



COLUMBIA SHUSWAP  
REGIONAL DISTRICT  
ELECTORAL AREA C

# PARKS MASTER PLAN





## ACKNOWLEDGMENTS

This Parks Master Plan for the Columbia Shuswap Regional District - Electoral Area C could not have been completed without the vision and input from the Advisory Committee and the Shuswap Trail Alliance, which helped to form the basis of the plan.

**CSRD Electoral Area C Parks Advisory Committee:** Area C Director Paul Demenok, David Barton, Shirley Bates, Nicole Jeans-Williams, Elise Menard Jonker, Carmen Massey, Jack McNally, and Heather O'Brien.

Throughout the process, residents of Electoral Area C gave their time and perspectives by attending public workshops and events, and completing public questionnaires. Their passion, knowledge, and ideas for Electoral Area C parks and trails were invaluable to this project.

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# Introduction

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The parks, trails, and recreation system in Electoral Area C is relatively young, having been developed largely since the first master plan, created in 2003. There are currently 58.8 hectares of developed park land, 234 kilometers of trails, eight community halls, and over 4,600 hectares of provincially managed parks and recreation sites. These parks and facilities provides opportunities for socializing, relaxation, play, active recreation, boating, swimming, learning, and connecting with nature. The parks and recreation system contributes to the social, physical, cultural, ecological and economic health of the community and its residents. The abundance of natural beauty in the area contributes to its attractiveness for seasonal resident and as a tourist destination.

This plan is the result of a year-long process that included an inventory and assessment of the parks, trails and recreation system, as well as an extensive community and stakeholder engagement process. Development of this plan brought people together from across the electoral area to talk about and contribute to the future of the parks, trails and recreation. The results of this process include a vision and guiding principles for the future of the parks, trails and recreation system; a set of recommendations that are grounded in the community's unique values and needs; and an implementation plan that outlines the opportunities and challenges for making the recommendations a reality over the next 5 – 10 years.

This document is a consolidated summary of a series of technical memoranda and other project components that were completed over the course of the project. The key facts, analyses, conclusions, and recommendations are presented in full within the main body of this report, but additional details are available in the technical memos located in the appendices.

*Electoral Area C parks and recreation provide public access to the shorelines of the lakes of the South Shuswap so that residents have opportunities for water and beach activities such as swimming, picnicking and boating; provide parks and facilities for active recreation such as sports fields and playgrounds; and provide low-impact outdoor recreation activities such as nature appreciation, hiking and trail-based activities. Parks in Electoral Area C may also serve to protect large natural areas, sensitive environmental areas, unique and significant natural and/or cultural features such as First Nations or early settlement history or provincially red listed species. (CSRD, 2015)*

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The Columbia Shuswap Regional District (CSRD) Electoral Area C is a community of 7,921 residents (Statistics Canada, 2016) with an expected population growth to 8,475 over the next 10 years (BC Stats, 2016). Electoral Area C includes several distinct subcommunities within a broad geographic area of primarily rural and forests lands: Sorrento, Blind Bay, Eagle Bay, White Lake and Sunnybrae. These subcommunities are pockets of low to medium density residential and commercial development that each have individual character and a strong sense of community. Shuswap Lake is the primary geographic feature, and most of the residential development is located in pockets along the lakeshore.

Within this context, the parks, trails, and recreation in Electoral Area C are important contributors to the quality of life, and many residents live in the area because of the wealth of opportunities for boating, hiking, and outdoor recreation pursuits.

Parks and trails for each electoral area are funded by residents and property owners in that electoral area and are managed by the CSRD. Electoral Area C has approximately 58.8 hectares of developed park land. The system of parks in Electoral Area C provides opportunities for socializing, relaxation, play, active recreation, boating, swimming, learning, and connecting with nature. The parks and recreation system contributes to the social, physical, cultural, ecological and economic health of the community and its residents. The abundance of natural beauty in the area contributes to its attractiveness for seasonal resident and as a tourist destination.

The trails system is extensive (234 km) and provides a variety of opportunities to experience natural landscapes, take in scenic vistas, and enjoy non-motorized activities such as walking, hiking, mountain biking and horseback riding. In addition to the trails within CSRD Electoral Area C parks, there are 4,631 hectares of provincially managed parks and recreation sites that provide significant opportunities for outdoor activities and experiences.

The CSRD currently supports outdoor recreation through the provision of parks and facilities, but does not directly deliver recreation programs. There are eight community associations in the subcommunities that manage community halls and provide indoor recreation, social and cultural activities. The CSRD

supports the community associations through grants in- aid. A portion of taxes from Electoral Area C residents also goes toward an annual financial contribution to support the indoor recreation facilities located in Salmon Arm (i.e. the pool and arena). There is discussion in this master plan of the potential to expand the mandate of Electoral Area C parks and recreation to include more support for recreation programs, both indoor and outdoor.

## 1.1 The Purpose

The CSRD has been very active over the last decade with efforts to ensure that parklands are acquired and developed with amenities that meet the needs of Electoral Area C residents. As a community with a relatively young parks and recreation system and a growing population, the parks, open space, trails, and recreation system will need to continue to increase and improve to meet the needs of the community and align with community values, while recognizing the fiscal limitations of Electoral Area C. Looking into the future, this Parks Master Plan for Area C will provide a renewed vision, implementation and strategic direction for the delivery of parks and recreation services over the next 10 years. To achieve this, the scope of this plan includes:

- An inventory of the existing parks, trails, and recreation system;
- Identification of key issues, opportunities and constraints;
- Identification of community values, interests and needs;
- A shared Vision and Guiding Principles for the parks and recreation system;
- Recommendations to guide improvements to the parks and recreation system, and
- An implementation plan outlining the priorities and funding strategies for the next 10 years.

## 1.2 The Process

Development of this plan was undertaken in seven phases, as outlined in the diagram below. Five technical memos were developed over the course of the project and form the appendices of this report. The technical memos include additional details and background information and also provide a description of the process and demonstrate how the project unfolded.

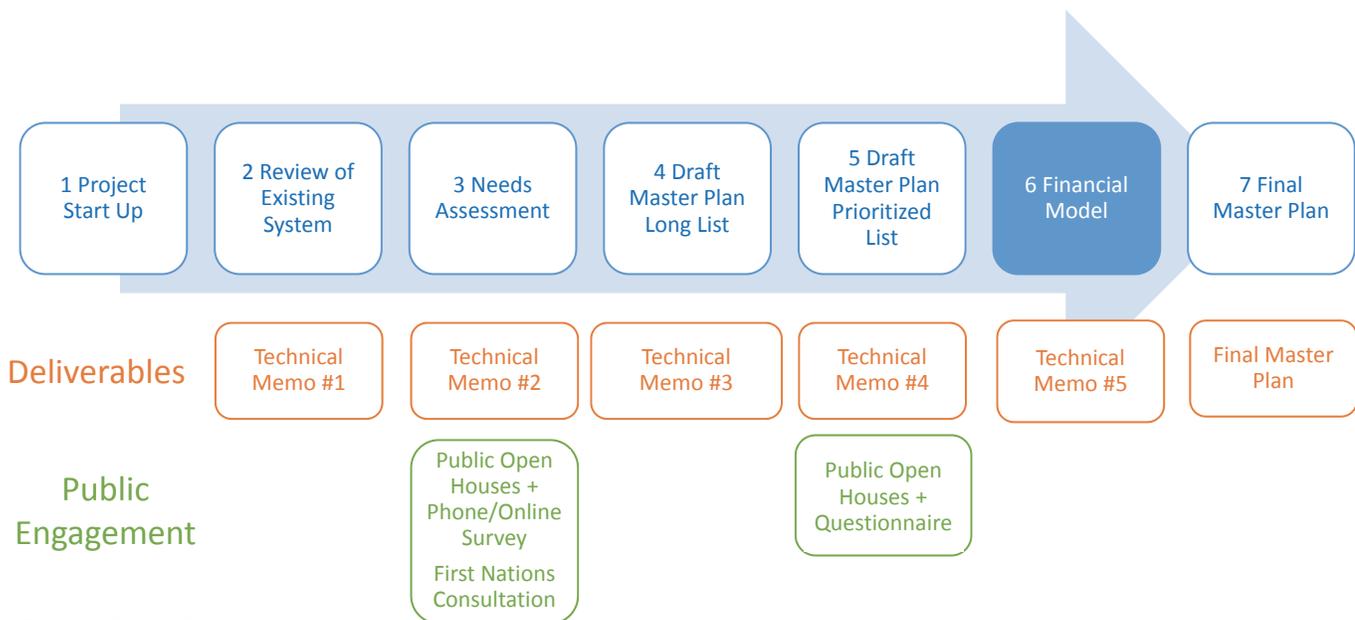


Figure 1: Project Process

## 1.3 The Context

### 1.3.1 RELEVANT PLANS AND POLICIES

The existing Electoral Area C Parks Plan Final Report (2003) identified park needs, analyzed local characteristics and issues that could affect park acquisition and development, identified opportunities for expansion or creation of new parks, and provided strategic level planning for the development of the area’s parks and facilities.

The Electoral Area C Official Community Plan (OCP) Bylaw No.725 was also used as a guiding document. It sets some effective and sustainable principles and goals for parks, recreation, trails and culture. Additional background documents include the Area C South Shuswap Parks and Recreation Study Initiative: Recreation Needs Assessment (2015), a 2015 recreation Intercept Survey and the South Shuswap Age-Friendly Community Planning Report. These studies provide an assessment of recreation users and recreation assets, identify a baseline of information for park planning and strategic decision-making, and provide information on the needs of seniors living in Area C.

This Parks Master Plan follows from previous work and will be used as a tool to inform the more detailed planning work that will occur through the creation of individual park plans and specific park design and development projects.

### 1.3.2 COMMUNITY PROFILE

Area C has 7,921 residents (Statistics Canada, 2016) , and the population is expected to grow by approximately 7% over next 10 years, reaching 8,475 in 2026 (BC Stats, 2016). The average age is 51.3, which is higher than the CSRD overall and the average for the province of British Columbia (46.4 and 42.3, respectively) (Statistics Canada, 2016). The CSRD-wide population is expected to grow in all age groups except 55-64, with the greatest projected increases are in ages 75-84 and 85+ (Sub-Provincial Population Projections - P.E.O.P.L.E. 2016. Aug 2016). A decrease in the number of children and youth under 15 years of age occurred between 2011 and 2016, but ~ 800 more children are expected in the community over the next 20 years. The current demographics within Area C reflect the year-round population, made up of a large proportion of retirees.

It is estimated that 25-30% of homes are owned as secondary residences, which indicates that there is a high proportion of seasonal residents (Shuswap Economic Development, 2014). It should be noted that the many seasonal residents are not accounted for in the above mentioned demographics. In addition, many permanent residents leave the area in the winter, all of these varying factors will have an effect on the demand for park facilities.

#### *Excerpts from the Electoral Area C Official Community Plan Bylaw No. 725*

##### PRINCIPLE 5

*Safe roads, improved public transit, and opportunities for safe cycling and walking are encouraged...*

##### PRINCIPLE 6

*Public accesses to the shorelines of the lakes of the South Shuswap and, in particular, providing parks and facilities that are suitable for families with children and teens are encouraged. Further development of low-impact, outdoor recreation activities throughout the South Shuswap is encouraged...*

##### PRINCIPLE 9

*Active community involvement within the South Shuswap, including planning decisions related to land use, housing, servicing, parks and transportation is supported.*

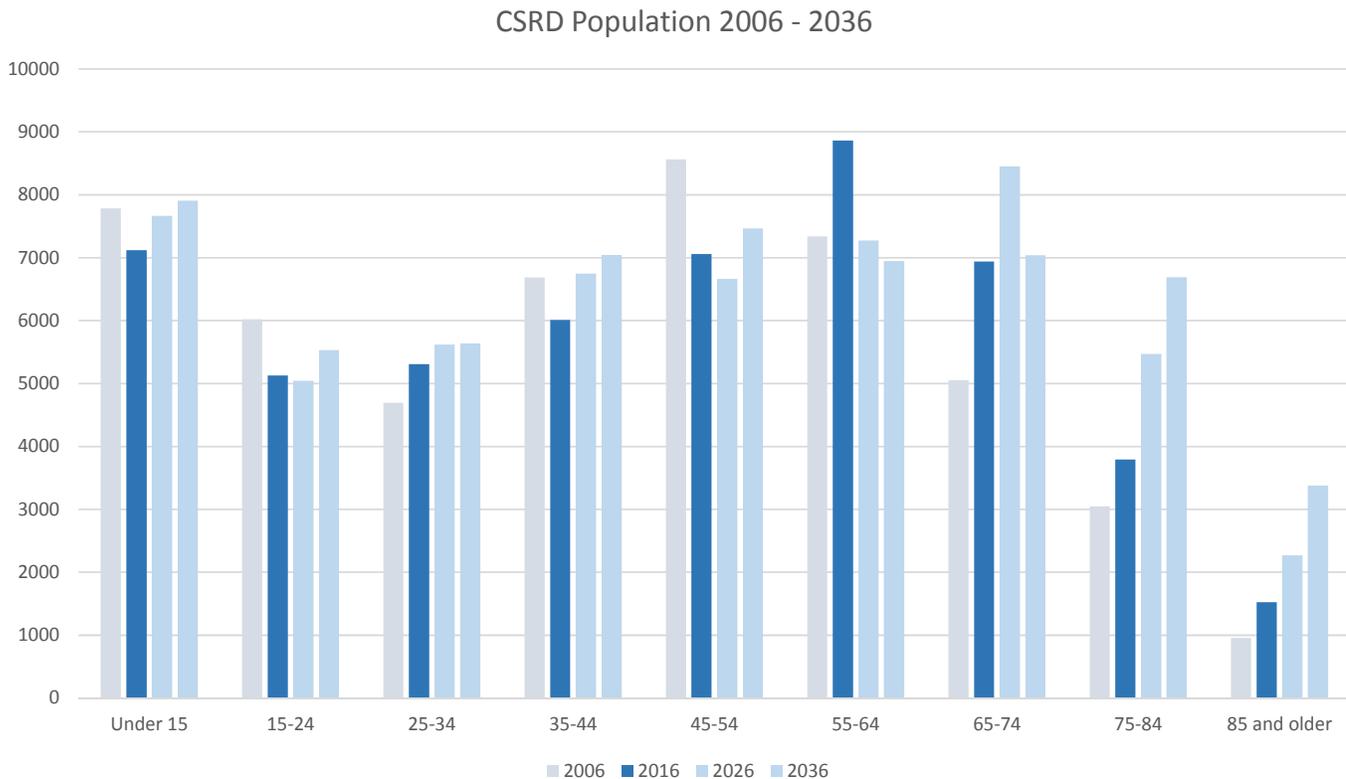


Figure 2: Current and Future Population in the CSRD (Sub-Provincial Population Projections - P.E.O.P.L.E. 2016. Aug 2016).

## COMMUNITY GROWTH AND ECONOMIC DEVELOPMENT

The Electoral Area “C” Official Community Plan (Bylaw No. 725), adopted in 2014 outlines the vision for growth and development in the communities of Area C over the next 20 years. Overall, Area C is expected to remain rural with small pockets of settlement, primarily along Shuswap Lake. Future growth will be dependent on several factors including extension of water and sewer services to support both residential and commercial and business-industrial uses.

The main economic development activities within Area C are tourism, forestry, agriculture, construction and trades, and services. These industries help to support the permanent and seasonal populations of Area C and the various tourists that visit the area in summer months. Area C has high tourism appeal and enjoys high visitation.

## 1.4 Public Engagement

### 1.4.1 ENGAGEMENT PROCESS SUMMARY

An integral part of the Master Plan process was a transparent and thorough public engagement process. A variety of methods were used and opportunities provided for the community to provide input early on in the process, as well as to review draft recommendations and priorities. A few of the key methodologies are described further below, with additional details and results provided in *Appendix B – Technical Memo #2*.

#### Statistically Valid Phone Survey



Figure 3: Public Engagement Methods



*Blind Bay Open House*

One of the key components of the engagement process was a phone survey that was conducted to better understand CSRD Area C residents' and visitors' current usage habits and opinions of parks, trails and recreational services and facilities. The phone survey was conducted by Mustel Group Market Research and provided a statistically valid sample of the community that accurately reflects the composition of the community. A total of 200 interviews were conducted by telephone with a random selection of adults, 18 years of age or over. An additional 75 interviews were also conducted with property owners who do not live full-time in Area C (referred to as recreational property owners in the report). The margin of error on the sample of 200 is +/-6.9% and on the sample of 75 is +/-11%, at the 95% confidence level .

### **Public Open Houses and Sounding Boards**

Four community-specific open houses in Sorrento, Blind Bay, White Lake and Sunnybrae were hosted during the week of September 19th, 2016 to provide an opportunity for residents to collaborate on and contribute to the Master Plan content. An additional two open houses were held in Blind Bay and Sunnybrae during the week of May 8th, 2017 to review the draft recommendations. Sounding boards at kiosks in Sorrento Blind Bay Park, Sandy Beaches and Sunnybrae Park were posted to collect additional feedback.

### **Advisory Committee**

An interactive visioning workshop was held with the Advisory Committee on September 19<sup>th</sup>, 2016. The purpose of this workshop was to present the initial background information that was gathered on CSRD Area C Parks. A visioning exercise was also conducted to understand the Committee's vision of park, trail and outdoors recreation needs for Area C residents.

### **Stakeholder Groups**

Interviews were conducted with interest groups for youth, children and seniors; activity representatives including sports groups, dog-walkers, equestrians, trails groups, and the Arts Council for the South Shuswap; as well as other community and service organizations such as the Lions Club and the South Shuswap

Chamber of Commerce. Information was summarized and used to help inform the key findings.

### **First Nations Meetings**

Five meetings with First Nations were conducted. The purpose of these meetings was to ensure that all First Nations that share lands with the CSRD have input and provide guidance into any future parks and trail planning. Specific interviews were undertaken to seek the opinions and best practices of the Splotsin, Adams Lake, Neskonlith and Little Shuswap Bands.

### **Shuswap Trail Alliance**

The Shuswap Trail Alliance attended two meetings during the public engagement process: a stakeholder group meeting and a meeting focused on providing a First Nations perspective on trails. Feedback received from representatives was integral in informing the key findings.

### 1.4.2 SNAPSHOT OF ENGAGEMENT KEY FINDINGS

The following were key points and common themes that were identified primarily through the first round of public engagement and were used to inform the development of recommendations and priorities. Additional information from the public engagement process is included by topic and by subcommunity in Chapter 2 – Parks System Overview and Key Findings, as well as in *Appendix B – Technical Memo #2*. Detailed feedback from the public review of the draft recommendations is provided in Appendix E – Technical Memo #5.

- The most popular outdoor recreational activity within Area C is hiking or walking for pleasure. The phone survey results indicate that 60% of adults and 80% of children hike or walk as a recreational activity.
- More flat, accessible walkways emerged as a key desire by residents for walking. Residents also want improved walking access to parks and community centres.
- Generally, parks are not linked together in a network of green spaces.
- Suggestions for park improvements across Area C include better maintenance, expanding number of recreation areas/parks, and expanding activities for children/youth.
- Full time residents generally use the parks and recreation facilities more than seasonal and recreational property owners. For example, half as many second home owners use Sorrento Blind Bay Park compared to full time residents.
- There is a need for re-assessment of existing playgrounds. For example, Sorrento Blind Bay Park playground is dated and has no accessible play features.
- More facilities for seniors are needed throughout the community, such as a paved walking path, benches and social gathering areas.

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- Aside from small MOTI lake access points, there is no waterfront park in Sorrento.
  - There is no park in Blind Bay which functions as a destination community park for larger community gatherings, festivals, events, which also has active park amenities.
  - System wide Area C has had water quality issues which can limit public use of lakes.
  - Currently, the CSRD does not offer any environmental or cultural interpretive information with the exception of signage at White Lake Park.
  - The indoor recreational needs of full time residents are currently well met through the community centres. Sorrento Memorial Hall, Cedar Height Community Hall and Shuswap Lake Estates are the most popular.
  - The most popular indoor activities are local celebrations, fitness classes, social gatherings, art shows and concerts.
  - Satisfaction levels are also quite high with the overall quality of the indoor public recreation facilities. Some improvements to both recreation programs and facilities are suggested.

### Key Input from Agencies

- The Interior Health Authority (IHA) monitors a province-wide health profile for residents which allow regional comparisons. Salmon Arm area residents show similar health patterns to provincial averages with the exception of slightly higher incidence of COPD, depression and anxiety. IHA staff recommended increased physical activity and social interaction would be beneficial.
- The Ministry of Transportation and Infrastructure (MOTI) offers the CSRD a license of occupation for public access points; legislation requires regular access points to water. These access points also function as utility corridors. Access points are a source of conflict in the community due to disturbances to neighbours, lack of off-road parking and encroachments. These conflicts are exacerbated by a lack of suitable regional lake-side parks in Area C.
- MOTI's mandate is for the safe movement of vehicles and goods, which does not currently include roadside pathways for pedestrians or cyclists. However, MOTI is generally supportive of improved pedestrian and cycling accommodations along roadways, as long as it does not impact the safe movement of vehicles. If the CSRD were to identify and pursue roadside pathways, they would be responsible for all costs involved in the planning, design, permitting (through MOTI) and construction.



Public Sounding Boards at CSRD Area C Parks

# 2



# Vision & Principles

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The following vision, mission and guiding principles were developed in response to public input and in collaboration with the Parks Advisory Committee. It is intended to provide a philosophical reference point and aspirational guidance for the development of Area C Parks over the next 10 years.

## VISION

To create and maintain a comprehensive and sustainable system of parks, trails, and facilities that promote meaningful and enjoyable recreation experiences for all.

## MISSION

To support the effective and efficient delivery of park and recreation services that meet the needs of the community, facilitate and supports healthy and active lifestyles, provide connections to the community, protects ecosystems, and enhances appreciation of the natural environment.

## GUIDING PRINCIPLES

- Provide park, recreation, and trail opportunities that are accessible and affordable to people of all ages and abilities.
- Develop parks and recreation facilities that enhance individual health, family and community well-being.
- Develop and operate parks, trails, and recreational facilities that encourage volunteerism, partnerships, and inter-agency cooperation.

- Foster opportunities that celebrate the history and culture of the area and its people.
- Create opportunities to promote physical activity, exposure to nature and social interactions.
- Develop and promote connections between parks and recreation amenities through walkways, trails and greenways.
- Respect, protect, and celebrate the environment.
- Encourage opportunities for environmental stewardship, protection, and education.
- Utilize parks to attract visitors, encourage tourism, and stimulate the economy.
- Foster opportunities for community participation in cultural, music, and art events.
- Ensure meaningful community consultation with the public, all stakeholders and First Nations.



*Blind Bay Beaches*

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3



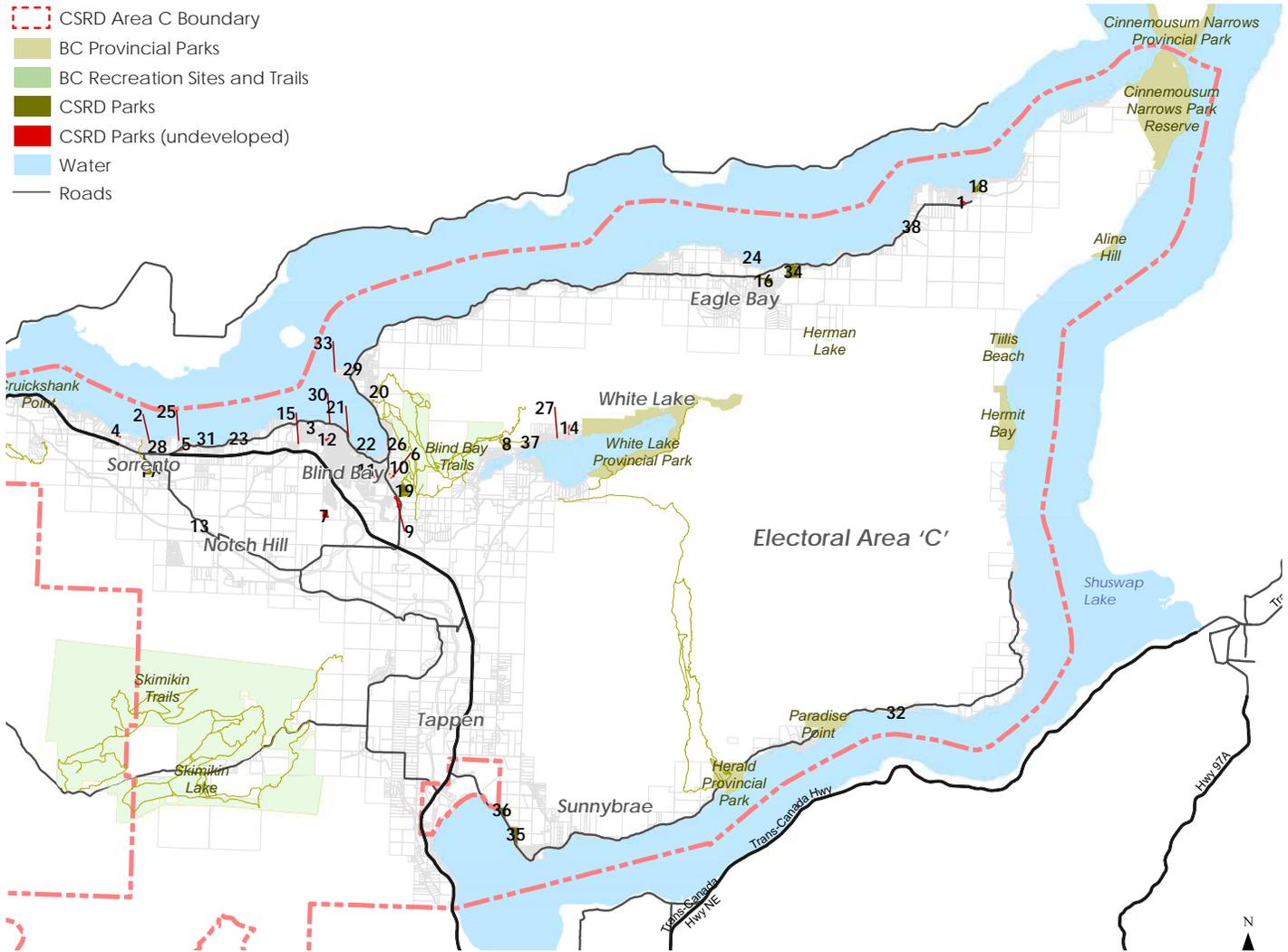
# Park System Overview & Key Findings

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CSRD Electoral Area C currently has 38 parks and 58.8 hectares of developed parkland that range from large community parks to lakefront beaches to neighbourhood parks to local trail connections. There are also over 4,000 hectares of provincially managed parks and open spaces available for public use that provide access to wilderness areas, trails, viewpoints, and the lakes. The Shuswap Trail Alliance has also been the major driver behind the development of over 200 kilometres of trail across Area C. The parks system, as well as other greenspaces and trails, is an important contributor to quality of life of residents, enhances community connections, provides opportunities for active living, and also draws visitors and seasonal residents to the area.

Within the parks that are owned and/or managed by the CSRD Area C Parks Department there are a variety of features for active and passive recreation, socializing, play, and enjoyment of Shuswap and White Lakes. Among the amenities provided in the parks are sports fields and courts, picnic areas, swimming areas, boat launches, playgrounds, and trails. Some of the key greenspaces in Area C are Sorrento Blind Bay Park, Blind Bay beaches, White Lake Community Park and John Evdokimoff Community Bike Park, community parks in Sunnybrae and Eagle Bay and numerous community trails throughout the area.

# COLUMBIA SHUSWAP REGIONAL DISTRICT: AREA C



## CSRD Managed Parks

- |                                       |                                   |                                    |
|---------------------------------------|-----------------------------------|------------------------------------|
| 1 Broom Road Park                     | 14 Parri Creek Park               | 27 Hugh Road Community Park        |
| 2 Caen Road Community Park            | 15 Pleasant Dale Road Property    | 28 Markwart Road Boat Launch       |
| 3 Cedar Heights Community Park        | 16 Rocky Martinson Community Park | 29 McArthur Road Property          |
| 4 Coates Rd Community Park            | 17 Sorrento Blind Bay Park        | 30 Reedman Road Community Park     |
| 5 Gillespie Subdivision Property      | 18 Wild Rose Bay Community Park   | 31 Robertson Road Community Park   |
| 6 Glenview Property                   | 19 Balmoral Trailhead             | 32 Robinson Creek Community Park   |
| 7 Highlands Property                  | 20 MacArthur Heights Trailhead    | 33 Rocky Point Road Community Park |
| 8 John Evdokimoff Community Bike Park | 21 Blind Bay Beach Pebble         | 34 Shannon Beach Community Park    |
| 9 Loftus Lake                         | 22 Blind Bay Beach Sandy          | 35 Sunnybrae Community Park        |
| 10 Mount Dale Property                | 23 Ferro Road Lake Access         | 36 Sunnybrae Community Park        |
| 11 Mount View Drive                   | 24 Gail Road Community Park       | 37 White Lake Community Park       |
| 12 Mt Tuam Community Bike Park        | 25 Gillespie Road Community Park  | 38 Whitehead Road Community Park   |
| 13 Notch Hill Community Park          | 26 Harbour Road Boat Launch       |                                    |

Figure 4: Draft map illustrating distribution of parks within Area C. Appendix A illustrates maps for the 7 main population centres within Area C.

This chapter provides a system-wide inventory and analysis of Area C parks and amenities, as well as a descriptions of the parks and amenities in each subcommunity. Key findings from stakeholders and the public are also included within each section. While the main focus of this plan is on parks and amenities under the jurisdiction of the CSRD, there are also sections on trails and indoor recreation, arts and culture facilities and programs, which are supported by the CSRD through grants-in-aid. This chapter does not include a park-by-park analysis, but a more detailed inventory of the parks and amenities is provided in *Appendix A – Technical Memo #1*.

Key findings are included at the end of each section, and these directly informed the recommendations found in Chapter 4.

### 3.1 Parkland Classification

The following park classification system is recommended for adoption by the CSRD to help inform future park acquisition, planning, development and operations standards. This system simplifies the categories from five to three to better reflect the current approach to parkland provision. As Area C is made up of several subcommunities, ideally each subcommunity would have at least one community park that is large enough to provide space for gatherings and events, as well as neighbourhood parks within a 10 minute walk of most residents.

Table 1: Proposed Park Classification System

CATEGORY	DESCRIPTION	TYPICAL SIZE & ACCESS	TYPICAL AMENITIES
COMMUNITY PARKS 29.79 HA	Provide opportunities for residents of a subcommunity to gather, play and recreate. May have amenities that attract people from across the Electoral Area.	>2 hectares <ul style="list-style-type: none"> <li>• Walk</li> <li>• Cycle</li> <li>• Drive</li> </ul>	<ul style="list-style-type: none"> <li>• Group picnic and shade shelters</li> <li>• Picnic tables and benches</li> <li>• Washrooms</li> <li>• Large scale play areas</li> <li>• Sport courts/fields</li> <li>• Trails</li> </ul>
NEIGHBOURHOOD PARKS 18.41 HA	Provide play and gathering spaces, ideally within a maximum 10 minute walk from residents.	0.5 –2 hectares <ul style="list-style-type: none"> <li>• Walk</li> <li>• Cycle</li> </ul>	<ul style="list-style-type: none"> <li>• Playgrounds</li> <li>• Open lawns</li> <li>• Picnic tables and benches</li> <li>• Walking paths</li> </ul>
WATERFRONT PARKS 10.6 HA	Parks adjacent to the waterfront which typically include amenities for water activities.	n/a	<ul style="list-style-type: none"> <li>• Swimming area</li> <li>• Beach</li> <li>• Picnic tables and benches</li> <li>• Boat launch</li> </ul>

Currently Area C Parks is functioning as a community park system, aiming to meet the active recreational needs of the residents. If the CSRD pursues the development of a regional parks system in the future, an additional class of “Regional Park” could be added to capture parks that are of regional recreational, historical or ecological significance.

Currently, Provincial parks and recreation sites provide natural areas, trails, camping, and opportunities for other passive outdoor recreation, while the nearby City of Salmon Arm has parks and facilities suitable for large special events, festivals, sports and tournaments.

CATEGORY	DESCRIPTION	TYPICAL SIZE & ACCESS	TYPICAL AMENITIES
REGIONAL PARKS 0 HA	Destination and Special Purpose Parks	>12 hectares <ul style="list-style-type: none"> <li>• Walk</li> <li>• Cycle</li> <li>• Drive</li> </ul>	<ul style="list-style-type: none"> <li>• Special event sites for fairs, festivals</li> <li>• Special natural features, ecosystems and viewpoints</li> <li>• Outdoor sports facilities w/ potential for tournament hosting</li> <li>• Trail networks</li> </ul>

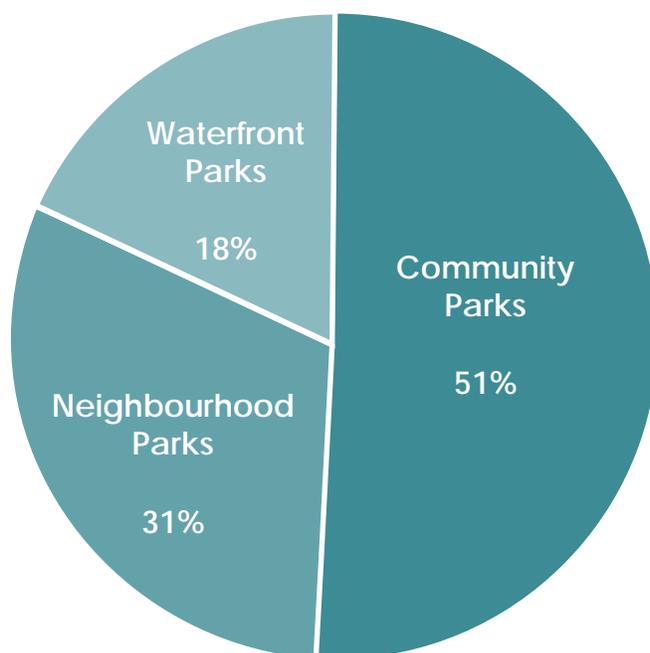


Figure 5: Proportion of existing developed parkland by park classification type

## 3.2 Parkland Quantity

*Area C manages 58.8 hectares of developed parkland.*

*The region's parkland supply is also significantly enhanced by 4,631 ha of provincially managed parks and open spaces.*

CSR District Electoral Area C currently has 38 parks and 58.8 hectares of developed parkland, which provides 7.42 hectares of developed parkland per 1,000 residents. There are an additional 32.66 hectares of undeveloped parkland, but most of this remaining area is not suitable for development of park amenities due to size, location or topography and therefore is not counted within this evaluation.

Compared with six other similar size cities<sup>1</sup>, Area C is roughly on par with the average parkland provision of 7.6 hectares per 1,000 residents. A comparison to nine other regional districts and electoral areas<sup>2</sup> was also completed. The amount of parkland per 1,000 residents in other regional districts ranged from 5.36 to 34.54 ha, with an average of 11.76 ha. The wide range indicates that the context and specific community characteristics, needs and demand likely play a significant role in the amount of parkland. In comparison to these communities, Area C is approximately 4 hectares below average in terms of parkland per 1,000 residents.

In addition to the amount of parkland, the distribution and size are important considerations. Through the inventory, analysis, and community engagement process it was identified that existing parks are small and fragmented and therefore do not allow for the efficient development of community-oriented parks with the amenities most desired by the community.

In order to maintain the current level of parkland provision as the population grows over the next ten years, acquisition and development 4 hectares of parkland development is needed. An additional 3-6 hectares of developed parkland is needed to meet current stakeholder and public demand.

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<sup>1</sup> Comparison communities included Castlegar, Golden, Ladysmith, Merritt, Osoyoos, and Peachland.

<sup>2</sup> Comparison communities included the Regional District Okanagan-Similkameen, Regional District Central Okanagan, East Kootenay Regional District, North Okanagan Regional District (Greater Vernon), and five electoral areas in the Cowichan Valley Regional District.

## KEY FINDING

Electoral Area C is in need of an additional 7-10 hectares of developed parkland over the next 10 years to meet the needs of the current and future population.

*Table 2: Current and future developed parkland per capita without additional parkland added.*

YEAR	POPULATION	DEVELOPED PARKLAND (HA)	DEVELOPED PARKLAND PER 1,000 RESIDENTS (HA)
2016	7,921	58.8	7.42
2026	8,475*	58.8	6.94
2026 with parkland acquisition	8,475*	68.8	8.12

*\*Based on population growth of 3.4% over the last 5 years to project 7% growth over the next 10 years.*

### Area C Park Amenities



ball diamonds



pickleball courts



playgrounds



spray park



soccer fields



swimming areas



tennis courts

## 3.3 Park Amenities

Electoral Area C parks have a wide variety of amenities to support community-based sports, health and wellness that have been developed over the last 10 years. The outdoor recreation amenities include special features such as the bike parks, the waterfront parks, boat launches, and trails that make the Area C parks system such a substantial contributor to quality of life. Overall, the park amenities are well-aligned with the specific interests of Area C residents, but there are some significant areas for improvement.

### KEY FINDINGS

- Existing parks provide basic amenities but their small size and fragmented nature limit overall service to the community
- Permanent residents are ‘satisfied’ or ‘very satisfied’ with overall quality (71.4%), overall selection (56.9%) and overall availability and access (58.8%) with recreation facilities in Area ‘C’ (Peak Planning Associates, 2015).
- The need for more walking paths/trails was identified by stakeholders and the public. This need is also supported by the 2015 Recreation Needs Study (Peak Planning Associates, 2015). Accessible walking paths and loop trails are also needed to support active living for seniors in the community.
- Some of the sports amenities need upgrading to regulation sizes, improved maintenance, and new or improved support amenities.
- Future sport courts should be flexible to provide opportunities for basketball, tennis, pickleball, ball hockey, and other potential uses.
- Stakeholders and community members identified the need for additional play features throughout the parks system, including nature play areas with rocks and logs for climbing and free play.

- The bike parks at Mt. Tuam and John Evdokimoff Community Parks are well-used amenities by children and youth. There is a need for improvements to the bike park at John Evdokimoff Community Park.
- Improvements to the boat launches and lake access points are desired by the community.
- There is a lack of outdoor activities in the winter months.
- There is a lack of parking at some of the most popular parks, which is further magnified by the lack of walkways/ bikeways to parks
- The provincial lake access lots do not provide adequate lake access to support demand and are a source of conflict with residents.

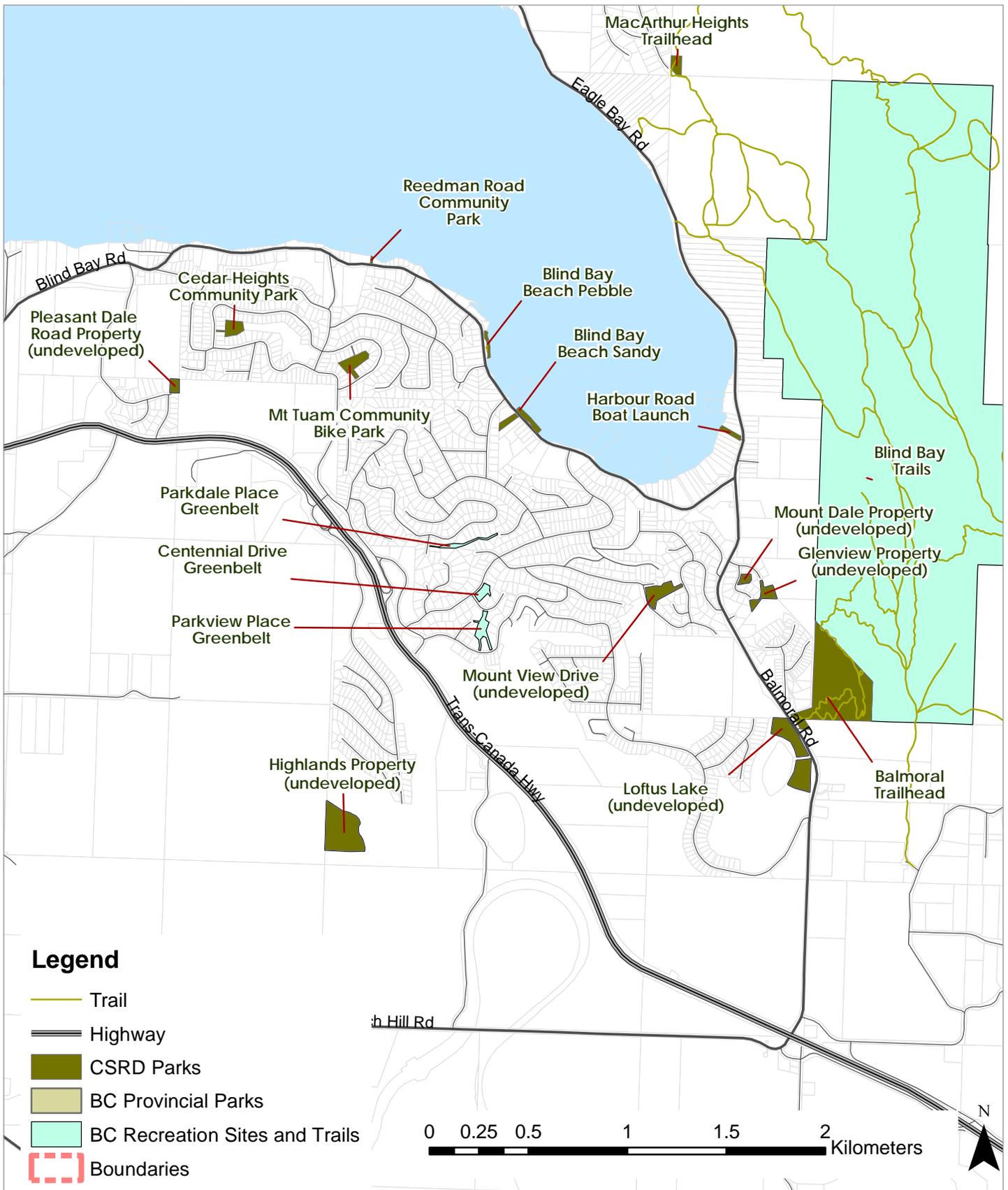
Table 3: Area C Outdoor Recreational Activities by the Numbers<sup>3</sup>

TOP 10 OUTDOOR RECREATIONAL ACTIVITIES	PARTICIPATION
Walking/jogging	15%
Boating	14%
Swimming	13%
Hiking	9%
Golf	8%
Motorized trail activities	5%
Road biking	4%
Cross country skiing	2%
Snowshoeing	2%
Mountain biking	2%

<sup>3</sup> Source: Peak Planning Associates. 2015. Area C South Shuswap Parks and Recreation Study Initiative - Recreational Needs Assessment.

Area C Park Amenities





# CSRD AREA C: BLIND BAY

## 3.4 Subcommunity Snapshots

### 3.4.1 BLIND BAY

Blind Bay is served by four key parks: Pebble Beach, Sandy Beach, Cedar Heights Community Park and Mount Tuam Community Bike Park and by three road access points to the lake. There are also several park sites that are undeveloped, but provide some connectivity through neighbourhoods. Blind Bay residents have access to the extensive Blind Bay Trails system via MacArthur Heights Trailhead and Balmoral Trailhead.

Blind Bay has 25% of the population of Area C, but only 5% of the developed parkland. All of the CSRD parks are under one hectare. However, in addition to the developed parkland, there are two trailhead parks (11.65 ha (28.8 ac) that provide access to over 40 kilometres of trails.

Many of the system wide issues within Area C apply to Blind Bay, such as the need for more and updated park amenities. While a large trail system is located nearby, there is a need for accessible walking trails within the community and the parks for those with health and mobility challenges.

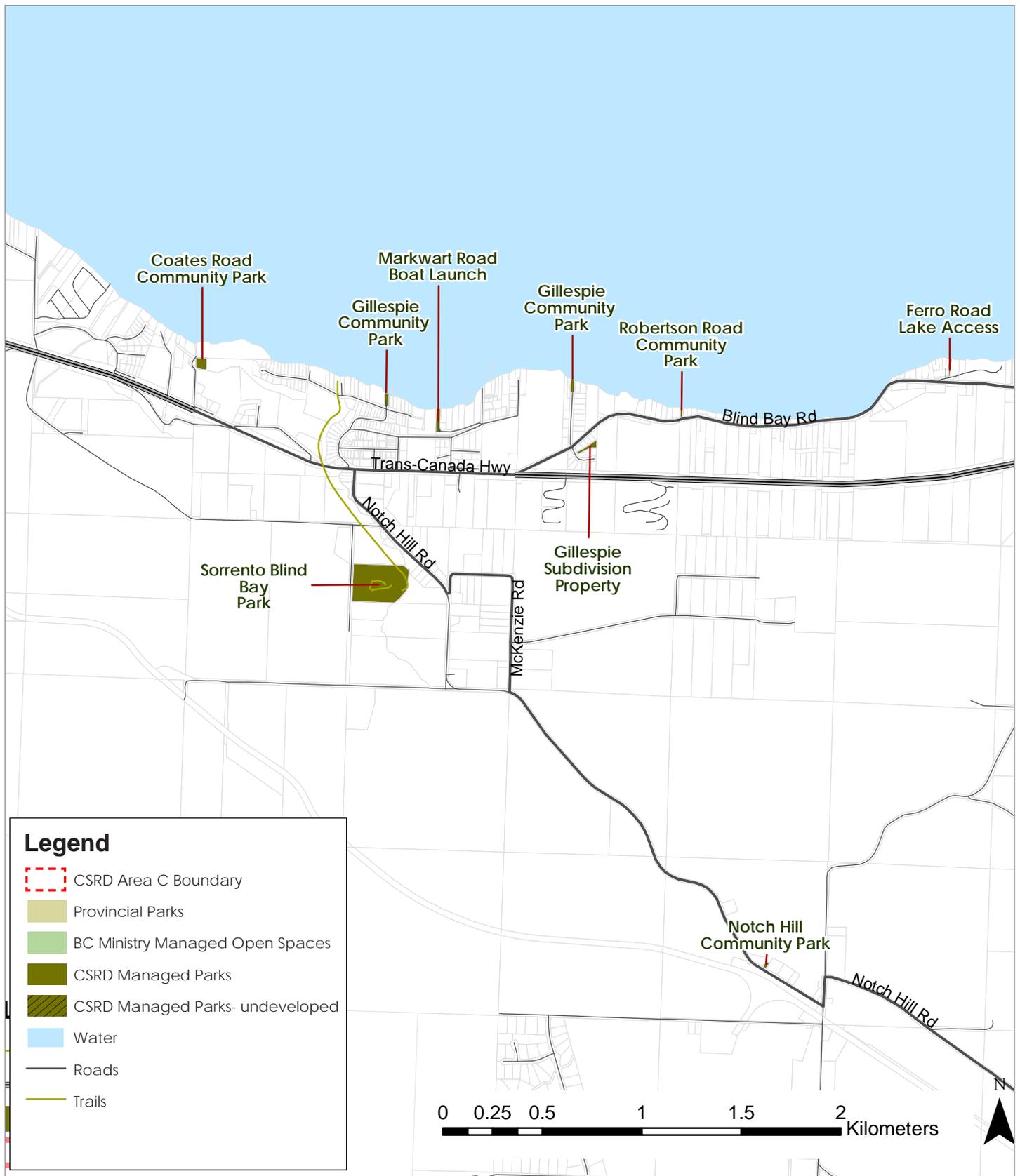
The highest priorities identified through the analysis and discussions with the community were to acquire and develop a large community or regional park that would serve as a central gathering place, and to have more amenities for children, youth and seniors such as walking paths, sports fields, community events and play spaces, as well as more flexible open space. There is also potential to improve the waterfront area near Pebble and Sandy Beaches as an Area-wide amenity. Additional details on community requests for amenities are located in Appendix B – Technical Memo #2.

### Blind Bay by the Numbers

2016 Population: 1,976

Trails: Blind Bay Trails





## CSRD AREA C: SORRENTO

### 3.4.2 SORRENTO

Sorrento has one community park, Sorrento Blind Bay Park, which has most of the amenities for organized sports in Area C, as well as numerous other amenities such as a water/spray park, playground, and picnic shelter. Sorrento also has 4 small lake access lots. Sorrento has 16% of the population of Area C and 9% of the developed parkland.

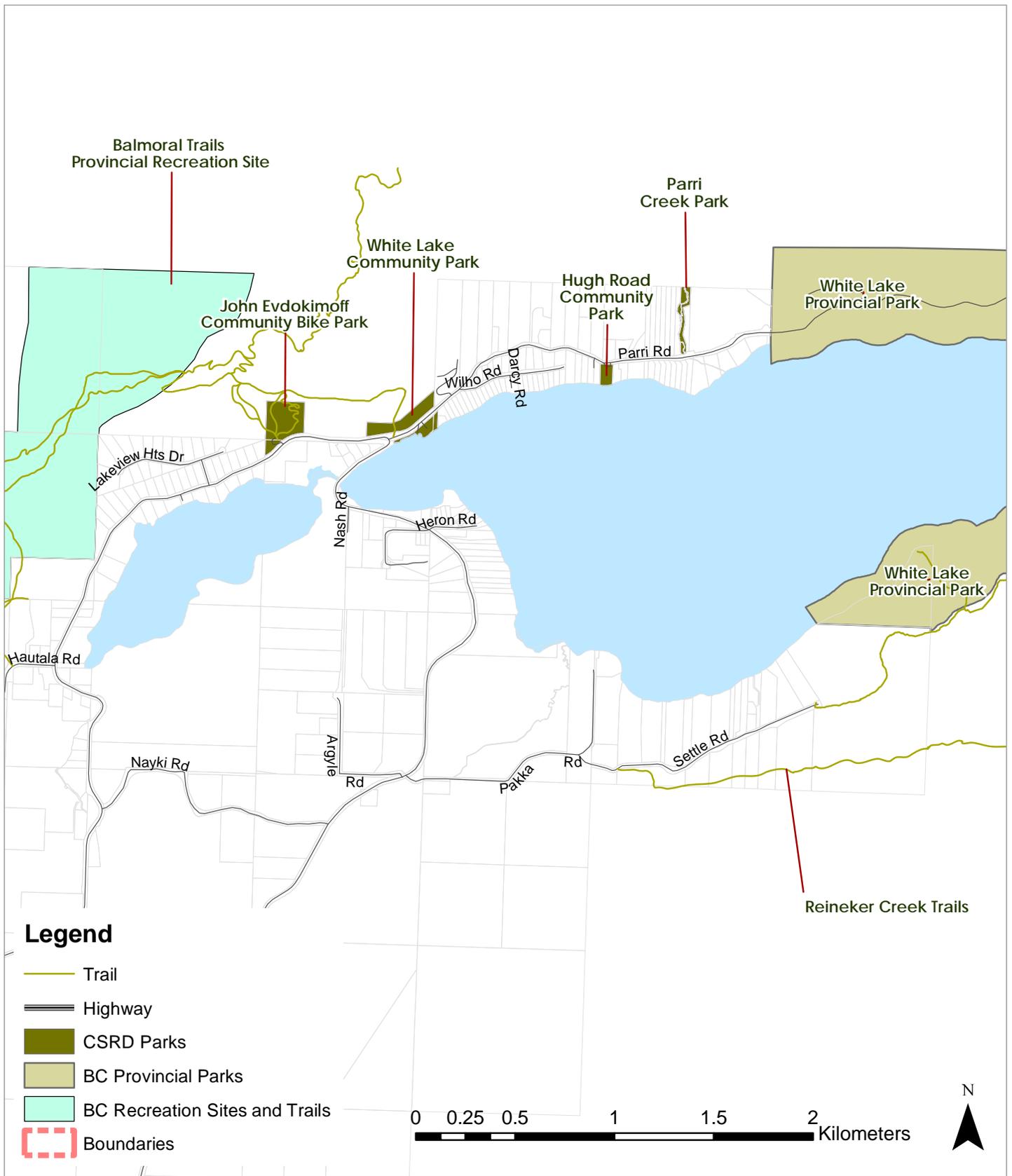
There are no neighbourhood parks, so accessibility for the large number of seniors in the community was highlighted as an issue. Park amenities for seniors such as walking paths and outdoor fitness stations were also mentioned. Although Sorrento Blind Bay Park is an invaluable resource for active and passive recreation, there are several issues that need to be addressed within this park which are described in detail within this section. Sorrento residents have also indicated the desire for improved waterfront and beach access, as the lake access points have limited beach and upland park space.

### Sorrento by the Numbers

2016 Population: 1,285

Trails: Mt. Baldy Trail





## CSRD AREA C: WHITE LAKE

### 3.4.3 WHITE LAKE

White Lake is served by two key parks, White Lake Community Park and John Evdokimoff Community Bike Park. Hugh Road is also used as a swimming and picnic area, in addition White Lake Provincial Park is used for lake access and camping. White Lake Provincial Park is used for lake access and camping. White Lake has 8% of the population of Area C and 12% of the developed parkland.

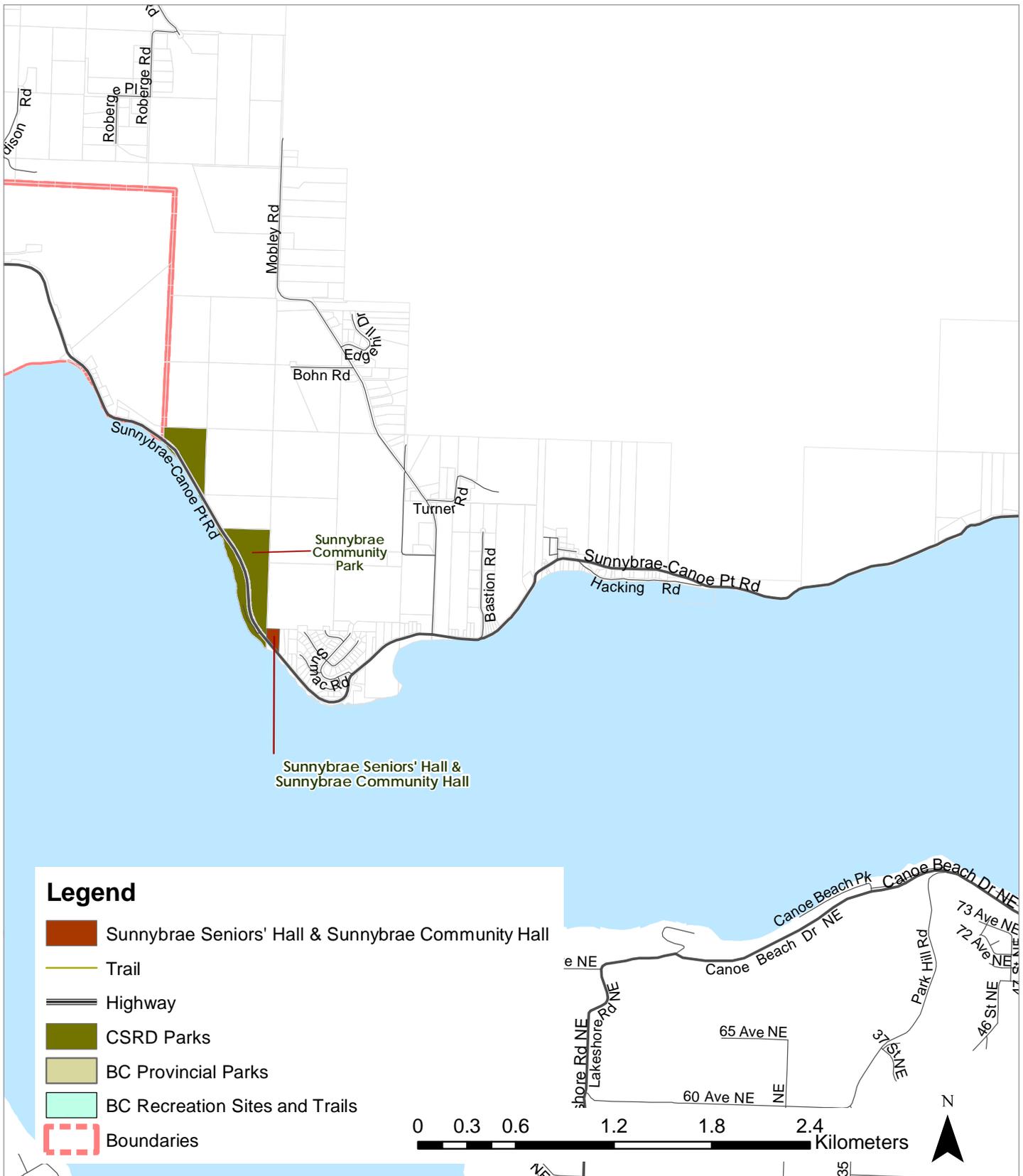
Some issues that exist within White Lake include the lack of a neighbourhood park and playground, aging bike park amenities, aging boat ramps, the need for additional walking trails that connect key places and the lack of educational opportunities available on the environmentally sensitive riparian zone around White Lake. In addition, residents indicate that White Lake Provincial Park is not meeting community recreational needs for access to the lake.

#### White Lake by the Numbers

**2016 Population: 656**

**Trails: Blind Bay to White Lake Trail**





## CSRD AREA C: SUNNYBRAE

### 3.4.4 SUNNYBRAE

Sunnybrae has one park, Sunnybrae Community Park, which has a new playground, seating, picnic areas, swimming areas and trails. Residents also utilize informal trails throughout Sunnybrae, and the nearby Herald Provincial Park. There was significant interest in securing access for existing trails to Sunnybrae Bluffs, adding new trails, and creating a multiuse roadside pathway from Sunnybrae to the Co-op on Trans-Canada Highway. Sunnybrae has 8% of the population of Area C and 30% of the developed parkland.

Only a small portion of Sunnybrae Community Park is developed, so there are opportunities to increase open space, trails, and other amenities at the park. Some of the amenities desired by the community included sport courts, an improved swimming area and beach, more trails, a designated area for dogs, and preservation and interpretation of the natural areas.

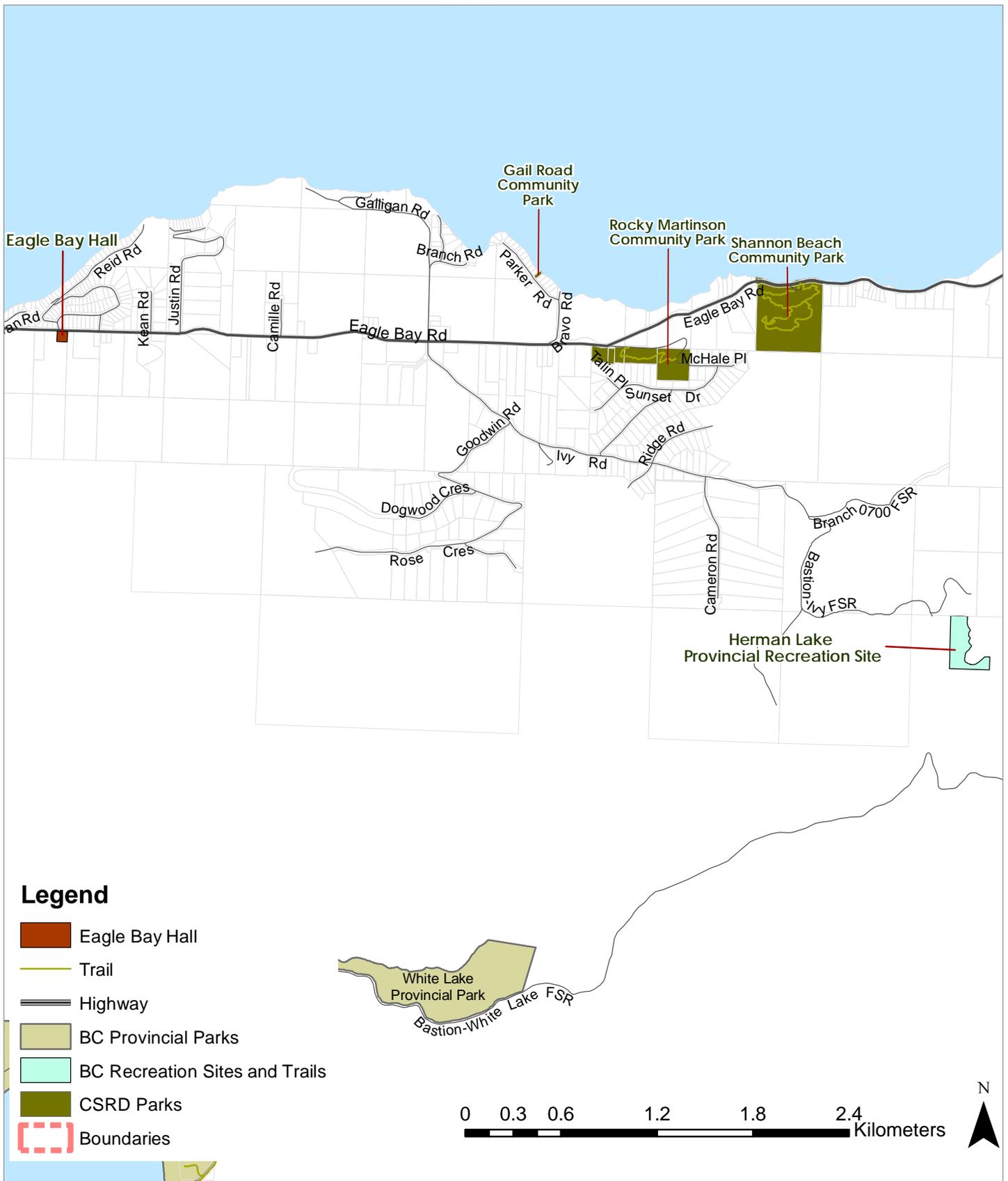
There is currently a portion of the community who would like a boat ramp, constructed within Sunnybrae Community Park. A potential solution is to work with the Province to improve the boat ramp at Herald Provincial Park and to extend the season/hours as an interim option while further public consultation and site investigations at Sunnybrae are conducted to determine the desirability and practicalities of constructing a permanent facility within Sunnybrae Community Park.

### Sunnybrae by the Numbers

2016 Population: 610

Trail: Sunnybrae Bluffs Trail





# CSRD AREA C: EAGLE BAY

### 3.4.5 EAGLE BAY

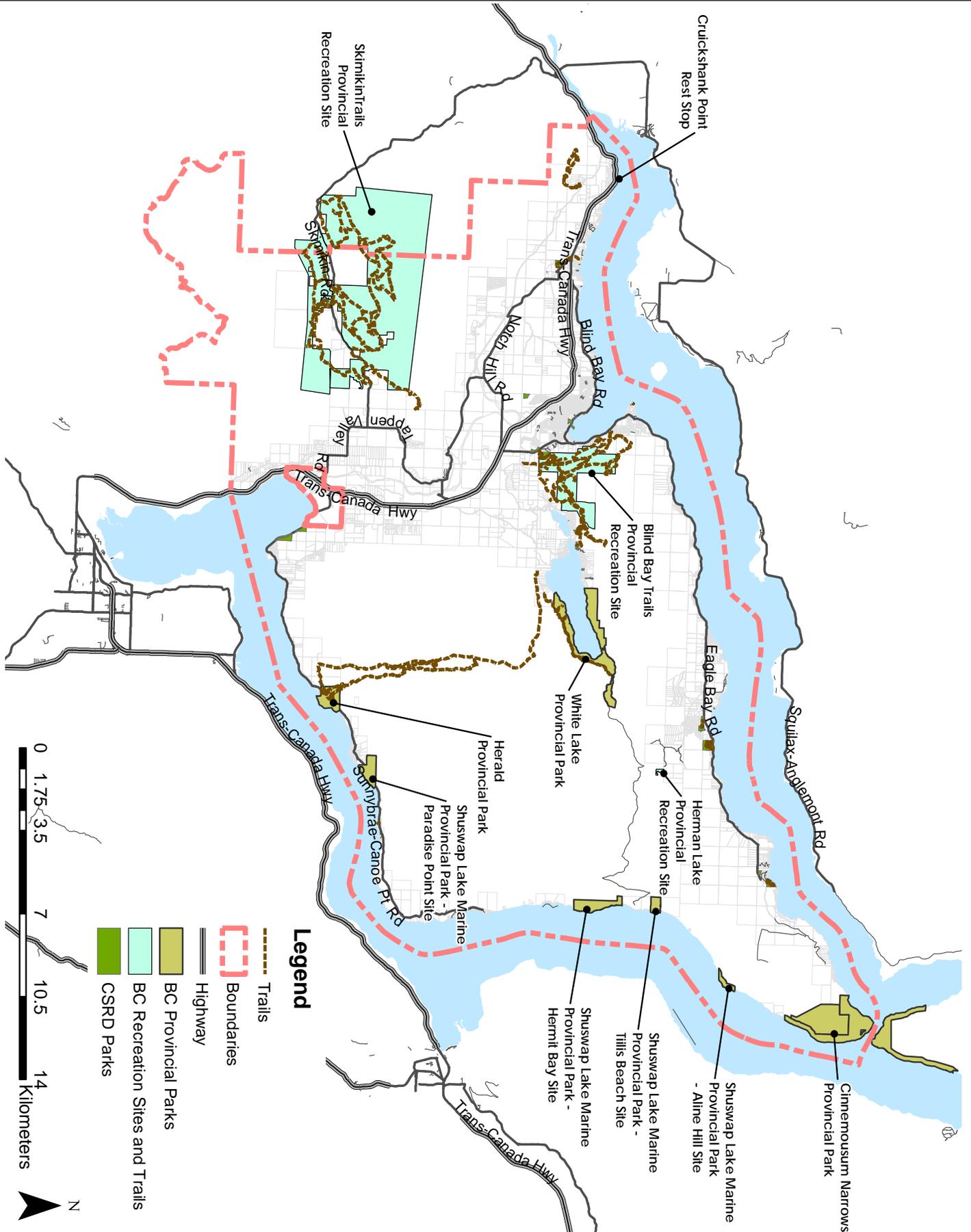
Eagle Bay currently has one key park, Shannon Beach Community Park. There is also a trail within Rocky Martinson Park, the remainder of which is undeveloped. Eagle Bay has 5% of the population of Area C and 45% of the developed parkland.

Eagle Bay does not have a community park and there are no active park amenities at the existing parks. The Eagle Bay Hall has a sport court and some play features on its property, but they are in need of replacement/upgrades and there is only a small amount of outdoor space. Eagle Bay residents have requested a multi-use park with a variety of park amenities and community programs, including kayak and stand-up paddle boarding launch facilities.

### Eagle Bay by the Numbers

2016 Population: 428





CSRD AREA C: PROVINCIAL PARKS

### 3.4.6 OTHER PARTS OF ELECTORAL AREA C

Most of the remainder of Area C is located within the Agricultural Land Reserve, including the communities of Notch Hill and Tappen, or are Provincial Crown lands dominated by forestry. There are also small populations in Wild Rose Bay and Canoe Point. These areas have 37% of the population of Area C and 14% of the developed parkland.

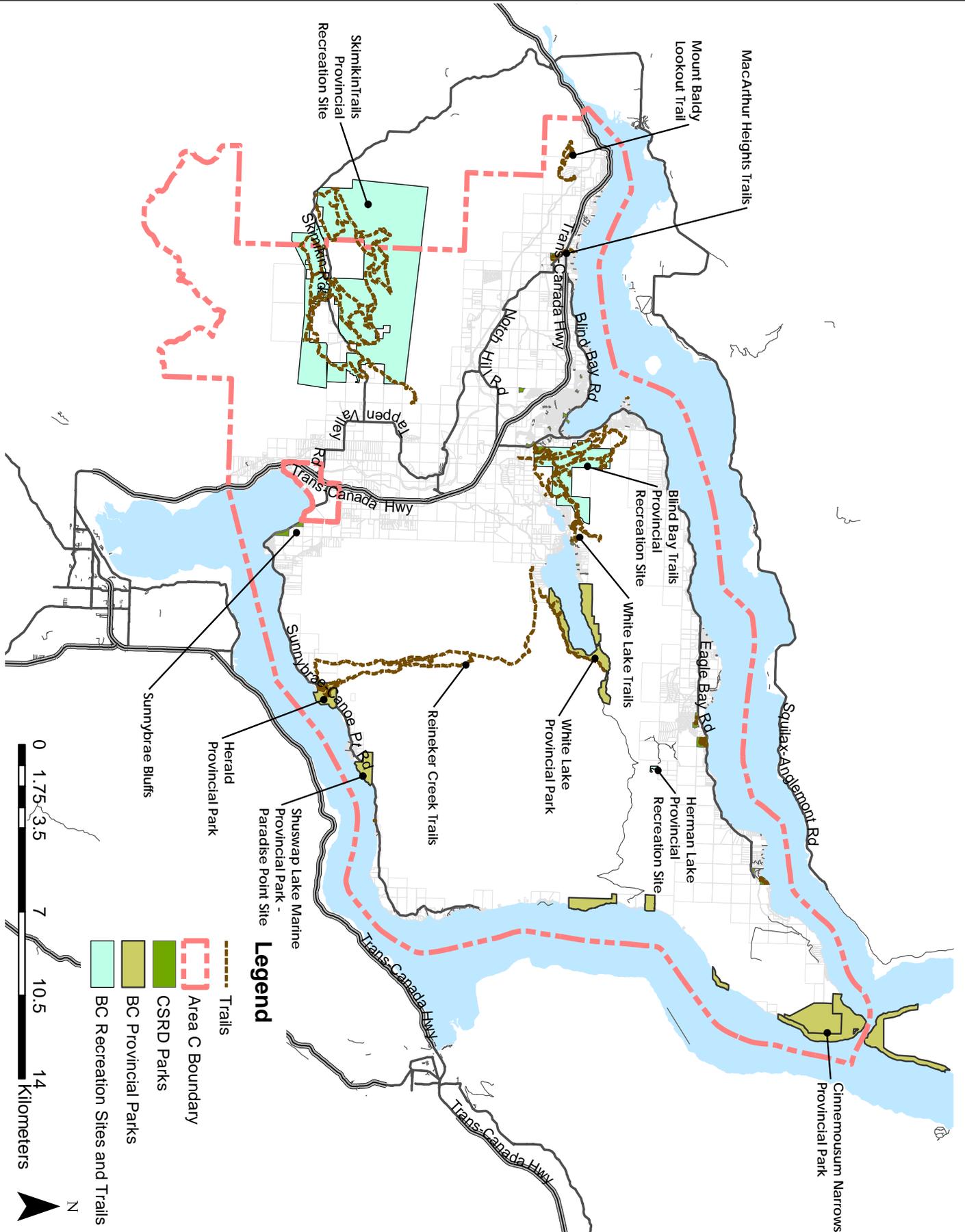
Given the existing land designations and uses, as well as the low density populations, there are fewer CSRD parks and amenities located in these areas. However, there are significant areas of Provincial parkland and recreation sites including the Skimikin Lake and Trails Recreation Sites (~4,000 ha), Herman Lake Recreation Site, Shuswap Lake Marine Provincial Park sites (primarily lake access only), and Cinnemousum Narrows Provincial Park and Park Reserve.

Off-highway vehicle trail use was identified as an outdoor recreational activity that is popular with some in Area C. This activity primarily takes place on Provincial Crown lands and there is potential to create staging areas and support facilities.

### Other Areas by the Numbers

2016 Population: 2,966





CSRD AREA C: TRAILS

## 3.5 Trails

Area C is well supplied with trails, with a network of approximately 234.4 km's of trails that are located primarily on crown lands and other provincial parks and recreation sites. Area C residents value their trail network very highly and recognize its importance to local recreation opportunities and the benefit of attracting tourists.

The Shuswap Trail Alliance has been the major driver of the development of a multi-use trail system that accommodates walking, hiking, mountain biking, and equestrian uses in backcountry areas. The CSRD supports the Shuswap Trail Alliance through grants-in-aid to support trail development. Motorized trail activities are done primarily along the network of forestry roads, and the CSRD does not currently contribute to the development or management of trails for off-road vehicles.

Some of the trail highlights in Area C, both CSRD or Provincial, include the Mt. Baldy Lookout Trail, MacArthur Height Trailhead, Skimikin Trails, Blind Bay Trails (via Balmoral Trailhead) including Blind Bay Ridge and the Blind Bay to White Lake Trail, White Lake Lookout Trail, and Reineker Creek Trails in Herald Provincial Park. Residents of Sunnybrae also value the trail to Sunnybrae Bluffs.

### Public Phone Survey Results Snap-Shot:

*Hiking or walking is the most common outdoor activity enjoyed in both warm and cold weather months, with six-in-ten residents reporting to do so.*

*The most popular activities participated in by children are hiking/walking. Suggestions for improvements of trails include more flat trails.*

Table 4: Area C kilometers of multi-use trails compared to 15 BC communities with populations of 4,000 to 10,000.

	COMPARABLE COMMUNITIES	ELECTORAL AREA C
TRAILS	9.6 km (average)	234.4 km

### KEY FINDINGS

- Continued support for the development and maintenance of trails throughout Area C is important to residents and also contributes to the regional tourism economy.
- For some key trails, such as the Sunnybrae Bluffs Trail and Reineker Creek Trails, long-term, secure tenure for portions of the alignments are needed.
- Signage is needed to improve wayfinding and encourage trail etiquette on multiuse trails.

- Flat, accessible walking paths are needed within Area C parks to encourage active living, particularly for seniors.
- A parallel trail has been constructed in Blind Bay, in cooperation with the Ministry of Transport and Infrastructure, and is a valuable community asset.
- Area C does not have many sidewalks, and there are few roadside pathways to enable walking and cycling to key destinations in the community. A plan to improve active transportation through Area C is needed.
- Given the number of public lake access points, there is potential to create a destination blueways trail for non-motorized boaters to paddle and camp along the shores of Shuswap Lake.
- There are numerous opportunities to incorporate more arts, culture and natural history into the trails system through signage and interpretation.
- First Nations meetings indicated that future trail planning needs to take into consideration sacred areas, including the location of traditional medicinal plants. The implementation of future trails requires further study in order to understand environmental impacts.
- There is interest in creating a new destination trail from Sunnybrae to Cinnamosun Narrows and around to Eagle Bay.
- There is potential to create a blueway with associated staging and camping areas.

### 3.6 Recreation, Arts & Culture

Throughout Area 'C', there are eight community halls owned and operated by volunteer-based community associations, as well as the Shuswap Lake Estates Community Centre which is owned and operated by Shuswap Lake Estates. These community facilities provide places for community meetings, recreation arts and culture programs, and events. The halls are also home to a number of community groups and clubs and serve a very important function in the community.

Currently, the CSRD is not directly involved in the delivery of recreation, arts and cultural activities or programs (i.e. baseball, dragon boating, art classes) and does not formally monitor the delivery and effectiveness of recreation programming. Community associations own and manage their community halls without ongoing involvement by the CSRD, although grants-in-aid are provided primarily for facility maintenance needs. A portion of the annual tax requisition from Area C residents goes to supporting the indoor recreation facilities in Salmon Arm, including the arena, indoor swimming pool, and multiuse recreation facility, in recognition of the usage of the facility by Area C residents.

Through the public and stakeholder engagement, an evaluation of the existing administrative system and community-based approach to the provision of recreation, arts and culture was evaluated. Overall for full time residents the community owned, volunteer run recreation facilities are important features in the community. Collectively, they are well used with high levels of community satisfaction.

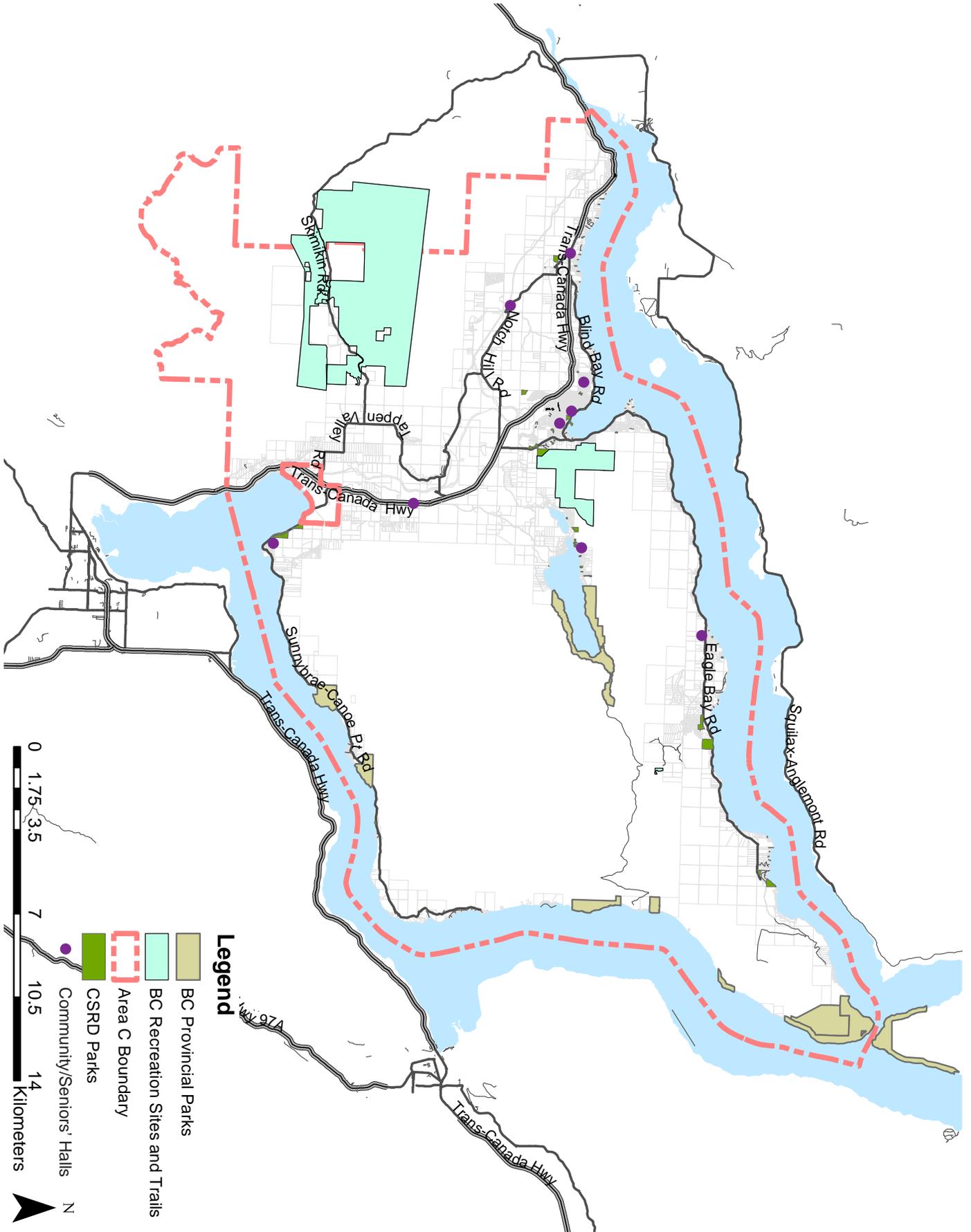
#### KEY FINDINGS:

- Key challenges are that annual membership fees are minimal and insufficient to maintain the buildings without support from the CSRD and other agencies; participation rates are decreasing; and younger residents are not joining the community associations.

#### **Public Phone Survey Results Snap-Shot:**

*For full time local residents, satisfaction with indoor recreation facilities was quite high (68%), while those who are not permanent residents were less satisfied (52%).*

*Blind Bay Community Hall, Sorrento Memorial Hall, Cedar Heights Community Hall and Shuswap Lake Estates Community Centre are used by significant proportions of the full time population and are considered the most popular. However, even at those community halls the frequency of use was less than once per month for most residents (>50%). The most popular indoor recreation, arts and culture activities for residents are local celebrations, fitness classes, social gatherings, art shows and concerts.*



CSRD AREA C: COMMUNITY HALLS

- There is a sense that improvements could be made in both facilities and programs, but there was not an indication that the CSRD should expand their mandate significantly.
- Ideas for how the CSRD could help improve recreation, arts and culture programs that were brought up in the public and stakeholder engagement sessions included:
  - Facilitating communication and coordination between the community halls;
  - Support for increased publicity and public awareness about existing facilities and programs;
  - More support for not-for-profit organizations who are working to meet the needs of older seniors in the community;
  - More outdoor arts and culture opportunities in parks and trails (i.e. art installations, interpretive signage, outdoor performance space); and
  - Continued grants-in-aid to address aging infrastructure and maintenance needs at community halls.

# 4



# Recommendations

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This chapter outlines the recommendations for parks, trails, recreation and culture that were developed within the context of the existing inventory of parks and facilities, the current community profile and projected population growth, and the needs and priorities identified by the public and stakeholders through the public engagement process. The recommendations are organized under the headings of system-wide recommendations, park recommendations by subcommunity, trails and recreation, arts and culture.

## 4.1 System-Wide Recommendations

This section presents system wide recommendations for planning and operational policies that support the parks system as a whole in Electoral Area C.

### *1. Encourage the Development a Regional Park Plan*

CSRD parks mandate is primarily focused on the provision of community level parks and on meeting the recreational needs of residents in each electoral areas. As service areas correspond with electoral area boundaries, each electoral area has a distinct budget and parks plan. As such, protection of natural resources within the Regional District and provision of major regional destination parks is considered outside the current mandate, which leaves a potential gap in protection and conservation. Other Regional Districts, such as the Central Okanagan Regional District, have developed regional-wide park plans that govern both the protection of key natural resources and the recreational opportunities at both the regional and sub- regional levels. Encouraging a regional-wide park plan would enhance both conservation and recreation throughout the region.

### ***2. Develop a Maintenance Management Program (MMP)***

As the community grows and the master plan is implemented, Regional District investment in assets will increase. A MMP will assist the strategic management of assets and include an inventory of assets, life cycle costing, maintenance standards and best management practices.

### ***3. Develop Parks Maintenance Standards***

CSRD Area C parks are maintained by different contractors resulting in variable levels of service. The community survey noted public requests for improvements in park maintenance. Standardizing their operations would assist staff in setting budgets and ensuring more consistent and acceptable levels of maintenance across service areas. A review of operating budgets and staffing levels would also be beneficial.

### ***4. Consider Applying for a License of Occupation from the Province for Portions of the Shuswap Lake & White Lake Shorelines***

Feedback from the community indicated that opportunities to walk along the shoreline of Shuswap Lake and White Lake were being lost as a result of the development of piers and boardwalks. A License of Occupation will empower the CSRD to enforce greater regulations with respect to the installation of docks and buoys on Shuswap and area lakes. The capacity of the CSRD to take on this additional operational cost must be carefully evaluated.

### ***5. Acknowledge & Continue the Role of the Parks & Recreation Advisory Committee***

Given the value of the Advisory Committee's past and current work, their knowledge of the Regional District, and their strong connections with the community, it is in an ideal position to assist with communications, priority-setting, and monitoring of progress and benefits during implementation of the master plan recommendations. The current Terms of Reference for the committee are appropriate.

### ***6. Develop a Revenue Generation Policy***

Currently there are low fees for use of park sites and there currently no commercial activities in parks, even though opportunities do exist. A revenue generation policy would be intended to provide

consistency in assessing and determining application of user fees and charges, as appropriate for specific activities, special events and new services in local parks. Revenue would allow the CSRD to provide further services to the community and offset costs associated with funding park programs or events.

### ***7. Conduct Environmental Studies Prior to Any Major Park Development***

Knowledge of existing environmental resources within the parks system will help avoid project road blocks and will highlight opportunities for protection and enhancement of rare and endangered species. Such actions can also add to the quality of visitor experiences.

### ***8. Review Existing Undeveloped Park Lands***

There are several parcels of park land in the Area C parks system that are owned and managed by the CSRD but do not have any active park amenities. An evaluation of the park land inventory should be undertaken to determine whether any of these sites already provide benefits (such as natural areas, habitat corridors, trails and dog off leash opportunities), whether there are opportunities for development of active park amenities in the future (based on the Parkland Acquisition Guidelines in Memo #3), or if there are opportunities to dispose of park land in order to acquire parcels that better meet the needs of Area C residents. A conservative approach should be taken to avoid losing parkland that could be valuable in the future.

### ***8. Develop a Communications & Marketing Campaign***

Some of the existing parks and amenities in Area C are underutilized. A communications and marketing campaign would help improve awareness of the wide variety of parks, amenities, and opportunities that Area C has to offer. The Shuswap Trail Alliance trails brochure is an example of a hard copy option that has been successful in increasing knowledge, awareness, and interest in the trails network. Other examples are also available from other regional districts, such as the Cowichan Valley Regional District (<https://www.cvrld.bc.ca/DocumentCenter/View/79845>).

### ***9. Develop a Cost-sharing Policy and Formula for Parkland Acquisition***

Funds for the acquisition and development of CSRD parks comes from both area-wide and sub-community sources. A strategy is needed to ensure equity within the region that reflects area-wide vs. sub-community park services. An approach may be to consider sub-community taxes for neighbourhood parks and area-wide taxation for community parks.

## 4.2 Park Recommendations

The following section outlines general recommendations that apply to the parks system as a whole followed by specific projects recommended in each subcommunity within Area C. A detailed list of potential future park development amenities is included in Appendix C: Technical Memo #3.

### 4.2.1 BLIND BAY

Blind Bay has a need for more parkland and improved amenities for children, youth, families, and seniors alike. The existing parkland is small and fragmented and there is not an outdoor space that can accommodate community gatherings and events. In addition, the two existing neighbourhood parks are in need of enhancement and renewal. Improvements in waterfront amenities and access is also needed. Blind Bay is also one of the best potential locations for improved waterfront amenities and facilities to support dragon boating and mooring of the search and rescue boat.

#### Recommendations:

- Acquire and develop a community park (2 to 5 ha) in Blind Bay, ideally along the waterfront, that can accommodate desired amenities such as sports fields, walking paths, play features, and space for community events.
- Develop a boardwalk, community pier, search and rescue dock from Pebble Beach Park to Centennial Drive.
- Acquire and develop a neighbourhood park close to Loftus Lake/Valleyview area.
- Upgrade the Harbour Road boat launch.
- Complete the development of Mt Tuam Community Park.
- Provide dragon boat facilities in Blind Bay.
- Cedar Heights Neighbourhood Park: Implement minor upgrades, add accessible features to existing playground.

### 4.2.2 SORRENTO

A key amenity missing in Sorrento is a waterfront park with beach and upland park space. The existing MOTI accesses are not sufficient to provide access and enjoyment of the lake for everyone. Sorrento Blind Bay Park is serving the community of Sorrento and other Area C residents well, but renewal of the park to improve the existing amenities and expand the potential uses would be beneficial to the subcommunity as well as other residents of Area C who use the park.

#### Recommendations:

- Acquire and develop a waterfront community park in Sorrento.
- Sorrento Blind Bay Park: Complete a new park masterplan and redevelop the park.

### 4.2.3 WHITE LAKE

The two key parks in White Lake have potential for further development and improved amenities to serve the needs of the community. John Evdokimoff Community Bike Park is a highlight in the community that needs renewal of the existing bike park features. It also has potential to better serve a wider range of people if amenities such as a playground, picnic area, and seating were added. Several recommendations for the improvement of White Lake Community Park were also suggested, including interpretive signage, pier and boat ramp improvements.

#### Recommendations:

- John Evdokimoff Community Bike Park: Redevelop the site into a family neighbourhood park including a playground, open passive space, family picnic amenities and bike park renewal.

- **White Lake Community Park:**
  - Develop a natural play feature near the picnic facilities.
  - Integrate additional interpretive signage on red and blue listed species present at White Lake.
  - Extend the interpretive boardwalk and add destination fishing pier amenities.
  - Improve the car-top boat ramp and pier at White Lake Community Park.
- Work with the province to improve park amenities at White Lake Provincial Park.

#### 4.2.4 SUNNYBRAE

The three key issues in Sunnybrae were the mixed views on the need for a boat ramp, trail access improvements to Sunnybrae Bluffs, and expansion of amenities at Sunnybrae Community Park. There is a substantial portion of Sunnybrae Community Park that has potential for trails and expanded waterfront access.

#### Recommendations:

- Make a capital contribution to repair the boat ramp at Herald Provincial Park and make an annual contribution to extend the operating season.
- Work with the community to further assess the full need and feasibility of constructing a boat ramp and associated parking facility within Sunnybrae Community Park
- Negotiate access easements for trail access to Sunnybrae Bluffs.
- Continue the development of Sunnybrae Community Park as a regional destination facility.

#### 4.2.5 EAGLE BAY

The main challenges in Eagle Bay are the lack of active park space and serving a relatively small, dispersed population. While there is parkland in Eagle Bay, a majority of it is located toward the east end of the community and is undeveloped. To provide active park space, there is potential to improve the amenities at Eagle Bay Hall and to expand this to a small community park in the future.

##### Recommendations:

- Work with the Eagle Bay Community Association to improve the outdoor amenities on their property.
- Acquire property in Eagle Bay for a new neighbourhood park that can accommodate community gatherings and active park amenities.
- Install natural history interpretive signage at Rocky Martinson Park.

#### 4.2.6 GENERAL PARK RECOMMENDATIONS

In addition to the specific projects identified for each subcommunity, the following recommendations were identified as opportunities to improve the quality and function of parks across Area C.

##### Recommendations:

- Increase the number of park benches, walking paths and shade trees throughout the parks system.
- Install outdoor exercise/fitness equipment in parks and adjacent to community centres.
- Work with provincial environment agencies and local natural history clubs to conduct an environmental scoping exercise of species and habitats at risk within Area C to determine if further conservation actions are warranted.
- Consider implementing a Canada Goose Control Program.
- Add First Nations names and text to signs in parks.
- Continue to work with Shuswap Tourism on info kiosk program.
- Implement a seasonal interpretive program on the history and environment of Area C.

### 4.3 Trails Recommendations

Trails, safe places to walk, and improved connections throughout the community were identified as high priorities throughout the public engagement process. Three significant projects were identified that the CSRD should pursue in Area C. It is important to note that, in addition to these new projects, continued support for the Shuswap Trail Alliance and contributions toward trail development and maintenance is needed. In addition to these recommendations, starting a dialog with user groups regarding trail access for motorized vehicles such as ATVs and snowmobiles is also needed. Ongoing discussions and coordination with the Ministry of Transportation and Infrastructure will need to be a key part of the Active Transportation Plan with regard to roadside pathways.

#### Recommendations:

- Undertake an Active Transportation Plan for Area C.
- Work with Shuswap Trail Alliance to undertake a feasibility study for a destination trail from Tappen/Sunnybrae through White Lake to Cinnemousum Narrows Park Reserve.
- Continue work on the detailed planning process for a blueways initiative and park infrastructure with the Shuswap Trail Alliance.
- Work with the Switzmalph Cultural Society to develop interpretive signage.
- Install trail etiquette signage to promote multiuse of trails.

## 4.4 Recreation, Arts & Culture Recommendations

The existing community-based approach to the provision of recreation, arts and culture is currently meeting the needs of the community, but there is room for the CSRD to increase the level of support through grant-in-aid, volunteer support, and coordination and facilitation expertise. The Interior Health Authority specifically highlighted the need to improve support for older seniors who want to age-in-place in the community; there is also potential for improved support for community outreach and communication of program opportunities overall. The CSRD should continue to periodically review the existing delivery model to ensure that it continues to meet community needs.

### Recommendations:

- Support communication and coordination of recreation programs in community centres.
- Continue to provide financial support where possible for essential maintenance and upgrades to community centres.
- Provide grant-in-aid to support classes and health/wellness programs for seniors.

# 5



# Implementation Plan

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This implementation plan provides a framework for achieving the recommended projects for Electoral Area C parks. A variety of strategies and funding options will need to be considered in order to implement the recommended projects for Electoral Area C parks.

This implementation plan does not represent a commitment to spend. Spending decisions are ultimately made through the annual budget process and approved by the CSRD Board. While this implementation plan provides a guide, the CSRD should remain flexible to meet the changing community needs of Area C residents, as well as the opportunities and financial capabilities of the Regional District over time.

## 5.1 Annual Area C Parks Budget Overview

The CSRD, 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 population. Many strategies will be dependent on partnerships and coordination between different levels of government, as well as with community organizations. Staff require dedicated time to build partnerships, develop resources, establish volunteer committees, and to build new required skills. Many of the funding avenues described here will require ongoing attention to establishing and maintain productive partnerships.

The parks budget varies from year to year, but is generally \$500,000-600,000 annually based on the tax requisition. Most of the budget is dedicated toward ongoing operations, maintenance, and

upgrades/repairs to existing amenities and parks. Approximately \$50,000-100,000 is available annually to pursue the development of new parks and amenities. There is also a park land acquisition fund and a capital reserves fund that are expected to stand at around \$830,000 and \$20,000, respectively, at the end of 2017. Generally, funds from development projects contributing cash-in-lieu of parkland dedication are put into the park land acquisition fund and any surplus from the annual budget is put into the capital reserve fund.

Each park project, particularly those that are new park development capital investments, will require additional operating funds for ongoing maintenance and future life cycle replacement and upgrade costs. There may also be a need to adjust staffing levels to meet recreation and park demands. In recognition of these factors, an increase in the annual operating budget for Area C parks should be included for each capital project undertaken in the parks system. The operational budget and staffing needs should also be reviewed periodically to ensure the goals for service and maintenance can be achieved.

In order to provide quality park services and meet expectations, the CSRD must harness all the energy and resources within and around the community. A key role of the CSRD is to be a facilitator and communicator, collectively drawing together the strengths, talents and resources of its residents, leveraging partnerships with multiple agencies and businesses, building connections with surrounding communities and continuing to work with all levels of governments.

## 5.2 Implementation Framework

Projects with budget implications fell into four general funding categories:

- **Minor Capital and Operating Projects:** These projects can likely be incorporated into existing annual budgets and staff work plans;
- **Major Capital and Operating Projects:** These projects are beyond the existing annual budget constraints;
- **Park Land Acquisitions:** Land acquisition is not funded through the annual budget, but is primarily achieved through the parks acquisition fund. There are special considerations regarding funding strategies specific to park land acquisition; and
- **Projects that fall outside the current scope of CSRD Parks Department.**

The projects were separated based on their likely funding category and then were ranked as high, medium or low priority. The priorities were set based on the public engagement feedback, discussion with the Advisory Committee, consideration of equity across the sub-communities, consideration of gaps in the parks system, and the financial capabilities of the CSRD and Area C parks budget. More detail on the funding strategies for each category is also provided following the list of projects.

### **PRIORITY DEFINITIONS:**

#### **High Priority:**

*Complete by year 5.*

#### **Medium Priority:**

*Complete by year 10, or sooner if funding and opportunities arise.*

#### **Low Priority:**

*Complete as opportunities and resources become available.*

## Implementation Table

Project No.	Project Description	Priority	Resources	Category	Community / Project Type
1	Acquire and develop a community park (minimum 2 ha, but ideally ~5 ha) in Blind Bay that can accommodate desired amenities such as sports fields, walking paths, play features, and space for community events.	High	\$1.5-3.0 million	Land Acquisition/ Major Capital	Blind Bay
2	Acquire and develop a waterfront community park in Sorrento.	High	Potential for long-term lease plus \$300,000-500,000 for development of amenities	Land Acquisition / Major Capital	Sorrento
3	Develop a boardwalk, community pier, search and rescue dock from Pebble Beach Park to Centennial Drive.	High	\$1,500,000	Major Capital	Blind Bay
4	Work with Shuswap Trail Alliance to undertake a feasibility study for a destination trail from Tappen/Sunnybrae through White Lake to Cinnemousum Narrows Park Reserve.	High	\$50,000	Major Capital	Trails
5	Work with the Eagle Bay Community Association to improve the outdoor amenities on their property.	High	\$200,000	Major Capital	Eagle Bay
6	"John Evdokimoff Community Bike Park Redevelop the site into a family neighbourhood park, including a playground and bike park renewal. "	High	Phase 1: \$115,000 Phase 2: \$50,000	Major Capital	White Lake
7	Make an annual contribution to repair and extend the operating season of the boat ramp at Herald Provincial Park.	High	\$25,000 plus \$1,000 annual contribution	Minor Capital	Sunnybrae
8	Work with the Switzmalph Cultural Society to develop interpretive signage.	High	\$30,000	Minor Capital	Trails
9	Increase the number of park benches, walking paths and shade trees throughout the parks system.	High	\$10,000 annually	Minor Capital	General
10	"White Lake Community Park Develop a natural play feature near the picnic facilities. "	High	\$10,000	Minor Capital	White Lake
11	Work with provincial environment agencies to conduct an environmental scoping exercise of species and habitats at risk within Area C to determine if further conservation actions are warranted.	High	\$30,000	Minor Capital	General
12	Consider implementing a Canada Goose Control Program.	High	\$10,000 annually	Minor Operating	General

Project No.	Project Description	Priority	Resources	Category	Community / Project Type
13	Support communication and coordination of recreation programs in community centres.	High	Staff Time	n/a	Recreation, Arts and Culture
14	Continue work on the detailed planning process for a blueways initiative and park infrastructure with the Shuswap Trail Alliance.	High	Staff Time	Outside of the current Area C parks mandate.	Trails
15	Continue to provide financial support where possible for essential maintenance and upgrades to community centres.	High	\$50,000	Outside of the current Area C parks mandate.	Recreation, Arts and Culture
16	Undertake an Active Transportation Plan throughout Area C.	High	\$80,000	Outside of the current Area C parks mandate.	Trails
17	Acquire and develop a neighbourhood park close to Loftus Lake / Valleyview area.	Medium	\$250,000 – \$350,000	Land Acquisition	Blind Bay
18	Negotiate access easements for trail access to Sunnybrae Bluffs.	Medium	\$50,000 - \$200,000	Land Acquisition	Sunnybrae
19	"Sunnybrae Community Park Continue the development of Sunnybrae Community Park as a regional destination facility. "	Medium	\$200,000 - 500,000	Major Capital	Sunnybrae
20	"Sorrento Blind Bay Park Complete a new park masterplan and redevelop the park."	Medium	\$200,000 - \$500,000	Major Capital	Sorrento
21	Upgrade the Harbour Road boat launch.	Medium	\$120,000	Major Capital	Blind Bay
22	"White Lake Community Park Integrate additional interpretive signage on red and blue listed species present at White Lake."	Medium	\$15,000	Minor Capital	White Lake
23	Add First Nations names and text to signs in parks.	Medium	\$30,000	Minor Capital	General
24	Mount Tuam Community Bike Park: Complete the development of the park.	Medium	\$30,000	Minor Capital	Blind Bay
25	Provide grant-in-aid to support classes and health/wellness programs for seniors.	Medium	\$20,000	Outside of the current Area C parks mandate	Recreation, Arts and Culture

Project No.	Project Description	Priority	Resources	Category	Community / Project Type
26	Acquire property in Eagle Bay for a new neighbourhood park.	Low	\$250,000	Land Acquisition	Eagle Bay
27	"White Lake Community Park Extend the interpretive boardwalk and add destination fishing pier amenities."	Low	\$75,000	Major Capital	White Lake
28	Blind Bay Pebble & Sandy Beaches: Provide dragon boat facilities in the region.	Low	\$20,000 - \$100,000	Major Capital	Blind Bay
29	"Cedar Heights Neighbourhood Park Implement minor upgrades and add accessible features to the existing playground. "	Low	\$100,000	Major Capital	Blind Bay
30	Install outdoor exercise/fitness equipment in parks and adjacent to community centres.	Low	\$50,000	Major Capital	General
31	"White Lake Community Park Improve the car-top boat ramp and pier at White Lake Community Park. "	Low	\$75,000	Major Capital	White Lake
32	Continue to work with Shuswap Tourism on info kiosk program.	Low	\$1,000	Minor Capital	General
33	Install natural history interpretive signage at Rocky Martinson Park.	Low	\$5,000	Minor Capital	Eagle Bay
34	Install trail etiquette signage to promote multiuse of trails.	Low	\$5,000	Minor Capital	Trails
35	Work with the province to improve park amenities at White Lake Provincial Park.	Low	Staff Time	n/a	White Lake
36	Implement a seasonal interpretive program on the history and environment of Area C.	Low	\$20,000 - \$50,000	Outside of the current Area C parks mandate.	General

## 5.3 Funding Strategies

### 5.3.1 FUNDING STRATEGIES FOR MINOR CAPITAL PROJECTS

Minor capital projects are likely to be paid for through the annual budget and core funding from taxes. This core funding may be supplemented by user fees or capital plans, but these are rarely enough to offset anything beyond minor capital costs or a proportion of operating expenses.

Development Cost Charges (DCCs) and parkland dedication through subdivision are an essential resource for providing municipal services to a community. However, these are likely to be limited in the CSRD unless the community sees a significant increase in new development in the future. If this is the case, DCCs could 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. sport fields, playgrounds, trails, fencing, landscaping, drainage and irrigation). Parkland dedication is discussed further in Section 3.5 Parkland Acquisition.

#### Capital Reserve Fund Development

The CSRD has a capital reserve fund, but this fund is limited and will be quickly depleted unless a regular annual contribution is made. The practice of regularly putting a percentage of the annual Area C parks budget into the capital reserve fund can be an important part of the funding and implementation of larger park development projects. Over the past 10 years, contributions to the capital reserve fund have averaged approximately 3% of the annual tax requisition. Increasing this annual contribution to 10% could enable implementation of some of the major capital projects listed above in a more timely fashion.

#### Grants

The CSRD should continue to monitor for grant opportunities to assist with the development of park and trail amenities. With the current economic climate, funding opportunities are limited; however, maintaining contact with local MLAs and MPs helps raise

awareness and communicate the needs in the community. Health authorities are becoming increasingly instrumental in acquiring new grants for parks and recreation as stronger correlations are being made between active and healthy living.

Because grants can be quite beneficial, it is worth ensuring that staff are monitoring for grant opportunities and have the time and resources to develop applications, including those which support local associations and non-profit societies. Partnership grant applications either with another government agency or a non-profit group often gain more support. The best resource is the CivicInfo BC website. As well, membership to Big Online a privately owned on-line resource providing a comprehensive source of fundraising information, opportunities and resources for charities and non-profits may be beneficial if staff or volunteers have the time to monitor for relevant opportunities.

Community members should be encouraged to lead or assist with relevant grant applications such as community grants whose funds are only available to residents and not municipal governments. Examples of community grants include the Kraft celebration tour which makes available up to \$25,000 for awarded Community Projects, or the ParticipACTION Teen Challenge which provides resources for encouraging teens to be active, including equipment or other funding. In addition, the City should encourage community groups to offer in-kind contributions and volunteer hours, where appropriate.

### **5.3.2 FUNDING STRATEGIES FOR PARK LAND ACQUISITION**

Parkland acquisition requires a separate analysis and consideration of alternative funding strategies compared with minor and major capital projects. Area C has a Park Acquisition Reserve Fund with approximately \$830,000, which will help achieve some, but not all of the recommended acquisitions. In order to acquire parkland to meet the existing and future needs of Area C residents, additional funding sources are needed. Options for funding acquisition include creation of park land acquisition funds, donations, land swaps, short term and long term borrowing, and licenses/leases. Parkland may also be acquired through park dedication through the development process.

#### **Parkland Dedication and Fees-in-Lieu at Subdivision**

As neighbourhoods develop, it is important that appropriate land be dedicated to serve local residents as well as for ecological protection and enhancement. Not all subdivisions have land areas of interest that meet the objectives of the community. Therefore, careful review of all subdivision parks dedication proposals should be undertaken, and the benefits of the proposed dedicated lands be weighed against the vision and recommendations set out in this Plan. Where lands do not meet the vision and recommendations, cash-in-lieu should be provided for purchase of suitable park lands. This can also enable purchase of larger parcels than would be possible as parkland dedications. Generally, parkland dedication and fees-in-lieu deferral requests should not be accepted.

#### **Parkland Acquisition Fund Development**

The Local Government Act provides the authority for regional districts to establish bylaws to requisition taxes from properties within member municipalities for a parkland acquisition and development. A number of regional districts have recently implemented referendum-based tax initiatives to support the purchase of parkland including: Capital Regional District, East Kootenay Regional District, Comox Valley Regional District and Central Okanagan Regional District. Regional District of Okanagan-Similkameen is also currently exploring a regional park conservation funding program.

The typical process includes completing a regional park plan, establishing a prioritized acquisition program with budgets, launching a public consultation and questionnaire followed by a referendum program to seek support. Regional districts have found support for proposals to provide a legacy of more parkland, for development of active community parks or for conservation of important natural areas.

Each regional district custom designs the park acquisition fund to address local park priorities and dovetail with existing planning and decision-making. The fund can be financed through a property tax, parcel tax, local area service tax or fees.

The annual per parcel levy in other areas of British Columbia range from \$6.00-17.25 with an average of \$10/per year/per household on average. Programs typically run from 10 – 20 years depending on the acquisition program, subject to review every 5 years.

Table 5: Comparison of Land Acquisition Funding in Other Regional Districts

<b>LAND ACQUISITION FUND ANNUAL CONTRIBUTIONS<sup>1</sup></b>	
REGIONAL DISTRICT	PER HOUSEHOLD PER YEAR
Capital Regional District	\$ 9.25
Regional District of Central Okanagan	\$ 17.25
Regional District of Nanaimo	\$ 6.00
Cowichan Valley Regional District	\$ 10.50
<b>AVERAGE</b>	<b>\$ 10.75</b>

### 5.3.3 PROJECTS OUTSIDE THE CURRENT CSRD PARKS DEPARTMENT MANDATE

Through the development of this plan, a number of projects and recommendations were identified that are outside of the current mandate of Electoral Area C Parks. The following projects are recommended to address needs identified through the project process, but the CSRD Board will need to review these projects and, if warranted, amend the bylaw or identify another appropriate avenue.

1 (Golder Associates, 2015)

Table 6: Project Recommendations Outside of the Current CSRD Mandate

RECOMMENDATION	PROJECT TYPE	ESTIMATED COST	PRIORITY
Undertake an Active Transportation Plan throughout Area C.	Trails	\$80,000	High
Continue to provide financial support through grants and aid where possible for essential maintenance and upgrades to community centres <sup>2</sup> .	Recreation, Arts & Culture	varies	High
Support communication and coordination of recreation programs in community centres.	Recreation, Arts & Culture	Staff Time	High
Continue work on the detailed planning process for a blueways initiative and park infrastructure with the Shuswap Trail Alliance.	Trails	Staff Time	High
Co-sponsor keep fit classes and health/wellness programs for seniors.	Recreation, Arts & Culture	\$20,000	Medium
Implement a seasonal interpretive program on the history and environment of Area C.	General	\$20,000	Low

## REFERENCES

BC Stats. (2016, August). Sub-Provincial Population Projections - P.E.O.P.L.E.

CSRD. (2015). Electoral Area 'C' Official Community Plan Bylaw No. 725.

Golder Associates. (2015). Parkland Supply Standards Research. Metro Vancouver Regional Parks.

Shuswap Economic Development. (2014). Community Profile: CSRD Area C.

Statistics Canada. (2016). Census Profile, 2016 Census.

<sup>2</sup> Funding is currently provided through grants and other sources outside of the existing parks budget.



# Appendices