



# Parks + Recreation Master Plan 2012

City of Salmon Arm



Prepared by



for the City of Salmon Arm, B.C.





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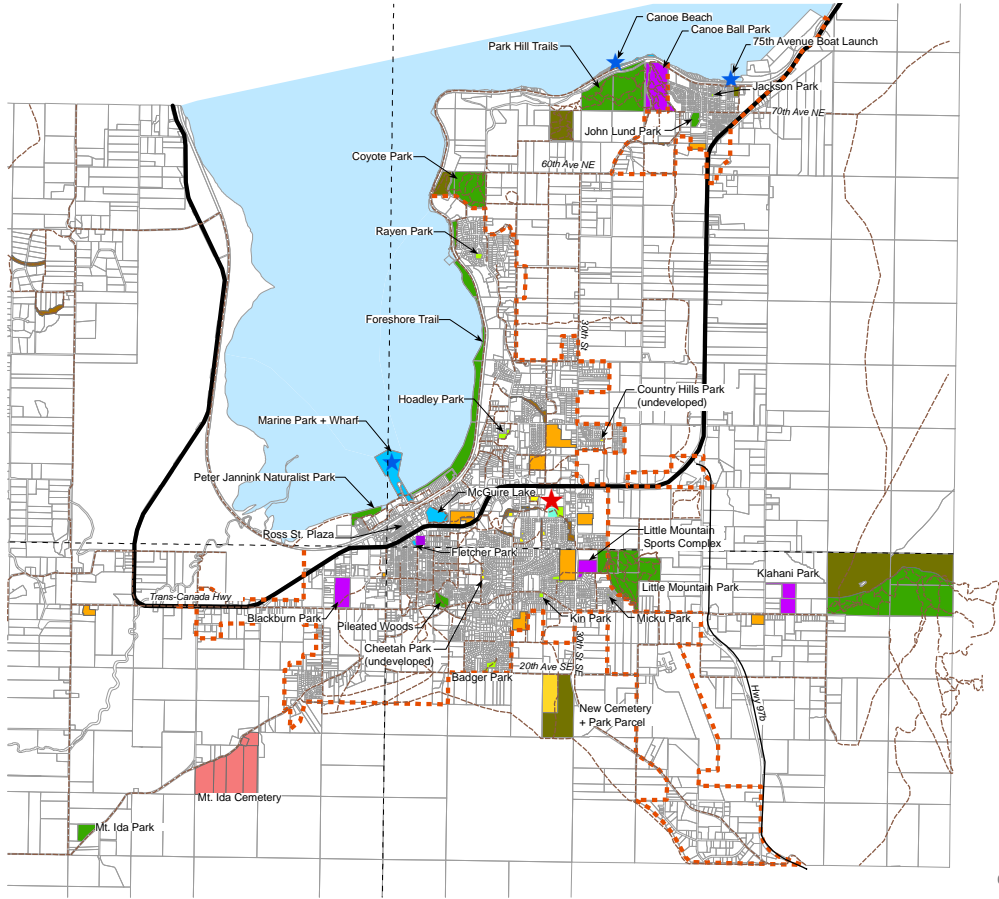
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*Salmon Arm Wharf*



Parks and Recreation Overview Map - See Appendix A



# EXECUTIVE SUMMARY

Salmon Arm is a vibrant interior community that has abundant outdoor recreational opportunities, both traditional and nontraditional, in both urban and natural settings, along with indoor recreation opportunities often only found in larger urban centres. Salmon Arm's parks and recreation system is actively supported by a rich tradition of community-led recreation, characteristic of the community's "do-it-yourself" culture. While the City has an internal Parks department, they have a long-standing contract with the Shuswap Recreation Society to provide recreation programming, to operate the main recreation facilities (SASCU Recreation Centre and pool, SHAW Centre, and Little Mountain Field House), and to coordinating booking of indoor and outdoor amenities.

This Master Plan provides a strategic framework to guide future recreation and parks decisions over the next 10 to 20 years and at the same time identify priorities, big moves and opportunities for improvement. This Master Plan is not a commitment to spend. Those decisions are made by Council as part of the defined budget process. There are cost estimates provided for planning purposes only, in order to give Council, Staff, the Shuswap Recreation Society and other partners an idea as to orders of magnitude costing.

This Parks and Recreation Master Plan has included an extensive public consultation process including public open houses, interviews with user groups, a phone survey, and many hours of collaboration with Staff. The public engagement process is outlined below. From this collaborative process, some high profile priorities and initiatives emerged, which are summarized in this section of the report.

## THE MASTER PLAN PROCESS

### TELEPHONE AND ONLINE SURVEY

This Master Plan is the result of one of the most rigorous survey, consultation and engagement processes for a plan of this type. The community was surveyed using established methodologies and executed by The Mustel Group Market Research. As well, the same survey was made available on line. Key findings from that research includes:

- Swimming is extremely popular with all age groups and the pool was highlighted by many as needing improvements;
- Informal outdoor activities such as walking, on- and off-road cycling are very popular and improvements to paths and trails were repeatedly mentioned as an area to focus on;
- Access to Shuswap Lake for recreation is a key issue;
- 1/3 of households have children under 18 and there was significant public input that there should be more programs/activities for children or youth;
- Swimming, soccer and hockey are the most popular activities of children;

- Common barriers to participation include lack of time due to work commitments and health issues/limited mobility; and
- Almost half of the population are 55 years of age or over, and mobility/health issues are a particular concern for this group (mentioned by 20% of respondents in that age group).

## COMMUNITY ENGAGEMENT

The main direction setting sessions were with the Steering Committee, which included representation from the Shuswap Recreation Society, School District #83, Planning, Engineering, and Parks, as well as a representative from Council. Specific user group interviews were held to identify issues and needs during the development of the draft recommendations. The consultant team met with City and Shuswap Recreation Society Department heads to frontline employees. Two open houses were held to gather input, identify and confirm the issues and to roll out the draft recommendations. Each open house included a questionnaire to document public sentiments.

## KEY RECOMMENDATIONS

The Parks and Recreation Master Plan recommendations are grouped under the following headings:

- Big Moves
- Recreation Facilities
- Recreation Programming
- Parkland
- Outdoor Sports and Recreation
- Trails and Greenways
- Waterfront
- Environment
- Partnerships

The following summarizes the key recommendations. A full list of recommendations with timeframes and ballpark costs is included in Section 11 – Implementation (Table 11.1).

The City is faced with several challenges, opportunities and **Big Moves** in the short and long term horizon. Perhaps the most crucial is the need to undertake a substantial renovation or replacement of the SASCU Recreation Centre and pool. This facility is vitally important to residents and has served the community well for decades, but it is at a point where minor repairs and upgrades may not be adequate to ensure uninterrupted operation. In addition to the condition of the facility, there are also space constraints that limit the number and range of programs that can be offered. This is both a challenge in terms of developing a financial strategy and an opportunity in terms of the potential to create a facility that can better meet the growing community needs.

There are also a few key opportunities within the existing City park system that could change the face of outdoor recreation in Salmon Arm. Among these are the potential to create a new recreation hub at Klahani Park by expanding onto the adjacent gravel pit lands (as operations there wind down). This location, although outside of the downtown core, is one of the larger park parcels in the City's inventory and is also located adjacent to the well-used South Canoe Trails. The long-term vision for Klahani Park outlined in this Master Plan includes the potential for an outdoor amphitheater, a 4-ball diamond tournament facility, a destination bike skills park, and upgrades to the existing sport courts and playground.

Two other parcels with potential for future park development are the Old Rifle Range Lands and the existing City Works Yard. The rifle range land is a forested parcel that offers a valuable opportunity for nature trails and passive recreational use. The City Works Yard is adjacent to Little Mountain Sports Complex, so it should be considered as a potential expansion area for active recreation (i.e. fields and/or a track) if the works yard is relocated in the future.

Salmon Arm has some wonderful **Recreation Facilities**, some of which are often only found in larger urban centres. The primary facilities are the SASCU Recreation Centre and pool, the SHAW Centre (two ice sheets, including a spectator arena), Little Mountain Field House, and the SASCU Indoor Memorial Sports Complex (i.e. the indoor soccer pitch).

The SHAW Centre is in good condition, but a desire for a third ice sheet has been requested from the local hockey community. Although there is competition for primetime ice, there are morning and midday ice times available which indicates that a third ice sheet is not yet warranted. Although not recommended within this Master Plan, the addition of a third ice sheet should be revisited every few years to determine if use and demand has changed. At this point, adding a third ice sheet would not take priority over a major renovation or replacement of the SASCU Recreation Centre and pool.

Little Mountain Field House has storage, washrooms, a kitchen and indoor gathering area overlooking the three grass fields at the Little Mountain Sports Complex. It is primarily booked by a martial arts club or for special events, but has the potential to accommodate a variety of programs from youth arts to cooking classes to seniors' fitness classes.

The SASCU Indoor Memorial Sports Complex (indoor soccer pitch) is not owned by the City, but remains an important indoor recreation facility. The building is owned by the Fall Fair Society and is operated by the Shuswap Recreation Society. It is considered within this Master Plan because the lifespan of the facility is limited (old building in poor condition) and the request for a replacement facility is likely to be brought to the City in the future. Some City residents have noted the value of having an indoor synthetic turf space during the snowy winter months, but unfortunately rental cost and the lack of heating has been cited as major limiting factors. The reality of this type of facility is that, in a community the size of Salmon Arm, they are rarely able to

sustain the level of use that is generally required to justify the cost involved. If a replacement facility is proposed, a business case should accompany it demonstrating a plan for financial viability.

**Recreation Programming** and some recreation services are provided directly by the Shuswap Recreation Society, but other providers include non-profit organizations (i.e. swim clubs, youth sports, paddling group, etc.) and the private sector (fitness clubs, gymnastics, yoga and dance studios). The Master Plan recommends building upon and supplementing those services and relationships to enhance participation, especially for vulnerable populations. Existing programs in Salmon Arm include the extremely popular AquaFit classes, the Everybody Active and Access programs for low income adults and families, and Walk BC programs.

The recommendations include a focus on incorporating Canadian Sport for Life principles and programs into the recreation offerings. This has already been initiated by the Shuswap Recreation Society starting with the Movement and Me program for children, but could be expanded to new programs for youth, adults and seniors aimed at developing and maintaining lifelong participation and active living. Expansion of programs for children and youth is a priority.

Salmon Arm **Parklands** are well-loved and well-used, from Marine Peace Park and Canoe Beach on the waterfront to the Fletcher Park spray park; Little Mountain and Coyote Park nature trails to Blackburn Park and Little Mountain Sports Complex athletic facilities. Salmon Arm is well-appointed in parks compared to many similar communities in BC of similar size, but there is a deficiency in neighbourhood parkland based on the City's 2011 OCP standard of 1.0 hectare per 1,000 residents. GIS data and 2011 OCP maps were used to determine where additional parkland should be located to meet underserved geographic zones:

- NW Quadrant – Focus on creating linkages to adjacent crown lands and creating safe cycling and walking routes into town;
- SW Quadrant – This quadrant includes an area designated for future residential development. Add one neighbourhood park in the short term. Plan for a second neighbourhood park and a new community park in the long term, as development occurs or opportunities arise;
- SE Quadrant – No new parkland is recommended, but Cheetah Park should be developed as a neighbourhood park for passive neighbourhood use; and
- NE Quadrant – This quadrant includes areas designated for future residential development. As such, develop the existing park parcel “Country Hills Park” and add another neighbourhood park in the short term. Plan for a second neighbourhood park in the medium term and a community park in the long term, as warranted by development.

In addition to adding or developing new parkland, each park was evaluated for potential upgrades or improvements. A park-by-park set of recommendations is included in the Master Plan that addresses park infrastructure, safety, aesthetic improvements and playground improvements (Section 5.4). A few

are discussed here. Badger Park was identified as a neighbourhood park that could be enhanced through redesigning or replacing some of the underutilized or outdated amenities. Another topic brought up during public consultation was the potential to add some amenities to Canoe Ball Park to make it a better destination for ball players as well as their families. Jackson Park, Micku Park, Hoadley Park were identified as high priority locations for playground upgrades. A small undeveloped park at Okanagan Estates was highlighted as a potential location to coordinate with the School District on an outdoor classroom or environmental education area.

Given the advent of dog ownership and the potential related social and environmental risks associated with keeping dogs in the District, the Master Plan recommends:

- Creation of a system of off leash, fenced and unfenced dog areas (preferably one in each quadrant);
- Establishment of designated “dog friendly” trails;
- Adoption of a dog friendly policy with supporting amendments to the Parks Bylaw to allow dogs in certain parks at certain times; and
- Creation of a dog ownership and etiquette education program to support enforcement of the bylaw.

The system of **Outdoor Sports and Recreation** in Salmon Arm is in flux, with several issues that need to be resolved over the next few years. It is recommended that the City start a playing fields strategy that is annually updated with information on field conditions, demand, and supply. The existing grass fields have a limited playing season due to weather (significant fall rains as well as snow cover well into the spring). Some improvements to fields are already underway, including management to prevent overuse, new turf management strategies and upgrading field drainage (at Blackburn Park). These actions should contribute to improved field playability. Upgrades to field drainage should also be planned for the fields with the heaviest use (i.e. Little Mountain Sports Complex).

Along with the need for strategic and prioritized upgrades to City-owned fields, a partnership with the School District will prove vital for adding to the sports field inventory over the next decade. The School District is already involved in the City’s outdoor recreation system through joint use agreements for the use of some school sports fields. The School District also owns the main hub for youth soccer (Safeway Fields), which is an asset that is likely to be sold and developed. Given the limited potential within the existing parkland to develop more sports fields, as well as the budget limitations and the impending loss of Safeway Fields, the recommendation in this Master Plan is to expand joint use agreements and to develop a partnership to strategically phase upgrades to existing school fields for both school and community use.

Given the popularity of soccer, football, and the growing interest in lacrosse, a synthetic turf field should be considered in the future, perhaps in partnership with the School District. The benefit of a synthetic turf field includes a longer playing season (all seasons except when snow is present) and the equivalent

playing time of three to four grass fields. A synthetic turf field could also be combined with an outdoor track to serve the track and field club. Tracks are not just for runners; they are often popular with seniors and those with mobility issues, as they provide a lit area with a consistent surface where you can easily monitor distance and pace.

Passive outdoor recreation activities utilizing Salmon Arm **Trails and Greenways**, including cycling (on and off-road) and walking are very popular and have gotten a boost from the recent Greenways Strategy, completed in 2011. To add to the previous work, this plan suggests that a focused effort be made on creating a selected number of safe central bike and pedestrian routes which would link the major recreation destinations, schools, and the downtown core. Also, given the popularity of mountain biking, the need for more youth activities, and the active volunteerism of the Shuswap Trail Association, a bike skills park is a recommended addition to the City's outdoor recreation system. There are a few locations that should be considered, including the area west of the SASCU Recreation Centre or near Klahani Park (linking to the South Canoe Trails). One main park is recommended, but small bike skills features could also be incorporated into neighbourhood parks.

Shuswap Lake and access to the **Waterfront** is a galvanizing issue in Salmon Arm. The existing facilities include Marine Peace Park and the Wharf, the Foreshore trail, Christmas Island bird sanctuary, and Canoe Beach. Ongoing issues related to the waterfront access include fluctuating water levels, the need for dredging in selected areas, limited boat launch locations, limited parking, and aging infrastructure. There are very limited opportunities for new access points, given the geography, the environmental sensitivity of the foreshore, the railway and private property ownership, but one location that could be enhanced is the boat launch at 75<sup>th</sup> Avenue NE. In addition, improvements to long-term parking at the Wharf and a Strategic Plan for Canoe Beach would contribute greatly to waterfront access.

The **Environment** and the high quality nature parks and natural areas are of significant value to the community, and there is widespread support for protecting environmental areas and providing access for passive recreation. The natural setting of Salmon Arm contributes significantly to its attractiveness as a place to live or visit, and this plan encourages the City to strive for increased attention to trees and natural areas in the urban fabric. To that end, this Plan recommends:

- Development of an Urban Forest Strategy;
- Development of a tree planting program for public parks;
- Building on existing riparian area mapping with a Sensitive Ecosystems Inventory and Management Plan; and
- Clear identification of parkland as parcels that are usable for active recreation (as opposed to environmental areas which should be protected).

Environmentally sensitive areas are often designated as parkland through the



development process, and the City should be aware of the potential cost of ongoing maintenance, enforcement of environmental protection areas, and management of public access and impacts.

Two key **Partnerships** have been identified as important to the City's parks and recreation system development: School District #83 and Okanagan College. The School District was discussed previously in terms of the sports field inventory, but could also be an integral partner for indoor recreation spaces (i.e. access to gymnasiums or other rooms outside of school hours). In relation to Okanagan College, there could be a future opportunity to partner with that institution if the campus is relocated to a downtown location. If such a move occurs, the potential for a joint initiative to develop a performing arts facility or a significant recreation amenity at the new campus to serve both students and the community should be explored.

## CONCLUSION

This section of the report summarizes the main recommendations and approaches that are described in great detail in the Master Plan proper. It is important to emphasize that the Parks and Recreation Master Plan is a strategic document, intended to be used as a decision making and direction setting framework. Specific decisions to allot staff and funding resources, let tenders and embark on projects occur as part of the City's ongoing budget and priority setting work.



*Salmon Arm Fall Fair*

# 1. INTRODUCTION

As the largest urban centre in the Columbia Shuswap Regional District (CSRD) the City of Salmon Arm not only serves its 17,000+ residents but also a large influx of seasonal visitors and approximately 45,000 residents of the wider Shuswap Lake region. The City is conveniently located on the Trans-Canada Highway, midway between Calgary and Vancouver. Situated on the southwest shore of Salmon Arm Bay (Shuswap Lake) the city is bordered by Mount Ida to the south, the Fly Hills to the west and Larch Hills to the east.

As a thriving inland community, Salmon Arm continually attracts new residents seeking a small town life-style and the many active recreational and cultural amenities available there. The City provides many attractions often found only in larger centers. The region is popular for summer vacationers, particularly those who come to use Shuswap Lake, and is becoming increasingly known for all-season activities such as cross country skiing and snow mobiling.

The City of Salmon Arm currently manages 194 hectares (479 acres) of parkland including athletic parks, natural areas, and neighbourhood parks; lakeside marinas, wharves and beaches; an extensive and growing trail network; a lawn bowling green and horseshoe pitch; and unimproved open space lands held in reserve. An extensive inventory of natural turf athletic fields, ball diamonds, tennis and sport courts, children's playgrounds, water play park, and a skateboard park provide many alternatives for active family recreation. Indoor recreation facilities include two ice sheets, an aquatic facility and a recreation centre. Joint Use Agreements are in place between the City and School District #83 (North Okanagan) for select fields.

Salmon Arm's inventory of outdoor recreation amenities is highlighted by two lakefront parks - Marine Peace Park adjacent to the downtown core and Canoe Beach Park near the northeast boundary of the City; Blackburn and Little Mountain athletic parks; and a growing network of public trails accessible for casual walking, cycling and equestrian use. These are augmented by a series of neighbourhood and community parks, special feature areas such as McGuire Lake Park and R. J. Haney Heritage Village and Museum.

## 1.1. PURPOSE AND SCOPE

In 2002, the previous Parks and Open Spaces Plan was received by Municipal Council. The Plan currently defines the community's goals and objectives for parkland development and was the result of collaborative efforts by City Council, City staff, community stakeholders, and the general public. That document has now reached its 10-year horizon and during the 2011 OCP Review, City Council determined that a new Parks and Recreation Master Plan should be created. The purpose of this document is to provide a framework and common vision for the parks and recreation system to meet the needs and aspirations of a growing community.

The Plan builds upon other plans and policy documents adopted by City Council (including The Official Community Plan (OCP), The Greenways Strategy; Blackburn Park Master Plan, etc.), and input from stakeholders and the public, to provide a vision for Salmon Arm for the next 20 years.

Specifically, the Parks and Recreation Master Plan:

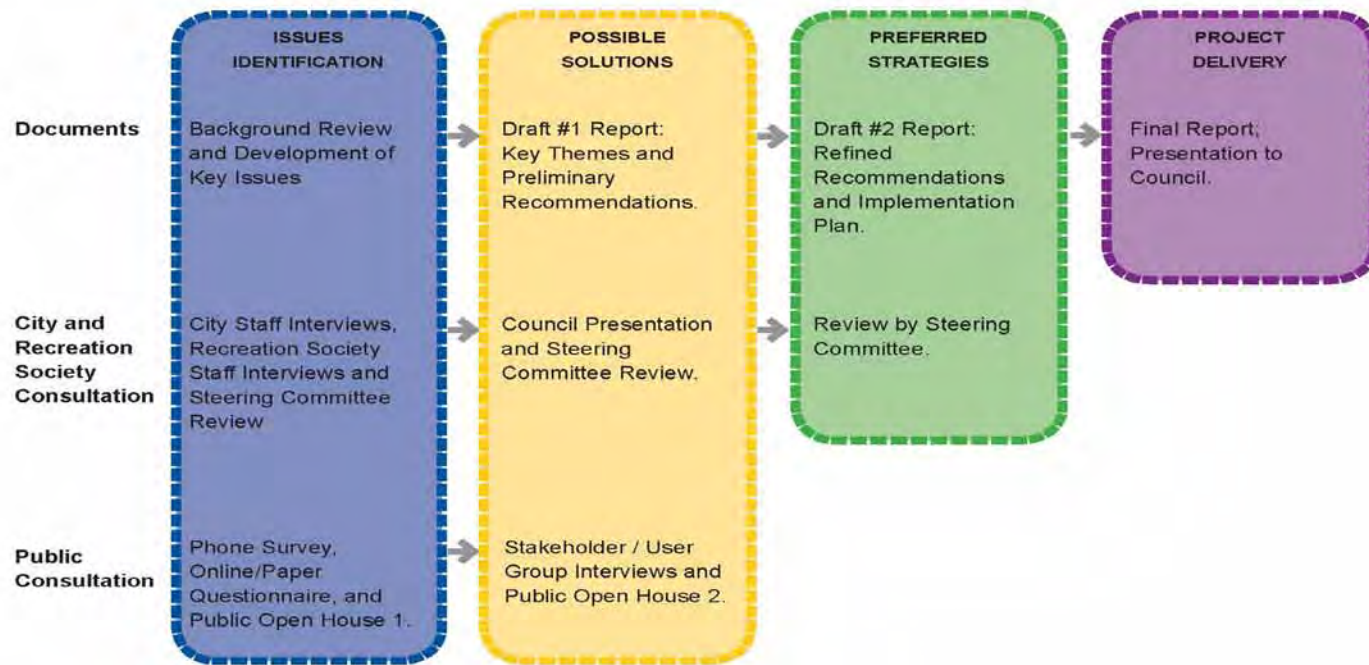
- Assesses the existing inventory of parks and recreation in terms of quantity and quality to identify issues, gaps and opportunities in relation to community needs;
- Identifies future community needs for new parks and defines strategies for acquiring new parks, maintaining and investing in existing sites, and developing activities and programs for the parks system;
- Assesses sports facilities in relation to similar communities and community demand;
- Assesses the current condition of the indoor recreation facilities and recommends plans for upgrading, retrofitting or replacing specific venues with focused long-term maintenance management and life-cycle replacement plans;
- Provides a framework for consideration of how the City will address upcoming “big moves” to take advantage of options for improvement of parks and recreation opportunities;
- Outlines strategic partnerships for development of new parks and recreation facilities;
- Outlines a governing document that establishes a strong joint mandate for the City and the Shuswap Recreation Society to provide public recreation; and
- Outlines the financial and economic factors associated with the Plan.

## 1.2. METHODOLOGY

The Plan was completed in three overlapping phases: information gathering, issues identification, and development of recommendations. The information gathering stage included reviews of background reports and data, analysis of GIS data, and an inventory of existing parks and recreation facilities, programs, and systems. Foundational information and guidance was also provided through discussions with the City Steering Committee, during public consultations and stakeholder interviews.

From the information gathering phase, a set of overarching themes emerged which paint a picture of the community through the specific issues, opportunities and constraints present within the City’s Parks and Recreation system. These themes and recommendations were tested through presentations to the City Project Manager, the Project Steering Committee, and public meetings.

Figure 1: Methodology Diagram





### 1.3. BACKGROUND REVIEW

The first phase of the Plan entailed the compilation and analysis of relevant reports and data. Reports such as the OCP and Greenways Strategy were reviewed and summarized through the lens of the City's Parks and Recreation system. Geographic data was used to assess the distribution and connectivity of the parks and greenways.

The major background references included:

- Official Community Plan 2011 (OCP)
- Parks and Open Space Strategy 2002
- Greenways Strategy: "Weave it Green" 2011
- Park Services Budgets 2006-2011
- SASCU Recreation Centre Budgets 2009-2011
- Shuswap Recreation Society Annual Report 2012
- Shuswap Recreation Society Facility Statistics
- City of Salmon Arm GIS Mapping and Data
- Statistics Canada Data 2006 and 2011

Additional research and guiding principles used to analyze recreation trends and to support the recommendations included:

- A Time for Renewal: Assessing the State of Recreation Facilities in British Columbia. BCRPA (2009)
- How are Canadians Really Doing? Highlights: Canadian Index of Wellbeing 1.0 (2011) <http://ciw.ca/reports/en/Reports%20and%20FAQs/CIW-HowAreCanadiansReallyDoing-FINAL.pdf>
- National Recreation Summit: First Steps Toward a United Agenda – Summit Synopsis (2011) [http://lin.ca/Uploads/Summit%20Synopsis%20-%20Dec%202011\\_En.pdf](http://lin.ca/Uploads/Summit%20Synopsis%20-%20Dec%202011_En.pdf)
- Long-Term Athletic Development and Canadian Sport for Life <http://www.canadiansportforlife.ca/>
- Canadian Recreation and Parks Association – National Benefits Hub <http://benefitshub.ca/introduction/>

#### BENEFITS OF PARKS AND RECREATION

The contribution of parks and recreation amenities to a community in terms of health, quality of life, and environmental benefits are generally well known, but the linkages between these and a host of broader-reaching benefits are stronger than previously recognized. The Canadian Parks and Recreation Association has compiled research and evidence that points to eight key benefits of parks and recreation.



Recreation, sports, arts, culture, and parks are:

- Essential to personal health;
- A key to balanced human development;
- Essential to quality of life and place;
- A means to reduce self-destructive and anti-social behaviour;
- A basis for building strong families and healthy communities;
- Associated with reduced health care, social service, and police/justice costs;
- Significant economic generators; and
- Essential to well-being and our environmental and psychological survival.

Well managed and comprehensive parks and recreation services also create local economic benefits by providing employment opportunities, helping to retain existing residents in the area, and attracting new residents and visitors.

## CANADIAN TRENDS IN LEISURE AND CULTURE

There is emerging evidence that leisure and culture can play a great role in improving the quality of life for marginalized groups, such as lower income groups, children and older adults living with disabilities, and minor populations. However, over the past several years, public agencies and non-profit, voluntary organizations responsible for the provision of leisure and culture programs, services, facilities, and other opportunities have seen an ongoing shift away from core funding. Since 1990, per capita expenditures on recreation and culture have not kept up with inflation or population increases. This represents a loss of potential to improve and maintain the wellbeing of Canadians.

### Overview

- Canadians are spending less time on social leisure activities;
- Volunteering for culture and recreational organizations has dropped, especially among those in the 25-34 age bracket;
- The number of performances and attendance at performing arts has dropped;
- Participation in physical activities has leveled off; and
- Visits to national parks and national historic sites have dropped significantly and are not expected to rise to levels seen in the 1990s for some time, if at all.

### Highlights from the Leisure and Culture Report

- Overall participation in physical activity rose steadily from 21 to 26 times per month in the period 1994-2003, but has remained at 26% since then;
- Levels of physical activity among Canadians are expected to decline as the population ages;

- Total annual household expenditures on culture and recreation, even when adjusted for inflation, rose by 20% from \$10,000 to \$12,000 (1997-2006);
- The percentage of income spent on culture and recreation has stayed relatively steady at slightly over 21%;
- Ages 35-49 report spending significantly more on culture and recreation than any other age group (possibly due to children in the household); and
- Adults 65 and older report spending significantly less on culture and recreation; largely due to having less disposable income.

#### How can the City address these trends?

Unless action is taken to reverse the trends outlined above, Salmon Arm, along with other Canadian communities, is at risk of losing the benefits of leisure and culture as key components in the lifestyles of its residents. Providing opportunities for leisure and culture contributes greatly to public health and wellbeing. The following measures are proposed as an integral part of the parks and recreation strategy in Salmon Arm.

#### Enable a work-life balance for residents

There is a growing need for people to fit recreation into convenient time slots. Increased commuting, a move to “two career families,” growing pressures to perform in the workplace and children having multiple extracurricular commitments have all contributed to this trend.

*Strategy: The Salmon Arm Parks and Recreation system will need to develop more varied programs and opportunities to respond to public need, establish creative timetables and perks to attract patrons and create a user-friendly menu of activities. An inviting and “social” atmosphere at recreation facilities, affordable programs and drawing cards such as child-minding services, “fun-nights”, special interest events will attract more clientele.*

#### Incorporate environmental initiatives into parks and recreation

Growing awareness and concern about climate change, water quality, species declines, and other environmental issues is having an effect on peoples’ perceptions and behavior. In Salmon Arm, the natural ecosystems are a vital part of the community culture and the adverse effects of development are sources of concern.

*Strategy: Salmon Arm parks offer the opportunity for the City to support a variety of environmental initiatives, including increased environmental protection, environmental education and low-impact operational practices. Implementation of additional ecologically-sensitive procedures and programs in parks and trails will help reinforce the City’s commitment to environmental objectives.*

## Combat sedentary lifestyles

Canadians have led increasingly sedentary lifestyles over the past few decades. An estimated 26% of BC children between the ages of 2 and 17 are now considered overweight or obese.

*Strategy: As Salmon Arm grows, the provision of diverse, accessible opportunities for residents to be active within their own neighbourhoods, as well as to commute locally by non-motorized means is critical.*

## Create safe public places

The public is well-informed and sensitive to reports of crime and related incidents in outdoor environments. In many cases this is based largely on perception rather than fact, but a person's sense of safety is as important as the actual safety risk of using parks and trails.

*Strategy: It is important that parks and open space in Salmon Arm be designed and managed to maintain their reputation and functionality as safe, attractive amenities for all residents.*

## Accommodate changing recreational preferences

The aging population is increasingly interested in experiences that offer personal growth, as well as recreational activities that are less strenuous. Walking, aqua-fit and low/no-impact activities are increasingly popular over higher-impact activities such as jogging. Aging residents want to maintain their use of and connection to general community centres, thus suggesting a reduced demand for "senior's centres" in the future.

*Strategy: To serve the broader community, parks in Salmon Arm should include infrastructure and amenities attractive to older residents, who may prefer to continue using mainstream, multi-generational recreational facilities rather than seniors' centres. Facilities will also need to include more and better accessibility features.*

## Concern for health and wellness

Lack of physical activity is a major public health concern throughout BC, with the most recent data indicating that 38% of British Columbians are not active enough to achieve the health benefits associated with an active lifestyle.

*Strategy: Salmon Arm has the opportunity to provide walking and cycling opportunities to schools, along selected roadways, and within and between parklands. The City also has the opportunity to strengthen activities and programming within parks and to collaborate with a variety of community partners.*

## Meeting the Needs of Children

Children need adequate play opportunities to develop their social, cognitive and physical abilities. There is also increasing evidence that children need access to natural areas and direct contact with the soil, plants and the non-built environment for enriching development and learning opportunities.

*Strategy: As the community builds its parks and recreation system, it is timely for Salmon Arm to create opportunities for children to interact meaningfully with nature and to enhance the play spaces within its neighbourhood parks to reflect the uniqueness of the community heritage.*

## Increase opportunities for informal and individual activities

As people's schedules become increasingly busy, there is greater demand for informal and individual leisure activities such as walking or cycling, rather than programs with set schedules.

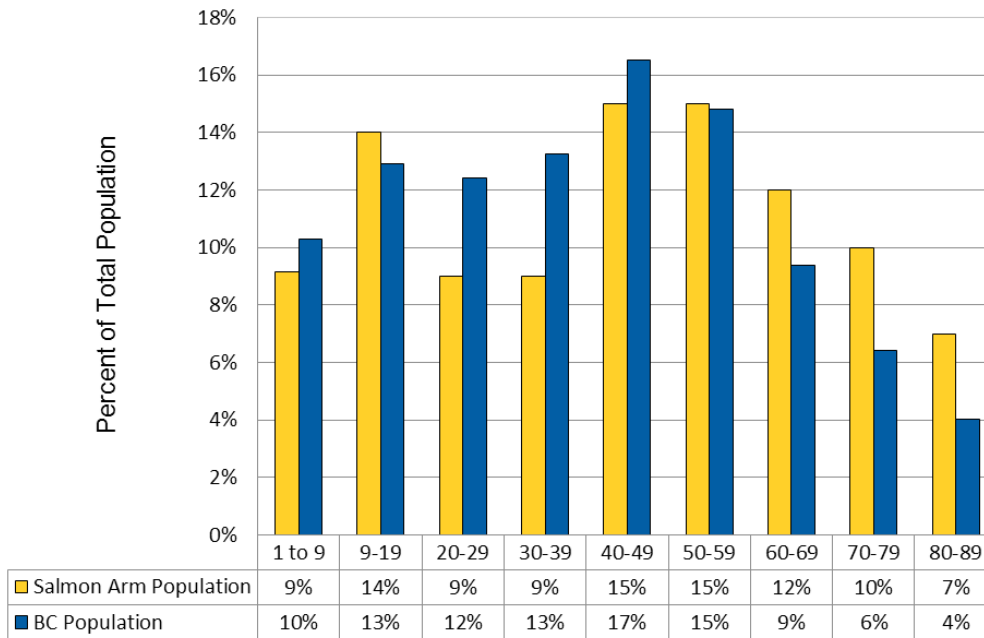
*Strategy: In order to accommodate those with less time and energy for organized recreation, Salmon Arm should develop opportunities for people to be active on an individual, informal basis. These needs can be met by enhancing trails, greenways, walking paths and open space to support these types of activities.*

## DEMOGRAPHICS

The City of Salmon Arm has a population of approximately 17,464 people (2011 Census). The annual growth rate has varied between 1 and 3% since the 1970's. Over the last five years, the median age in Salmon Arm has gone from 46.1 to 48.2 while the B.C. median age is 41.9. Compared with the demographics for all of B.C., Salmon Arm has a lower proportion of residents between the ages of 20-50 and a higher proportion of residents age 50 or over (Salmon Arm = 44%; B.C. = 34%). The City also has a higher proportion of youth (ages 9 to 19) compared with B.C. as a whole.

The current prediction in the 2011 OCP for the next 5 years is steady growth between 1 and 2% per year, which would result in between 2,000 to 3,600 new residents by 2020. If extrapolated further, the population in 2032 could be between 21,800 and 26,800 residents.

Figure 2: Salmon Arm Population Demographics



The Aboriginal identity population is approximately 6% of the community. Immigrant populations comprise 10% of the population (B.C. = 27%) and visible minorities are approximately 1% (B.C. = 25%).

Over 70% of the population in Salmon Arm lives in single-family homes and the average household size is 2.4 people. The median income for households is below the provincial average at \$55,000 compared with \$62,000/year.

Although Salmon Arm's economy is usually seen as led by the resource industry, the sales and service, trades and business occupations top the economic statistics. In addition, of those residents with post-secondary education, the top three fields of study are Architecture/Engineering, Health/Parks/Recreation/Fitness, and Business/Management/Public Administration. This reflects the role of Salmon Arm as the commercial and recreational hub for the region.

## PUBLIC CONSULTATION

### OCP public consultation results

Public survey results from the recent OCP review (2011) included high levels of public support for the following parks and recreation strategies:

- Upgrade and construct new greenways and trails (67% strongly agree);
- Provide more natural parks (63% strongly agree);
- Improve public access to Shuswap Lake;
- Provide playgrounds in more neighbourhoods;
- Upgrade the Salmon Arm Savings and Credit Union (SASCU) Recreation Centre; and
- Provide more sports fields and tennis/multi-purpose courts.

### Public phone survey and questionnaire results

The 2012 Parks and Recreation Master Plan process also included opportunities for the public to participate in the process and to provide information. Feedback included a phone survey, questionnaire, written and email comments, and public open houses.

A public phone survey was conducted by the Mustel Group with a total of 301 interviews involving a random selection of adults that reflect the overall demographics of the City. The phone survey provides a statistically defensible sample of the community. In addition to the phone survey, additional feedback was gathered through a questionnaire that was available in paper form and online. There were 87 questionnaires submitted on paper and 118 submitted online. The respondents to the questionnaire are self-selected and so do not represent a statistical sample of the community as a whole. However it is a useful way to get feedback from those residents who are regular users of the park and recreation amenities and those who have a stake in the planning process.

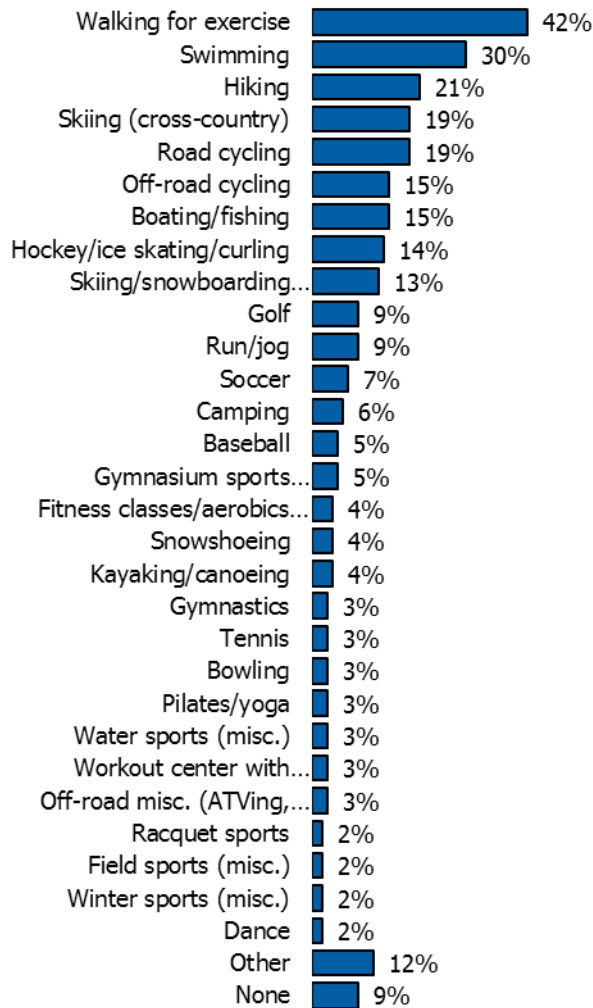
The complete phone survey report is found in Appendix B and the complete questionnaire results are included as Appendix C. The following section provides a summary of the highlights and key issues that were identified.

### Most popular recreational activities

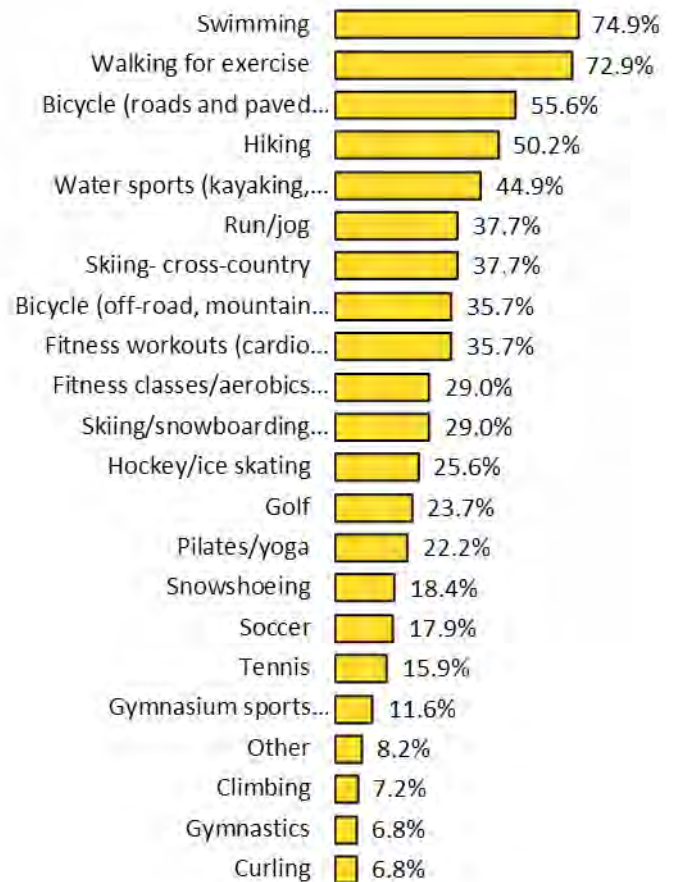
There are a wide range of activities that residents of Salmon Arm enjoy. The following charts show some of the responses from the phone survey and the paper and online questionnaire.



### Phone Survey



### Paper / Online Questionnaire



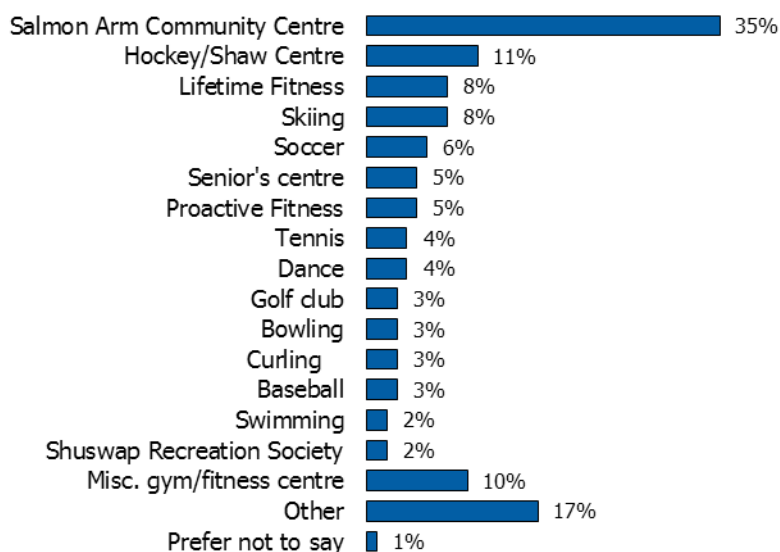
Survey responses to the question "What recreation activities do you or your family participate in on a regular basis?".

### Participation

Just over half (52%) of the population are a member or regular user of a community centre, club or organization that offers physical or recreational activities or programs, with Salmon Arm Community Centre being most broadly used. Membership levels do not vary significantly by gender or age but those with children are more inclined than others to be members/regular users (67% versus 45% of those without children).

### Phone Survey

Survey responses to the question "Of which organizations, clubs or centres are you currently a regular user or member?"

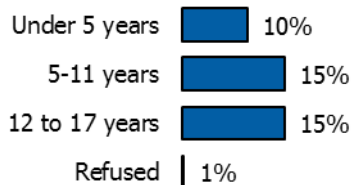


The main barrier to participation was lack of time due to work commitments. Health issues and limited mobility were the second most common reasons from the phone survey. Other barriers included being too busy due to family commitments, cost, and lack of recreational services. The number of respondents citing a lack of recreation services was only 6% from the phone survey compared with 18% from the questionnaire.

### Children

In Salmon Arm, approximately 30% of households have children and they fall into the following age categories:

Survey responses to the question "Do you have a child or children under 18 years of age?"



The top ten activities for children and youth, from the phone survey, included:

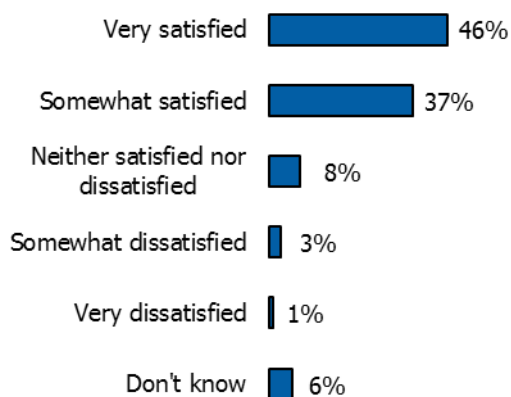
5-11 year olds	12-17 year olds
1. Swimming	1. Swimming
2. Soccer	2. Soccer
3. Ice sports	3. Ice sports
4. Road cycling	4. Gymnasium sports
5. Off-road cycling	5. Skiing/snowboarding
6. Gymnasium sports (basketball, etc.)	6. Road cycling
7. Baseball	7. Offroad cycling
8. Cross country skiing	8. Hiking
9. Dance	9. Dance
10. Hiking	10. Cross country skiing

Survey responses to the question "What type of recreation activities do your children enjoy?"

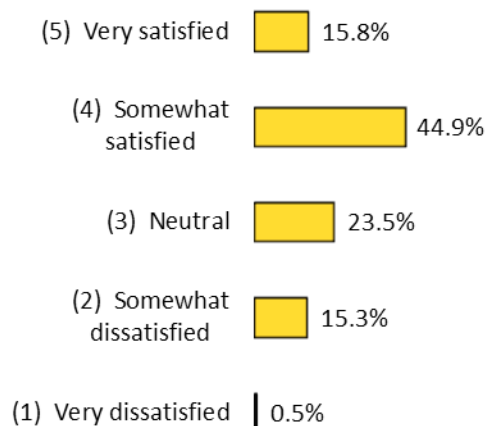
### Satisfaction with Indoor Opportunities

The satisfaction with indoor opportunities varied greatly between the phone survey respondents and those who completed the paper or online questionnaire. Paper and online questionnaire respondents are likely to represent more regular users of the facilities.

#### Phone Survey



#### Paper / Online Questionnaire

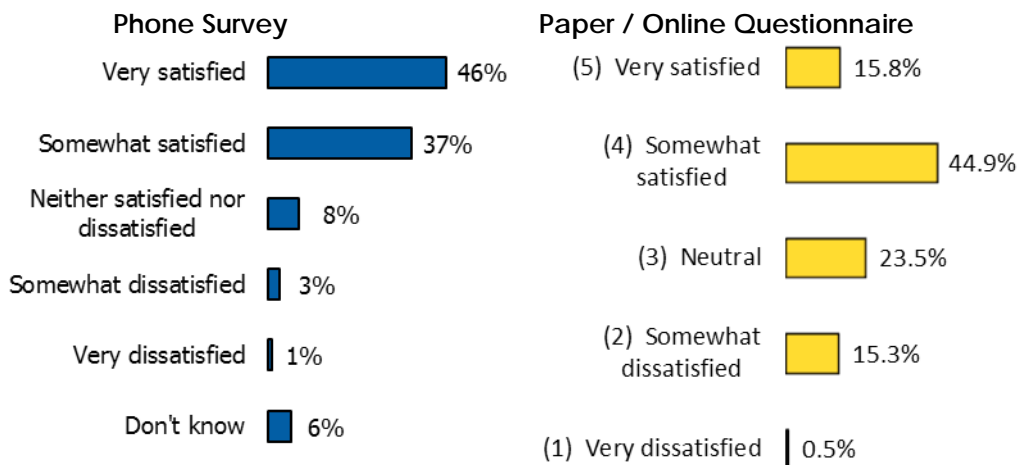


Survey responses to the question "How satisfied are you with the opportunities available for indoor recreation and physical activities?"

### Satisfaction with Outdoor Opportunities

The majority are at least 'somewhat satisfied' with the opportunities available in Salmon Arm for indoor recreational activities. From the phone survey, those 35 to 54 years of age are slightly more critical than others with 19% dissatisfied (versus less than 10% of other age groups).

Survey responses to the question "How satisfied are you with the opportunities available for outdoor recreation and physical activities?"



### Satisfaction with Specific Parks and Recreation Facilities

Both consultation methods asked respondents to categorize their satisfaction with existing park and recreation facilities. Satisfaction levels were very high for all the facilities based on the phone survey, with after school program satisfaction receiving the lowest rating. However, the paper and online questionnaire pointed toward some areas for improvement including the SASCU Recreation Centre, playgrounds, and childrens and youth programs.

Survey responses to the question "How satisfied are you with each of the following facilities in your community?"

\*Neutral responses were excluded from these percentages.

Recreation Facility or Amenity	Phone Survey*		Paper and Online Questionnaire*	
	Satisfied	Dissatisfied	Satisfied	Dissatisfied
Walking trails	88%	9%	60%	13%
SASCU Rec Centre	88%	7%	49%	34%
Outdoor sports fields	88%	5%	49%	10%
Parks and open space	86%	12%	59%	12%
Senior's Centre	85%	2%	21%	3%
Bike trails	81%	10%	40%	10%
Facilities for water sports	73%	19%	-	-
Tennis courts	58%	12%	22%	13%
Playgrounds	87%	8%	38%	15%
Childrens recreation programs	80%	7%	27%	15%
Youth programs	75%	6%	21%	14%
After school care programs	52%	13%	10%	7%

## OPEN HOUSES

A Public Workshop was held on April 11, 2012, hosted by Lees+Associates and City of Salmon Arm staff. The format for the workshop included three discussion tables, each with a specific topic, where the public could provide feedback. Each table topic included a list of questions, one facilitator, a flip-chart for recording comments, and a map for reference and to provide another option for recording comments. The complete summary of notes collected through the open house discussions is included in Appendix D.

An Open House was held to present the Draft 1 recommendations on October 17, 2012. A presentation was made by Erik Lees outlining the highlights from Draft 1, and panels were displayed which outlined the key findings and subsequent recommendations, illustrated with maps and supplementary information. Feedback from the open house is included in Appendix D.



*Roots + Blues Festival at Fletcher Park*



## 2. BIG MOVES

Several “big moves” may occur in Salmon Arm within the next few years which could offer parks and recreation opportunities for the community. Although none of these changes are certain, the City should be aware of and plan for recreation enhancement opportunities that may arise as a result.

The big moves could include:

- Replacement or renovation of the Recreation Centre;
- Relocation of the Public Works Yard to a new, but currently unspecified site;
- Relocation of the Okanagan College campus;
- Phasing out of the City and Provincial gravel pit operations and related availability of municipal lands adjoining Klahani Park; and
- Development of the new cemetery on 20th Avenue N.E. and the potential use of the adjacent open space.

### 2.1. RECREATION CENTRE REDEVELOPMENT

Renovation or replacement of the Recreation Centre and pool is one of the recommendations included in this Plan. If the decision is made to move forward with a new Recreation Centre, rather than renovating or replacing the existing facility in the same location, a reconfiguration of the Recreation Centre/SHAW Centre/Curling Club and parking lots could yield significant improvements in efficiencies in terms of cost, energy, and staffing. For example, a heat exchange system could be added between the new pool and the existing ice arenas, and office space for the arena and recreation staff could be combined, allowing for expansion of the Arena lobby.

### 2.2. CITY WORKS YARD

It has been suggested that the existing Public Works Yard should be relocated to a more appropriate site within the next 5 - 10 years. This would provide an opportunity for expansion of Little Mountain Park and Sports Complex. Awareness of this potential opportunity should continue, and as discussions progress it would be prudent to prepare a conceptual plan for the park that includes consideration of the adjacent City Works Yard. Potential improvements could include better trailhead amenities and parking, better integration of the tennis club facility, addition of an outdoor track/synthetic turf athletic field and/or an indoor sports facility.

SASCU Recreation Centre pool



## 2.3. OKANAGAN COLLEGE

Okanagan College campus could move to the downtown area from the existing site adjacent to the SASCU Recreation Centre, SHAW Centre, and Curling Club. The City should initiate discussions with Okanagan College representatives regarding the future use of the existing campus, as the site could provide potential recreation programming resources. Furthermore, a new college campus could provide an opportunity for joint development of new recreation or arts and culture facilities and amenities, available for both student body and general public use.

## 2.4. KLAHANI PARK

Klahani Park is in need of revitalization and has potential to be a new recreation hub. There is also an opportunity to expand the park with the phasing out of adjacent gravel pit operations, which expands the potential variety of outdoor activities that could be accommodated. Some of the main amenities recommended for the site are a 4-diamond slo-pitch facility and a mountain bike hub with a connection to the South Canoe Trails system.

### Recommendations

- Create a Master Plan for Klahani Park with public consultation;
- Expand and upgrade the playground;
- Plan for installation of a new 4-ball diamond complex to allow for tournaments;
- Replace existing washrooms and concession;
- Consider additional amenities such as an events amphitheatre, locations for outdoor stages, temporary camping / RV area, and an off-road bike skills park with easy-to-moderate zones (mountain biking, BMX, pump track, obstacles); and
- Link the park to the South Canoe Trail system.

*Forest on the old rifle range lands*



## 2.5. OLD RIFLE RANGE LANDS

This parcel is located at the base of Mt. Ida, near the intersection of 20th Avenue N.E. and Auto Road. It was once the location of a Department of National Defense firing range. A new cemetery is in the planning stages for a portion of the property, but the remainder is City-owned open space. The site offers a gently sloping mixed forest environment, criss-crossed by trails and includes an attractive natural lake at the northeast corner. The remainder of the open space lands beyond the new cemetery could provide valuable opportunities for passive recreational use.

## 3. RECREATION FACILITIES

The City of Salmon Arm funding and community volunteers built a majority of the City recreation facilities. The Shuswap Recreation Society takes great pride in their management responsibilities and work hard to maintain the facilities at the best level possible.

The current inventory of indoor recreation facilities includes:

- SHAW Centre Ice Facility;
- SASCU Recreation Centre;
- Little Mountain Field House; and
- Other minor park service buildings:
  - Klahani Park service buildings;
  - Marine Peace Park band shell, visitors centre & service buildings;
  - Fletcher Park service building; and
  - Canoe Beach concession and change rooms.

Additional facilities in the City, owned and operated by others include:

- SASCU Indoor Memorial Sports Complex (“Old Arena” or “Indoor Soccer Pitch”) – Owned by the Fall Fair Society and operated by the Shuswap Recreation Society;
- Salmon Arm Curling Rink - Owned and operated by the Salmon Arm Curling Society; and
- Salmon Arm Seniors Centres - Operated by Salmon Arm Seniors Society in leased premises.

### 3.1. THRESHOLDS FOR COMMUNITY RECREATION FACILITIES

The recreation facility supply was compared to other similar sized BC communities based on 2012 data available through CivicInfo BC, which conducts annual municipal surveys (Table 3.1 on the following page). The data has not been verified in the field and only municipalities who respond to the survey have been included. Although useful in terms of a rough comparison, it should be noted that each community has different needs for recreation facilities depending on participation rates and interest in various sports and activities.

#### Key Finding

The key finding from the community comparison is that Salmon Arm is at or above average in ice sheets, gymnasiums, indoor playing fields, and indoor pools (see Table 3.1).

## ICE SHEETS, POOLS AND RECREATION CENTRES

There are no definitive standards for the provision of large recreation facilities such as swimming pools, ice arenas or recreation centres. However, most communities the size of Salmon Arm have an indoor pool, a recreation centre, and 2 ice sheets. Building a new facility of this type costs \$8-10 million or more and, with the expected ongoing decline in funding opportunities from the provincial and federal governments, will almost always require long-term borrowing with associated tax increases and interest expense.

Table 3.1 Recreational facility provisions compared with similar sized communities

Name	Jurisdiction	Population Estimates	Ice Sheets	Gym	Playing Fields Indoor	Indoor Pools
Oak Bay	District	18012	1	1	1	1
Pitt Meadows	City	18136	3	1	0	1
Central Saanich	District	16201	0	0	0	0
Squamish	District	17898	1	0	0	1
Terrace	City	11931	2	4	0	1
Dawson Creek	City	11860	2	1	0	1
Port Alberni	City	17752	2	0	0	1
Salmon Arm	City	17128	2	1	1	1
Powell River	Regional District	N/A	0	0	0	0
Cranbrook	City	19123	3	0	0	1
White Rock	City	19278	1	0	0	0
Fort St. John	City	19873	3	0	1	2
Langley	City	25858	0	0	0	0
Average			1.5	0.6	0.2	0.8

Source: CivicInfoBC Municipal Survey

[http://www.civicinfo.bc.ca/81\\_ver2.asp](http://www.civicinfo.bc.ca/81_ver2.asp)

Many communities in British Columbia now have synthetic turf athletic fields because there are significant advantages, such as extending the playing season and reducing maintenance requirements (mowing and irrigation). Synthetic turf fields cost approximately \$2 million and have a life-span of approximately 15 years before replacement of the surface is required, depending on the level of use. Lighting is recommended to maximize year round use.

## OUTDOOR TRACK

There is no standard for when an outdoor track facility should be added to a community's recreation inventory. Many BC communities have tracks associated with their secondary schools or local colleges. Some communities of similar size to Salmon Arm have built tracks as a result of public interest, willingness to pay, and the availability of financial assistance in the form of fundraising and grant funding. A regulation size track with a synthetic turf field interior costs in the range of \$2.5 – 3.0 million. Interest in track and field was expressed by the local track club throughout the public consultation process, as they currently do not have a practice or competition location. Tracks also serve minorities and seniors who often prefer a lit, safe, and consistent place to walk.

## 3.2. EXISTING FACILITIES

### SHAW CENTRE

The SHAW Centre ice facility features two ice arenas and is located within the recreation campus that includes the SASCU Recreation Centre, Salmon Arm Curling Club, lawn bowling and horse shoe facilities. Okanagan College is also located next door. The facility is approximately 12 years old. The arena project was initiated on behalf of the City by the Shuswap Recreation Society who were instrumental in fundraising and constructing the facility. The City currently retains the Shuswap Recreation Society on a contractual basis to manage ongoing operations. Currently, the arenas and the adjacent SASCU Recreation Centre are staffed by a mix of bargaining unit City staff and non-union Recreation Society employees.

### Key Findings

- The building physical plant is well maintained and in good condition;
- The facility currently has unused capacity in terms of ice time;
- Certain aspects of the building layout, functionality and usage need to be addressed, such as:
  - The functionality and identification of building entrances;
  - The lack of adequate building security (unsupervised entrances/exits);
  - The food & beverage services;
  - The allocation of third-party contractual spaces ;
  - The underutilization of the 2nd level “restaurant”;
  - The limited functionality of the meeting rooms and rental spaces; and
  - The limited season available for dry-floor usage.

SHAW Centre



## Recommendations

- Establish a focused, long-range facility maintenance management and life-cycle replacement plan;
- Set targets to maximize the use of space within the facility either for programming or by third party contractors (the 2<sup>nd</sup> floor restaurant space, for example). Consider repurpose various spaces in order to maximize use;
- Develop a marketing strategy to promote optimum use of uncommitted ice time and dry-floor time; and
- Assess building functionality, food services, meeting room and rental space use, storage and general building security.

## SASCU RECREATION CENTRE

The Salmon Arm Savings and Credit Union (SASCU) Recreation Centre is located across a shared parking lot from the SHAW Centre. The building houses a 6-lane, 25 meter indoor pool, a multi-purpose gymnasium, racquetball/squash courts, a small fitness room, and 3 activity rooms on the lower floor.

*All quotes are from the online/paper survey responses.*

*“The swimming pool is in need of upgrading to accommodate larger and more diverse groups, including a better recreational area for children, expanded diving area, and more lanes for competitive swimming.”*

The facility was built 26 years ago and is showing numerous signs of age, general wear and tear, and dated design features. Design and function limitations preclude optimum usage by community organizations.

## Key Findings

- The aquatic centre and recreation centre have aged to the point where replacement or major renovation and retrofitting will be required in the relatively near future;
- The fitness/weight room is small and cramped and has a limited amount of basic equipment;
- The programming spaces on the lower level have limited utility and availability;
- There is a lack of adequate building security (unsupervised entrances/exits); and
- Separation of the recreation centre and the arena facilities makes it necessary to transport event equipment and supplies (tables, chairs, etc.) back and forth.

Specific findings regarding the pool include:

- The pool is perhaps the most popular recreation component in Salmon Arm. It is undersized and lacks design functionality to meet current demands;
- The pool engine room is crowded, poorly organized and many items of equipment appear to be in poor condition;
- The pool “workshop” and storage area function poorly; and
- The wading pool sand filters are 17 years old and must be backwashed daily. There is no surge tank and treated water is not re-used.

Gymnastics at the SASCU Recreation Centre gymnasium





## Recommendations

- Develop a Master Plan for the recreation campus, including the arrangement of parking lots, SHAW Centre, Recreation Centre, curling club, lawn bowling and Okanagan College to maximize efficient use of the site and to capitalize on potential linkages and coordinated spaces;
- Develop an immediate plan for major refitting or replacement of the SASCU Recreation Centre:
  - Include a focused, long-term facility maintenance management and life-cycle replacement plan, including financial planning for major-component and facility replacement;
  - Issues associated with facility temporary shut-downs to allow upgrading will also need to be addressed carefully in order to provide interim accommodation for facility patrons; and
  - Consider building a new aquatic center and recreation centre adjacent to the SHAW Centre to allow for efficiencies in terms of staffing, programming space, and infrastructure (i.e. heat exchange system).

## LITTLE MOUNTAIN FIELD HOUSE

The Little Mountain Field House is in good condition, but is underutilized as a recreation and programming space. The only current regular programming is provided by a Tae Kwon Do contractor, weekdays from approximately 3:00 to 6:00 pm. The Field House is occasionally rented out for special events and for use during tournaments. Storage facilities on the ground level were previously made available to some sports user groups, but as there was not enough space to accommodate all users, it is no longer an option. The need for affordable user group storage is a common concern for many sports organizations and community groups.

## Recommendations

- Work with sports leagues to plan for storage accommodation at Little Mountain Sports Complex, and possibly other locations (such as Blackburn and Klahani Parks). If the City provides the upfront capital costs, the storage can then be leased to sports teams on a cost recovery basis. Evaluate the capital costs, the space needed, and the ability of user groups to pay; alternatively, allocate the space and set parameters for the facility and allow clubs to fund raise for the capital costs; and
- Improve use of this facility by offering arts and culture programming such as cooking, art programs, music classes, and seniors' fitness. New programming opportunities can be achieved through partnerships with community businesses or non-profit organizations.

*Little Mountain Field House*





### SASCU INDOOR MEMORIAL SPORTS COMPLEX (“OLD ARENA” OR “INDOOR SOCCER PITCH”)

The memorial sports complex is an old arena structure that has been retrofitted with a reclaimed artificial turf surface. The primary use has been adult soccer, but other sports also rent the facility for winter training camps (softball, lacrosse, archery). The structure is very old and in poor condition, with the key issues being the lack of insulation and heating. The cost of renting the facility has also been cited by user groups as a barrier, especially given the quality of the space.

Despite these issues, the community does not want to lose the facility, as it provides some protection from the elements, especially early in the spring when the outdoor fields are not yet playable.

#### Recommendations

- Immediate attention should be given to determining whether replacing the indoor soccer centre is a viable priority for the community, based on a reasonable business plan. If a new facility is constructed, it should accommodate a wide range of potential users from softball training to field lacrosse and soccer; and
- An alternate to replacing the indoor practice facility would be construction of a new outdoor synthetic turf multi-purpose field, which would likely become the premium field for competition play and special field sports events. Such fields are often utilized extensively for team practice time. Construction costs for indoor and outdoor facilities are in the same ballpark (~2 million). Although not available for use in snow, a synthetic turf field would greatly extend the outdoor playing season and can accommodate a wide range of sports.

## 4. RECREATION PROGRAMMING

The Salmon Arm Parks and Recreation Division and the Shuswap Recreation Society work in concert to provide a range of public recreation and sport programming at several locations across the municipality. Under a formal agreement, the Society manages the following City-owned facilities:

- SHAW Centre Ice Arena;
- SASCU Recreation Centre; and
- Little Mountain Park Field House.

The Shuswap Recreation Society also manages the SASCU Indoor Memorial Sport Complex, which is owned by the Fall Fair Society.

Recreation services are coordinated primarily through the Shuswap Recreation Society through facility rentals; programming is provided by SASCU Aquatics Staff and Shuswap Recreation Society Staff. Throughout the community there are also many not-for-profit organizations, sports organizations, and private companies who offer recreational programs. The seasonal “Fun Guide” provides information on programs offered at City facilities, as well as information on a wide variety of other organizations throughout the City.

Aquatic and on-ice programming dominate as core public programming. The two arenas focus mainly on hockey training and competition at all levels up to Junior A. Learn-to-skate lessons, figure skating, ringette, speed skating and some public sessions and events are also included in the schedule. Summer season dry-floor activities take place in the Hucul Pond arena, including rentals for various “camps”. The spectator arena is a great asset for hosting concerts and events.

The pool is a very popular facility. The aquatic programming is intense, including lessons, public swims, competitive training, fitness classes, laps and special events. Many programs are scheduled simultaneously to provide access for as many users as possible. The aquafit classes, in particular, are extremely popular.

Other programming provided at the Recreation Centre includes gymnastics (private contractor), drop-in adult sport and fitness programs. Over the past few years, the Shuswap Recreation Society has also been engaging in the “Everybody Active” initiative, aimed at improving access and participation for low-income adults, as well as implementing some “Walk BC” programs. The Recreation Society also includes an Access program to provide free entry for low income families. A local craft group utilizes the program rooms downstairs.

There are programs provided by the Recreation Society for preschool, children and youth (some involving parent participation), although the scope and number of programs is limited. The “Kids Club” afterschool care program for ages 6-11 (which is a private business) operates out of the SASCU Recreation Centre.

*Lower floor program space at SASCU Recreation Centre*



*"We should make more use of schools for fitness classes."*

Supplementary recreational programming for residents of Salmon Arm are offered through community organizations, such as the Shuswap Association for Rowing and Paddling, and commercial enterprises that offer fitness, yoga, and dance programs.

### Key Findings

- There is a need to expand the Recreation Society's mandate beyond management of the recreation facilities to include provision of additional recreation programming and assistance to start-up recreation groups (i.e. program incubation);
- Demographic projections indicate that there is, and will continue to be, a large youth population in the City. Based on a review of programming options and the public survey responses, there is a need for more programming for children and youth;
- Opportunities to develop new recreation programs are limited due to a lack of highly functional, multi-purpose space;
- Long-standing leases and operating agreements with private operators are a benefit to the Recreation Society financially, but can limit the opportunity for new programming;
- There are programming gaps and inconsistencies as a result of having many agencies involved in service delivery; and
- Non-residential users (i.e., out of city residents and summer visitors) are a source of additional pressure on City recreation facilities, as well as a potential marketing opportunity.

### Recommendations

- Update the agreement between the City and the Recreation Society, to be formally endorsed by both bodies. The agreement would establish a mandate for expansion of public recreation programming, incorporating the additional recommendations outlined below. Once in place, the agreement should be reviewed for current relevance and updated regularly, at no more than five year intervals. The proposed "Vision, Mission and Principles" are outlined in Section 4.1;
- Review existing facility space usage with reference to the Vision, Mission and Guiding Principles once these are finalized and adopted. The object of this exercise will be to ensure that City facilities provide comprehensive programming that contributes to the health and well-being of local residents. Although revenue potential is an important factor to consider when starting new programs, it is important to also consider the benefits to community health and wellbeing as a whole and access for vulnerable populations;
- Adopt the *Canadian Sport For Life* approach to recreation programs. Focus core recreation programming for children and youth on fundamental movement and non-competative, multisport activities that will provide the foundation for lifelong enjoyment of physical activity and recreation. The Canadian Sport for Life model is outlined in Section 4.2;

Little Mountain Field House main room



- Consult with the community on types and scheduling of programs for children and youth in order to expand program options and improve participation rates. Work with other recreation providers, such as the Downtown Activity Centre staff, to minimize overlapping similar offerings;
- Ensure equitable use of the arena for dry floor groups;
- Expand outdoor program offerings or partner with organizations to provide programs such as introductory, multi-sport programs and outdoor adventures. Consider working with the Parks department to offer recreation programs in the parks; and
- Coordinate recreation services planning and marketing initiatives with Columbia-Shuswap Regional District and School District #83 with the goals being to increase program revenues and build support for new or expanded facilities.

*“We need more opportunities for low-income kids and parents. It’s a good way to keep teens out of trouble.”*

## 4.1. VISION, MISSION + PRINCIPLES

As part of the Master Plan process, the consulting team developed a draft Vision, Mission and Principles that could unite the City’s Parks department and Leisure Services (i.e. Shuswap Recreation Society) and create a vision for future improvements to the parks and recreation system as a whole. This is not to discard the Shuswap Recreation Society’s existing mission but to build on it, which is:

“To deliver fiscally responsible management services to our community and visitors by providing Sport, Entertainment Events, and Expertise that exceed all expectations”.

As the community grows and changes, the following vision, mission and principles will provide a catalyst for continuing to develop the future direction of the City’s overall parks and recreation system.

### VISION

We envision a Salmon Arm which offers a welcoming and inclusive parks system and recreation community, built and sustained by its active citizens and volunteers. We are a City that cherishes its natural setting, and understands, protects and nurtures its parks, recreation and heritage assets.

### MISSION

Salmon Arm Parks and Recreation provides a variety of well-maintained public facilities and open spaces to ensure the health of the community and its individual residents. We work with other agencies and groups to provide leisure programs and services which are innovative, inclusive, safe and affordable.

## PRINCIPLES

The following principles and values guide our efforts and decisions:

- We believe recreation is a vital public good, a basic right for all and essential to mental and physical wellbeing;
- We believe volunteering is the highest form of recreation and will strive to provide opportunities for citizens to participate and lead;
- We strive to ensure that all citizens have access to quality recreation and parks services and work hard to reach those that have the greatest need;
- We are accountable, transparent and prudent in our use of public funds;
- We seek out partners to leverage resources, improve service and achieve efficiencies;
- We act as stewards for our environment and provide leadership to protect our cherished spaces;
- We believe that recreation and parks services play an important part in the development of a diversified economy; and
- We strive to exercise excellent communication and facilitation skills to seek out and fulfill the recreation and parks needs and preferences of our citizens.

## THE ROLE OF THE PARKS AND RECREATION DIVISION

Salmon Arm Parks and Recreation exercises its mandate for community engagement, leadership and development by building the skills and capacity to effectively support the Shuswap Recreation Society and its other partners.

The Vision, Mission and Principles offered in this plan exemplify a community development approach where the City and its partners are responsible for planning and maintaining its civic assets of parks and buildings, providing core funding for operations and delivering recreational programs and services. The City plays a leadership role in developing the capacity of the community to lead and innovate, while community partners provide a majority of the recreation programs.

*Children's Festival*



## 4.2. CANADIAN SPORT FOR LIFE APPROACH

The Canadian Sport for Life model (CS4L) provides a framework for a holistic approach to recreational and sport programming. CS4L arose out of national sport policy and has been adopted by all 56 National and Provincial/Territorial Sport Organizations. In all contexts, CS4L provides a common language and vision to coordinate joint action between the recreation, sport, education and health sectors. The model has also been used to develop municipal sport strategies and to guide the planning of local sport councils.

The goal is for Salmon Arm to build a community that enjoys lifelong participation in a variety of recreational sport and physical activities, whether at a competitive level or just for fun and health. The CS4L methods aim to help children and youth develop physical literacy and build a positive association with fitness and sport. Some may choose to pursue higher level athletic competition, but everyone has the opportunity, fundamental skills and support to be active for life.

### ACTIVE START

- Fundamental movement skills;
- Unstructured play; and
- Builds confidence, social skills, emotional control, and imagination while reducing stress and improving sleep.

### FUNDAMENTALS

- Focus on Agility, Balance and Coordination;
- Challenging multi-sport experience; and
- Minimal focus on competition.

### LEARN TO TRAIN

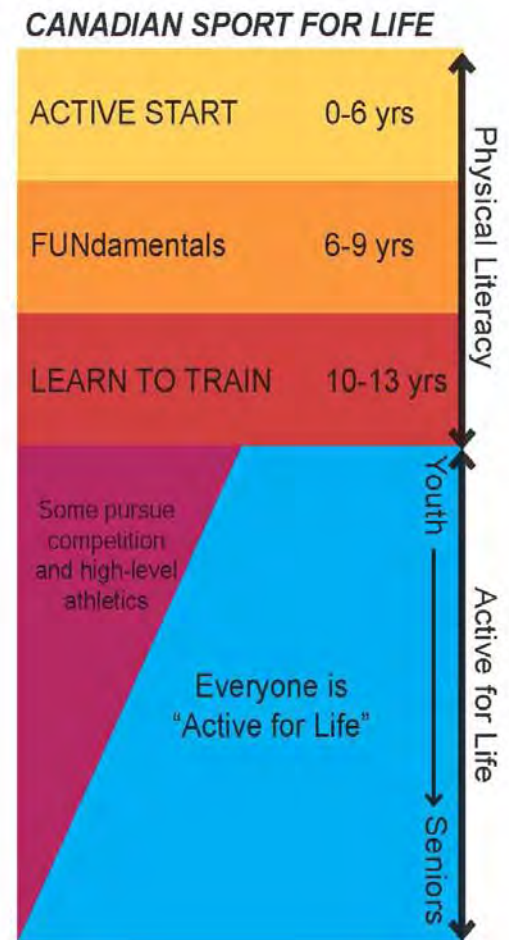
- More formal training;
- Multi-sport skills; and
- Still more training than competition.

### YOUTH

Many youth drop out of sports once they hit puberty or when competition becomes the dominant focus. Recreation programs in Salmon Arm should provide opportunities for noncompetitive, social sports and activities to support an ongoing healthy, active lifestyle for teenagers through to adulthood.

### ADULTS - SENIORS

Continue to provide noncompetitive, social sports and activities, especially at the beginner level. Provide opportunities for learning new sports and skills throughout the full range of age groups.







*McGuire Lake Park*



## 5. PARKLAND

No single metric or group of metrics can holistically capture the quality and quantity of Salmon Arm parks. Every community is unique in its geography, economy, values, and opportunities. However, comparisons offer useful reference points against which the City can measure its amenities and identify significant gaps. They can also help in decision making on future park amenity development, to justify capital expenditures and to leverage the acquisition of parkland in new developments.

The quantity of Salmon Arm parks has been assessed using several different methods including comparison with averages across British Columbia, comparison with similar-size communities in the province, and analysis of spatial distribution and service area based on walking distances. However, these metrics do not relate to the quality of park amenities, which should be a significant consideration in assessing the performance of the parks system.

### 5.1. PARK CLASSIFICATION

The parkland classification system outlined in the 2011 OCP was evaluated to determine if it adequately describes the range of parks in Salmon Arm. Below are the existing park classifications and the proposed classification system.

Existing Park Classification	Proposed Park Classifications
Community Parks	Community Athletic Park
	Community Nature Park
	Special Purpose Park
Neighbourhood Parks	Neighbourhood Parks
Greenways	Greenways
Open Space	Open Space
	Environmental Areas

#### Recommendation

This classification system should be further refined to reflect the range of park types within the City by using subcategories within the “Community Parks” and “Open Space” categories. The purpose of the subcategories is to improve the City’s ability to assess the park inventory now and into the future and to better define the goals for park acquisition. For example, the characteristics required for a community nature park are different than those for a new community athletic park.

Parcels should be regularly reviewed to determine those that should be within the Open Space designation rather than within one of the “usable” parkland categories and vice versa. Hanna Park, for example, is considered a neighbourhood park in the OCP mapping, but is not useable as such due to the presence of a stormwater management pond.

- Community Parks – Community Parks are greater than 2 hectares (generally) and provide opportunities at the community or multi-neighbourhood level for play and recreation. The OCP goal is to have a community park within 800 meters of residents. Salmon Arm’s community parks fall distinctly into three subcategories which should be used:
  - Athletics – These are the primary outdoor athletic facilities in the City
  - Nature – These are the parks defined by their natural habitats and trails
  - Special Purpose – These parks are unique within the City and don’t fit within the traditional park classification structure. Marine Peace Park is an example
- Neighbourhood Parks – These are small parks (0.5-2.0 hectares) and generally have playgrounds or informal open spaces. It is essential that a neighbourhood park is properly configured to maximize usability, especially if it is only 0.5 hectares. The OCP goal is to have residents within 400 meters of a neighbourhood park.
- Greenways – Greenways are linear park parcels with the primary purpose of serving as connections for non-motorized transportation (cyclists, pedestrians, horse-back riders, skate boarders, etc.).
- Open Space – The Open Space definition needs to be clarified, as these parcels are not sanctioned for use as parkland but may be converted to any number of uses in the future (primarily for municipal use) or may include sensitive environmental areas in need of protection. The existing use of this designation results in an overestimation of the amount of usable parkland. This also is an important distinction to make when accepting park land dedications through the development process. A subcategory of “open space” is suggested to identify undevelopable environmental areas.
  - Environmental Areas – The proposed definition would include streamside protection areas, steep slopes, wetlands, or other areas that are generally not developable and are intended to be protected.

**Table 5.1. Parks by Classification**

Name	Address	Quadrant	Size (ha)	Classification
Canoe Ball Park	4290 Canoe Beach Drive NE	NE - Canoe	16.8	Community - Athletic
Elks Park <sup>1</sup>	3690 30 Street NE	NE	4.0	Community - Athletic
Little Mountain Sports Complex	250 30 Street SE	SE	3.4	Community - Athletic
Klahani Park	6391 10 Ave SE	SE	8.0	Community - Athletic
Blackburn Park	681 10 Ave SW	SW	7.9	Community - Athletic
Park Hill Trails	Park Hill Road NE	NE - Canoe	39.2	Community - Nature
Little Mountain Park	3971 10 Ave SE	SE	37.0	Community - Nature
Park Hill Trails Extension	65 Ave NE	NE - Canoe	11.9	Community - Nature
Coyote Park + Extension	5400 Lakeshore Road NE	Area C	23.4	Community - Nature
Peter Jannink Naturalist Park	351 Narcisse Street NW	NW	3.2	Community - Nature
Pileated Woods	851 10 Ave SE	SE	2.7	Community - Nature
Canoe Beach Park	7720 36 Street NE	NE - Canoe	3.6	Community - Special Purpose
Marine Park	750 Marine Park Drive NE	NE	6.5	Community - Special Purpose
R.J. Haney Heritage Village and Museum <sup>2</sup>	751 HWY 97B NE	NE	15.4	Community - Special Purpose
Fall Fairgrounds <sup>1</sup>		SW	7.1	Community - Special Purpose
Canoe Creek Park	73 Ave NE	NE - Canoe	1.1	Neighbourhood
Raven Park	4671 14 Street NE	Area C	0.7	Neighbourhood
McGuire Lake Park	681 Trans Canada HWY NE	NE	0.7	Neighbourhood
Fletcher Park	450 2 Ave NE	NE	0.8	Neighbourhood
Ross Street Plaza	311 Ross Street NE	NE	0.0	Neighbourhood
Peoples Place	400 Lakeshore Road NE	NE	0.0	Neighbourhood
Hoeshoe & Lawn Bowl Facility		NE	1.2	Neighbourhood
Jackson Park	7241 51 Street NE	NE	1.3	Neighbourhood
Sinclair Park	1481 16 Street NE	NE	0.2	Neighbourhood
Hanna Park	2751 15 Ave NE	NE	0.6	Neighbourhood
Hoadley Park	1830 17 Street NE	NE	0.7	Neighbourhood
Forest Hills Park	781 11 Street SE	SE	0.1	Neighbourhood
Micku Park	761 37 Street SE	SE	0.1	Neighbourhood
Cheetah Park	781 17 Street SE	SE	0.2	Neighbourhood
Zorn Park	3 parcels: 27 Street SE @ 5 A	SE	0.8	Neighbourhood
Kin Park	2460 Auto road	SE	0.4	Neighbourhood
Badger Park	1611 20 Ave SE	SE	1.2	Neighbourhood
Mt Ida Park	4681 Foothills Road SW	SW	3.6	Neighbourhood

1 - Not City-owned but part of the community recreation system

2 - City-owned, leased to Haney Heritage Society

## 5.2. PARK ACQUISITION

### FACTORS TO CONSIDER

The acquisition of useable, strategically located parkland is a crucial aspect of long term parks planning. In Salmon Arm (as in most other BC communities) parkland has been obtained in an ad hoc fashion over the years, often without a great deal of intentionality as to where parkland is/would be needed. The fact that the City of Salmon Arm currently enjoys an above-standard supply of parks should not be interpreted as long term parkland sufficiency.

Growth, distribution and trends in outdoor recreation and sedentariness will put new strains on the existing and future parks system. Growth will bring additional demand for passive and active parklands, and some neighbourhoods will require additional park space. The distribution of parks and whether all residents can walk to a park within 5 or 10 minutes can be affected by roads, limited access across highways and railway tracks. The need to enhance access to nature, natural areas and active modes of transportation further complicates the need to acquire parkland that is equitably distributed and accessible.

### Legislation

Provincial parkland dedication legislation requires that developers contribute 5% of the land area from some new subdivisions, or the value of 5% of the land area to the municipality. This applies to subdivisions in which four or more new lots are created. Sometimes developers will suggest small or undesirable portions of a site that might be difficult or impossible to develop, suggesting that it can become “an environmental reserve” or something similar. This can result in a number of very small and marginally-useful “tot-lots” or “buffer strips” that don’t meet the short or long term needs of the community. While it is important to preserve and protect true environmentally sensitive areas, there are other mechanisms for this purpose.

The intent of the 5% Land Dedication requirement is to provide useable parkland for community benefit and enjoyment. The alternative to accepting 5% land dedication is for the municipality to take an equivalent cash contribution, which may then be used to acquire land where it is needed. Where an Official Community Plan (OCP) has been adopted and specific properties are identified for acquisition, the choice between land or cash-in-lieu is the municipality’s. It is important that municipal Parks and Planning departments work closely together to ensure land acquisition via the “5% dedication process meets the needs of the community and does not burden the community with steeply sloped, treed areas, or wetlands, where maintenance and liability further encumber the City without direct or indirect benefit.

## Timing

It is important that the City be prepared to act when land acquisition opportunities arise. Sometimes, the chance to acquire a desirable parcel of land will arise unexpectedly and it is important that civic leaders and staff have the planning documentation and financial resources, to be able to acquire lands when they become available.

While it may, at times, be difficult to justify land purchases – especially if the current maintenance budgets are strained - it is important to remember that a) continued growth and infill will place increasing pressure on the existing parkland inventory and recreation opportunities, b) the landbase is limited so keep a long-term view, and c) land acquisition opportunities occur sporadically.

## PARKLAND ACQUISITION GUIDELINES

New Parks should be acquired based on the following guidelines:

### Topography suited to the intended uses

- Desirable park gradient should be in the range of 0-5% for the majority of the site.
- Lands up to a 10% slope may be considered only if they can be graded to 5% to accommodate park uses and access to nature objectives.
- The majority of the potential park should be capable of accommodating a range of recreational activities.

### Be convenient to the population it serves

- Every resident should not be farther than a ten minute walk from a park. Ideally, a neighbourhood park is within a five minute walk. (Note: The Salmon Arm OCP sets distance benchmarks at 800m for community parks and 400m for neighbourhood parks).
- The exception to this guideline is for potential parkland that has municipal or regional aesthetic or ecological significance.

*"I have small children so am somewhat limited in the parks that I can access."*

### Be compatible with adjoining land uses

- Ideally, situate parks adjacent to larger natural areas and Crown land.
- Create parks adjacent to school sites. Partnerships with the School District can also create school sites that serve as neighbourhood or community parks, minimizing duplication.
- An adjunct to this guideline is acquisition of School District lands when they choose to sell. These opportunities need to be identified and seized when the subject lands meet existing or anticipated demand.
- The location of proposed community athletic parks should take into consideration the effect of lighting, parking and circulation on adjacent land uses and circulation patterns.

### Be safe and accessible

- Parks should be located close to public streets, transit, bicycle paths and pedestrian routes, where possible, integrating with local greenways.
- Parks should have as much frontage on streets as possible.
- Universal accessibility should be provided to and in parks where reasonably feasible and where doing so will not damage cultural or environmental integrity.
- Community Parks and Neighbourhood Parks should be properly lit to discourage vandalism and where doing so will not adversely affect adjacent residences. It is not expected that natural areas be lit.

### Create connections

- Parkland is preferred where it contributes to the community-wide system of trails and greenways.
- Greenway and Parks Master plans should be integrated to maximize public land acquisition and development and to encourage active transportation and linear recreation opportunities.

### Provide varied programming

- Incorporate park facilities for the specific neighbourhood requirements and demographics. Since this will change over time, it is critical that the space be of a size, shape and contour that park elements can change over time.
- In general, a park smaller than 0.75 acre should not be accepted, and preferably not smaller than 1.25 acres. [Note: 7 out of 18 existing neighbourhood parks in Salmon Arm are smaller than 0.75 acres, which severely limits programming opportunities].

### Limited non-park infrastructure

- Detention ponds typically preclude public use. These are not recommended as park space and should be removed from the park inventory.
- Large constructed wetlands with multiple habitat and recreation benefits can be considered park, where boardwalks or interpretive features are possible, and should be designed through integration of both parks and engineering criteria.

### Consider opportunities for optimal parkland as they arise

- Where school sites are closed, existing playfields and amenities such as playgrounds should be considered for acquisition as parkland. Buildings may also be able to be repurposed for recreation programming purposes.
- Initiate parkland identification and boundary determination at, or prior to, road layouts and preceding any lot layouts in new development areas. In some cases, due to the workload involved, this work will need to be carried out by consultants reporting directly to City Staff with input from Planning and Parks.

### Be sensitive to the environment

- Parks should conserve, enhance and restore the natural physical character of the site.
- “Environmental Area” designation should be used where the primary purpose is protection of ecosystems or significant natural features, especially for sites that cannot be used for recreation.

## 5.3. PARKLAND INVENTORY

### EXISTING CITY STANDARDS

The inventory of park land was compared to the existing park provision standards as described in the Official Community Plan. The standard provides for approximately 3.0 hectares of parkland per 1,000 residents. The Canadian standard, historically, has been 4.0 hectares per 1,000 residents, but many municipalities do not have quantity standards because the amenities and quality of the parks plays an equal, if not more important, role in meeting community needs. Based on the City’s quantity standards, there is an abundant supply of community parks to serve the existing population of approximately 17,680.

Table 5.2. Parkland in 2012

	Standard (2011 OCP)	2012 Inventory	
		Total Area	Area per 1,000
<b>Community Parks</b>	2 ha / 1,000	192.3	10.9
<b>Neighbourhood Parks</b>	1 ha / 1,000	13.8	0.8

NOTE: Values include Elks Park, Haney Heritage Village, and Fall Fair Grounds; does not include schools.

An additional analysis was done to determine if the existing park land area is adequate to meet the population in 2032, which would be between 21,800 and 26,800 residents.

Table 5.3 Parkland in 2032

	Standard (2011 OCP)	2012 Inventory (hectares)	Area per 1,000 in 2032	
			21,800 residents	26,800 residents
<b>Community Parks</b>	2 ha / 1,000	192.3	8.8	7.2
<b>Neighbourhood Parks</b>	1 ha / 1,000	13.8	0.6	0.5

NOTE: Values include Elks Park, Haney Heritage Village, and Fall Fair Grounds; does not include schools.



### Key Finding

- The OCP Standards for Community parks will be met, even with the additional population; and
- The current inventory of neighbourhood parks is below the OCP standard.

### Recommendation

- The focus over the next 10 years should be on increasing the neighbourhood park inventory, focusing on adding to the parkland inventory to improve walkability using the spatial distribution analysis outlined further in the subsequent sections.

### COMPARISON WITH SIMILAR SIZED COMMUNITIES

The Salmon Arm parks system was also compared to other similar sized BC communities, based on data collected by LEES+Associates (Table 5.4). The data collected by LEES+Associates has not been verified in the field and represent information available on municipality websites, online resources, and interviews. The park categories are also slightly different than the OCP categories in terms of the size division.

Table 5.4: Summary Comparison to Provincial Averages for Parkland

Hectares of Park Space per 1,000 residents	Provincial Average	Salmon Arm
City Park (>12 ha)	1.55	4.92
Community Park (4-12 ha)	0.98	1.69
Neighbourhood Park (0-4 ha)	0.71	1.55
Total Parks	3.18	8.17

The park and amenity supply was also compared to other similar sized BC communities based on 2012 data available through CivicInfo BC, which conducts annual municipal surveys (Table 5.5 on the following page). The data has not been verified in the field and only municipalities who respond to the survey have been included. Although useful in terms of a rough comparison, it should be noted that each community has different needs for parks and park amenities depending on participation rates and interest in various sports and activities. These metrics, along with the public consultation process have informed the conclusions and recommendations outlined further in this report.

### Key Findings

- Salmon Arm has a greater number of parks and total hectares of park land compared to other communities;
- Salmon Arm has the most kilometers of multi-use trails (see Table 5.5, next page);
- Salmon Arm is at or above average in provision of ice sheets,

basketball courts, indoor fields, pools, skate parks, soccer fields, and tennis courts;

- Salmon Arm is below average in provision of ball diamonds;
- Salmon Arm does not have a lacrosse field or running track (1/3 or similar sized communities have these amenities); and
- Additional data indicates that Salmon Arm is also below average in provision of sport courts.

### Recommendation

- Combine the knowledge of the deficiency in ball diamonds and lack of a lacrosse field and running tracks with the additional public consultation information to plan for new park amenities. Refer to Section 6: Outdoor Sports and Recreation for specific recommendations.

*SABNES Nature Trail*



Table 5.5. Civic Info BC Recreation Facilities Survey Data 2012

Name	Jurisdiction	Population Estimates	Number of Parks	Hectares of Parkland	Km of Multi Use Trails	Paved Bicycle Paths km	Ball Diamonds	Basketball Courts	Lacrosse Fields	Running Tracks 400m	Skateboard Parks	Soccer Fields	Tennis Courts	Water and Spray Parks
Oak Bay	District	1,8012	24	61	12	6	5	2	0	0	1	5	14	1
Pitt Meadows	City	18,136	20	82	-	-	13	0	0	0	1	11	5	1
Central Saanich	District	16,201	37	84	10	9	6	3	1	0	1	2	4	0
Squamish	District	17,898	23	94	47	25	8	-	0	1	2	13	4	0
Terrace	City	11,931	22	100	40	-	7	1	0	0	1	8	7	0
Dawson Creek	City	11,860	18	130	7	-	9	0	0	1	1	8	4	0
Port Alberni	City	17,752	38	270	20	5	22	0	1	1	1	5	10	3
Salmon Arm	City	17,128	33	278	58	-	8	3	0	0	1	8	6	1
Powell River	Regional District	N/A	7	296	-	-	2	1	0	0	-	2	1	0
Cranbrook	City	19,123	22	366	30	-	11	2	0	0	1	6	2	2
White Rock	City	19,278	15	-	5	10	4	0	1	0	-	2	5	0
Fort St. John	City	19,873	21	-	-	-	15	1	1	4	1	2	4	1
Average			23.3	176.1	25.4	11.0	9.2	1.2	0.3	0.6	1.1	6.0	5.5	0.8

Source: CivicInfoBC Municipal Survey

[http://www.civicinfo.bc.ca/81\\_ver2.asp](http://www.civicinfo.bc.ca/81_ver2.asp)

## SPATIAL DISTRIBUTION OF PARKS

The distribution of municipal parkland within the developed areas is nearly as important as the quantity of parkland when it comes to providing equal access to open space, daily opportunities for outdoor activities, enhancing the character of the community, and contributing to quality of life.

Table 5.6 includes an inventory of all named parks, the quadrant of the City where they are located, and the park area in hectares. Map 1 provides an overview map of the parks and recreation system (Appendix A).

One of the primary metrics for assessing distribution is by determining the combined service area of all park land based on the ability for residents to walk from their residence to a park. Each quadrant of the City was assessed for walkability. For the purposes of this analysis, a 5 minute walking distance is 400 meters and a 10 minute walking distance is 800 meters, as the crow flies. Estimates of walking times vary, but these were chosen as they align with the OCP parkland category definitions (i.e. community parks within 800 meters and neighbourhood parks within 400 meters of residents). The type and quality of the park was not included in this assessment, nor was the presence of safe pedestrian or cycling routes. The park service areas are also shown on Map 2 (Appendix A).

### Key Findings

#### Northwest

A majority of the parcels in the northwest quadrant are Agricultural Land Reserve, Crown land, First Nations lands, or are outside the Urban Containment Boundary. There is a low density rural residential development in Gleneden (far northwest of the City) which has greenways providing access through the neighbourhood to the Fly Hills (Crown lands). Opportunities for additional parks in Gleneden are limited. The Peter Jannick Nature Park is technically within the northwest quadrant, although it is more functionally a part of downtown.

#### Southwest

The southwest quadrant of Salmon Arm is primarily agricultural, with the Salmon River and its floodplain winding through the ALR. However, the area along Foothills Road is part of Residential Development Area B, which is planned for low and medium density residential development. Other large open space parcels are located in this quadrant, but are not designated for *active* recreation. They include: Mt. Ida Park (with an existing heronry), and Mt. Ida Cemetery (a special use parcel).

Table 5.6. Parks by Quadrant / Development Area

Name	Address	Quadrant	Size (ha)
Canoe Beach Park	7720 36 Street NE	NE - Canoe	3.64
Canoe Ball Park	4290 Canoe Beach Drive NE	NE - Canoe	16.80
John Lund Park	4800 70 Ave NE	NE - Canoe	2.02
Park Hill Trails	Park Hill Road NE	NE - Canoe	39.20
Park Hill Trails Extension	65 Ave NE	NE - Canoe	11.94
Canoe Creek Park	73 Ave NE	NE - Canoe	1.07
		Subtotal	<b>74.67</b>
Coyote Park + Extension	5400 Lakeshore Road NE	Area C	23.40
Raven Park	4671 14 Street NE	Area C	0.71
		Subtotal	<b>24.11</b>
Marine Park	750 Marine Park Drive NE	NE	6.48
McGuire Lake Park	681 Trans Canada HWY NE	NE	0.73
Fletcher Park	450 2 Ave NE	NE	0.81
Ross Street Plaza	311 Ross Street NE	NE	0.02
Peoples Place	400 Lakeshore Road NE	NE	0.04
Elks Park <sup>1</sup>	3690 30 Street NE	NE	4.05
R.J. Haney Heritage Village and Museum <sup>2</sup>	751 HWY 97B NE	NE	15.38
Horeshoe & Lawn Bowl Facility		NE	1.21
Jackson Park	7241 51 Street NE	NE	1.30
Sinclair Park	1481 16 Street NE	NE	0.16
Hanna Park	2751 15 Ave NE	NE	0.61
Hoadley Park	1830 17 Street NE	NE	0.69
		Subtotal	<b>31.48</b>
Peter Jannink Naturalist Park	351 Narcisse Street NW	NW	3.24
		Subtotal	<b>3.24</b>
Little Mountain Park	3971 10 Ave SE	SE	37.04
Little Mountain Sports Complex	250 30 Street SE	SE	3.44
Klahani Park	6391 10 Ave SE	SE	7.97
Pileated Woods	851 10 Ave SE	SE	2.72
Forest Hills Park	781 11 Street SE	SE	0.08
Micku Park	761 37 Street SE	SE	0.14
Cheetah Park	781 17 Street SE	SE	0.20
Zorn Park	3 parcels: 27 Street SE @ 5 Av SE	SE	0.80
Kin Park	2460 Auto road	SE	0.40
Badger Park	1611 20 Ave SE	SE	1.21
		Subtotal	<b>54.01</b>
Blackburn Park	681 10 Ave SW	SW	7.89
Fall Fairgrounds <sup>1</sup>		SW	7.08
Mt Ida Park	4681 Foothills Road SW	SW	3.64
			<b>18.62</b>
1 - Not City-owned but part of the community recreation system			
2 - City-owned, leased to Haney Heritage Society			

## Southeast

The southeast quadrant has several important community parks and special recreation features including Little Mountain Park, Little Mountain Sports Complex, and Klahani Park. There are also a variety of small neighbourhood parks and greenways. This quadrant is well served by parks with few gaps. Cheetah Park and some of the parcels north of Pileated Woods Park were included as “parkland” in this quadrant, but are not developed yet.

## Northeast

The northeast quadrant spans from downtown to Canoe, with substantial areas of agricultural lands included. It is well served by some of the City’s most loved park and recreation amenities including Canoe Beach, Park Hill Trails, Coyote Park, McGuire Lake Park, Marine Peace Park, the foreshore trail, R. J. Haney Heritage Village and Museum, and the SASCU Recreation Centre and SHAW Centre.

## New Development (Areas B + C)

The City is well appointed with city-wide and community scale parks. There are also many neighbourhood parks and greenways that add to the finer scale of green space through the existing neighbourhoods. Development Areas B and C are the primary areas that will need additional parkland acquisition for neighbourhood parks. The 2011 OCP has identified several approximate locations for new neighbourhood parks which will help serve the expected increase in population in these areas.

## Recommendations

- NW Quadrant: The focus should be on linkages to the adjacent crown lands and creating safe cycling and walking routes into town;
- SW Quadrant:
  - Add a neighbourhood park (short term);
  - Plan for a second neighbourhood park (long term); and
  - Add a new community park with active recreation (based on development).
- SE Quadrant: Develop Cheetah Park for passive neighbourhood use and as a greenway. Consult existing residents to determine desired amenities.
- NE Quadrant:
  - Develop the existing park parcel “Country Hills Park” (16<sup>th</sup> Street NE and 18<sup>th</sup> Avenue NE);
  - As new development occurs in the NE quadrant, a neighbourhood park should be added. The primary gap in service is between Hoadley Park and Raven Park. Although this area is currently low density residential, this is one of the primary areas for future development;

Jackson Park



*I think Klahani park is in need of an upgrade. Fletcher park, Little Mountain field of dreams and Blackburn park improvements have been great!*

- 1 neighbourhood park (short term);
  - 1 neighbourhood park (medium term, growth dependent); and
  - 1 community park (long term, growth dependent).
- **New Development Areas:** As development occurs, the planning process should take into account the population and demographics within the catchment of each proposed park to help determine the size and amenities to best serve the neighbourhood based on the suggested park acquisition guidelines described in the following section.

## 5.4. PARK IMPROVEMENTS

In addition to acquiring and developing new parks, a number of existing parks are in need of upgrades or improvements. The following Table 5.7 outlines the recommendations for the existing parkland. Some of these recommendations are repeated in other sections in this report, as they are applicable under other topics as well.

Park Service Areas Map - See Appendix A

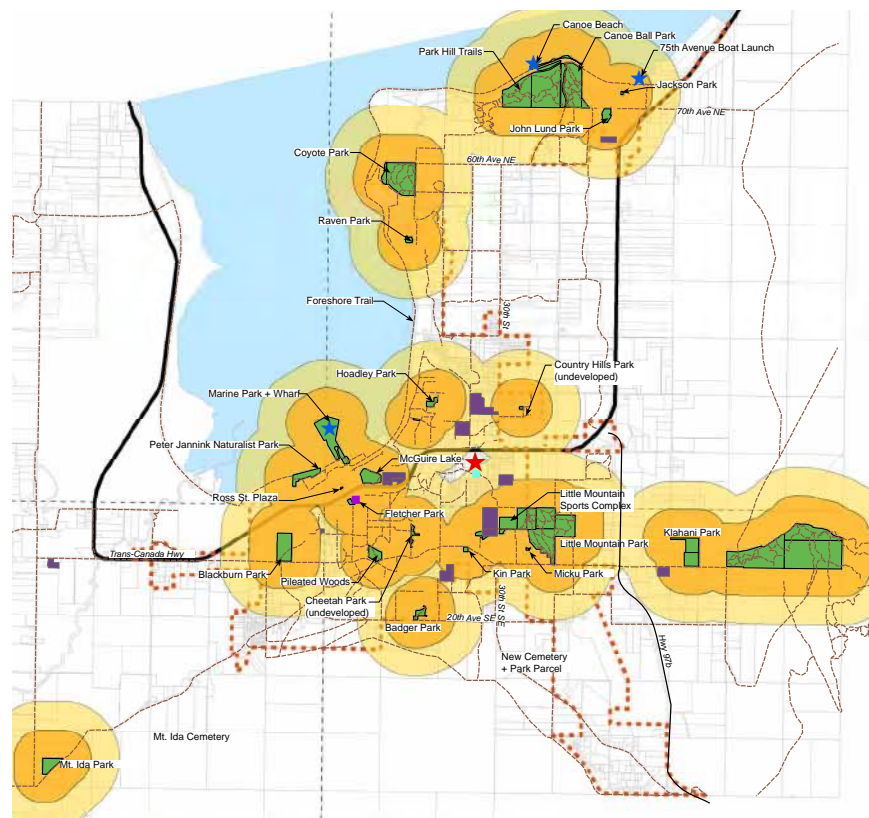




Table 5.7. Parkland Improvement Recommendations

Park Improvements
<b>Badger Park:</b> Plan and implement park revitalization with new park amenities and enhancements.
<b>Blackburn Park:</b> Continue to implement the 2011 Master Plan. Upgrade ball diamond backstops, add benches and signage; improve soccer field turf and drainage; consider lighting for sports fields; potential location for a synthetic turf field (#2). Add mini-storage shed(s) for rental by user groups.
<b>Canoe Ball Park:</b> Work with the user groups on park revitalization, including lighting for ball fields; improved area around the washrooms with grass and picnic tables; consider ball diamonds in overall field assessment regarding size and capacity. Partner with the adjacent Elks children's camp on a joint play area.
<b>Canoe Beach Park:</b> Create a Master Plan for Canoe Beach, with opportunities for expansion, addressing public safety and improving access as the top priorities.
<b>Cemetery Lands:</b> Keep in reserve as a potential nature park with trails and environmental interpretation; consider historic exhibits and features that coordinate with the new cemetery program.
<b>Cheetah Park:</b> Evaluate suitability for adding park amenities such as play areas, seating or paths.
<b>Coyote Park:</b> Good condition; perform annual or semi-annual inspections for trail maintenance needs; Incorporate 'Open Space' lands to the west.
<b>Elks Park:</b> Include in playing field assessment and formalize a joint use agreement with owner; explore partnership with Elks to further enhance the park (i.e. potential bike skills area, upgrade ball fields and support amenities).
<b>Fletcher Park:</b> Consider additional fencing and plantings around the playground.
<b>Hanna Park:</b> Reclassify as Environmental Area and remove from park inventory; identify a new neighbourhood park in the vicinity.
<b>Hoadley Park:</b> Implement signage using Park Hill/Coyote as a guide. Include in Urban Forest Strategy for long-term management. Conduct a survey of neighbourhood regarding potential for a play and picnic area along the edge of the forest.
<b>Jackson Park:</b> Basketball/sport court and playground upgrades needed. Schedule and budget for overall park renewal including tree planting/landscape enhancement (2013 budget).
<b>John Lund Park:</b> Undertake a feasibility study for a boardwalk trail to a seating area away from the road (east side of pond).
<b>Kin Park:</b> Undertake immediate repairs and upgrades, fencing between playground and road.
<b>Klahani Park:</b> Create a Strategic Development Plan for Klahani Park to identify potential expansion/improvement opportunities.
<b>Little Mountain Park:</b> Implement signage upgrades using Park Hill/Coyote Park as a guide. Include in an Urban Forest Strategy for long-term forest management. Develop a plan for park entrances, parking, and integration with Little Mountain Sports Complex.
<b>Little Mountain Sports Complex:</b> Develop strategic plan for continued development; better connection to Little Mountain trailheads and signage; focus on improvement for tournament hosting; incorporate mini-storage facilities and rent out to user groups.

<b>Marine Peace Park:</b> Develop a Strategic Management Plan. Address parking conflicts during peak summer months and improve public marina facilities, particularly for non-motorized boats; upgrade band shell, concession, and service buildings.
<b>McGuire Lake Park:</b> Add washrooms, lighting in main areas and strategic planting between park and highway.
<b>Micku Park:</b> Conduct a survey of neighbourhood regarding potential for the addition of playground/play area with existing lawn, trees and seating.
<b>Mount Ida Park:</b> Reclassify as an Environmental Area not appropriate for park development. High priority for protection of the existing heron nesting area.
<b>Park Hill Trails:</b> Continue to monitor trails for maintenance requirements; consider selected off-leash dog trail designations.
<b>People's Place Park:</b> Create a "walking tour" linking Fletcher Park, Ross St Plaza, Marine Park and Peter Jannink Park as a connected series of nodes through downtown with interpretive signage for visitors.
<b>Peter Jannink Naturalist Park:</b> Improve connection to Marine Park and Foreshore; add directional signage for trail connections/downtown "walking tour" (see People's Place Park).
<b>Pileated Woods Community Park:</b> Include in Urban Forest Strategy for long-term management of vegetation.
<b>Raven Park:</b> Evaluate existing playground in terms of neighbourhood demographics; consider a seating area near 14th St with views toward the lake; add tree planting.
<b>Ross Street Plaza:</b> No recommendations for improvements at this time.
<b>Peter Jannink Naturalist Park:</b> Improve connection to Marine Park and Foreshore; add directional signage for trail connections/downtown "walking tour" (see People's Place Park).
<b>Pileated Woods Community Park:</b> Implement signage using Park Hill/Coyote as a guide. Include in Urban Forest Strategy for long-term management.
<b>Raven Park:</b> Evaluate existing playground in terms of neighbourhood demographics; consider a seating area near 14th St with views toward the lake; add tree planting.
<b>Ross Street Plaza:</b> No recommendations for improvements at this time.
<b>Zorn Park/Okanagan Estates/Fairview Park:</b> Develop as a neighbourhood/school park. Potential to coordinate with school district on an outdoor classroom/environmental education area.

## 5.5. PLAYGROUNDS

There is no generally agreed-upon standard for provision of playgrounds. Therefore, the playgrounds in Salmon Arm have been evaluated based on the ability of residents to walk to a playground in 10 minutes (800m). In addition, the study compared the number of playgrounds in Salmon Arm to other similar sized communities in B.C. The existing park and school playgrounds, service area gaps, and potential locations for new playgrounds are illustrated in Map 3.

### Key Findings

- Salmon Arm has fewer playgrounds than other similar-sized communities in B.C. In addition, several existing playgrounds need upgrades in equipment; and
- The natural environment of Salmon Arm (rocks, plants, ecosystems) generally aren't incorporated into the existing children's play areas. Heritage and cultural features and interpretation (agricultural, forest resources, First Nations) could also be more widely integrated into the playgrounds.

### Recommendations

- When new parks are developed, conduct a survey of surrounding residents regarding what ages of children are there and what play equipment is most desired;
- Create nature play opportunities that incorporate native plants and natural materials to help children connect to nature;
- Incorporate art, culture and historic features unique to Salmon Arm; and
- Implement a phased program of playground additions and upgrades with annual capital and maintenance budgets allocated.

### Playground Upgrade Priorities:

- Canoe Beach - equipment upgrades;
- Jackson Park - equipment upgrades;
- Kin Park - fencing and equipment upgrades;
- Klahani Park - equipment upgrades; and
- Raven Park - consider upgrades, pending consultation with residents.

### Playground Additions At Existing Parks:

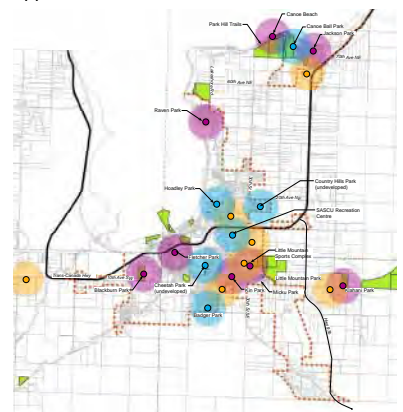
- Country Hills Park – Develop a new neighbourhood park with a playground, in consultation with the neighbourhood residents;
- Hoadley Park – Consider adding an informal / adventure play area at the southeast corner of this forested park with trails;
- Adjacent to SASCU Rec Centre – There is an open lawn area

Fletcher Park water play area



*"...a small playground facility at the rec. centre would be nice to have."*

Playground Service Areas Map - See Appendix A



*"I think (playgrounds) could be better and more fun for kids..... different equipment."*

south of the recreation centre, as well as on the adjacent parcel to the west. Either of these locations could accommodate a play area linked to the Recreation Centre;

- Cheetah Park – Explore the potential for a small play area within part of this park;
- Micku Park – This small park within a residential block could be enhanced with seating and informal, flexible play amenities;
- Badger Park – Undertake a park revitalization which could potentially include a new playground and an informal open play area; and
- Canoe Ball Park – The user groups would like to add a playground and other amenities to make it a more multifunctional, family-oriented park.

## 5.6. PLACES FOR DOGS

Over the past few years growing interest has developed in many communities throughout the country for establishment of “dog parks” and/or off-leash areas for dogs in parks. The City of Salmon Arm has no designated dog parks, although several “unofficial” areas are used by the public (i.e. Fall Fairgrounds).

Recognizing that there are some who do not like dogs or other animals, and become uncomfortable when dogs are allowed to run loose because of concerns about their own or their children’s safety, or because of a previous bad experience with dogs, it is important that dog-friendly parks or off-leash areas be properly designed, constructed, signed and maintained. Support for specialized dog-friendly public venues is generally strong, as long as suitable controls and safeguards exist to minimize use conflicts. The City of Salmon Arm would be well served by putting in place the necessary policies and bylaws to establish designated dog-friendly parks, off-leash areas and trails, and regulations to clearly spell out acceptable conditions and expected behaviour.

### Recommendations

- Adopt policies supportive of dog-friendly parks and areas within parks, with the necessary bylaw amendments, information programs and regulations;
- Designate location for one off-leash dog park within each quadrant of the City (not necessarily fenced);
- The following preliminary suggestions should be vetted with neighbourhood residents and the Fall Fair Society to determine if the location is appropriate and what type of dog provision would be suitable (ie. fenced/not fenced):
  - Fall Fairgrounds (already informally used);
  - Klahani Park;
  - Badger Park; and



- New Park in NE Quadrant / Raven;
- The following parks could include designated off-leash trails where there are no environmentally sensitive areas:
  - Coyote Park and
  - Little Mountain Park;
- Implement an education and marketing campaign using web-based resources, newspaper articles and educational programs. Consider recruiting volunteer dog park “hosts” to improve awareness of new dog parks and bylaw;
- Establish an annual budget line item for the dog park information and signage program;
- Establish site-specific maintenance management plans and annual maintenance, and life-cycle replacement budgets for the completed dog-friendly parks, beaches and trails; and
- Pursue opportunities for corporate sponsorship of dog parks or related elements of the program.

*“...very satisfied with Coyote park, little mountain park, but would like a fully fenced dog park.”*



OUTDOOR SPORTS + RECREATION

## 6. OUTDOOR SPORTS + RECREATION

The main outdoor sports fields are located at Little Mountain Sports Complex, Blackburn Park, Canoe Ball Park, and Klahani Park. Joint use agreements are also in place at J.L Jackson Secondary School and the Safeway Fields (School District #83 property). Compared with other communities of similar size, sports fields have a deficiency in the number of ball diamonds. However, the community also does not have a lacrosse fields or track. The following recommendations are based on a combination of the inventory and the consultation process with user groups and the public.

### 6.1. RECTANGULAR FIELDS

Although the number and location of soccer/football grass fields is adequate, there are issues regarding field conditions. Many of the existing rectangular fields were not originally built with adequate drainage infrastructure, which limits the length of the playing season. However, the user groups also recognize that there have been significant improvements in maintenance and management of the fields in recent years.

Another concern voiced by the user groups was the potential loss of the Safeway Fields as the School District is planning to sell that property in the foreseeable future.

The lacrosse organization is a fairly new user group that is struggling to find a place to play. They have expressed interest in an outdoor facility – either box lacrosse or field lacrosse, as they have limited access to the arena dry-floor due to the increasing length of the hockey season.

The recommendations for rectangular sports fields focus on quality improvements and strategic planning for medium and long-term additions, if fields are lost or participation numbers increase.

#### Recommendations

- Develop a Playing Fields Strategy to guide the inventory, assessment, upgrade, and life-cycle replacement of the existing fields. The strategy should address fields in the following order:
  - Prioritize managing existing fields more efficiently;
  - Improve existing fields to expand use;
  - Upgrade school fields to supplement supply; and
  - Plan strategically for additional fields.



*Playing Fields Strategy:*

- Supply:
    - Fields and ball diamonds by sport (City and School fields);
    - Seasons of use for each facility;
    - Condition issues;
    - Capacity - Determine a capacity (hours) for each field that allows fields to be well-maintained and also accounts for off-season upgrades; and
    - Life-cycle analysis – Plan for phased renewal of fields at regular intervals to avoid an overall deterioration in quality.
  - Current Demand
    - Current enrollment and requirements for each field user group; and
    - Practice needs vs. game needs – facilities required and number of hours.
  - Joint Use Agreements
    - Use the existing joint use agreements with the School District as a model for additional field use and maintenance partnering; and
    - Strategically plan with the School District to upgrade school fields to help meet demand.
- Develop a playing fields allocation policy that accounts for playing field capacity (based on field conditions and maintenance requirements), provides priority access for children and youth, and keeps track of demand to indicate when additional fields should be pursued.

*Field Allocation Policy:*

- Is the permit applicant an established provider of quality recreational programs, primarily for children and youth?
- How many Salmon Arm residents and what demographics are participating?
- Have previous permit holders adhered to policies such as respecting field closures, full use of allocated field time, etc.?
- Is the permit applicant a historic user of fields and courts?
- Can the requests be accommodated within the playing field’s capacity (as determined in the playing field strategy)?

Soccer at Little Mountain Sports Complex



The following is a suggested priority program structure:

- Seasonal play with majority bookings given to youth sports;
- Invitational, open and charity tournaments and events;
- Occasional play, practices, and exhibition games; and
- Commercial groups.

It should also be clearly laid out where recreation programs, tournaments, special events, and provincial, national, and international championships fall within the priority program structure.

Other components of a field allocation policy may include guidelines and code of conduct, criteria for loss of privileges, tournament guidelines, lighting policy, keys and storage, field closure criteria, field maintenance and regeneration standards, cancellation policy for permit holders, peak / non-peak fees or allocation policy, etc.

- In the medium term, build a lighted artificial turf field to help extend the playing season. Potential locations are Blackburn #2, Little Mountain #2, or JL Jackson Campus. Another alternative would be to plan for a joint field and track.
- Expand the playing field inventory over the next 10 years, giving priority consideration to shared School District and community sports use, on the model of the existing joint-use agreement at J.L. Jackson Secondary School. Develop a contingency plan for replacement of the Safeway Fields if the School District sells or develops the property. School fields may require upgrades to bring them up to City standards. Sites for joint use consideration:
  - Shuswap Middle School - 1 field;
  - Salmon Arm Secondary Sullivan Campus - 1 field;
  - Outdoor artificial turf field at J.L. Jackson campus; and
  - Consider combining an artificial turf field with a track at one of the secondary school campuses.

## 6.2. BALL DIAMONDS

The number of ball diamonds is slightly below average, compared with other similar sized communities. The user group consultation also indicated that many of the fields are in need of new backstops and other basic infrastructure upgrades. Some are inadequately sized for the type of play (i.e. little league, baseball, or slo-pitch). An additional request was to develop one location with 4 diamonds to allow for tournament hosting.

*Canoe Ball Diamonds*



### Recommendations

- Upgrade backstops, seating, and lighting at existing ball diamonds;
- In the medium term, plan for a 4-diamond complex to allow tournaments at Klahani Park (requires expansion onto the adjacent gravel pit property);
- Upgrade backstops at existing ball diamonds at Blackburn Park.

## 6.3. TENNIS COURTS + SPORT COURTS

The number of tennis courts is equivalent to other similar sized communities (6). They are located at the tennis club (4) and at Salmon Arm Secondary School J.L. Jackson Campus (2). There are old courts at Klahani Park and Safeway Fields that are no longer maintained and don't have nets. The tennis club wants to add courts and a covered structure.

### Recommendations

- Renovate the existing paved courts at Klahani Park. Replace existing configuration with a multifunctional sport court suitable for pickleball, basketball, and ball hockey;
- Consider designing the sport court so that could also be flooded in the winter as an informal public skating rink;
- Convert the old tennis courts at Jackson Park to multifunctional sport courts (pickleball, ball hockey, tot bike track); and
- Consider adding a lacrosse box within an existing or new community park, potentially at Klahani Park.

## 6.4. OUTDOOR TRACK

*"A city this size needs to have an outdoor track both for youth and adult use."*

An outdoor running track received a high number of mentions during public consultation and there is a track club that currently does not have a practice location. A regulation track is not necessarily expected within a community of this size, and only 1/3 of the comparison communities analyzed have outdoor tracks. However, in the case of Salmon Arm, there is a significant user group, as well as potential benefits to a wide range of residents (seniors and immigrants, in particular) who desire safe, accessible, well lit places to walk.

### Recommendation

- Consider building a track in combination with an outdoor artificial turf field (medium - long term). Potential locations include:
  - City works yard (if it is relocated); or
  - Salmon Arm Secondary - Sullivan Campus (partner with the School District #83)

## 6.5. BIKE SKILLS PARK

*“...more places to take kids to ride their bikes.”*

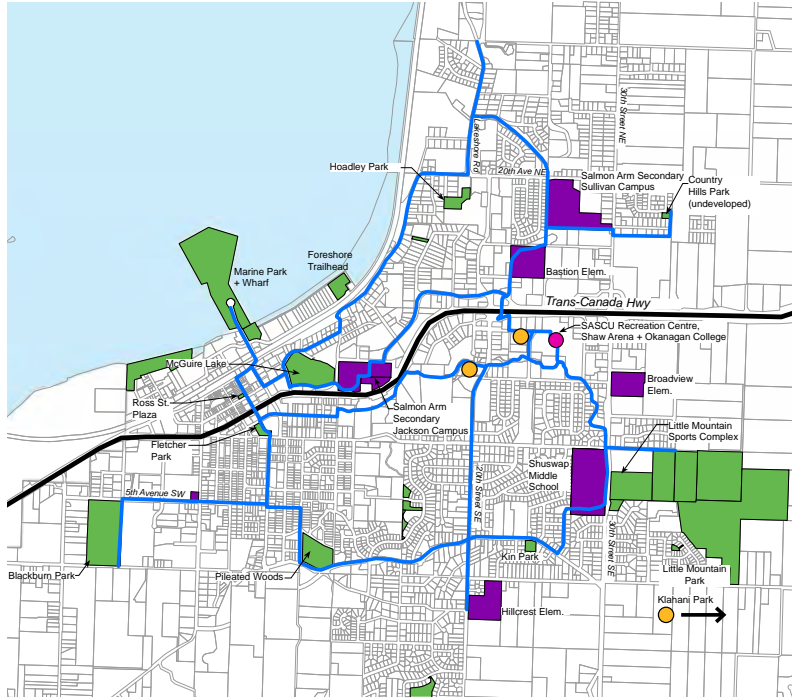
There is a strong mountain biking community in Salmon Arm, and there is a lot of potential for capitalizing on the surrounding off-road trails from South Canoe to Sicamous. Public feedback during public consultations, as well as the feedback during the OCP review process, indicates that biking and trails are a high priority for City residents.

### Recommendations

- Add at least one bike skills park with a variety of amenities from beginner to intermediate levels. Partner with the Shuswap Trails Alliance and local bike shops on the location and design. Potential locations include:
  - Undeveloped parcel west of the SASCU Recreation Centre;
  - Undeveloped park parcel at 21st St NE and 6th Av NE;
  - Decommissioned gravel pit between Klahani Park and South Canoe Trailhead (Ministry of Transportation); and
- Consider adding mini bike skills features within existing neighbourhood parks.

*Little Mountain Park*





City Centre Connections Map - See Appendix A

## 7. TRAILS + GREENWAYS

Walking, jogging and biking are among the most popular activities in all age categories in Salmon Arm. Support for more and improved walking and biking trails and greenways has been expressed in public consultation through this process as well as the recent OCP review survey (2011). The City is currently working on implementation of the Greenways Strategy 2011. The Greenways Strategy was reviewed from the perspective of the Parks and Recreation Master Plan to extract initiatives and gaps that apply to the current process.

There are gaps remaining from the Greenways Strategy that are included in the recommendations below. In general, there needs to be clearer delineation of complete cycling and pedestrian routes and how they connect major destinations, such as the waterfront, parks, schools, and recreation facilities. The goal for the Parks and Recreation and Greenways should be a cohesive, legible system for residents and visitors.

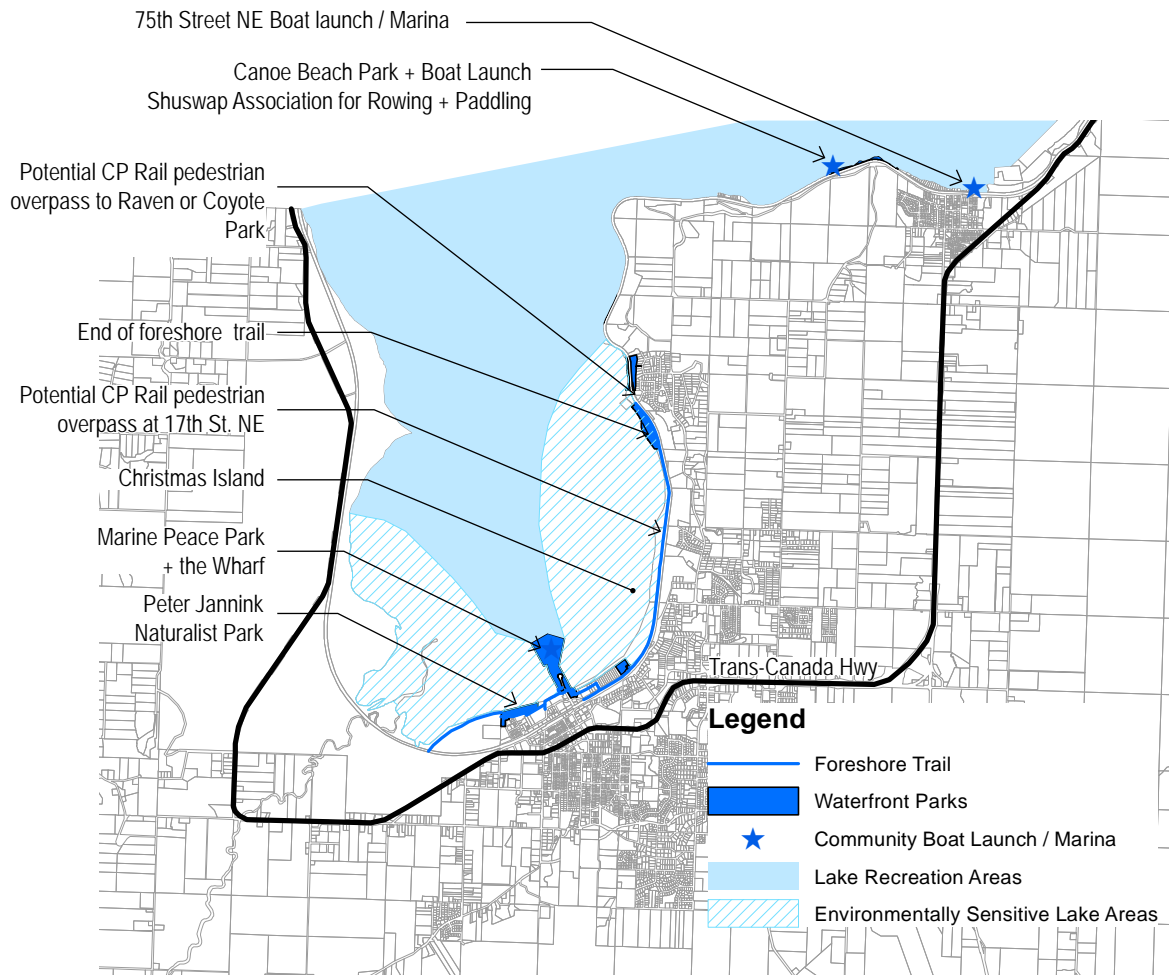
- Prioritize 'city centre' connections between recreation facilities, parks and schools, as shown on Map 4, in Appendix A;
- Develop trailheads and implement a consistent signage program:
  - Develop the trailhead at South Canoe Trails with signage, washrooms and an information kiosk; and
  - Upgrade signage to match Coyote and Park Hill Trails for all City trails, particularly at:
    - Little Mountain Park and
    - Hoadley Park;
- Develop an online atlas for cycling and pedestrian routes starting with schools, recreation facilities and parks so that residents and visitors can search online for parks, amenities, and appropriate routes and connections;
- Develop a tourist-focused marketing and education plan that includes clear routes, signage, maps, and descriptions of recreation destinations. Make useable maps easily accessible and printable from the City's website;
- Ensure that new park acquisition is done with the greenways strategy in mind so that the parks develop into a cohesive, connected, legible system of green spaces;
- Incorporate paved walking paths at Blackburn Park, as included in the Blackburn Park Master Plan; and
- Include paved walking circuits in new Community Parks whenever possible.

*South Canoe Trails*





**Figure 3: Waterfront Facilities Map**





## 8. WATERFRONT

Salmon Arm has on its doorstep one of the most beautiful and attractive bodies of fresh water in southern British Columbia. Shuswap Lake offers a wide range of recreation and environmental appreciation opportunities for residents and visitors. The lake contributes to community quality of life, as well as to economic development and downtown vitality. Improving waterfront access is a high priority. Proper planning and management will not only preserve and protect this valuable resource, but increase its value for family recreation.

*Canoe beach needs to be improved to provide clean outdoor swimming opportunities*

### Key Findings

Access to the waterfront is a high priority for the community, both from a recreation point of view and from an economic/tourism perspective. Public access to the waterfront is limited by:

- Physical barriers (CPR mainline tracks);
- Regulatory barriers (i.e. dredging needs vs. shoreline protection);
- Private property ownership, leaseholds and commercial development; and
- Need for upgrades to infrastructure (public marinas, boat launches and beaches).

### Recommendations

- Formalize within City policy the objective of maximizing public ownership of lakefront property;
- Acquire additional parcels of waterfront land whenever viable opportunities arise, especially adjacent to existing City properties;
- If further development of lake frontage occurs, ensure agreements are put in place to create public waterfront spaces, contribute value-added amenities and assure ongoing public access;
- Establish a working relationship with Shuswap Association for Rowing & Paddling (SARP) to develop a strategic improvement and operating plan for canoe, kayak and dragon boat activities on Shuswap Lake;
- Be proactive in working with CP Rail to make key pedestrian crossings accessible and safe (specifically, continue development of the foreshore boardwalk and connections to neighbourhoods (Raven));
- Initiate communications with First Nations and the CSRD to explore opportunities for joint waterfront projects that offer mutual benefits for the overall community; and
- Pursue a regular dredging and/or water level management program to improve recreation access at the Wharf and Canoe Beach to facilitate boating and swimming. BC Ministry of Environment, the Department of Fisheries and Oceans and Transport Canada should be consulted on creation of a management plan that benefits the community and enhances shoreline habitat. Issues associated with siltation, shoreline management, environmental protection and responsible use of natural resources should be reviewed and clearly presented to the community.

Canoe Beach



### Marine Peace Park

- Address parking conflicts during peak summer months, particularly long-term visitor parking. Consider land acquisition for additional parking and amenity space; and
- Implement maintenance and upgrading programs for the band shell, concession and other service buildings that are in need of attention.

### Canoe Beach Park

- Create a Master Plan for Canoe Beach, with opportunities for expansion, addressing public safety and improving access as the top priorities. Components to consider:
  - playground upgrades;
  - development at the west end; and
  - breakwater, float, boat launch and boat access improvements.

### 75<sup>th</sup> Avenue Boat Launch

- Create a plan for improvement of the 75th Avenue Boat Launch and associated lands. This location is an excellent opportunity to add another access point for Shuswap Lake.



*Peter Jannick Nature Park on Shuswap Lake*

# 9. ENVIRONMENT

Salmon Arm has significant, valuable natural areas throughout the community parks system including Marine Peace Park and the Wharf, the foreshore trail + bird sanctuary, Canoe Beach, Little Mountain Park, South Canoe trails, Coyote Park, Park Hill trails, the Salmon River and wetlands, and surrounding accessible Crown lands.

Nature parks and natural areas are highly valued in the community and there is widespread support for protecting environmental areas. Salmon Arm is above average in the amount of existing parkland, compared to other similar sized communities, and has a large inventory of nature parks, in particular.

*All of the parks and greenspaces are important. The lake is obviously critical, as are all the creeks and streams. We need to maintain them!*

## Key Findings


In relation to the Parks and Recreation Master Plan, the primary issues regarding the environment are:

- Concern over the health of trees in Little Mountain Park;
- The short life-span of street trees;
- The need for more trees in public parks;
- Protection of environmentally sensitive areas; and
- Access to trails.

## Recommendations

- Develop an Urban Forest Strategy which recognizes the benefits of a sustainable urban forest and provides guidance for management of public land with guiding principles, goals, and measures of success. The Strategy may include:
  - An inventory and “report card” evaluation;
  - Boulevard tree landscaping and planting guidelines;
  - Tree health care standards;
  - Woodland stewardship programs (within parkland);
  - Fire risk management;
  - A Heritage Tree Program; and/or
  - A metric to quantify the contribution of forests and trees to stormwater management and greenhouse gas sequestration;
- Undertake a tree planting program in public parks through cooperation with local service and youth organizations and local businesses;
- Follow up the existing inventory of riparian areas with an overall Sensitive Ecosystems Inventory and Management Plan. Include consideration of recreational uses and integration with the parks and open space system;
- If sensitive environmental areas are dedicated to the City through the development process, ensure distinction between usable parkland and open space that should be protected (also see the recommended Park Acquisition Guidelines); and
- Acknowledge the cost of ongoing maintenance and enforcement that may be required for environmental protection. Examples of costs could

*“...limited shade areas from lack of trees and they are too small.”*



include compliance monitoring of restrictive covenant areas, stream restoration work, management of invasive species, installing and maintaining trails and access for the public, signage, and education of land owners.

## 10. PARTNERSHIPS

In addition to the programming and facilities management provided through the partnership between the City and the Shuswap Recreation Society, the combined efforts of the many organizations involved in service delivery ensure that City residents and those in outlying areas have access to a wide range of recreation opportunities. At the same time, given the number of organizations involved, there are both coordination issues to be addressed and opportunities to be explored. In order to cost effectively and efficiently implement some of the strategic objectives outlined in the previous sections, coordination with community organizations and fostering partnerships will be essential.

### Recommendations

Assign or reallocate staff to develop and sustain partnership relations, as outlined below and with local recreation organizations. This type of staff position could be combined with volunteer coordination, events coordination, or marketing (for example).

#### Shuswap Recreation Society

Currently the City relies on the Shuswap Recreation Society to communicate with community organizations and others involved in recreation, culture and sport, and to implement the overall vision for the community. Improved communication should be initiated between the City and the Shuswap Recreation Society in terms of developing new community engagement initiatives, especially in the development of new recreation programming.

#### School District #83

Expand coordination with School District #83, especially in terms of joint use agreements, initiatives for recreation facility improvements, and coordinated recreation programming to engage children and youth. A partnership with the School District should be explored with respect to managing the joint field/court inventory for public and school use of current and future park facilities, including fields and possibly a running track. A healthy partnership with the School District will also create new avenues through which to apply the Canadian Sport for Life model in the local context.

#### Okanagan College

The City should explore opportunities to partner with Okanagan College on facility space-sharing and program co-sponsorship. If the College relocates, initiate discussions on development of new joint-use recreation facilities such as a performing arts theatre, a running track, or a multi-use indoor sports facility.

### **Columbia-Shuswap Regional District**

Use by out-of-city residents puts additional pressure on City recreation facilities, but also presents potential resource and revenue opportunities. Initiate discussions with respect to joint recreation services planning, reciprocity arrangements and marketing initiatives that are mutually beneficial.

### **Interior Health Authority**

Seek partnerships with the Interior Health Authority to improve the availability of recreation services and to enhance life-long community health and wellness. Consider incorporating health services into a new or renovated recreation centre as a revenue generator.

# 11. IMPLEMENTATION

## 11.1. USING THE MASTER PLAN

This Master Plan provides recommendations for improvements to the parks and recreation amenities and programs over the next 10 to 20 years. Council’s adoption of the Master Plan represents agreement in principle to the overarching vision for the community. This implementation section provides order of magnitude costs and timelines for the recommended initiatives. However, implementation of each initiative is still subject to approval through the annual budget process and the timelines will likely shift based on the ability to pay and the shifting needs of the community.

## 11.2. CAPITAL AND OPERATING COSTS

Table 11.1 on the following pages outlines those recommendations which have direct capital and budgetary implications. These costs are order of magnitude estimates only.

The recommendations also have a timeline category, which is intended to identify those items which should be pursued in the short (1-3 years), medium (3-7 years) and long term (7+ years). As the plan is implemented and the community continues to grow and change, these priorities may shift. There may also be opportunities that arise ahead of the proposed timeline, which should still be considered with the long-term view in mind.

There are opportunities to pursue many of these recommendations through the partnerships outlined previously, in Section 9, as well as using the funding strategies described in the subsequent Section 11.3.



Table 11.1 Timelines and Costing

Recreation Facilities	Timeline	Capital \$	Operating \$
Develop a Master Plan for the recreation campus that includes SHAW Centre, SASCU Recreation Centre, Curling Club, Horseshoe and Lawn Bowling, and associated streets/parking lots.	Short	\$50,000	N/A
<b>SHAW Centre</b>			
Establish a focused, long-range facility maintenance management and life-cycle replacement plan.	Short (immediate)	Target: \$10-12M for facility replacement in 2030	N/A
Develop a marketing strategy to promote optimum use of uncommitted ice time and dry-floor time	Short	N/A	Staff time
Assess building functionality, food services, meeting room & rental space use, storage and general building security.	Short	N/A	Staff time
Set targets to maximize the use of space within the facility either for programming or by third party contractors (the 2nd floor restaurant space, for example).	Medium	N/A	Staff time
<b>SASCU Recreation Centre</b>			
Develop an immediate plan for major refitting or replacement of the SASCU aquatic and recreation centre facility.	Short (immediate)	\$2-10M	\$0.2-1.0M/yr
<b>Little Mountain Field House + Sports Complex</b>			
Develop storage facilities for sports user groups at Little Mountain Sports Complex or a another appropriate location.	Short	\$50,000-200,000	\$10,000
<b>SASCU Memorial Sports Complex (indoor soccer facility)</b>			
Option A: Replace with a new indoor synthetic turf facility.	Medium	\$1.5-2.0M for indoor steel-span structure	\$75,000
Option B: Replace with an outdoor artificial turf facility.	Medium	\$1.5-2.0M	\$50,000
Option C: Replace with an outdoor artificial turf facility / track combination	Medium	\$2.5-3.0M	\$60,000
<b>Recreation Programming</b>			
Update the agreement between the City and the Recreation Society, to be formally endorsed by both bodies. The agreement would establish a mandate for expansion of public recreation programming	Short	N/A	Staff time
Review existing facility space usage with reference to the Vision, Mission and Guiding Principles.	Short	N/A	Staff time
Develop new programs based on the Canadian Sport For Life approach to recreation.	Short	N/A	\$20,000 program development and staff training per year
Consult with the community on types and scheduling of programs for children and youth in order to expand program options and improve participation rates.	Short	N/A	\$10,000 consultation budget and staff training per year (online tools, meetings, workshops)

Parkland Acquisitions	Timeline	Capital \$	Operating \$
Adopt park acquisition guidelines to ensure that park parcels meets the needs of the community for active and passive recreation. Distinguish between environmental protection areas and parkland.	Short	N/A	Staff time
Prioritize acquisition and development of parks to serve the park deficient areas of the community (see Section 6.3).	Short, ongoing	\$2M over 10 years	\$10,000/yr per park
Park Improvements	Timeline	Capital \$	Operating \$
<b>Badger Park:</b> Plan and implement park revitalization with new park amenities and enhancements.	Medium	\$75,000	\$8000/yr
<b>Blackburn Park:</b> Continue to implement the 2011 Master Plan. Upgrade ball diamond backstops, add benches and signage; improve soccer fields, drainage; consider lighting for sports fields; potential location for a synthetic turf field (#2). Add mini-storage shed(s) for rental by user groups. [Cost of synthetic turf field not included]	Short (ongoing)	\$500,000	\$50,000/yr
<b>Canoe Ball Park:</b> Work with the user groups on park revitalization, including lighting for ball fields; improved area around the washrooms with grass and picnic tables; consider ball diamonds in overall field assessment regarding size and capacity. Partner with the adjacent Elks children's camp on a joint play area. [Includes additional cost of utilities for lighting]	Medium	\$500,000	\$7,500/yr
<b>Canoe Beach Park</b>	Refer to Waterfront Recommendations		
<b>Cemetery Lands:</b> Keep in reserve as a potential nature park with trails and environmental interpretation; consider historic exhibits and features that coordinate with the new cemetery program.	Medium & Long	\$200,000 long term capital; \$20,000 annual capital	\$5000/yr
<b>Cheetah Park:</b> Evaluate suitability for adding park amenities such as play areas, seating or paths.	Medium	\$50,000	\$8,000/yr
<b>Coyote Park:</b> Good condition; Perform annual or semi-annual inspections for trail maintenance needs; Incorporate 'Open Space' lands to the west.	Short (ongoing)	\$0	\$0
<b>Elks Park:</b> Include in playing field assessment and formalize a joint use agreement with owner; explore partnership with Elks to further enhance the park (i.e. potential bike skills area, upgrade ball fields and support amenities.)	Short (2014)	Dependent on partnership	\$5,000
<b>Fletcher Park:</b> Consider additional fencing and plantings around the playground.	Short (2013)	\$5,000	\$500
<b>Hanna Park:</b> Reclassify as Environmental Area and remove from park inventory; identify a new neighbourhood park in the vicinity.	Short	\$0	\$0
<b>Hoadley Park:</b> Implement signage using Park Hill/Coyote as a guide. Include in Urban Forest Strategy for long-term management. Conduct a survey of neighbourhood regarding potential for a play and picnic area along the edge of the forest.	Short	\$6,000	\$500
<b>Jackson Park:</b> Basketball/sport court and playground upgrades needed. Schedule and budget for overall park renewal including tree planting / landscape enhancement (2013 budget).	Medium	\$100,000	\$10,000/yr

<b>John Lund Park:</b> Undertake a feasibility study for a boardwalk trail to a seating area away from the road (east side of pond).	<b>Medium</b>	\$75,000 Long Term Capital + \$5,000/Yr maintenance for boardboard/seating area construction	\$0
<b>Kin Park:</b> Undertake immediate repairs and upgrades, fencing between playground and road.	<b>Short (2013)</b>	\$5,000	\$500/yr
<b>Klahani Park:</b> Create a Strategic Development Plan for Klahani Park to identify potential expansion/improvement opportunities..	<b>Short</b>	\$100,000 (Development Plan)	
	<b>Medium - Long</b>	\$1.5M (Phased Implementation)	\$50-100,000
<b>Little Mountain Park:</b> Implement signage upgrades using Park Hill/Coyote Park as a guide. Include the park in an Urban Forest Strategy for long-term forest management. Develop a plan for park entrances, parking, and integration with Little Mountain Sports Complex.	<b>Medium</b>	\$50,000	\$5,000/yr
<b>Little Mountain Sports Complex:</b> Develop strategic plan for continued development; better connection to Little Mountain trailheads and signage; focus on improvement for tournament hosting; incorporate mini-storage facilities and rent out to user groups.	<b>Short</b>	\$75,000 for plan, \$25,000 for minor improvements; Long Term improvements-\$800,000 + \$80,000 maint.	\$25,000/Yr
<b>Marine Peace Park:</b>	Refer to Waterfront Recommendations		
<b>McGuire Lake Park:</b> Add washrooms, lighting in main areas and strategic planting between park and highway.	<b>Long</b>	\$500,000	\$10,000
<b>Micku Park:</b> Conduct a survey of neighbourhood regarding potential for addition of playground/play area with existing lawn, trees and seating.	<b>Medium</b>	\$50,000	\$5,000
<b>Mount Ida Park:</b> Reclassify as an Environmental Area not appropriate for park development. High priority for protection of existing heron nesting area.	<b>Short</b>	\$0	\$0
<b>Park Hill Trails:</b> Continue to monitor trails for maintenance requirements; consider selected off-leash dog trail designations.	<b>Short (ongoing)</b>	\$0	\$0
<b>People's Place Park:</b> Create a "walking tour" linking Fletcher Park, Ross St Plaza, Marine Park and Peter Jannink Park as a connected series of nodes through downtown with interpretive signage for visitors.	<b>Short</b>	\$10,000 capital improvements - signage & seasonal staff position, materials, promotion; \$20,000/yr - seasonal staff position, materials, promotion	\$20,000/yr
<b>Peter Jannink Naturalist Park:</b> Improve connection to Marine Park and Foreshore; add directional signage for trail connections / downtown "walking tour" (see People's Place Park).	<b>Medium</b>	\$50,000	\$5,000/yr
<b>Pileated Woods Community Park:</b> Include in Urban Forest Strategy for long-term management of vegetation.	<b>Medium</b>	\$10,000	\$1,000/yr
<b>Raven Park:</b> Evaluate existing playground in terms of neighbourhood demographics; consider a seating area near 14th St with views toward the lake; add tree planting.	<b>Short</b>	\$10,000	\$1,000/Yr
<b>Ross Street Plaza:</b> No recommendations for improvements at this time.	<b>N/A</b>	\$0	\$0
<b>Zorn Park / Okanagan Estates / Fairview Park:</b> Develop as a neighbourhood/school park. Potential to coordinate with school district on an outdoor classroom / environmental education area.	<b>Long</b>	\$100,000	\$10,000/Yr

Playgrounds	Timeline	Capital \$	Operating \$
Create play areas that incorporate native plants and natural materials to help children connect to nature, as well as cultural and historical features unique to Salmon Arm.	Ongoing	\$10,000/yr	N/A
Implement a phased program of playground additions and upgrades with annual capital and maintenance budgets allocated. Include neighbourhood consultation, where possible.	Short, ongoing (2 per year for ~5 years)	\$50-100,000 annually	\$20,000 for all playgrounds
Places for Dogs	Timeline	Capital \$	Operating \$
Adopt policies supportive of dog-friendly parks and trails with the necessary bylaw amendments to permit proper information programs and regulation.	Short	N/A	Staff time
Phase in new dog parks, create signage, install fencing (if desired).	Short - Ongoing	\$25,000/yr	\$5,000/yr
Implement an education and marketing campaign using web-based resources, publicity and ongoing educational programs. Consider recruiting volunteer dog park "hosts".	Ongoing	\$10,000 development of educational materials	\$5,000/yr
Sports Amenities	Timeline	Capital \$	Operating \$
Develop a playing fields strategy to guide the inventory, assessment, upgrade, and life-cycle replacement of the existing fields.	Short	\$50,000	N/A
Develop a playing fields allocation policy that accounts for field capacity, provides priority access for children and youth, and keeps track of demand to indicate when additional fields should be pursued.			
Continue to coordinate field allocation and booking procedures with School District #83.	Short / Ongoing	N/A	
Rectangular Fields			
In the medium term, add an artificial turf field to help extend the playing season.	Medium	\$1.5-2.0M	\$50,000/yr
Expand the soccer field inventory over the next 10 years through joint use agreements with the School District #83. In particular, develop a contingency plan for replacement of the Safeway Fields if the School District sells or develops the property.	Medium	Cost to be determined through the playing fields strategy.	
Ball Diamonds			
Upgrade backstops, seating, and lighting at existing ball diamonds at Klahani Park.	Short	\$250,000 over 5 years	\$40,000
Upgrade backstops at existing ball diamonds at Blackburn Park.			
In the medium term, create a 4-diamond complex to allow tournaments at Klahani Park (requires expansion onto the adjacent gravel pit property).	Medium - Long	\$1.5-2.0M	\$50,000
Tennis and Sport Courts			
Renovate the existing paved courts at Klahani Park; replace existing configuration with a multifunctional sport court suitable for pickleball, basketball, and ball hockey. Design the sport court that can be flooded in the winter for ice skating.	Short	\$500,000	\$50,000/yr
Add a lacrosse box within an existing or new community park, potentially at Klahani Park.	Short	\$200,000	
Convert the old tennis court at Jackson Park to multifunctional sport courts.	Short-Medium	\$50,000	

<b>Outdoor Track</b>			
Build a combination outdoor artificial turf field with outdoor track.	<b>Long</b>	\$6-800,000	\$30,000/yr
<b>Bike Skills Park</b>			
Add a bike skills park with a variety of amenities from beginner to intermediate levels. Partner with the Shuswap Trails Society and local bike shops, if possible.	<b>Short</b>	\$60-100,000	\$10,000/yr
Incorporate mini bike skills features into neighbourhood parks.	<b>Ongoing</b>	\$10,000 per project	N/A
<b>Trails + Greenways</b>	<b>Timeline</b>	<b>Capital \$</b>	<b>Operating \$</b>
Prioritize "city centre" connections between recreation facilities, parks and schools; develop in phases.	<b>Short , ongoing</b>	\$30,000/yr	\$5,000
Develop the trailhead at South Canoe Trails with signage, washrooms and an information kiosk.	<b>Short</b>	\$50,000	\$2,000
Upgrade trail signage for all parks and trails. High priorities are Little Mountain and Hoadley Park.	<b>Short - Medium</b>	\$5,000/yr	\$5,000
Develop an online atlas for cycling and pedestrian routes starting with schools, recreation facilities and parks.	<b>Short</b>	\$20,000	\$10,000
Develop a tourist-focused marketing and education plan that includes clear routes, signage, maps, and descriptions of tourist and recreation destinations. Make useable maps easily accessible and printable from the City's website.			
Incorporate paved walking paths at Blackburn Park, as included in the Blackburn Park Master Plan.	<b>Short</b>	\$50,000	N/A
<b>Waterfront</b>	<b>Timeline</b>	<b>Capital \$</b>	<b>Operating \$</b>
Acquire additional parcels of waterfront land whenever viable opportunities arise, especially adjacent to existing City properties.	<b>Short (ongoing)</b>	\$1M (revolving land acquisition budget line item)	\$100,000
If further development of lake frontage occurs, agreements should be established to create public waterfront spaces, contribute value-added amenities and assure ongoing public access.	<b>Short (ongoing)</b>	N/A	Project dependent
Establish working relationship with Shuswap Association for Rowing & Paddling (SARP) to develop a strategic improvement and operating plan for canoe, kayak and dragon boat activities on Shuswap Lake.	<b>Medium</b>	\$50,000	\$10,000
The City should take a proactive role in working with CP Rail to make key pedestrian crossings accessible and safe (specifically between the Raven neighbourhood, Coyote Park and the foreshore trail).	<b>Medium</b>	\$1M	\$10,000/yr
Communication should be initiated with First Nations and CSRD to determine opportunities for waterfront projects that offer mutual benefits for the overall community.	<b>Short (ongoing)</b>	Project dependent	Staff time
Continue development of foreshore boardwalk and connections and railway overpasses.	<b>Short-Medium</b>	\$1M	\$10,000/yr
Work proactively with BC Ministry of Environment, DFO and Transport Canada to develop regular dredging and water level management plans and restoration initiatives to benefit the community and enhance shoreline habitats.	<b>Short (ongoing)</b>	\$1M	\$500,000/yr
Pursue a regular dredging and/or water level management program to improve recreation access at the Wharf and Canoe Beach to facilitate boating and swimming.	<b>Medium</b>	TBD	TBD

<b>Marine Peace Park + The Wharf</b>			
Develop a Strategic Management Plan: Address parking conflicts during peak summer months and improve public marina facilities, particularly for non-motorized boats; upgrade band shell, concession, and service buildings.	<b>Short</b>	\$50,000	N/A
Implement improvements in phases.	<b>Short - Medium</b>	\$1-400,000	\$50,000
<b>Canoe Beach Park</b>			
Create a Master Plan for Canoe Beach, with opportunities for expansion, addressing public safety and improving access as the top priorities.	<b>Short</b>	\$75,000	N/A
Implement in phases.	<b>Medium</b>	\$0.5-3.0M	\$50,000
<b>75th Street Boat Launch</b>			
Develop a Strategic Management Plan for public boat launch facility improvements.	<b>Medium</b>	\$50,000	N/A
Implement in phases.	<b>Medium-Long</b>	\$1-500,000	\$50,000
<b>Environment</b>			
	<b>Timeline</b>	<b>Capital \$</b>	<b>Operating \$</b>
Develop an Urban Forest Strategy which recognizes the benefits of a sustainable urban forest and provides guidance for management of public land with guiding principles, goals, and measures of success.	<b>Medium</b>	\$50,000	\$20,000
Undertake a tree planting program in public parks through cooperation with local service and youth organizations and local businesses.	<b>Medium</b>	\$10,000	N/A
Follow up the existing inventory of riparian areas with an overall Sensitive Ecosystems Inventory and Management Plan.	<b>Medium - Long</b>	\$100,000	N/A
Dedicate annual budget to include compliance monitoring of restrictive covenant areas, stream restoration work, management of invasive species, etc.	<b>Medium</b>	N/A	start with \$20,000
<b>Partnerships</b>			
	<b>Timeline</b>	<b>Capital \$</b>	<b>Operating \$</b>
Assign or reallocate staff to develop and sustain strategic partnerships.	<b>Short, ongoing</b>	N/A	Staff time

## 11.3. FUNDING STRATEGIES

The capital and operating investment recommended in this master plan presents a challenge for municipal financing, and will require a range of different strategies. Salmon Arm, along with all other municipalities in BC, will have to use a combination of conventional and non-conventional methods to address its parks and recreation renewal challenges and to meet the needs of its growing population. The funding strategies below, along with the partnership opportunities described in Section 10 will be key components to implementing this Plan.

### ONGOING INVESTMENT GOALS

Most municipalities fail to adequately provide for asset renewal, and the result of this shortfall is a progressive infrastructure deficit. The infrastructure deficit in BC for recreation facilities alone has been calculated at \$4 billion (BCRPA, 2009). Another \$1.2 billion will be needed to proportionately serve the Province's anticipated population growth over the next 10 years.

Ideally, a municipality should invest enough annually in its facility and infrastructure assets to sustain them over the long term. As a rough rule of thumb, for example, this would mean committing about 2% of replacement value of buildings each year, given that the expected life cycle of buildings is approximately 50 years. Actual spending might be incremental, in the form of ongoing upgrades and major maintenance projects, or it might be all at once, in the form of end-of-life-cycle replacement.

Asset life cycles vary in length. Assets such as pools or rinks, where moisture and chemicals inherent in their operation accelerate structural and mechanical wear and tear, may have only a 35 year functional lifespan. The calculation of required life cycle investment can be fine-tuned on this basis.

New facility development should always include consideration of the operating costs, not just the initial capital outlay. When designing the facility, efforts should be made to add energy efficiencies, multifunctional features, and conceptual plans for future expansion or retrofit options. Through these efforts, is possible to achieve efficiencies that repay the original cost several times over the life of the facility. Pools and rinks in particular have high potential to deliver energy exchanges to heat/cool other components in a facility.

In relationship to parkland and park amenities achieved through local development, the City should always be careful to only accept land which is desirable for park purposes (see Section 5.2 Park Acquisition) and facilities built to a high standard to avoid an ongoing burden of maintenance responsibility with little benefit to the community.



## CORE FUNDING

Conventionally, the funds to create, sustain and renew civic assets are drawn from the local property tax base, either from within annual budgets, or for large ticket items, through capital plans. This core funding is supplemented by user fees. While user fees are rarely enough to offset capital costs, they can cover a significant proportion of operating expenses.

Some external funding can be realized through sources such as senior government infrastructure renewal and economic stimulus programs, although such provision is intermittent and can rarely be anticipated. Plans should be developed in advance so that they are on hand when grant opportunities arise.

Finally, Development Cost Charges (DCCs) are an essential resource for providing municipal services to a growing population. DCCs can be collected and applied to park acquisition and park improvement projects, including recreation buildings (i.e. washrooms, accessibility upgrades, change rooms, etc.) and outdoor recreation facilities (i.e. sports fields, playgrounds, trails, fencing, landscaping, drainage and irrigation).

## ALTERNATIVE FUNDING STRATEGIES

A range of potential alternative funding strategies involving various types of partnering and sponsorships, are summarized below:

**Corporate Sponsorships:** Salmon Arm has done very well in terms of achieving corporate support in return for naming rights, and should continue to cultivate these relationships and perhaps extend the range of this kind of involvement.

**User / Community Groups:** Groups who have an interest in or a passion for specific initiatives or causes are often prepared to materially support their realization. Sport clubs and leagues may wish to contribute to the development of sport facilities, environmental groups to habitat and natural area protection or enhancements, and those with a stake in the tourism industry to civic beautification or improvements to waterfront access.

Individuals also may donate to small improvements, such as park benches, picnic tables and water fountains, as memorials or contributions (municipal governments can issue tax-deductible receipts for voluntary donations on the same basis as federally registered charities). One advantage of working through partnerships is that non-profit agencies and community groups are often able to access funding which municipalities are ineligible for or are unlikely to receive. These include lottery funds, foundation grants and some private sector donations.

**Public Agency joint-ventures:** The mandate and interests of the City overlap with those of other institutions, non-profits and other public agencies such as the Regional District, the School District, Okanagan College, the Interior Health Authority, to name a few. Cooperative ventures can include co-location and space sharing of facilities and program co-sponsorship, which can greatly reduce both capital and operating costs.

**Revenue Generating Initiatives:** Some opportunities arise to establish contracts or partnerships with private enterprise that can generate revenue, particularly when upgrading or developing new recreation facilities. Services such as rental or lease space for private enterprises that relate to health and wellness (i.e. a physio-therapy clinic, a fitness club) or complimentary services (a restaurant, office space or a retail outlet) may enhance the revenue stream.

There are examples of community recreation facilities where this has generated positive results, as well as instances of failure. Delta's Sungod Aquatic Centre has a successful private physiotherapy clinic; the Thompson Rivers University Student Activity Centre athletic complex has a variety of food services and other outlets; The District of West Vancouver shares space with social service organizations.

At the SHAW Centre this has been attempted with a restaurant and a sporting-goods store, with moderate success, but improvements are possible. Goals for performance should be established that will indicate whether the use of those spaces should change. Precise partner selection, precise contract requirements and aggressive promotion/marketing are important. Non-traditional services such as health and wellness providers (physiotherapy, yoga, naturopath or doctor's office) could be considered as alternatives that may yield higher revenues.

Establishment of new service or revenue generating facilities may also have potential, such as providing a user group storage facility (see Section 5.3 Little Mountain Sports Complex). A secure storage facility would meet user group needs by providing space at affordable cost while generating a modest profit for the City. Storage units could also be pursued by having community user groups contribute to the cost of establishing the units.

#### Recommendations

- Prior to implementation, prioritize the expenditure recommendations on the basis of existing condition issues, community values and demonstrated demand levels; and
- Recognize the need for staff to dedicate time to build partnerships and resource development in the area of parks and recreation. Many of the funding avenues described will require ongoing attention to identify opportunities and to establish and maintain productive partnerships.

