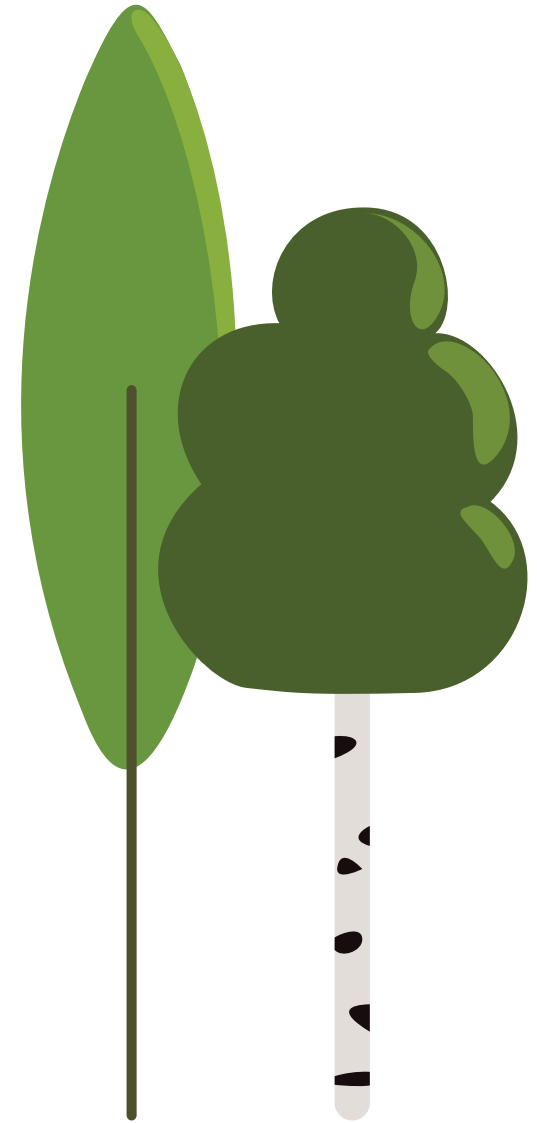


ST. JOHN'S PARKS & OPEN SPACE MASTER PLAN

December 2014 | FINAL REPORT





ACKNOWLEDGMENTS

This master plan describes a resident-based vision for a Parks and Open Space network within the City of St. John's. This document proposes a refined network as well as design and maintenance guidelines, implementation strategies, and steps for the infill and expansion of the network for future generations. It is important to note that the plan pro-actively capitalizes upon the internationally unique attributes of St. John's cultural setting in a manner that ensures a relevant parks and open space network.

St. John's residents, from the ages of eight to eighty, were consulted during the master plan creation process. We would like to thank residents for their participation in the many focus groups, small group meetings and community workshops that resulted in the refined network. We would also like to acknowledge the invaluable leadership of participating City of St. John's staff and Council members throughout the master planning process. This participation included council members, senior management staff and department heads at the many internal and public sessions, as well as the many operational staff who developed maintenance plans for a refined network.

Finally, we would like to recognize the contribution of the Project Steering Committee. The committee's commitment to developing a futuristic parks and open space vision, based on community requirement, has resulted in a master plan that all of St. John's residents will recognize as their own. Project steering committee members are as follows:

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St. John's, like all of Canada's capital cities, has evolved from a culturally strong and relevant urban core into a series of physically diverse neighbourhoods. The City's urban core areas are intact, and provide a physical 'DNA' context from which urban and residential growth can evolve. Relationships between residents and their various park and greenspace products are well established at shoreline, downtown, municipal park and walkway spaces. All residents consulted during the creation of this master plan clearly understand the unique nature of the urban core, as well as how to play, socialize and passively or actively participate in recreation within the urban core spaces.

Also, like most Canadian capital cities, St. John's has experienced both residential and commercial growth that is not in keeping with its traditional urban development pattern. Generic approaches to growth have resulted in neighbourhoods that are built within broadly used planning guideline context rather than locally developed criteria. Relative to parks and open space planning, this has two problems. First, neighbourhoods developed during and after the 1970s are not based on a locally relevant development pattern. Thus, important neighbourhood lifestyle components such as land use organization, street planning/design, sidewalk routes and tree planting are not planned relative to creating great social and recreational neighbourhoods. Second, St. John's contemporary parks and open spaces are placed in a regulatory manner as opposed to organizing recreation products based on equitable access and need.

St. John's has seen significant residential and commercial growth over the last ten years. In-migration has resulted in a rapidly expanding population that requires an expanded and diversified recreation product mix. This results in a need to provide passive and active recreation products at the neighbourhood, community and municipal level, and creates a renewed focus on the existing parks and open space network.

1.1. PROJECT OBJECTIVE

To meet the evolving needs of a diversifying and expanding population, the City of St. John's commissioned this Parks and Open Space Master Plan. The plan is built on the notion that an existing network of parks, green spaces, trails and street corridors is given a revitalized vision and

series of projects that 're-vectorize' these recreational products to meet resident needs. The following three questions define the objective that is resolved in this master plan.

What is the present condition of our parks and open space network?

What is a resident-based vision for a revitalized network?

How does the present network evolve to realize the vision?

Although the questions seem relatively simple, providing meaningful answers requires a complex and highly iterative planning and design process. Residents were consulted as individuals, groups, stakeholders and on a city-wide basis throughout the master planning process. As previously mentioned, resident participation was valuable and forthcoming.

1.2 PLAN PROCESS

This master plan is developed under a five-step process that results in a re-vectorized parks and open space network. The following describes the steps.

a. Inventory and Analysis of Existing Network. The project team visited all existing parks, trails and open space sites to gather information relative to product offerings, apparent use and classification, condition of built and natural assets to assess both relevance and potential within the context of a revitalized and/or re-vectorized network.

b. Consultation Question Definition. Ironically, creating meaningful questions that can be presented to residents and stakeholders requires consultation. To this end, the consulting team hosted focus group sessions with residents, with no particular association or point of view, to talk about St. John's lifestyle, the quality of neighbourhoods and recreation products to gain a sense of the issues requiring resolution through master plan creation.

c. Question Delivery. This master plan's consultation process was broadly applied and focused on topic area. Questions were applied to residents at the neighbourhood, community and city-wide level. Program stakeholders were consulted in both program delivery and facility

readiness. City staff were consulted on both capital and operational aspects of parks and open space assets. The results were assembled for both visionary and implementation purposes.

d. Network Vision. The results of the previous steps formed the basis of a refined parks and open space network. The network components are re-defined and given a purpose relative to future use and a maintenance plan relative to resident use.

e. Refined Network Plan. The vision is expanded into a detailed network plan. All existing and required facilities are expressed relative to network role as well as capital and operation expense. An implementation plan describes the steps required to realize the visionary network.



2.0 MASTER PLAN CONTEXT

This chapter provides a ‘snapshot’ view of the existing parks and open space network. The snapshot view is the initial platform, foundation or contextual starting point that will become a modified network through revitalization, re-designation or re-purposement. Thus, all parks and green spaces, and their service areas, are reviewed within the context of each.

This chapter’s content is presented relative to the existing physical components (prior to a precedent-based statistical overview). It is important to understand that any statistical analysis is presented for benchmark purposes only, and should not be used as a culturally relevant analysis of the existing network. Instead, statistical analysis that illustrates any significant gaps in product delivery can not be considered important unless confirmed through consultation (later chapters).

2.1 EXISTING PARKS NETWORK

The existing parks and open space network includes three primary park components (tot lot, community park and municipal park). Figure 1 illustrates the general location of these parks. The following describes the park components.

a. Tot lot. The tot lot is the neighbourhood gateway to the parks and open space network. This space is a by-law specified park (based on one park space per 70 single family homes); therefore, service is based on unit count and not on service area.

These parks are created on a single or double residential lot, and host a typical play structure, signage, seating, walking surfaces and street-edge barrier. It is assumed that each hosting neighbourhood is based on a typical resident profile; therefore, all tot lots are typical.

b. The Community Park. Whereas the tot lot is a park based solely on statistical requirement, the community park is based on residential requirement or need. These parks, of varying sizes, often include an ‘expanded tot lot’ with the addition of municipal sport and active recreational assets (i.e. ball and/or soccer field, skateboard park, tennis and/or basketball court).

c. Municipal Park. These are the large parks that serve the City and the greater

region’s civic, active and passive recreation needs. Like the community park, these are based on resident requirement, as well as historic location, rather than statistical requirement. Civic events as well as daily visitation ensures these parks require, and receive, significant maintenance and capital investment.

These parks include Bowring, Bannerman, Victoria and Rotary Parks, and provide destination-based active and passive recreation/sport amenities. In all cases, these parks also provide tot lot and community level service; therefore, these are important facilities at all levels.

2.2 EXISTING TRAILS SYSTEM

The current trails system is based on the existing Grand Concourse pedestrian walkways (Airport Heights and Columbus Drive asphalt paths). The system does not support multi-use and, therefore, is intended for passive or active pedestrian use only. The trails form a linear series of routes relative to available space and to placing residents within natural corridors. The system is not planned nor delivered as a city-wide network relative to neighbourhood and park space linkages, or as a system that supplements city transportation planning (active transportation). This is to be expected in a growing city. New approaches will be required as the City expands and residents desire mobility options.

Figure 1 illustrates the general location of the trails. The trails network includes both granular and asphalt surface and, in some cases, utilizes street and/or sidewalk sections to resolve missing linkages.

2.3 STATISTICAL ANALYSIS

The National Recreation and Parks Association (NRPA) provides baseline data that relate various park space types to population (in the form of national median figures). This data is only useful for benchmark comparison, and is not intended to be used to determine modifications to any parks and open space network; however, the data is useful as general indicators. For example, the benchmarks tend to illustrate a population’s tax-base ability to generally support various park space types. If excessive park space exists within an urban setting, the NRPA benchmarks will probably indicate this, while excessive local operational budgets will reflect this.

Another important and relevant aspect of the NRPA data is that it can be used to indicate where ‘glaring gaps’ in service provision exist. Apparent

gaps commonly result in resident demand for local park space. In both cases, this needs to be both qualified and quantified with local research. Figure 2 provides a summary of the following information.

a. Ward One Parks. Relative to NRPA data, the figure indicates that Ward One’s 21,665 residents require approximately 8.7 hectares of tot lot; however the Ward hosts 22 hectares or 250% more than the benchmark.

Ward One’s community park space exists at 22.5 hectares while the benchmark suggests a 43.3 hectare requirement. This suggests that the ward community park space exists at approximately 52% or 1/2 of benchmark.

Analysis: This ward is largely developed within the context of the 1 tot lot per 70 residential unit municipal requirement. This requirement results in excess and irrelevant gateway park space, as well as stressed maintenance efforts. The shortage in community park space also relates to the tot lot requirement (due to a focus on the tot lot as the primary park space).

b. Ward Two Parks. The NRPA benchmark indicates that Ward Two’s 21,450 residents require approximately 8.6 hectares of tot lot; however, the Ward hosts 5.3 hectares or approximately 40% less than the benchmark.

Ward Two’s community park space exists at 2.8 hectares while the benchmark suggests a 42.9 hectare requirement. This suggests that the ward community park space exists at approximately 7% of benchmark.

Analysis: This is the oldest City ward as well as the civic core area. Park development within this ward occurred relevant to need rather than municipal requirement (as a result of pre-requirement development); therefore, the gateway parks are not unreasonable relative to benchmark. The large variance between the existing community park and relative benchmark data occurs for two reasons. First, this urban core ward developed during an era where the community park was not a valued asset; rather, the municipal park was. Bannerman and Victoria Parks easily met resident requirement for community gathering and recreation, and still do today.

c. Ward Three Parks. The benchmark indicates that Ward Three’s 18,932 residents require approximately 7.6 hectares of tot lot; however, the Ward hosts 18.6 hectares or approximately 250% / 2.5 times more than the benchmark.

Ward Three’s community park space exists at 9.1 hectares while the benchmark suggests a 37.9 hectare requirement. This suggests that the ward community park space exists at approximately 25% of benchmark.

Analysis: Like ward one, this area of the City is developed largely through municipal requirement; therefore, the tot lot provision significantly exceeds benchmark. Also, as in ward one, the maintenance efforts required to sustain tot lot use is excessive, and the tot lot requirement has resulted in a focus away from the under-delivered community parks. For residents in the ward’s west area, Bowring Municipal Park fulfills community park needs; however, the remaining areas of the ward are under-served.

d. Ward Four Parks. The benchmark indicates that Ward Four’s 25,418 residents require approximately 10.2 hectares of tot lot; however, the Ward hosts 8.3 hectares or approximately 81% of benchmark.

Ward Four’s community park space exists at 41.6 hectares while the benchmark suggests a 50.8 hectare requirement. This suggests that the ward community park space exists at approximately 82% of benchmark.

Analysis: This area of the City is relatively mature with the exception of the Kenmount residential development. Most park development occurred relative to need - Kenmount was built relative to requirement. Thus, the numbers are within 20% of benchmark for both park types. This percentage would decline if new development continues to occur under present requirement.

e. Ward Five Parks. The benchmark indicates that Ward Five’s 18,716 residents require approximately 7.5 hectares of tot lot; however, the Ward hosts 6.5 hectares or approximately 87% of benchmark.

Ward Five’s community park space exists at 32.2 hectares while the benchmark suggests a 37.4 hectare requirement, indicating the ward’s community park space exists at approximately 86% of benchmark.

Analysis: This area of the City includes both rural residential hubs and expanding urban developments. The numbers suggest that the ward is well served; however, the numbers relate to population (and not products, type or quality relative to client base). In this ward, follow-up analysis and consultation advises the parks and open spaces meet the needs of those located within the immediate service area. Unfortunately, the rural nature of the ward leaves many unserved.

2.4 KEY CONTEXTUAL LESSONS

Municipal planning regulation, relative to the tot lot, has left the City with an apparent abundance of tot lots. By benchmark, the City’s 107,000 residents require approximately 43 hectares of this gateway park; however, 61 hectares exist. Thus, the City provides almost 50% more gateway park than benchmark. Discussions with the City’s parks maintenance managers confirm that tot lots absorb excessive budget relative to use.

Inversely, community park benchmark sits at 212 hectares; however, the City hosts 108 hectares. This suggests the City is under-served by approximately 50% at the community level. In short, St. John’s neighbourhoods are presently highly over-served while the collection of neighbourhoods (or communities) are highly under-served. The following chapters explore the relevance of these figures to St. John’s as well as a proposed parks and open space ‘refinement’ based on resident desire and future needs.

FIGURE 1

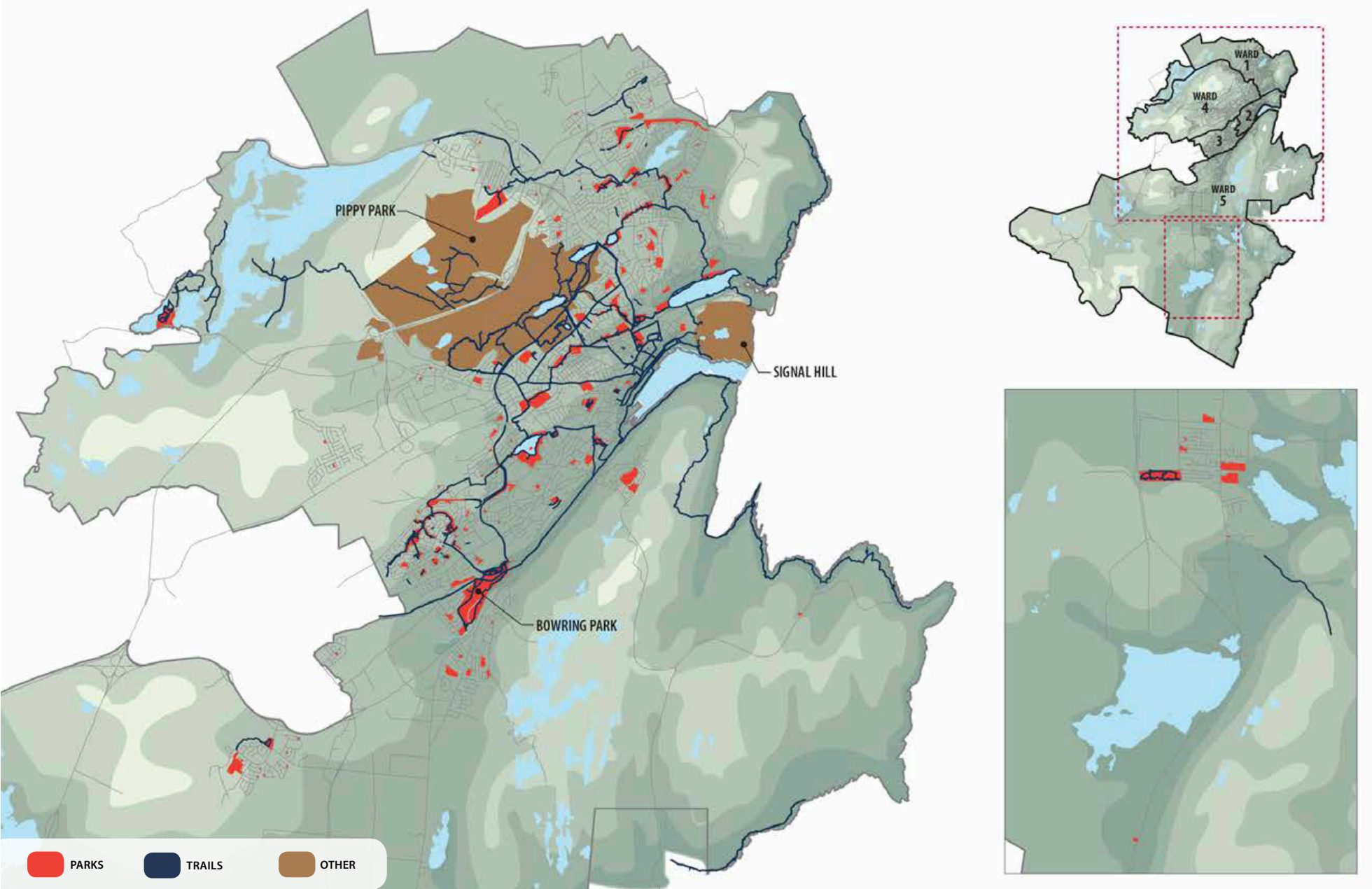
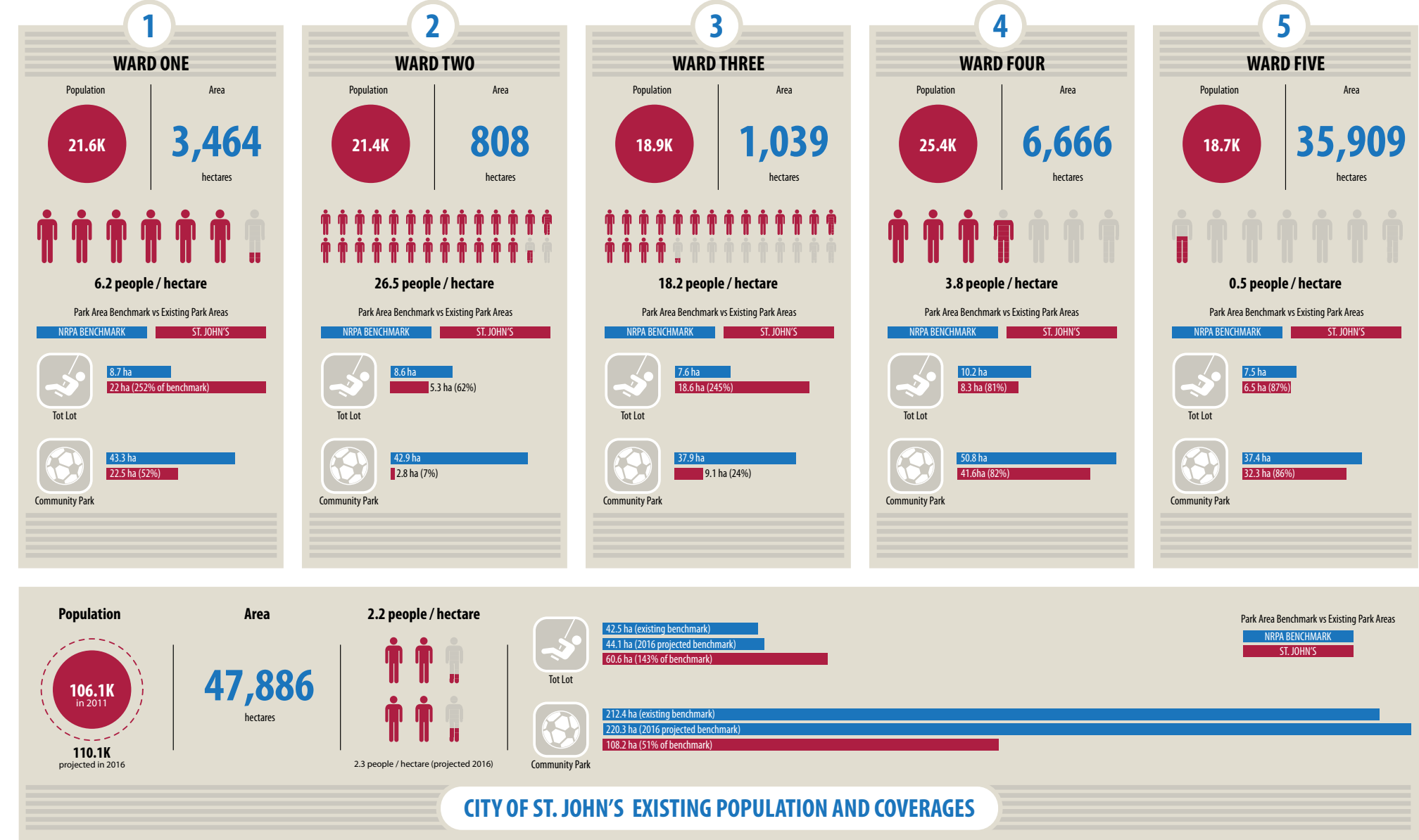


FIGURE 2



Source: Statistics Canada, Province of Newfoundland, National Recreation and Park Association



3.0 MASTER PLAN VISION

The City of St. John's consulted residents to develop the visionary framework and principles described in this chapter. The sessions/activities conducted to develop these products included:

1. Focus groups with residents to talk about quality of life issues and use of the existing parks and open space network.
2. In-class working sessions with City students to discuss their daily lives as well as what facilities they use, don't use, or would like to see in St. John's.
3. A city-wide working session with residents to develop a refined parks and open space classification system based on the evolving city and contemporary St. John's lifestyle.
4. Working sessions for each ward to apply the refined network at the neighbourhood level. This work was supplemented by resident on-line feedback.
5. A public open house to review refined ward plans within the context of a revised network classification, and to prioritize the projects required to initiate the implementation plan proposed in this report.

This chapter reviews the results of the public sessions and proposes a series of principles that direct all aspects of parks and open space network refinement and plan implementation. The principles are formed from the following consultation concepts as well as the results of the various consultation sessions/activities.

3.1 CONSULTATION IDEAS

As consistently discussed during the various consultation sessions, residents of St. John's are clear about a need for a refined parks and open space network. This is not the result of a disdain for the existing products - this is due to the fact that the City has evolved into a significant national address. In short, the physical St. John's has caught up to the cultural St. John's relative to its importance as a national address. Thus, residents believe that their cultural identity is threatened by imported notions of City expansion. This sections describes the important parks and open space concepts that support the relevant notion of cultural retention in evolution and growth contexts. Figure 3 summarizes these consultation concepts.

FIGURE 3 - CONSULTATION CONCEPTS





3.2 GUIDING PRINCIPLES

This chapter converts the consultation concepts into resident-developed guiding principles. These principles are to be used as clear and definitive direction during both network expansion and renovation, and must be referred upon when developing policy and projects during plan implementation.

The overarching theme applied to all principles is evolution. Due to a strong economy and attractive lifestyle, the City of St. John's has sustained itself as a significant national residential address. This has resulted in an evolution of desired city form consistent with a contemporary national address; thus, the City of St. John's must reposition its parks and open space network to ensure products offered within this context support are both contextual and contemporary St. John's (to ensure sustained growth). The following describes the key principles that ensure St. John's parks and open space products support this evolution.

Principle One - Cultural Assets

Preamble. St. John's is home to powerful cultural assets that lend themselves to the notion of congregation, mobility and event participation. These assets, associated with the historical city core, provide the physical DNA required to expand in a manner that is in keeping with core character.

Principle. The City of St. John's protects the city center identity by conserving elements that contribute to resident meeting, talking, walking, congregating and enjoying St. John's special architectural and cultural character. Additionally, city core cultural elements are transferred, in some form, to growth areas to ensure St. John's expands within the context of character-defining DNA.

Principle Two - Integrated and Interactive Neighbourhoods

Preamble. The strongest component of St. John's City form is the neighbourhood. This is where daily resident life begins, and where it must have strength. To ensure this, critical elements of health and well-being are available. Quality walking, conversation, basic recreation, and essential daily services are part of all neighbourhoods. The basic tools are streets with good tree canopies and sidewalks, a community park with associated land uses that provide safety and service to residents (to form a neighbourhood center), trails with associated open space and inter-

neighbourhood activity to encourage resident meeting and greeting. Assets outside of these can connect neighbourhoods to neighbourhoods, or civic arterial streets to neighbourhoods (etc.).

Principle. The City of St. John's encourages the creation of new, as well as the retrofit of existing, neighbourhoods to create the desired resident home addresses. The City benefits from the combined cultural and economic value through increased growth, higher property values and resident satisfaction.

Principle Three - Updated Parks and Open Space Network

Preamble. The resident gateway to the parks and open space network is the tot lot. As previously discussed, this park's cultural and operational issues outweigh the benefit and, consequently, should cease to exist for the most part as this plan is implemented. The consultation process identified a refined network that proposes the community park as network gateway inclusive of a hierarchal network of parks and trails. Together, this network should form the backbone to city growth and revitalization.

Principle. The City of St. John's utilizes a refined network of parks, open space, trails and natural spaces on the following network classification. It is important to understand that the term open space is applied to all St. John's green space and must fall under strict zoning regulation that protects this space for public interest. Thus, by definition, open space includes all land and water areas, either publicly owned or offering public access, that are not covered by structures. This includes current and potential future parks, natural areas, pathways, roadway greenspace, land for parks and recreation facilities, golf courses, cemeteries, and other types of alternative-use open space. Chapter Four clearly describes the parks and open space network.

Principle Four - Active Transportation and Civic Structure

Preamble. The City of St. John's presently follows a bike-ways plan as an active transportation model. This plan should be expanded to include the previously described open space classifications. This will provide the platform to expand use, purpose and safety within a multi-modal network—whether existing or proposed.

Principle. The City of St. John's will explore broadened use of the Grand Concourse trail system, and update its street network within the context of active transportation. Thus, a contemporary and relevant network of multi-modal linkages will, through retro-fit of existing City areas or expanding

areas, provide meaningful transportation and recreational linkages throughout the City.

Principle Five - Landscape as Identity and Wayfinding

Preamble. St. John's landscape is both globally unique and under development pressure. This is a problematic dichotomy that should not be ignored.

Presently, landform, landmarks and water provide critical wayfinding and cultural identity information. This includes important assets such as the City's surrounding hills (including the lands above the 190-meter contour interval), landmarks such as the Signal Hill Tower and the Battery, as well as all water environments. The City must preserve these assets, conserve public views of the assets and ensure the relationship between this preservation and conservation in perpetuity.

Principle. The City of St. John's seeks to identify all critical landscape and landmark elements for environmental preservation and cultural asset conservation efforts. Through skilled analysis, planning and policy development, these elements will retain their significance in perpetuity.

Principle Six - Evolution and Recreation/Elite Sport Conflict

Preamble. The St. John's region has achieved a metropolitan size, relative to park space, resulting in an inherent conflict between the active and passive recreation populations. This was clearly articulated by residents who wish to walk passively on park trails, and meet 'speedy bikers.' Also, cross-country ski enthusiasts, engaged in event training, take issue with residents walking on perceived ski trails.

Most cities experience this problem during growth; however, budgets do not support the creation of a new park system to support the athlete. The City should work with provincial/federal agencies to identify events that require athletic facilities that can remain as event legacy. Thus, new facilities are created within event hosting roles.

Principle. The City of St. John's, through recreational, economic development and tourism strategies, seek to host events that result in built legacy projects that meet the needs of an increasingly active population.

Principle Seven - Celebrate Evolution to Date.

Preamble. This plan proposes a significant shift in parks and open space

delivery, based on resident desire. This desire does not minimize or fail to recognize the tremendous efforts of those who advanced recreational activity and environmental celebration/conservation in the City of St. John's.

At this point, this work should be formally recognized and celebrated before moving onto evolutionary practices. Thus, the City of St. John's should recognize the work of groups and individuals such as the Grand Concourse Authority and The Johnson Family Foundation (by refining their long-term role relative to trail operations).

Principle. The City of St. John's understands the present parks and open space network will evolve significantly over upcoming years. Prior to commencing with this work, the City will create a special space recognizing the tremendous efforts of those who have worked hard, or contributed to, the present parks and open space network.

Principle Eight - Managing St. John's Destiny

Preamble. The City of St. John's presently ensures the delivery of design, construction, maintenance and operational services for its parks and open space network from varied sources - both internal and external. Control of all these administrative activities should fall within City management (to ensure efficient spending and resident response mechanisms).

As previously indicated, the City has evolved to the point where the multi-purpose and new facilities are required to meet resident need (within the context of growth). Thus, the City should create a single platform that manages facility budgeting, design, construction, as well as advises on operational procedures. This platform should respond to the combined efforts of present Department of Planning, Development and Engineering and ceases any outsourcing of administrative and operational activities (unless deemed more efficient at a later date). Design and construction will remain within the private sector, under City of St. John's purchasing guidelines.

Principle. The City of St. John's manages all aspects of its parks and open space assets by creating internal capacity to manage the initial and ongoing design and construction of its assets (on a going-forward basis). Thus, the Recreation Division can manage the creation of new assets while continuing to seek operation review comments from Parks and Open Spaces Division as well as the Department of Planning, Development and Engineering.

FIGURE 4 - REFINED PARKS AND OPEN SPACE NETWORK COMPONENTS

Green Space Classification



Greenway

Linear corridors that provide habitat linkages throughout the city. May include trails.



Natural Space

Lands that should be preserved/conserved for ecological reasons.

Trail Classification



Community Trail

Granular trails linking residents to important neighbourhood destinations or municipal trails.



Municipal Trail

Asphalt trails that link neighbourhoods to important city destinations.

Park Classification



Neighbourhood Park

Multi-use neighbourhood gateway to the park system. Includes both active and passive play.



Community Park

Multi-use park space that brings neighbourhood park and sport facility together.



Municipal Park

Civic park space intended to serve all residents.



Community Common

Existing tot-lot park converted to central neighbourhood gathering space.



Neighbourhood Square

Central gathering space located within the heart of existing neighbourhoods.



Urban Plaza

Multi-use urban core space dedicated to cultural and economic gathering.

4.0 PARKS AND OPEN SPACE CLASSIFICATIONS

The City of St. John's has evolved into a diverse matrix of public parks, open spaces and recreational facilities ranging from the tot lot to nationally significant landscapes. As with all evolving and growing cities, St. John's recognizes the need to evaluate its existing network within the context of this evolution - as discussed in the last chapter. This chapter describes a revised network based on a rationalized classification of St. John's Parks and Open Spaces.

4.1 GREEN SPACE CLASSIFICATIONS

City of St. John's green spaces that have high environmental value are placed in two classifications. The high value linear corridor is categorized as greenway while space that is non-linear in form is categorized as Natural Space. The following describes these.



GREENWAY

Greenways provide open space connections to and from parks, schools, and neighbourhoods, and may include wildlife corridors, pathways, and trails. Thus, the greenway is a vegetated corridor of land that incorporates pathways or trails. The feature may provide continuous connections between neighbourhoods, as well as adjacent civic or commercial addresses (shopping areas, parks, etc.).

GREENWAY DESIGN GUIDELINES

The following categories explain, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Links to open space and parks
- Frequent openings and access points

Amenities

Benches	Interpretive signage	Public art
Bicycle racks	Pathways and trails	Shade structures
Formalized viewpoints	Picnic tables	Trees and shrubs
Garbage receptacles	Planting beds	

Drainage

- May be used for drainage provided water does not collect within site or around recreational amenities
- Low impact development principles should be incorporated to ensure functional storm water management

Functional Design

- Include marker posts, fencing, or other methods to delineate these lands from private lands
- Develop through public utility right-of-ways, reserve dedication, road right-of-ways, utility right-of-ways and/or easements to permit

ecological or trail connectivity

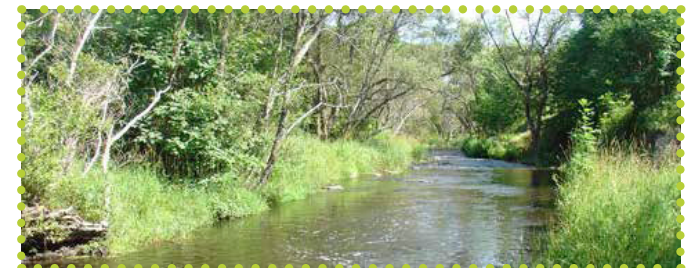
- May accommodate linear utility right-of-ways; however, these must be located along the greenway's periphery and surface installations must not directly interfere with recreational and functional design of the greenway
- May accommodate regional pathway or trails or perform linear recreation function
- May serve as adequate protection and habitat to permit animal movement through a developed area
- May also include riparian areas recognized and protected through easement or reserve dedication
- May include publicly held corridors such as power line right-of-ways

Location

- Located along waterways, natural areas, historic features, roadways

Functional Size

- Variable - based on function
- Minimum of ten meters in width





NATURAL SPACE

These are areas of land, or water, representing distinct elements of an area's geological, ecological, or species diversity, and includes natural landscapes or features of value for natural heritage protection. Although human participation is encouraged in natural spaces, the participation is secondary to space protection. Thus, the natural space is dedicated as environmental reserve through zoning, development or subdivision processes. These lands preserve natural and environmentally significant areas which provide natural habitat for wildlife, maintain natural processes, or support biodiversity. The only allowable land uses within this space include low impact recreational, educational and interpretive opportunities that foster an understanding of the natural assets of the space.

NATURAL AREA DESIGN GUIDELINES

The following categories explain, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Linked to neighbourhood sidewalks, pathways, trails, adjacent parks
- Should contribute to connectivity of open space system

Amenities

Benches

Fencing

Informal viewpoints

Garbage receptacles

Interpretive signage

Pathways

Public art

Trees and shrubs

Drainage

- Natural drainage courses commonly found within this classification
- May be used for drainage provided water does not collect within site or around recreational amenities
- Where applicable, low impact development principles should be incorporated to ensure functional storm water management

Functional Design

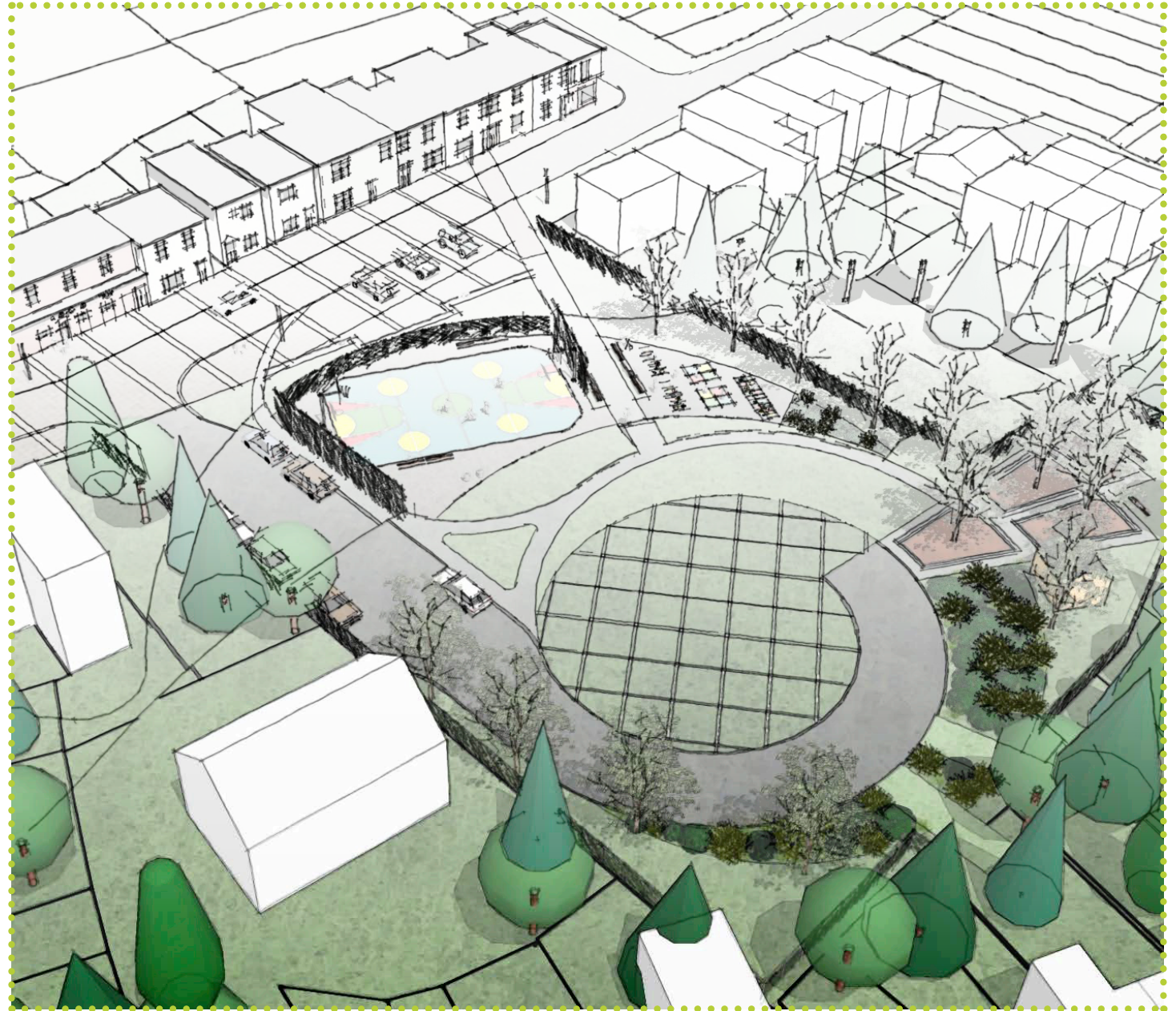
- Protect and manage natural or cultural environment; recreational use is secondary objective
- Ensure improvements are in accordance with riparian and wetland policy where applicable
- Develop low impact recreational trails where feasible
- Include marker posts, fencing, or other methods to delineate natural areas from private space
- Develop through public utility right-of-ways, reserve dedication, road right-of-ways, utility right-of-ways and/or easements to permit ecological or trail connectivity

Location

- Areas identified as environmentally significant areas should remain undisturbed during subdivision design and construction process and be designated as Environmental Reserve
- Areas considered un-developable in accordance with the Municipal Government Act should be dedicated as Environmental Reserve

4.2 PARK CLASSIFICATIONS

Generally, the park is public land specifically designed or reserved for the general public for active or passive recreational use and includes all natural and man-made landscaping, facilities, playing fields, buildings, and other structures that are consistent with the general purpose of public park land, whether or not such recreational facilities are publicly operated or operated by other organizations as arranged with the City. The following are the park components associated with this definition.





NEIGHBOURHOOD PARK

This is the local gateway park that provides nearby recreation and leisure opportunities within a 10-minute (800 meter) walking distance of any residential front door. This park is developed to be a social and recreational focal point in the neighbourhood, and serves as a high-use amenity within existing and developing neighbourhoods.

The design-model for this facility is based on basic neighbourhood park needs. Thus, park components include informal court space, elevated and exciting play equipment, cognitive play spaces, informal field play space, shade, seating, natural space and access to trail networks. The site is a minimum of 1 hectare with surrounding activity that includes higher density residential and neighbourhood commercial uses (to support the notion of neighbourhood focal point and 'eyes on the park' for safety reasons).

NEIGHBOURHOOD PARK DESIGN GUIDELINES

The following explains, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Consider on-street parking, which is preferred over delineated parking lots
- Incorporate sufficient street frontage to provide sightlines for safety and access; however, busy street crossings for access are undesirable
- Ensure access by walking and cycling
- Provide links to neighbourhood sidewalks, pathways, trails, adjacent parks

Amenities

Benches

Bicycle racks

Community gardens

Garbage receptacles

Lighting

Pathways and trails

Picnic tables

Public art

Shade structures

Signage

Multi-use court

Small playgrounds

Small splash pad

Trees and shrubs

Viewpoints

Drainage

- Site to be relatively flat with overall gradient of two to five percent
- Incorporate low impact development principles should be incorporated to ensure functional storm water management

Functional Design

- Ensure square or rectangular site to accommodate informal field play space
- Include marker posts or other methods to delineate site from private space
- Incorporate open, unobstructed area to accommodate unstructured play
- Ensure mix of shade and non-shade areas to accommodate year round usage and weather conditions
- Consider crime prevention through environmental design principles when determining locations, programming and design
- Locate utility right-of-ways along the periphery so as not to interfere with recreational and functional use of the park

Location

- Locate centrally within a given neighbourhood
- Provide sufficient street frontage (at least two sides) to recognize access to park
- Locate in close proximity to elementary school where feasible

Park Area Requirement Standards

- Approximately 1 hectare placed at 20 minute walking intervals (1600 meters)



COMMUNITY PARK

These centrally and strategically located parks provide active and passive recreation amenity to several neighbourhoods through trail, sidewalk and street access. The size of these facilities vary by sport hosting requirements and are intended for community gatherings and small civic events. In some cases, these parks can be located in, or around, existing schools and provide an expanded play area or sports field contingent on context, and should be located no further than a 20 minute walk from residents front door (1600 meters).

The design model for this facility is simple: this is to be a downsized version of a regional park relative to the need of the community the park serves. Thus, park components include the same elements as the neighbourhood park as well as sport or enhanced play facilities. Sport facilities include turf fields and other formalized active recreational events. Enhanced play facilities include skateboard parks, splash pads and other play elements that are intended for multiple neighbourhood use.

COMMUNITY PARK DESIGN GUIDELINES

The following categories explain, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Incorporate adequate street frontage to provide sightlines for safety and access
- Locate centrally in each community to maximize neighbourhood catchment area
- Provide accessible opportunities to participants of all abilities and mobility
- Ensure access by walking or cycling
- Provide links to neighbourhood sidewalks, pathways, trails, adjacent parks, school yards
- Provide nearby safe street crossings
- Provide dedicated street parking or parking lot

Amenities

Benches	Gazebos	Restrooms
Bicycle racks	Lighting	Shade structures
Community gardens	Off-leash area	Signage
Cultural installations	On-site parking	Sports fields
Farmers markets	Outdoor rinks	Spray parks
Sport fencing	Pathways and trails	Toboggan hills
Garbage receptacles	Picnic tables	Trees and shrubs
Gateway to trails	Public art	Viewpoint

Drainage

- Site to be relatively flat with overall gradient of two to five percent
- Incorporate low impact development principles to ensure functional storm water management

Functional Design

- Locate utility right-of-ways along the periphery so as not to interfere with the recreational and functional use of the park
- Include multi-use design with flexibility to change over time
- Ensure mix of shade and non-shade areas to accommodate year-round usage and weather conditions
- Provide adequate access for fire, emergency, and maintenance equipment
- Ensure square or rectangular site to accommodate sports fields
- Include marker posts, fencing, or other methods to delineate site from private space
- Provide links to schools where feasible

Location

- Locate on collector or arterial roads to facilitate vehicular access
- Provide sufficient street frontage to recognize and access park
- Locate centrally between neighbourhoods or developments

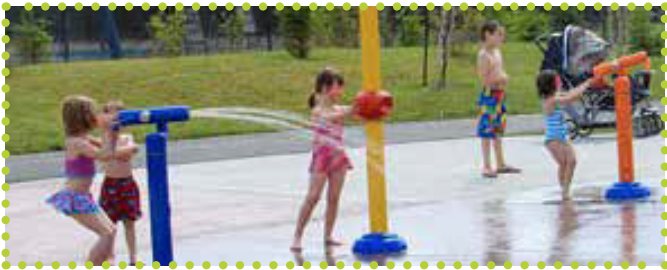
Functional Site

- Between 3.2 and 12.1 hectares

Park Area Requirement Standards

- Between 3.2 and 12.1 hectares placed at 40 minute walking intervals (3700 meters - no more than 20 minutes from any resident's front door)





MUNICIPAL PARK

The purpose of a Municipal Park is to serve as a destination facility for people of all ages and abilities to participate in active and passive recreational activities. The overall design of this facility accommodates structured athletic and cultural activities such as tournaments and festivals, in addition to non-structured recreational amenities such as playgrounds, internal pathway networks, picnic areas and informal open play spaces form the park. Provision for indoor play recreational activities are possible when a multi-use facility is located within the Municipal Park.

The municipal park also hosts larger special-use areas. This includes a variety of recreational amenities such as campgrounds, BMX tracks, mountain bike parks, large skateboard facilities, off-leash dog-parks, nature centres, equestrian facilities or larger water parks. In general, any recreational activity that is destination-based should be placed within the municipal park classification.

MUNICIPAL PARK DESIGN GUIDELINES

The following categories explain, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Incorporate sufficient street frontage to provide sightlines for safety and access
- Ensure access by walking or cycling
- Provide nearby safe street crossings
- Include links to sidewalks, pathways, trails, adjacent parks
- Provide accessible opportunities to participants of all abilities and mobility
- Provide adequate access for fire, emergency, and maintenance equipment
- Provide adequate off street parking for amenities provided

Amenities

Aquatic facility

Benches

Bicycle racks

Community gardens

Cultural centers

Farmers markets

Fencing

Garbage receptacles

Gazebos

Ice arenas

Lighting

Off-leash area

On-site parking

Pathways and trails

Picnic tables

Planting beds

Playgrounds

Public art

Restrooms

Shade structures

Signage

Skating rinks

Sports fields

Sport pads

Spray parks

Toboggan hills

Trees and shrubs

Viewpoints

Drainage

- Site to be relatively flat with overall gradient of two to five percent
- Incorporate low impact development principles to ensure functional storm water management

Functional Design

- Locate utility right-of-ways along the periphery so as not to interfere with recreational and functional use of park
- Design for multi-use with flexibility to change over time
- Ensure mix of shade and non-shade areas to accommodate year round usage and weather conditions
- Include adequate buffering between active and passive use areas, as well as adjacent neighbourhoods
- Include marker posts, fencing, or other methods to delineate site from private space

Location

- Locate adjacent to collector or arterial roads to facilitate vehicular access
- Provide sufficient street frontage to recognize and access park
- Locate close to commercial areas where feasible
- Consider commercial, light industrial or institutional areas due to noise levels, traffic, and lighting

Functional Size

- Range: from 12.1 to 40.5 + hectares

Catchment Area

- Draw participants from a 25 kilometer radius, up to a 50 kilometer radius



URBAN PLAZA

This gathering space serves as a social focal point within the downtown, commercial development zone or, in special cases, found adjacent to residential or institutional areas (where a powerful focal point is desired). The Urban Plaza provides important social interaction and public event space for street festivals, arts shows, performances and open air markets. Interactive public art and water features are to be included within this space.

Resident consultation identified this as an important cultural asset within the civic core that required placement within this master plan for two reasons. First, groups such as the Mayor's Youth Advisory Committee believe that the City of St. John's should continue to invest in core area infrastructure that brings people together for social and economic reasons. For this reason, the role of urban plaza should expand to include public market infrastructure that expands the role of downtown.

Second, the public plaza should provide opportunities to attach residents to important cultural assets such as the harbour. At present, fencing along the harbour's edge restricts both physical and visual access to the shoreline. The placement of future urban plaza space should link important economic assets to natural assets. One example of this, as identified during public consultation, is the linkage between the courthouse and the harbour's edge (on Clift's - Baird's Cove Street).

URBAN PLAZA DESIGN GUIDELINES

The following categories explain, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Provide links to parks by sidewalks, pathways, trails and adjacent parks
- Include a minimum of two street frontages to maintain sightlines
- Ensure no more than two sides bounded by roads of collector

standard

- Provide perimeter decorative barriers to block off vehicular access from plazas

Amenities

- Determine amenities by function of the area

Drainage

- Site to be relatively flat with overall gradient of two to five percent
- Incorporate low impact development principles to ensure functional storm water management

Functional Design

- Incorporate frontage to include retail and service establishments, where economically feasible and viable, to attract people and create a vibrant public space
- Design for four-season, day and night use
- Promote development in commercial districts, employment centers, and multi-family areas

Location

- Variable - based on function and overall neighbourhood design

Functional Size

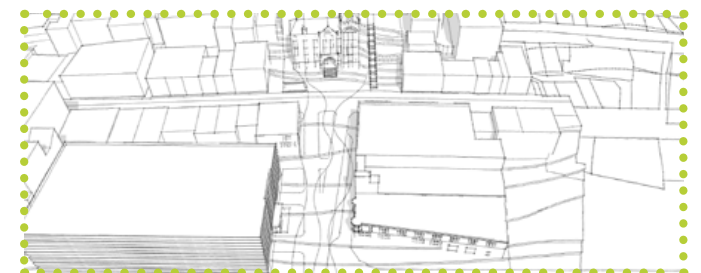
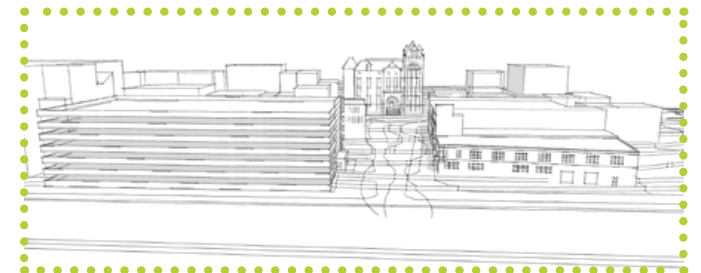
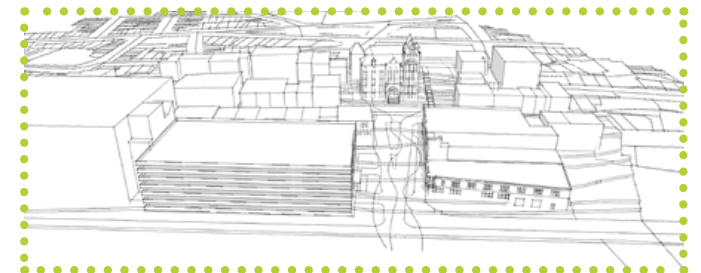
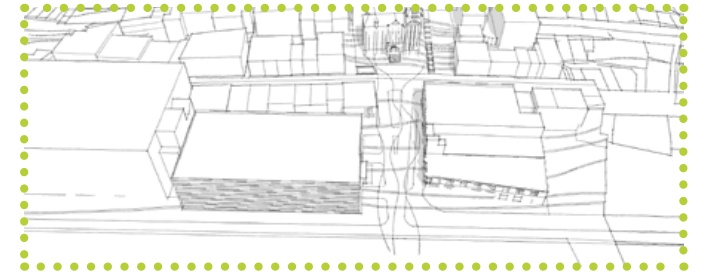
- Variable - based on function and overall neighbourhood design

Catchment Area

- Variable - based on function and draw of adjacent amenities

Park Area Requirement Standard

- Variable - based on function and overall neighbourhood design





NEIGHBOURHOOD SQUARE

This gathering space serves as a social focal point within the neighbourhoods that reflect the historical St. John's development pattern or, in special cases, found adjacent to residential or institutional areas (where a powerful focal point is desired). The Neighbourhood Square provides important social interaction and public event space for street festivals, arts shows, performances and open-air markets. Interactive public art and water features are to be included within this space.

NEIGHBOURHOOD SQUARE DESIGN GUIDELINES

The following categories explain, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Provide links to parks by sidewalks, pathways, trails, adjacent parks
- Include minimum of two street frontages to maintain sightlines
- Ensure no more than two sides bounded by roads of collector standard
- Provide perimeter decorative barriers to block off vehicular access from Plazas

Amenities

- Determine amenities by function of the area

Drainage

- Site to be relatively flat with overall gradient of two to five percent
- Incorporate low impact development principles to ensure functional storm water management

Functional Design

- Incorporate frontage to include retail and service establishments, where economically feasible and viable, to attract people and create a vibrant public space

- Design for four-season, day and night use
- Promote development in commercial districts, employment centers, and multi-family areas

Location

- Variable - based on function and overall neighbourhood design

Functional Size

- Variable - based on function and overall neighbourhood design

Catchment Area

- Variable - based on function and draw of adjacent amenities

Park Area Requirement Standard

- Variable - based on function and overall neighbourhood design



COMMUNITY COMMON

These are existing tot-lot or other redundant park spaces that will convert to some form of community use. As these spaces are replaced by adjacent neighbourhood or community park spaces, the City of St. John's will work with community groups to identify passive and/or natural uses for the spaces. Uses may include naturalization for inner city habitat, inner-neighbourhood pathway linkages, dog walking space, sliding or other forms of community use (that does not require the placement of structures, play equipment or other high-maintenance objects).

COMMUNITY COMMON DESIGN GUIDELINES

The following explains, in detail, specific design attributes associated with this classification. The development, operation and maintenance of this classification are subject to the following guidelines, recognized standards and best practices observed and practiced by the City.

Access

- Retain existing access points to be retained.
- No additional access points to be created.

Amenities

Benches

Community gardens

Garbage receptacles

Gateway to trails

Off-leash area

Pathways

Picnic tables

Toboggan hills

Trees and shrubs

Viewpoint

Drainage

- Drainage as per existing flow pattern

Functional Design

- Locate future utility right-of-ways along the periphery so as not to interfere with the recreational and functional use of the park
- Provide adequate access for fire, emergency, and maintenance equipment

Location

- These are presently located. The City of St. John's will work with community residents to identify re-use opportunities within in the context of passive park.





4.3 TRAIL CLASSIFICATIONS

Trail networks are designed and constructed throughout the City to provide connectivity through varied contexts. As previously mentioned, the notion of trail should evolve to multi-use pathways within the context of active transportation. Thus, non-motorized and self-propelled recreational activities that occur within the City's trail network can include walking, in-line skating and cycling. Not all trails will support all activities. Community trails will retain foot traffic only, while municipal trails become multi-modal. The following describes these trail classifications.

The following sections describe the assigned trail classifications while Appendix B, back of report, describes general technical design data based on use.



COMMUNITY TRAIL

This trail connects neighbourhoods to each other as well as important daily destinations. The community trail, when considered with greenways is a component of neighbourhood 'backbone'. This is the largest component of the regional trail network as it provides important linkages between residents and the municipal trail network.

COMMUNITY TRAIL DESIGN GUIDELINES

The following explains, in detail, specific design attributes associated with this classification. The development and operation/maintenance of this classification are subject to the following terms, recognized standards and best practices observed and practiced by the City.

Access

- Provide bollards or gates at pathway access points
- Ensure sections of trails functioning as maintenance access will accommodate the widest piece of equipment and be a minimum of four meters in width to accommodate maintenance and emergency vehicles

Amenities

- May include benches and interpretive stops adjacent to the pathway or trail
- Keep lighting to a minimum in compliance with dark sky practices; it may be appropriate for pathway access points, staging areas and bridges
- Consider the use of photo-voltaic power sources, placed to ensure lighting relative to the above, with bulb 'burn-out' at or close to midnight

Drainage

- Incorporate cross slope or crown tread to prevent pooling of water on tread surface
- Ensure trails are not used as drainage conveyance along longitudinal line of trail
- Ensure trails adjacent to storm pond facilities are located above recognized high water line

Fringe

- Preserve existing vegetation where appropriate
- Set back pathway from curb three to four and a half meters where street tree plantings occur; where no trees are included and vehicle speed is 60 km/hr or less, setback can be reduced to minimum of two meters
- Incorporate localized vegetation and/or local aggregate materials

Functional Design

- Locate street crossings, pavement markings, curb extensions, lights, signage, etc.
- Establish vision clearance triangle where pathways intersect with roadways and other pathway networks
- Ensure pathways intersect streets at right angles
- Provide grass buffer between mulch beds and pathway/trail
- Engineer and construct with slope and grade considered

Interface

- Address key elements of *Crime Prevention Through Environmental Design* principles in design decisions

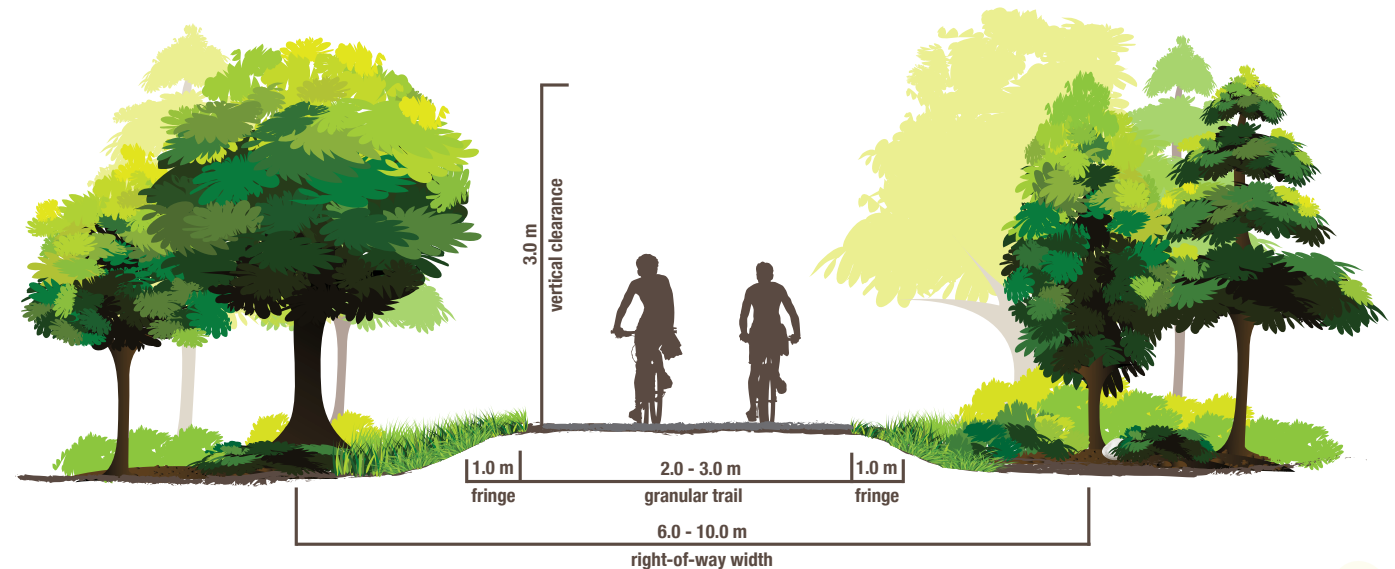
- Provide minimum three meter radius clearance zone at intersections
- Ensure a smooth transitions in grade at access points (ex. dropped curb structures)

Potential Infrastructure

- Suggested additions include: animal-proof garbage bins, bike racks, bollards, engineered drainage, bridges, signage, benches, geo-textile, stairs, boardwalks, railings

Maintenance and Operation

- Subject to maintenance guidelines (as indicated in this plan)
- Typical maintenance may include snow removal, gravel sweeping, pathway litter removal, trailhead and/or rest stop garbage receptacle emptying, inspections, sign maintenance, clearing of drainage culverts, cutting of fringe vegetation, overlays, crack filling or skin patching, granular resurfacing, and line painting





MUNICIPAL TRAIL

This is the multi-use backbone for the greater system of integrated trails throughout the City. Emphasizing multi-use, the Municipal Trail provides access to all non-motorized users, of all abilities, throughout the City. Provision for controlled intersections, signage and rest nodes are integrated into system design to enhance safety and enjoyment.

MUNICIPAL TRAIL DESIGN GUIDELINES

The following explains, in detail, specific design attributes associated with this classification. The development and operation/maintenance of this classification are subject to the following terms, recognized standards and best practices observed and practiced by the City.

Access

- Provide bollards or gates at pathway access points
- Ensure required stairways designed with a side ramp for bicycles
- Design to City standards and to accommodate maintenance, emergency and patrol vehicles where feasible
- Ensure sections of trails functioning as maintenance access will accommodate the widest piece of equipment and be a minimum of four meters in width to accommodate maintenance and emergency vehicles

Amenities

- Provide rest nodes approximately every two kilometers on linear networks
- Keep lighting to a minimum in compliance with dark sky practices; it may be appropriate for pathway access points, staging areas and bridges

Drainage

- Incorporate cross slope or crown tread to prevent pooling of water on tread surface
- Ensure trails are not used as drainage conveyance along longitudinal line of trail
- Ensure trails adjacent to storm pond facilities are located above recognized high water line

Fringe

- May include physical barriers such as concrete barriers, guardrails or tension cables where trails are located adjacent to roadways
- Preserve existing vegetation where appropriate
- Provide grass buffer between mulch beds and pathway/trail

Functional Design

- Ensure trails designated as part of the Trans Canada Trail are be a minimum

of three meters, within a ten meter right of way where feasible

- Set back trails from curb three to four and a half meters where street tree plantings occurs; where no trees are included and vehicle speed is 60 km/hr or less, setback may be reduced to a minimum of two meters
- Ensure, where applicable, trails running through, or adjacent to commercial, office and/or industrial developments are developed in accordance with commercial, office and industrial design guidelines in the City

Interface

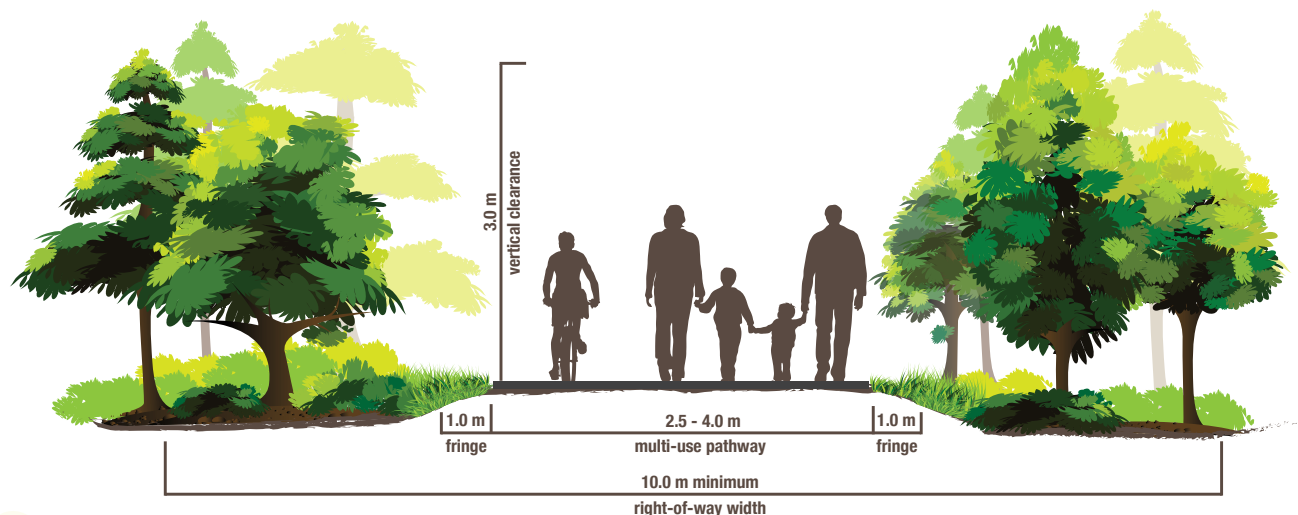
- Avoid construction of trails through parking lots and rear lanes
- Ensure no fence, wall, hedge, shrub, structure or other obstruction impedes sightlines where pathways intersect with roadways and other trail networks
- Minimize crossing of driveways and streets where appropriate; street crossings should include pavement markings, curb extensions, lights, signage, etc.
- Ensure underpass, overpass, or tunnel crossings have widths equal to or greater than that of the approaching pathway
- Ensure pathways intersect streets at right angles
- Ensure intersections have a minimum three meter radius clearance zone
- Ensure design addresses key elements of *Crime Prevention Through Environmental Design*
- Ensure access points have a smooth transition in grade (ex. dropped curb structures)

Potential Infrastructure

- Suggested additions include: animal-proof garbage receptacles, bicycle racks, bollards, engineered drainage, bridges, signage, benches, geo-textile, boardwalks, railings, lighting, underpass, overpass or tunnel crossings, and staging areas

Maintenance and Operation

- Trails subject to the guidelines included in this document
- Typical maintenance may include snow removal, gravel sweeping, pathway litter removal, trailhead and/or rest stop garbage receptacle emptying, inspections, sign maintenance, clearing of drainage culverts, cutting of fringe vegetation, overlays, vegetation pruning, crack filling or skin patching, line painting



4.4 MAINTENANCE CLASSIFICATIONS

PARKS AND OPEN SPACE:
MAINTENANCE SERVICE LEVELS

Overview:

The City’s parks and open space system features a broad array of lands from natural grasslands and ravines to urban style parks. Due to the diversity of the lands, a systematic maintenance approach has been identified. This approach allows the City to categorize maintenance activities based on certain location characteristics and amenity types. Based on these, a general list of maintenance tasks have been identified for each Maintenance Service Level.

Please note that the Maintenance Service Levels do not necessarily imply quality; rather, they are developed in response to meeting maintenance service objectives and the level of effort required. The primary basis for establishing maintenance levels is the frequency at which maintenance is required. These frequencies are based on peak seasonal use from May through October, inclusive.

Maintenance Service Objectives

Maintenance and Service Levels identify minimum acceptable levels of maintenance to be provided. Park and open space maintenance is the key to protection of the public’s health, safety and welfare, as well as the basis of the public’s image of the quality of community facilities and services.

The following objectives are recognized to assist in establishing a comprehensive maintenance program:

- Safety:** Maintain parks and open spaces in a condition which protects the health, safety and welfare of the public.
- Cleanliness:** Maintain facilities in a clean and sanitary condition.
- Amenity Performance:** Maintain amenities in a condition which allows for the intended recreational use.
- Resource Protection:** Protect natural resources, developed improvements, and infrastructure from deterioration, vandalism and natural processes such as erosion.

Responsiveness: Respond to public needs, requests and unsolicited concerns in a timely manner.

The following table illustrates parks and open spaces which are subject to these maintenance service levels:

Classification:	Maintenance Service:
Parks:	
Municipal Park, Sport Fields	Level A
Community Park	Level B
Neighbourhood Park	Level B
Community Common	Level C
Plaza:	
Urban Plaza	Level A
Neighbourhood Square	Level B
Open Space:	
Greenway	Level C
Natural Space	Level D

MAINTENANCE SERVICE LEVEL A

Examples: Athletic Fields, Municipal Parks, Urban Plazas.

Description: These parks and open spaces are typically located in highly populated areas and experience intensive year-round use by a variety of user groups.

Turf Management

- Maintain turf between 76 mm to 89 mm (51 mm for sport fields)
- Trim park perimeter and around features before every cut
- Service level frequency is subject to current weather conditions, accumulated precipitation and subsequent growth

Planting Beds and other amenities

- Maintain beds in a weed-free condition
- Ensure adequate and consistent mulch depth
- Ensure edging around beds is maintained

Garbage and Litter Management

- Inspect site a minimum of three times every two weeks during peak season (May-October) and as deemed necessary by administrative staff during the off-season
- Clear fence lines of visible accumulated litter
- Pick up litter and trash daily during peak seasons (May-October) and as deemed necessary by administrative staff during the off-season
- Empty trash if more than half full or sooner if strong odor is present or attracting insects; clean up area around garbage receptacle

Weed Control

- As per municipal specification (see City of St. John’s *Chemical Application Guidelines*)

Tree Maintenance

- Inspect on a monthly basis or as required by administrative staff
- Maintain tree wells; if cultivated, well should be free of weeds, intact and able to hold water; if mulched, mulch should be spread evenly to a depth of 101.6 mm and not piled against the tree
- Remove dead, diseased or broken branches
- Remove low-hanging branches, and branches interfering with clearance zones of signs, benches, pathways, etc.

Play Equipment

- Inspect daily during peak seasons (May-October) and twice weekly during off-peak season
- Follow City of St. John’s Municipal Inspection Sheet when performing inspections

Fence Maintenance

- Inspect on a monthly basis

- Ensure no broken or bent posts are present
- Tighten cable and/or fabric as required
- Ensure fence is straight and at same consistent height
- Install all gates according to standard procedures and ensure fully operational

Snow Clearing and/or Removal

- Consider intensive-use areas such as Urban Plazas require more frequent monitoring and maintenance performed to ensure safe conditions
- Remove snow accumulation to a depth sufficient for public safety relative to municipal snow clearing priorities
- Add anti-slip compound where required
- Monitor areas prone to frequent ice accumulation; and address relative to municipal snow clearing priorities

MAINTENANCE SERVICE LEVEL B

Examples: Community and Neighbourhood Parks, Neighbourhood Square

Description: These parks and open spaces are typically located in populated areas and experience moderate seasonal use by a variety of user groups including: families, school groups, formal and informal sports assemblies and any other recreational user groups.

Turf Management

- Maintain turf between 76 to 89 mm
- Trim parks perimeter and around features before every cut
- Service level frequency is subject to current weather conditions, accumulated precipitation and subsequent growth

Garbage and Litter Management

- Inspect site a minimum of three times every two weeks during peak season (May-October) and as deemed necessary by administrative

staff during the off-season

- Clear fence lines of visible accumulated litter
- Remove unapproved structures (tree forts, building materials, etc.)
- Pick up litter and trash daily during peak seasons (May-October) and as deemed necessary by administrative staff during the off-season
- Empty trash if more than half full, or sooner if strong odor is present or attracting insects; clean up area around garbage receptacles

Weed Control

- As per municipal specification (see City of St. John's *Chemical Application Guidelines*)

Tree Maintenance

- Inspect annually (or as required by administrative staff)
- Maintain tree wells; if cultivated, wells should be free of weeds, intact and able to hold water; if mulched, mulch should be spread evenly to a depth of 101.6 mm and not piled against the tree
- Remove dead, diseased or broken branches
- Remove low-hanging branches, and branches interfering with clearance zones of signs, benches, pathways, etc.

Play Equipment

- Inspect daily during peak seasons (May-October) and twice weekly during off-peak season
- Follow City of St. John's Municipal Inspection Sheet when performing inspections

Fence Maintenance

- Inspect on a monthly basis during peak season (May-October) and as deemed necessary by administrative staff during off-season periods
- Ensure no broken or bent posts are present
- Tighten cable and/or fabric as required
- Ensure fence is straight and at same consistent height
- Install all gates must according to standard procedures and ensure fully operational

MAINTENANCE SERVICE LEVEL C

Examples: Greenways, Community Common

Description: These parks and open spaces are typically located in populated areas and experience moderate seasonal use by a variety of user groups including families.

Turf Management

- Maintain turf between 152 and 203 mm, roughly cut once a month
- Trim park perimeter and around features before every cut
- Service level frequency is subject to current weather conditions, accumulated precipitation and subsequent growth

Garbage and Litter Management

- Inspect site a minimum of three times every two weeks during peak season (May-October) and as deemed necessary by administrative staff during the off-season
- Clear fence lines of visible accumulated litter
- Pick up litter and trash daily during peak seasons (May-October) and as deemed necessary by administrative staff during the off-season
- Empty trash if more than half full sooner if strong odor is present or attracting insects, clean up area around garbage receptacle

Weed Control

- As per municipal specification (see City of St. John's *Chemical Application Guidelines*)

Tree Maintenance

- Inspect annually
- Maintain tree wells; if cultivated, wells should be free of weeds, intact and able to hold water; if mulched, mulch should be spread evenly to a depth of 101.6 mm and not piled against trunk of tree
- Remove dead, diseased or broken branches
- Remove low hanging branches and branches interfering with clearance zone of signs, benches, pathways, etc.

Play Equipment (remanded tot lots only)

- Inspect daily during peak seasons (May-October) and twice weekly during off-peak season
- Follow City of St. John's Municipal Inspection Sheet when performing inspections

Fence Maintenance

- Inspect on a monthly basis
- Ensure no broken or bent posts are present
- Tighten cable and/or fabric as required
- Ensure fence is straight and at same consistent height
- Install all gates according to standard procedures and fully ensure operational

MAINTENANCE SERVICE LEVEL D

Examples: Natural Space (environmental reserves, bio-swales, streams, storm water 'wet' ponds, etc.)

Description: These are areas which do not typically support intensive recreational activities due to a natural and native environment and in some cases, location; therefore, minimal maintenance is required.

Turf Management

- Turf not normally mowed with the exception of trail heads, parking lots and staging areas, clearance zones along pathways, to reduce fire danger or to perform weed control; frequency is typically once per season.
- Service level frequency is subject to current weather conditions, accumulated precipitation and subsequent growth

Garbage and Litter Management

- Inspect site on a bi-annual basis
- Clear fence lines of visible accumulated litter

- Remove unapproved structures (tree forts, building materials, etc.)

Weed Control

- Inspect annually and control noxious weeds only
- Identify any noxious weeds, which shall be addressed immediately by an applicator with a valid herbicide application license
- Provide public notice prior to application

Tree Maintenance

- Inspect on a bi-annual basis
- Remove standing dead trees, low or hanging branches and branches interfering with clearance zone of signs or those which threaten property or amenities

Fence Maintenance

- Inspect on a bi-annual basis
- Ensure no broken or bent posts
- Tighten cable and/or fabric as required
- Ensure fence is straight and at same consistent height
- Install all gates according to standard procedures and ensure fully operational

PATHWAYS & TRAILS:
MAINTENANCE SERVICE LEVELS

Overview

The City’s pathway and trail network is an ever-expanding system of interconnected routes allowing active individuals and families the opportunity to experience a broad array of lands from natural grasslands and ravines to urban style neighbourhood parks. Due to the diversity of the lands, a systematic maintenance approach has been identified. This approach allows the City to categorize maintenance activities based on the specific pathway or trail classification.

Please note that the Maintenance Service Levels do not necessarily imply quality; rather, they are developed in response to meeting maintenance service objectives and the level of effort required. The primary basis for establishing maintenance levels is the frequency at which maintenance is required. These frequencies are based on peak seasonal use from May 1st through October 31st, inclusive.

Pathway and trail maintenance during the winter months (November 1st through April 30th) may be affected due to the unpredictability of the City’s winter months. As a result, seasonal pathway or trail closures or no winter maintenance may be enacted. Any pathways or trails which are intended to be closed or not maintained during the winter months must be signed and advertised accordingly.

Maintenance Service Level Objectives

Maintenance Service Levels identify minimum acceptable levels of maintenance to be provided, contingent on seasonal challenges. Pathway and trail maintenance is the key to protection of the public’s health, safety and welfare, as well as the basis of the public’s image of the quality of community facilities and services. The following objectives are recognized to assist in establishing a comprehensive maintenance program.

Safety: Where seasonably possible, maintain pathways and trails in a condition which protects the health, safety and welfare of the public
Cleanliness: Maintain trailheads in a clean and sanitary manner

Amenity Performance: Maintain amenities in a condition which allows for the identified recreational use
Resource Protection: Protect natural resources, developed improvements and infrastructure from deterioration, vandalism and natural processes such as erosion
Responsiveness: Respond to public needs, requests and unsolicited concerns in a timely manner relative to expressed workload

The following pathway and trails classifications are subject to these Maintenance Service Levels:

Classification	Maintenance Service
Municipal Trail	Level 1
Community Trail	Level 2

MAINTENANCE SERVICE LEVEL 1

Pathway and Trail Classifications
Municipal Trails

Description
These fully accessible pathways and trails are typically located in populated areas and experience intensive year-round use by a variety of use groups including: cyclists, walkers, joggers, and in-line skaters.

Tread Surface Management

- Inspect pathway and corridor on a bi-weekly basis (year round)
- Ensure pathway or trail tread is free from hazards and obstructions
- Keep tread surface swept and free of debris - asphalt, sand, grass clippings
- Ensure painted line work is legible and not fading
- Repair and seal cracks and surface crumbling

Fringe Vegetation Management

- Regularly maintain fringe turf grass as not to encroach on tread surface

Signs and wayside amenities

- Ensure that all signs and wayside amenities are free and clear of any hazards
- Keep information kiosks or interpretive signage free from graffiti and keep content current and relative to the location

Adjacent Tree and Shrubbery Maintenance

- Remove any low-hanging branches interfering within the specified/ illustrated vertical clearance zone
- Remove any standing dead vegetation that may pose a threat (deadfall) to the pathway or trail
- Remove any vegetation obstructing signs adjacent to pathway or trail

Litter Management

- Pick up litter monthly from tread and immediately adjacent to pathway or trail

Winter Maintenance

- Ensure maintenance during winter months includes snow clearing contingent on municipal snow clearing priorities

MAINTENANCE SERVICE LEVEL 2

Pathway and Trail Classifications
Community Trails

Description
These fully accessible pathways and trails are typically located in populated areas and experience moderate seasonal use by a variety of user groups including: cyclists, walkers, joggers, hikers, and in-line skaters. Specialty structures such as boardwalks are included.

Tread Surface Management

- Inspect pathway and corridor on a monthly basis - seasonal restrictions may apply

- Ensure pathway or trail or tread is free from hazards and obstructions
- Keep tread surface swept and free of debris - gravel, sand, grass clippings
- Ensure painted line work is legible and not fading
- Surface washouts/degradation to be repaired

Fringe Vegetation Management

- Regularly maintain fringe turf grass; typically cut monthly, weather depending

Signs and wayside amenities

- Ensure that all signs and wayside amenities are free and clear of any hazards
- Keep information kiosks or interpretive signage free from graffiti and keep content current and relative to the location

Adjacent Tree and Shrubbery Maintenance

- Remove of any low-hanging branches interfering within the specified/illustrated vertical clearance zone
- Remove of any standing dead vegetation that may pose a threat (deadfall) to the pathway or trail
- Remove of any vegetation obstructing signs adjacent to pathway or trail

Litter Management

- Pick up litter monthly from tread and immediately adjacent to pathway or trail

5.0

NETWORK EXPANSION PROJECTS

Several long-term ‘special’ projects are proposed in this chapter while the next chapter, 6, proposes an implementation plan that realizes the projects. The following City and ward projects are proposed to expand the existing parks and open space products in a manner that aids in developing a complete network (within the context of the revised parks and open space classifications).

It is important to note that the parks classification system described in the upcoming ward sections addresses revitalization or re-purposing of existing park facilities. It is also important to note that parks are presented on a priority basis. Priority one facilities are the projects required to establish a City-wide network (by filling network gaps). Priority two facilities are existing sites that retain the network, while priority three projects are available for re-purposed use based on resident desire. All work within these parks is to conform to the classification descriptions described in chapter four.

5.1 SPECIAL PROJECTS - CITY-WIDE

The following proposed projects capitalize on existing facilities or plans by expanding purpose and/or program. New facilities, having city-wide purpose, are proposed at the ward level to ensure network relevance at the neighbourhood level (these projects are proposed in sections 5.2 through 5.6). Each City-wide project is described below and the location of each is shown on Figures 5 through 9.

a. St. John’s Neighbourhood Improvement Plans. As previously described, several of St. John’s neighbourhoods are local, provincial and national cultural treasures. Each neighbourhood has a unique identity as well as a unique set of physical and cultural assets that support this identity. The combination of these assets are the DNA that should form the basis of city-growth plans. Thus, new neighbourhoods will adopt and share the same assets that resulted in the creation of existing great neighbourhoods such as Churchill and Georgetown.

Several residents expressed concern that growth is not occurring in a manner that is in keeping with the City’s valued neighbourhoods. Also, residents in the valued neighbourhoods express concern that evolution

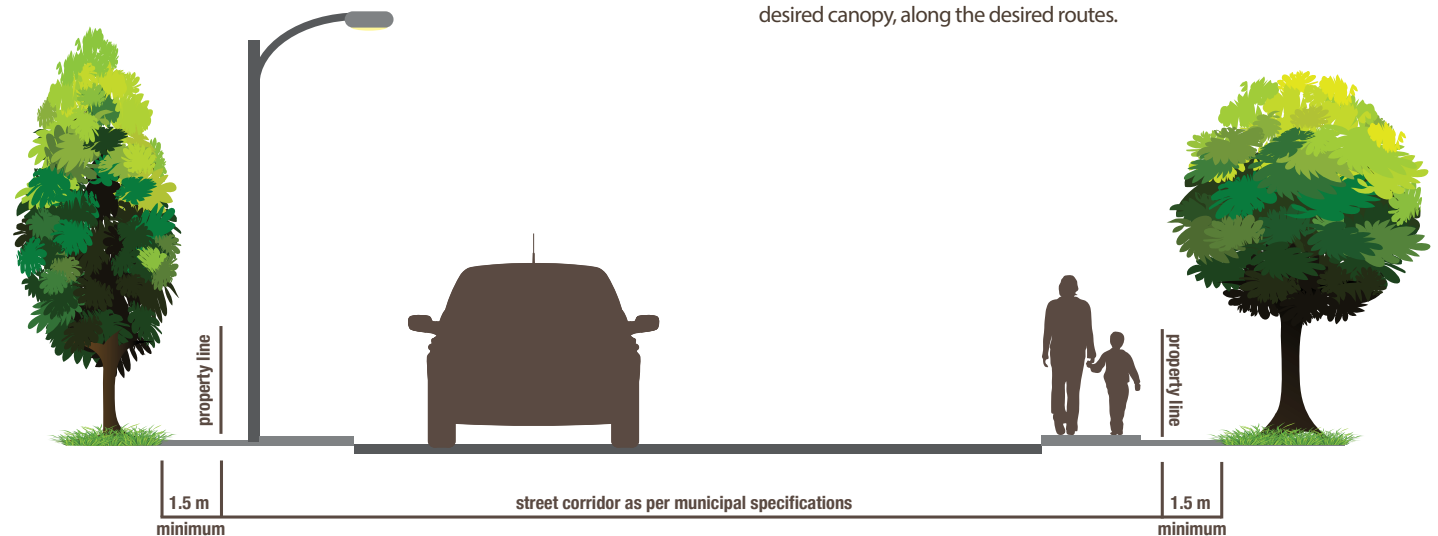
has not occurred to support transportation and recreation space evolution. Thus, the City of St. John’s should undertake the following:

- develop neighbourhood improvement plans within the existing valued neighbourhoods that consider traditional neighbourhood pedestrian movement patterns as well as the natural/cultural assets that support movement, comfort and safety, the conservation and celebration of these patterns, an updated parks and open space network, and contemporary mobility patterns (cycle, vehicle, parking, public transit).
- develop typical cultural standards for neighbourhood planning based on the most important elements of the neighbourhood plans.
- develop neighbourhood improvement plans for new(er) areas of the City to determine how physical change, based on the standards, can result in revitalized and improved neighbourhoods.

b. City of St. John’s Integrated Mobility Plan. The neighbourhood improvement plans, when considered with the *Parks and Open Space Master Plan* and the *Bikeways Plan*, forms an ideal starting point for the creation of an Integrated Mobility Plan. This plan extends the notion of active transportation to a model that integrates greenways, trail and street networks, important cultural destinations, neighbourhood connectivity, transit systems and city growth modeling. When complete, this plan will clearly articulate the location and type of all cultural nodes, and the corridor types that result in a complete mobility network. Appendix A (end of report) illustrates the newly classified trails network with apparent gaps that should be resolved during mobility planning.

c. City of St. John’s Urban Forestry Master Plan (update). This process will update the existing plan to address the highly desired street canopy within the varied routes identified in the mobility plan. Each route type will require specific landscape treatments that considers corridor width, available planting space at street’s edge as well as resident participation in canopy creation. In many cases, the street canopy will be established on private land (see section below).

The City of St. John’s should commission a landscape planning and design consultant, with arborist support, to update the master plan in keeping with the *Parks and Open Space Master Plan*. The updated plan must include a rationalized approach to investment within the City’s ability to create the desired canopy, along the desired routes.



5.2 SPECIAL PROJECTS - WARD ONE

The following describes the special projects proposed for Ward One while Figure 5 locates each.

a. Re-purpose Bloomsbury Park. The existing park sits adjacent to the Trans-Canada Highway, and is not well positioned to centrally serve its neighbourhood. The trail linkages to and through the site, are important to regional mobility; however, the park's location is not well suited to provide amenity as the Stavanger area grows.

The Stavanger area serves as regional commercial service area as well as neighbourhood residential. Any park space located within this context should respect this context. Thus, the Bloomsbury Park land should be re-purposed to its highest and best use - commercial and/or mixed use development. Trail connections should be retained and integrated with new development at this location. Any revenues realized from site sale should be allocated to a new project, as described in the next section.

b. Stavanger Sport Common Community Park. The Stavanger area requires both neighbourhood and community park amenities. This area of the City lacks field-based sport facilities, regional trail linkages and centralized neighbourhood play space. When combined, these assets will create a strong community park that enhances the Stavanger area living and shopping experience. A master plan should be developed that accomplishes this while creating a linkage to the next project.

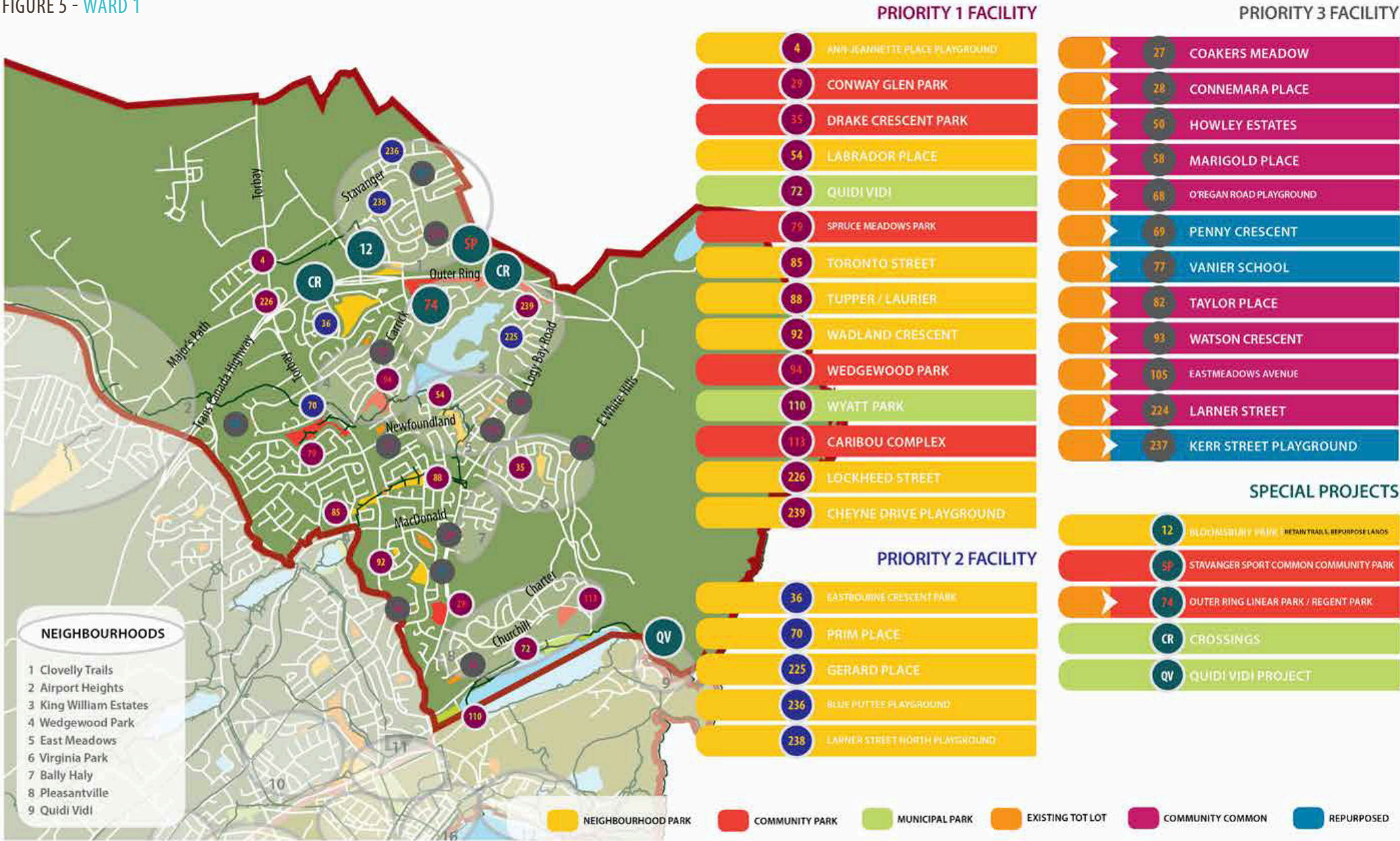
c. Outer Ring/Regent Linear Park. The existing Regent Street Park should be expanded from tot lot to linear park (through the utilization of the lands sitting adjacent to the Trans Canada Highway as well as a proposed linkage under the highway). Thus, the Stavanger Sport Common Community Park Master Plan should be expanded to consider the Regent Street Park as south-gateway to the facility (as well as a linkage to the City-wide trail network).

The adjacent plan indicates where this park is located, as well as the crossings required to link the linear park components.

d. Quidi Vidi Park Project. This is a very important cultural and recreational asset. For this reason, the pond's edge should remain within the context of culture and nature while inland or street's edge areas can develop with gateway recreation assets (neighbourhood parks, trail entries, non-intrusive and contextually appropriate play equipment).

The play spaces located immediately adjacent to the Caribou Memorial should be consolidated into a singular and dense play location. This should form a visual gateway to the lake while providing recreation assets to local neighbours. From this gateway, accessible by both foot and vehicle, residents can access the lake's linear and passive edge, or active play sites such as King George V Soccer and Wyatt Park sport fields or the Caribou Complex.

FIGURE 5 - WARD 1



5.3 SPECIAL PROJECTS - WARD TWO

The following describes the special projects proposed for Ward Two while Figure 6 locates each.

a. Rabbittown Neighbourhood Park. The Rabbittown area is presently under-serviced (relative to parks and open space). Although a solution is not immediately apparent, any neighbourhood revitalization planning should consider this requirement and solve this problem.

b. Century Park Master Plan. This very important park requires significant upgrade to provide an appropriate level of service to its historic neighbourhood. The Georgetown neighbourhood is a graphic and cultural St. John's icon. The enhancement of this park will serve to sustain this value through a demonstrated commitment to civic amenity. To this end, the City of St. John's should develop a long-term master plan based on existing and future neighbourhood requirements and parks and open space network evolution.

c. Victoria Park Master Plan. By definition, an urban Victorian park, within the civic context, is built on an established set of design and land use principles. These principles include allowed uses within the park, relationships between the uses, axial relationships between uses as well as landscape uses that support the axial relationships and message 'Victorian' to the visitor.

In Canada, these principles usually become covenant under land transfer agreement between the previous owner and the municipality. In most cases, the covenant usually states the space be retained as a Victorian landscape, for resident use, in perpetuity. In St. John's, the transfer requirement is not clear; however, the Victorian name is applied to the park. For heritage reasons, the requirement should be assumed.

The master plan notes the significance of Victoria Park as a municipal facility. Thus, the unique identity of the space as well as its placement within the ward should be explored. Its purpose as a active play space is not required under the plan; however, resident consultation may

identify passive play activity that can work in the Victorian context (play equipment, sliding). The long-term purpose is passive within the Victorian context.

The Victorian nature of the park has dissolved over time. This is not a situation unique to this park - many Victorian parks have experienced this over the last 20 years. For this park, it is suggested that the City of St. John's, working with the Friends of Victoria Park, develop a long-term master plan that re-establishes the original nature of the park. All of the park's original uses are gone (as well as the axial relationships between the uses). The City and its partners can graphically 'pull back the layers of time' to examine what Victorian elements were applied to the original landscape, prior to developing a long-term master plan that explores the elements within new land use contexts.

It is important to note that uses such as the non-conforming ball field do not need to be removed in the short-term; however, a long-term plan should look at removing the field when a suitable and feasible replacement is established elsewhere. The implementation of any master plan should commence with Water Street presentation and use.

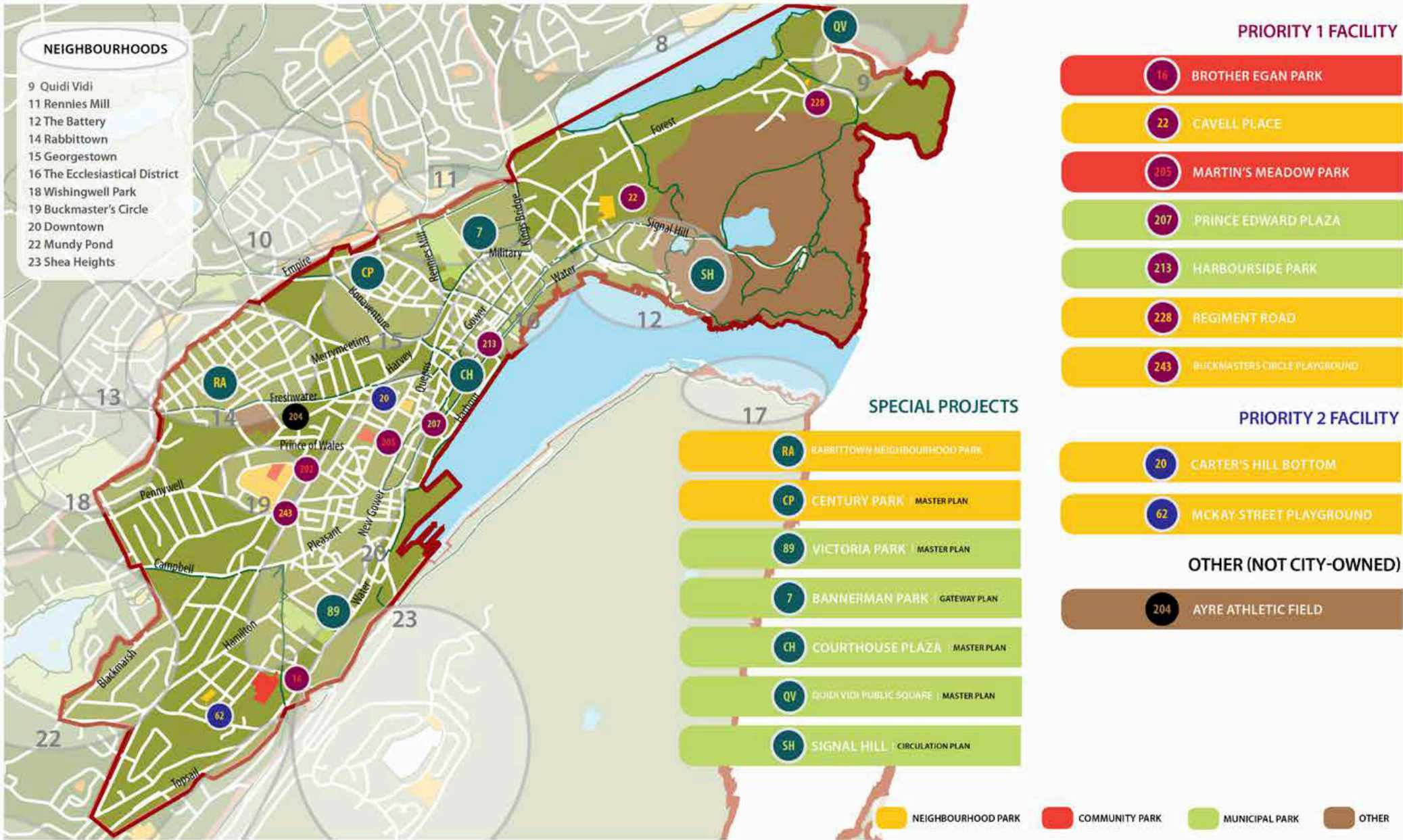
d. Bannerman Park Gateway Plan. The present day Bannerman Park functions as a municipal park; however, the location and use must also provide neighbourhood amenity. To this end, the City of St. John's should develop and implement a series of gateway plans into the park that create access points inclusive of neighbourhood amenities (play space, rest areas, etc). Obviously this should be undertaken with great care to ensure the historical and civic park contexts are not affected.

e. Courthouse Plaza Master Plan. Residents articulate the need for both green and plaza space within the urban core (in a manner that creates a rational series of public spaces within the downtown). To this end, the City of St. John's should work with the Province of Newfoundland to develop a plaza that creates a strong public address at the building's front door (on Water Street), and extends down a revitalized Clift's-Baird Cove Street to the Waterfront. This will result in a single plaza space that can be open or closed for vehicles contingent on event, and can function as a City-center focal point. Activities such as markets, public performances and day-to-day vending can support downtown growth.

f. Quidi Vidi Public Square Master Plan. Quidi Vidi is a culturally iconic City address that lacks a single focal point expressing a sense of place and gathering. The City of St. John's should work with residents to identify a location and approach to creating this space. Following this, a carefully crafted master plan should be developed that supports the notion of place and gathering without affecting the image of Quidi Vidi.

g. Signal Hill Circulation Plan. The very important day-to-day resident use of Signal Hill continues to exceed visitor use; however, amenities to support resident use is not apparent in the park. Therefore, the City of St. John's should work with Parks Canada to develop a local use plan for Signal Hill that provides subtle wayfinding, improved trail access and walking surfaces as well as improved safety.

FIGURE 6 - WARD 2



5.4 SPECIAL PROJECTS - WARD THREE

The following describes the special projects proposed for Ward Three while Figure 7 locates each. It is important to note that Ward Three projects largely rely on neighbourhood and City-wide mobility planning.

a. Kitty Gaul Community Park Master Plan. This park requires the placement of neighbourhood park elements to upgrade the sport-based facility to community park. This resolves important neighbourhood and community service area gaps. To this end, the City of St. John's should work with area residents to develop a park master plan that meets present and future parks and open space needs.

b. Boyle Street Park. This park fills a gap within the Amherst Heights development area. To this end, the city should enhance the existing Boyle Street site to host a neighbourhood park (as special project).

FIGURE 7 - WARD 3



5.5 SPECIAL PROJECTS - WARD FOUR

The following describes the special projects proposed for Ward Four while Figure 8 locates each.

a. Active Recreation Legacy Project. As previously described, a growing population has resulted in a greater need for active play facilities which provide physical fitness amenities to those desiring higher aerobic activity. Rotary Park is one location discussed for this project; however, other locations may be more appropriate for this facility.

Also, as previously mentioned, facilities such as this require a significant national or international event as catalyst for creation (to ensure funding). Thus, the City of St. John's should actively solicit a national or international sporting event that requires an outdoor active-based park facility. This facility should include trails created for cross-country skiing, mountain biking, cross country running and snow shoeing uses. An events/reception centre should include marked access, park services building, maintenance facilities and wayfinding.

The facility should be managed/operated by an independent board, capable of implementing membership cost relative to operational budgets.

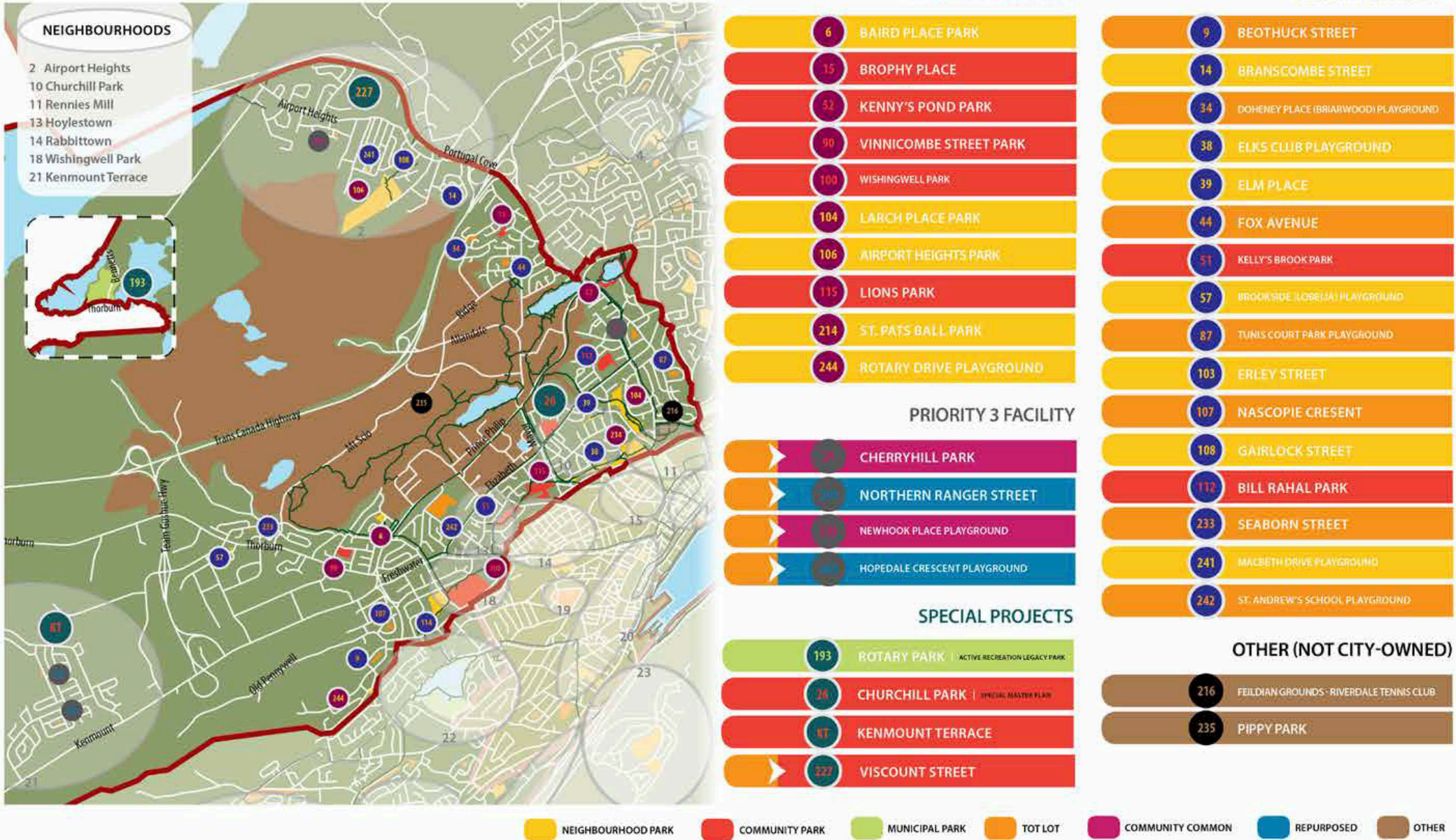
b. Churchill Park Special Master Plan. This important commercial and active recreation destination should be enhanced to ensure the adjacent neighbourhood has a sustained focal point. At present, the park and square are not well associated, although they face one another. The City of St. John's should lead a master plan process that integrates the two as one powerful and mixed-use public square. This will involve the cooperation of residents, business, sport groups, etc. to ensure a broad group of interests come together to form a sustainable product.

c. Kenmount Terrace Master Plan. This rapidly expanding area of the city requires the addition of a community park to meet growing passive recreation and play-based needs. The proposed location supports ideal regional access; therefore, this site is well suited for a community park within the context of the site's natural setting. In addition to this, the site is well suited to support stormwater management and retaining-edge trail development to support treatment of retained or detained

storm flows. Therefore, this park is proposed as a naturalized passive and stormwater common complete with community trails). A regional trail gateway is proposed for the west entry while the existing Kenmount Terrace subdivision enters through a neighbourhood park gateway (from within the subdivision).

d. Re-purposed Tot-Lots. The Kenmount Terrace and Viscount Street tot lots are to be re-purposed as in-subdivision 'twittens' (perpendicular walkways linking two streets). This will ensure connectivity between two neighbourhood areas for both social and mobility purposes.

FIGURE 8 - WARD 4



5.6 SPECIAL PROJECTS - WARD FIVE

The following describes the special projects proposed for Ward Five while Figure 9 locates each.

a. East Bowring Park Gateway Plan. Many service area gaps in developing areas of the City, located along the east-side of the Pitts Memorial Drive, are resolved by a pedestrian linkage into Bowring Park from this side of the Drive. Historical access to the park from this area was severed by the creation of Memorial Drive; therefore, the City of St. John's should identify a gateway to Bowring Park, somewhere between Huntingdale Drive and Cemetery Lane. This creates a very strong access while expanding park user base significantly.

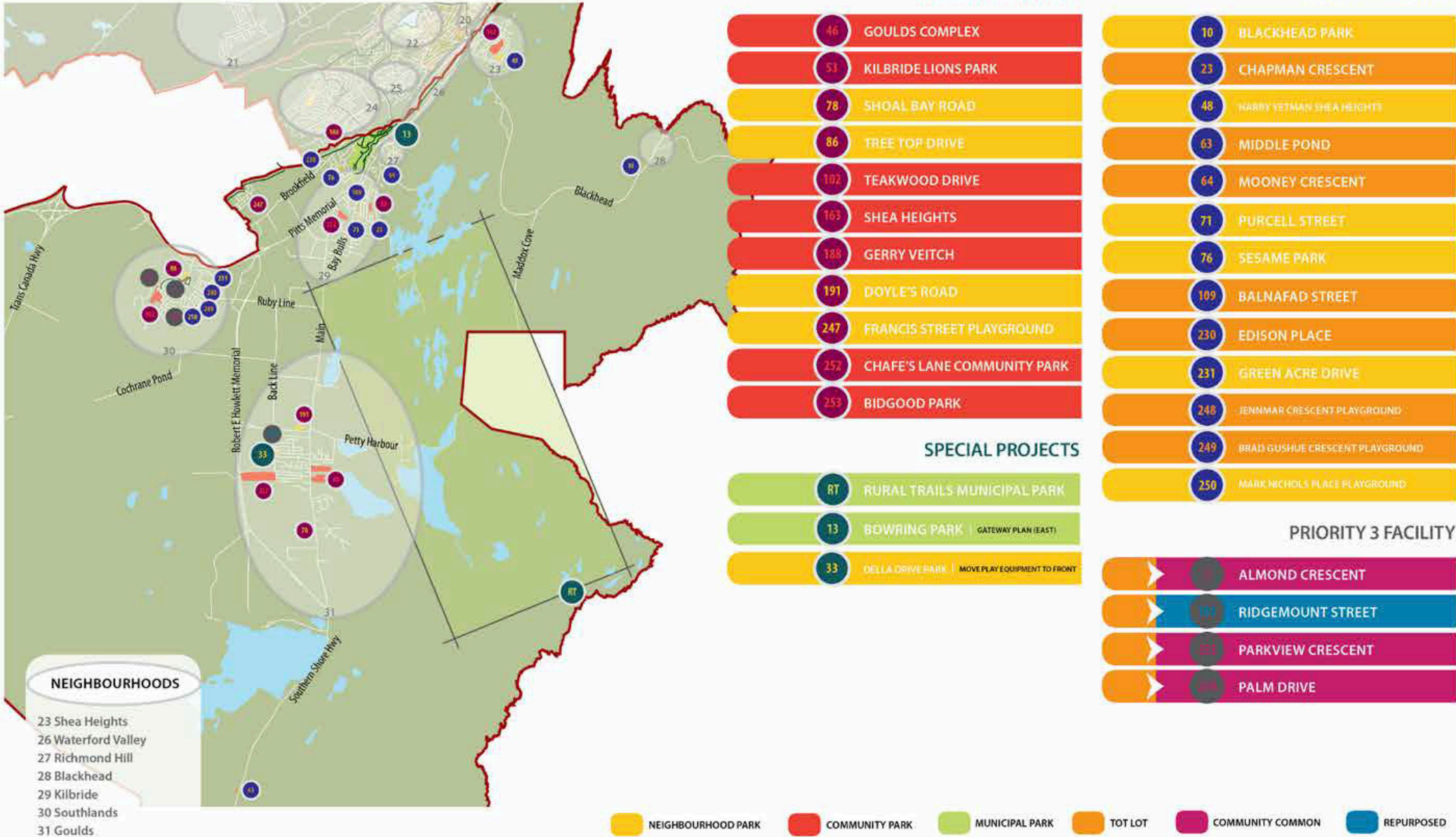
b. Rural Trails Municipal Park. A City's trail network must reflect desired use to avoid inherent conflict between users. For this reason, this plan proposes that the City of St. John's develop a master plan for a new municipal park in largely undeveloped land (bordering both sides of the Petty Harbour Road). The process for creating this master plan must include:

- the conservation of important green and blueways,
- the identification of important motorized trail routes,
- the identification of an integrated, and separate non-motorized trail network.
- the identification of a park gateway and appropriate amenities to support both motorized and non-motorized use.

c. Bella Drive Park. This park requires provides important neighbourhood park function and requires a re-positioning on existing play equipment (to the font of the park) to support safe and accessible use of the park.

d. Chafe's Lane Park. This future community park will function as both community sport park and neighbourhood park (to support a rapidly expanding area of the city). Assets to be located in this park include multi-purpose courts, skatepark, playground, entry improvements and trail network.

FIGURE 9 - WARD 5



This chapter provides clear move-forward steps as well as the strategy that guides these steps. Although the steps are presented in a linear format, it is understood that implementation is a highly iterative process.

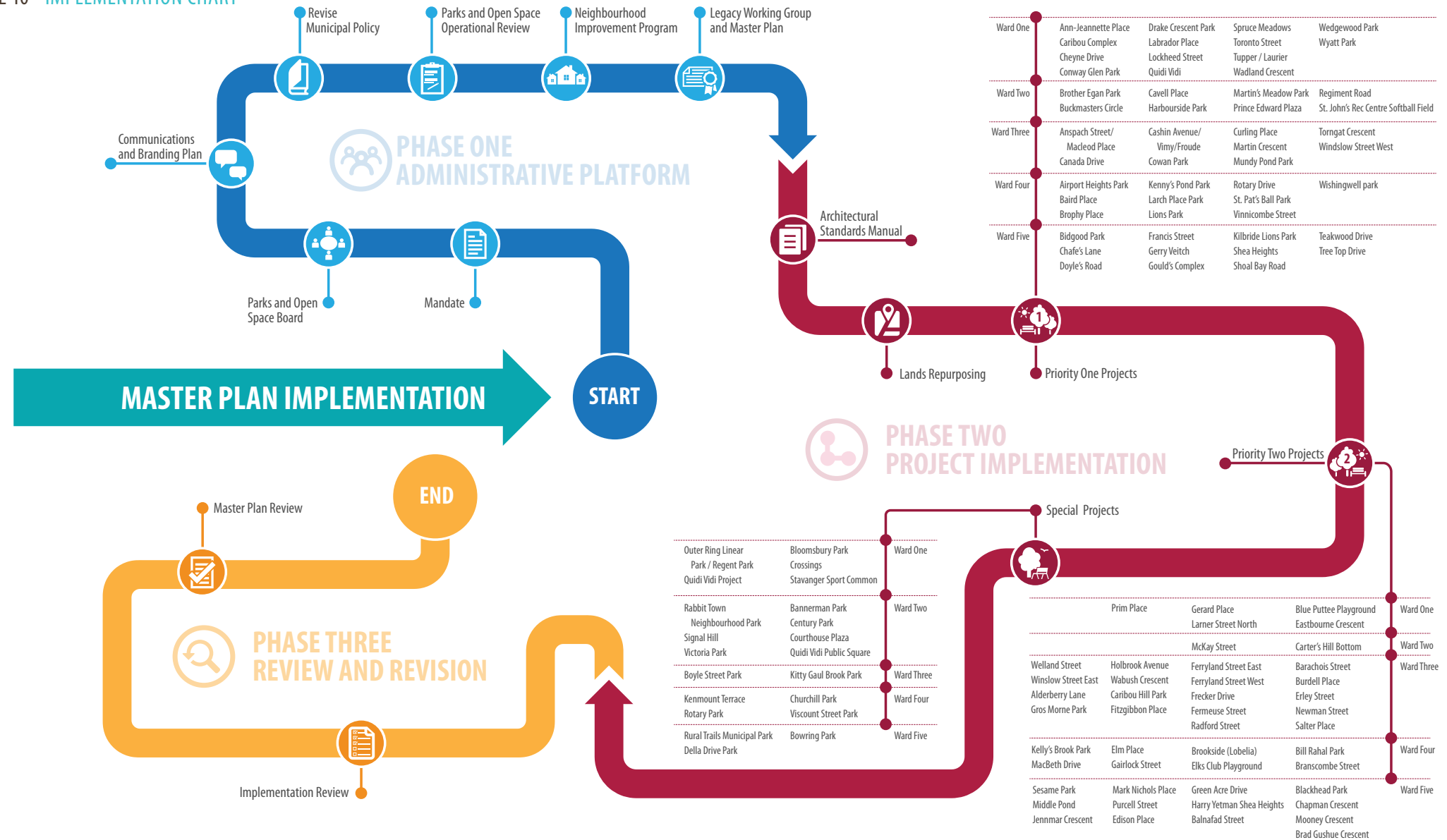
6.1 IMPLEMENTATION STRATEGY

The implementation strategy involves establishing an administrative platform for the creation of a physically and culturally linked parks and open space network prior to undertaking physical projects. It is important to remember that the notion of 'network' is critical to the success of this plan. All future planning, design and construction activities must move the City of St. John's from a series of stand alone recreation spaces to a network of linked spaces which respond to resident parks and open space requirements. A four step strategy addresses this requirement.

The first step includes solicitation and acquisition of a political mandate and support for plan implementation. The following phase engages projects at the neighbourhood level prior to City-wide project implementation. Thus, the implementation meets resident desire for delivery of a parks and open space network that begins at residential doorsteps prior to moving into City-wide projects.

The following implementation steps are presented in text format. Figure 10 presents the steps in graphic format. The following chapter section explains the steps.

FIGURE 10 - IMPLEMENTATION CHART



6.2 IMPLEMENTATION STEPS

The following implementation steps move the City of St. John's into a pro-active parks and open space planning and product delivery mode. Again, as previously noted, the steps are proposed in a linear and phased format; however, the process will be highly iterative with overlapping initiatives.

PHASE ONE - ADMINISTRATIVE PLATFORM

a. Acquire a Plan Implementation Mandate. The City of St. John's will require support from external groups such as The Province of Newfoundland and the Government of Canada. It is important to note that both of these entities will benefit greatly from an expanding St. John's. Any solicited support is based on investment for return rather than funding (for any reason).

For information and support purposes, this plan should be formally presented to all relevant provincial and federal representatives, and groups who have an implementation role to play. This should include local MLAs and MPs, as well as provincial and federal recreation, sport and environmental agencies. Each of these groups have a specific role to play; therefore, the presentation should be specifically tailored to each. Thus, a tailored slide show describing the plan, and a copy of the report, should be delivered to ensure future communications have a platform of knowledge to commence any partnership discussions.

b. Create a City of St. John's Parks Board. This plan includes several important and long-term projects that will require ongoing communication between residents, council and staff. A St. John's Parks Board addresses this need with the ancillary benefit of creating an oversight body. The board's mandate will include overseeing the implementation of this master plan (specifically, the implementation of administrative and legacy project steps in the short term).

The City should appoint internal membership from staff and council prior to developing and issuing an Expression of Interest for public participation. For voting purposes, the committee should include an odd number of members, and have broad participation (two senior staff, a non-voting recording secretary, two councilors, two youth representatives, two seniors and three resident family members). Quorum and other administrative

procedures should be established relative to relevant municipal policy.

c. Develop and deliver a Communications and Branding Plan. This master plan document speaks to the image and form of existing neighbourhoods as well as the planning and design approach applied to City expansion (in all land uses). Thus, government officials, developers, consulting professionals and residents require a basic knowledge of this master plan's concepts to participate in City evolution.

The implementation of this plan will result in a 're-vectorization' of civic life (from automobile to human oriented environments). With this, civic image will evolve; therefore, the City of St. John's should develop an updated brand and associated wording that reflects the notion of a contemporary and integrated parks and open space network. The brand can be applied as support to master plan implementation (that results in new park and trail products). Existing signage and promotional materials can be re-purposed or replaced with implementation. The extent of this should be determined through brand-creation exercises.

The City of St. John's, under the management of the Parks and Open Space Network Committee, should develop and deliver a communications plan that articulates the key elements of this plan to those who require an understanding of the elements. For example, developers require a clear understanding of neighbourhood layout to proceed with planning future areas of the City while residents should be aware that developers will develop within the context of this master plan. Varied communication tools should be applied to deliver messages to varied audiences. A skilled communication professional can dissect the plan elements, develop a list of target audiences, and create a strategy and plan to link the two together.

d. Revise Municipal Policy to Support Network Creation. Park's department staff representatives, under the direction of the Parks Board, should review the City's Municipal Plan to determine all areas of the plan that should be revised to support the implementation of this *Parks and Open Space Master Plan*. Any policy related to the type and distribution of parks and open space should be revised to reflect the network described in this plan.

The results of this review should be formed into a brief, clear and concise document that articulates resident desire for a revised network, identifies sections that should be changed, and provides the text for the updated policy sections. In association with a slideshow describing the parks and

open space plan, the review should be presented to the City's Planning Advisory Committee for support, leading into a council presentation for approval.

e. Undertake a Municipal Parks and Open Space Operational Review.

As mentioned several times throughout this document, the City's ability to administer this plan is critical to providing the parks and open space network desired by residents. At present, parks and open space programming, design and construction is delivered from varied administrative locations. This platform should be reduced to a simple and efficient delivery model where the City of St. John's manages all aspects of full-time and summer staffing (students), project management, planning and design, budgeting, tendering, construction and maintenance.

This model is important for two reasons. First, this will ensure responsible and efficient spending of resident investments and, second, City staff can respond to resident requests in a timely manner. Thus, the simplification of the parks and open space administrative approach will result in a more responsible product delivery.

The City of St. John's should develop and release a request for proposals, and commission an experienced consulting group to examine department mandate, capital and operational processes (both administrative and financial), functions of the Parks and Open Space and Recreation Departments (relative to delivering this plan). This review should identify a clear approach to jointly planning, designing, constructing and maintaining existing and new facilities from all administrative points of view. When complete, an operational review should propose a streamlined and multi-department platform for delivering this *Parks and Open Space Master Plan*.

f. Develop and Deliver a Neighbourhood Improvement Program. It will always be important to remember that resident life begins at their front door. Although the notion of a parks and open space network often forces planners and designer to work at the regional scale, this must be secondary to the notion of the neighbourhood scale. The planned and developed connectivity between and through the City's neighbourhoods will result in the City-wide network. The inverse is not true for St. John's. This master plan addresses the elements that must be incorporated into both existing and expanding neighbourhoods. The level of detail articulated in this plan is not sufficient to achieve the resident desired

network at the neighbourhood level. Thus, the City's Recreation Department should expand their existing relationship with resident associations to develop neighbourhood improvement plans (which identify and enhance vehicle and pedestrian use, key cultural nodes, parking, key social walking routes, as well as twittens and other shortcuts). This work should also include association discussions related to the modified network, priority facilities and the disposition of present park space not required at the neighbourhood level. When complete, this internal department work will result in improvement concepts that apply the principles of the *Parks and Open Space Master Plan* at the neighbourhood level (in a manner that respects the unique or desired character for each).

g. Develop an Internal Legacy Working Group and Master Plan. Very few municipalities have the financial capacity to create significant civic facilities within the annual budgeting process. The creation of new facilities require both financial support and political will at all government and corporate levels.

This *Parks and Open Space Master Plan* proposes the creation of new civic-scale facilities for which the required spending is not presently budgeted. To plan for these, and other new facilities not proposed within this plan, the City should create an internal working group to examine the City's long-term parks, open space, sport and recreation product requirements, as well as potential events and partnerships that aid in the creation of these facilities. For example, this *Parks and Open Space Master Plan* proposes the creation of a significant active recreation park to support active sport use (cross-country skiing, mountain biking, running and orienteering training and special events). Facilities such as this should be created as legacy to a significant hosting event such as the Canada Games.

The result of this internal process is the creation of a matrix (and master plan) that articulates the relationship between required facilities and the legacy partnerships that create the facility. This process must also identify locations for these facilities.

PHASE TWO - PROJECT IMPLEMENTATION

The first phase sets the stage for physical project implementation. With this platform in place, the City can now move forward with a rational approach to delivering the parks and open space products described in this plan. The

approach is very simple: first, refocus existing parks and open space capital/operational spending to the priority network facilities described in this plan and, second, develop a variety of approaches to disposing existing park spaces not required to complete the plan. It is important to remember that the project implementation will occur within the context of the operational review. Obviously, the results of this work are not yet available; therefore, the following implementation tasks are presented as a series of steps that should be incorporated into the administrative framework proposed under the review.

a. Architectural Standards Manual. The City of St. John's should commission the creation of an architectural standards manual that fully details design and specifications for all graphic and material requirements necessary for the build-out of this master plan.

a. Develop and deliver a Lands Re-purposing Program. The previously mentioned neighbourhood association meetings introduced the land re-purposing topic. The non-conforming tot lots, indicated as priority three parks, are planned for re-use as community use or private development. Thus, these sites can be added to adjacent parcels as full or split parcels, redeveloped as a single parcel, redeveloped as a community garden or natural space.

The future of these sites are contingent on resident desire for re-use. The City should continue discussions with neighbourhoods that host priority three sites to commence the disposition process. The discussion are open neighbourhood meetings to discuss a revitalized network, the disposition and sale of priority three sites, as well as the use of that revenue within the neighbourhood priority one and two sites.

b. Commence Priority One and Two Product Delivery. This chapter describes the priority one and two ward projects that are the important neighbourhood network sites. These are the 'neighbourhood anchors' of this master plan. Street, trail and cultural linkages extend from this location into local and adjacent neighbourhoods. The City-wide connectivity of these linkages results in the network.

In concert with the previous step, the City should commence detailed planning and design of the identified priority facilities (priorities one before two). This is not a short-term process and, as indicated on the implementation matrix, will occur over the life of master plan

implementation.

c. Special Project Implementation. The special projects identified in the previous chapter, as well as those identified on a ward-by-ward basis (chapter 5), will fill service area gaps while enhancing the neighbourhood and civic lifestyle product choices. Thus, with priority one and two project implementation under way, the City should commence special project planning and design within the context of the operational review results.

PHASE THREE - REVIEW AND REVISION

Two master plan reviews are required to implement this plan. These are as follows.

a. First, the priority and special projects will require a detailed approach to implementation relative to the operational review. Thus, the City should conduct a review of the master plan implementation within the departmental operational review. This must include approaches to capital and operational staffing, union and student involvement, as well as multi-departmental implementation platforms.

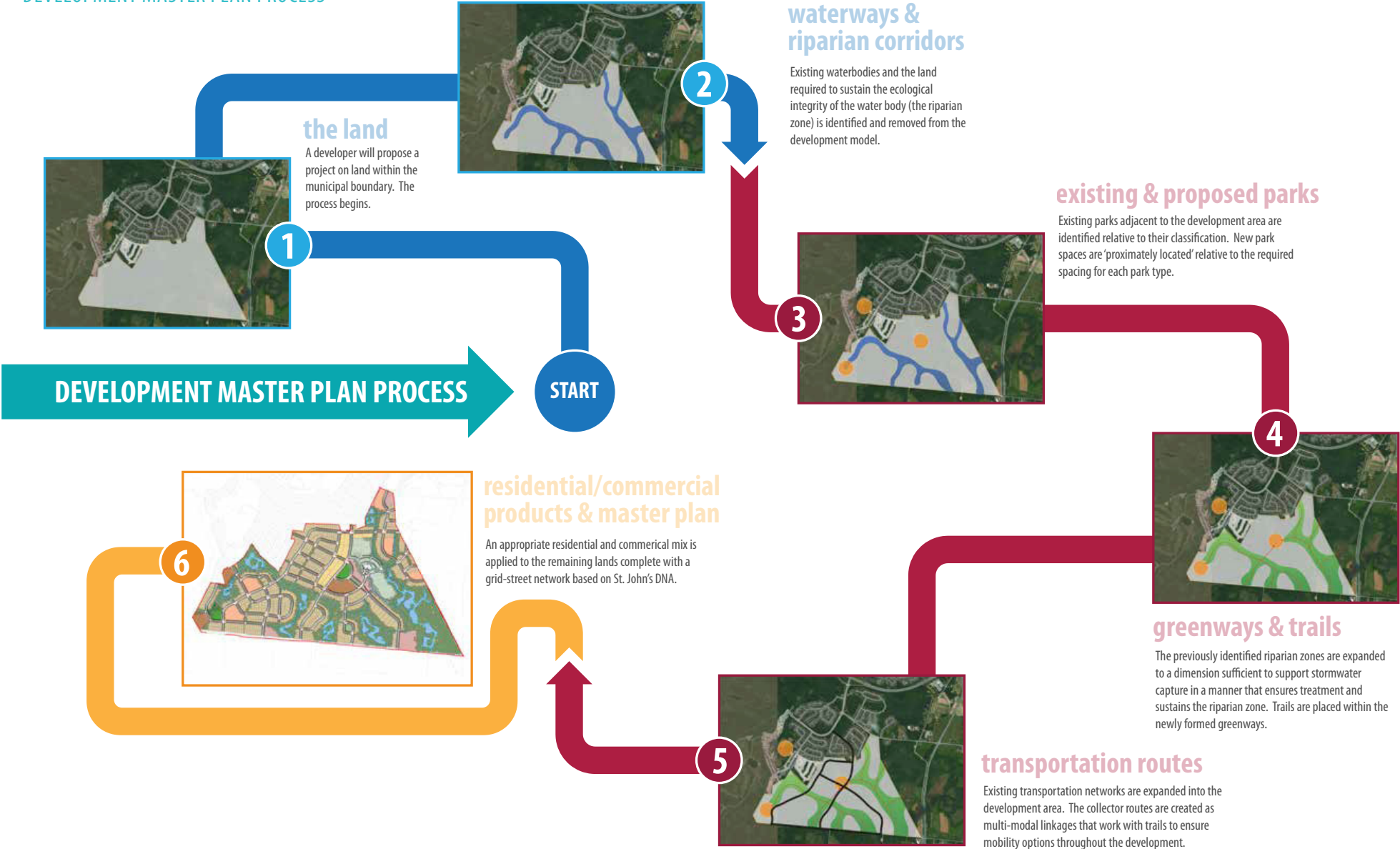
b. Second, a detailed review of this master plan should occur within any municipal plan review conducted by the City. Therefore, by policy, the elements of this *Parks and Open Space Master Plan* should be fully incorporated into the municipal plan and reviewed as required under the provincial planning act.

6.3 THE RESULTS

This master plan, when implemented, will result in a rationalized network of parks and trails. When combined with street-based human and vehicle powered linkages, a complete network of lifestyle amenity emerges.

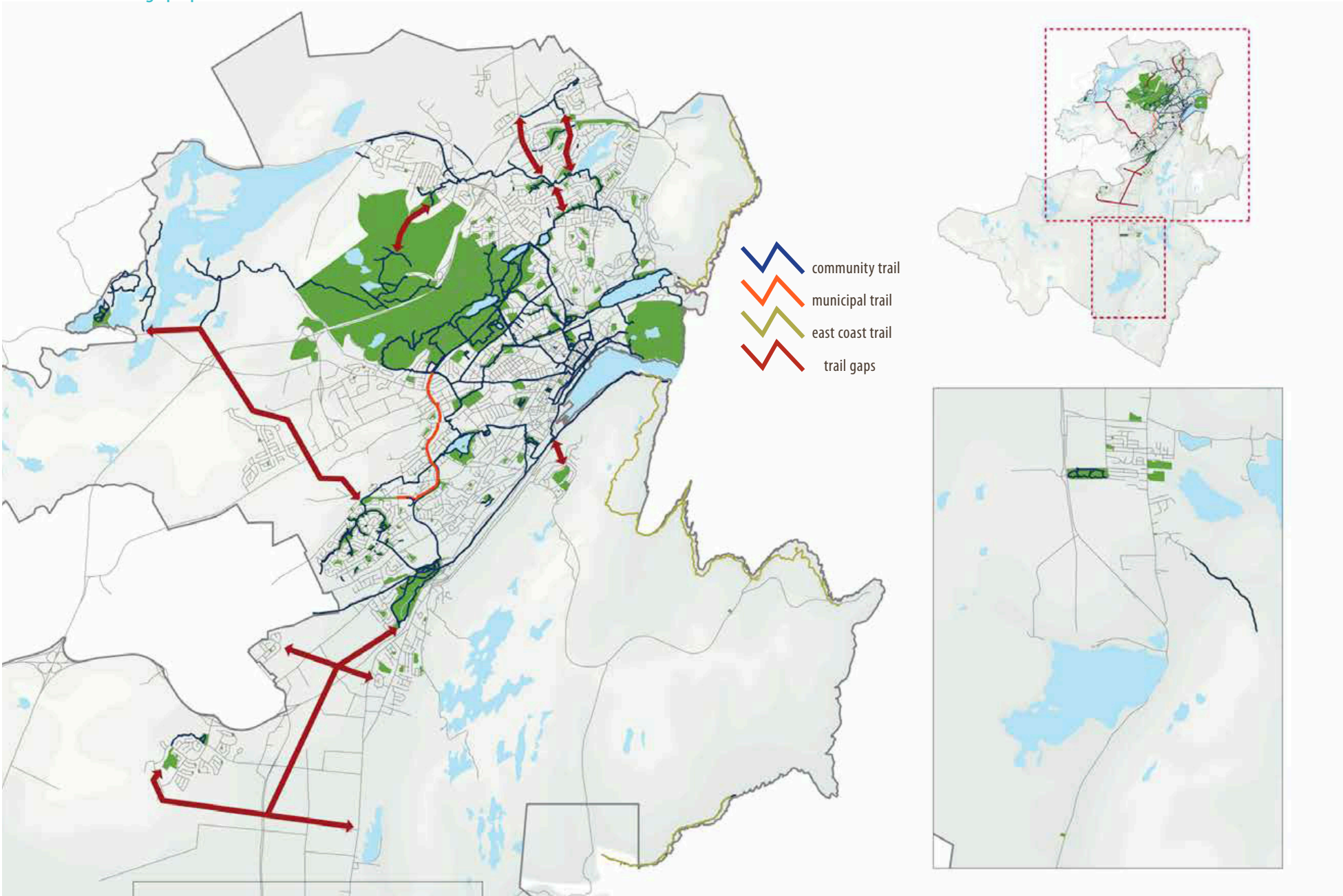
Much of this plan speaks to the process of retrofitting the existing network; however, this plan's contribution to the growth of St. John's is equally important. The classified network outlined in this master plan should be considered as backbone to all future developments. The process of developing within this context is described on Figure 11, next page.

FIGURE 11 - DEVELOPMENT MASTER PLAN PROCESS



APPENDICES

APPENDIX A - trails classification and gaps plan



APPENDIX B - trail types

SHARED USE TRAILS

DIFFICULTY	CLEARING HEIGHT	CLEARING WIDTH	TREADWAY WIDTH	TREADWAY SLOPE	TREADWAY CROSS SLOPE	TURNING RADIUS	SIGHT DISTANCE	SURFACE
Easiest	3.0 - 3.7 meters	0.5 - 0.6 meters outside of treadway (10.0 m minimum)	2.0 - 4.0 m (two-way)	Less than 5% Maximum 15% up to 61.0 meters	0 - 4%	1.8 - 3.7 meters	Two-way traffic: 15.2 - 30.4 m Motorized road crossings: 30.4 - 61 m	Granular or asphalt
More Difficult	3.0 meters	0.3 - 0.5 meters outside of treadway (6.0 - 10.0 m minimum)	2.0 - 4.0 m (two-way)	Less than 10% Maximum 25% up to 91.4 meters	0 - 4%	1.2 - 1.8 meters		Granular or asphalt
Most Difficult	2.4 - 3.0 meters	0.3 meters outside of treadway (6.0 m minimum)	2.0 - 4.0 m (two-way)	Less than 15% Maximum 30% up to 152.4 meters	4 - 8%	0.9 - 1.2 meters		Granular

CROSS COUNTRY SKI TRAILS

DIFFICULTY	CLEARING HEIGHT	CLEARING WIDTH	TREADWAY WIDTH	TREADWAY SLOPE	TREADWAY CROSS SLOPE	TURNING RADIUS	SIGHT DISTANCE	SURFACE
Easiest	3.0 - 3.7 meters	0.5 - 0.6 meters outside of treadway (10.0 m minimum)	shaped for surface draining	Less than 8% Maximum 15% up to 45.7 meters	0 - 4%	15.2 - 30.4 m. Gentle turns on downhill slopes. Avoid sharp turns. Never locate a turn at the base of a downhill run.	15.2 meters on downhill runs, stream and road crossings	Consistently smooth treadway. No rocks, roots, dips, bumps or obstructions. Can be groomed or ungroomed.
More Difficult	3.0 meters	0.3 - 0.5 meters outside of treadway (6.0 - 10.0 m minimum)		Less than 10% Maximum 20% up to 45.7 meters	0 - 4%	15.2 - 30.4 m. Incorporate more turns in trail layout. Avoid sharp turns. Never locate a turn at the base of a downhill run.		Generally smooth treadway. Dips, bumps or ruts to 0.2 meters are uncommon. Can be groomed or ungroomed.
Most Difficult	2.4 - 3.0 meters	0.3 meters outside of treadway (6.0 m minimum)		Less than 15% Maximum 20% up to 61.0 meters	4 - 8%	15.2 - 30.4 m. Incorporate more turns in trail layout. Never locate a turn at the base of a downhill run.		Dips, bumps or ruts to 0.3 meters are common. Occasional surface obstacles. No grooming.

APPENDIX B - trail types

HIKING TRAILS

DIFFICULTY	CLEARING HEIGHT	CLEARING WIDTH	TREADWAY WIDTH	TREADWAY SLOPE	TREADWAY CROSS SLOPE	TURNING RADIUS	SIGHT DISTANCE	SURFACE
Easiest (interpretive)	2.4 - 3.0 meters	1.2 meters	0.5 - 0.6 + meters	Less than 5% Maximum 20% up to 30.5 meters	0 - 3%	n/a	n/a	Uniform, firm and stable surface. Smooth tread with no obstacles. Pavement may be appropriate in highly developed settings.
More Difficult	2.4 meters	0.9 - 1.2 meters	0.3 - 0.5 meters	Less than 12% Maximum 30% up to 91.4 meters	0 - 5%	n/a	n/a	Native surface with some imported material. Side-hill trail is constructed. Generally clear of obstacles, steps to 0.25 meters.
Most Difficult	2.4 meters	0.9 meters	0.3 - 0.6 meters	Less than 18% Maximum 30% + up to 152.4 meters	0 - 8%	n/a	n/a	Native surface with constructed side-hill trail. Obstacles, roots, rocks and steps to 0.6 meters.

MOUNTAIN BIKE TRAILS

DIFFICULTY	CLEARING HEIGHT	CLEARING WIDTH	TREADWAY WIDTH	TREADWAY SLOPE	TREADWAY CROSS SLOPE	TURNING RADIUS	SIGHT DISTANCE	SURFACE
Easiest	2.4 - 3.0 meters	1.2 + meters	0.6 + meters	Less than 5% Maximum 10% up to 30.5 meters	2 - 4%	1.8 - 2.4 meters	30.5 - 45.7 meters on downhill curves or road crossings	Firm and stable surface with some imported material. Side-hill trail is constructed. Firm natural surface with some obstacles such as roots, grade dips or rocks.
More Difficult	2.1 - 2.4 meters	0.9 - 1.2 meters	0.3 - 0.6 meters	Less than 10% Maximum 30% up to 91.4 meters	5%	0.9 - 1.8 meters	30.5 - 45.7 meters on downhill curves or road crossings	Mostly stable native surface with constructed side-hill trail. Obstacles, roots rocks and steps up to 0.15 meters.
Most Difficult	1.8 - 2.1 meters	0.6 - 0.9 meters	0.3 - 0.5 meters	Less than 15% Maximum 30% + up to 152.4 meters	5 - 10%	0.6 - 1.2 meters	30.5 - 45.7 meters on downhill curves or road crossings	Native surface with constructed side-hill trail may not be firm and stable. Obstacles, roots, rocks and steps from 0.15 - 0.3 meters are common.

