

 HEALTHY INDIVIDUALS
 HEALTHY COMMUNITIES
 HEALTHY ENVIRONMENT



**A 10 Year Game Plan for Parks, Trails,
and Recreation in the Regional District of
Okanagan-Similkameen**

January 2023





TERRITORIAL ACKNOWLEDGEMENT

The RDOS acknowledges that we work within the traditional, unceded territory of the syilx people in the Okanagan Nation.



An aerial photograph of a dense forest. A wooden boardwalk or bridge crosses a narrow stream. The forest is composed of various types of trees, including evergreens and deciduous trees with green foliage. The stream is calm and reflects the surrounding greenery. The overall scene is peaceful and natural.

EXECUTIVE SUMMARY

A man in a white t-shirt and dark pants is climbing a tall wooden wall with various handholds. He is wearing a red helmet and a harness. A man in a black t-shirt and cap is standing on the ground, holding a blue rope that is attached to the climber. A woman in a black tank top and dark pants is also standing on the ground, looking up at the climber. In the background, there is a doorway leading to another room with exercise equipment. The wall is covered in graffiti and has several handholds of different shapes and sizes. The floor is covered with a blue mat.

A man in a white t-shirt and dark pants is climbing a tall wooden wall with various handholds. He is wearing a red helmet and a harness. A man in a black t-shirt and cap is standing on the ground, holding a blue rope that is attached to the climber. A woman in a black tank top and dark pants is also standing on the ground, looking up at the climber. In the background, there are blue exercise balls and other gym equipment. The wall has some graffiti and the word "Hi" written on it.

A man in a white t-shirt and dark pants is climbing a tall wooden wall with various handholds. He is wearing a red helmet and a harness. A man in a black t-shirt and cap is standing on the ground, holding a blue rope that is attached to the climber. A woman in a black tank top and dark pants is also standing on the ground, looking up at the climber. In the background, there are blue exercise balls and other gym equipment. The wall has some graffiti and the word "Hi" written on it.

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ENGAGEMENT BY THE NUMBERS



1,593

Resident Surveys



440

Sounding Board Ideas



240

Pins on the Online Map



21

Virtual Interviews & Workshops



27

Organizations Interviewed



6

Online Stakeholder Surveys



Developing the Plan Was a Collaborative Undertaking

To gather input into and build support for the Plan, a diverse engagement process involving over 1,000 residents, stakeholders, parks and recreation commissions, and elected officials as well as staff from the Regional District, local, and provincial governments, was implemented. The focus and priorities established in the Plan are a direct reflection of the thousands of ideas shared during the engagement process. Based on the analysis of these ideas and input, the following themes emerged as community priorities:

- **Expand and connect** the network of parks and trails.
- **Protect** the region's environmentally important areas.

- **Enhance and diversify** the region's current parks, trails, recreation facilities and services.
- **Include** everyone in the region's parks, trails, and recreation facilities and services.
- **Manage and maintain** existing parks, trails, and recreation facilities.
- Enhance **volunteerism and stewardship**.
- Strengthen **partnerships**.

However, this is just a summary of the emerging ideas. To learn more about what the community and stakeholders had to say, please review the detailed What We Heard Report and the Stage 2 Engagement Synopsis.



Strategic Framework

Through this plan, the Regional District is acknowledging what many residents and visitors already believe - parks, trails and recreation are essential public services and critical to the quality of life in the region. To ensure the Regional District remains focused on parks, trails and recreation's role as an essential service, a strategic framework has been developed and will guide decision making into the future. The framework consists of clearly defined outcomes, a mission, and guiding principles.

Desired Outcomes

Over the next 10 years, the Regional District will work collaboratively with its partners to achieve the following outcomes:



Active, Healthy Living & Connected Communities

- All citizens are meeting daily physical activity guidelines and have a basic level of fitness.
- All residents have the leisure literacy needed to take part in a diversity of recreation pursuits.
- Residents' pride in and connections with their families, friends, communities, and nature are strengthened.



Inclusive & Equitable Access

- All residents have equitable access to and feel included and welcomed in the Regional District's parks, trails and recreation facilities and programs.



Climate Change Adaptation & Resilience

- Parks, trails, and recreation facilities protect and/or incorporate green infrastructure that enhances the region's climate change resilience and adaptation.
- More residents are using the region's trails as active transportation corridors, reducing transportation related greenhouse gas emissions.



Protection of Ecologically & Culturally Important Areas

- Ecologically and culturally important areas and the ecological services they provide are protected, healthy, functioning and, where needed, restored.



Connectivity

- The region's communities and major destinations are connected through an interconnected network of trails and active transportation corridors.



Truth & Reconciliation

- The region's relationship and collaboration with Indigenous peoples is grown through parks, trails and recreation and these services support the implementation of the calls to action identified through the **Truth and Reconciliation Commission**.



Economic Growth, Diversification & Resilience

- The Regional District's parks, trails and recreation facilities are motivating tourism to the region and skilled labour and businesses to choose, or remain in, the region.



Supportive Environments

- The physical and social environments are in place to enable and support the enjoyment of parks and trails and participation in recreation by all residents.



Capacity and Awareness

- A strong and active base of volunteers are helping to build and actively contribute to parks, trails, and recreation services.
- Parks, trails, and recreation services are valued, well managed and appropriately resourced.

Mission

The mission of the Regional District's parks, trails and recreation service is to:

Provide all regional residents and visitors with year-round access to a diversity of quality, inclusive and sustainable parks, trails, and recreation opportunities that protect the region's ecologically and culturally important areas; enhance the physical and mental health of residents and strengthen the community well-being and economic sustainability of the region.



Principles

Aligned with the *Framework for Recreation in Canada (2015)*, the following principles will guide the Regional District's, and its partners, decision making about parks, trails, and recreation over the next 10 years:

-  Parks, trails, and recreation are **Essential Public Services**.
-  Programs, policies, and investments that **maximize the public good** will be favoured and prioritized.
-  Decisions will be **outcome driven and evidence based**.
-  Parks, trails, and recreation facilities and services will be planned, designed, operated, and managed to **accessible, equitable and inclusive** for all residents.
-  Parks, trails, and recreation facilities and services will be **safe** and of the highest **quality**.
-  **Diverse** recreation opportunities will be available **year-round**.
-  Planning, design, operation, and management of parks, trails and recreation facilities will be **environmentally sustainable, support climate change adaptation and resiliency and apply firesmart principles where ecologically appropriate**.
-  Parks, trails, and recreation services are strengthened through **collaboration and partnerships**.
-  Parks, trails, and recreation services will be delivered in a **fiscally responsible** way and in accordance with sound asset management practices.

Game Plans

To achieve the outcomes, “game plans” have been developed for each core service area – parks, trails, and recreation. Each “game plan” contains strategic directions and tangible actions that the Regional District will implement, or work with partners to implement, over the next decade. The strategies in each game plan are outlined here. Please see the full report for the actions associated with each strategy.

Game Plan for Parks

1. Activate & increase investment in the regional parks service.
2. Expand the regional & local park system.
3. Enhance & diversify regional & local parks.
4. Formalize & enhance water access.
5. Green parks & park operations.
6. Activate regional & local parks.
7. Proactively manage visitation.
8. Make it easier to learn about & find parks.
9. Adequately resource parks.

Game Plan for Trails

1. Expand & connect trails.
2. Enhance trails.
3. Proactively manage visitation.
4. Activate trails.
5. Make it easier to find & enjoy trails.
6. Enhance collaboration & coordination.

Game Plan for Recreation

Service Delivery Strategies

1. Establish a baseline level of service across the Regional District that aligns the level of investment provided.
2. Focus on recreation programming that advances equity, inclusion & accessibility.
3. Undertake initiatives to better understand arts & cultural activity needs.
4. Enhance communications geared towards getting more residents more active in recreation programming and spontaneous activity.
5. Collect & utilize data to inform future recreation programming & infrastructure decision making.
6. Continuously monitor recreation needs & trends.

Infrastructure Strategies

1. **Aquatics Facility:** Balance providing this in-demand amenity with the cost of providing aquatics infrastructure.
2. **Ice Arenas:** Determine the best course of action to sustain existing ice arena provision.
3. **Gymnasium / Large Span Dry Floor Spaces:** Ensure large span dry floor spaces are available to support demands for spontaneous recreation and meet a diversity of community needs.
4. **Sports Fields:** Better understand utilization levels and identify the highest value use for sports fields within the Regional District.
5. **Outdoor Court Sports:** Balance emerging needs for activities like pickleball while ensuring quality infrastructure for a variety of outdoor activities that utilize sport court surfaces (tennis, basketball, ball hockey, etc.).
6. Additional system wide recreation infrastructure strategies:
 - » Consider climate leadership and sustainability when planning for recreation infrastructure.
 - » Identify opportunities to 'place make' at recreation facilities across the Regional District.
 - » Ensure sufficient and consistent community engagement is undertaken when exploring small capital projects and major capital development (renovations, expansions, retrofits, and new development).

Overarching Strategies

The following strategies apply to each core service areas and will be implemented:

1. Update & modernize the policy & bylaw framework
2. Include everyone in parks, trails & recreation
3. Support truth & reconciliation
4. Asset management
5. Enhance the governance structure for seeking citizen & stakeholder advice on regional & local parks, trails & recreation services
6. Actively develop & support volunteers & volunteerism
7. Utilize a consistent & transparent approach when contemplating significant capital investment

Plan at a Glance

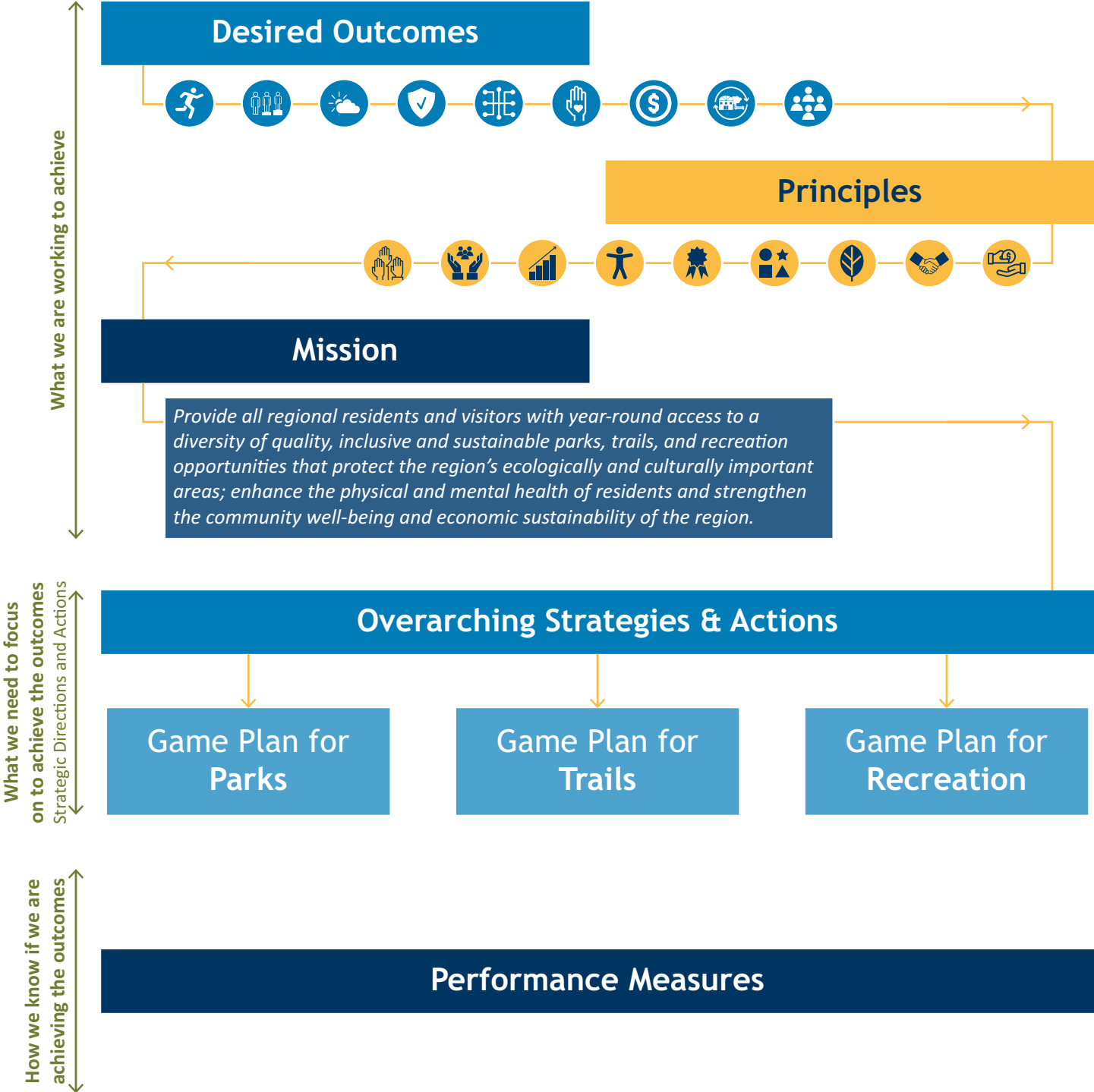


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INTRODUCTION



The Regional District of Okanagan-Similkameen (Regional District) is one of the most desirable places to live, work, play and visit in British Columbia and in Canada. The abundance of natural spaces, parks, and trails together with the wide range of recreation facilities, services and amenities are at the foundation of what makes the Regional District such a desirable place to live, work and visit. Regional District parks protect and connect residents and visitors to nature, help to sustain ecosystem services on which we depend, and support the region's ability to adapt to climate change. Regional District trails connect communities, provide opportunities for physical activity and enjoying nature and help reduce carbon emissions through active transportation, while Regional District recreation facilities and services help to build healthy and productive residents and strong families and communities. Parks, trails and recreation facilities and services provided by the Regional District and its partners are essential to the well-being of residents, the environment, and the regional economy. But great parks, trails and recreation systems don't "just happen". They require strategic planning, appropriate investment, and proactive management.

RECREATION...

"... is the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community well-being."

- Framework for Recreation in Canada (2015)



Figure 1 Guide to the Master Plan

1.1 PURPOSE OF THE PLAN

Focused on the next 10 years, the purpose of this Master Plan (the Plan) is to provide a long-term framework to guide decision making about the development, management and investment in parks, trails and recreation facilities and services throughout the Regional District. More specifically, the Plan:

- Provides an inventory and evaluation of the current state of the parks, trails, indoor and outdoor recreation facilities that are operated or cost shared by the Regional District,
- Articulates the interests and priorities of residents and stakeholders as identified during community and stakeholder engagement,
- Defines the desired outcomes that the Regional District is working to achieve and the mission and principles that will guide decision making into the future, and
- Outlines the 'Game Plans' that will be implemented to ensure the Regional District will deliver the outcomes it has set out to achieve.

Focused on achieving shared regional outcomes and advancing shared priorities, the Plan is intended to be championed by the Regional District Board and serve as a consistent framework and guiding document for future planning initiatives and decisions by the board and staff. While the Plan is focused on the services delivered or funded by the Regional District, it provides insights and direction that can benefit all Regional District partners and collaborators including other levels of government, local volunteer groups, developers, community stakeholders and the private sector. The plan is deliberately strategic, long-term in nature, and provides direction to more tactical and project specific planning (Figure 2). The trails component of this plan builds on the foundational direction and work established in the 2012 RDOS Regional Trails Master Plan.



Figure 2 Planning Hierarchy



1.2 PLANNING AREA & SCOPE

The planning area for the master plan is the Regional District (Figure 3). The Regional District is responsible for the delivery of parks, trails, and recreation services to residents of the Electoral Areas (Figure 3). Additionally, the Regional District owns, operates and / or funds parks, trails and facilities that are within or cross through incorporated municipalities. The focus for this plan is on local and regional parks and trails as well recreation facilities and services that the Regional District directly owns, funds, supports and/or operates.

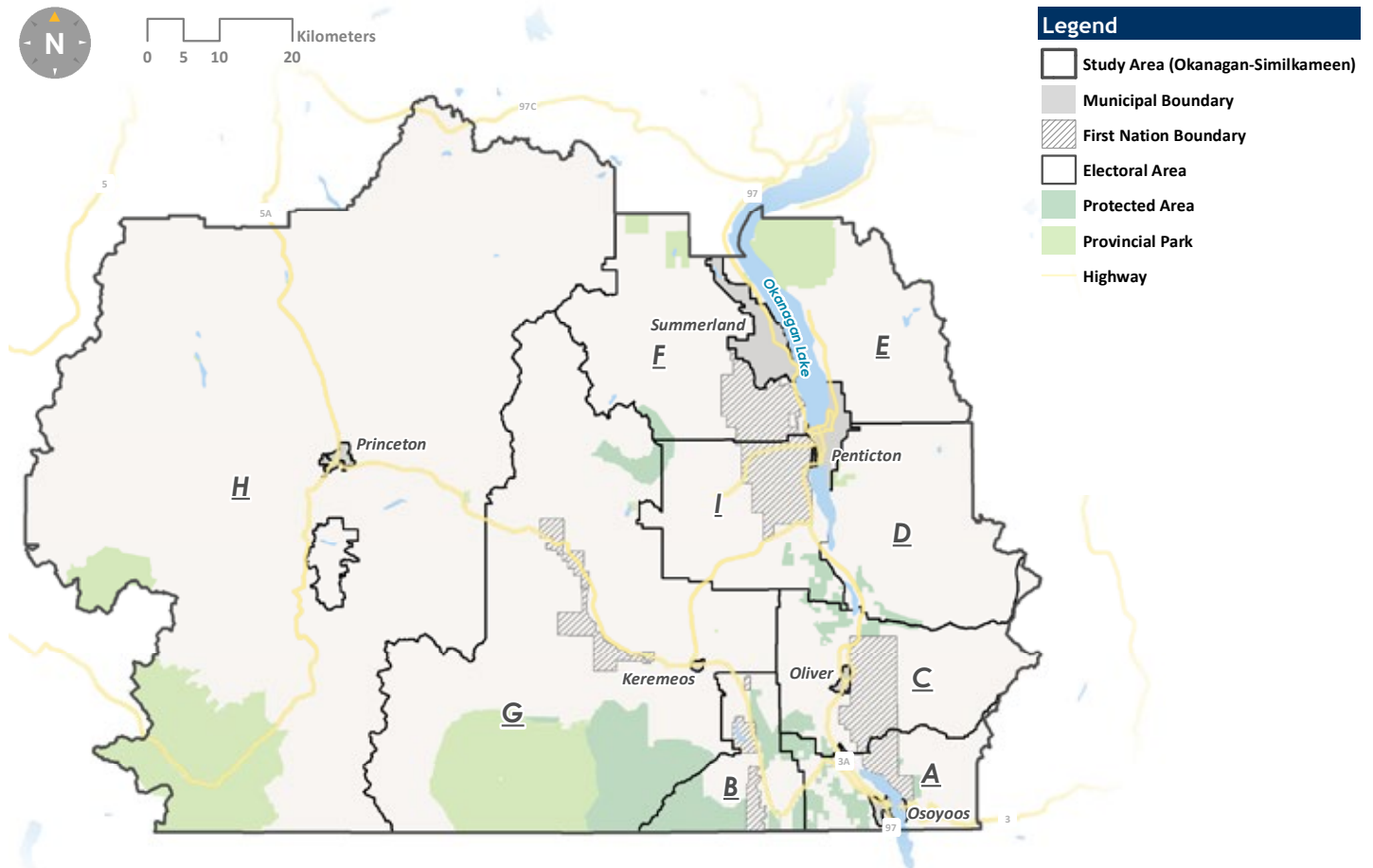


Figure 3 Planning Area

1.3 PLANNING & ENGAGEMENT APPROACH

Initiated in the spring of 2021, the Plan was developed through a four phased planning process (Figure 4).

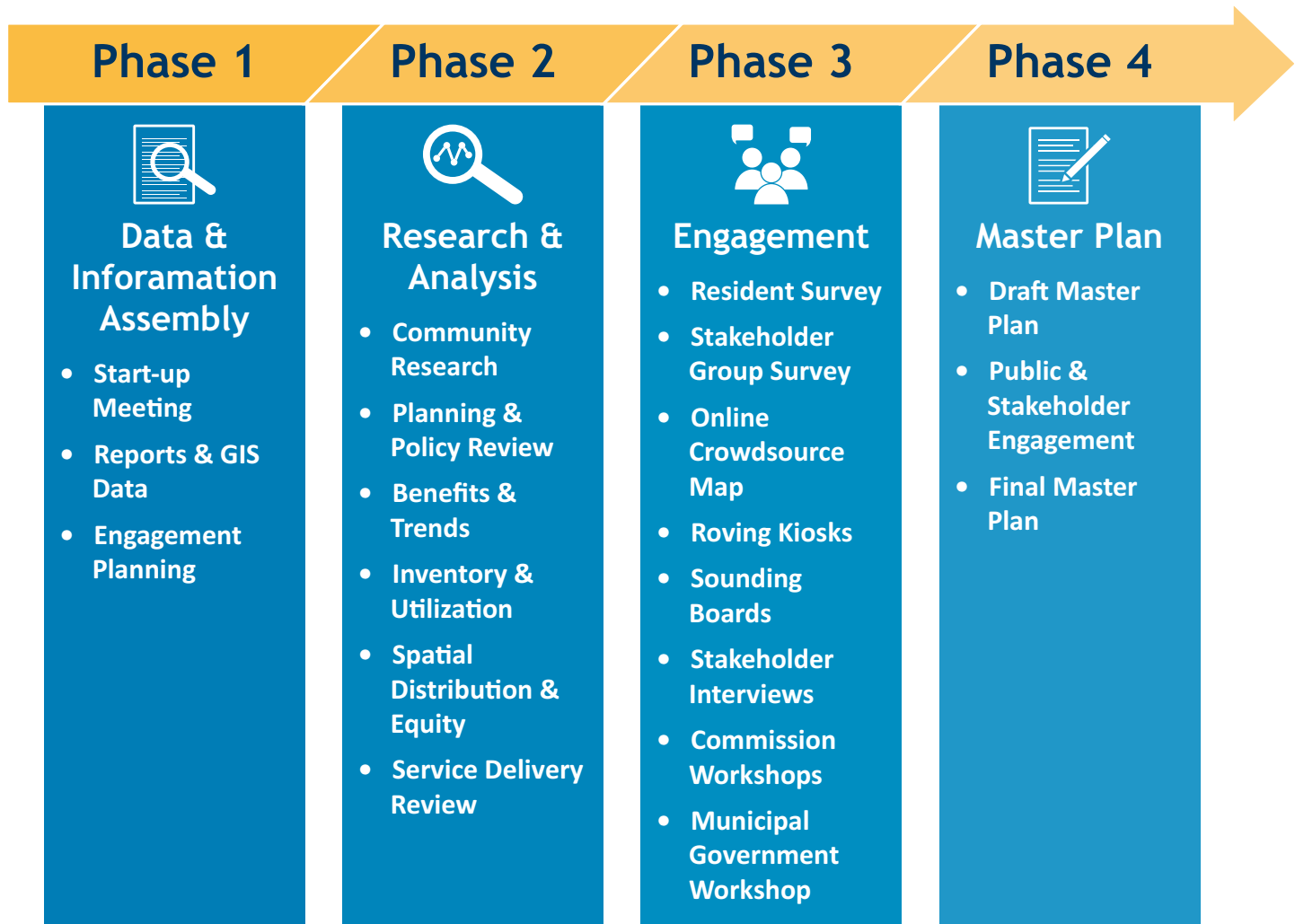


Figure 4 Planning Process



To gather input into and build support for the Plan, the Regional District led a diverse engagement process that involved over 1,000 residents, stakeholders, parks and recreation commissions, and elected officials as well as staff from the Regional District, local, and provincial governments. This Plan is a direct reflection of the thousands of ideas shared during the engagement process. At the time of developing this plan, no comments or feedback had been received from Indigenous communities in the region. The Regional District is committed to continuing to build and strengthen relationships with Indigenous communities and to exploring how Indigenous communities may want to be involved in the implementation of this plan.

To enable anyone with an interest in the future of parks, trails, and recreation to participate in the planning process, two engagement programs were undertaken:

- **Program 1** (April – June 2021) was focused on gathering input and ideas about how the Regional District’s services are used, the issues and challenges confronting parks, trails and recreation and the opportunities and priorities to enhance them.
- **Program 2** (September - October 2022) presented and sought input on the draft master plan.

ENGAGEMENT BY THE NUMBERS



1,593

Resident Surveys



440

Sounding Board Ideas



240

Pins on the Online Map



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Virtual Interviews & Workshops



27

Organizations Interviewed



6

Online Stakeholder Surveys

To make the engagement process as accessible as possible, the following engagement tools were utilized:

-  **Regional Connections project website.**
-  **Online resident survey.**
-  **Online stakeholder group survey.**
-  **Sounding Boards – distributed throughout parks, trails, and recreation facilities.**
-  **Parks and Recreation Commission workshops.**
-  **Community and stakeholder virtual interviews and workshops.**
-  **Online interactive crowdsource mapping platform.**

Engagements were undertaken during the COVID-19 pandemic. Public and staff safety were paramount, and pandemic health and safety protocols limited the ability to host traditional in-person engagements such as open houses.



THE VALUE OF PARKS, TRAILS & RECREATION



Parks, trails, and recreation bring immense benefits to communities, residents, the environment, and the regional economy. Investing in parks, trails and recreation is a deliberate strategy to help address and overcome many of the social, environmental, and economic challenges that we face today, such as:

- Increasing physical inactivity and chronic health problems, including mental health.
- Climate change resilience and adaptation.
- Loss of biodiversity, ecosystem services and natural capital.
- Conversion of viewsapes and loss of culturally important areas.
- Truth and reconciliation with First Nations.

- Racism, equity, and inclusion.
- Economic development and diversification.
- Sustainable transportation.

Research into the benefits of parks, trails and recreation is extensive. The **National Benefits Hub** provides an extensive repository of peer reviewed literature that substantiates the individual health, social, cultural, environmental, and economic benefits of parks, trails, and recreation.¹

Research assembled in the National Benefits Hub clearly demonstrates that, when well planned, executed, and appropriately resourced, parks, trails and recreation can deliver the following benefits:

Benefits of Parks, Trails & Recreation

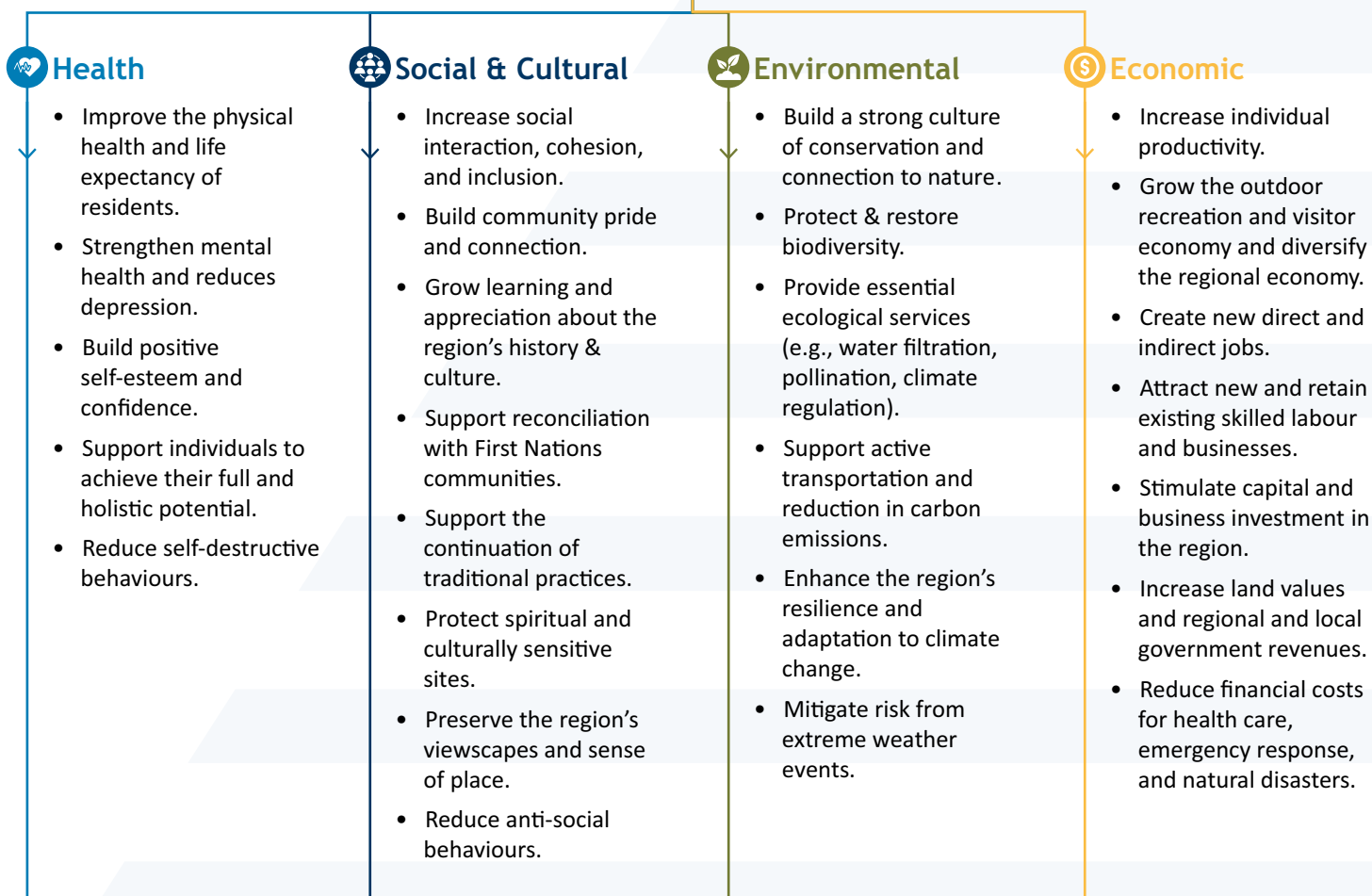


Figure 5 Benefits of Parks, Trails, & Recreation

Pedestrian and bicycling infrastructure make 46% more jobs than road-only projects



**Bicycle
Projects**

11.4
Jobs



**Pedestrian-Only
Projects**

10
Jobs



**Multi-Use Trail
Projects**

9.6
Jobs



**Road-Only
Projects**

7.8
Jobs

Figure 6 Economic Benefits of Pedestrian and Bicycling Infrastructure Projects (Source: Canada's National Active Transportation Strategy)

PLANNING FOUNDATIONS



Demand for parks, trails and recreation services is driven by the size, composition, and distribution of the Regional District's population. Making good decisions about the future of parks, trails and recreation services requires an understanding of the Regional District's current and future population and demographic characteristics.

3.1 POPULATION & POPULATION PROJECTIONS²

In 2020, the total estimated population of the Regional District was 88,465. The population has trended slightly upwards since 2015 at a projected average annual rate of growth of 1.0% or 845 persons per year. Municipalities within the Regional District receive about 10 new arrivals each year for every 1 new arrival to an Electoral Area. The projected population of persons living on First Nation Reserves is approximately 3,323 in 2020 or 3.8% of the total regional population. Approximately 72% of the total regional population lives in municipalities while the remaining 24% lives in Electoral Areas. Table 1 summarizes population figures by jurisdiction within the Regional District.

Table 1. Population by Jurisdiction

	2015 Total Population	2020 Total Population (Estimated)	Net Increase 2015-2020 (Count)	Average Annual Increase 2015-2020 (Count)
Electoral Areas				
Electoral Area "A"	1,890	2,061	171	34.2
Electoral Area "B"	1,090	1,066	-24	-4.8
Electoral Area "C"	3,605	3,571	-34	-6.8
Electoral Area "D"*	3,574	3,704	130	26.
Electoral Area "E"	1,933	2,006	73	15
Electoral Area "F"	2,075	2,149	74	15
Electoral Area "G"	2,288	2,249	-39	-8
Electoral Area "H"	1,949	1,995	46	9
Electoral Area "I"*	2,382	2,469	86.8	17
Subtotal	20,786	21,270	484	97

	2015 Total Population	2020 Total Population (Estimated)	Net Increase 2015-2020 (Count)	Average Annual Increase 2015-2020 (Count)
Municipalities				
Penticton	34374	35978	1604	320.8
Princeton	2879	3030	151	30.2
Oliver	4991	5515	524	104.8
Summerland	11780	12205	425	85
Osoyoos	5082	5423	341	68.2
Keremeos	1481	1721	240	48
Subtotal	60587	63872	3285	657
First Nation Reserves				
Blind Creek 6	27	28	1	0.2
Osoyoos 1	750	878	128	25.6
Ashnola 10	84	93	9	1.8
Alexis 9	13	8	-5	-1
Lower Similkameen 2	58	66	8	1.6
Chopaka 7 & 8	81	89	8	1.6
Chuchuwayha 2	64	57	-7	-1.4
Penticton 1	1786	2104	318	63.6
Subtotal	2863	3323	460	92
Total	84236	88465	4229	845.8

**Calculation is based on an allocation of 40% of the total Census population of Electoral Area D. Area D in this table represents the remaining 60% of the combined total Census population of Electoral Area D.*

Table 2. Age Cohorts (2020)

	0 to 4	5 to 9	10 to 14	15 to 19	65+
Electoral Area "A"	59	59	54	67	665
Electoral Area "B"	53	39	45	60	268
Electoral Area "C"	125	120	137	141	1,112
Electoral Area "D"	165	196	243	269	1,838
Electoral Area "E"	61	75	79	90	549
Electoral Area "F"	69	89	117	136	482
Electoral Area "G"	78	63	81	89	835
Electoral Area "H"	51	48	50	58	685

Note – This data is not available for Electoral Area I due to boundary data changes between Census periods.

Approximately 21,270 people were projected to live in Electoral Areas in 2020. Figure 7 illustrates what proportion of Electoral Area residents live in each Electoral Area. At 17%, Areas "A" and "D" have the largest proportion of the regional population while Area "B" has the smallest proportion (5%).

Population projections prepared for the 2020-2021 Regional Growth Strategy Update for the South Okanagan (Electoral Areas "A", "C", "D", "E", "F", and "I" as well as the municipalities of Osoyoos, Oliver, Penticton, and Summerland) project that the population of municipalities will increase by 5,000 people by 2030. However, the projections suggest that population growth in the Electoral Areas during the same period will remain largely unchanged. The study does not project population changes on First Nation Reserves.

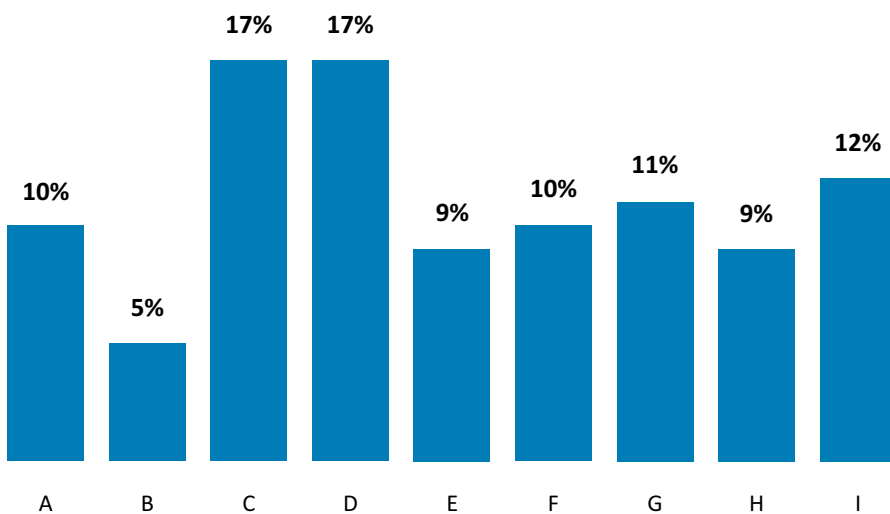


Figure 7 Distribution of Population by Electoral Area



3.2 DEMOGRAPHIC CHARACTERISTICS

The demographic characteristics in the Regional District inform a range of important planning and service delivery considerations. The most relevant insights include:

- Electoral Areas and municipalities both share similar age structures. Ten percent of the total Electoral Area population is aged 0-14 years compared to 12% for municipalities and 15% for First Nation Reserves. Similarly, 32% of the total Electoral Area population is aged 65 and older compared to 32% in municipalities and 34% on First Nation Reserves.
- Median household income in most Electoral Areas is higher than in most municipalities of the Regional District.
- Post secondary education attainment (those with a certificate, diploma, or degree) by residents of Electoral Areas, municipalities and First Nation Reserves is similar.
- Statistics Canada's Low Income Cut Off (LICO) is an indicator of economic deprivation. Some 12,700 residents, or 14% of the Regional District's total population meet the LICO definition (after tax income). A 4-person household living in a rural area would be considered to meet the LICO definition if total after tax household income was \$27,085 after tax or less (in 2019). The rate of LICO is highest in Electoral Area "H" and "B" and Keremeos at 26%, 25% and 19% respectively.
- The proportion of total visible minority persons for all Electoral Areas is 9% compared to all municipalities at 7%. The most visually diverse jurisdictions (as a proportion of their total populations) are Electoral Area "C" (20%), "A" and "B" (19%) and Oliver (13%).



What Does the Community Profile Mean for Parks, Trails, and Recreation?

- Population-based demand for parks, trails and recreation services in all Electoral Areas are likely to remain relatively stable and disbursed across the 10-year planning horizon. Population growth is expected to be most significant in Electoral Areas adjacent to municipalities across the Regional District.
- Incomes are slightly higher amongst Electoral Area residents compared to residents who live in municipalities. However, proximity to parks, trails and recreation facilities and affordability of services is critical for those 13,000 residents that fall into the Low-income cut-off (LICO) category who may likely require support to participate.
- Accelerated population aging will generate additional demand for parks, trails and recreation facilities and services that orient to older persons. An age-friendly lens should be a consideration in the development of recreation programs and services and in the design and provision of parks, trails, and recreation facilities.
- The Regional District is home to a relatively large Indigenous population living on and off reserve. Its services should be planned to be accessible to and culturally safe and inviting for members of Indigenous communities or those who identify as Indigenous and should help deepen the understanding and appreciation of Indigenous Peoples. Efforts should be made to protect places of cultural and spiritual importance and traditional use in support of reconciliation.

3.3 PLANNING & POLICY FOUNDATIONS

Parks, trails, and recreation in the Regional District are influenced by a variety of local, regional, provincial, and national policies and plans. These other policies, plans and strategies provide an important foundation for planning in the Regional District. And, by aligning with them, allow the Regional District's parks, trails, and recreation service to demonstrate that it is ensuring alignment across Regional District departments while adhering to provincial and national best practices. Alignment will also ensure the Regional District is well positioned to seek external funding from senior levels of government.

The policies and plans that influenced the direction in this master plan are illustrated in Figure 8.



Figure 8 Planning and Policy Foundations

Vision for Parks in Canada

“Connected Canadian park lands and waters that support healthy nature and healthy people in harmony for generations to come, backed by an active, diverse parks community that cultivates shared goals, mutual respect, and collective action.”

- Parks for All

“Protect the health and biodiversity of ecosystems in the south Okanagan”

- Goal 2 Regional Growth Strategy

“Parks for All” encourages parks at all levels to strengthen relationships with Indigenous peoples, leading to actions built on the basic and effective principles of reciprocity, gratitude, respect, and generosity.

- Parks for All

Vision for Recreation in Canada

“We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster individual wellbeing, community wellbeing and the wellbeing of our natural and built environments.”

– CPRA

Important themes and direction that emerge from the review of these policies and plans include:

- An interconnected network of trails should be established to provide quality recreation opportunities and safe active transportation options. Trails should connect urban and rural areas and residents to communities, major destinations, parks and recreation spaces. Trails should also create connections to neighbouring regional districts and communities.
- Parks, trails and recreation facilities and programs should be sited, designed, and managed to provide for equitable and inclusive access and enjoyment regardless of ability, race, gender, sexual orientation, age, or income.
- An interconnected network of conservation focused parks and protected spaces should be acquired and be managed to protect the region’s biodiversity, sustain ecological services, retain important viewsapes and enable adaptation to climate change. To align with national and international priorities, the region should work toward conserving 30% of its lands and waters within a protected area or other effective area-based conservation measure.³ Important habitats and lakeshores should be restored where impacted.
- Deliberate actions should be taken to strengthen relationships with the region’s Indigenous peoples. Parks, trails, and recreation should support truth and reconciliation and celebrate Indigenous peoples.
- Parks, trails, and recreation should deliberately foster a diversified and strengthened regional economy through appropriate, well managed and sustainable tourism and as part of a broader strategy to attract and retain a skilled workforce and businesses.

3.4 TRENDS

The parks, trails and recreation sector continues to evolve rapidly. In thinking about the future of parks, trails, and recreation, it is important to remain mindful of the latest sectoral trends and their implications on the Regional District's services. Though there are many different trends to be aware of, the following trends, which draw on insights from sector policy and research reports and organizations such as the National Recreation Framework, the British Columbia Recreation and Parks Association, the Canadian Parks and Recreation Association and Park People, were deemed to be among the most important and have helped to shape the strategies and actions in this plan:

Equity & Inclusion: Parks, Trails, Recreation Spaces & Programs for Everyone⁴

Significant efforts are occurring throughout Canada to ensure that parks, trails, and recreation are welcoming, accessible, equitable and inclusive environments for all peoples regardless of ethnicity, gender, sexual orientation, income, age, ability, or identity. With a focus on improving accessibility, inclusion and equity, deliberate attention is being placed on policy that guides operations and how and where investments in parks, trails and recreation are made, where they are located and how they are designed and managed.

Parks, Trails & Recreation Can Support Truth and Reconciliation^{5,6}

Parks, trails, and recreation are opportunities to support truth and reconciliation with Indigenous communities. They are also seen as an opportunity to help non-Indigenous people develop a better understanding and appreciation of the land Canadians reside on, Indigenous peoples, their culture, and to foster new relationships. Parks, trails, and recreation providers are collaborating closely with Indigenous communities to identify how and where to support truth and reconciliation and to collaborate on the provision and management of parks, trails, and recreation facilities.

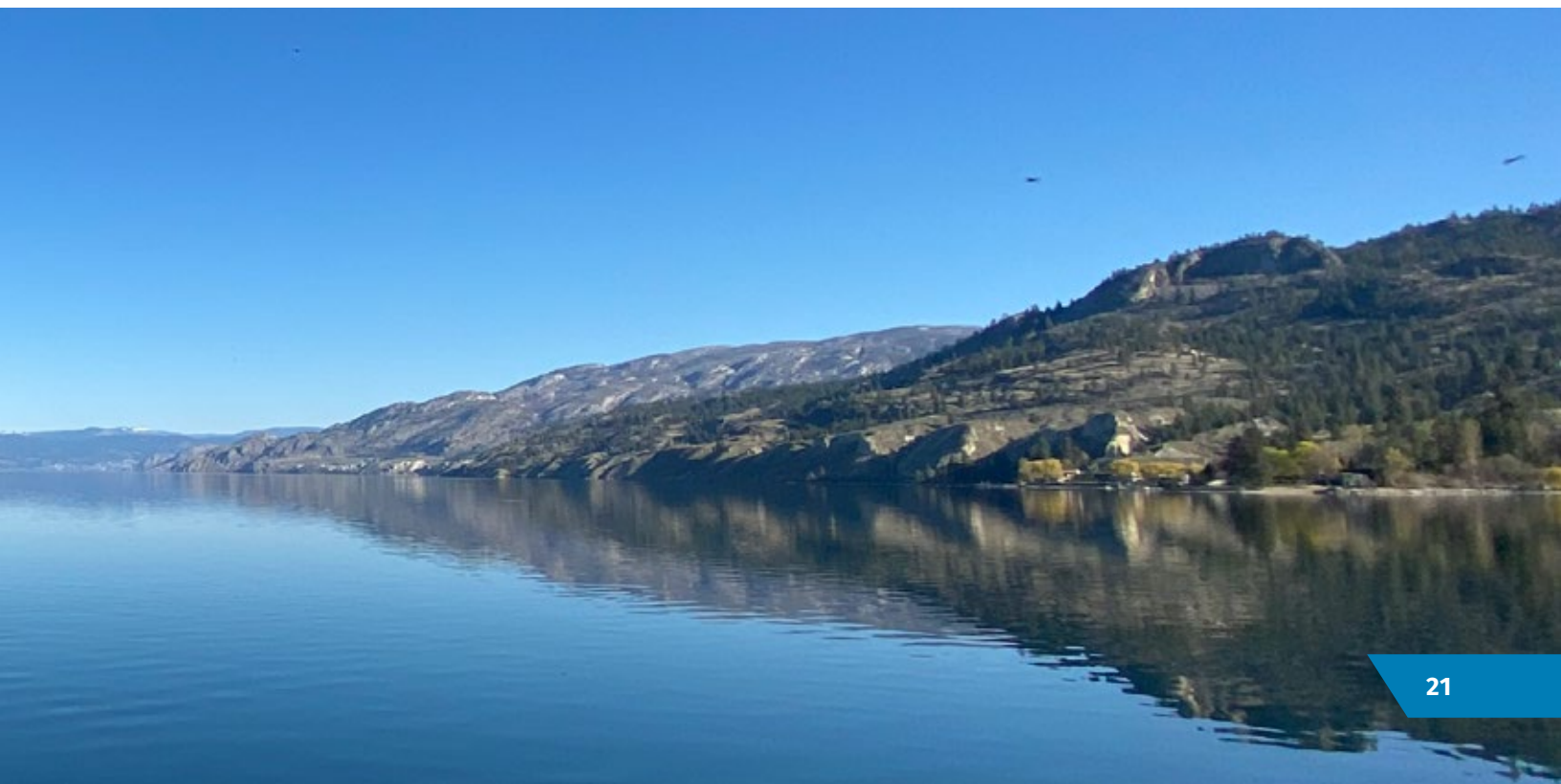


COVID-19 has Changed Recreation and Leisure Pursuits⁷

COVID-19 has changed recreation participation and the important role that parks, trails and recreation play in strengthening mental health has become clear. Visitation to parks and trails has grown significantly including significant increases by those who are new to outdoor recreation. 94% of cities reported increased use of parks during COVID-19 while 66% of Canadians said they spent more time in parks compared to pre-pandemic.⁸ 82% of Canadians expect their post pandemic use of parks to continue or increase. In addition to increasing volumes of use, the temporal patterns of recreation visitation have also shifted. Greater visitation is occurring during previously less busy times (e.g., mid-week, early morning, later evening). Increased visitation and untraditional visitor patterns are expected to continue and could be compounded further with the return of visitors from long-haul and international destinations. More structured indoor recreation and sport has experienced declines in participation. Ongoing COVID-19 health and safety measures continue to create uncertainty for organized sport and recreation providers and uncertainty and greater costs for facility operators.

Climate Change⁹

Climate change is already impacting the design, maintenance and use of parks, trails and recreation facilities. Parks and trails are now recognized as an important climate change resiliency and adaptation strategy. Investing in parks and trails is now seen as a strategy to establish areas that sequester and store carbon and help to reduce carbon emissions through active transportation. Parks and trails are now being viewed as green infrastructure that can help the region adapt to the effects of climate change (e.g., flood mitigation and control). At the same time, parks and trail users will experience more frequent weather interruptions but also enjoy extended peak activity seasons. Park operator's maintenance programs will need to shift because of changes in user activity patterns and there is growing expectation that efforts are being made to minimize emissions associated with providing and operating parks, trails and recreation facilities (e.g. fully electric mowers, trimmers, blowers, vehicles, alternative fuels). Shifting climate interests closer to the core of the Regional District's planning and operations for parks and trails will manage risk and increase readiness for green infrastructure project funding from the federal and provincial government.



Demands for Spontaneous Unstructured Recreation is Growing^{10,11}

There is growing demand for more flexibility in timing and activity for recreation pursuits. More people are seeking individualized and informal pursuits that can be done alone or in small groups, at flexible times, often near or at home, and year-round. This trend does not eliminate the need for structured recreation but suggests that planning for spaces and places that support spontaneous and unstructured recreation is as important as planning for more traditional structured recreation environments that focus on team-based activity.

Recreation Activities are Rapidly Evolving¹²

Not only is recreation participation growing but it is rapidly evolving. Recreation activities are changing daily as new technologies emerge. Electric bicycles, electric scooters, one-wheels, more capable mountain bikes and even electric off-road motorcycles are just some of the examples of new technologies' integration with recreation. Recreation activities will continue to evolve faster than parks, trails and recreation managers can keep pace. This will drive the need for the more active management of recreation and different activities in order to minimize conflicts amongst visitors. Parks, trails and recreation spaces and the policy and regulatory frameworks that guide their management will need to be updated to address the continual introduction of new activities.

Demand for Active Transportation Options is Growing¹³

The proportion of British Columbians seeking active transportation options to travel to work and to community activities continues to grow. In the Thompson Okanagan, 9.2% of people use active transportation to work and 6.6% use active transportation to community activities.¹⁴ There has been an increase in awareness of the benefits of being active and the positive impacts it has on physical and mental health, reduction of carbon emissions and the financial savings. This trend has been reinforced during the COVID-19 pandemic. A quality interconnected and efficient active transportation network is required to enable residents to increasingly choose active transportation options and the region to realize the benefits of active transportation.

The Importance of Data and Evidence Based Decision Making is Growing

In keeping with the sector's commitment to fact-based decision making, the **Framework for Recreation in Canada** signaled the need to ensure better data and evidence is available to support evidence-based decision making. Data collection tools such as digital systems that process a customer program registration, track customer use of a fitness program or gym visitation, count users riding on trails, are being deployed more and more often to generate data that can be analyzed and used to optimize internal planning and resource allocation and enable better data driven management decisions.

Volunteerism is Shifting

Volunteers play an important role in the development and delivery of recreation opportunities and experiences. However, there has been a decline in the proportion of Canadians that volunteer and a shift in the types of assignments volunteers are willing to take on.¹⁵ In 2018, 41% of Canadians volunteered compared to 47% in 2010. Though a greater proportion of iGen and Millennial Canadians volunteer than Baby Boomers and Matures, the amount of time iGen Canadians spend volunteering is about 75% less than that of Baby Boomer Canadians. Millennials spend approximately 35% less time volunteering than Baby Boomers. These shifts will have implications for the Regional District and its reliance on volunteerism.

While the regional and local governments are increasing reliance on volunteerism, government agencies and the Municipal Insurance Association of BC, have also begun to recognize that volunteerism such as parks and trail stewardship can come with risk and liability exposure. Where volunteers are used, it is recognized that these volunteers need to be actively trained, equipped, and managed to the same standard as would be applied to government staff. This recognition has stimulated the need to establish formal volunteer programs and policy frameworks as a way to manage risk and liability and to ensure appropriate staff time and funding is allocated to support the attraction and management of volunteers and the volunteer program.

Parks, Trails & Recreation Spaces as Temporary Homes

Ninety percent of cities said that homelessness in parks, trails and recreation spaces is a challenge.¹⁶ Parks, green space along trails and recreation facilities are more regularly becoming the sites of temporary camping and overnight locations for residents who are experiencing housing insecurity and managers are experiencing increased demands to address incidents of drug and alcohol use, violence, and vandalism in parks, along trails and in recreation spaces. Local governments are finding themselves on the front lines of highly complex social issues that extend beyond their mandate and capacity. Public pressure to address these complex health, safety, and environmental concerns is growing. These challenges will continue, and parks, trails, and recreation managers, in partnership with public health, social services and community advocates, will need to shift traditional approaches and increase capacity and training to address these challenges.

PARKS, TRAILS, AND RECREATION IN THE REGIONAL DISTRICT TODAY



Planning the future of parks, trails, and recreation for tomorrow begins with a sound understanding of what the Regional District provides today. The following sections provide an overview of the current supply of parks, trails, and recreation facilities and services in the region.





4.1 REGIONAL NETWORK OF PARKS & PROTECTED AREAS

Providing quality park-based recreation opportunities and protecting the region's biodiversity and important ecosystems is a shared undertaking. The parks that the Regional District manages are just one component of a much larger network of parks and protected areas. Whether it's provincial parks, provincial recreation sites, municipal parks, the proposed national park reserve in the South Okanagan-Similkameen, or private land trusts, each park provider plays a critical role in meeting the recreation and conservation needs in the region. It is important to understand how the Regional District's parks contribute to this broader network.

Collectively, the region contains approximately 274 parks and protected areas and numerous other provincial recreation sites. Together, the network of parks and protected areas comprise over 138,000 ha of land and water which represents approximately 13% of the Regional District. Should the proposed national park reserve be established, it could increase the park space in the region by approximately 16,500 hectares, conserving an additional 1.6% of the Regional District in the parks network.

Though the parks that the Regional District and municipalities are responsible for account for 240 (88%) of the 274 sites, these parks are typically very small and account for just 0.15% of the total park space that exists in the region wide network. In contrast, the 34 Provincial parks and protected areas account for over 98% of total area of park space.

By the Numbers

The region wide network of parks & protected areas includes:

274 parks or protected area sites

138,000 + ha of land & water designated as a park or protected area

13% of the region is designated as a park or protected area

88% of the region is not formally protected through a park or protected area designation

Table 3. Regional Park Supply by Manager

Park Manager	Number of Park Sites	Total Area of Park Sites (ha)	Percent of Total Parkland in the RDOS
RDOS	30	194.6	0.15%
Oliver	13	59.5	0.04%
Keremeos	6	23.5	0.01%
Osoyoos	10	239.2	0.17%
Penticton	117	674.0	0.49%
Summerland	49	386.6	0.28%
Princeton	14	24.6	0.01%
Provincial Parks & Protected Areas	34	136,696.7	98.85%
Total	260	138,309.8	100%
Area of the RDOS		1,059,855.0	
<i>Percent of RDOS in Parks or Protected Areas</i>	<i>13%</i>		
Proposed national park reserve	1	up to 16,500	
Total parkland including the proposed national park reserve	261	165,650.3	
<i>Percent of RDOS in Parks or Protected Areas</i>	<i>14.6%</i>		



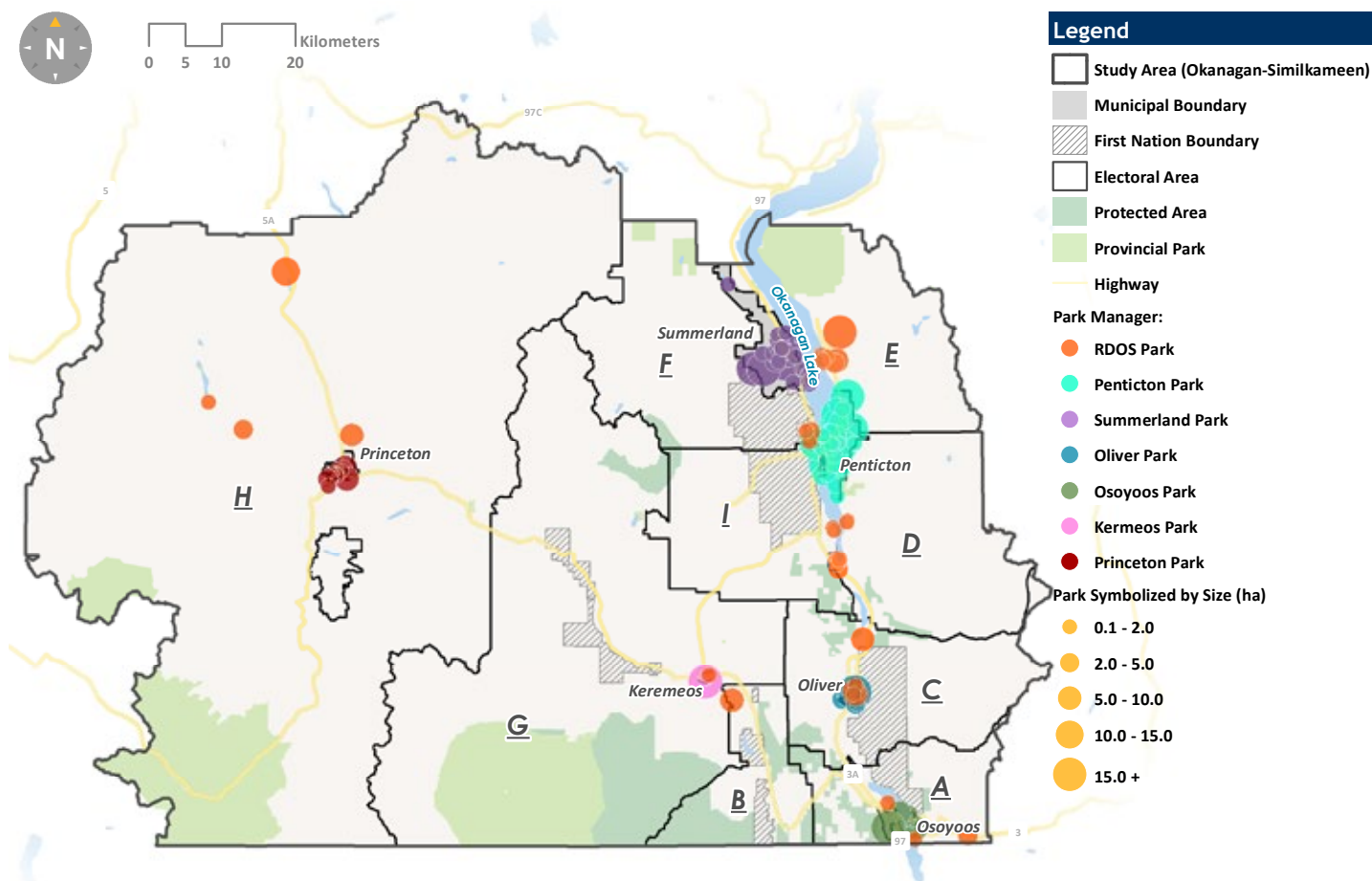


Figure 9 Park Sites by Park Manager

Proposed National Park Reserve in the South Okanagan-Similkameen

On July 2, 2019, the Government of Canada, the Government of British Columbia, and the Syilx/Okanagan Nation, signed a Memorandum of Understanding to continue formally working together to establish a new national park reserve in the South Okanagan-Similkameen. The proposed national park reserve is intended to:

- Protect the diversity of vegetation and landscape features of representative ecosystems that define the Interior Dry Plateau natural region;
- Maintain the ecological integrity of wildlife habitat and plant species; and
- Provide opportunities for quality visitor experiences such as recreational activities and the presentation of natural and cultural heritage.

The working boundary of the proposed national park reserve includes approximately 27,400 hectares of natural and cultural landscapes, including land coverage in Electoral Areas A, B, C, and G.

4.2 THE REGIONAL DISTRICT'S PARKS NETWORK

4.2.1 Park Space Supply & Provisioning

The Regional District is responsible for the management of 30 park sites (Table 4). The Regional District also maintains a service agreement with the Oliver and District Parks and Recreation Society (OPRS), who administers four additional park sites on behalf of the Regional District. Totalling 194.6 ha, the park sites that are directly managed by the Regional District represent just 0.15% of the total area of the Regional District. In some Electoral Area neighbourhoods, school sites also provide local recreation amenities and serve park functions for neighbourhoods. School sites are not included in this analysis; however, the Regional District does lease the Zen Centre park site in OK Falls from School District 53. Analysis of the Regional District's current park supply, excluding the sites operated by OPRS, shows that:

- 9 of the Regional District's parks sites are classified as Regional Parks. These sites represent 72% of the total park space that the Regional District is responsible for. Of these:
 - » 7.5 ha are classified as Regional Conservation Parks,
 - » 123.5 ha are classified as Regional Natural Space Parks, and
 - » 8.75 ha are classified as Regional Recreation Parks.
- 21 of the Regional District's parks sites are classified as Local Parks. These sites represent 28% of the total park space that the Regional District is responsible for. Of these:
 - » 18.6 ha are classified as Community Parks,
 - » 11.02 ha are classified as Neighbourhood Parks, and
 - » 24.23 ha are classified as Local Natural Spaces.

By the Numbers

Parks managed by the Regional District include:

30 RDOS park sites including...

9 Regional Parks

21 Community Parks

194.6 + ha of land & water designated as park space

0.15% proportion of region within an RDOS Park

2.6 ha average park size

95% of park space is managed for recreation

9.68 ha of RDOS park space per 1000 electoral area residents on average (2016 population)

- Though the Regional District provides 194.6 ha of park space, the majority (61%) of that park space is contained within a single park – Rock Ovens. At 118.19 ha, Rock Ovens Park is the largest park operated by the Regional District.
- Regional District parks are, on average, 2.6 ha in size but range from 0.19 ha (Reflection Point – Osoyoos) to 118.19 ha (Rock Ovens Park - Naramata).
- In general, parks managed by the Regional District can be managed for conservation, for recreation, or for a balance between recreation and conservation purposes. 15% of the Regional District’s parks space is managed predominantly for recreation, while 80% of Regional District Park space is managed to provide both recreation and some level of conservation (Figure 10). However, it needs to be understood that Rock Ovens Park alone accounts for the vast majority of this park space.
- Just one park, McIntyre Canyon in Electoral Area C (4% of Regional District’s park space), is managed exclusively for conservation.

- The amount of Regional District park space varies by Electoral Area. As shown in Figure 11, Electoral Areas E (66.5 ha / 1000 residents), H (10.6 ha / 1000 residents), and B (7.6 ha / 1000 residents) provide residents with significantly more park space than other electoral areas. The remaining Electoral Areas provide approximately 1.7 - 3 ha / 1000 residents though Area I contains just 0.63 ha / 1000 residents and Area G contains no Regional District parks space. Population projections prepared for the Regional Growth strategy update indicates that there is likely to be minimal population growth in Electoral Areas through until 2030. As such, the current provision ratios are likely to remain relatively constant into the future. Though targets vary across jurisdictions, 3 - 4 ha / 1000 residents (excluding regional parks) is a common minimum provision target. Electoral Areas B, E & H exceed this provision target while the remaining Electoral Areas are considerably below the provisioning target.

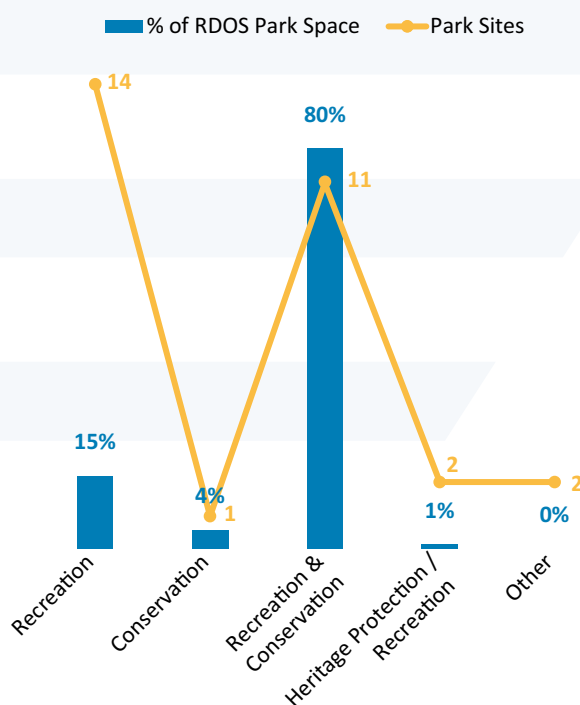


Figure 10 RDOS Park Space by Management Intent

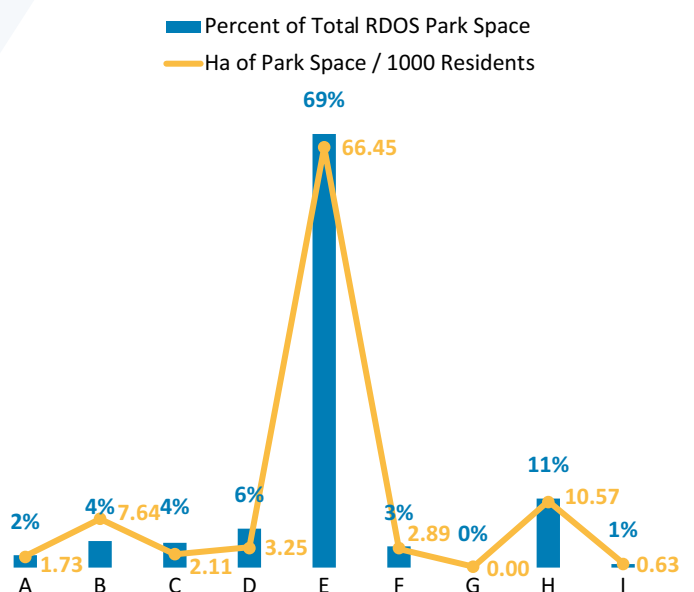


Figure 11 Distribution of Park Space by Electoral Area

Table 4. Regional District's Park Space Inventory

Electoral Area	Park Name	Size (ha)	Class	Management Intent (see Appendix A1 for Park Class Definitions)
A	Osoyoos Lake Park	0.88	Regional	Recreation Park
	Jamie Soule Park	2.50	Local	Neighbourhood Park
	Reflection Point	0.19	Local	Neighbourhood Park
	Total	3.57		
B	Kobau Park	8.14	Local	Community Park
	Total	8.14		
C	McIntyre Canyon	7.53	Regional	Conservation Park
	Total	7.53		
D	Lions Park	1.58	Regional	Recreation Park
	Kenyon Park	1.23	Regional	Recreation Park
	Keogan Park	4.24	Local	Community Park
	Garnett Family Park (2 parcels)	2.3	Local	Neighbourhood Park
	Christie Memorial Park	2.33	Local	Community Park
	Zen Centre Park	0.25	Local	Community Park
	605 Willow	0.12	Local	Community Park
	Total	12.05		
E	Rock Ovens Park	118.19	Regional	Natural Space
	Creek Park	6.83	Local	Natural Space
	Wharf Park	1.02	Regional	Recreation Park
	Manitou Park	4.04	Regional	Recreation Park
	Spirit Park	0.60	Local	Community Park
	Centre Beach Park	0.48	Local	Community Park
	Arawana Creek Park	2.13	Local	Natural Space
	Total	133.29		

Electoral Area	Park Name	Size (ha)	Class	Management Intent (see Appendix A1 for Park Class Definitions)
F	Mariposa Park	1.81	Local	Neighbourhood Park
	Selby Park	1.47	Local	Neighbourhood Park
	Wally Bonin Park	2.93	Local	Natural Space
	Total	6.21		
H	Stout Park	12.34	Local	Natural Space
	Cow Pad Park	5.33	Regional	Natural Space
	Tulameen Arena Park	0.66	Community	Community Park
	Coalmont Station Park	2.75	Community	Neighbourhood Park
	Total	21.08		
I	Kaleden Hotel Park	0.22	Regional	Recreation Park
	Pioneer Park	1.34	Local	Community Park
	Total	1.56		
Keremeos	Similkameen Rec Center (Lands)	1.13	Local	Community Park
Total Supply of Regional District Operated Park Space		194.56 ha		



4.2.2 Park Conditions

The quality of parks is an important determinant of how often parks are used and the benefits that visitors derive from them. A rapid condition assessment of Regional District owned and operated parks was undertaken to identify which parks are below, meeting or exceeding basic expectations. The rapid assessment considered the location and access to the park, accessibility / inclusivity, naturalness / low impact design, supply and condition of comfort and convenience amenities, design and ambience, and capacity of the park

The assessment found that:

- 9 parks (30%) are exceeding expectations.
- 15 parks (50%) are meeting expectations.
- 6 parks (20%) are below expectations.

Though the parks are generally meeting expectations, several common opportunities for improvement were identified, including:

- Enhancing the overall visitor experience, appeal, and beautification.
- Ensuring adequate and appropriately designed parking areas.
- Ensuring infrastructure enables and supports year-round visitation.
- Consistently providing quality and well sited convenience and comfort amenities (e.g. toilets, change rooms, benches, potable water) in all seasons.
- Updating or removal / repurposing of aging and underused recreation infrastructure.
- Improving the equity and inclusivity of parks and park amenities (e.g. universally accessible and gender neutral toilets, universally accessible trails, barrier free playgrounds, universally accessible beach access, barrier free signage).
- Enhancing the quality and supply of in-park trails.
- Naturalizing the sites and incorporation of green infrastructure.
- Providing consistent, branded & quality signage.

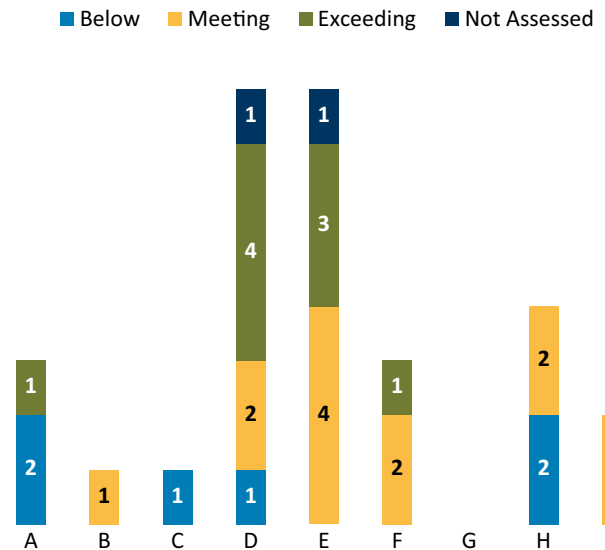


Figure 12 Distribution of Park Space by Condition Rating and Electoral Area



4.2.3 Access to Parks

Proximity to parks greatly influences the frequency of visitation and duration of use. To understand how accessible Regional District parks are to residents, a Geographic Information System (GIS) was used to calculate what proportion of residential parcels in the region's Electoral Areas are within 400m and 800m of Regional District owned and operated park as well as inventoried playgrounds. These distances represent a typical 5 – 10 minute walk and are commonly applied throughout Canada. The analysis found that:

- The proportion of residential parcels within 400-800m of a park and playground is very low (Table 4). Lower accessibility rates are expected given the rural nature of many areas in the region, proximity and access should be a consideration going forward especially in more settled areas of the Regional District.
- Only Electoral Areas A and E achieve greater than 50% of residential parcels within 800 meters of a park.

Proximity Matters

Research has clearly shown that the closer residents are to their parks, and the better the quality of the park, the more likely residents are to use their park. Ideally, all residential parks are within 400-800 m walk of a quality park space.

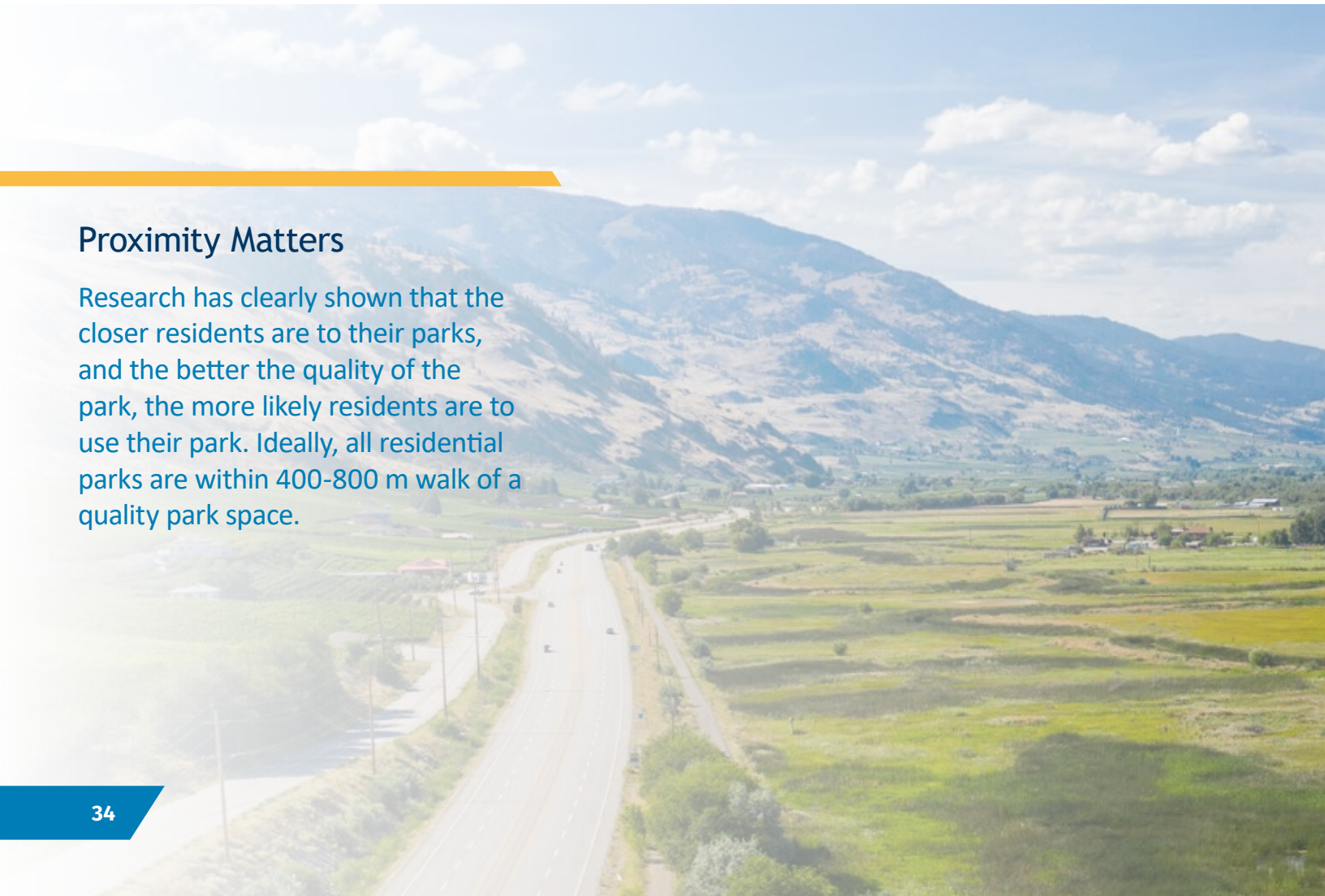


Table 5. Proximity of Residential Parcels to Parks and Playgrounds

Electoral Area	Parks Service Catchment Population by Residential Parcel		Playground Service Catchment Population by Residential Parcel	
	400m access population %	800 m access population %	400m access population %	800 m access population %
A	4%	13%	0%	0%
B	4%	8%	4%	8%
C	15%	16%	0%	0%
D & I	19%	35%	7%	25%
E	36%	69%	14%	44%
F	19%	44%	14%	40%
G	0%	0%	0%	0%
H	20%	30%	0%	0%



4.2.4 Water Access

Access to lakes in the Regional District is facilitated through a network of water access sites that are operated by many different agencies and organizations including the Regional District, BC Parks, municipal governments, First Nations, and private providers. The Regional District is responsible for the operation of 20 water access sites (Figure 14). As illustrated in Figures 13 and 14, most of the water access sites are located in Electoral Areas “E” (n=10) and “D” (n=5). Electoral Area “I” contains four water access sites and Electoral Area “H” has 1. The majority (85%) of the water access sites are intended to support non-motorized water access. However, informal powerboat launching and access appears to occur at some of these non-motorized sites though no infrastructure has been provided to support this use. Three Regional District maintained water access sites have been developed to support powerboat launching and access.

Thirteen (65%) of the water access sites are in poor condition and require deliberate decisions about their future. Three are considered to be in good condition and only require ongoing maintenance while the remaining four are in fair condition and require minor upgrades and maintenance.

Common quality, condition, and management issues in water access sites include:

- Formalizing the sites to make visitor feel welcomed and reinforcing that the sites are intended for public access and enjoyment.
- Enhancing the overall visitor experience, appeal, and beautification.
- Improving inclusivity and accessibility.
- Providing more consistent servicing and amenities.
- Continuing to clearly communicate that public access is permitted and encouraged.
- Declining turf and surfacing conditions.
- Adjacent landowner encroachment and equipment storage.
- Formalizing and providing for sustainable trail access.
- Managing parking conflict and concerns with adjacent property owners particularly in intensively used kite board sites along Skaha Lake.
- Informal powerboat launching.
- Clearly articulating and standardizing the rules of use (e.g. powerboats).
- Naturalizing the sites and incorporation of green infrastructure.

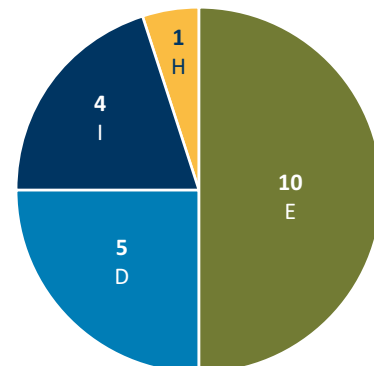


Figure 13 Distribution of RDOS Water Access Sites by Electoral Area

Example Conditions in Regional District Water Access Sites



Undeveloped Water Access Site



Developed Water Access Site



Developed Powerboat Water Access Site



Trail Access



Failing & Inaccessible Stairs Leading to the Water



Equipment Storage in ROW



Unsafe Parking



Informal Powerboat Launching



Declining Turf Conditions

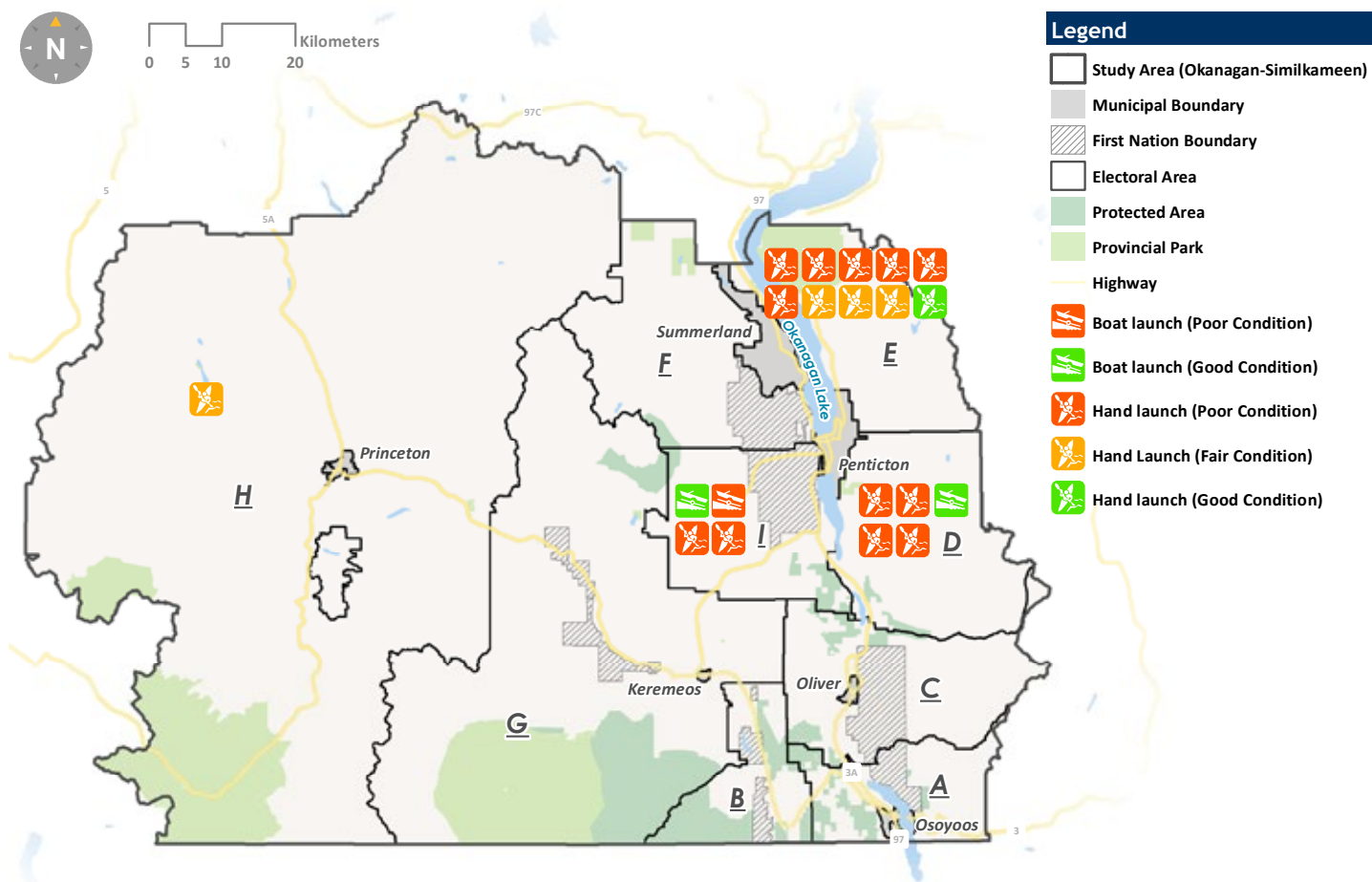


Figure 14 RDOS Water Access Sites



4.2.5 The Region's Nature & Biodiversity

The Okanagan-Similkameen is one of the most biologically unique regions in Canada. The region contains iconic landscapes, diverse ecosystems, and incredible biodiversity – some of which are found nowhere else in the country. In fact, the region is home to the highest concentration of endangered and threatened species and sensitive ecosystems in the province and in Canada.¹⁷ Some of the most important ecosystems are the region's grasslands, wetlands, riparian areas, valley bottoms, shrublands and mature forests. Residents highly value nature, the region's sensitive ecosystems and the ecosystem services that nature provides such as clean water and air, pollination, flood control, carbon storage, and outdoor recreation. Because of the unique concentrations of species and ecosystems, conservation of nature in the region is also of provincial and national importance.

While improvements to conserve the biodiversity, ecosystems and ecosystem processes have occurred, the region's biodiversity and ecosystems continue to be threatened by residential, commercial, and agricultural development and the past exclusion of ecological processes such as wildfire. Ecologically important areas continue to be fragmented and habitat is being lost.¹⁸ As more ecologically important areas are converted, the region is losing areas that are important to enabling residents, and biodiversity, to adapt and remain resilient to climate change.

To provide a tool to support conservation planning and ecologically minded land use decision making, the South Okanagan Similkameen Conservation Program (SOSCP), with support from the RDOS board, prepared the **"Keeping Nature in Our Future: A Biodiversity Conservation Strategy for the South Okanagan Similkameen (2012)"**. As part of the strategy, which was approved by the RDOS Board, the SOSCP inventoried and mapped the relative conservation importance of lands in the region (Figure 15), the areas of the region containing the highest relative biodiversity (Figure 16), and the areas that are most important to wildlife habitat connectivity (Figure 17).

Biodiversity

"The variability among living organisms from all sources including, inter alia, terrestrial, marine, and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species and of ecosystems" (Convention on Biological Diversity).





Conservation Ranking

Ecosystems that are of more importance to conserve.

Relative Biodiversity

Hot spots of greatest ecological and biodiversity significance.

Habitat Connectivity

Describes the degree to which ecosystems and habitat for wildlife are linked together allowing opportunities for wildlife movement.

Analysis of these datasets shows that:

- 65.4% of the region is ranked as a very high (22.5%) or high (42.9%) conservation ranking,
- 18.5% of the region is ranked as having very high (5.1%) or high (13.4%) relative biodiversity rating, and
- 17.9% of the region has high habitat connectivity rating.

Collectively, the network of parks and protected areas in the region, including provincial parks and protected areas, Regional District parks and municipal parks:

- Protect 17% of the area ranked as very high and high value conservation value.
- Protect 23% of the area ranked as very high and high relative biodiversity.
- Protect 17% of the area ranked as high connectivity value.

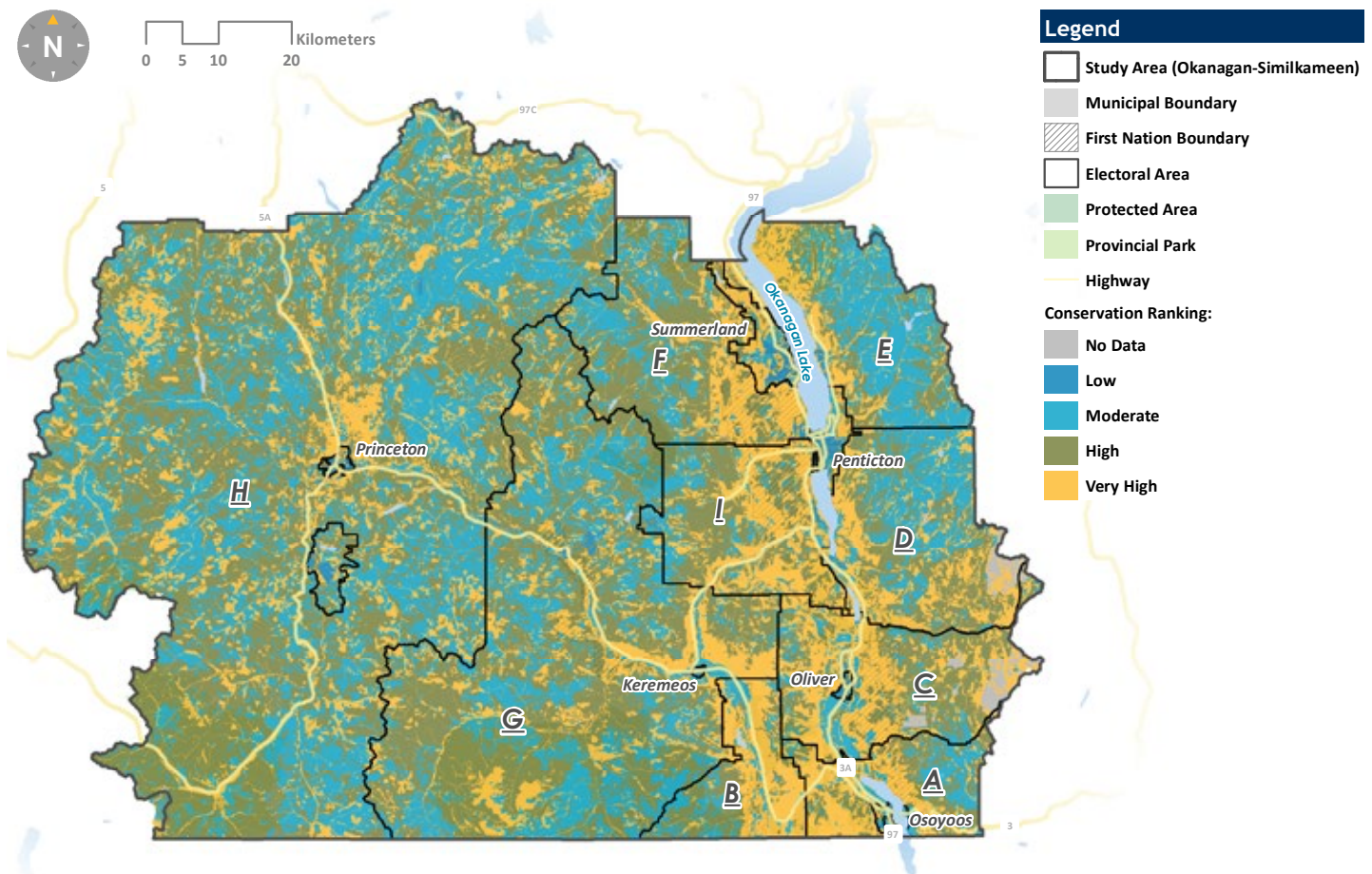


Figure 15 Conservation Ranking

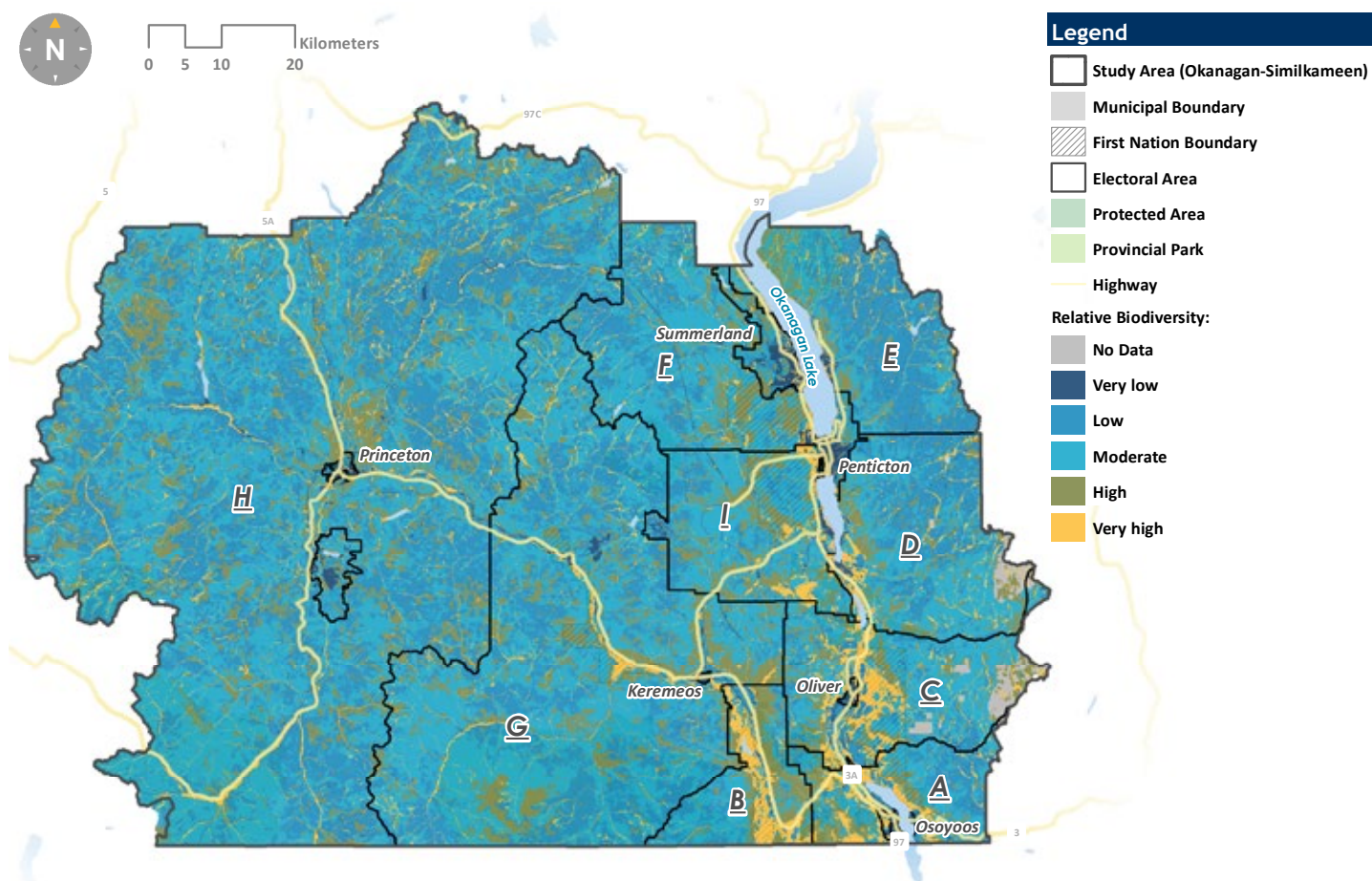


Figure 16 Relative Biodiversity

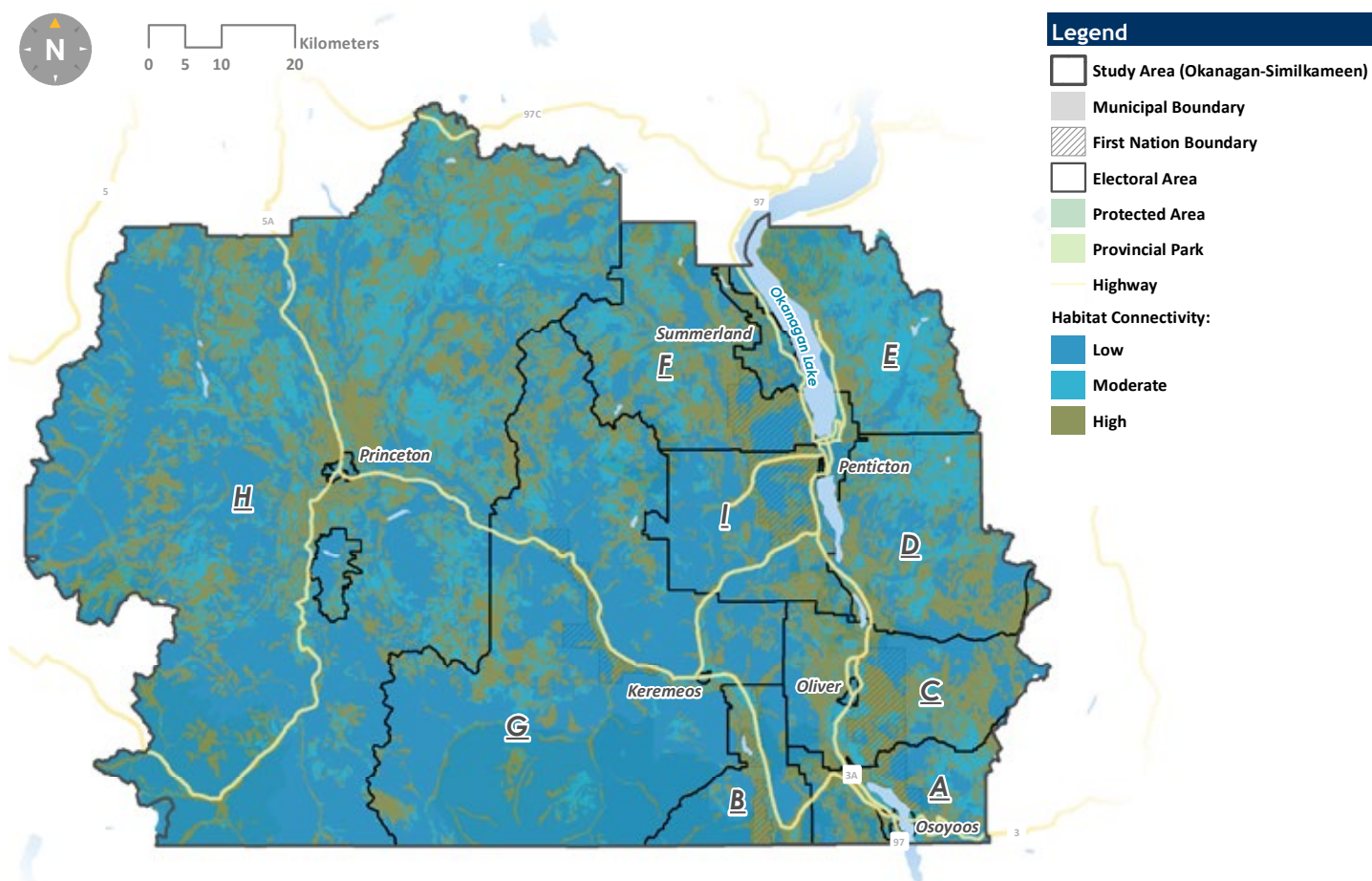


Figure 17 Habitat Connectivity



Important Learnings for the Master Plan

- The Regional District contains many ecologically important and high value conservation lands. Much of the Regional District's most ecologically important areas, including areas important to supporting climate change adaptation, remain unprotected by a formal and internationally recognized Park or Protected Area designation. Current levels of protection in the region are below national and international targets of protecting 30% of terrestrial lands and waters by 2030.
- Access to parks varies by Electoral Area and most residential parcels in Electoral Areas are not within 400-800 m of a park. While residents may have access to Crown Lands, which may or may not afford opportunity for managed recreation, the supply of parks and proximity of access to parks within many of the Electoral Areas are below typical targets.
- Though parks are generally in good condition, many parks and park amenities are not inclusive, and few opportunities exist for universally accessible or adaptive recreation.
- Public access to water through quality water access parks is highly valued. However, many of the water access points remain informal and are not meeting expectations.
- The Regional District does not currently have clear policy direction to inform the classification and subsequent management priorities for parks nor the service levels in parks.
- The roles and responsibilities of the Recreation and Parks Commissions and Regional District staff on local and regional park administration can be unclear at times resulting in some confusion on roles and responsibilities.

4.3 TRAILS

Trails within the Regional District are one of the most popular and most desired recreational assets. Whether it be through non-motorized or motorized activities, the region's trail network enable residents to live active lives and connect with nature, each other and the rich history and culture of the region. Many of the region's trails also serve as essential active transportation corridors that connect residents to their places of employment, community destinations and to neighbouring jurisdictions. While cherished locally, some segments of trail in the region are part of something much bigger. The Kettle Valley Rail Trail mainline is also cherished segment of the Trans Canada Trail (TCT). The TCT is internationally recognized as the world's longest interconnected network of recreational trails.

Trails in the region also attract visitors from across the province, Canada, and the world. Some of the region's trails have become so popular (e.g. Kettle Valley Rail Trail) that they are now the primary travel motivator and sole reason some visitors choose to come to the region. These trails have become drivers of economic development and diversification as businesses have been developed to feature or support users of the trails, while major special events are increasingly organized on the trails.

Planning for the future of trails in the region requires a robust understanding of the types of trails that exist today, where those trails are located, which of those trails the Regional District is responsible for managing, and the condition of those trails.

What is a Trail?

A trail is a defined type of infrastructure that is purposefully designed and used for one or more recreation activities and / or active transportation. To be recognized as a trail, it must be approved by the landowner, mapped, and marked and actively managed and maintained.

Trans Canada Trail

The Kettle Valley Rail Trail mainline is part of Canada's **Trans Canada Trail** and is enjoyed by visitors from around the country and beyond.





The diversity of trails in the region support a wide variety of non-motorized and motorized trail-based activities across all seasons. The most common activities occurring on trails in the region include:

Non-motorized Activities

-  Hiking, walking & trail running
-  Leisure & competitive road cycling, gravel grind, fat biking (class 1 & 2 electric assist & unassisted)
-  Mountain biking including cross-country, all-mountain, downhill, adaptive (class 1 & 2 electric assist & unassisted)
-  Bike pack touring
-  Equestrian
-  Snowshoeing
-  Cross-country skiing (skate & classic)
-  Active Transportation

Motorized Activities

-  Off-Road Vehicle - Motorcycle
-  Off-Road Vehicle – All Terrain Vehicles & Side by Sides
-  Class 3 Electric Bicycles
-  Snowmobiling & Snowbikes

To inform the Plan, the best available trails data from the Regional District, Government of British Columbia, and open data sources (e.g., TrailForks) were assembled to provide reasonable insights into the region's trail network. The inventory did not include Forest Service Roads or other resource roads on which recreation occurs unless those roads were also identified as a trail in one of the assembled datasets.

By the Numbers

2,940 + km of trails in the region

220.5 km are managed by the Regional District as regional trails

11% of trails in the region are Regional District managed trails

89% of trails in the region are managed by other providers.

KVR Trail Mainline designated as Trans Canada Trail



The analysis suggests that the region contains approximately 2,940 km of trails. Based on the data assembled, approximately 1,170 km (40%) are mixed use trails that permit both motorized and non-motorized activities and 1,770 km (60%) are non-motorized trails which only permit non-motorized activities. While most of the trails are multi-use trails that permit multiple different trail activities, some trails have been purposefully designed to optimize the experience of a particular activity such as mountain biking or hiking and can be considered to be “activity optimized” trails.

Though not all trails are rated, available data suggests that trails in the region span the entire spectrum of technical challenge from easier “green” rated trails to the most difficult, “double black” diamond trails.

While visitors don’t really worry about who is responsible for the development and management of the trails, it is important to understand that these trails exist on provincial, Regional District, municipal, First Nation, and private lands. The trails are provided and managed by a wide diversity of trail operators including the Regional District, local municipalities, BC Parks, Recreation Sites and Trails BC, Ministry of Transportation and Infrastructure, private land trusts, private landowners and many dedicated trail stewardship organizations who volunteer thousands of hours each year.

In addition to off-road trails, the region contains approximately 440 km of on-road cycle touring routes. Evaluation and planning for on-road cycle touring routes was outside the scope of this plan and are addressed in local Electoral Area OCP’s and transportation plans.

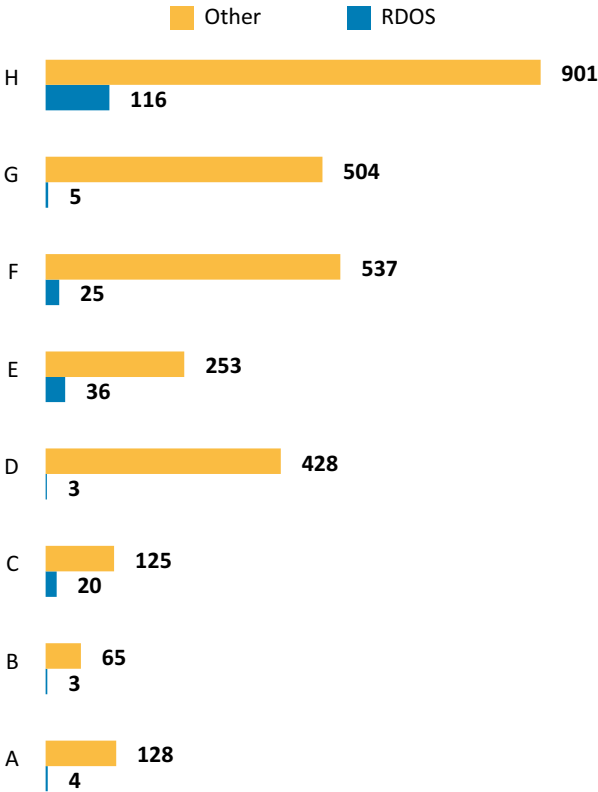


Figure 18 Trail Length (km) by Provider and Electoral Area

4.3.1 Regional District Trails

Of the approximately 2,940 km of trails in the region, the Regional District, through its Regional Parks and Trails Service, is responsible for the operation and management of approximately 220.5 km of regional trails as well as trails within regional and local parks which have yet to be fully inventoried. Having made progress on the regional trail priorities identified in the 2012 Regional Trails Master Plan, the Regional District is currently responsible for managing:

- 177 km of the Kettle Valley Rail Trail Mainline with segments between Lebanon Lake to Brookmere (Trans Canada Trail)
- 35.5 km of the Kettle Valley Rail Trail South Spur between Penticton and Osoyoos
- 8 km of the Similkameen Trail – VV & E
- Trails within Community & Regional Parks (spatial inventory was not available)

Table 6 illustrates the distribution of the existing and total future potential length of Kettle Valley Rail Trail and Similkameen Trail by Electoral Area, municipality and by First Nation. As shown in Table 6, once the network is completed, the Regional District will be responsible for managing approximately 275 km of regional trail.

The Kettle Valley Rail Trail, including the mainline and south spur, and the Similkameen Trail are being planned and developed to create connections between communities, destinations, other trail systems, and to neighbouring jurisdictions. In addition to being immensely popular local recreation assets, these trails are also being deliberately developed as active transportation corridors and major attractions that motivate tourism to the region and stimulate economic development.

Trails, or trail segments, that the Regional District is directly responsible for, support a wide range of non-motorized and motorized trail activities in all seasons of the year. Approximately 36% of the regional trails are currently non-motorized multi-use trails with the



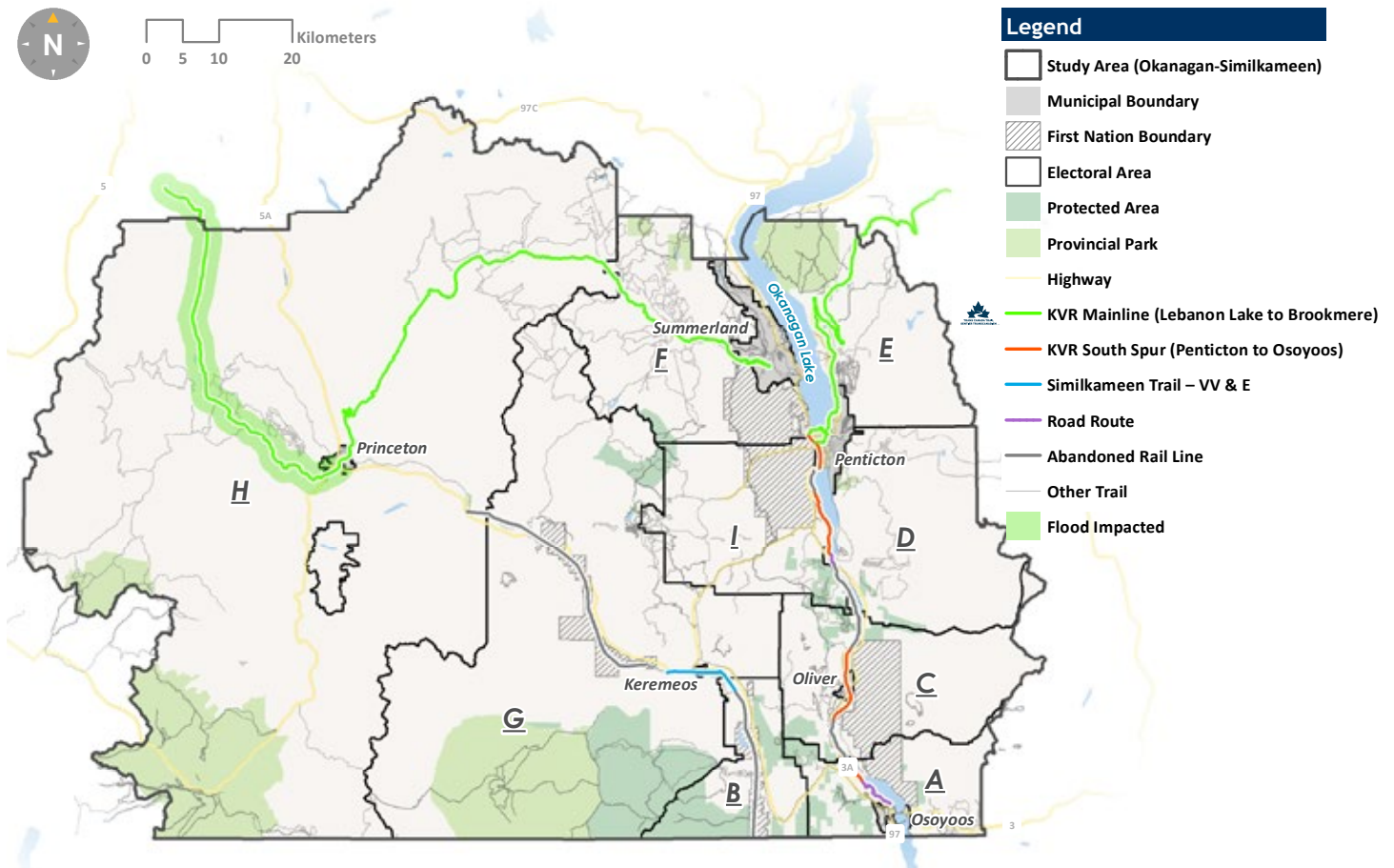


Figure 19 Trail Inventory

remaining 64% being mixed-used trails that support both non-motorized and motorized trail activities. Mixed-use segments of the trails include the KVR Trail from Little Tunnel north to Glenfir and the KVR Trail from Faulder west to Brookmere and the western boundary of the Regional District which support Off Road Vehicles (e.g. ATV, side by side and motorcycles) and snowmobiling.

While motorized use on the KVR trail from Glenfir north to the Regional District boundary currently occurs, the recently completed Kettle Valley Rail Trail Master Plan: Glenfir to Midway, has identified this segment for non-motorized designation in the future once an Off-Road Vehicle trail alternative connecting Chute Lake to Midway is formalized.

Though the region contains an extensive supply of trails, their location relative to where residents live results in variable access and proximity to trails. All regions are connected to the regional trails but to varying extents.

Achievements from the 2012 Regional Trails Master Plan

- Established an operational budget for the maintenance and management of regional trails.
- Prioritized and pursued acquisition of land to expand regional trail connectivity.
- Enhanced wayfinding and trail information signage on regional trails.

As shown in Figure 18, Electoral Area “H” contains greatest length of both Regional District and other trails followed by Electoral Areas “D” and “E”.

Table 6. Distribution of KVR & Similkameen Trails by Jurisdiction

Jurisdiction		Actual Length of Regional Trail (km)	Potential Total Length of Regional Trail (km)	Road Route Needed
RDOS	A	4	4	7
	B	3	10	0
	C	20	35	0
	D	2.5	10	2.5
	E	36	36	0
	F	25	39	0
	G	5	10	17
	H	116	116	0
	I	9	15	0
	Sub-Total	220.5	275	27.5
Municipalities	Penticton	9.5	9.5	1
	Summerland	4	4	8
	Princeton	4	4	0
	Keremeos	1.5	1.5	0
	Osoyoos	0	0	2
	Oliver	2.5	2.5	0
	Sub-Total	21.5	21.5	11
First Nation	PIB North	0	9.5	0
	PIB South	5.5	9.5	0
	OIB	0	1	0
	U/L SIB	0	33	0
	Sub-Total	5.5	53	0
TOTAL		247.5	347	38.5

4.3.2 Trail Condition

A high quality and safe trail with well-designed and appropriately sited staging areas, visitor comfort and convenience amenities and signage are the foundation of a positive visitor experience. Though a comprehensive condition assessment of the trails and trail infrastructure has not been undertaken, a rapid field review and input received during the engagement process indicates that there are opportunities to improve the quality and condition of Regional District trails. The most common trail condition and quality issues that emerged through the planning process include:

- Inappropriate trail tread surfacing (e.g., sand, large cobble, loose gravel) for intended activities.
- Inconsistent trail tread widths and clearance zones.
- Trail cupping and erosion.
- Standing water and poor drainage.
- Inconsistent signage, wayfinding, and siting of signs.
- Lack of gateway experience and sense of arrival.
- Limited interpretation and elements to enhance the visitor experience while on trail.
- Lacking or inconsistent level of service including undersized staging areas.
- Limited and aging visitor comfort and convenience amenities.
- Aging or failing bridge and trestle infrastructure.
- Growing visitor conflicts.
- Lack of universally accessible trail experiences and comfort and convenience amenities.

It should be noted that major flooding events occurred in November 2021 which have created serious impacts to the western segments of the KVR Trail between Princeton and Brookmere. A detailed assessment of flooding impacts and the condition of other assets on the trail was not available at the time of preparing this plan.





Important Learnings for the Master Plan

- The Regional District does not maintain a consolidated and consistently classified inventory of Regional and Local trails, trail amenities and infrastructure.
- Regulatory decisions about the intended classification and permitted uses of key segments of Regional Trails have not been made leading to uncertainty for trail stakeholders and users. Though completed with strong support from many stakeholders, the Kettle Valley Rail Trail Master Plan: Glenfir to Midway has not been formally advanced for adoption by the Regional District Board or the Province.
- Though the regional trails are relatively well connected, opportunities exist to expand and enhance the connectivity to each other, to communities and adjacent regions and to other major destinations in the region.
- Trail design and tread conditions are highly variable across Regional District trails. Staging areas, trail amenities and signage where provided are at varying stages of their lifecycle and in varying condition. Visitor amenities and staging areas are inconsistently provided across regional trails. The Regional District does not currently have clear policy direction to inform the classification of trails or the service levels and improvements for trails.
- Some major bridge infrastructure is reaching or has surpassed its useful lifecycle and needs to be replaced. These major capital investments are essential to retaining the regional connectivity of Regional District trails.
- Routine maintenance of drainage infrastructure has been delayed which has resulted in drainage failures and poor trail tread conditions in some segments of trail.
- Few barrier free / universally accessible trail experiences are available on Regional District trails as the trail tread, signage, access controls, and / or comfort and convenience amenities pose barriers.
- Visitation to trails is increasing and so too are management challenges. This is placing greater demands on current staffing capacity and operational budgets. Enforcement bylaws are outdated and do not provide the modern enforcement tools required to manage modern trail use.
- The tourism potential of the trails has yet to be realized. Regional momentum, as well as active planning, is building to further enhance and realize the true tourism potential and benefits those trails can provide to the region.

4.4 THE REGIONAL RECREATION SYSTEM

The Regional District provides regional recreation services and facilities. This section provides an overview of the regional recreation delivery system and an inventory of the indoor and outdoor recreation facilities that it operates or supports the provision of.

In general, public recreation services can be delivered through one or a combination of three common approaches:

1. As a direct provider.
2. As a service enabler.
3. As a funder/contract manager.

While many responsibilities are common to all approaches and may shift based on local demands and expectations, Figure 20 identifies the unique characteristics of each service delivery approach. Currently, the Regional District does not operate under a single service delivery approach. In fact, the Regional District applies all three approaches in the delivery of its parks, trails and recreation services and the operation/funding of facilities.

Municipalities commonly deliver services through a combination of approaches, including as a direct provider, service enabler, and funder/contract manager. The RDOS currently uses all three of these approaches.



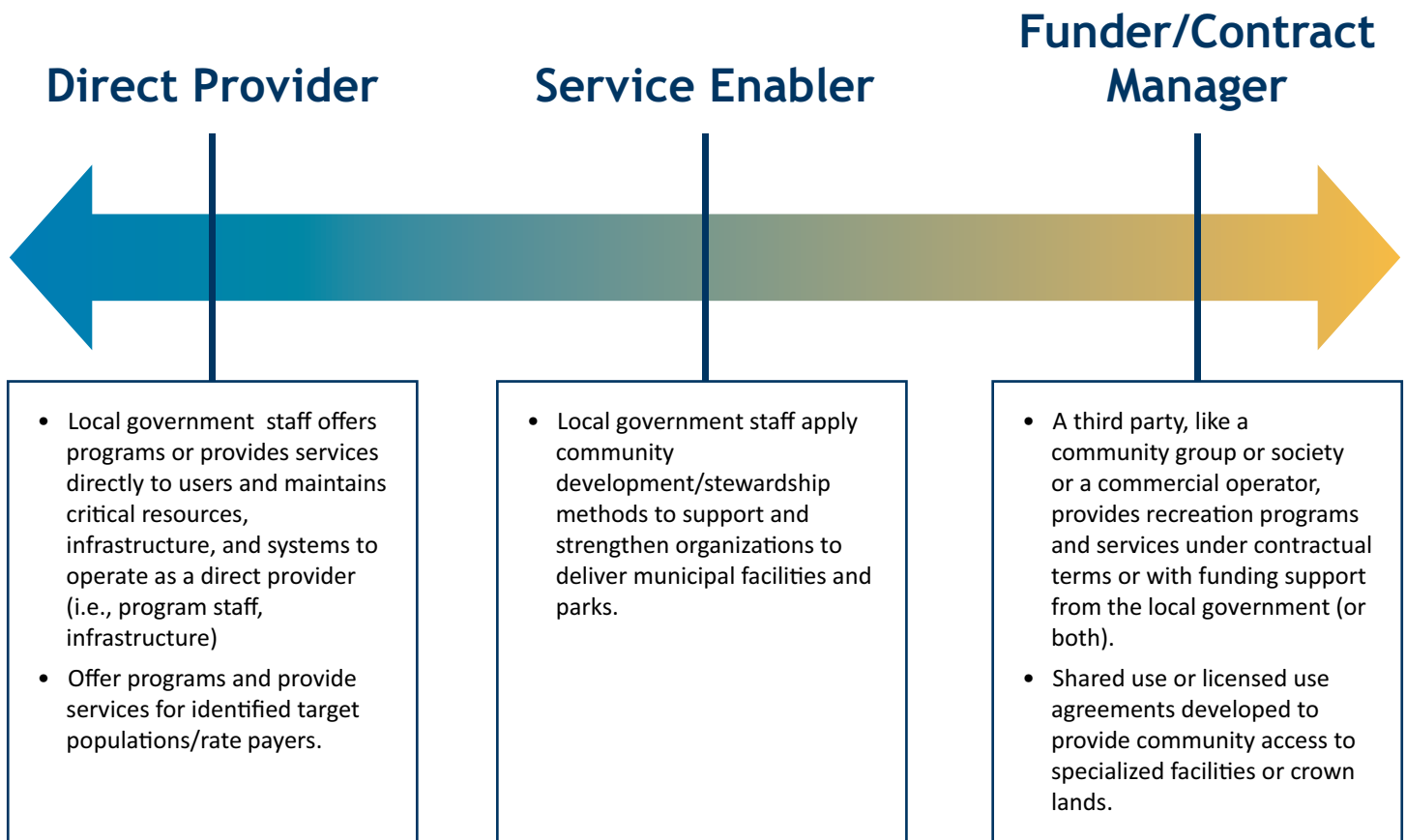


Figure 20 Typical Service Delivery Models



4.4.1 Delivery of Regional Recreation

The Regional District plans and administers recreation services at a region-wide scale, while the delivery of recreation programs, services and activities is tuned to the needs of Electoral Area. Five Electoral Areas currently support taxation for recreation and local parks and trails services. While the level of service varies by Electoral Area as shown in Figure 21, the Regional District is funded to provide a total of twelve days of recreation services per month.



Figure 21 Delivery of Recreation



The Regional District's core recreation services noted in Table 7 reflect the diversity of regional and electoral area needs and the different approaches to providing recreation and related opportunities. Of the five Electoral Areas currently supporting regional recreation, all support the provision of regional core recreation services that are pre-requisites for the delivery of recreation services at the Electoral Area level. The mix of core services at the Electoral Area differ between Electoral Areas – a reflection of the unique interests, opportunities and priorities of residents and partner organizations in each community.

Table 7. Core Recreation Services Provided by the Regional District

Core Recreation Service	Regional	Electoral Area	Approach to Service Delivery
Governance	• Reports to the Board of the Regional District • Prepare and administer the Department's budget • Lead recreation staff	• Coordination with the local Parks and Recreation Commission and the Electoral Area Director	Direct
Recreation Programs	• Administration of registration software • Marketing and communications • Staff and instructor training	• Delivery of recreation programs • Volunteer management	Direct and Indirect
Partnerships	• Coordination and development of opportunities with School Districts and government agencies, and local committees, groups, and societies		Indirect and Contract Manager
Special Events	• Bookings and permits • Coordination with regional event partners	• Planning and delivery of special events and activities • Volunteer management	Direct and Indirect
Project Development & Management	• Coordination of Region-wide initiatives (i.e., Age Friendly, Regional Child Care) • Regional Strategy development and preparation	• Program or site-specific projects (capital or a new program)	Direct
Facilities	• Long-Term Asset Management planning • Developing funding strategies • Administering agreements	• General maintenance and repairs • Security • Program setup and takedown	Direct and Contract Manager

4.4.2 Governance and Administration

Responsibility for planning, administration and delivery of parks, trails and recreation facilities, programs and services in Electoral Areas is assigned to qualified parks and recreation professionals who are employed by the Regional District. In addition to those staff, a wide range of community-based associations, societies and agencies of government support the delivery of recreation and parks.

Established under the Regional District's Parks and Recreation Commission Establishment Bylaw No. 2732, 2016, five Parks and Recreation Commissions currently provide advice to their respective Electoral Area Director, who are also part of the local Commission. The Bylaw outlines the roles and responsibilities of the Parks and Recreation Commissions.

4.4.3 Supply of Recreation Facilities and Spaces

Figure 22 provides a high-level summary of the recreation facilities and spaces that the Regional District is responsible for or play a role in providing. These facilities are provided by various entities through a variety of funding and operational partnerships. The purpose of this chart is to reflect those spaces available to residents, excluding agreements related to community-use of various school gymnasiums and outdoor spaces that the Regional District uses for recreation program delivery (the RDOS does not own or directly maintain or operate these facilities). It is important to note that, in addition to the facilities supported or provided by the Regional District, residents also have access to many recreation facilities in larger urban centres in the region (e.g., Penticton, Summerland, Oliver, Osoyoos and Princeton). In some instances, these facilities are indirectly funded by the Regional District through contributions from an electoral area (e.g. contributions to Area "H" that help support the Princeton Arena).





Overview of Key Recreation Infrastructure

**A more comprehensive inventory is provided later in this section.*

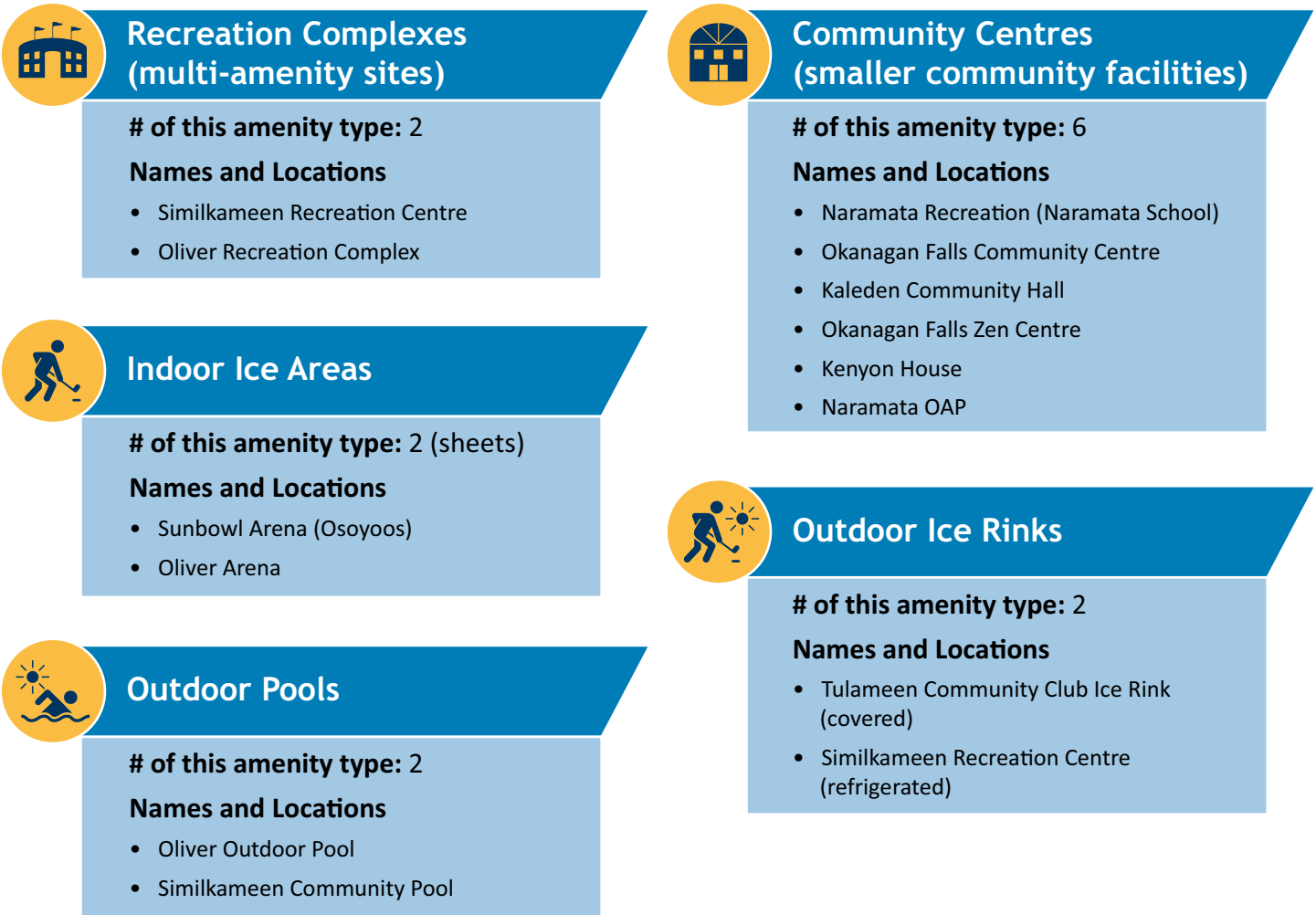


Figure 22 Facilities

4.4.4 Key Characteristics

Additional detail and characteristics related to location, amenities and spaces, ownership and operations, funding and known condition of specific recreation facilities and amenities in the Regional District is provided in Table 8.

Table 8. Regional District Recreation Facility Characteristics

Facility Name	Location	Amenities / Spaces Provided	Ownership	Operator	Condition	Funding
Kenyon House	Electoral Area "D"	Meeting room/ space for approx. 40 persons	RDOS	RDOS	-	RDOS directly operates and covers capital repairs and replacements
Okanagan Falls Community Centre	Electoral Area "D"	Community access to the school gymnasium; community centre portion includes office space, a program room and commercial kitchen	School Board	RDOS (Joint Use Agreement with School Board)	n/a	n/a
Okanagan Falls Zen Centre	Electoral Area "D"	Variety of fitness equipment and fitness/wellness program space	RDOS	RDOS	Structure is relatively new	RDOS directly operates and covers capital repairs and replacements
Naramata OAP Friendship Club	Electoral Area "E"	Program and activity space geared towards older adults	Naramata Seniors Community Services Society	n/a	n/a	RDOS provides some funding and the Society fundraises through its activities and events.

Facility Name	Location	Amenities / Spaces Provided	Ownership	Operator	Condition	Funding
Naramata Recreation (Naramata School)	Electoral Area "E"	School gymnasium used by the community.	School Board	School Board	n/a	n/a
Kaleden Community Hall	Electoral Area "I"	Hall and library co-located; gymnasium space with stage (225 capacity).	Society	RDOS (Agreement with Hall Association)	Near end of normal life cycle based on age of primary structure	n/a
Tulameen Outdoor Rink	Electoral Area "H"	Covered, natural ice rink	RDOS	Community Organization (Agreement with RDOS)	-	RDOS directly operates and covers capital repairs and replacements
Similkameen Community Pool	Keremeos		RDOS	RDOS	Near end of normal life cycle based on age of primary structure	RDOS directly operates and covers capital repairs and replacements
Similkameen Recreation Centre	Keremeos	Bowling alley (4, five pin lanes), fitness centre, racquet courts, program rooms, refrigerated outdoor rink	RDOS	RDOS	Near end of normal life cycle based on age of primary structure	RDOS directly operates and covers capital repairs and replacements

Facility Name	Location	Amenities / Spaces Provided	Ownership	Operator	Condition	Funding
Oliver Parks and Recreation Site (multi-amenity recreation campus)	Oliver	Oliver Arena (1 ice sheet), Curling Rink (4 ice sheets), Oliver Community Pool (outdoor pool), fitness room, program rooms. <i>*Located adjacent to Oliver Community Park (5 sports fields, tennis and pickleball courts, sports court, sand volleyball courts).</i>	RDOS (building) Town of Oliver (land)	Transitioning to the Town of Oliver	Arena, pool and some other site amenities / structures nearing the end of life based on age and available assessment data. <i>*Over \$2.3 M in capital improvements have been identified as needed based on a 2017 Facility Lifecycle Assessment Study.</i>	RDOS provides capital funding for replace and replacement for the Arena and recreation complex.
Sunbowl Arena	Osoyoos	Single pad arena with spectator seating.	RDOS (building) Town of Osoyoos (land)	Osoyoos (under Service Agreement)	Near end of normal life cycle based on age of primary structure <i>* \$2M in capital improvements have been identified in a 2019 Facility Condition Assessment Study to maintain the integrity of the building over the next 15 years.</i>	RDOS provides capital funding for repairs and replacements

4.4.5 Supply of Outdoor Facilities

The Regional District also provides or supports the provision of a broad range of outdoor recreation facilities across the Electoral Areas as well as within the Town of Oliver through service agreements. The current supply of outdoor recreation facilities that are managed or funded by the Regional District are illustrated in Figure 23. Table 9 (see following page), provides an inventory of outdoor recreation facilities by electoral area. Almost all these facilities and assets are in established settlement areas.

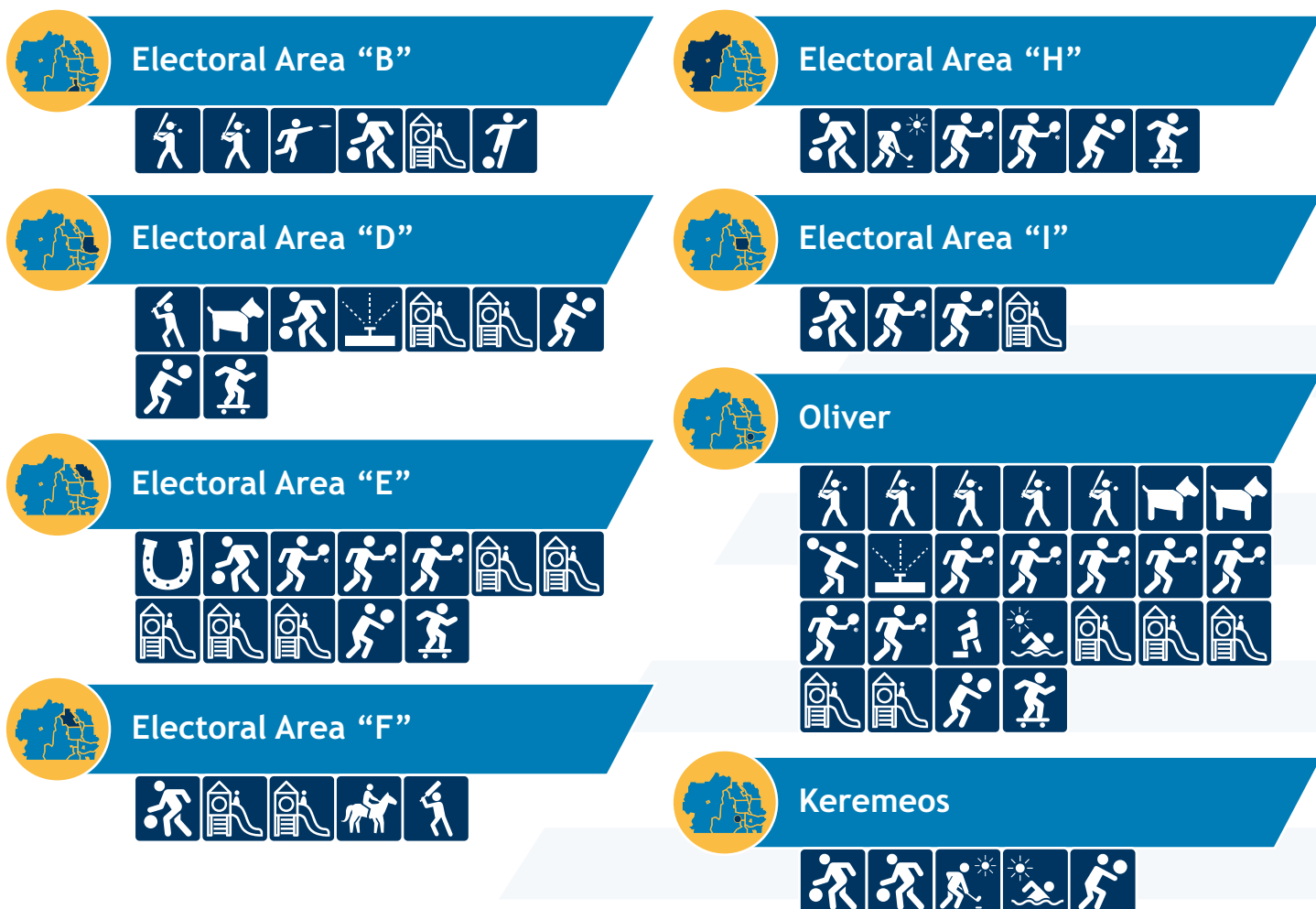
In addition to these facilities, residents also have access to many other outdoor recreation facilities within the larger urban centres in the region. Outdoor recreation facilities provided in Princeton, Penticton and Summerland were not considered in this inventory as the Regional District does not own, operate, or have service agreements with these municipalities.

The RDOS has established service agreements with the Oliver Parks and Recreation Society which establish

joint funding arrangements for capital maintenance of major recreation facilities and parks in the Town of Oliver. As such, outdoor recreation facilities in Oliver have been included in this inventory. School Board facilities for which the Regional District does not agree to operate are also not reflected in the inventory because they are not always publicly available and are funded and maintained through separate Ministry funding sources.

The provision of different types of outdoor facilities varies by Electoral Area. Consistency of the provision level between Electoral Areas or to “best practice” standards are not appropriate in this context given the significant differences in geography and the different histories and legacies of decision-making associated with each park where outdoor recreation facilities are provided. More recent investments in facilities such as pickleball courts and skate/BMX facilities reflect localized demand and support.





Legend

	Ball Diamonds		Multi-Sport Outdoor Court		Outdoor Pool
	Cricket Pitch		Outdoor Arena/Rink		Playground
	Disc Golf Course		Spray/Splash Pad		Sand Volleyball Court
	Dog Off Leash		Outdoor Court (Tennis/Pickleball)		Skate / Bike Park
	Horseshoe Pit		Outdoor Fitness Station/Loop		Soccer Field
	Lawn Bowling Green		Agri-Recreation (Riding Rings)		

Figure 23 Outdoor Facilities Managed or Funded by the RDOS

Table 9. Inventory of Outdoor Recreation Facilities by Electoral Area and Provision Level

Facility Type	Total Supply	2020 Pop.	Provision Per Pop.
Ball Diamonds	7		
Electoral Area "B"	2	1066	533
Oliver	5	5515	1103
Cricket Pitch	2		
Electoral Area "D"	1	3704	3704
Electoral Area "F"	1	2149	2149
Disc Golf Course	1		
Electoral Area "B"	1	1066	1066
Dog Off Leash	3		
Electoral Area "D"	1	3704	3704
Oliver	2	5515	2758
Horseshoe Pit	1		
Electoral Area "E"	1	2006	2006
Lawn Bowling Green	1		
Oliver	1	5515	5515
Multi Sport Outdoor Court	8		
Keremeos	2	1712	856
Electoral Area "B"	1	1066	1066
Electoral Area "D"	1	3704	3704
Electoral Area "E"	1	2006	2006
Electoral Area "F"	1	2149	2149
Electoral Area "H"	1	1995	1995
Electoral Area "I"	1	2469	2469

Facility Type	Total Supply	2020 Pop.	Provision Per Pop.
Outdoor Arena/Rink	2		
Keremeos	1	1721	1721
Electoral Area "H"	1	1995	1995
Spray/Splash Pad	2		
Electoral Area "D"	1	3704	3704
Oliver	1	5515	5515
Outdoor Court (Tennis/Pickleball)	14		
Electoral Area "E"	3	2006	669
Electoral Area "H"	2	1995	665
Electoral Area "I"	2	2469	1235
Oliver	7*	5515	788
Outdoor Fitness Station/Loop	1		
Oliver	1	5515	5515
Outdoor Pool	2		
Keremeos	1	1721	1721
Oliver	1	5515	5515

* Includes 4 pickleball and 3 tennis courts.

Facility Type	Total Supply	2020 Pop.	Provision Per Pop.
Playground	16		
Electoral Area "B"	1	1066	1066
Electoral Area "D"	2	3704	1852
Electoral Area "E"	5	2006	401
Electoral Area "F"	2	2149	1075
Electoral Area "I"	1	2469	2469
Oliver	5	5515	1103
Sand Volleyball Court	5		
Keremeos	1	1721	1721
Electoral Area "D"	2	3704	3704
Electoral Area "E"	1	2006	2006
Electoral Area "H"	1	1995	1995
Oliver	1	5515	5515
Skate / Bike Park	4		
Electoral Area "D"	1	3704	3704
Electoral Area "E"	1	2006	2006
Electoral Area "H"	1	1995	1995
Oliver	1	5515	5515
Soccer Field	1		
Electoral Area "B"	1	1066	1066
Agri-Recreation (Riding Rings)	1		
Electoral Area "F"	1	2149	2149



4.4.6 Recreation Facility Utilization

Planning for indoor recreation providers needs to be based on an understanding of how current facilities are utilized. Available data was reviewed to get a sense of current facility and amenity utilization. This high-level analysis provides insights into the amount of capacity within the system of spaces and those spaces that may be over or underutilized. Table 10 provides the general parameters and description on how each of the spaces was assessed. It is important to note that collecting and analyzing utilization data was a challenge given the lack of consistent and comprehensive data; that regular programming and utilization patterns were disrupted during the pandemic; and multi-year historical utilization data was not available. As such, the data presented in tables 11-13 provide a snapshot of facility and amenity utilization but do not reflect a comprehensive picture of how well spaces are used. A recommendation is provided later in the document to support enhanced data collection. Assessing levels of utilization also requires a different lens for each type of space based on the nature of use (e.g., level of spontaneous use, flex time that needs to be built into bookings, staff availability to support space use, etc.).

Calculating utilization data is a challenge for most public sector providers of recreation. Growing demand for spontaneous use and new / emerging activities suggests a need to improve data management and analysis practices within the sector.

Table 10. Utilization Assessment Parameters

Assessed Level of Utilization	Description / Parameters
Overused	The facility / amenity type is being used beyond its reasonable capacity. As of a result of this, no incremental programming of spontaneous use can be accommodated and for some types of facility / amenities this level of use can stress the condition and functionality of the infrastructure.
Well Used	The majority of capacity at the facility / amenity type is being utilized. This situation likely results in capacity challenges during peak times and seasons, but some limited time remains available (mostly during non peak times and seasons).
Moderately Used	The facility / amenity is sufficiently used but no capacity challenges exist to accommodate new or emerging activities.
Underutilized	The facility / amenity receives minimal utilization and there is an abundance of available supply. Facility / amenities in this situation may be candidates for repurposing or other initiatives that can make higher value use of the space.

Table 11. Arenas (Indoor and Outdoor)

Facility / Amenity	Utilization Indicators	Assessed Level of Use
Similkameen Recreation Centre Outdoor Rink	324 hours of available time used (61%)	Well Used
Tulameen Outdoor Rink	No data available	N/A
Osoyoos Sunbowl Arena	No data available	N/A
Oliver Arena	1,120 hours of use (69% booked utilization of prime time hours)	Moderately Used

Table 12. Other Facilities

Facility / Amenity	Utilization Indicators	Assessed Level of Use
Fitness Room and Courts Similkameen Recreation Centre	Estimate of 40% utilization of available capacity (based on 16 hours of availability per day)	Well used considering amount of time open
Multi Purpose and squash Rooms Similkameen Recreation Centre	Estimate of 5% utilization of available capacity	Underutilized
5-Pin Bowling Similkameen Recreation Centre	Estimate of 15% utilization of available capacity in winter	Underutilized
Similkameen Outdoor Pool	Estimate 75% utilization (would be more if not for staffing shortages)	Well utilized
Naramata Recreation (school gymnasium)	Estimate of 15% utilization of available capacity (based on service level)	Underutilized
Okanagan Falls Community Centre / School Gymnasium	- Estimate of 50% utilization of available capacity - Programming for children, including multi-week art classes, active play programs, after school programs and themed day summer camps	Moderately used

Facility / Amenity	Utilization Indicators	Assessed Level of Use
Multi-Purpose Room Okanagan Falls Community Centre	• Estimate of 20% utilization of available capacity • Uses included programming for children, including multi-week art classes, active play programs, after school programs and themed day summer camps. Community meetings use.	Underutilized
Zen Room Okanagan Falls Community Centre	• Estimate of 20% utilization of available capacity • 540 memberships (annual average) • Estimate 4,000 individual visits per year to the Zen and Fitness centre • Wide range of adult fitness registered programs	Underutilized
Kaleden Community Hall	• Estimate of 35% utilization of available capacity • 419 bookings in 2019 and 434 bookings in 2018 • Used for fitness and yoga classes	Underutilized
Meeting Room at Kenyon House	• Estimate of 25% summer use and close to 100% during the fall, spring and winter seasons due to school booking of sight.	Moderately Used
Oliver Parks and Recreation Facilities (excluding the previously noted arena)	• 2861 participants across 140 programs at the facility (dry-floor and aquatics spaces). • Weight room: 14460 members visits from 563 unique users. • 2726 swim visit (excluding visits through memberships).	Well Utilized



Table 13. Outdoor Courts

Facility / Amenity	Utilization Indicators	Assessed Level of Use
Okanagan Falls Courts (tennis only - at the time of estimation)	• Estimate of 30% utilization of capacity • tennis and pickle ball (pickle ball nets are not permanently installed)	Underutilized
Kaleden Courts (Tennis courts)	• Estimated at 20% utilization of capacity unknown • The Tennis club has dissolved.	Underutilized
Naramata Pickleball Courts	• Estimate of 40 - 50% utilization of available capacity (use not tracked in 2019) • Pickleball club has approximately 30-40 members. • Courts are booked 25-30hrs/ week during spring / summer months. • Public hours are often busy.	Moderately Used
Naramata Tennis Courts	• Estimate of 30%	N/A
Similkameen Dry Slab (Pickle ball, Lacrosse & Futsal)	• Estimate under 5% utilization – Brand new so building interest in 2022	Underutilized



Important Learnings for the Master Plan

- The provision of recreation facilities and services is highly variable by Electoral Area – the result of legacy decisions, agreements with local municipalities, and level of service adjustments based on different taxation bylaws over time.
- The current age and condition of the RDOS's two indoor arenas in Oliver and Osoyoos will likely require significant reinvestment over the term of the Master Plan. Alternative replacement scenarios should be considered.
- Many outdoor sport facilities are underutilized with few facilities approaching full or over utilization.
- Joint Use agreements between the RDOS and various School Districts provide community use access to gymnasiums in Okanagan Falls and Naramata that appear to satisfy local need for indoor multi-use recreation space.
- The roles and responsibilities of the Recreation and Parks Commissions and Regional District staff in the delivery of recreation services can be unclear at times resulting in some confusion on roles and responsibilities.

WHAT WE HEARD



Thousands of ideas and input were received during the engagement process from residents, stakeholders, and Regional District partners. The key themes that emerged from this extensive engagement is summarized below. However, this is just a summary of the big ideas. For more details on what the community had to say, please review the What We Heard Report which is a compendium to the plan.

In general, it was clear that residents and stakeholders are largely satisfied with the existing provision of parks, trails and recreation facilities and services as well as the general administrative and management practices the Regional District is using to maintain and operate its parks, trails, recreation facilities, services, and programs. Though relatively satisfied, participants clearly indicated that there is opportunity for improvement.

The driving ideas and suggestions offered by those who took part in the engagement process are as follows:

Expand and Connect the Network of Parks and Trails

- Trails, particularly the Kettle Valley Rail Trail (KVRT), is the most used recreational asset in the region as indicated by participants in the engagement process. Users attach a great deal of importance to future trail development programs and enhancement of trails and trail maintenance. There is an understanding amongst stakeholders and residents that the trestle bridges are reaching or at the end of their lifecycle and require significant reinvestment in the near term and that every effort must be taken to ensure the connectivity of trails remain intact and operational.
- There is a desire to see more non-motorized multi-use pathways, hiking trails, purpose-built mountain bike trails and, to a lesser extent, off-road vehicle trails.
- To facilitate the improved connectivity of trails and the expanded access to natural spaces, participants identified the need to improve coordination and integrate planning initiatives across all levels of governments.

Protect the Region's Environmentally Important Areas

- Participants identified the need to increase the network of conservation focused parks, particularly as the development pressures continue to increase.
- Participants were generally supportive of paying increased taxes to support the acquisition of additional park spaces for conservation and recreation.
- Various views, mostly supportive, were shared regarding the formation of the proposed national park reserve in the South Okanagan-Similkameen.



Enhance the Region's Current Parks, Trails and Recreation Facilities and Services

- Beyond wanting to see additional pickleball courts, there was little evidence of demand from survey respondents, stakeholders or Commissions for additional major recreation amenities or facilities.
- Residents and community organizations want to see recreation facilities and amenities that are functional and continually modernized to meet emerging activity needs. Spaces that are multi-purpose can help ensure maximum flexibility and adaptability.
- Most of the Regional District's parks serve a local catchment and offer unstructured play amenities and gathering/activity spaces. There has been some reinvestment in amenity renewal, such as sport courts (for pickleball) and public washrooms.
- Participants recognize the appeal of winter-based recreation and indicate that enhancing access to winter recreation opportunities and experiences in parks and on trails is needed.
- Participants identified the benefits and opportunities associated with animating the parks, trails, and recreation spaces in the region to attract greater visitation and use in all seasons.
- Participants identified the need to enhance parks and trails by improving, expanding, or developing new parking areas and improving the quality of and consistently providing comfort and convenience amenities.
- Participants were clear about the need to enhance the quality and consistency of signage in parks and on trails including wayfinding, interpretive, responsible use and regulatory signage and the need to create an appealing and aesthetic "gateway" for visitors arriving at parks and trails.
- Though not dominant, some participants expressed concerns about safety and crime in parks and on trails and recommended that amenities, such as lighting and cameras, could be used to improve safety particularly in spaces nearer the urban area.



Include Everyone

- There is recognition amongst residents and stakeholders that all children and youth should have opportunities to play and grow through participation in community-based recreation activities and sports. Ensuring affordability and providing supports to more financially vulnerable households to better enable participation was a routinely mentioned.
- It was recognized that few of the region's recreation facilities, parks and trails provide universally accessible access. Participants identified the need to improve universally accessible spaces, amenities, and programs.
- Participants acknowledged that not all recreation facility types are viable in every community and, to maximize inclusion and access for all residents, a balance is needed between providing "hub" facilities that serve a larger catchment area and localized facilities that primarily serve a specific community (recognizing that transportation can be a significant barrier for some).



Manage and Maintain Existing Facilities

- Parents are willing to travel up to 30-40 minutes by car to municipal centres if their children participate in competitive sport programs or to participate themselves. There is minimal interest in the renewal of aging and underutilized sport fields and ball diamonds in many Regional District parks because many local minor sport clubs have ended program delivery in the Electoral Areas. These spaces are nonetheless important for local community events and spontaneous play and should be maintained where they are used by residents.
- Visitor managements issues in parks and trails are on the rise including the improper disposal of garbage and animal waste and improper or prohibited uses of parks and trails. Generally, residents are supportive of increased education but also recognize the need for enforcement tactics.
- Stakeholders and commissions recognized the limitation in data on participation in and bookings and use of recreation facilities, parks, trails, and programs. Better data is needed to better understand current utilization and to enable better decision making.
- Residents and groups recognize that many existing recreation amenities and assets (specifically arenas and outdoor pools) are aging and require renewal. Decisions will need to be made on the best approach to maintain the provision of these facilities if deemed necessary.
- There is a high level of support amongst engagement participants to increase tax requisition by \$25-\$35 per year to fund land acquisition for parks and trails and to improve recreation facilities.





Enhance Volunteerism and Stewardship

- Volunteerism and stewardship were identified as important. Participants indicated that the volunteering in parks, trails and recreation should be formalized, more stewardship opportunities should be made available, and the recognition of volunteers and community partners should be improved.
- Trail stewardship groups that took part in the engagement process identified the need for the RDOS to develop or improve partnerships, communication and coordination between the Regional District and trail organizations that currently support, or are interested in supporting, trail development and stewardship / maintenance.
- Participants identified the opportunity to grow parks, trails and recreation-based tourism in the region and the opportunity to ensure greater and accurate marketing and promotion of parks, trails and recreation offered by the Regional District.



Strengthen Partnerships

- The delivery of many community recreation programs in the region relies on a diversity of local and regional partners such as community associations, school districts, municipalities and not-for-profit organizations which provide facilities and / or specialized resources. Partnerships with these and other organizations should be strengthened and expanded to allow the Regional District to continue to offer programs for children, youth, and adults at a reasonable cost.
- While recognizing the strong volunteer legacy in parks and recreation service delivery in the Regional District, participants were clear that it is increasingly difficult to attract and retain volunteers to organize events and run programs or to stand for nomination to a Parks and Recreation Commission. It is equally difficult for commercial and not-for-profit service providers to successfully deliver recreation programs directly because there is often insufficient population-based interest/demand to do so in Electoral Areas and because of the challenge of finding qualified staff.



 **43%**

of respondents identified fitness as the most common indoor recreation activity their household participates in (weightlifting, aerobics, yoga)

 **68%**

of respondents feel that the RDOS should place a great deal of emphasis on ensuring recreation programs and services are affordable to all residents

 **95%**

of respondents use parks, trails, and recreation facilities in the RDOS to have fun.

 **85%**

say they use these amenities for exercise and physical health as well.

 **99%**

of respondents feel that being outside and enjoying the outdoors is important

 **821**

completed responses received from RDOS ratepayers

 **71%**

of respondents have visited beach accesses in the RDOS

Beach accesses are the most popular outdoor recreation amenities in the RDOS, with

 **71%**

of respondents reporting having gone to the beach

 **96%**

of respondents feel that the RDOS should emphasize program and service affordability for all residents

 **90%**

of respondents report visiting a park or trail in the RDOS in the last 24 months

 **2/3rds**

of respondents (61%) have visited indoor recreation facilities in the City of Penticton

 **88%**

of respondents agree that the RDOS should establish more trails and

 **72%**

feel that parks and trails funding should be increased to support better services

 **89%**

of respondents feel that littering is an important management issue to be addressed

 **33%**

of respondents indicate being willing to travel more than 45 minutes one-way to access trails

 **72%**

of respondents learn about parks, trails, and recreation opportunities through friends, family, and/or word-of-mouth

 **81%**

of respondents support a tax increase of up to \$25 per year to fund land acquisitions for the RDOS parks and trail system.

 **35%**

support a tax increase of more than \$50 per year

 **31%**

of respondents report having a household member over the age of 65 years

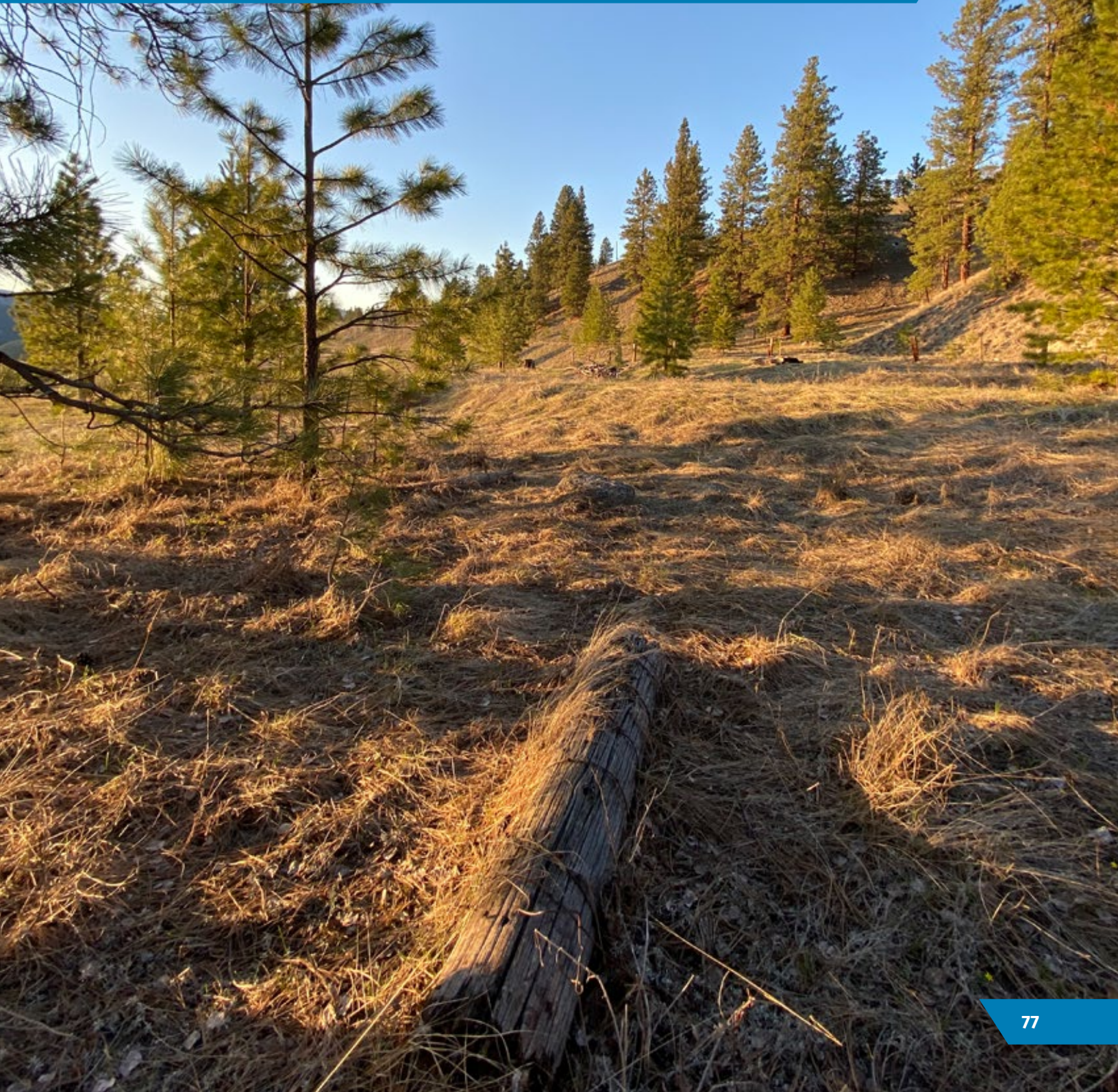
 **89%**

of respondents think that enhancing existing trails is an important area for the RDOS to invest in

 **74%**

of respondents reported owning a recreational property in the RDOS

DESIRED OUTCOMES, MISSION & PRINCIPLES



Parks, trails and recreation are deliberate strategies to improve the health and well-being of residents, communities, and the environment. Through this plan, the Regional District is acknowledging what many residents and visitors already believe - parks, trails and recreation are essential public services and critical to the quality of life in the region. The COVID-19 pandemic, severe wildfires and mass evacuations, and major climate change induced floods and weather events have all highlighted the essential role that these services play, and will continue to play, in the lives of residents. During the early days of the pandemic, parks and trails became essential outlets for physical activity, physically distanced socializing, places to relieve stress and improve mental health, and active transportation corridors that enabled physically distanced commuting and reduced greenhouse gas emissions. During the wildfires, recreation facilities and centers became essential evacuation reception centers and places for sharing information and finding community support and strength. And the 2021 floods re-iterated

how important the network of parks and natural spaces are and will continue to be in future flood mitigation. For these, and many other reasons, parks, trails and recreation services are seen as critical to achieving broader public health and well-being, community functioning, biodiversity conservation and climate change adaptation and economic sustainability goals for the region.

To ensure the Regional District remains focused on parks, trails and recreation's role as an essential service, a strategic framework has been developed that will guide decision making into the future (Figure 24). The framework consists of clearly defined outcomes, a mission, and guiding principles. To achieve the outcomes, "game plans" have been developed for each core service area – parks, trails, and recreation. Each "game plan" contains strategic directions and tangible actions that the Regional District will implement, or work with partners and Indigenous communities to implement, over the next decade.



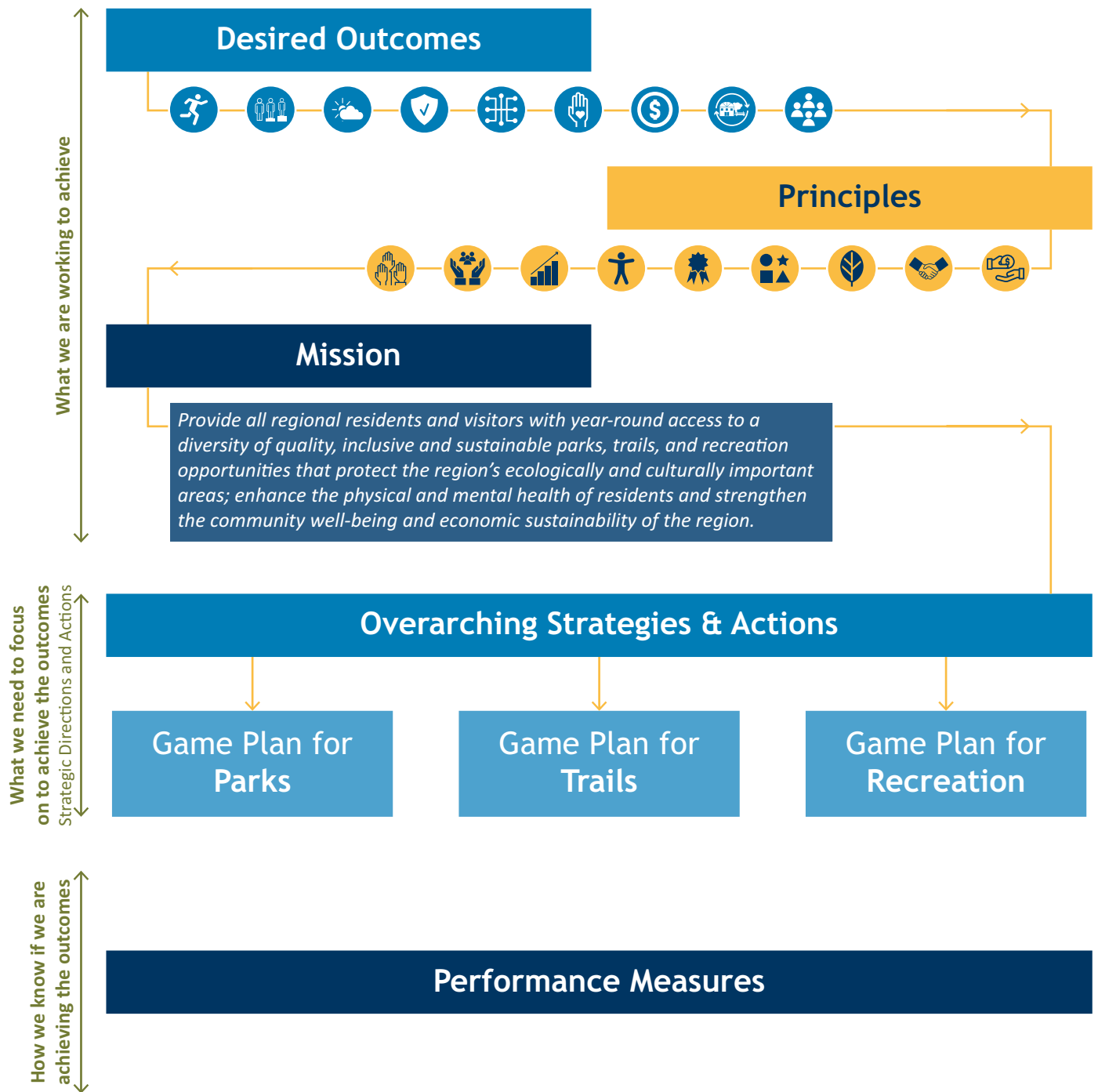


Figure 24 Master Plan at a Glance

6.1 DESIRED OUTCOMES

By articulating the desired outcomes, the Regional District is clearly defining what it is trying to achieve for residents, communities, and the environment through the delivery of parks, trails, and recreation services. The outcomes draw inspiration from the goals established in the Framework for Recreation in Canada (2015), the themes that emerged from the engagement process, and direction from other policy documents and best practices.

Over the next 10 years, the Regional District will work collaboratively to achieve the following:

Active, Healthy Living & Connected Communities

- All citizens meet daily physical activity guidelines and have a basic level of fitness.
- All residents have the leisure literacy needed to take part in a diversity of recreation pursuits.
- Residents' pride in and connections with their families, friends, communities, and nature are strengthened.

Inclusive & Equitable Access

- All residents have equitable access to, and feel included and welcomed in, the Regional District's parks, trails and recreation facilities and programs.

Together, the Outcomes and Principles we have set for ourselves provide a reference point for all stakeholders to collaborate and work together towards a common end and will be embedded in the policies, plans, designs, construction processes and operating protocols.

Climate Change Adaptation & Resilience

- Parks, trails, and recreation facilities protect and/or incorporate green infrastructure that enhances the region's climate change resilience and adaptation.
- More residents are using the region's trails as active transportation corridors, reducing transportation related greenhouse gas emissions.

Protection of Ecologically & Culturally Important Areas

- Ecologically and culturally important areas and the ecological services they provide are protected, healthy, functioning and, where needed, restored.

Connectivity

- The region's communities and major destinations are connected through an interconnected network of trails and active transportation corridors.

Truth & Reconciliation

- The region's relationship and collaboration with Indigenous peoples is grown through parks, trails and recreation and these services support the implementation of the calls to action identified through the **Truth and Reconciliation Commission**.

Economic Growth, Diversification & Resilience

- The Regional District's parks, trails and recreation facilities are motivating tourism to the region and skilled labour and businesses to choose, or remain in, the region.

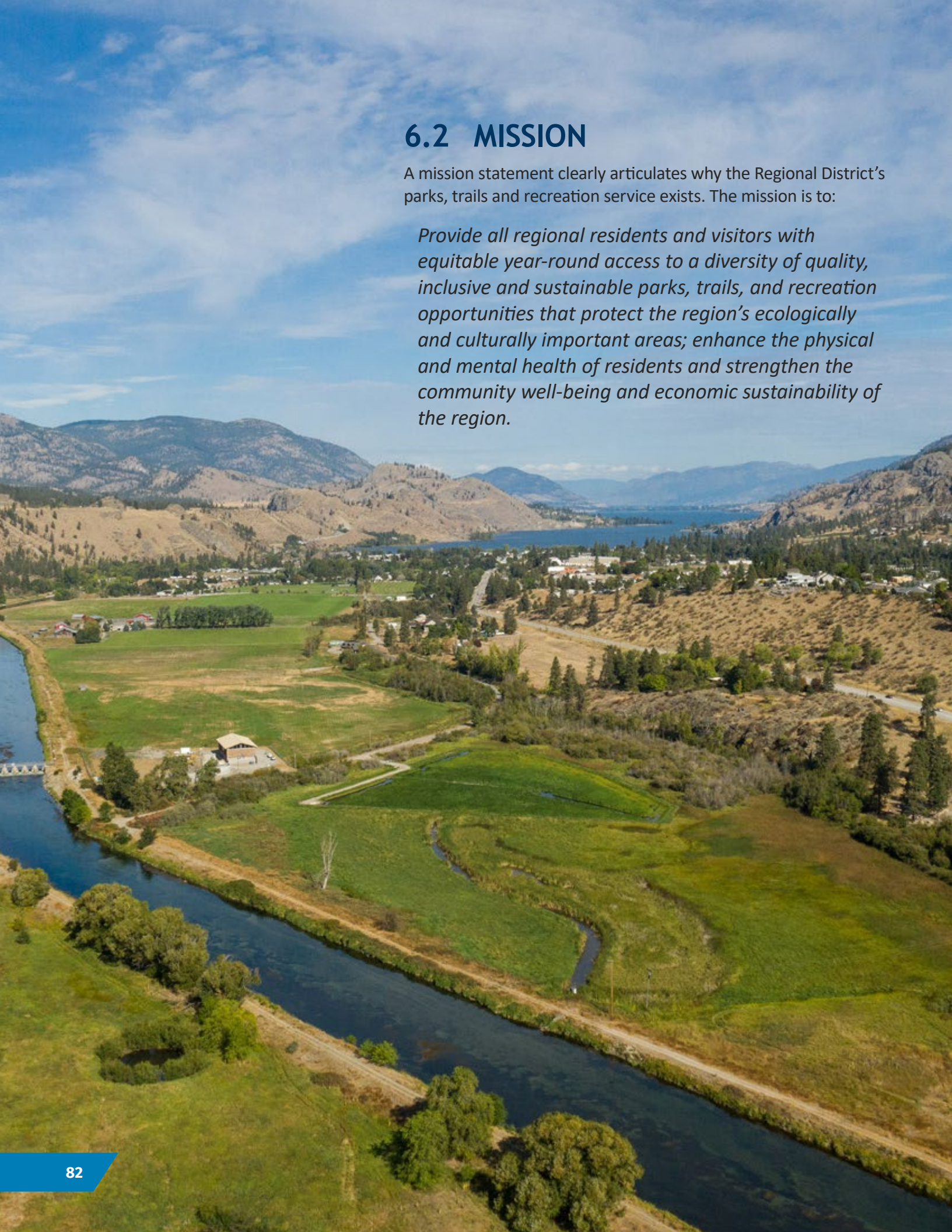
Supportive Environments

- The physical and social environments are in place to enable and support the enjoyment of parks and trails and participation in recreation by all residents.

Capacity and Awareness

- A strong and active base of volunteers are helping to build and actively contribute to parks, trails, and recreation services.
- Parks, trails, and recreation services are valued, well managed and appropriately resourced.



An aerial photograph of a river valley. A river flows from the bottom left towards the center right. The valley floor is covered in green grass and some trees. In the background, there are rolling hills and mountains under a blue sky with scattered clouds. A small town or village is visible on the right side of the valley.

6.2 MISSION

A mission statement clearly articulates why the Regional District's parks, trails and recreation service exists. The mission is to:

Provide all regional residents and visitors with equitable year-round access to a diversity of quality, inclusive and sustainable parks, trails, and recreation opportunities that protect the region's ecologically and culturally important areas; enhance the physical and mental health of residents and strengthen the community well-being and economic sustainability of the region.

6.3 PRINCIPLES

Principles are the basic beliefs that guide decision making. Aligned with the *Framework for Recreation in Canada* (2015), the programs, policies, management, and investment decisions the Regional District makes over the next 10 years will be guided by the following principles:



Essential Public Services

- Parks, trails, and recreation are essential to the physical and mental health of all residents and visitors, the well-being of communities, the health of the environment and the strength of the economy.



Public Good

- Programs, policies, and investments that maximize the public good will be favoured and prioritized. Public Good is the extent to which every resident in the region benefits, directly or indirectly, from the program, policy, or investment.



Figure 25 Public Good Recreation Investment Model



Outcome Driven & Evidence-Based

- Parks, trails, and recreation services are entirely focused on making a positive, meaningful, and measurable difference in the lives of residents and, to the extent practical, all decisions will be informed by accurate and timely data, science, traditional knowledge, and other evidence.



Inclusion & Equity

- The region's network of parks, trails, and recreation services will be planned, designed, operated, and managed to be accessible, equitable and inclusive to all residents regardless of race, ethnicity, gender, sexual orientation, ability, income, or religious beliefs. Barriers to accessing parks, trails, and recreation will be avoided or supports put in place to help residents overcome barriers to participation.



Quality

- Parks, trails, and recreation facilities will be safe, of the highest possible quality, and places that residents take pride in.
- Everyone who engages in the Regional District's parks, trails and recreation services will have a positive and memorable customer experience.



Diversity & Seasonality

- A diverse spectrum of indoor and outdoor, spontaneous, and structured, non-motorized and motorized public recreation opportunities will be available year-round to residents of all ages and abilities.

Environmental Sustainability & Climate Adaptation & Resiliency

- The planning, design, operation and management of parks, trails, and recreation services will avoid or mitigate impacts to ecologically important areas, minimize greenhouse gas emissions and support climate change adaptation and resilience, and the application of firesmart principles where ecologically appropriate.

Collaboration & Partnerships

- Parks, trails, and recreation services are strengthened through appropriate community-based leadership, partnerships, collaboration and integration across the entire parks, trails, and recreation delivery system and sector.

Fiscal Responsibility

- Parks, trails, and recreation services are delivered in a financially responsible way and in accordance with sound asset management practices. The ongoing maintenance and renewal of existing assets is balanced with the demands for new assets.





6.4 MAXIMIZING PUBLIC GOOD

The Regional District faces many demands to provide different facilities, activities, programs, and services. But it cannot be all things, to all people, all the time. The Regional District must prioritize and must deliberately pick what role it will play in the region's broader parks, trails, and recreation service delivery system (Figure 26). As public recreation providers, the Regional District has an obligation to maximize the public good that is achieved by investing tax revenue in parks, trails, and recreation services. One way to do that is to be clear on the general types of services that the Regional District will focus its investments on.

Given the commitment to maximizing public good, the Regional District's priority will be on investing in the planning, development and delivery of parks, trails, and recreation facilities, programs and services that are focused on:

- Introducing participants to recreation and recreation activities.
- Allowing and helping participants to learn and become competent in the recreation activity.
- Keeping participants active for life through recreation.

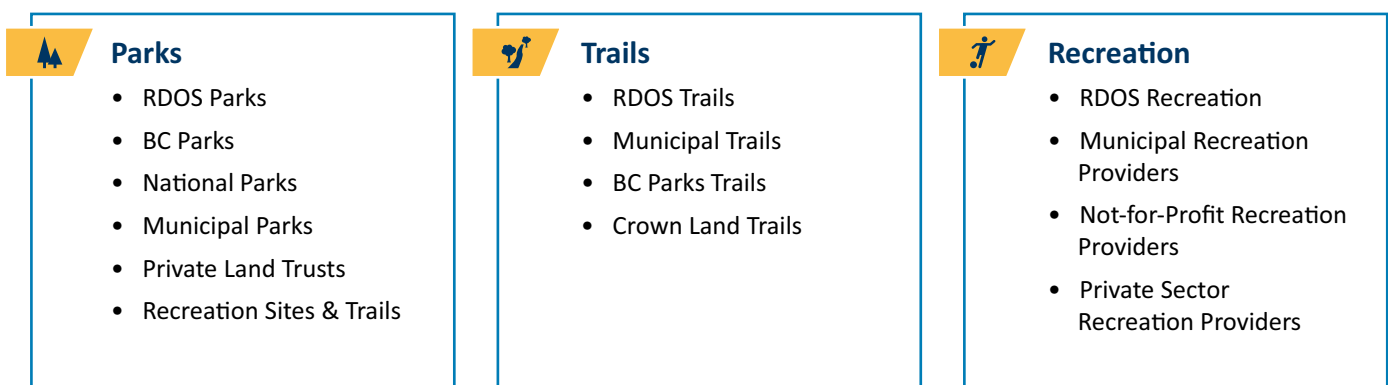
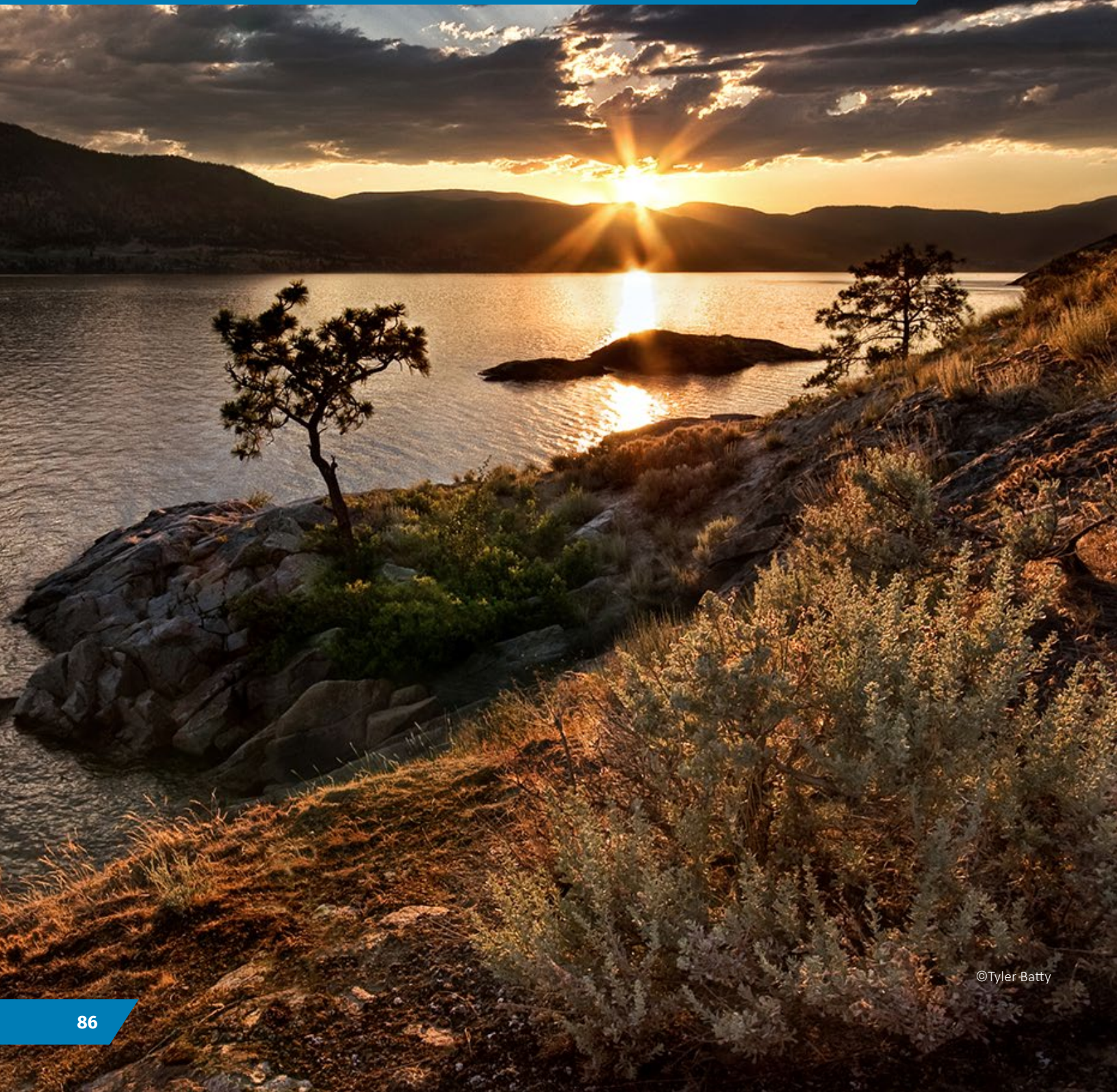


Figure 26 Parks, Trails, and Recreation Service Delivery System and Providers

THE GAME PLAN FOR PARKS



7.1 PARK CLASSIFICATION

Park classification is an important foundation of all park systems. Park classification provides direction and supports decisions about requisition, land acquisition and park siting, management intent(s), appropriate uses, designs, facilities and amenities, organization of the spaces, programming, and maintenance. To guide these and other decisions going forward, the following parks classification system will be implemented.

There are two components to the classification system:

- Park Class
- Park Management Intent

Park Class

Parks can be classed as either a:

- Regional Park
- Local Park

‘Game Plans’

Outline the strategies and actions that will be taken to achieve the desired outcomes.

Strategies

What we will do!

Actions

How we will do it!



It is important to understand the distinction between these two park types. Though both are designated as parks, Regional and Local Parks intentionally differ in terms of their visitor experience, uniqueness / significance, role in conservation, the catchment they attract visitation from and who benefits most from the park, size, and how acquisition, development and operations of the park are paid for. Regional parks also work to provide quality recreation opportunities and / or conserve regionally important ecological and cultural areas that are not being provided or conserved by other agencies (e.g. municipal, provincial, federal governments). Figure 27, illustrates the fundamental differences between regional and local parks.

Table 14. Park Class Characteristics

Characteristics	Regional Park	Local Park
Visitor Experience	• Nature-based outdoor recreation – mostly unstructured and spontaneous • Connection to and appreciation of nature • Interpretation	• Spontaneous, structured & active outdoor recreation • Structured sport • Community gathering • Water play • Interpretation
Regional Uniqueness / Significance	• Regionally unique recreation opportunity and / or conservation value. • Regionally unique / important area for Indigenous peoples	• Locally important recreation opportunity.
Conservation Importance	• Protects regionally significant ecological, Indigenous and / or cultural areas and / or features.	• Limited regional conservation value. Local conservation value or education on wildlife, ecosystems, or ecosystem processes. • May protect locally significant cultural area or feature.
Typical Visitation	• Electoral Area residents, regional residents, and visitors from abroad.	• Electoral Area residents. • Limited or no visitation from beyond the Electoral Area
Beneficiaries	• For the benefit of the region as-a-whole (residents of electoral areas and municipalities).	• For the benefit of electoral area residents.
Typical Size	• Variable, but typically much larger than local parks.	• Variable, but typically much smaller than regional parks.
Requisition	• Funded through region-wide requisition (electoral area and municipal).	• Funded through Electoral Area requisition.

Park Management Intent

Parks are also classified based on their management intent. As illustrated in Figure 27, the management intent of regional and local parks are as follows:

Regional Parks

- Conservation Park
- Natural Space Park
- Recreation Park

Local Parks

- Community Park
- Neighbourhood Park
- Water Access Park



Figure 27 Park Classification & Management Intent Continuum

The management intent of each park class differs in terms of its conservation objectives, compatible / permitted and prohibited activities, the types and level of infrastructure development and other characteristics. The management intent and general guidance for each park class is outlined in more detail in Appendix A.1. The management intent of “Conservation Parks” and “Natural Space Parks” have been deliberately aligned with internationally accepted definitions (e.g. International Union for the Conservation of Nature) to ensure that these sites are established and managed in ways that will allow them to be accounted toward national and international conservation targets.

Though the Regional District has established a clear classification system for Local Parks, these classifications are not intended to limit the flexibility and creativity of park designs nor the need for park facilities, amenities, and management to evolve over time. Park classifications are organic and can be updated overtime as needed (e.g. new recreation activities or infrastructure emerge).

Actions:

1. Classify each existing, and all future, regional and local parks in accordance with the *Regional and Local Parks Classification System* (Appendix A.1).
2. As appropriate, integrate the Regional and Local Parks Classification System into relevant Regional District bylaws, non-statutory plans and policies (e.g. Service Establishment Bylaws, Park Land Dedication Policy etc.).
3. To help spatially interpret the primary and secondary management intent of a particular park class at the park level and guide park specific management decisions, the Regional District may develop a park management zoning system (Figure 28). Where park values are diverse and management is complex, park zoning may be applied within the boundaries of a specific park to identify where protection and conservation, recreation and access / services are the priority management objectives within the park and what activities and amenities / infrastructure are compatible, permitted or prohibited.



Figure 28 Example Park Zoning System

7.2 STRATEGIES & ACTIONS

7.2.1 Activate and Increase Investment in the Regional Parks Service

What We Heard

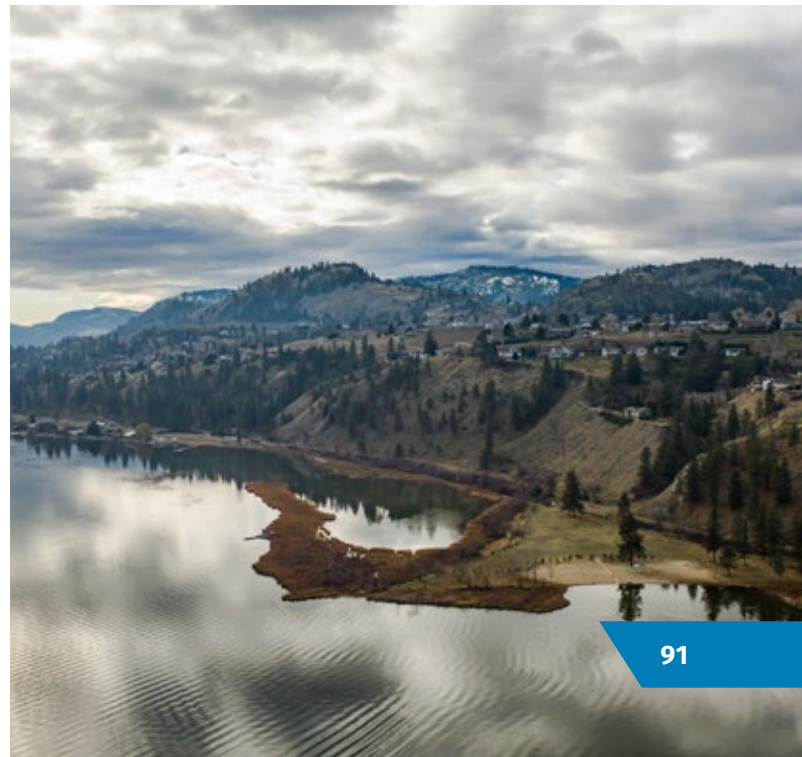
- Engaged participants and stakeholders support the further activation of and investment in the Regional Parks service.
- Regional and Local parks face funding and capacity challenges while demand and use of parks have never been higher.
- 72% of participants indicated that funding for parks and trails should be increased to support more and better parks and trails.
- 46% of participants would support a \$25 (22%) to \$50 (24%) tax increase for parks and trails land acquisition.

What We Found

- The Regional District's Regional Parks Service was established in 2004 via bylaw No. 2297, 2004 Regional Parks and Trails Service Establishment Bylaw.
- Few of the Regional District's parks meet the definition and management intent of regional parks.
- Requisition and reserves available to support acquisition of land and expansion of the regional parks system for conservation and regional unique recreation is limited.
- Though visitors are generally satisfied with the quality of parks, infrastructure is aging and requires capital investment.
- Much of the requisition acquired under the Regional Parks and Trails Service has been allocated to Regional Trails.

Actions:

1. Activate the regional parks system by increasing focus on and investment in the advancement of the regional parks service to achieve the outcomes and address the strategies and actions established in this plan.
2. Explore the feasibility of establishing a new Regional Parks and Trails Land Acquisition Fund to increase the capital reserve and ensure the Regional District is better positioned to acquire lands for regional parks and trails purposes in a timely and opportunistic way.



7.2.2 Expand the Regional & Local Park Systems

What We Heard

- 82% of participants strongly or somewhat support investing in the development of new regional and local parks.
- 89% of participants indicated that acquisition of conservation focused parks was an important priority for the Regional District's parks system. The top 5 priorities were:
 - » 69% said motorized focused parks were most important (30%) or important (39%) (data was strongly skewed to Area H)
 - » 68% Child play focused parks were most important (30%) or important (38%)
 - » 68% said outdoor sport focused parks were most important (28%) or important (40%)
 - » 65% said conservation focused parks were most important (24%) or important (41%)
 - » 63% said outdoor recreation focused parks were most important (27%) or important (36%)
 - » 61% said cultural heritage focused parks were most important (31%) or important (30%)
- In terms of landscapes, participants prefer parks in mountainous (64%) landscapes followed by riverfront (45%) and lakefront (40%) landscapes.
- Activities that participants wanted to see more opportunity to take part in include off-road vehicles (32%), general trails (27%), mountain biking (11%), park programming (4%), natural areas education (4%). (*note, strong participation from Off-road Vehicle (ORV) participants in Area H occurred in the survey*)

What We Found

- The region contains many high value conservation lands that are important to biodiversity, ecological processes and climate resilience and adaptation.
- At 13%, the proportion of the region that is formally protected through a protected area is well below national conservation target of 30%. This will increase to approximately 14.6% if the proposed national park reserve is approved.
- Many of the region's most important ecological areas and areas important to climate change adaptation remain unprotected and many are threatened by development and conversion. 23% of the region's lands that are ranked as having high (15%) and very high (44%) biodiversity rating are currently protected. And 17% of the region's lands that are rated as having high (18%) or very high (16%) conservation ranking are currently protected.
- Some popular recreation areas (e.g., Mountain Biking on Campbell Mountain, ORV trails in the Crump area) are regionally significant and hold considerable potential to advance outdoor recreation, the outdoor recreation economy and tourism.
- Not all residents have equitable access to quality and diverse parks within an easy walk.

What We Heard (continued)

- Residents want to have equitable access to quality local parks that provide a diversity of recreation opportunities within an easy walk from home.
- Opportunities to acquire regionally significant conservation and outdoor recreation park spaces will continue to diminish or be lost entirely as the population grows and development continues to expand. Residents are looking to the Regional District to provide regionally unique nature-based outdoor recreation opportunities beyond just local parks. Residents who do not face transportation barriers are willing to travel for regionally unique recreation opportunities.

TARGET

30% of the region's terrestrial area is protected through a national, provincial, regional, private land trust or other similar protected area.

Actions:

Regional Parks

1. Collaborate with partners to acquire land to establish an interconnected network of “regional conservation parks and natural space parks” that conserve the region’s biodiversity, regionally significant and sensitive ecosystems, Indigenous and cultural values and support the region’s climate change resilience and adaptation. Building on the existing network of provincial parks and protected areas, priority will be placed on establishing regional parks in areas of high or very high conservation ranking, relative biodiversity and / or habitat connectivity values, and areas that will improve climate resilience and adaptation.
2. Work with the Osoyoos Indian Band, Penticton Indian Band, the Upper Similkameen Indian Band, and the Lower Similkameen Indian Band to explore opportunities to identify and collaboratively pursue the acquisition and management of conservation and natural space parks to protect sites of cultural and spiritual significance.
3. Work with partners to explore the potential of establishing “Regional Recreation Parks” to provide regionally unique nature-based non-motorized and motorized outdoor recreation opportunities that contribute to the region’s outdoor recreation and tourism economy. Based on community demand, current use and the potential to generate tourism, the first priorities should be placed on:
 - » Campbell Mountain Regional Recreation Area
 - » Crump Off-Road Vehicle Regional Park and Trails Area

4. Develop a criterion based *Regional Parks and Trails Land Acquisition Evaluation Tool* to support and ensure evidence-based regional park and trail land acquisition investment decisions meet outlined objectives. Ensure the tool considers and differentiates between conservation and recreation focused acquisitions while utilizing the best available information and data (e.g. OCP environmentally sensitive areas mapping, SOSCP conservation datasets).
5. Prepare a *Regional Parks Land Acquisition Strategy* to identify lands of greatest acquisition interest for regional park purposes. Integrate identified areas in OCP bylaws as appropriate.
6. Continue to support and collaborate with other agencies and partners (e.g. provincial and federal governments, land trusts) in their efforts to establish new conservation and / or recreation focused parks and protected areas in the region.
7. Actively support regional and partner led efforts to continue inventorying and mapping of conservation values.



Local Parks

8. Continue to acquire lands to dedicate new local community, neighbourhood, and natural space parks through the 5% dedication / cash in lieu and Development Cost Charges provisions in the Local Government Act. Priority will be placed on acquiring park lands (e.g., dedication, development cost charges, purchase, donation / gift etc.) that will address:
 - » Equity gaps in access to parks,
 - » Proximity gaps in park access, and / or
 - » Gaps in the diversity of recreation opportunities.

9. When considering land dedications, and in future parks planning, the Regional District will prefer dedicated land to meet one or more of the following conditions:
 - » The land will address a gap (e.g., equity, proximity, recreation diversity) in the current local parks system and / or increase the size and potential of an existing park,
 - » The land will be functional and capable of providing for the recreation priorities and needs of the Electoral Area or specific neighbourhood. The land will also need to have, or be capable of developing, the necessary site servicing and utilities (e.g., power, water, sewer) to support the level of service for the intended park class,
 - » The land will be accessible to residents via the active transportation network and / or appropriate road network and is sited to discourage undesirable behaviour in and around the park,
 - » The future park and the recreation opportunities it will provide will be compatible with adjacent land uses and where the risk for land use conflict is low,
 - » The land will allow the Regional District to address a connectivity gap in the regional/local trail or active transportation system,
 - » The land contains proven regionally important ecological values (e.g. OCP ESA's, conservation ranking, habitat connectivity, relative biodiversity), ecosystem processes and / or will support climate change resilience and / or adaptation,
 - » The land will not expose the Regional District to unreasonable and unmitigable geotechnical hazards.

TARGETS

99% of all residential parcels within settled portions of Electoral Areas are within **400m** of a park space that meets or exceeds quality expectations.

99% of residential parcels within settled portions of Electoral Areas have access to multiple park-based recreation facilities.

4 ha of park space per 1000 residents in settled areas (excluding regional parks, provincial parks and recreation sites)

10. Continue to actively pursue and establish mutually beneficial joint use agreements with the region's School Districts to expand and enhance the use of school yards as local park spaces and outdoor recreation amenities.
11. Encourage and support initiatives to implement temporary "pop up parks" in settled portions of Electoral Areas.

Pop-Up Parks

Are temporary park places that are tactically used to convert underutilized street and urban spaces into vibrant community spaces. Pop-up parks breathe new life into a community which bring people together in fun, creative and invigorating ways.



Figure 29 Example Pop-Up Park

7.2.3 Enhance and Diversify Regional and Local Parks

What We Heard

- For the most part, participants are satisfied with their park experience and the condition of park-based recreation facilities and amenities. But they identified many opportunities for continued improvement.
- Improving the consistency of supply and condition of visitor infrastructure and comfort and convenience amenities is a priority. Waste receptacles, beaches / swimming areas, toilets, wayfinding / signage, washrooms / change rooms, parking / staging areas and non-motorized water access points were highest priority.
- Residents are seeking a diverse range of unstructured, structured, non-motorized, motorized (especially Area H), and year-round park opportunities.
- Parks are important venues for hosting community and special events. However, infrastructure limitations within existing parks can make event hosting challenging.

What We Found

- 42% of parks are meeting condition expectations while 39% are exceeding condition expectations.
- 18% of parks are rated as being below expectations.
- Significant efforts have been taken to improve park entrance signage and comfort and convenience amenities. Opportunities exist to continue efforts to address missing or aging infrastructure and enhance the consistency of signage and amenity / infrastructure supply.

Actions:

1. Prepare community supported “park development and management plans” for individual regional and local parks to determine the design, renewal, and management of each park. Priority should be given to preparing development and management plans for parks that meet one or more of the following criteria:
 - » New regional parks and local community parks,
 - » Parks that are reaching the end of their lifecycle (as determined by condition assessments) and are highly used by the community and / or for community events,
 - » Parks that are rated as being “below expectations”, and/or
 - » Parks that require detailed management direction to address environmental values, potential user conflicts and / or potential conflicts with adjacent property owners.

2. Diversify the spontaneous recreation opportunities available in local parks with priority on trails, BMX / skate / small-wheeled skills parks, mountain biking skills parks, spray parks, destination water play features.
3. Provide a diversity of quality and sustainable non-motorized, mixed use, activity optimized (e.g. mountain biking) as well as universally accessible trails within regional and local parks.
4. Enhance the availability of winter-based outdoor recreation opportunities and servicing (e.g. washrooms, pathway clearing, programming) in local parks to ensure residents can be active outdoors year-round. Proactively identify and communicate to residents which parks will be prioritized for winter servicing.
5. Continue to provide a diversity of well-designed, fun, engaging, accessible and age-appropriate play spaces / playgrounds / play features in local community and neighbourhood parks where current and projected demographic data indicates that there are / will be a density of children and youth. Evolve future investments beyond the traditional focus on play equipment to focus more on the full spectrum of children and youth developmental needs (cognitive, physical, social, emotional, sensory). Where current playgrounds reach the end of their useful life or new play features are required, strongly consider the development of new innovative play spaces, “natural playgrounds” and “pathways for play” and ensure these integrate the **Seven C’s of Early Child Outdoor Play Spaces** and other leading play space design practices.
6. Identify and pursue the development of major water destination play features at a beach-based regional recreation and local parks (e.g., Osoyoos Park).
7. Provide universally accessible beach opportunities through inclusion of adaptive recreation infrastructure such as beach mats and ensuring universally accessible parking areas, routes from parking to the mats and comfort and convenience amenities (e.g. washrooms).



Figure 30 Example Destination Water Play Feature

8. Provide dog off-leash areas and dog-swim areas where conflict can be avoided or confidently managed especially as it relates to other park users, adjacent property owners and wildlife and environmental impacts. Ensure dog off-leash and swim areas apply best practice designs to provide a safe and enjoyable visitor experience and mitigate potential environmental impacts (e.g., water quality).
9. In keeping with the park classification system, ensure local community parks provide necessary infrastructure to enable and support community / special event hosting. Actively pursue grant opportunities to enhance hosting infrastructure in local community parks.
10. In keeping with the park classification system, develop detailed *Parks Design, Amenities and Level of Service Guidelines*. Ensure the guidelines also address universally accessible infrastructure and amenities. Apply the amenity standards and service guidelines to ensure infrastructure and comfort & convenience amenities are maintained to a quality level, consistently supplied, and adequately inspected and maintained.
11. Continue to enhance the quality and consistency of park signage. Develop a *Regional and Local Parks and Trails Signage Typology and Standard*. Ensure the standard addresses and accommodates universal accessibility in the signage and incorporates Indigenous traditional place naming and landmark considerations. Apply this standard to ensure quality and appropriately branded signage is installed throughout all parks.
12. Identify pilot projects with partners to explore integration of smart technologies that can enhance and diversify the visitor experience and / or support improved management and data collection in regional and local parks.
13. Undertake Privacy Impact Assessments within parks and facilities to address potential video surveillance usage for compliance assurance and research.



TARGET

Each Electoral Area will contain at least one destination play space.

All neighbourhoods with a density of children and youth will have walking access to a quality play space.

7.2.4 Formalize & Enhance Water Access

What We Heard

- Ensuring public access to water is important to residents. Water accesses are used for scenic viewing, launching of non-motorized watercraft (e.g. SUP, canoe, kayak), campfires and walking.
- Formalizing, making them easier to find and improving the quality and services provided at water access points is important.
- Some water accesses receive significant visitation and are creating, or have the potential to create, conflicts with adjacent property owners due to parking, crowding, noise and other behaviours.

What We Found

- Most water access points are associated with undeveloped road right of ways.
- Many water access sites are undeveloped though regularly visited. Just 35% (7 of 20) of sites are in fair or good condition.
- Some water access points are formally identified (e.g. signage) while others are not and its unclear if they are available for public use.
- Access into and through the spaces can be difficult, steep, eroded, and informal.
- Some water access sites provide visitor infrastructure (e.g. access trail, picnic table, stairs) though most do not. None of the water access points are universally accessible.



Actions:

1. Work collaboratively with the local community to classify all public water access parks in accordance with the following typology outlined in Table 15. Work to improve water access including universally accessible water access.

Table 15. Typology of Water Access Parks

Level of Service	Water Access Typology		
	Developed	Minimally Developed	Undeveloped
Purpose	Provide opportunity for residents and visitors to connect with and experience the water and shoreline. These sites may also provide formal opportunity to launch non-motorized watercraft (e.g. SUP, canoe, kayak). Sites will be formally identified as a Public Water Access Park through signage and information available on Regional District / local mapping websites, and through other visitor information channels.	Provide opportunity for residents and visitors to connect with and experience the water and shoreline. These sites may also provide informal opportunity to launch non-motorized watercraft (e.g. SUP, canoe, kayak). Sites will be formally identified as a Public Water Access Park through signage and information available on Regional District / local mapping websites, and through other visitor information channels.	To retain the sites in a natural state. These sites will remain unsigned, unpromoted and undeveloped.
Access into Site	• Hardened trail / pathway	• Natural surfaced trail	• No formal access provided.
Watercraft Launch	• Non-motorized • Motorized	• Non-motorized	• None
Parking	• On-site • On-street	• On-street	• None
Typical Comfort & Convenience Amenities	• Benches • Picnic table with concrete pad • Waste receptacles • Firepits • Bicycle parking • Public art	• None	• None

Level of Service	Water Access Typology		
	Developed	Minimally Developed	Undeveloped
Signage	• Gateway • Regulatory • Education / Etiquette • Interpretive	• Gateway • Regulatory • Education / Etiquette	• None
Universally Accessible	• Desirable pending site conditions	• No	• No
Site Naturalization & Beautification	• Desirable and should be considered	• Site naturalization to restore ecological values, no site beautification	• Site naturalization to restore ecological values, no site beautification



Figure 31 Developed Water Access Example

7.2.5 Green Parks & Park Operations

What We Heard

- Parks should be sustainably designed (e.g. green infrastructure) and operated. They should contribute to habitat and ecosystem values and support the region's resilience and ability to adapt to climate change.

What We Found

- There is both an opportunity and a need to integrate green infrastructure into community and neighbourhood parks. Green infrastructure can help to mitigate environmental impacts (e.g., stormwater runoff) and enhance habitat value (e.g. pollinators) and manage ecosystem processes (e.g. flood control).
- There is opportunity to strategically review and deliberately consider which parks irrigation should be provided in in keeping with future climate change considerations.
- There is also opportunity to mitigate environmental impacts (e.g. carbon emissions) from park operations and maintenance practices.

Actions:

1. Incorporate green infrastructure in parks to improve habitat (e.g., pollination), promote climate adaptation and resilience and mitigate storm water and other undesirable impacts.
2. Ensure development of parks apply the latest Low Impact Development principles and, where appropriate, retain natural features or establish naturalized features, utilize native plants and materials, and minimize the need for irrigation. Where appropriate, firesmart principles should be considered where ecologically appropriate.
3. Working with partners, undertake a review of all regional and local parks to identify, define and prioritize opportunities for habitat restoration, enhancement and invasive species control initiatives. Expand the RDOS Conservation Fund to support implementation of identified initiatives and work collaboratively with partners to pursue additional grants to further fund implementation of restoration and enhancement initiatives.
4. Undertake a review of park operations, including maintenance practices and equipment, materials procurement and develop a *Park Operations, Maintenance and Procurement Policy* to minimize climate and other environmental impacts associated with parks operations and procurement.
5. Continue to promote active transportation to local and regional parks and, where appropriate, work with partners to expand electric vehicle charging stations at parks.

7.2.6 Activate Regional and Local Parks

What We Heard

- Parks are generally meeting visitor expectations. However, greater investment is needed in strategies that activate the parks and attract visitation.
- Public art is an important opportunity to further activate parks, but a more deliberate approach is needed to proactively enable and attract public art installations.

What We Found

- Parks in the region largely provide passive visitor experiences. There is opportunity to activate parks and enrich the visitor experience through programming, interpretation, events, and private sector service providers.

Actions:

1. Work with partners to develop in park “learn to” outdoor recreation literacy programs that bring people, especially youth, to the parks and build their outdoor recreation literacy.
2. Collaborate with partners to provide interpretive programming and active learning opportunities in parks (e.g., nature, Indigenous, history / heritage) and enrich / deepen the visitor experience and connection with nature. Enhance interpretive signage throughout parks to provide for self-guided learning and appreciation.
3. Enable business and service providers to provide visitor services in parks where doing so will enhance the visitor experience or deliver visitors services (e.g. food & beverage) that the Regional District is unable to provide.
4. Work with partners to ensure a year-round calendar of engaging events are offered in local, and where appropriate, regional recreation parks.
5. Develop a Local Parks Public Art program to celebrate local Indigenous and non-Indigenous visual and performing artists. The program will proactively identify locations within local parks that are appropriate for public art and develop a policy and process to actively solicit, select, and commission public art installations and events that are focused on enriching the visitor’s experience and appreciation of and understanding of the park’s values, Indigenous peoples, local history and heritage or the local environment.

7.2.7 Proactively Manage Visitation in Parks

What We Heard

- The top management issues include littering, environmental damage, theft, dog waste and visitor safety / unsafe behaviours.
- Better data and insights are needed to enable transparent decision making about park investments and management.

What We Found

- Management issues and concerns are increasing in regional and local parks. A more proactive approach to park and visitor management is required into the future.
- The lifecycle stage of park infrastructure varies. There is a need to formalize the Regional District's approach to asset management and planning including accounting for natural assets.
- Data on and insights about park visitors, visitation patterns, facility utilization and the condition of parks is limited. There is a need to improve the collection of data to better inform and enable evidence-based decision making.

Actions:

1. In parks that receive extensive visitation and / or growing management concerns, adopt and utilize the **Interagency Visitor Use Management Council's Visitor Management Framework** to prepare visitor use management plans to identify how visitor use will be actively managed.
2. Adopt Leave No Trace as the Regional District's visitor education skills and ethics program and messaging. Using Leave No Trace principles, develop a comprehensive "visitor education program" to educate visitors about responsible recreation practices and address undesirable visitor behaviours and impacts.
3. Work with bylaw officers to identify issues and locations of recurring non-compliance (e.g., off-leash dog walking, partying, vandalism) and undertake targeted compliance patrols during known problem periods.
4. Continue to work with community partners to identify and compassionately address park encampments by individuals who are experiencing homelessness.
5. Implement data collection methods (e.g., intercept surveys) and technologies (e.g., big data) to better understand visitors (e.g. origins, activities, motivations, satisfaction, net promoter score), visitation patterns (e.g. location, temporal distribution, duration) and facility utilization. Integrate this data and knowledge into capital decision making and to optimize routine maintenance service levels and operations.
6. Consider joining **Yardstick** to enable easier level of service comparisons and benchmarking and better inform decision making.

7.2.8 Make it Easier for Residents and Visitors to Learn About, Locate, Access and Enjoy Parks

What We Heard

- Friends, family and word-of-mouth is the most common source (72%) of information about parks opportunities in the region (72%). Social media (58%) and the Regional District's website (46%) were the next most important sources reported by engagement participants.
- Access to information about parks in the region emerged as an important theme in the engagement. Participants are seeking better, more timely and easier to access information about parks and park opportunities in the Regional District.
- Many residents and visitors do not understand or distinguish between Regional District provided parks and other park providers.

What We Found

- Residents and visitors require timely, accurate and easy to access information about parks, park locations, rules, programming etc.
- There is opportunity to improve website, social media and communication channels to help residents and visitors find and enjoy parks and programs, and to provide information that helps them enjoy parks responsibly. The current website can be re-oriented to be more visitor and visitor planning focused.
- Marketing through social media and online platforms together with on-site marketing such as banners, posters and signs can greatly increase visitation to parks and increase physical activity levels in parks.¹⁹
- There is opportunity to continue to strengthen the brand and brand recognition of Regional District parks.

Actions:

1. Working with partners, develop and utilize modern communication channels, tools, and promotion strategies to:
 - » Raise the awareness of Regional District parks and their value to the region,
 - » Encourage/assist residents and visitors with accessing and enjoying parks,
 - » Support/ drive residents and visitors' awareness of recreation, learning and appreciation opportunities available within parks, and
 - » Promote responsible recreation.

62% More Users

On-site banners, posters and signs brought a 62% increase in users and a 63% increase in moderate-to-vigorous physical activity in neighbourhood parks.

- City Parks Alliance – Active Parks, Healthy Cities

2. Update the Regional District Parks website to be more client and experience focused. The website should serve more as an invitation to residents to visit Regional District parks. And it should contain tools to help visitors search for and find parks that provide their desired activity, amenity, event / program and/ or search for parks in general geographic area of the region they wish to recreate in. The website should also help residents and visitors learn about the Regional District's parks system, its value to the region, Indigenous peoples and promote responsible recreation.
3. Actively and regularly work with other platforms that are relevant and widely used by specific demographics or visitor types to ensure data and information provided on those platforms are accurate (e.g., TrailForks, AccessNow etc.).
4. Establish relationships with recognized community influencers (groups and individuals) to cross promote Regional District parks and programs.
5. Work with the Thompson Okanagan Tourism Association (TOTA) and local Destination Marketing Organizations to integrate appropriate Regional District parks, park experiences and programs that are market and export ready into regional and local tourism marketing campaigns.



7.2.9 Adequately Resource Parks

What We Heard

- Residents and visitors expect quality, safe and well-maintained parks, and park infrastructure. The community is seeking increased service levels for regional and local parks and trails including the acquisition and development of new and enhancement of existing parks and trails.
- There is a general recognition that funding levels for recreation services and parks should be increased to meet anticipated demands.
- Engagement participants were generally supportive of paying more for parks and trails service. There is a high level of support amongst engagement participants to increase tax requisition by \$25-\$35 per year to fund land acquisition for parks and trails and to improve recreation facilities.

What We Found

- Demand for and visitation to parks and trails in general has never been higher. The Regional District's current staffing and capacity is challenged to keep up with demands of the expanding parks and trails system, increasing visitation as well as public expectations to elevate service levels. This in turn has elevated demands for greater planning, policy, operations, and administration services. The current capacity and resourcing is unlikely to be sufficient to meet the current and future needs and expectations.
- Land valuation and acquisition costs continue to increase making it much more difficult to acquire lands for park purposes with the Regional District's current reserves. Expanding the network of conservation focused parks will require adequate reserves to enable land acquisition.
- The management challenges facing park managers (e.g. user conflicts, crowding, unauthorized trail building, homelessness, climate change etc.) are becoming increasingly complex. Park managers require ongoing professional development and training to adequately prepare them to face these challenges.



Actions:

1. The Regional District will establish and maintain level of service based operating budget ratios to ensure both regional and local parks and trails operating budgets, including the funding contributed by the respective Electoral Areas, are adjusted proportionately each year in accordance with acquisitions, capital additions / enhancements and service level increases.
2. Ensure the Regional District's resourcing and capacity (e.g. staffing) levels continue to increase to meet the contemporary demands associated with a growing parks and trails system, increased visitation, and expectations for elevated service levels.
3. Prepare a Parks and Trails Revenue Generation Strategy to identify the most feasible non-tax requisition-based revenue generating and cost recovery mechanisms for regional and local parks and trails while being conscious of the need to limit further barriers and inequities. As necessary, pursue amendments to relevant bylaws to enable implementation of feasible cost recovery mechanisms.
4. Pursue enhanced professional development and training to strengthen staff capacity to address contemporary challenges and opportunities in the regional and local parks and trails system. Continue to monitor best practices in parks and trails design, development, maintenance, and management. Immediate priority should be placed on training in:
 - » Indigenous rights, title and truth and reconciliation.
 - » Planning, policy, and design to support diversity, equity, and inclusion.
 - » Conservation network planning and design and green infrastructure.
 - » Climate change resilience and adaptation.
 - » Visitor management planning and data collection.
 - » Asset management and asset management planning, including for **municipal natural assets**.

THE GAME PLAN FOR TRAILS



8.1 TRAIL CLASSIFICATION SYSTEM

Trail classification is a fundamental foundation for all trail systems. Trail classification is a comprehensive approach to describing and documenting the intended characteristics of a trail. Trail classification provides direction to and supports decisions about trail siting and design, permitted trail activities, amenities, management, maintenance, land acquisition among others. Classifying trails also allows the Regional District to help residents and visitors find the trails that are right for them and provide them with accurate and consistent information about the trail's characteristics. Through this plan, the Regional District is establishing a renewed approach to trail classification.

There are two components to the trail classification system:

- Trail Type
- Trail Class

Trail Type

Trails can be categorized as one of two types:

- Regional Trail
- Local Trail

It is important to understand the distinction between these two trail types. Though both are designated as trails, regional and local trails intentionally differ in terms of the visitor experience, connectivity, uniqueness / significance, role in active transportation, the catchment they attract visitation from, contiguous length and who benefits most from the trail. Regional and local trails also differ in how acquisition, development and operations of the trail are paid for. Table 16, illustrates the fundamental differences between regional and local trails.

‘Game Plans’

Outline the strategies and actions that will be taken to achieve the desired outcomes.

Strategies

What we will do!

Actions

How we will do it!

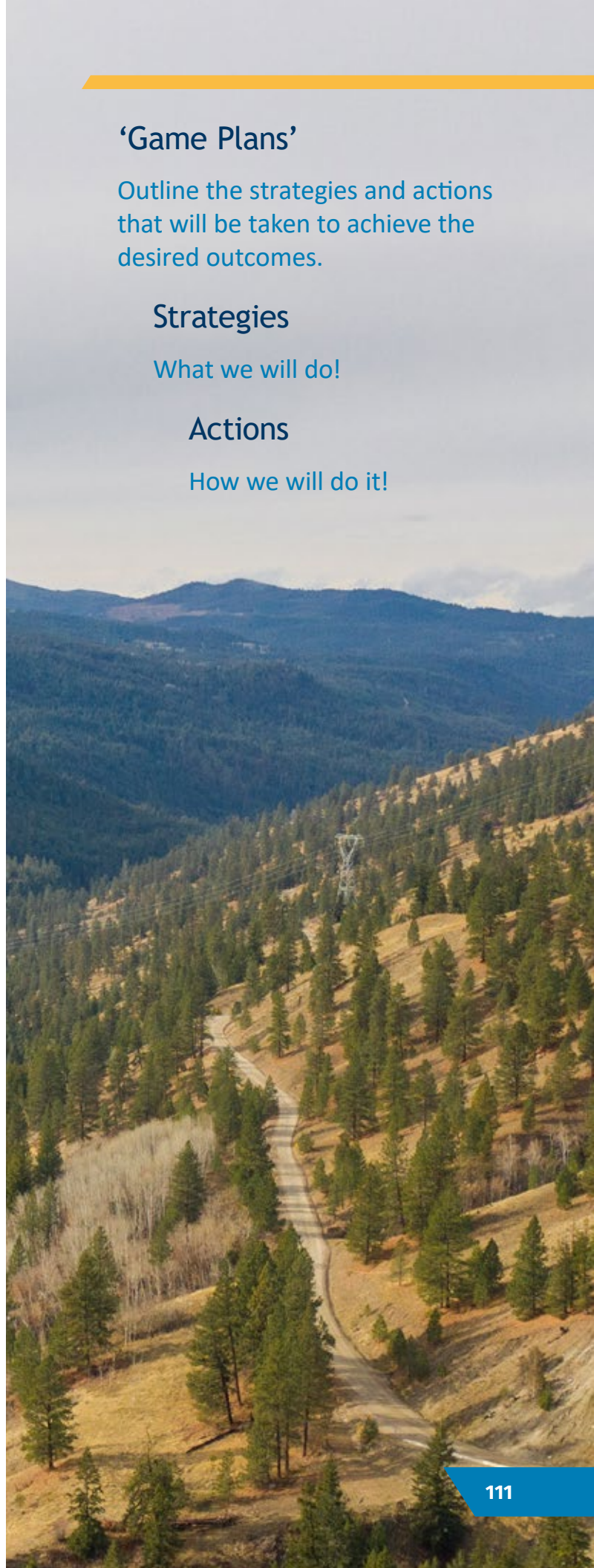


Table 16. Characteristics of Regional and Local Trails

Characteristics	Regional Trail	Local Trail
Purpose	While the design characteristics and permitted uses vary, the purpose of a regional trail is to provide one or more of the following: • Exceptional and regionally significant trail-based recreation opportunities. • Safe off-road active transportation options, connections to multi-modal transportation linkages and connections between communities throughout the region and adjacent jurisdictions. • Connection to and appreciation of nature and education and celebration of regionally significant culture and heritage. • Grow the trail tourism sector throughout the region.	While the design characteristics and permitted uses vary, the purpose of a local trail is to provide one or more of the following: • Local trail-based recreation opportunities for individual neighbourhoods or communities. • Safe off-road active transportation options between neighbourhoods. • Connection to and appreciation of nature and education and celebration of locally important culture and heritage.
Connectivity	• Communities within region. • Neighbouring regions. • Major destinations.	• Neighbourhoods within Electoral Area.
Regional Uniqueness / Significance	• Provides a regionally unique trail-based recreation opportunity.	• Provides for local trail-based recreation.
Role in Active Transportation	• Inter & intra-regional active transportation.	• Local or no active transportation role.
Typical Visitation	• Majority of visitors are from across the region or abroad. • Strong trail tourism potential.	• Majority of visitors are local. • Low trail tourism potential.

Characteristics	Regional Trail	Local Trail
Length	Longer – may provide the opportunity for a full day or even multi-day trail experience.	Shorter – typically, but not exclusively, provides opportunity for a part day trail experience.
Beneficiaries	For the benefit of the region as-a-whole (residents of electoral areas and municipalities).	For the benefit of electoral area residents.
Requisition	Funded through region-wide tax requisition	Funded through Electoral Area tax requisition. <i>*Trails located within local parks are considered local trails and are funded through the capital and operational budgets associated with the park service they are located within.</i>



Trail Classification

Trail stakeholders were clear that the Regional District needed to update its approach to classifying and documenting its trails and providing information about the characteristics of trails to visitors. Though a trail classification system was outlined in the 2011 Regional Trail Master Plan, this system does not provide the Regional District or visitors with clear direction on or understanding of the:

- Season of use.
- Activities permitted on the trail.
- Whether the trail is / will be optimized for any specific activity.
- Level of development.
- Level of preparation visitors require to travel the trail safely.

In addition, the part trail classification system does not use an approach that ensures the physical design of the trail is deliberately driven by the needs of permitted activities and the intended level of challenge.

Moving forward, and recognizing that the province may establish a provincial trail classification system, the Regional District may utilize the **Trans Canada Trail's National Guidelines for Classifying Multi-Use Trails in Canada** and associated design parameters (Figure 32) as its classification system. This innovative classification system allows the Regional District to comprehensively classify regional and local trails, determine the design parameters for these trails, and document these decisions for each trail in a Trail Management Objective form (Appendix A.2). The selected classification and design parameters for each trail will provide a basis on which the Regional District will monitor the condition and characteristics of each of its regional and local trails and prioritize maintenance initiatives to ensure the trails remain in line with the intended classification and design parameters.

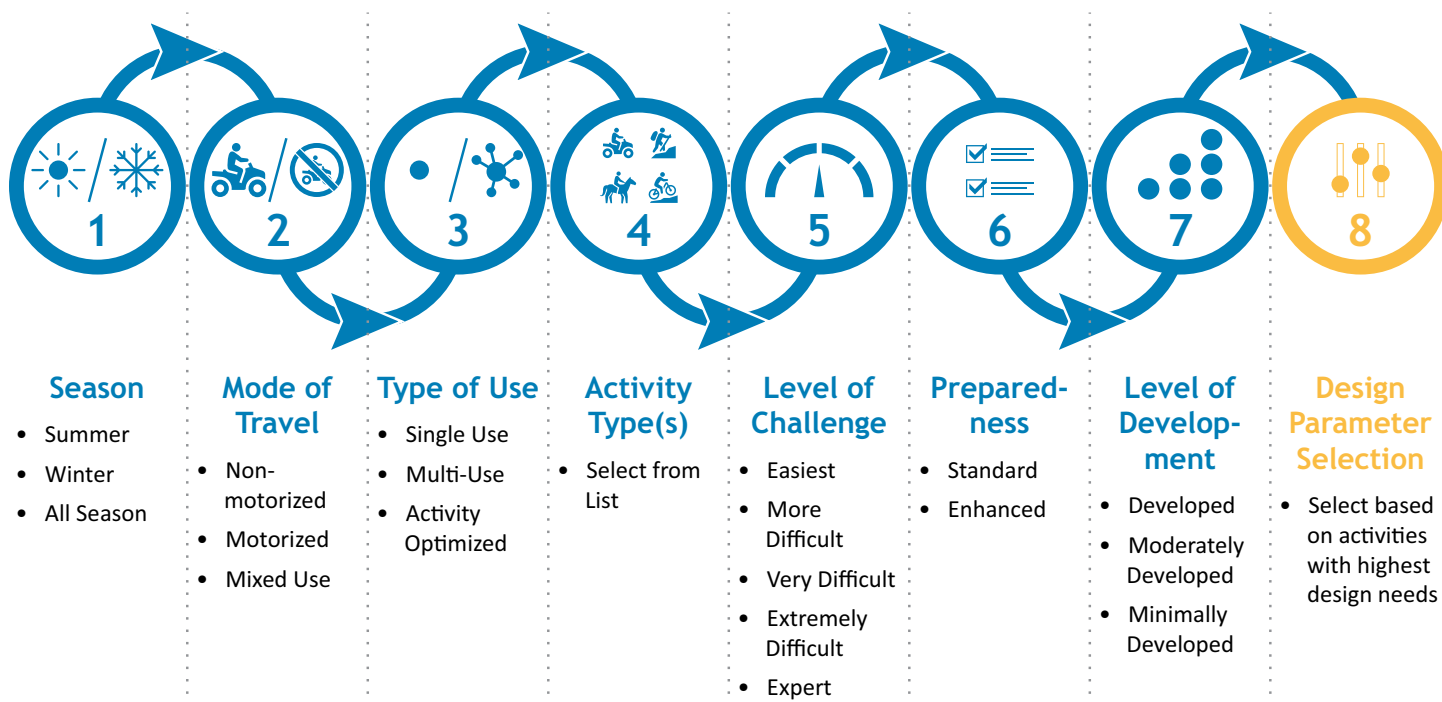


Figure 32 Trail Classification System

8.2 STRATEGIES & ACTIONS

8.2.1 Expand & Connect Trails

What We Heard

- 99% of participants indicated that being outside and enjoying the outdoors was important.
- 97% of participants indicated that enjoying trails was very important (88%) or somewhat important (9%).
- Participants support expanding and connecting the regional and local trail systems. 85% of participants strongly agreed (65%) or somewhat agreed (25%) that the Regional District should pursue the establishment of more trails in the region.
- Participants are supportive of establishing more natural surfaced hiking / walking trails, cycling trails, mountain bike optimized trails and ORV trails.

What We Found

- Gaps in the regional trail system exists. Not all communities and major destinations are connected to the regional trail system. Collaborative and strategic plans for each of the regional trails (trail segments) are needed to resolve these gaps and to identify trail specific improvements.
- Regional trails have not been clearly classified leading to visitor confusion, conflicts and uncertainty for trail managers and visitors.
- There is opportunity to consider the creation of regional water trails on the region's major lakes.
- A prioritized and strategic approach to acquiring lands to address critical gaps in the regional and local trail systems is needed.

Actions:

1. Formally adopt and champion the implementation of the Kettle Valley Rail Trail (KVRT) Master Plan: Midway to Glenfir prepared collaboratively by Thompson Okanagan Tourism Association (TOTA) with involvement of the Regional District and trail stakeholders. As outlined in the KVRT Master Plan, support partners and efforts to identify and establish an alternative ORV route to connect ORV users between Midway, Chute Lake and Glenfir and advocate for upgrades to existing forestry roads to provide an alternative on-highway vehicle connection between Chute Lake and Kelowna that does not require use of the KVR. Actively advocate the Government of BC to immediately adopt and support the implementation of the KVRT Master Plan.



- Recognizing that Recreation Sites and Trail BC (RSTBC) is the regulator of permitted uses, work with RSTBC to apply the following classifications for each regional trail or trail segment. Work with the province to amend the 2011 Memorandum of Understanding (MOU) signed between the Province and the Regional District to reflect the following trail classifications:

Table 17. Proposed Classification by Regional Trail Segment

Trail	Segment	Season	Mode of Travel	Type of Use	Level of Challenge	Preparedness	Level of Development
Kettle Valley Rail Trail - East	Penticton to Little Tunnel	All	Non-motorized	Multi-use		Standard	Developed
	Little Tunnel to Glenfir	All	Mixed Use	Multi-Use		Standard	Developed
	Glenfir to RDOS Boundary	All	Non-Motorized	Multi-Use		Enhanced	Moderately Developed
Kettle Valley Rail Trail – West	Penticton to Faulder	All	Non-Motorized	Multi-Use		Standard	Developed
	Faulder to Brookmere	All	Mixed Use	Multi-Use Optimized for ORV (no on-highway vehicles)		Enhanced	Moderately Developed
Kettle Valley Rail Trail – South Spur	Penticton to Osoyoos	All	Non-Motorized	Multi-Use		Standard	Developed
Similkameen Trail (VV&E)	LSIB Reserve to Cawston	All	Non-Motorized	Multi-Use		Standard	Developed

3. Prepare a long-term “Trail Development and Management Plan” for the South Spur of the KVRT between Penticton and Osoyoos to establish the corridor as a fully connected world class non-motorized trail, active transportation corridor, and signature trail tourism attraction. The development and management plan should address connectivity gaps, ongoing jurisdictional challenges, and ensure impacts of the trail’s development/use will avoid or minimize potential impacts to species at risk particularly in the Vaseux Lake segment and Indigenous values. Work collaboratively with the Penticton Indian Band (PIB), Osoyoos Indian Band (OIB), Government of BC, and Government of Canada to establish an appropriate and respectful governance structure to lead the preparation of the master planning process.
4. Working in partnership with the Government of British Columbia, First Nations, local stakeholders, and the Thompson Okanagan Tourism Association (TOTA), prepare a “Trail Development and Management Plan” to establish the KVRT from Faulder to Brookmere as a year-round mixed-use trail that is optimized for off-road vehicle and snowmobile-based recreation and focused on becoming a major regional tourism attraction. Among other topics, the development and management plan should:
 - » Identify the technical, financial and environmental feasibility of, and solutions for, reinstating the original trail corridor where it has been impacted by the floods. Where it is not technically, financially or environmentally possible or appropriate, the plan should identify a feasible re-routing of the trail to maintain connectivity and the TMO.
 - » Undertake a detailed condition assessment of the trail, amenities, and infrastructure (e.g., trestles).
 - » Identify strategies to ensure the trail tread will remain functional for non-motorized users despite being an optimized trail for ORV use, and address aging infrastructure and amenities.

A well designed, connected, signed, maintained, and activated trail network brings significant social, environmental, and economic value to the region.

- » Determine strategies to effectively integrate and manage the trail in keeping with LSIB’s desire to establish an Indigenous Protected and Conserved Area in the Tulameen watershed.
 - » Identify suitable locations for the development of future major staging areas that will minimize conflicts with other trail users and nearby property owners.
 - » Identify strategies to mitigate visitor impacts to environmental values, wildlife and cultural and spiritual values (e.g. Ochre Bluffs).
 - » Identify a suitable location for the development of an Off-Road Vehicle adventure play park and campground that is connected to the trail.
 - » Address connectivity gaps through the Town of Princeton.
 - » Identify connections from the KVRT to adjacent trails and attractions.
5. Partner with RSTBC to explore a shared regional funding formula model for the upgrade, or replacement, of the trestles on the Faulder to Tulameen section of the KVRT to ensure the trail will remain a quality recreational asset and become an important tourism motivator for the region.
 6. Undertake a trail connectivity feasibility study to explore the potential of establishing an off-road non-motorized multi-use trail connection of the KVR Trail from Penticton to Summerland using the KVR corridor. Work collaboratively with the Penticton Indian Band (PIB), Government of BC and others to establish an appropriate and respectful governance structure to lead the preparation of the study.



7. Work with the District of Summerland to formalize and sign the on-road KVRT connection between the Trout Creek Trestle and the Flume Trail.
8. Working in partnership with the Ministry of Transportation, Lower Similkameen Indian Band, and local governments, prepare a “Trail Development and Management Plan” to improve the connectivity and quality of the Similkameen Rail Trail (VVE) between the Lower Similkameen Indian Band’s reserve lands in the west and Cawston in the east with consideration for establishing long-term connectivity to the proposed national park reserve and communities of the Similkameen Valley. The trail is to be developed as a safe non-motorized multi-use active transportation and recreation corridor
9. Encourage and support efforts to establish the Okanagan River Channel Trail as a major animated urban trail experience and visitor attraction in the region.
10. Work with stakeholders to identify a mixed-use trail connection from the Glenfir Staging Area to Midway. This mixed-use connection would provide Off-Road Vehicles with an alternate route that avoids the KVRT and would serve as an offset to the KVRT’s non-motorized designation between Glenfir and Midway.
11. Work with stakeholders and Recreation Sites & Trails BC to establish a designated non-motorized mountain bike optimized trail connection between Campbell Mountain and Three Blind Mice Mountain Bike areas.
12. Explore the potential of creating paddling water trails on the region’s major lakes with priority to Okanagan Lake, Skaha Lake and Osoyoos Lake.
13. Continue to acquire lands to connect and expand the trail system through the 5% dedication / cash in lieu and Development Cost Charges provisions in the Local Government Act.
14. Continue to support the development, promotion, and management of an interconnected network of safe on-Road Cycling Routes that connects all communities and major destinations in the region.
15. Continue to support the development, promotion, and operation of safe pedestrian corridors within higher density population centers of Electoral Areas.
16. Ensure Electoral Area and local government Official Community Plans are updated to identify each regional trail and direct that the trails are to be developed and managed in accordance with the respective “Trail Development and Management Plans”.

8.2.2 Enhance Trails

What We Heard

- Participants reported being generally satisfied with their trail experience on the KVR between Naramata and Penticton (93% very or somewhat satisfied. Satisfaction with the remainder of the KVR trail and the Similkameen Trail were reported to be much lower.
- 89% of participants strongly agreed (54%) or somewhat agreed (35%) that investments should be made to enhance existing trails.
- Improving the consistency and condition of on-trail comfort and convenience amenities is a priority. Waste receptacles, toilets, wayfinding / signage, washrooms, parking / staging areas and benches / picnic tables were highest priority.
- Elevating the visitor experience and sense of arrival at staging areas is a priority.

What We Found

- Clear expectations about the trail design parameters and trail characteristics have not been formally set. As such, it is unclear if current trail conditions are in line with desired conditions.
- The condition of trails and trail amenities varies by trail segment. In general, declining maintenance, aging signage, and a diminishing condition of amenities and infrastructure are evident on some segments of trail.
- The provision of signage, and visitor comfort and convenience amenities vary significantly across trails. Deliberate decisions should be made about the intended service levels for these trails.
- Greater maintenance attention and capital replacement planning is required to ensure trail treads, signage and amenities are appropriate for visitors.

Actions:

1. In accordance with the assigned trail classification, develop and maintain Trail Management Objectives (TMO) for all Regional and Local trails using the TMO form in Appendix A.2.
2. Undertake detailed trail condition assessments of all Regional and Local trails. Compare current trail conditions with the established Trail Management Objective and design parameters and, where current conditions deviate from intended conditions, prioritize upgrades and maintenance to bring the trail condition into compliance with the Trail Management Objective.
3. In keeping with established trail management objectives, continue efforts to improve the quality and consistency of trail treads on Regional and Local trails to be suitable for the intended activities.
4. In alignment with the *Kettle Valley Rail Trail Master Plan: Midway to Glenfir* segment, work with partners to identify an appropriate site to develop a major “gateway” experience to the KVRT in the Penticton / Naramata area.

5. Continue to support the development and approval of the *Kettle Valley Rail Trail: Glenfir to Midway Signage Strategy*. Adopt and implement the signage strategy guidelines that are currently under development on all segments of the KVR and adapt and apply them on the Similkameen Trail.
6. In accordance with the trail classification and TMO, ensure visitor amenities and services provided on regional trails align with the level of service guidance established in the Regional Trail Level of Service Matrix (Appendix A.2).
7. Utilize the Parking, Staging Area & Trailhead Level of Service Guidelines (Appendix A.3) to classify all parking / staging / trailhead areas that provide access into Regional and Local trails and work to ensure the services and amenities provided align with the level of service guidelines.
8. Continue efforts to beautify and enhance access points, viewpoints, and destinations along Regional and Local trails.
9. Identify and pursue opportunities to support and provide winter trail-based recreation opportunities on Regional and Local trails.



8.2.3 Proactively Manage Visitation on Trails

What We Heard

- Participants are concerned about growing volumes of use, littering, environmental damage and wildlife conflicts, theft, dog waste, visitor conflicts and crowding as well as invasive species control and wildfire management.

What We Found

- Visitation and the complexity of management challenges on Regional and Local trails continues to increase. A more proactive approach to visitor management planning and visitor management (e.g. education, enforcement) is needed.

Actions:

1. Undertake a spatial inventory and classification of all formal and informal trails within Local and Regional parks.
2. Accurately communicate the trail accessibility characteristics about each Regional and Local trail to visitors, including tread surfacing and widths, frequency & height of obstacles, grades and cross slopes, technical difficulty rating, level of preparedness rating, and whether amenities on the trail are universally accessible.
3. Work with partners and qualified environmental professionals to develop a green infrastructure and restoration strategy for each of the Regional District's regional trails to identify the location of and defines priority green infrastructure development projects, invasive species / weed control locations, habitat restoration projects and vegetation and fire management priorities.



4. On trails with increasing volumes of visitation, increasing visitor impacts and growing visitor conflicts, utilize the **Interagency Visitor Use Management Council's Visitor Use Management Framework** and prepare visitor management plans to resolve management concerns.
5. Adopt "**Leave No Trace**" as the Regional District's visitor education program. Integrate Leave No Trace principles into signage, web-materials, and trip planning information as part of a comprehensive visitor education program. Work to reach visitors with Leave No Trace messaging at all steps of the visitor trip process and pathway (Figure 33).
6. Work with bylaw and enforcement officers to identify issues and locations of recurring non-compliance and undertake targeted compliance patrols during known problem periods.
7. Improve data collection to better understand visitors and visitation on Regional and Local trails. Design and implement a visitor counting program to estimate visitation to and understand visitation patterns within parks. Undertake a visitor intercept study every 3 years to understand visitor motivations, origins, composition, and satisfaction.
8. Develop a "Good Neighbours Education Program" to help strengthen relationships with adjacent landowners and educate adjacent landowners on the value regional trails and ways to mitigate the impacts of adjacent land use on regional trails. Continue to consider how management actions taken on trails might impact adjacent landowners and take appropriate action to minimize these impacts.

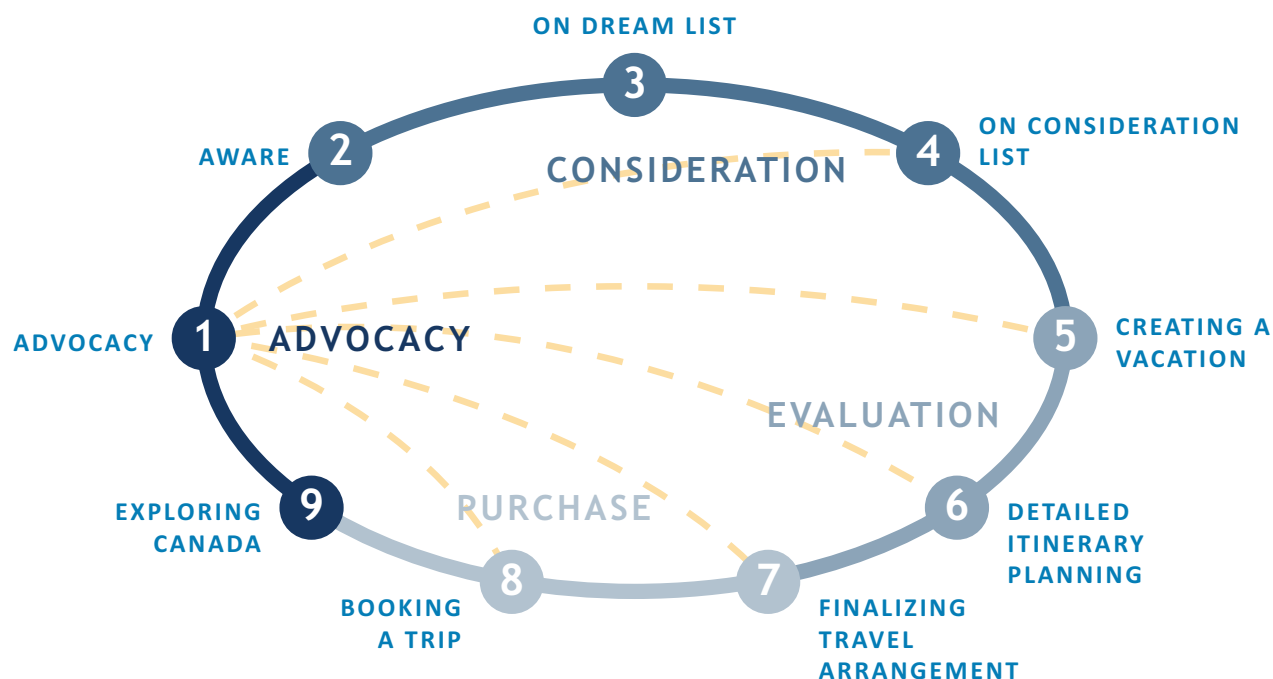


Figure 33 Visitor Trip Process & Pathway Adapted from Destination Canada

8.2.4 Activate Trails

What We Heard

- Enriching visitor experiences available on Regional and Local trails is a priority. This activation will inspire more people to experience trails, enhance the benefits trails provide to visitors while also elevating the economic benefits of trails.

What We Found

- Visitor experiences are passively provided on Regional and Local trails. Interpretation and education and public art is limited. Active programming and special events that bring the trail to life and enrich the visitor experience are also limited and largely occur during the warm season.

Actions:

1. Create, or support the creation, of attractions and visitor experiences along regional trails to celebrate the region's nature, Indigenous Peoples, and heritage.
2. Work with partners to provide creative and interactive interpretation and storytelling experiences along Regional and Local trails to deepen visitor's understanding and appreciation of the lands through which the trail passes.
3. Develop and provide visitor programming on Regional and Local trails with a focus on building outdoor recreation literacy and / or education about nature, Indigenous peoples, and heritage. Build the programming in collaboration with partners where and as appropriate (e.g. Indigenous programming).
4. Develop a Regional and Local Trails Public Art Program to celebrate Indigenous and non-indigenous visual and performing artists. Identify suitable locations on Regional and Local trails for public art installations and events and a process to solicit, select and commission public art installations.
5. Work with partners to establish a year-round calendar of special events (e.g. races, celebrations etc.) focused on, or integrating, regional trails.

8.2.5 Make it Easier to Find and Enjoy Trails

What We Heard

- Friends, family, and word-of-mouth is the most common source of information about trails in the region (72%). Social media (58%) and the Regional District website (46%) were the next most important sources reported by engagement participants.
- Access to information about trails in the region emerged as an important theme in the engagement. Participants are seeking better, more timely and easier to access information about trails in the Regional District.
- Many residents and visitors do not understand or distinguish between Regional District provided trails and those provided by others (e.g. municipalities, BC Parks, stewardship groups).

What We Found

- Residents and visitors require timely, accurate and easy to access information about trails, trail characteristics, rules, amenities etc.
- There is opportunity to improve the Regional District website, social media, and communication channels to help residents and visitors find and enjoy trails and to provide information that helps them enjoy trails responsibly.
- Marketing through social media and online platforms together with on-site marketing such as banners, posters and signs can greatly increase visitation to parks and increase physical activity levels in parks.²⁰

Actions:

1. Update and re-orient the Regional District's trails webpage be more client and user experience focused. The website should serve more as an invitation to residents to visit the Regional District's trails and a tool to help visitors search for and find trails that provide for their desired activity, amenity, event / program and/ or by general geographic area of the region they wish to recreate in. The website should also help residents and visitors learn about the Regional District trail system, its value to the region, Indigenous peoples, and promote responsible recreation.
2. Work with other crowdsourced trail platforms that are relevant and widely used by specific trail enthusiasts to ensure data and information on the Regional District's trails is accurate (e.g. TrailForks, AccessNow etc.). While these information sources will be promoted through the Regional District's website, the Regional District will not attempt to recreate or compete with these platforms.
3. Review the need for the "click, hike, bike" web page given the emergence and quality of other open-source trail trip planning tools such as TrailForks, AllTrails, Gaia, Fat Maps etc. If the website is to be retained, the functionality should be expanded to incorporate all trail experiences that occur on Regional District trails (e.g. ORV).

4. Working with partners, develop and utilize modern communication channels, tools, and promotion strategies to:
 - » Raise the awareness of Regional District's trails and their value to the region,
 - » Encourage and assist visitors with accessing and enjoying trails,
 - » Make residents and visitors aware of the recreation, learning and appreciation opportunities available on trails, and
 - » Promote responsible use of trails.
5. Establish relationships with recognized community influencers (groups and individuals) to cross promote visitation to and responsible use of the Regional District's trails.
6. Work with Thompson Okanagan Tourism Association (TOTA) and local Destination Marketing Organizations to integrate Regional District Regional trails that are market and export ready (see criteria here) into regional and local tourism marketing campaigns. The criteria for assessing market and export ready trails can be found in the **Trans Canada Trail's National Guidelines for Classifying Multi-use Trails Trail Tourism Readiness** chapter.



8.2.6 Enhance Collaboration & Coordination

What We Heard

- Trails in the region are provided by multiple levels of government across multiple jurisdictions. The trail systems are highly integrated and strong collaboration, coordination and communication across the entire trail system is needed between all governments and other partners.
- There are many different trail stewardship groups in region who are working to advance trail development.

What We Found

- Regional coordination and collaboration for trail planning and development is occurring but usually on a project-by-project basis. Strategic coordination and collaboration can be strengthened through a more formal approach and governance structure for both governments and trail user / stewardship groups as well as trail-based tourism operations.

Actions:

1. Work collaboratively with trail stewardship groups and Recreation Sites and Trails BC to Lead and / or support trail planning initiatives on Crown Lands where such initiatives will provide regionally unique trails and trail-based recreation opportunities and / or active transportation for residents and / or result in growing the region's trail tourism economy.
2. Establish a "Trails Enhancement and Capacity Building Program" to provide capacity, funding and other supports to trail stewardship organizations for the building, maintenance, management, and operations of trails that provide regionally unique trails and trail opportunities but are not funded as a "Regional Trail".
3. Continue to enhance relationships and coordination with BC Parks, Recreation Sites & Trails BC, Parks Canada, Municipal Parks and Trail providers and neighbouring jurisdictions to coordinate acquisition priorities, connection priorities and capital improvements where appropriate.

THE GAME PLAN FOR RECREATION



The Strategies and their associated Actions contained in this section have been organized into two overarching categories:

- **Service Delivery Strategies:** How the Regional District will invest in and provide services. In some cases, these Strategies suggest a different course of action while others are simply intended to re-embed practices that work well.
- **Infrastructure Strategies:** Future course of action specific to facilities and amenities. These Strategies generally suggest one or a combination of the following approaches: develop, renew, explore / study, or decommission.

‘Game Plans’

Outline the strategies and actions that will be taken to achieve the desired outcomes.

Strategies

What we will do!

Actions

How we will do it!



9.1 SERVICE DELIVERY STRATEGIES

9.1.1 Establish a Baseline Level of Service Across the Regional District that Aligns the Level of Investment Provided

What We Heard

- 56% of public survey participants support increasing recreation funding to enhance service levels. However, most support only a minimal tax increase (61% less than \$100 per year)
- Public survey participants and stakeholders expressed the importance of ensuring clarity around the relationship between investment and service offerings.

What We Found

- Like many regional districts, there are an assortment of historically based funding approaches and service levels across the Regional District.
- Recreation activity trends and needs are continually evolving; best practices suggest creating service delivery models that are flexible yet provide alignment between investment and service levels.
- Population and demographics characteristics across the Regional District are diverse in terms of age and income, requiring a service delivery model that can adjust and meet an array of needs.



Actions:

- 1. **Establish a Service Level Expectation Framework that provides a general continuum from which to guide the alignment of core recreation services provided with the resourcing allocated at both a region-wide and electoral area scale.** This Framework needs to be flexible, acknowledging the different service delivery contexts that exist across the Regional District and the reality that scaling up service delivery (if additional resource allocation occurs) is a gradual process. An example Framework is outlined by Figure 34. As per the example Framework, the Regional District should only be a primary direct delivery agent of recreation when resourcing is adequate (e.g., the “Enhanced” level along the Framework continuum) but should support and foster programming to some degree for all residents.

BASIC (\$)	INTERMEDIATE (\$\$)	ENHANCED (\$\$\$)
• Support for community-delivery of recreation programs • Facilitation of drop-in and spontaneous use of recreation facilities • Support for occasional community events and celebrations • Volunteer training and management	All ‘basic’ functions plus: • Some direct delivery of programs • Project development and management of community-based projects	All ‘basic and intermediate functions plus: • Frequent delivery of registered drop-in programs

Figure 34 Example Service Level Expectation Framework

It is also important to note that the delivery of regional recreation services has associated administrative resource requirements that need to be included as part of the resourcing procured through Electoral Area taxation (regardless of the service level along the continuum). These costs should be assumed to account for approximately 25% of the overall service delivery costs while the actual delivery of programs and activities should be assumed to account for 75%.

Figure 35 reflects additional considerations for how the entirety of costs (administrative and delivery) should be identified.

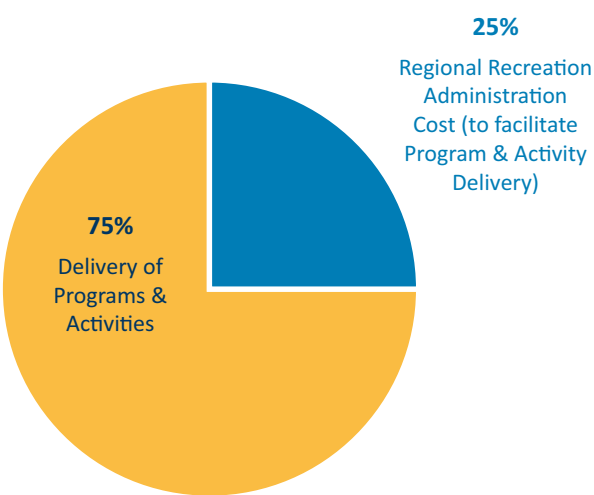
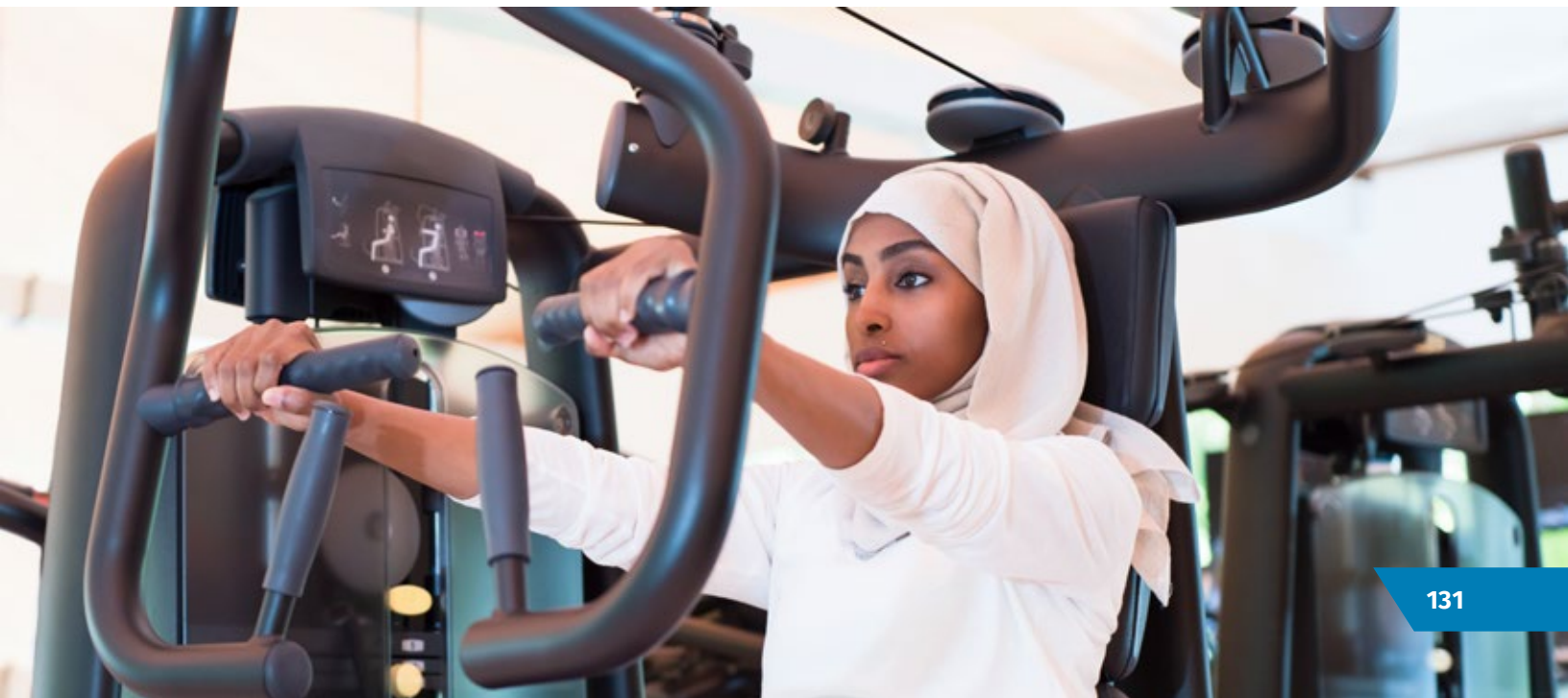


Figure 35 Administration and Delivery Costs

Table 18. Costs Associated with Providing Recreational Opportunities

Regional Recreation Administration Costs (Generally these are fixed administrative costs to provide services)	How should overall costs (administrative and service delivery be determined?)
• General administration of the recreation department (budgeting, human resources) • Provision of system service requires such as marketing and promotions, bookings and registration, and customer service • Development and implementation of one-time projects that pertain to the entire Regional District • Ongoing management of formal agreements with service delivery partners • Support for Regional District events and seasonal activities • Support for delivery of Regional District programs such as childcare and community health programs	• The number of registered program and drop-in classes offered per season by user segment. • The number of active membership and average weekly member visits • The number of facility permits/bookings issued/ managed • The number of community meetings attended in support of volunteer-based program delivery • The number of monthly hours of operations and maintenance of indoor recreation facilities • The number of monthly hours of operations and maintenance of outdoor recreation facilities • The number of hours committed to developing and facilitating partnerships with community groups and agencies • The number of hours to manage and implement projects • The number of hours committed to community

2. **Continue to prepare quarterly reports on the performance of all service areas.** These reports should utilize the performance measurement indicators and metrics wherever applicable.



9.1.2 Focus on Recreation Programming that Advances Equity, Inclusion, and Accessibility

What We Heard

- A theme expressed by public survey participants was a desire to see more programming targeted at underserved cohorts including youth, equity groups, and seniors.
- The importance of providing opportunities for all residents was expressed during a number of the stakeholder discussions.
- 95% of public survey participants identified “ensuring program and service affordability” for residents as being an important priority for improvement (tied for the top overall priority amongst the available options).

What We Found

- The recreation sector is increasingly focused on issues of equity, inclusion and access; recognizing historical program and activity barriers and inequities.
- While some organizations exist to support individuals facing financial barriers to participation, the Regional District does not currently have a comprehensive or uniform fee assistance program.
- Many communities in the Regional District have a relatively limited supply of open and available gymnasium time to support casual and spontaneous indoor activity.

Actions:

1. Promote existing fee assistance programs available through local sport and recreation groups and not for profit organizations (e.g., KidSport, JumpStart, etc.).
2. Explore establishing a Regional District fee assistance program to ensure recreation and arts/culture programming is accessible to folks facing financial barriers to participation. While the aforementioned organizations identified in Action 1 may help provide access to sport and other specific categories of programming, a formalized program can help ensure accessibility to drop-in and casual forms of recreation.
3. Foster partnerships with local not for profit groups and service providers that have subject matter expertise on issues related to physical, social, cultural, and other forms of inclusion and equity. These collaborations should continuously identify opportunities to mitigate barriers and maximize inclusion across all recreation programs and facilities.
4. Ensure Regional District staff and other individuals involved in the provision of recreation (e.g., volunteers, community organization personnel, etc.) have access to inclusion, equity, and accessibility training.

9.1.3 Undertake Initiatives to Better Understand Arts and Cultural Activity Needs

What We Heard

- While not within the core scope of the engagement, the importance of arts and culture was referenced throughout the engagement.

What We Found

- Many facilities in the Regional District support both traditional recreation and cultural purposes.
- The Framework for Recreation in Canada 2015: Pathways to Wellbeing provides broad based definition for recreation which clearly connects traditional recreation with arts, culture and related pursuits.
- The South Okanagan-Similkameen Arts Council (SOS Arts) has undertaken an environmental scan that provides a good initial basis of data on opportunities in the Regional District.

Actions:

1. Building on the environmental scan undertaken previously in the region, conduct a detailed arts and culture asset mapping and needs assessment.
2. Based on the results of the suggested arts and culture asset mapping and needs assessment exercise, evaluate the benefits of developing an Arts and Culture Master Plan for the Regional District.
3. Work with arts and cultural groups and community leaders to identify easy win facility upgrades and opportunities for cross-use (recreation and culture) that can maximize the use of multi-purpose rooms, gymnasiums, and halls for their program, activity and event purposes.



9.1.4 Enhance Communications Geared Towards Getting More Residents More Active in Recreation Programming and Spontaneous Activity

What We Heard

- Only 24% of survey participants reported visiting an Regional District indoor recreation facility in the previous 24 months (compared to 42% that identified outdoor recreation facility use) and only 13% indicated participation in a Regional District provided program, class or event during the same timeframe. This finding suggests that opportunities exist to connect more residents to indoor based programming and activities.
- Lack of awareness was a clear theme provided by survey participants when asked why they don't participate in programming and activities.
- Findings from the engagement validated that the majority of recreation activity occurs semi or completely in spontaneous and unstructured ways.

What We Found

- Provincial and national recreation trends reflect a shift towards spontaneous and casual recreation participation. Aligning promotions and communications efforts with encouraging participation in these activities is a best practice.
- Opportunities to exist to continually modernize and advance promotions and communications tactics and platforms.

Actions:

1. Refresh the recreation content on the Regional District website to make it more user focused and inviting.
2. Identify opportunities to modernize and maximize the effectiveness of the online recreation guide (e.g. hyperlinks to the registration platform).
3. Continue to evolve and strengthen social media platforms presence to promote interest in both specific opportunities and general participation (e.g. the broad-based benefits of recreation).
4. Engage expertise to conduct accessibility reviews of recreation focused communication methods and tactics on a regular basis (e.g. every 3-5 years). These reviews should consider the communication needs of residents with physical impairments, ESL considerations, and other barriers that may prevent some residents from learning about recreation programming and activities.

9.1.5 Collect and Utilize Data to Inform Future Recreation Programming and Infrastructure Decision Making

What We Heard

- Some stakeholders and community organizations expressed that they would benefit from access to better data that can inform their resourcing and decision making.

What We Found

- The collection of utilization data across the Regional District is inconsistent and not standardized.
- A trend and best practices within the recreation sector is a shift towards making programming and facility investment decisions based on data driven rationale (which requires accurate and easily workable data to inform these processes).

Actions:

1. Continue to advance the collection of program data. The Regional District should ensure its software platform collects and provides easy access to data on programming delivered as well as other aspects or recreation/ community development work that is delivered by the Regional District and/or third-party delivery organizations.
2. Elevate the analysis and reporting of transactional data gathered in its software platform to promptly bring data-driven insights to the program planning and investment planning activities.
3. Identify tactics to better collect spontaneous use recreation activity data at non-bookable spaces such as outdoor rinks and court spaces. Spot counts by staff and use of other analytics tools could support this Action.

Having readily accessible data can help the RDOS determine program trends, emerging needs, and inform broader planning decisions.



9.1.6 Continuously Monitor Recreation Needs and Trends

What We Heard

- Public survey participants expressed a desire for different and new recreational opportunities (>90% expressed that providing programming for children, teens and older adults should be a priority focus area). Barriers like program times and lack of appealing programming were also identified.

What We Found

- The Regional District contains diverse communities (especially with regards to age and income) who have diverse recreation needs and desires.
- The Okanagan is a hot spot for many new activities like pickleball.
- Trends within recreation are continuously evolving.

Actions:

1. Conduct annual Electoral Area participant and community 'pulse' surveys to gauge satisfaction with current delivery of recreation services.
2. Conduct a Needs Assessment (or similar engagement and research exercise) every 5-7 years that generates fresh data which can be used to update the Master Plan and provide insights into activity trends and demands.
3. Regional District staff should continue to outreach and work with local programmers and community organizations to identify trends and viable solutions to meeting emerging needs.



9.2 INFRASTRUCTURE STRATEGIES

Infrastructure investment by the Regional District will need to balance sustaining existing infrastructure with meeting needs for new or expanded types of facilities and amenities. This is a common challenge for most local and regional governments and requires decision making to be based on sound rationale while focusing on achieving maximum public benefit. Provided in this sub-section of the Master Plan are a series of Strategies and associated Actions for key types of recreation infrastructure.



9.2.1 Aquatics Facility: Balance providing this in-demand amenity type with the cost of providing aquatics infrastructure.

Current Supply

- 2 outdoor pools (one operated by the Regional District, with the other owned but not operated by Regional District)

What We Heard

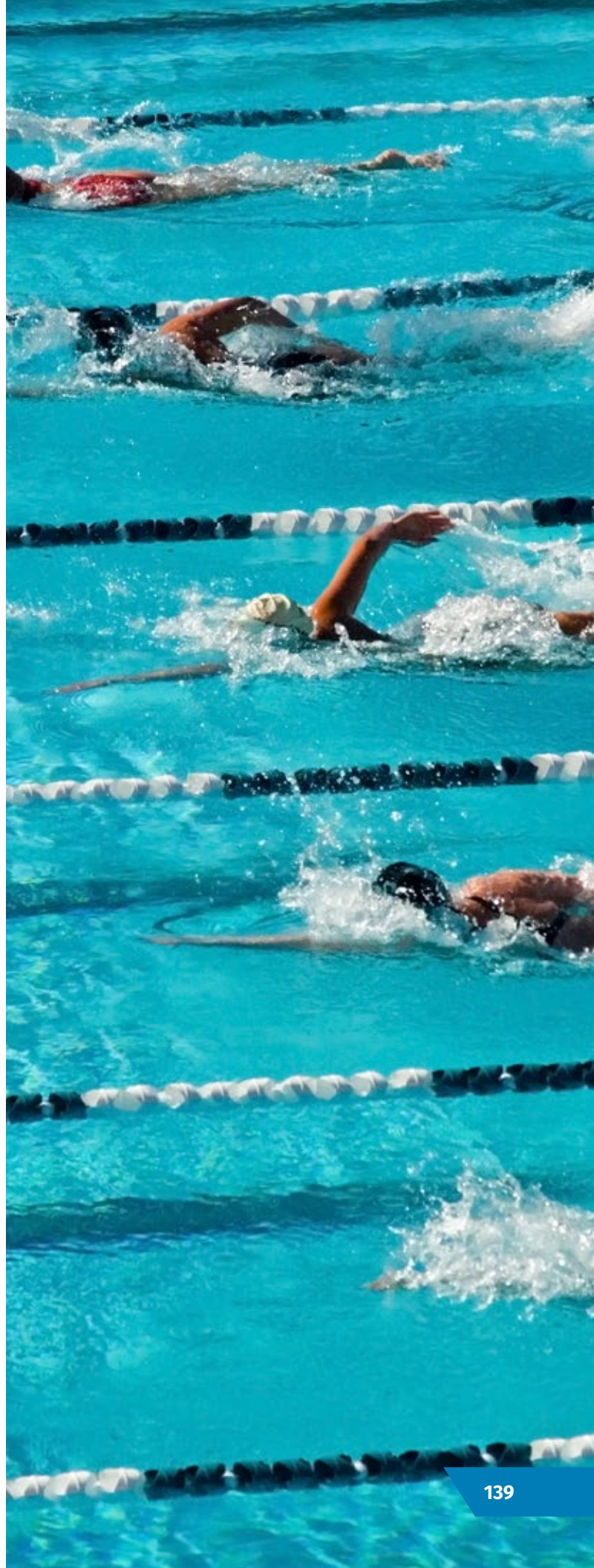
- Given the proximity to natural water bodies, aquatics opportunities and programming that teach water skills are important to residents.
- 59% of public survey participants are satisfied with current outdoor pools in the Regional District.
- When asked about future recreation facility priorities, 75% of public survey participants identified pools as an important amenity requiring addition or improvement.

What We Found

- The outdoor pools in Oliver and Keremeos are nearing the end of their functional lifespan.
- During the Master Plan process, the Town of Osoyoos, Town of Oliver and the Osoyoos Indian Band initiated a feasibility study to assess need and identify locations for an indoor aquatics facility to serve respective taxpayers.
- Aquatics facilities have a significant capital and operational cost associated with their provision and are often heavily dependent on weather and often don't achieve cost recovery.
- Trends in recreation facility development support developing multi-purpose facilities that can leverage operational efficiencies, leverage multiple funding sources, provide optimal user experiences and make the most efficient use of available land resources.

Actions:

1. Enhance data collection and analysis capabilities in order to better understand aquatics demand and capacity.
2. Conduct and monitor structural assessments of both outdoor pools to clarify remaining lifespan and guide asset management practices.
3. Utilize the Major Project Evaluation Framework provided in Section 10 to inform major aquatics decisions (e.g., renewal of the outdoor pools or support for a new indoor facility). The Regional District should additionally communicate these steps as a pre-requisite to potential regional partners before a request is made for support or partnership.
4. Consider the following key considerations when contemplating and analyzing support for a new indoor aquatics facility in the region:
 - » Accessibility of the proposed site (e.g., can it be sufficiently accessed by residents without a personal vehicle?)
 - » Co-location synergies and opportunities of other recreation amenities
 - » Financial risk profile to the Regional District (e.g., of not meeting anticipated levels of use and revenues)
 - » Anticipated regional use beyond the Regional District's boundaries
 - » Operational implications for existing outdoor pools operated by the RDOS



9.2.2 Ice Arenas: Determine the best course of action to sustain existing ice arena provision.

Current Supply

- 2 indoor ice arenas (Oliver Arena and Osoyoos Sunbowl Arena)
- 2 outdoor ice arenas (one refrigerated (Similkameen Rec), one covered (Tulameen))

What We Heard

- Stakeholders are concerned about aging infrastructure, including ice arenas. The need for clear and strategic renewal plans was identified as a key priority.
- Satisfaction levels for outdoor rinks in the Regional District is high (89% are somewhat or very satisfied).
- Outdoor rinks are among the highest use outdoor recreation amenities in the Regional District (35% of public survey participants identified use).
- 77% of public survey participants identified outdoor rinks as an important amenity requiring addition or improvement.
- 60% of public survey participants identified outdoor rinks as an important amenity requiring addition or improvement.

What We Found

- Based on recent assessment data (2017 for the Oliver Arena and 2019 for the Osoyoos Sunbowl Arena) there is an estimated combined capital works of \$4.0 M required for both arenas.
- 69% of prime-time ice at the Oliver Arena is consumed (moderate level of utilization).
- Participation levels in organized ice sports are stagnant (or in some cases decreasing).
- The refrigerated ice surface at the Similkameen Recreation Centre has a relatively short operating season due to environmental factors (sun sheen).

Actions:

1. For the short to medium term, maintain the current provision of indoor ice arenas in the Regional District.
2. Maintain the current provision of outdoor ice in the Regional District and consider covering the refrigerated rink at the Similkameen Recreation Centre to maintain ice conditions and extend use.
3. Recognizing that significant re-investment is required to sustain the indoor ice arenas in Oliver and Osoyoos, further exploration is needed to better understand potential future options and associated financial impacts. It is recommended that the Regional District undertake an Ice Arena Strategy that explores the following key topics:
 - » The cost benefit of re-investing in the existing indoor arenas vs developing a new multi-sheet facility
 - » Overall long-term needs for indoor ice arena supply on a broader, regional basis



9.2.3 Gymnasium / Large Span Dry Floor Spaces: Ensure large span dry floor spaces are available to support demands for spontaneous recreation and meet a diversity of community needs.

Current Supply

- 2 school gymnasiums available through the Joint Use Agreement
- Kaleden Community Hall
- Zen Room and School Multipurpose Room – OK Falls
- Similkameen Rec Multipurpose Rooms

What We Heard

- The public engagement supports that there is a demand for fitness, wellness, and recreational (introductory) level sport that requires large span dry-floor space like gymnasiums.
- While COVID-19 has clearly impacted participation patterns, social activities remain important to residents and large span dry-floor space like gymnasiums and halls are important to residents.

What We Found

- A Joint Use Agreement provides access to 2 school gymnasiums. In general, collaborations between the Regional District and school system have been strong.
- As previously noted in this section, spontaneous use / casual access to gymnasiums is limited.

Actions:

1. Maximize use of existing gymnasium for community programming and special events.
2. Work with community organizations and the School Districts to ensure maximum community use of available gymnasiums for both programmed and drop-in / unstructured recreational use.



9.2.4 Sports Fields: Better understand utilization levels and identify the highest value use for sports fields within the Regional District.

Current Supply

- 8 ball diamonds
- 1 sports field (excluding school fields and flat open space)

What We Heard

- Public and stakeholder engagement did not reveal that ball diamonds and sports fields are a significant priority relative to other amenities.
- Some demand for basic upgrades and enhancements were identified through the engagement (including backstops, dugouts, field surfacing, etc.)

What We Found

- Utilization data for sports fields in the Regional District is minimal, however there are no indicators of supply issues.
- The sports field and ball diamond inventory across the Regional District is of varying quality and condition.
- The need for critical mass for sports field activities drives most participants to larger centres in the region.
- The Oliver Recreation Complex is the most significant tournament site within the Regional District.
- Provincial and nationally, soccer remains a trending activity however participation is typically concentrated in major urban centres (drawing participants from surrounding smaller communities).

Actions:

1. As recommended as part of Service Delivery Strategy 9.1.5, improved collection of utilization data for both structured and spontaneous use of sport fields is needed to better understand utilization and demand.
2. Consider providing new sport fields to accommodate new sports (such as cricket) and wide-game sports (such as disc golf) in response to demonstrated demand for organized community groups.
3. Considering removing fencing and backstops at underutilized ball diamonds to enable those spaces to better function as multi-use open space or accommodate emerging outdoor activity needs.
4. Continue to monitor ball and rectangular field trends.



9.2.5 Outdoor Court Sports: Balance emerging needs for activities like pickleball while ensuring quality infrastructure for a variety of outdoor activities that utilize sport court surfaces (tennis, basketball, ball hockey, etc.).

Current Supply

- Okanagan Falls Courts
- Kaleden Courts
- Naramata Pickleball Courts
- Naramata Tennis Courts
- Similkameen Recreation Centre – Pickleball, futsal and lacrosse
- West Bench / Mariposa Park Tennis Courts
- Oliver Courts

What We Heard

- Stakeholders are aware of pickleball as a trending activity.
- Youth and older adult activities were identified as a priority for enhancement by public survey participants. Sports courts are recognized as important amenities to support spontaneous play for these age cohorts.

What We Found

- Pickleball is an emerging activity with a strong presence and perceived level of demand within the Okanagan region. However, actual levels of participation and sport court utilization remain somewhat unclear due to a lack of data.
- Local governments in the region and across Western Canada have taken numerous approaches to balancing tennis and pickleball needs (some focusing on providing dedicated spaces while others have focused on creating multi-use spaces).
- A variety of paved basketball, outdoor ice surfaces, and similar surfaces exist across the Regional District. These surfaces are of varying condition and use appears to be sporadic.

Actions:

1. Continue to work with the pickleball community to create or strengthen governance and player development practices (or multiple entities based on geography). Undertaking this action will help the Regional District more effectively and cohesively work with the pickleball community to understand and track actual participation levels, future court space needs, tournament, and event hosting potential.
2. Conduct assessments of the sport court inventory and develop a prioritized renewal plan.
3. Develop approaches and tactics to better understanding actual sport court utilization (e.g., ensure formalized use occurs through a bookings process, undertake periodic spot counts, etc.).
4. Consider initiating a regional Sport Court Strategy in collaboration with municipalities in and adjacent to the Regional District. This study should:
 - » Explore regional needs and the best approaches for supporting the emergence of pickleball and associated infrastructure needs (including the right mix of community and hub courts, multi-use vs dedicated courts, etc.).
 - » Identify opportunities to re-purpose or renew underutilized court sports
 - » Engage regional and provincial partners in a process to create clear triggers and standards for sport court development



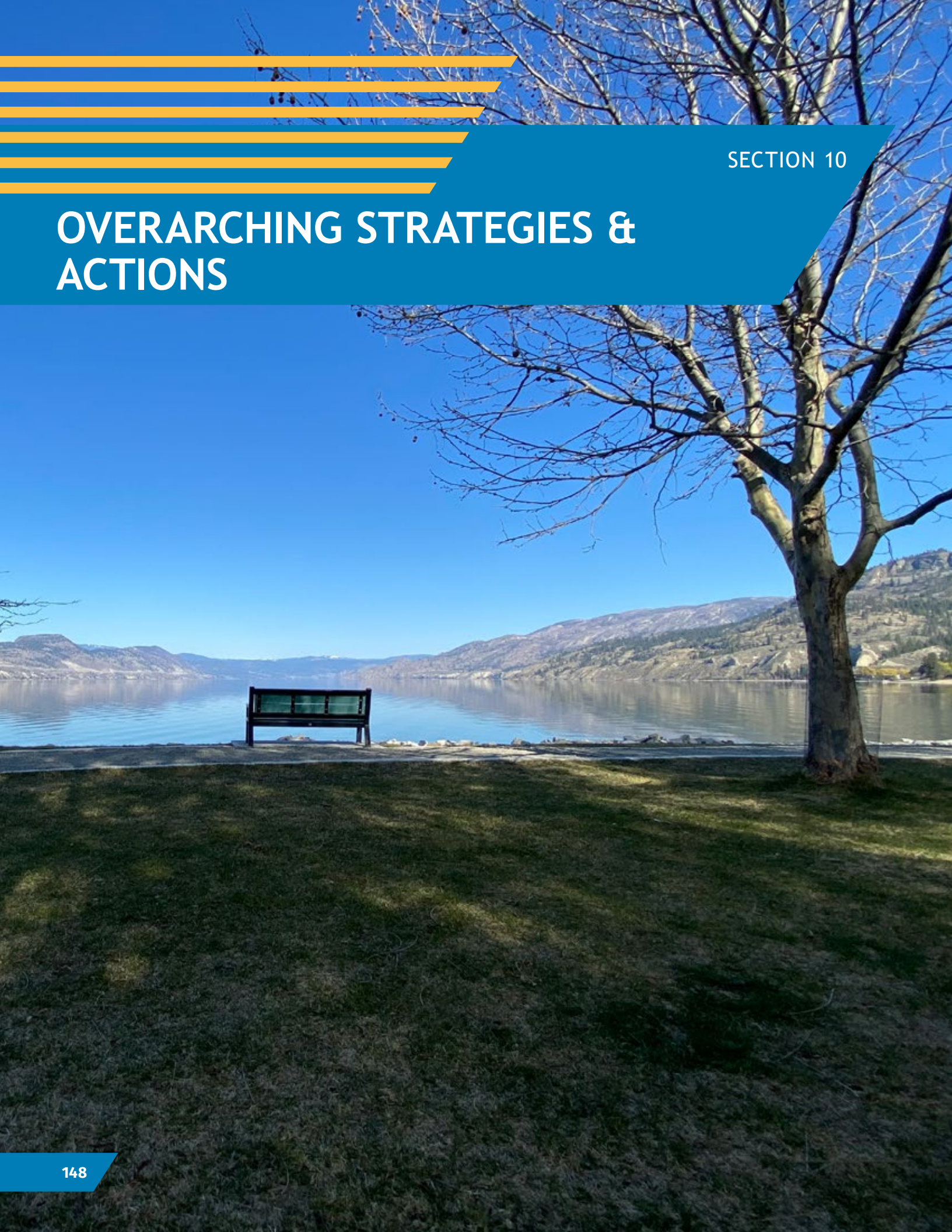


9.2.6 Additional System Wide Recreation Infrastructure Strategies and Actions

Several additional system wide strategies and actions have emerged that we will also proceed with in order to optimize our investment in recreation infrastructure and ensure those investments align with leading practices.

Strategies	Actions
Consider climate leadership and sustainability when planning for recreation infrastructure.	• Explore and consider the additional of green building systems and technologies as upgrades and renovations are being explored at Regional District operated facilities. • Encourage operators of Regional District supported, partner operated facilities to consider sustainability and green building technologies as upgrades, renovations and new facilities are being explored and designed.
Identify opportunities to ‘place make’ at recreation facilities across the Regional District.	• Integrate more public art and installation art into Regional District operated recreation facilities, parks and along trail systems.
Ensure sufficient and consistent community engagement is undertaken when exploring small capital projects and major capital development (renovations, expansions, retrofits, and new development).	• Follow engagement best practices such as the IAP2 Spectrum of Public Participation when designing engagement processes. • Among stakeholders and partners involved in a capital project, engage Parks and Recreation Commissions for input during the development or implementation of initiatives.

OVERARCHING STRATEGIES & ACTIONS



The following strategies and actions apply equally to the Regional and Local parks, trails, and recreation services. These “overarching” strategies and

actions will be implemented and integrated into the respective service area.

10.1 UPDATE AND MODERNIZE THE POLICY AND BYLAW FRAMEWORK

What We Heard

- A modern regional policy framework is required to ensure the consistent and effective delivery and management of parks, trails, and recreation services throughout the Regional District.

What We Found

- Policy gaps exist in several important topics.
- Existing policies should be reviewed, and where necessary, updated to ensure alignment with and support for implementation of the priorities in the master plan.

Actions:

1. Undertake updates to modernize and align the following bylaws with this plan:
 - » OCP bylaws
 - » Regional Parks & Trails Service Establishment Bylaw
 - » Parks & Recreation Commission Bylaw
 - » Electoral Area Local Recreation / Parks/ Programming Service Establishment Bylaws
 - » Parks Regulation Bylaw
 - » Parkland Dedication Policy
2. In alignment with this plan, develop the following regional policies to address policy gaps and enhance policy direction:
 - » Fee Assistance Policy
 - » Commercial Use of Parks, Trails, and Recreation Facilities Policy
 - » Parks, Trails, & Recreation Volunteer Policy
 - » Special Events in Regional and Local Parks and Trails Policy
 - » Electric Bicycles on Regional Trails and in Regional Parks Policy
 - » Public Art in Parks, Trails, and Recreation Facilities Policy
 - » Alcohol and Controlled Substance Consumption in Parks and Trails Policy
 - » Partnership Policy
 - » Provision of Electric Vehicle charging stations at parks, trailheads and recreation facilities

10.2 INCLUDE EVERYONE IN PARKS, TRAILS, AND RECREATION

What We Heard

- Participants expect that parks, trails and recreation facilities and programs will be inclusive and equitably accessible.
- Few universally accessible parks, trails and recreation spaces, facilities and programs are currently provided in the region.

What We Found

- In order for residents to benefit from the recreation opportunities available to them, they need have the leisure literacy to be able to participate. Not all residents in the region hold this literacy and, therefore, not all residents are able to participate in RDOS parks, trails and recreation services.
- Leisure education programs are limited making it challenging for residents who face barriers to participation to overcome those barriers.
- Very few parks and trails provide universally accessible opportunities.
- Efforts are being made to enhance the universal accessibility of recreation facilities, but further work is required.
- Few adaptive recreation programs are available.

Actions:

1. Work with partners in education, health, justice, social services and other to develop and implement a comprehensive leisure education²¹ strategy to help residents who face barriers to experiencing parks, trails and recreation build the leisure literacy needed to participate in parks, trails and recreation.
2. Enhance and or provide more universally accessible in-park trails, playgrounds, outdoor recreation facilities and universally accessible and gender-neutral comfort and convenience amenities.
3. Collaborate with adaptive recreation partners to provide or support the provision of adaptive recreation programs and equipment in Regional and Local parks, trails and recreation facilities.
4. Continue to provide and expand the “community recreation gear shed” to provide residents with access to free or low rental cost recreation equipment. In doing so, explore opportunities to partner with adaptive recreation equipment providers such as the **RAD Society** to improve access to adaptive recreation equipment.



Leisure Literacy is...

The knowledge, skills, and confidence to engagement in personally meaningful, health-enhancing leisure.

Leisure Education is...

Leisure education is the process of building leisure literacy by enhancing citizen's leisure related knowledge, skills, confidence and awareness of leisure.

10.3 SUPPORT TRUTH & RECONCILIATION THROUGH PARKS, TRAILS, AND RECREATION

What We Heard

- Parks, trails and recreation facilities and programs can be venues for supporting truth and reconciliation.
- Participants are supportive of advancing Truth and Reconciliation through parks, trails, and recreation.
- Indigenous interpretation, storytelling, art and Indigenous tourism are desirable and sought-after visitor experiences.

What We Found

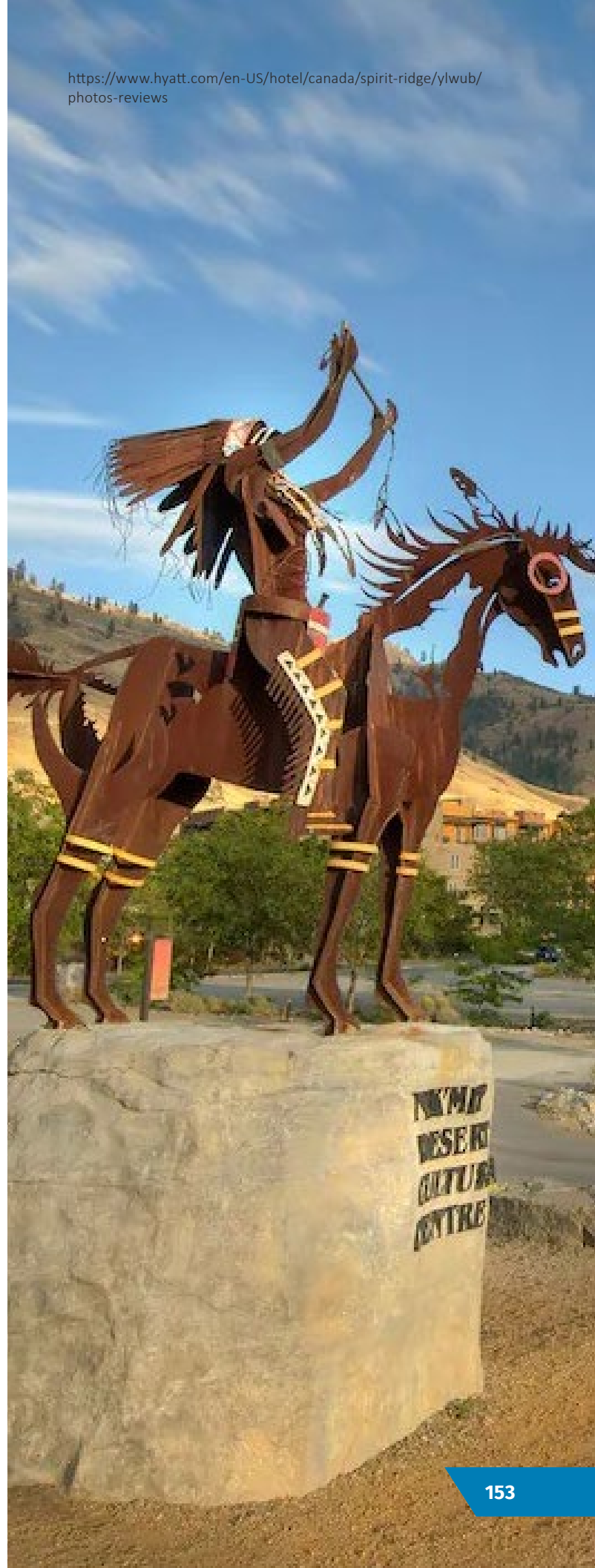
- Though limited right now, parks, trails and recreation facilities hold significant opportunity to support truth and reconciliation and deepen visitors' appreciation, understanding and respect for Indigenous Peoples.
- Relationships and partnerships between the Regional District Parks, Trails and Recreation program staff and Indigenous Peoples need to be established to allow Indigenous Peoples and the Regional District to explore opportunities to support truth and reconciliation.
- There is opportunity to engage Indigenous Peoples, especially Indigenous youth, in the operations of parks, trails and recreation facilities.

Traditional First Nations pit house at the Nk'Mip Desert Cultural Centre | Andrew Strain, www.hellobc.com/stories/10-indigenous-experiences-in-the-south-okanagan/



Actions:

1. Work with the Osoyoos Indian Band (OIB), Penticton Indian Band (PIB) Lower Similkameen Indian Band (LSIB), Upper Similkameen Indian Band (USIB) and the South Okanagan Metis Association (SOMA) to identify meaningful ways to support truth and reconciliation in parks, trails and recreation facilities and improve resident and visitor understanding and appreciation of Indigenous Peoples.
2. Work with OIB, PIB, LSIB, USIB and SOMA to identify ways to encourage and support Indigenous Peoples with accessing Regional District parks, trails and recreation facilities and programs.
3. Collaboratively identify an appropriate governance structure to ensure OIB, PIB, LSIB, USIB and SOMA advice on the management of regional parks and regional trails.
4. Offer to work with OIB, PIB, LSIB, USIB and SOMA to identify spiritually and culturally significant lands to be considered in future regional and local park land conservation priorities.
5. Offer support to Indigenous communities with inventorying parks and trails to identify spiritually and culturally significant sites and determining management practices to mitigate impacts of park / trail operations and visitation on identified values.
6. Work with OIB, PIB, LSIB, USIB and SOMA to identify ways to encourage and support Indigenous Peoples with accessing Regional District parks to enjoy and practice their cultures, customs, languages in regional and community parks.
7. Work collaboratively with OIB, PIB, LSIB, USIB and SOMA to explore Indigenous youth employment and skill development opportunities and program in regional and community parks and trails.



10.4 ASSET MANAGEMENT

What We Heard

- There is opportunity to further enhance the current approach to asset management and capital renewal planning.
- There is a need to expand asset manage in the Regional District beyond hard infrastructure and to include accounting for **natural assets**.

What We Found

- The Regional District does not yet have a comprehensive and spatial inventory of the parks, trails, and recreation assets that it is responsible for. Similarly, the Regional District does not yet have a complete picture of the lifecycle stage of its parks, trails and recreation assets or their remaining useful life.
- The Regional District does not include or account for natural assets in assessment management.
- Understanding which assets the Regional District has responsibility for and their lifecycle stage is critical to forecasting and informing future capital and operational budgeting and decision making.

Actions:

1. Prepare a parks, trails, and recreation asset management plan to:
 - » Assemble a detailed inventory of all engineered assets and natural capital.
 - » Provide a condition assessment and estimate of the remaining useful life of each asset.
 - » Determine if there are other factors that should be considered in an asset management assessment such as customer experience.
 - » Estimate the unit value and replacement value of existing assets.
 - » Forecast the annual renewal need and capital reserve requirements to meet those needs as well as funding opportunities.



10.5 ENHANCE THE GOVERNANCE STRUCTURE FOR SEEKING CITIZEN AND STAKEHOLDER ADVICE ON REGIONAL AND LOCAL PARKS, TRAILS AND RECREATION SERVICES

What We Heard

- Commission members are keen to continue in their role and see value in having a local conduit to the community that provides advice to the Area Director.
- Commissions want to advise on future plans for parks, trails and recreation in their Electoral Area.
- It's difficult to recruit new Commission Members.

What We Found

- Inconsistencies (no standardization) in the roles and responsibilities of the various Commissions within the Regional District.
- Commissions are important conduits to their respective communities and can be a representative voice of the local perspective and potential community needs.

Actions:

1. Undertake a governance review to ensure role clarity, effectiveness, and consistency of the Parks and Recreation Commissions and their respective connection to the Director and Regional District staff.
2. Develop a process/flowchart to be used by Parks and Recreation Commissions for identifying, evaluating, budgeting, and securing approvals for minor projects. See Figure 36 for an example of a suggested process.
3. Identify and facilitate increased opportunities for inter-Commission dialogue, knowledge sharing and strategic alignment.
4. Evaluate and identify an appropriate governance structure to improve communications, enhance coordination and obtain advice from citizens and stakeholders on Regional Parks and Trails regarding the implementation of this plan and regional parks and trails development, policy, management, and stewardship.
5. Identify a governance structure or format to improve cross government (provincial, municipal, regional, Indigenous) communication, coordination, collaboration and integration for Regional Park and Regional Trail planning, development, and management.

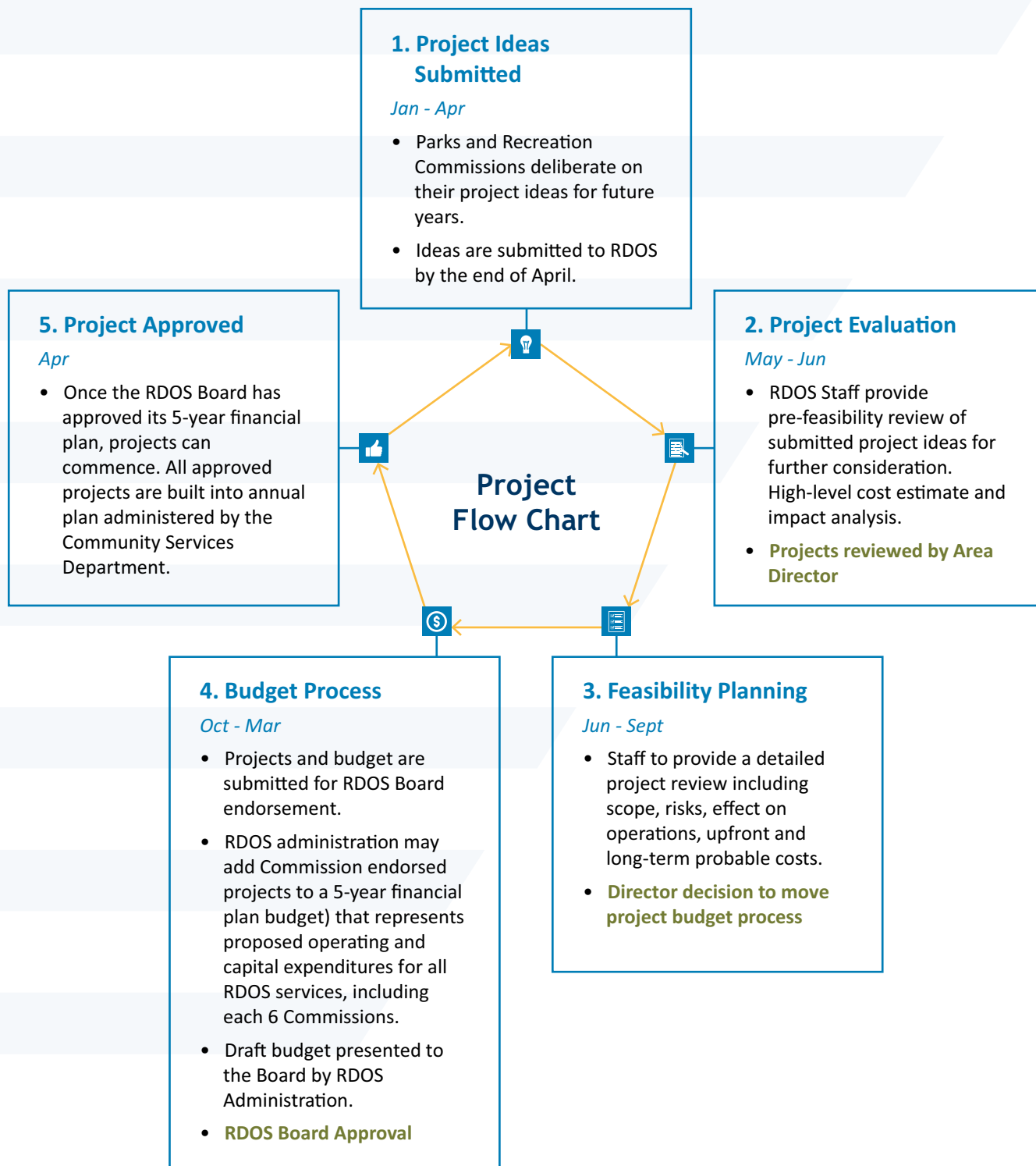


Figure 36 Project Development and Approval Process

10.6 ACTIVELY DEVELOP AND SUPPORT VOLUNTEERS AND VOLUNTEERISM

What We Heard

- Many individuals, recreation organizations and clubs are keen to provide volunteer support for the delivery of parks, trails and recreation services and programs in the region.
- Individuals and organizations are unsure how they can become involved as volunteers and what volunteer roles exist.
- Improving the volunteer experience including volunteer recognition was identified as important to encouraging and retaining volunteers.

What We Found

- The region contains many volunteers who are passionate about parks, trails, and recreation. Some want to be advocates for parks, trails, and recreation while others want to be much more involved in supporting operations.
- The Regional District has begun to develop a formal volunteer program but, according to staff, the program is underfunded and resourced, and staff are challenged to sustain or strengthen the program and associated policies and procedures with current funding and resourcing.
- Volunteers are critical to the delivery of parks, trails, and recreation services in many of the smaller communities. As much as volunteers are an asset, the engagement and retention of volunteers requires appropriate staff oversight, support, and facilitation. Successful and sustainable volunteer programs dedicated staffing and funding.
- Trends suggest that volunteerism is evolving with a desire for more defined roles and shorter duration commitments. The recruitment, training and retention of volunteers needs to adjust accordingly.

Actions:

1. Undertake an audit of the Regional District's current parks, trails, and recreation volunteer program using the **Canadian Code for Volunteer Involvement – Code Audit tool**.
2. Adopt and use the **Canadian Code for Volunteer Involvement** together with the results of the audit to identify opportunities to further develop and strengthen the Regional District's parks, trails, and recreation volunteer program and supporting policy framework. The program and framework should, at minimum, acknowledge and recognize the value volunteers and volunteerism brings to parks, trails, and recreation; define the legal employer / employee relationship between volunteers and the Regional District; outline the human resource management approach to volunteerism; define the administrative, risk management and healthy and safety procedures for volunteering; outline the volunteer job descriptions and roles; and the approach to volunteer recognition. Optimally, the program would identify and formalize an approach for volunteer recruitment, training and retention that is consistent across all departments in the Regional District.
3. Upon defining opportunities to enhance and strengthen the volunteer program, secure appropriate staffing and funding to implement the program.
4. Continue to partner with organizations such as the South Okanagan Volunteer Centre to provide support to and build the capacity of parks, trails, and recreation related volunteer organizations in keeping with Regional District's volunteer program and the Canada Code for Volunteer Involvement.



10.7 UTILIZE A CONSISTENT AND TRANSPARENT APPROACH WHEN CONTEMPLATING SIGNIFICANT CAPITAL INVESTMENT (OVER \$1M)

What We Heard

- The engagement (public survey and stakeholder discussions) suggests that there is a demand for incremental infrastructure development.
- Stakeholders generally appreciate the support provided by the Regional District towards recreation projects and initiatives, but in some cases would like to better understand decision making rationale.

What We Found

- The Regional District will continue to be asked to support local and regional recreation, parks and trails infrastructure projects. Having a data driven evidence bases approach will enable better informed and defensible decisions.

Actions:

1. Develop or adopt a clear, standardized process for significant capital projects to be assessed and analyzed. Figure 37 provides a process tool that could be used to support this assessment. Utilizing a tool of this nature can help support transparent and evidence-based decision making.



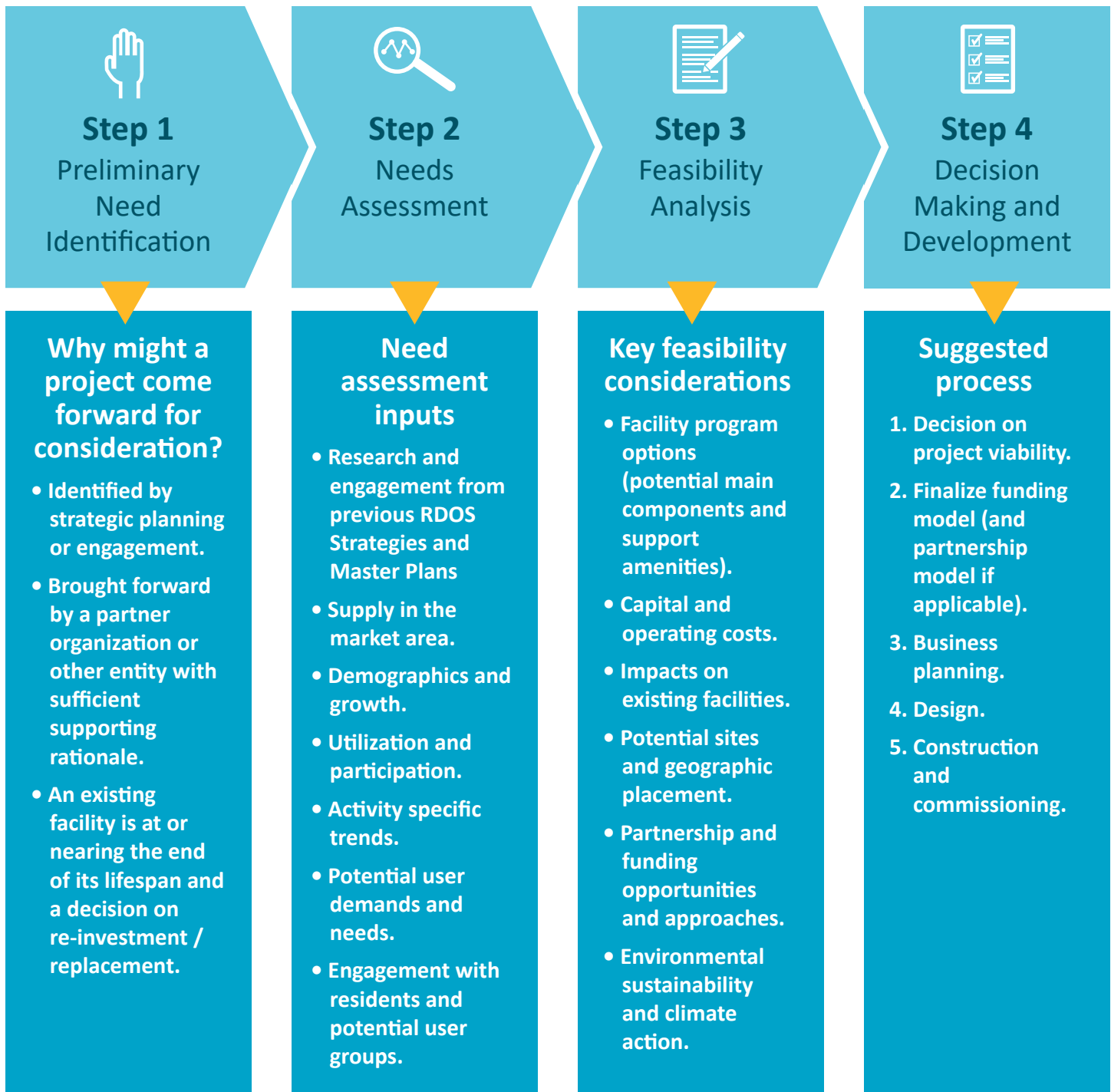


Figure 37 Potential Major Project Evaluation Framework

IMPLEMENTATION





Implementation of the Plan requires the Regional District to take stock of its current business processes and identify where and how the renewed direction in this plan can be integrated into its current “ways of doing business”. The Regional District will take steps to integrate the plan both internally within the organization as well as externally with the Regional District’s broad network of partners, collaborators, and stakeholders. The following represents some of the first steps that will be taken to advance the integration and implementation of the Plan:

Internal Implementation

- Review and align annual business and operational plans, as well as corporate planning initiatives, with the outcomes, principles, and strategic directions in the master plan.
- Deliver staff workshops and meetings to explain the Master Plan and how to incorporate them into day-to-day business.
- Review existing policies, procedures, and agreements procedures to ensure they align with the Master Plan.
- Review existing grant programs, plans and procedures to align with the Master Plan.

External Implementation

- Share the Master Plan and engage with local governments, community groups, indigenous communities, and other partners to identify opportunities for alignment, integration, and collaboration in support of the Master Plan.
- Require groups to demonstrate linkages to the Master Plan when applying for community grants and partnership agreements.
- Showcase the benefits of parks, trails and recreation opportunities and share motivational stories and statistics to educate and motivate residents to increase their level of physical activity.

PERFORMANCE MEASURES



The Regional District is committed to advancing and monitoring its progress toward achieving the outcomes which have been set in this plan. The Regional District understands that performance monitoring and reporting is critical to ensuring accountability, to understanding what is and is not work and to ensuring informed and evidence-based decision making. To evaluate progress and enable transparent reporting, the Regional District will monitor the following indicators and work towards achieving the outlined targets:

Outcome	Program Area	Indicators	Targets
Active & Healthy Living	All	- Percent of residents reporting that they exceed established minimum daily physical activity guidelines. - Percent of visitors who report that parks, trails, and recreation improve their perceived physical and mental health. # of recreation programs by population group (residents with disabilities, children, youth).	100% of residents exceed the minimum daily physical activity guidelines. 100% of residents report that parks, trails, and recreation improve their perceived physical and mental health.
	Parks & Trails	- Total annual visitation to Regional District parks. - Total annual visitation to Regional District trails. - Visitor satisfaction with their experience in Regional District parks. - Visitor satisfaction with their experience on Regional District trails.	- Increase total annual visitation to the Regional District's Park network. - Increase the total annual visitation to the Regional District's trail network. 95% of visitors are satisfied or very satisfied with their recreational experience in Regional District parks. 95% of visitors are satisfied or very satisfied with their Regional District trail experience.
	Recreation	- Total annual visits to Regional District recreation facilities. - Percent of Regional District residents that report visiting a regional district recreation facility. - Prime time and non-prime time utilization rates of Regional District facilities.	- Increase annual visits to Regional District recreation facilities. - Increase the proportion of Regional District residents that report visiting a regional district recreation facility. - Increase prime time and non-prime time utilization rates of Regional District facilities.

Outcome	Program Area	Indicators	Targets
Inclusive & Equitable Access	Parks & Trails	• % of residential parcels within a 10 minute walk and wheel to a quality park. • % of residential parcels within a 10-minute walk and wheel to a quality trail. • % of residents within areas of higher social justice factors that have access to parks and trails within a 10-minute walk. • % of residential parcels within a 10 minute walk and wheel to a place space.	• Minimum of 99% of all residential parcels within urban areas are within 400m of a park space that meets or exceeds quality expectations provided by the Regional District or others. • A minimum of 99% of residential parcels within settled areas will be within a 10-minute walk to a quality trail provided by the Regional District or others. • Provide 4 ha of park space per 1000 residents (excluding regional parks) • Access to parks is equal across all socio-economic and demographic considerations. • Each Electoral Area will contain at least one destination play space. All neighbourhoods with a density of children and youth will have access to a quality play space within a 10 minute walk or wheel.
		• Percent of residential parcels within a 30-45 minute drive of major recreation facilities.	• All residents are within a 30–45-minute drive of a major recreation facility.
Protect Ecologically & Culturally Important Areas	Parks & Trails	• Amount of land and water in the region conserved through parks that meet the management intent of a protected area. • Amount of land that is added to the natural space system annually.	• 30% of the region's lands and waters will be protected through a formally designated natural space or protected area. • Increase, year over year, the amount of land that is added to conservation purpose parks annually.

Outcome	Program Area	Indicators	Targets
Connect	Trails	- Kilometers of Regional District trail by classification. - Kilometers of new trail developed annually. - Destinations, communities, and adjacent regions that are connected by the Regional District's trail system. - Proportion of residents that walk, bike or roll for transportation on the Regional District's trail system.	- Increase the length and diversity of the Regional District's trail network. - Minimum of 5 km of new Regional District trail developed annually. - All major destinations, communities and adjacent regions are connected via the Regional District's trail system. - Increase the proportion of residents who walk, bike, or roll for transportation.
Truth & Reconciliation	Parks & Trails	- Number of Regional District parks and trails featuring Indigenous place naming, interpretation and / or programming. - Percent of land and waters within the Regional District parks network that was acquired to support the protection of sites of cultural importance to Indigenous peoples.	- Increase the number of Regional District parks and trails featuring Indigenous landmark identification, place naming, interpretation and / or programming. - Increase the area within the network of conservation purpose parks that is protecting sites of cultural importance to Indigenous peoples.
Capacity & Awareness	All	- Total annual public spending on parks per resident. - Total annual public spending on trails per resident. - Total annual public spending on recreation per resident. - Number of volunteer hours dedicated to parks, trails, and recreation service delivery. - Reported satisfaction levels of volunteers involved in parks, trails, and recreation services.	- Annually increase the public spending per resident on providing and managing parks, trails and recreation. - Maintain or increase the volunteer hours. - Increase the number of volunteers / 1000 residents 95% of volunteers report being satisfied with their volunteer experience.



APPENDICES



A.1 PARK CLASSIFICATION DESCRIPTIONS & DESIGN & MANAGEMENT GUIDANCE

Compatible	Uses, amenities, or infrastructure that are consistent with the management intent of a park class under typical designs and management practices.
Permitted	Uses, amenities, or infrastructure that may be compatible with the management intent under certain circumstances and with specialized designs and / or management practices.
Not Compatible	Uses, amenities, or infrastructure that are not compatible with the management intent of the park class.



CONSERVATION PARK

Primary Purpose	Conservation Parks are legally designated areas of land and / or water that are dedicated for and effectively managed over the long-term to conserve biodiversity, sensitive ecosystems, ecosystem processes and, where relevant, Indigenous, and cultural values. Conservation Areas also support climate change resilience and adaptation. Public access, recreation and new access or infrastructure development is not compatible.		
Secondary Purpose	N/A		
Primary Management Goals	• Conservation of biodiversity / ecosystems • Climate resilience & risk mitigation • Conservation of Indigenous & cultural / heritage values • Sense of place & scenic value		
Activities	Compatible	Permitted	Not Compatible
	• Not Applicable	• Not Applicable	• All public access.
Amenities & Infrastructure	Compatible	Permitted	Not Compatible
	• Not Applicable	• Not Applicable	• All amenities & infrastructure (unless grandfathered)
Catchment	Not Applicable		
Percent Developed	Not Applicable		
Size	Variable, but large enough to conserve ecological and / or cultural values and ecological processes.		
Siting	Variable		
Lot Frontage	Not Applicable		
Access & Connectivity	Not Applicable		
Universal Design	Not Applicable		



NATURAL SPACE PARK

Primary Purpose	Natural spaces are legally designated areas of land and / or water that are dedicated for and effectively managed over the long-term to conserve biodiversity, sensitive ecosystems, ecosystem processes and Indigenous and cultural values. In some natural spaces, or portions of natural spaces, public access, certain recreational activities and / or the provision of visitor infrastructure may be restricted or prohibited where they create conflicts with, or unacceptable impacts to, the primary conservation values of the natural space. Other surface land uses (e.g., residential, community civil infrastructure, commercial, industrial, resource development) will be prohibited unless required to actively manage for, or support, ecological values, systems, and/or processes (e.g., grazing).		
Secondary Purpose	Provide non-motorized outdoor recreation, education and interpretation opportunities that enable visitors to connect with, enjoy and learn about the region's nature, natural processes and Indigenous and cultural values where doing so will not pose unacceptable impacts to achieving the primary intent.		
Primary Management Goals	• Conservation of biodiversity / ecosystems • Climate resilience & risk mitigation • Conservation of Indigenous & cultural / heritage values • Sense of place & scenic value • Outdoor recreation • Physical activity • Learning & appreciation • Tourism		
Activities	Compatible	Permitted	Not Compatible
	• Not Applicable	• Walking / Hiking / Running • On-leash dog walking • Mountain biking (xctry, all mountain, adaptive) • Class 1 E-bikes • Equestrian • Paddling – non motorized • Special Events / Races / Competitions • Camping (backcountry) • Interpretive programs • Concessions	• Camping (unserved, serviced) • Off-leash Dog Walking • Class 2 or 3 e-bikes • Off-road vehicle • Off-road motorcycle • 4x4 on-highway vehicle



NATURAL SPACE PARK

Amenities & Infrastructure	Compatible	Permitted	Not Compatible
	- Natural surface trails - Single trail - Parking area - Regulatory / wayfinding signage - Benches / seating	- Aggregate trails - Interpretive signage - Toilet – pit / outhouse - Toilet - vault - Toilet – flush - Waste receptacles - Day use area / picnic tables / shelter / shade structure - Natural playground / features - Bike wash station - Bicycle parking - Non-motorized boat launch - Interpretive center - Public art - Maintenance / operations facilities - Equipment storage	- Paved trail - Dense trail network - Mountain bike skills park - ORV skills park - Powerboat launch - Exercise equipment - Athletic / Sports Field / Diamond / Court / Outdoor Rink - Spray park - Manicured beach - Manicured turf - Community gardens - Event hosting infrastructure - Lighting
Catchment	Not Applicable		
Percent Developed	0-25%		
Size	Variable, but large enough to conserve ecological and / or cultural values and ecological processes.		
Siting	Variable		
Lot Frontage	Not Applicable		
Access & Connectivity	Not Applicable		
Universal Design	Desirable		

RECREATION PARK

Primary Purpose	Provide regionally unique nature-based outdoor recreation opportunities and experiences including both motorized and non-motorized activities, special events, celebrations and competitions. Not all Regional Recreation Parks will support all recreational activities. Where necessary, recreation activities with incompatible visitor goals will be separated. Regional Recreation Areas will accommodate intensive nature-based outdoor recreation visitation and appropriate facilities will be developed to enable and manage this level of use. These parks may or may not be all season use.		
Secondary Purpose	Conserve biodiversity, sensitive ecosystems, ecosystem processes and Indigenous and cultural values and support the region's resilience and adaptation to climate change.		
Primary Management Goals	• Nature-based outdoor recreation • Physical activity • Learning & appreciation • Tourism • Sense of place & scenic value • Conservation of biodiversity / ecosystems		
Activities	Compatible	Permitted	Not Compatible
	• Walking / Hiking / Running • Interpretive programs • On-leash dog walking • Mountain biking (xctry, all mountain, adaptive) • Class 1 E-bikes • Equestrian • Paddling • Angling	• Camping (serviced & Unserviced) • Off-leash Dog Walking • Skateboarding / small wheel • Class 2 & 3 E-bikes • Off-road vehicle • Off-road motorcycle • 4x4 on-highway vehicle • Powerboating • Special Events / Races / Competitions • Concessions • Guided tours / commercial recreation	• Not applicable

RECREATION PARK

Amenities & Infrastructure	Compatible	Permitted	Not Compatible
	- Natural surface trails - Aggregate trails - Single trail - Dispersed & dense trail networks - Parking area - Regulatory / wayfinding signage - Interpretive signage - Day use area / picnic tables / shelter / shade structure - Toilet – pit - Toilet - vault - Waste receptacles - Benches / seating - Natural & traditional playground / features - Bicycle parking - Equestrian infrastructure (hitching rails, corrals) - Boardwalks - Non-motorized boat launch - Docks - Maintenance / operations facilities	- Paved trail - Manicured turf - Manicured beach - Bike wash station - Mountain bike skills park - Skate / small wheel skills park - ORV skills park - Spray park - Toilet – flush - Public art - Interpretive center - Powerboat launch - Equipment storage - Event hosting infrastructure	- Athletic / Sports Field / Diamond / Court / Outdoor Rink - Exercise equipment - Community gardens
Catchment	Regional / Sub-regional		
Percent Developed	Variable		
Size	Variable, but large enough to enable and support the recreation activity(ies) that the site is established to provide and the visitor infrastructure required to facilitate and manage the use.		



RECREATION PARK

Siting	Variable, but typically on the edge of communities and / or where regionally unique recreation resources exist.
Lot Frontage	Not Applicable
Access & Connectivity	Not Applicable
Universal Design	Desirable



COMMUNITY PARK

Primary Purpose	To provide a major multi-purpose destination for intensive structured and unstructured recreation, social gathering, and community events. This Park class provides a diversity of recreation and visitor comfort and convenience amenities and infrastructure as well as event hosting infrastructure that attracts residents from across the Electoral Area and, in some cases, across the region. These parks contain amenities that enable recreation in all seasons.		
Secondary Purpose	Conserve and celebrate ecological values, Indigenous and cultural values and support the continuance of ecosystems processes and the region's resilience and adaptation to climate change.		
Primary Management Goals	• Outdoor recreation – structured & spontaneous • Physical activity • Water play • Inclusion • Community gathering • Tourism		
Activities	Compatible	Permitted	Not Compatible
	• Variable	• Variable	• Off-road vehicle • Off-road motorcycle • 4x4 on-highway vehicle



COMMUNITY PARK

Amenities & Infrastructure	Compatible	Permitted	Not Compatible
	• Civic gathering spaces • Natural surface trails • Aggregate trails • Paved trail • Dispersed trail network • Dense trail network • Athletic / Sports Field / Diamond / Court / Outdoor Rink • Parking area • Regulatory / wayfinding signage • Interpretive signage • Day use area / picnic tables / shelter / shade structure • Toilet – vault / outhouse • Waste receptacles • Benches / seating • Flexible open spaces • Natural & traditional playground / features • Bicycle parking	• Toilet – flush • Changeroom / shower building • Natural & traditional playground / features • Off-leash area • Manicured turf • Manicured beach • Bike wash station • Public art • Non-motorized boat launch • Skate / small wheel skills park • Mountain bike skills park • Spray park • Exercise equipment • Community gardens • Interpretive center • Powerboat launch • Equipment storage • Event hosting infrastructure • Power • Potable water • Maintenance / operations facilities	• ORV skills park • Equestrian Infrastructure (hitching rails, corrals)
Catchment	1 per Electoral Area		
Percent Developed	Up to 100%		
Size	1.5 ha +		
Siting	Located in mixed use areas along arterial and collector roads with safe and practical road crossing and on the active transportation network.		



COMMUNITY PARK

Lot Frontage	30% minimum
Access & Connectivity	Parking lot design must accommodate and account for visitation from across the EA and for peak period special events. Minimum of two trail / pathway / sidewalk access / egress points
Universal Design	Required



NEIGHBOURHOOD PARK

Primary Purpose	To provide unstructured active and passive outdoor recreation opportunities that are appealing to a variety of ages and are tailored to the interests of neighbourhood residents. This park class attracts visitation from the local neighbourhood and is a focal point for socializing with neighbours. These parks contain amenities that enable recreation in all seasons.		
Secondary Purpose	To support the continuance of ecosystems processes and the region's resilience and adaptation to climate change.		
Primary Management Goals	• Outdoor recreation • Physical activity • Inclusion		
Activities	Compatible	Permitted	Not Compatible
	• Variable	• Variable	• Camping (serviced & Unserviced) • Equestrian • Off-road vehicle • Off-road motorcycle • 4x4 on-highway vehicle



NEIGHBOURHOOD PARK

Amenities & Infrastructure	Compatible	Permitted	Not Compatible
	• Natural surface trails • Aggregate trails • Paved trail • Dispersed trail network • Regulatory / wayfinding signage • Waste receptacles • Benches / seating • Flexible open spaces • Natural & traditional playground / features • Bicycle parking	• Dense trail network • Parking area • Day use area / picnic tables / shelter / shade structure • Toilet – vault / outhouse • Toilet – flush • Interpretive signage • Athletic / Sports Field / Diamond / Court / Outdoor Rink • Off-leash area • Changeroom / shower building • Natural & traditional playground / features • Manicured turf • Manicured beach • Public art • Non-motorized boat launch • Skate / small wheel skills park • Mountain bike skills park • Spray park • Exercise equipment • Community gardens • Equipment storage • Event hosting infrastructure • Power • Potable water • Maintenance / operations facilities	• ORV skills park • Powerboat launch • Equestrian Infrastructure (hitching rails, corrals)



NEIGHBOURHOOD PARK

Catchment	400 m walk based on the formal active transportation network.
Percent Developed	Up to 80%
Size	0.5-1.5 ha
Siting	Located centrally within a residential neighbourhood and along a local road and local active transportation network.
Lot Frontage	15-30% minimum
Access & Connectivity	Minimum two accesses to a public roadway. Minimum of one trail / pathway/ sidewalk access / egress point. Parking lot is optional. On-street park required.
Universal Design	Desired



WATER ACCESS PARK

Primary Purpose	To provide managed public access to river / lake frontage for passive uses, scenic viewing and, in some cases, launching watercraft.		
Secondary Purpose	To support the continuance of ecosystems processes and the region's resilience and adaptation to climate change.		
Primary Management Goals	Outdoor recreation		
Activities	Compatible	Permitted	Not Compatible
	Dependant on the typology assigned.	Dependant on the typology assigned.	Dependant on the typology assigned.
Amenities & Infrastructure	Compatible	Permitted	Not Compatible
	Dependant on the typology assigned.	Dependant on the typology assigned.	Dependant on the typology assigned.
Catchment	Variable		
Percent Developed	Up to 80%		
Size	Small		



WATER ACCESS PARK

Siting	End of undeveloped road rights of way. Sited along local road and local active transportation network. Sited where encroachment and conflict with adjacent occupied properties can be managed and where there is adequate buffer to adjacent occupied properties.
Lot Frontage	Variable
Access & Connectivity	Variable
Universal Design	Desired

A.2 TRAIL MANAGEMENT OBJECTIVE FORM

Region:		Trail Operator:		Land Manager:	
Trail Name:				Trail Number:	
Trail Beginning:				Beg. Milepost:	
Trail Ending:				End. Milepost:	
Trail Inventory Length:		km	Trail Mileage Source:	☐ Wheel ☐ GPS ☐ Map ☐ Unknown	

TMO Trail Section

	Section Beginning:		Beg. Milepost:	
Sec. #	Section End:		End. Milepost:	

Trail Classification

(Check any that apply)

Season:

- ☐ Summer (snow-free)
☐ Winter (snow-covered)
☐ All

Level of Development:

- ☐ Developed
☐ Moderately Developed
☐ Minimally Developed

(Check one in each category)

Mode of Travel:

- ☐ Non-Motorized
☐ Motorized
☐ Mixed Use

Use Type:

- ☐ Single Use
☐ Multi-Use
☐ Activity-Optimized

Level of Challenge:

- ☐ Easiest
☐ Moderate
☐ Difficult
☐ Very Difficult

Preparedness:

- ☐ Standard
☐ Enhanced

Optimized Activity Types

(Check all that apply)

- ☐ Pedestrian
☐ Equestrian
☐ X-Country Ski
☐ Snowshoe
☐ Mountain Bike
☐ Two-Wheel Motorized
☐ Motorized (<1.83 m wide)
☐ Motorized (1.5-1.83 m wide)
☐ Motorized (>1.83 m wide)
☐ Snow Vehicle (<1.83 m wide)

☐	
☐	
☐	
☐	

Design Parametres

(Fill in all that apply)

	Travelled Surface Width (m)
	Target Grade (%)
	Max Grade (%)
	Proportion Grade (%)
	Target Cross Slope (%)
	Max Cross Slope (%)
	Proportion Cross Slope (%)
/	Clearing Width/Height (m)
	Turning Radius (m)
/	Obstacle Frequency/Height

Tread Surfacing:

- | | |
|---|---|
| ☐ Asphalt/Concrete/Paver | ☐ Nat - Firm |
| ☐ Agg - Firm | ☐ Nat - Loose |
| ☐ Agg - Loose | ☐ <input type="text"/> |

Target Frequency

Per Year (Fill in all that apply)

	Tread Repair
	Drainage Cleanout
	Tread Grading
	Brushing
	Condition Survey
	Enforcement Patrols

Trail Name:

Trail Number:

Travel Management Strategies

Permitted Uses

(Check all that apply)

- ☐ Pedestrian
- ☐ On-Road Cycling
- ☐ Leisure Cycling
- ☐ Mountain Biking
- ☐ Adaptive Cycle/MTB
- ☐ Equestrian
- ☐ Equestrian Drawn Vehicle
- ☐ X-Ctry Ski - Classic
- ☐ X-Ctry Ski - Skate
- ☐ Snowshoe
- ☐ Off-Road Motorcycle
- ☐ OHV <1.5m
- ☐ OHV 1.5m - 1.83m
- ☐ OHV >1.83m
- ☐ Snowmobile <1.5m
- ☐ Snowmobile >1.5m
- ☐ Class 1 E-Bike
- ☐ Class 2 E-Bike
- ☐ Class 3 E-Bike
- ☐ Electric Mobility Assistive Devices
- ☐ Electric Skateboards/One-Wheels

From
Date
(mm/dd)To Date
(mm/dd)

Prohibited Uses

(Check if applicable)

- ☐ All Motorized Use

(Fill in all that apply)

From
Date
(mm/dd)To Date
(mm/dd)

Other Uses

(Optional: type any that apply)

Accept

Discourage

Yes

No

Universally Accessible:

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Trail User Objectives

- | | | |
|------------------------------------|-----------------------------------|---------------------------------------|
| ☐ Escape | ☐ Nature | ☐ Socializing |
| ☐ Solitude | ☐ Risk | ☐ Efficiency |
| ☐ Challenge | ☐ Exercise | ☐ Connectivity |
| ☐ Play | | |

Remarks/Reference Information

Trail Designer
or Manager

Name:

Title:

Signature:

Date:

A.3 REGIONAL TRAIL LEVEL OF DEVELOPMENT GUIDELINES

AMENITIES		Level of Development		
		Developed	Moderately Developed	Minimally Developed
RECREATION SETTING	Developed	Appropriate	Appropriate	May be appropriate
	Frontcountry	Appropriate	Appropriate	May be appropriate
	Midcountry	May be Appropriate	Appropriate	May be appropriate
	Backcountry	Inappropriate	May be Appropriate	Appropriate
TRAIL INFRASTRUCTURE		Structures are frequent and typically constructed of imported materials. May include bridges, boardwalks, curbs, handrails etc.	Structures of limited size, scale, and quantity; typically constructed of native materials. Structures adequate to protect trail infrastructure and resources. Bridges as needed for environmental protection and appropriate access.	Structures are minimal to non-existent. Drainage typically accomplished without structures. Bridges as needed for environmental protection and appropriate access.
PRIMARY ACCESS TYPE	Major Parking / Staging Area	Appropriate	May be Appropriate – pending degree of use / trail significance.	Inappropriate
	Minor Parking / Staging Area	May be Appropriate – pending degree of use / trail significance.	Appropriate	May be Appropriate – pending degree of use / trail significance.
	Trailhead	Inappropriate	Inappropriate	May be Appropriate – pending degree of use / trail significance.

AMENITIES		Level of Development		
		Developed	Moderately Developed	Minimally Developed
SIGNAGE & WAYFINDING	Major Trailhead Kiosk Signs with Maps	Appropriate	Appropriate	May be Appropriate
	Minor Trailhead Signs with Maps	Inappropriate	Appropriate	May be Appropriate
	Trail Markers/ Directional Signs	Appropriate	Appropriate	Appropriate – but bare minimum required to navigate
	Regulatory/ Caution/ Advisory Signs	Appropriate	Appropriate	Appropriate – but minimal
	Interpretive Signs	Appropriate	Appropriate	Appropriate – but minimal
COMFORT & CONVENIENCE AMENITIES	Flush Toilet or Composting Toilet	May be Appropriate	Inappropriate	Inappropriate
	Vault Toilet	Appropriate	Appropriate	May be Appropriate
	Pit Toilet	May be Appropriate	May be Appropriate	Appropriate
	Potable Water / Fountains	Appropriate	May be Appropriate	Inappropriate
	Lighting	May be Appropriate	May be Appropriate	Inappropriate
	Waste Receptacles	Appropriate	May be Appropriate	Inappropriate
	Recycling Receptacles	Appropriate	May be Appropriate	Inappropriate
	Benches	Appropriate	May be Appropriate	Inappropriate
	Picnic Tables	Appropriate	May be Appropriate	Inappropriate
	Shade Structures	Appropriate	May be Appropriate	Inappropriate
	Day Use Areas	Appropriate	May be Appropriate	Inappropriate
	Bicycle Parking	Appropriate	Appropriate	May be Appropriate
	Equestrian Hitching Rails / Corrals	May be Appropriate – if equestrian use supported	May be Appropriate – if equestrian use supported	May be Appropriate – if equestrian use supported

A.4 PARKING, STAGING AREA & TRAILHEAD LEVEL OF SERVICE GUIDELINES

	Major Parking / Staging Area	Minor Parking / Staging Areas	Trailhead
DESCRIPTION	Intended to be a memorable visitor focused entry point and end point to the trail experience. Out of region visitors will be encouraged to use major parking / staging areas. These access points are also intended to serve as primary accesses for nearby residents.	Intended to support access to the trail by residents who elect to drive to the trail and residents who leave near the trail and may walk or cycle to it.	Intended to support access to the trail for residents and neighbourhoods who live in the immediate vicinity of the trailhead and who do not require motor vehicle parking to access the trail.
PARKING SURFACING & PARKING ORIENTATION	• Surfaced (paved preferred) and delineated parking lots of significant size to accommodate passenger vehicles, truck & trailer and recreational vehicles - ensure appropriate circulation	• Surfaced (gravel or paved) and delineated parking lots for passenger vehicles and truck & trailers.	• No vehicle parking provided.
TYPICAL COMFORT & CONVENIENCE AMENITIES	• Toilets (vault pump-out or fully serviced) • Bicycle parking • Waste & recycling receptacles • Potable water (optional) • Picnic & day use area with fire pits / BBQ's, picnic tables • Shade structure / Pavilion • Public power / charging stations (optional) • Lighting (optional) • Native Plantings & beautification • Equestrian hitching rails or corrals (optional)	• Toilets (vault pump-out or pit) • Bicycle parking (optional) • Waste & recycling receptacles • Picnic & day use area with fire pits / BBQ's, picnic tables (optional) • Shade structure / Pavilion (optional) • Native Plantings & beautification • Equestrian hitching rails or corrals (optional)	• No vehicle parking. • Waste / Recycling receptacles (optional) • Bicycle Parking (optional) • Native Plantings & beautification (optional)

	Major Parking / Staging Area	Minor Parking / Staging Areas	Trailhead
TYPICAL SIGNAGE	• On-Road Direction Signage • Themed / memorable gateway / entry feature. • Kiosk including: » Wayfinding / Map » Responsible use / educational (Leave No Trace) » Regulatory » Warning (safety, preparedness, risks) » Trail Accessibility Information • Interpretive signage / displays	• On-Road Direction Signage • Kiosk including: » Wayfinding / Map » Responsible use / educational (Leave No Trace) » Regulatory » Warning (safety, preparedness, risks) » Trail Accessibility Information • Interpretive signage / displays (optional)	• Wayfinding / Map • Responsible use / educational (Leave No Trace) • Regulatory • Warning (safety, preparedness, risks)
DESIGN PRINCIPLES	• Site and all amenities should be universally accessible • Incorporate low-impact development and stormwater management • Incorporate energy and water efficient amenities • Incorporate Crime Prevention Through Environmental Design principles • Incorporate low-impact development and stormwater management • Incorporate native drought tolerant plantings • Design to support special event hosting, where appropriate.		

References

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