

Parks, Recreation and Community Services Washroom Operations and Capital Plan

2019



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Criteria Used to Identify Optimal Locations

To identify optimal locations a number of parameters were used sequentially.

General 'Focus Areas'

Were identified to assess the need for upgraded and new washroom facilities. Focus areas are the most heavily used components of the parks system, they are:

Focus Areas:

- Highest-use parks
- Popular easy walking trails within parks
- Main trail network

Specific Locations within Focus Areas

Some of the specific locations are associated with activities and programs that are led by the PRCSD, including the Summer Neighbourhood Playground Program, Preschoolers in Parks Program, and walking and cycling programs; and activities that are led by independent fitness, walking and hiking groups, as well as private citizens.

Focus Areas

- Highest Use Parks
- Popular Easy Walking Trails within Parks
- Main Trail Network

Highest Use Parks:

- Agate Park
- Beckwith Park
- Cadboro-Gyro Park
- Cedar Hill Park
- Hampton Park
- Horner Park
- Hyacinth Park
- Lambrick Park
- Layritz Park
- Lochside Park
- McMinn Park
- Meadow Park
- Mount Douglas Park
- Mount Tolmie Park
- Rainbow Park
- Reynolds Park



- Rosedale Park
- Rudd Park
- Rutledge Park
- Whitehead Park

Popular Easy Walking Trails within Parks:

- Craigflower Kosapsom Park / Gorge Waterway Park
- Mount Douglas Park
- Playfair Park
- Rithet's Bog Conservation Area

Note that senior-friendly walking routes associated with all recreation centres (Cedar Hill, Gordon Head, G. R. Pearkes, and Saanich Commonwealth Place) are being planned independently as part of the Older Adults Strategy, 2017 - 2022. The washrooms within the associated recreation centre will serve these routes.

Main Trail Network:

- Saanich Centennial Trails (Blenkinsop Greenway, Colquitz River Trail, Glendale Trail, Interurban Rail Trail, Royal Oak Trail, San Juan Greenway).
- The Galloping Goose and Lochside Regional Trails are operated by the Capital Regional District (CRD). CRD-installed facilities that support these trails are identified in this document and on the map on page 18.



Ideal Facility Spacing

A combination of Service Goals, and the typical travel speeds of target population groups is used to identify the ideal spacing of facilities within Focus Areas.

Service Goals of Focus Areas

- Highest-use parks – facilities intended to serve visitors whose destination is limited to the park itself.
- Popular easy walking trails within parks – facilities spaced within a 45 minute walk for slower walkers, including young children and seniors.
- Main trail network – facilities spaced within a 1 ½ hour walk (or 25 minute bike ride) for average adults.

Travel Speeds

- Slower walkers - seniors and children walk approximately 1.6 km per hour
- Average adults - walk approximately 4 km per hour

Ideal Facility Spacing in Focus Areas

Combining Service Goals and travel speeds reveals desired spacing:

- Highest-use parks - one facility per park is typically adequate
- Popular easy walking trails within parks – facilities within a 45 minute walk for a slower walker; or approximately 1.2 km apart
- Main trail network – facilities within a 1 ½ hour walk for an average adult; or approximately 6 km apart

Focus Area Service Goals

- Minimum one facility in each Highest-use Park.
- A facility within a 45 minute walk for slower walkers on Popular Easy Walking Trails within Parks – max. 1.2 km. apart.
- A facility within a 1 ½ hour walk for average adults (23 minute ride for ave. cyclists) on the Main Trail Network – max. 6 km. apart.

Identifying Gaps and Deficiencies

Currently there are 24 facilities consistently available to the public in Saanich Parks. A number of other facilities traditionally cater to sports clubs, or PRCSD -led programs in keeping with past service levels; currently these facilities are generally available to the public only when they are being used by the clubs or programs. Comparing existing availability with Service Goals reveals the need for improvements.

Existing Public Facilities

In Parks:

- Year-round washroom buildings – Saanich-operated (Open 7 a.m. – 11 p.m. daily)
 - Beckwith Park
 - Cadboro-Gyro Park
 - Craigflower-Kosapsom Park
 - Gorge Waterway Park
 - Layritz Park
 - Mount Douglas Park
 - Playfair Park

- Year-round washroom buildings – sports club-operated (Open 7 a.m. – 11 p.m. daily)
 - Layritz Park

- Seasonal washroom buildings – Saanich-operated (Open May 1 to Oct 30, 7 a.m. – 11 p.m. daily)
 - Cordova Bay Park
 - Glanford Park
 - Majestic Park
 - Maynard Park

- Year-round portable toilets – supplied by Saanich (under contract, never locked)
 - Echo Drive boat launch
 - Gorge Park (supplied by GT Community Association)
 - Gorge Waterway Park (near Tillicum Road)
 - Lambrick Park
 - McMinn Park
 - Mount Doug Park (Churchill Drive)



- Mt Doug Park (summit)
- Mt Tolmie Park (summit)
- Rutledge Park
- Tolmie Park
- Whitehead Park

- Seasonal portable toilets – supplied by Saanich (under contract, open May 1 – Oct. 30, never locked)
 - Braefoot Park

- Saanich-operated washrooms used by PRCSD programs; currently available for public use only during program hours
 - Horner Park
 - Marigold Park (septic)
 - Meadow Park
 - Reynolds Park (playground building)

- Sports club-operated washrooms; currently available for public use only when clubs are using the park
 - Allenby Park
 - Ambassador Park
 - Braefoot Park
 - Copley West Park
 - Hampton Park
 - Hyacinth Park
 - Lambrick Park
 - Lochside Park
 - Prospect Lake Park
 - Reynolds Park (field building)
 - Rosedale Park
 - Rudd Park
 - Tyndall Park

- Other Saanich-owned buildings
 - Swan Lake Nature Sanctuary – washrooms are available in the nature house during business hours
 - Cedar Hill Golf Course Clubhouse – exterior access washrooms are available during business hours

In Recreation Centres (available during regular hours):

- Cedar Hill Recreation Centre
- Gordon Head Recreation Centre
- G.R. Pearkes Recreation Centre
- Saanich Commonwealth Place

In Commercial Centres (available during regular hours):

- Mayfair Shopping Centre (Victoria)
- Tillicum Centre
- University Heights Shopping Centre
- Uptown
- Other retail centres – availability varies

Other Agencies in Saanich:

- Capital Regional District (Elk and Beaver Lakes)

In Municipalities within .5 km of Saanich Boundary:

- City of Victoria
 - Cecelia Ravine Park
 - Oaklands Park
 - Topaz Park
- Oak Bay
 - Bee Street
 - Carnarvon Street
 - Henderson Road
- Central Saanich
 - Island View Park

Additional Facilities Needed to Achieve Service Goals

The following table lists locations within Focus Areas. It identifies where new public facilities are needed, and where existing unavailable facilities need to be converted for public use, in order to achieve Service Goals.

The cost of upgrades is also given (see pgs.16,17 for details):

- Low (under \$10,000)
- Medium (\$10,000 – \$25,000)
- High (\$100,000 - \$250,000)



Highest Use Parks

| Location | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
|-----------------|---|-----------------|--------------|------------------------|---|-------------------------|
| Agate | None | Yes | Portable | Seasonal | High use beach access. Assess need for future pit | L |
| Beckwith | Year-round Washroom Building | No | — | — | Existing service is adequate. | — |
| Cedar Hill Park | In golf clubhouse and rec. centre | No | — | — | Existing service is adequate. | — |
| Cadboro-Gyro | Year-round Washroom Building | No | — | — | Existing service is adequate. | — |
| Hampton | Building with no public access | Future Option | Shared Flush | Seasonal | Monitor park use and adapt existing washroom if/when demand warrants. | L |
| Horner | Building with no public access | Yes | Shared Flush | Year-round | Adapt existing washroom for public use. | M |
| Hyacinth | Building with no public access | Yes | Shared Flush | Year-round | Adapt existing washroom for public use. | L |
| Lambrick | Portable and building with no public access | Future Option | Shared Flush | Seasonal | Monitor park use and adapt existing washroom if/when demand warrants. | L |

| Highest Use Parks (continued) | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
|--|---|-----------------|-----------------------|------------------------|--|-------------------------|
| Layritz | In PL Soccer Club Clubhouse | No | — | Year-round | Existing service is adequate. | — |
| Lochside | Building with no public access | No | — | — | Existing washroom is on septic and at full capacity. The cost to upgrade to sewer is prohibitive. | — |
| McMinn | None | Yes | New Washroom Building | Year-round | New washroom building scheduled for construction 2020 - as per the approved McMinn Park Concept Plan | H |
| Meadow | Building with no public access | Yes | Shared Flush | Seasonal | Adapt existing washroom for public use. | M |
| Mt. Douglas - Blenkinsop Road entrance | Washroom bldg and year-round portables in park, none near Blenkinsop Rd. entrance | Yes | Pit toilet | Year-round | Blenkinsop entrance accesses popular 'Little Mount Doug'. Facilities here may alleviate more congested entry points. Water only. Outside Sewer Service Area. | M |

| Highest Use Parks (continued) | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
|----------------------------------|--------------------------------|-----------------|-----------------------|------------------------|--|-------------------------|
| Mount Tolmie | Year-round portable | Yes | New washroom building | Year-round | Very high use park. Servicing will be expensive. | H |
| Rainbow | None | Yes | New Washroom Building | Year-round | New playground in 2018. Will also serve Douglas Connector Trail users. | H |
| Reynolds | Building with no public access | Yes | Shared Flush | Year-round | Adapt existing washroom in the playground building for public use. | M |
| Rosedale | Building with no public access | Yes | Shared Flush | Year-round | Adapt existing washroom for public use. | L |
| Rudd | Building with no public access | Yes | Shared Flush | Seasonal | Adapt existing washroom for public use. | L |
| Rutledge | Year-round Portable | Yes | New Washroom Building | Year-round | High-use park with splash pad coming, expect park use to increase. | H |

| Highest Use Parks (continued) | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
|---|--|-----------------|-----------------------------------|------------------------|--|-------------------------|
| Whitehead | Year-round Portable | No | — | — | Existing service is adequate. | — |
| Parks with Popular Easy Walking Trails | | | | | | |
| Location | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
| Craigflower Kosapsom / Gorge Waterway | Washroom bldg at Admirals end, and at Dysart Rd., portable near Tillicum Rd. | Yes | Shared Flush | Year-round | Saanich-owned rental house is slated for community use and public washroom. | M |
| Mt. Douglas - Glendenning and Churchill Drive | Portable at Churchill Drive entrance | Yes | Pit toilets at each entrance | Year-round | Toilet at Glendenning will also serve the trail system. The portable at Churchill Drive is heavily used. | M |
| Playfair | Washroom Building on septic in poor condition. | Yes | New Washroom Building (replacmnt) | Year-round | Building needs to be replaced and connected to sewer. | H |
| Rithet's Bog | None | Yes | New Washroom Building | Year-round | Park is within the Sewer Service Area, and services are available. Will also serve trail users. | H |

| Main Trail Network Segments | | | | | | |
|--|---|-----------------|--------------|------------------------|---|-------------------------|
| Blenkinsop / Glendenning / San Juan Greenway | | | | | | |
| Location | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
| Arbutus Cove | None | Yes | Pit Toilet | Year-round | Outside the Sewer Service Area. Connecting would be very expensive. | M |
| Mount Douglas - Glendenning Road entrance | As noted under 'Parks with Popular Easy Walking Trails' | | | | | |
| Tyndall | Building with no public access | Future Option | Shared Flush | Year-round | Open when use of the San Juan Greenway warrants it. | L |
| Colquitz River Trail | | | | | | |
| Copley West | Building with no public access | Yes | Shared Flush | Year-round | Adapt existing washroom for public use. | M |
| Hyacinth | As noted under "High Use Parks" | | | | | |

| Glendale / Interurban Rail Trail | | | | | | |
|----------------------------------|--------------------------------|-----------------|--------------|------------------------|---|-------------------------|
| Location | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
| Prospect Lake | Building with no public access | Future Option | Shared Flush | Year-round | Commercial buildings on W. Saanich Rd. provide public washrooms. Consider opening if / when necessary. | M |
| Lochside Trail | | | | | | |
| Fowler | None | Yes | Pit toilet | Year-round | Fowler Park is adjacent to the Lochside Trail. The CRD is installing a pit toilet in 2019. The park's Concept Plan indicates a new washroom building; monitor to determine if future construction is warranted. Water only. Outside Sewer Service Area. | N/A (CRD) |

| Lochside Trail (continued) | Existing Facilities | Upgrade Needed? | Type | Year-round or Seasonal | Rationale | Relative Cost (L, M, H) |
|---|---|--------------------|------|------------------------------|---|----------------------------|
| Lochside and Blenkinsop Trails Intersection | Year-round Pit Toilet | No | — | — | Installed by CRD in 2019. Water and sewer available. Washroom building may be warranted in future. | N/A (CRD) |
| McMinn | As noted under “High Use Parks” | | | | | |
| Royal Oak Trail | | | | | | |
| Rithet’s Bog Conservation Area | As noted under ‘Parks with Popular Easy Walking Trails’ | | | | | |

Proposed Upgrades and New Facilities

Siting Considerations

The Saanich Police Department reviewed facility locations from a Crime Prevention Through Environmental Design (CPTED) perspective, and identified factors which can improve users' safety, and perception of safety. Building design and placement, access, visibility, and landscaping recommendations will be implemented on a case by case basis, as possible.

Facility Types

The type of facility chosen is influenced by its proximity to other facilities, its anticipated level of use, the availability of water and sewer hookups, the Sewer Service Area, the physical realities of the site (trees, rock etc.), and its cost. Wherever possible existing facilities will be shared, rather than new ones built.

Alternative kinds of facilities were investigated including composting and combusting toilets. These systems are relatively delicate and will not withstand use by the general public.

- Portable toilets – A single toilet without water, within a molded plastic enclosure. Uses a small holding tank. No sewer or water connection.
Consider creating privacy surrounds with wooden fences to increase the appeal of these toilets.
- Shared – Shared use of flush toilets and sinks currently unavailable to the public (for example those used only by sports clubs).
- Pit toilets – Single toilet without water, within a constructed enclosure. Large holding tank below ground. No sewer or water connection.
- New washroom buildings – Purpose-built washroom buildings with flush toilets and sinks. Sewer and water connection.



Typical portable toilet in privacy enclosure.



Typical pit toilet.



Typical shared or new washroom building.

Use and Hours



Facilities will be open daily from 7 a.m. to 11 p.m., year-round or seasonally (refer to the table on pages 8 - 14 for details), and will meet accessibility standards wherever feasible. Washrooms are for everyone's use, and are intended to be used by one person at a time. Exterior doors will be lockable from the inside, with the ability to open from the outside in case of emergency.

Approximate Capital and Operating Costs

- Low (up to \$10,000)
 - Portable toilets (installed and maintained under contract)
 - No cost to Saanich for initial installation
 - Privacy surround cost approximately \$5,000
 - Serviced twice per week; annual rental and maintenance contract cost approx. \$1,800
 - Shared conversions requiring minimal renovations
 - Initial Capital conversion cost \$1,000 - \$10,000
 - Serviced 3 – 5 times per week; annual maintenance cost approximately \$20,000
 - Annual services cost (water, sewer, electricity) approximately \$3,000

- Medium (\$10,000 to \$25,000)
 - Pit toilets
 - Initial Capital construction cost \$15,000
 - Serviced 3 – 5 times per week; annual maintenance cost approximately \$20,000
 - Shared conversions requiring moderate renovations
 - Initial Capital conversion cost \$10,000 - \$25,000
 - Serviced 3 – 5 times per week; annual maintenance cost approximately \$20,000
 - Annual services cost (water, sewer, electricity) approximately \$3,000

- High (\$100,000 to \$250,000 - to be determined)
 - New Washroom Building (1 or 2 separate toilets and sinks)
 - Initial construction cost \$100,000 - \$250,000
 - Serviced 3 – 5 times per week; annual maintenance cost approximately \$20,000
 - Annual services cost (water, sewer, electricity) approximately \$3,000

New Facilities Summary

In total up to 25 upgrades are proposed:

- 8 Shared
- 4 Future Shared options
- 1 Portable toilet
- 6 Pit toilets (2 by the CRD)
- 6 New (includes replacement) washroom buildings

Supporting Amenities

Amenities including bicycle racks, garbage cans and water bottle-filling stations will be considered on a case by case basis. See the Washroom Operations and Capital Plan - Shared Facilities Renovation Details (2019) document for details.

25 New Facilities

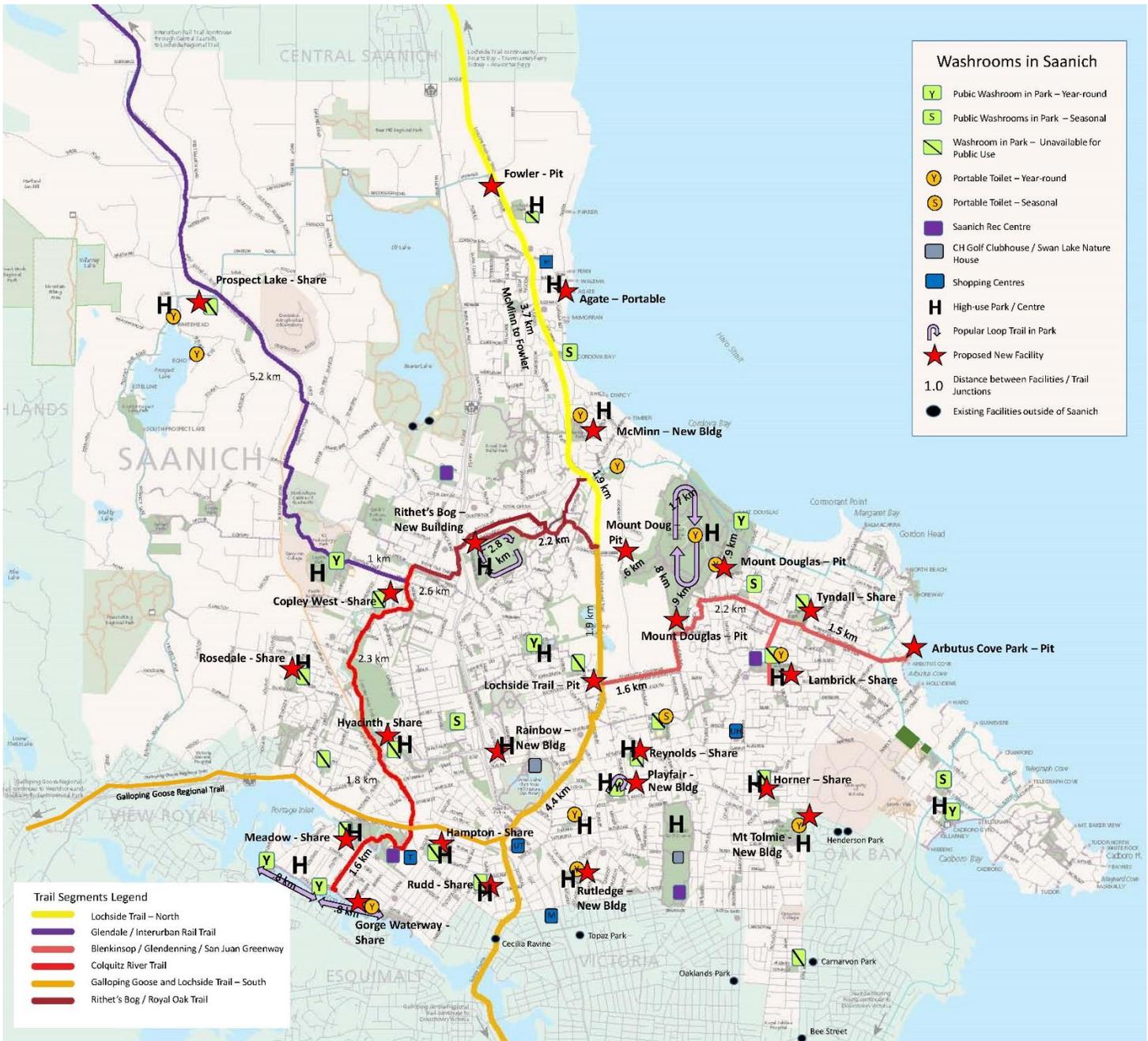
- Up to 12 Shared

- 1 Portable Toilet

- 6 Pit Toilets

- 6 New Washroom Buildings

Facility Locations Map



Existing Facilities; Proposed New Facility Locations; and distance between Facilities / Trail Junctions.

Implementation

Facilities will be installed / renovated in order of priority as determined by the number of anticipated users; importance to trail functionality; ease to create, and cost. The most cost-effective method of providing new flush toilet facilities will be determined through the Request For Information process in 2019.

Refer to the Shared Facilities Renovation Details (2019) document for an account of work required at Shared locations, including accessibility features, and supporting amenities.

This schedule may change in response to funding and capacity constraints.

Schedule

2020

- Shared Conversions
 - Copley West Park
 - Horner Park
 - Hyacinth Park
 - Reynolds Park
 - Rudd Park
- Portable Toilets
 - Agate Park
- Pit Toilets
 - Fowler Park (by CRD):
 - Lochside Trail – at Blenkinsop Greenway (by CRD)
 - Mount Douglas Park entrance
- New Washroom Buildings
 - McMinn Park

2021

- Shared Conversions
 - Rosedale Park
- Pit Toilets
 - Mount Douglas Park entrance
- New Washroom Buildings
 - Rutledge Park

2022

- Shared Conversions
 - Meadow Park
- Pit Toilets
 - Mount Douglas Park entrance
- New Washroom Buildings
 - Playfair Park (replacement)

2023

- Pit Toilets
 - Arbutus Cove Park
- New Washroom Buildings
 - Mount Tolmie Park

2024

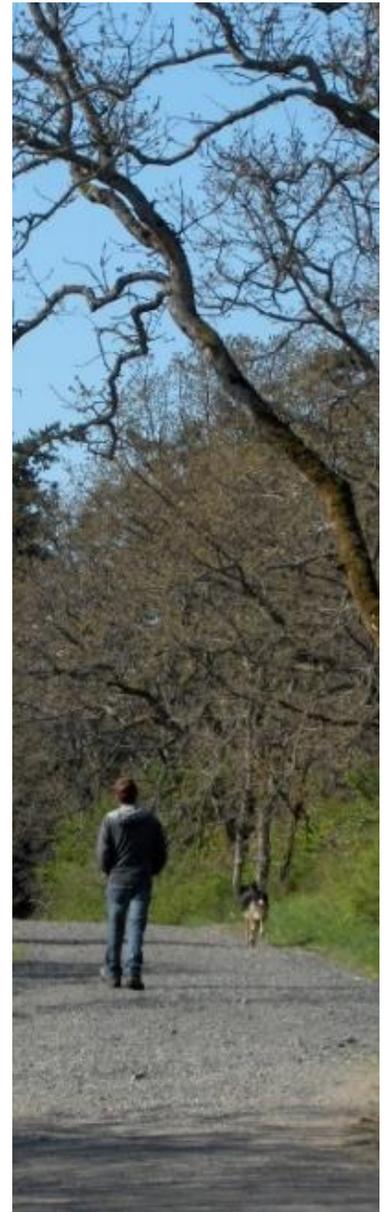
- New Washroom Buildings
 - Rithet's Bog Conservation Area

2025

- Shared Conversions
 - Gorge Waterway Park
- New Washroom Buildings
 - Rainbow Park

Future Shared Conversion Options

- Hampton Park
- Lambrick Park
- Prospect Lake Park
- Tyndall Park



Communication

Facility locations will be indicated on the Parks website, on new issues of the Parks and Trails maps, and on existing trail signs as they are installed and replaced. Facility type and the distances between them will be indicated on trail route-marker posts.

Operational

Service Increase:

The proposed new and shared public washroom facilities represent a 135% increase in the number of flush toilets, and a 150% increase over-all (including pit and portable toilets). The Parks Division's staffing levels will need to be increased to meet the increased level of service.

Operational Cost:

The per-unit annual operational cost of pit and flush facilities is approximately \$23,000. The annual cost for portable toilets is \$1,800. These sums include opening and closing, cleaning, equipment and supplies, service vehicle, vandalism repair, and water, sewer and electrical costs where applicable.

Shared Facilities:

Where buildings are run by sports clubs, agreements regarding shared washrooms will be based on conversations between Club and Parks representatives on a case by case basis. Topics to be discussed include routine cleaning and maintenance, service costs, and opening / closing duties. Facilities shared with clubs will first proceed on a trial basis.

Capital

Implementing the Washroom Operations and Capital Plan will require a significant capital investment. Estimates to construct and convert washrooms as indicated in the schedule follow:

Capital Budget Estimates:

| | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | Total |
|---------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Total Capital Funds | \$268,000 | \$275,000 | \$290,000 | \$265,000 | \$250,000 | \$225,000 | \$1.573 M |