforming select lawn areas to pollinator pasture or rain gardens.
- Providing localized green waste storage areas in Lower and Upper Hume Park.

**FINANCIAL IMPLICATIONS**

The Master Plan includes a high level order of magnitude estimated cost range for each capital project recommendation. The total estimated cost range is \$8.6M to \$18.2M, with further breakdown of cost range for each of the short, medium and long term recommendations:

Short Term Recommendations (1-5 Years)	<\$1.3M to \$2.5M
Medium Term Recommendations (6-10 Years)	\$3.2M to \$8M
Long Term Recommendations (Beyond 10 Years)	\$4.1M to \$7.7M

Prior to implementation, each of the park improvements identified in this plan will require a future engagement and detailed design phase to determine accurate detailed design and cost estimate.

The City's current 5-Year Financial Plan (2021-2026) includes the following budget items to be coordinated with proposed implementation of the final Master Plan:

- Improvements to the CVG near Lower Hume- \$1.2M
- Outdoor Pool Feasibility Study - \$150,000
- Outdoor Pool and Building Upgrades/ Repairs - \$709,000
- Concession Roof Repair -\$10,000
- Reforestation - \$25,000
- Tennis Courts Replacement - \$550,000
- Spray Park Replacement - \$150,000
- Facility Assessment + Inventory Database (total budget \$150,000 includes facilities in Hume Park)

Additional funding to implement medium and long-term recommendations will be proposed through the 2026-2030 capital planning processes as work plans for each year are developed.

With capital investments, operational and maintenance requirements will also need to be reassessed accordingly. The Master Plan will be updated as required, with any changes in community priorities and/or shifts in recreational demands.

## **OPTIONS**

The following are options for Council's consideration:

- 1) To adopt the Hume Park Master Plan, as outlined in this report and included as Attachment A, to guide future park planning and decision-making; *and*
- 2) To proceed with the next steps as outlined in this report; *or*
- 3) Provide alternate direction to staff.

Option(s) #1 and 2 are recommended.

## **CONCLUSION**

The Hume Park Master Plan is based on the results of a fulsome public engagement effort, direction from guiding City documents, technical analysis, financial considerations, and operational needs. The plan responds to these inputs and aims to create park experiences that will meet the needs of our growing community, expand park use and functionality, and meet key strategic priorities and climate action goals.



**ATTACHMENTS**

Attachment A- Hume Park Master Plan

Attachment B- Appendices

**APPROVALS**

This report was prepared by:

Erika Mashig, Manager of Parks & Open Space Planning, Design and Construction

This report was approved by:

Dean Gibson, Director of Parks and Recreation

Lisa Spitale, Chief Administrative Officer