REGIONAL DISTRICT
NORTH OKANAGAN

Electoral Area F
Parks and Culture Service Master Plan

2023 - 2033

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Executive Summary

Regional District of North Okanagan (RDNO) Electoral Area F is a large, rural area in the northwest corner of the RDNO, bordering Electoral Areas C, D, E, and Spallumcheen, and the Columbia Shuswap Regional District to the north and northeast. The RDNO took over the management of the Electoral Area F Parks and Culture Service in 2019. This plan provides a comprehensive review of the current state of the service and the parkland and infrastructure within. Based on this review, research, and the community input, the plan has defined the desired goals for the next ten years, and strategies and actions to achieve each goal.

Partnerships will be key to the success of this plan – partnerships with other levels of government, not-for-profit societies, and community organizations. The development of the vision and associated strategies of the plan have been informed by the extensive community and stakeholder input.

While this plan contains goals for future improvements to parks and recreation services, these plans are not intended to extinguish any indigenous title or rights. Any future development related to the implementation of these plans will go through the appropriate referral process with the Splatsin of the Secwépemc Nation and the Okanagan Indian Band of the Syilx Okanagan Nation. The goals have been developed to provide direction on resource allocation and planning and have associated strategies and actions to support progress toward the goals.

Vision

The Area 'F' Parks and Culture service supports community spaces for diverse and well-attended recreation and cultural activities and provides parkland and parkland support that compliments other service providers in the area.

Goals

Goal 1 – Parks and Trails: Area F has a system of parks and trails, provided in partnership by RDNO, local community organizations and the Province of BC, that sustainably meet the recreational, ecological, and cultural needs of the community.

Goal 2 - Infrastructure: Community recreation and cultural infrastructure meets needs of residents and visitors to Area F, and is in good condition to ensure continued service and allow growth of programming and participation.

Goal 3 – Water Access: Locals and visitors of Area F have adequate, safe, and sustainable access to Shuswap River and Mabel Lake for a variety of activities.

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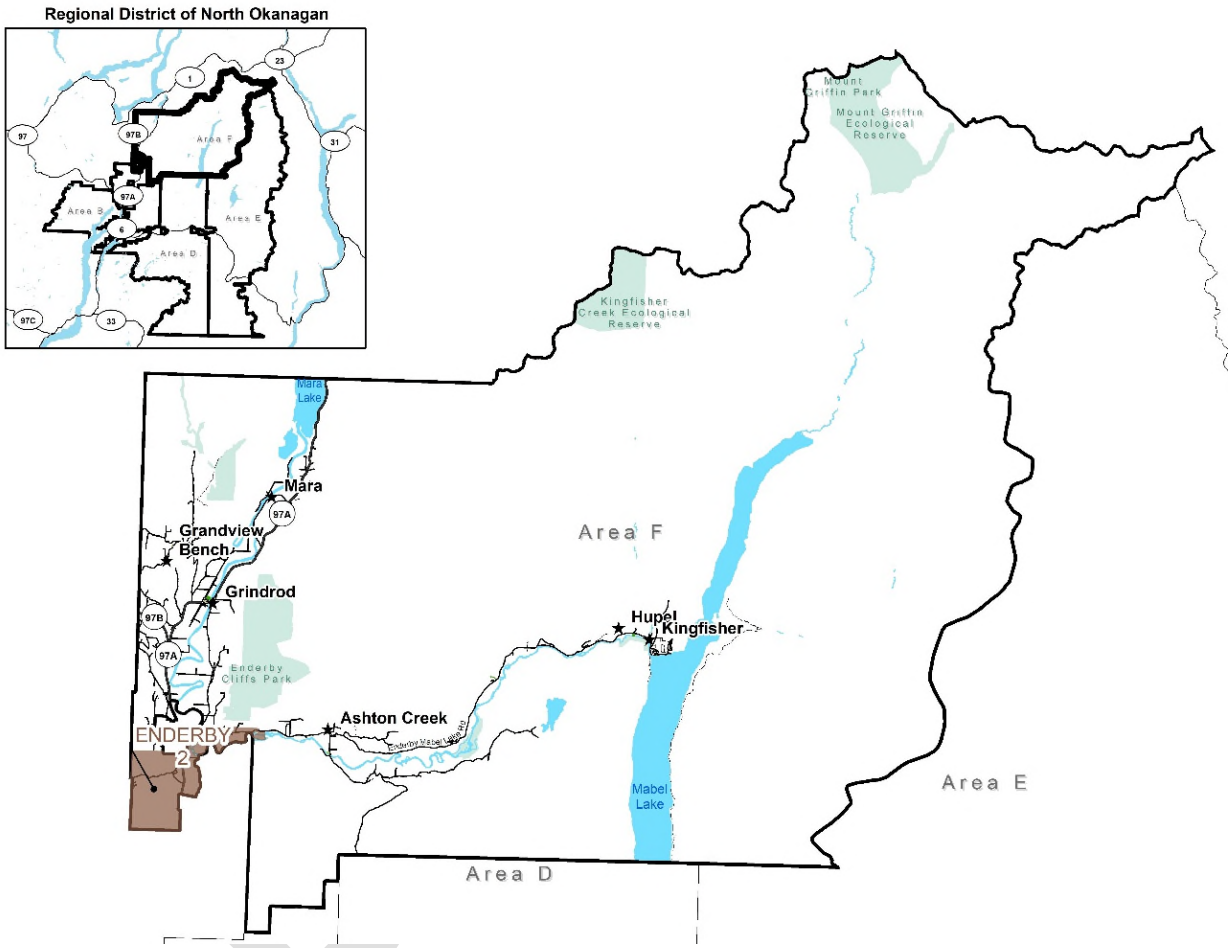
Introduction

The Regional District of North Okanagan (RDNO) administers the *Electoral Area F Parks and Culture Service*, which was established by bylaw in 2018. Electoral Area F is the largest of the electoral areas, and is located in the northern part of the RDNO. It is a large rural area with rivers, lakes, parks, trails, and large natural areas that vary from high alpine meadows to dense forests.

The communities within Area F include Grindrod, Grandview Bench, Ashton Creek/Riverside, Mara, and Kingfisher/Mabel Lake. A portion of Splatsin reserve (Enderby 2) is also in Area F.



In 2021 the population of Area F was 4,362, which was up from 4,000 in 2016 with an average growth rate of 1.8% per year. There is no major population centre in Area F; rather, the residents are spread throughout the region with small population centre in each of the communities consisting of farms and acreages.

PURPOSE AND SCOPE OF THE PLAN

Parkland and community recreation infrastructure are essential to a high quality of life. They provide spaces for residents to come together, deepen and renew their relationships with each other and with nature. Ensuring a quality and functioning system of parkland and community recreation and cultural infrastructure requires thoughtful planning and deliberate decision making. Recognizing this, the input of residents, the Indigenous community, and other stakeholders has been collected and used to inform the development of this inaugural master plan for the new Electoral Area F Parks and Culture Service.

Purpose

This plan sets the foundation on which the RDNO can work collaboratively with other organizations and governments to enhance and expand the role that parks, trails, and community infrastructure play in the quality of life of its residents.

The plan will ensure that thoughtful strategic direction is established to guide decisions about our services well into the future. Specifically, the Master Plan will:

- establish an inventory of existing parks, community recreation infrastructure, trails, and water access points;
- review the condition and supply of the inventory against the plan's goals to meet current and future needs of the Area F residents;
- provide strategies and actions to achieve the identified goals; and,
- guide resource allocation and policy development.

Scope

The plan is focused on Electoral Area F and includes the communities of Grindrod, Grandview Bench, Ashton Creek/Riverside, Kingfisher/Mabel Lake, and Mara. A portion of the Splatsin Reserve No. 2 is also within this region. The region covers approximately 180,000 ha and accounts for nearly 25% of the total land area in the RDNO of North Okanagan.

In addition to parkland and infrastructure owned by the RDNO, Area F contains a network of parks, trails, and water access points which are administered by agencies such as BC Parks and BC Recreation Sites and Trails, or their partners. It also contains community infrastructure and parkland that is owned and managed by local organizations. Recognizing this larger system, the focus of this master plan is on parkland, trails, and infrastructure that are owned, operated, or funded by the RDNO. Though the plan considers how the RDNO's natural spaces and trails interact with other systems, the plan does not provide direction on their priorities or management. Nor does the plan provide direction on the North Okanagan Shuswap Rail Trail, as this trail is multi-jurisdictional and is managed under a separate RDNO service.

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PLANNING AREA AND BACKGROUND

In 1976, a parks plan for the entire RDNO, including Area F, was prepared and provided guidance on the acquisition, development and management of parks. In 2003 a Fortune Park Comprehensive Report was prepared to provide more specific direction for the City of Enderby and Area F region. In 2011 the Enderby and Area F Services Parks Master Plan was prepared and adopted. The Enderby and Area F Services Commission, administered by the City of Enderby, was responsible for the provision of parks and recreation within the City and Electoral Area until 2019.

In 2019, the City of Enderby and the RDNO reached an agreement whereby the RDNO would assume responsibility for the acquisition, development, management and operations of parkland and services outside of the City. The RDNO adopted "Electoral Area 'F' Parks and Culture Service Establishment Bylaw No. 2790, 2018," which provides authority and responsibility of the RDNO for the acquisition, improvement, management and maintenance of land, buildings, and other facilities for parks purposes.

Area F parks are part of a much larger network of regional, provincial, and national protected areas. Similarly, trails in Area F are part of a larger system of regional and provincial trails and active transportation networks. Policies, priorities and plans at all scales provide important direction that this plan will influence and is influenced by.

Table 1 shows the policies and plans that were reviewed and used to inform the development of the master plan.

Table 1 - List of Referenced Planning Documents

National	• Parks for All • Framework for Recreation in Canada • One with Nature: A Renewed Approach to Land and Freshwater Conservation in Canada • United Nations Declaration on the Rights of Indigenous Peoples
Provincial	• Provincial Trails Strategy • BC on the Move: A 10-Year Transportation Plan
Regional	• RDNO Regional Growth Strategy • Okanagan Shuswap Land and Resource Management Plan • WAYTKP! Shuswap North Okanagan Rail Trail (Sicamous-to-Armstrong): Trail Development Plan • Shuswap River Watershed Sustainability Plan • Biodiversity Strategy for the Okanagan Region • Thompson Okanagan Regional Tourism Strategy
Local	• Electoral Area F OCP • City of Enderby OCP • Kingfisher Local Area Plan, 2016

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PLAN PROCESS

Effective planning begins by considering the big picture and then working to interpret and implement system wide strategic directions locally. Uniquely, this Master Plan has taken a system wide network planning approach.

Rigorous research, public engagement and analysis were at the core of the master planning process. Field and desktop research were used to generate a comprehensive inventory and database of current parks and trails. Robust geospatial analysis was undertaken to understand how well the current network is serving the region and to identify gaps and potential priorities. Diverse and meaningful engagement with residents, Indigenous partners, and stakeholders helped to inform the direction that has been set.

FIGURE 1 - PLANNING PROCESS FOR THE AREA F PARKS AND CULTURE MASTER PLAN

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Context and Trends

Demand for Area F parks, trails, water access, and community and cultural infrastructure are driven by the size, composition, and distribution of the population, and to a significant extent, visitors to the area. Many residents of other areas of the Regional District of North Okanagan as well as nearby Regional Districts (Columbia Shuswap and Central Okanagan Regional Districts) visit the area.

Making good decisions about the future of the service requires a strong understanding of:

- The population and the demographic characteristics of residents today and tomorrow;
- How residents are distributed throughout the region today and how those patterns may change into the future;
- The patterns and characteristics of visitors to the region; and
- How the population of neighbours, whose residents come to the area's natural spaces and trails, are anticipated to evolve.

COMMUNITY CONTEXT

Data from the RDNO Regional Growth Strategy projection[1] update suggests that the population of Area F could grow to 5,400 by 2033.

Jurisdiction	2011	Average Annual Growth Rate	2016	Actual Annual Growth Rate	% Projected Growth/ annum	2021 (Actual)	2023 (Projected)	2033 (Projected)
Electoral Area 'F'	3,938	.31%	4,000	1.8%	-0.44%	4,362	4,520	5,403
TOTAL	**3,938**		**4,000**			**4,362**		**5,403**

Of the 4,362 people in 2021:

- 725 were ages 0 to 14. 355 were boys, 365 were girls
- 2,640 were between 15 and 64; 1320 men and 1320 women
- 1,000 were 65 years and over; 550 men and 450 women

It is anticipated that Area F will continue to grow, and so will resident's demands and expectations of the service.

[1] Regional Growth Advisory Committee, Staff Report regarding Statistics Canada – Census of Population Update, dated May 6, 2022.

A summary of key 2021 census data and other socio-demographic datasets is presented below. It provides a snapshot of who currently lives in the region and what changes can be expected in the coming years.

Resident Demographics

- The average age in Area F was slightly higher than the provincial average, being 45.1 (average age of British Columbians is 42.7).
- Children and youth are concentrated in the more populated areas of Area F. The highest proportion of children and youth (ages 0 to 14) live in and around Enderby, and on the west side of Area F.
- Conversely, more older adults live in the less populated areas east of Enderby and in the east part of Area F.
- Roughly 10 % of residents of Area F possessed a university degree and 23% a college diploma.
- The median family income in Area F was $34,800.

Visitor Profile

The tourism industry is essential to the regional economy. Parks, trails, rivers and lakes are important tourism assets that are either the primary reason visitors choose the region for their vacation or provide supplementary experiences to visitors who are motivated to come to the region for other reasons. When planning the future of the service, it is important to account for how visitors will impact the ability to provide experiences that meet the expectations of target markets as well as residents.

Though data on visitation is not available for Area F specifically, the Thompson Okanagan Tourism Association (TOTA) does track visitation to the RDNO. Research recently completed by TOTA helped to understand how many people are visiting the RDNO, from where, how long they stay, what markets are coming to the region and what their interests are.

Visitation & Visitor Origins

- The RDNO hosts up to 301,400 domestic visitors and an additional 44,800 international visitors annually
- 44% of total domestic and international visitation occurs during the summer season (June July, August)
- Domestic visitation is dominated by British Columbians followed by Alberta, Saskatchewan and Ontario
- Locally, visitation from the Columbia Shuswap RDNO represents the greatest monthly visits followed by the Shuswap and Thompson regions.
- International visitation is dominated by visitors from the United States followed by Australia and China.

The Kingfisher area in particular sees a large seasonal fluctuation in population, with many residents living in the area for the summer, and travelling south for the winter.

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Markets & Market Impact

In addition to understanding where visitors are coming from, it is important to understand the preferences of the market segments that are visiting the region. Destination Canada's Explorer Quotient market segmentation tool provides these insights. Research shows us that the Authentic Experiencers, Cultural Explorers, and Free Spirits segments are amongst the most common visitors to the district and are the markets TOTA is working to attract to the region. The most desired travel activities for these market segments include: authentic experiences, who enjoy natural settings and integrating themselves into local cultures; cultural explorers, who enjoy learning something new and seeing historical sites; and free spirits, who enjoy high-energy sports, dining at restaurants, and attending festivals and health spas.

Visitor patterns of the area mean that the volume of visitation can, over time, lead to conflict and capacity challenges, with parks, trails, and water access being desirable assets that motivate travel to the area. These areas must be designed to provide a diverse range of activities, experiences and challenge levels and allow visitors to connect with, experience and learn about nature, Indigenous culture and the history and heritage of the region.

ORGANIZATIONAL ROLES AND LINKS

Regional District of North Okanagan

The RDNO established the Electoral Area F Parks and Culture Service through which it provides services and requisitions for funding to support those services on behalf of the community. While service-level decisions are most often made by the Electoral Area Advisory Committee, they must be formally ratified by the RDNO Board of Directors.

Electoral Area Advisory Committee (RDNO)

This Committee serves an advisory role to the RDNO Board of Directors, remaining familiar with local-level issues, and providing recommendations for service operations to the Board. While it is only the Electoral Area F Director that reviews and recommends policy changes, budgets, and service levels to the RDNO Board of Directors, the Electoral Area Advisory Committee oversees shared resources of the Electoral Areas, such as distribution of Community Works Funds funding or shared staff resources.

City of Enderby

The City of Enderby operates the parks and most recreation facilities for the area through a separate RDNO service that is governed by the Enderby and District Recreation Commission.

Enderby and District Services Commission

The Enderby and District Services Commission is made up of representatives from the City of Enderby and Electoral Area F that meet regularly at the City of Enderby municipal office to consider and make decisions about the operations of parks and recreation (and other) services funded in partnership by the

City of Enderby and Electoral Area F. The services governed by the commission include the recreation facilities in the City of Enderby, such as the arena, outdoor pool, and spray park, and larger recreation parks such as Riverside Park. Funding these services is separate from but complementary to the Electoral Area F Parks and Culture Service

Community Organizations

The community's parks and recreation sector is supported by a dedicated network of volunteers (organizations and individuals) that advocate for parkland, trails, and recreation facilities, and actively contribute to recreation programming and events for the community. Some of these groups receive annual operating funding from the RDNO specifically to provide spaces for community recreation, such as community halls and parks. Other are focused on planning and advocacy.

Community Hall Societies

There are five not-for-profit societies that operate community halls and related green spaces in Electoral Area F. While three of five are not RDNO owned properties, these spaces provide key infrastructure for meeting the community's recreation and cultural activity needs. These societies play a role in maintaining these community assets, and facilitating relating programming.

Shuswap Trails Alliance

The Shuswap Trails Alliance is a collaboration of partners working together to create purpose built, sanctioned and sustainable trails throughout the Shuswap region. The STA has a history of building trails, contributing to trails plans, and developing trail guidelines. Much of the trail information listed in Appendix A was collected and shared by the Shuswap Trails Alliance for reference in this plan.

Shuswap River Ambassador Program

The Shuswap River Ambassador Program was created by the Enderby Chamber of Commerce to educate recreational river users about risks, hazards, safety, environment, planning, and respecting the river. They currently complete seasonal river patrols funded through ad hoc grants.

Nature Conservancy of the North Okanagan

The Nature Conservancy of the North Okanagan was established in 2000 as a registered charity to receive donations and bequests of every kind, including properties and monies, for the purposes of conservation. NCNO holds a number of conservation covenants on properties in the North Okanagan, which attach themselves to the land title and restrict the activities on the property to protect the environmental values. The RDNO partners with the NCNO to act as co-trustee on properties within Electoral Areas to ensure sustainable protection of the land in perpetuity.

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TRENDS

Strategic planning for the long-term future of Area F parks, trails, and infrastructure must account for how current sector trends will influence the network and operations, including the following key trends and leading practices:

COVID-19

Although the COVID-19 global pandemic has mainly subsided, it has changed the behaviour and leisure pursuits of many people. It disrupted daily lives and leisure activities of people worldwide, including residents in the RDNO. It also changed outdoor recreation and visitation patterns to parks and trails in the region and across the globe. More people continue to seek recreation opportunities close to home. Professionals in the tourism sector anticipate that increased visitation by local and regional residents and temporal changes in visitor patterns will remain for the foreseeable future. It is plausible that increased local and regional travel will, over time, be compounded with a return of visitors from long-haul and international destinations.

Climate Change

Climate change will challenge, and more than likely alter, recreation and visitation patterns to natural spaces and trails in the coming years through changes to weather patterns, extreme weather-related events, and air pollution. Extreme rainfall events, fire, flooding and droughts will also pose increased risk of damage and increasing maintenance to natural space and trail infrastructure, which will need to be considered during planning and construction. At the same time, there is growing recognition of the role natural spaces and trails can play in mitigating the effects of climate change and helping communities adapt to climate change.

Parks and Trails as Tools to Drive Health and Wellness

There is a growing recognition and policy focus of the important role of physical and wellness activity in managing chronic disease and supporting mental health. Rural areas can be especially vulnerable for seniors who live alone and experience social isolation. Having access to parks and community facilities like community halls can provide access to social connection, programming, and outdoor space that will encourage connection and improve health.

Truth & Reconciliation

Trails and natural spaces are opportunities to support truth and reconciliation with Indigenous communities. They are also an opportunity to help non-Indigenous people develop a deeper understanding and appreciation of the land Canadians reside on, Indigenous peoples and cultures, and to foster new relationships. This enhanced understanding will lead to healthier relationships, stronger communities, and potential partnerships with Indigenous communities.

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Equity & Inclusion

Significant efforts are occurring throughout North America to ensure that trails and natural spaces are welcoming and inclusive environments for all peoples regardless of ethnicity, gender, income, age, ability, or identity. With a focus on improving inclusion and equity, deliberate attention is being placed on how and where investments in trails and natural spaces are made, where they are located and how they are designed and managed.

Sense of Place

A 'sense of place' refers to the feeling or emotional connection that people attach to a place. It is the interaction between people and a place related to their perceptions and experiences of an environment. The concept of sense of place is a multifaceted combination of internal and external factors. While there are various viewpoints on what constitutes a sense of place, research has generally focused on three components: place attachment, place dependency, and place identify. People's past experiences, background, knowledge, culture, beliefs, age, gender and ability all influence one's perceived sense of place. While researchers and organizations have taken various approaches to operationalizing a sense of place in public land management approaches, the following four recommendations offer a pragmatic starting point to operationalize and benefit from local resident place attachment values:

- Know and use the variety of local place names.
- Communicate management plans in locally recognized, place-specific terms.
- Understand the politics of place. This includes recognizing the diversity of place meanings and place attachments within communities.
- Pay close attention to places that have special but different meanings to different groups.

Celebrating and Recognizing Volunteerism

Volunteers play a central role in the development and delivery of recreation opportunities and experiences, including the management of parks and community activities. There has been a change in how people are willing to volunteer – moving from a willingness to commit long durations to serve on boards towards a desire for much shorter one-off volunteerism (e.g., trail day, natural area clean up). As such it is important to continue fostering volunteerism in the region, including facilitating opportunities for youth to volunteer who according to recent Stats Canada research had the highest rate of formal volunteerism participation across all generations.

Natural Spaces, Parks, and Trails are Economic Engines

The outdoor recreation and visitor economy are massive industries. Local governments must aim to achieve a balance between the recreational needs of local citizens and community value with the social, and economic benefits of attracting active tourists to the region, and the potential environmental impact.

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Benefits of Parks and Trails

Whether it's health, climate change, the loss of biodiversity, land development, reconciliation, racism and discrimination, or the need to strengthen and diversify rural economies, parkland and community recreation and cultural infrastructure can positively contribute to strategies that help the region address and overcome many of the social, environmental, and economic challenges that are impacting its communities and residents. Parkland, community halls, rivers, and lakes provide opportunities for a wide diversity of recreational pursuits, as well as being places to relax, reconnect, and socialize with friends and in turn increase family and social cohesion and reduce anti-social behaviours. The have also become invaluable classrooms to help residents and visitors, especially youth, learn about and appreciate local history and heritage, and deepen understanding of Indigenous communities within the RDNO and take meaningful steps towards reconciliation.

Table 2 - Benefits of Parks and Recreation

Environmental	Health	Social & Cultural	Economic
• Build a strong culture of conservation • Protect & restore biodiversity • Provide essential ecological service (e.g., water filtration, pollination, climate regulation) • Enhance resilience and adaption climate change • Regulate temperatures & heat island effect • Mitigate risk from extreme weather events	• Improve physical health and reduce mortality • Reduce mental health problems • Build positive self-esteem and confidence	• Increase social interaction, cohesion and inclusion • Build community pride • Grow learning and appreciation about the region's history & culture • Support reconciliation with Indigenous communities • Support the continuation of traditional practices • Protect spiritual and culturally sensitive sites • Preserve viewscapes and sense of place • Reduce anti-social and delinquent behaviours	• Grow outdoor recreation and visitor economy, diversify the regional economy • Create new direct and indirect jobs • Attract new and retain existing skilled labour and businesses • Stimulate capital and business investment in the region • Increase land values and regional and local government revenues

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Engagement Summary

Residents, stakeholders, and partners are passionate about trails and natural spaces in Area F. The engagement process was designed to generate input from all areas of Area F. This was done by offering a variety of opportunities for participation by residents and other stakeholders.

These engagement options resulted in participation from all parts of this large rural area, and valuable input into the development of a comprehensive Parks and Culture Service Master Plan for this area.

ENGAGEMENT PROCESS

A variety of engagement methods were used to gather information from as many residents and stakeholders as possible. The engagement program was designed in compliance with all COVID-19 health orders from the provincial health officer. COVID-19 limited the ability to implement extensive in-person engagements. Open houses were held at the community halls, including: Mara, Grandview Bench, Kingfisher, Riverside, and Grindrod. An in-person community meeting was also held with Splatsin First Nation Community members.

ENGAGEMENT BY THE NUMBERS

19 Community/ Stakeholder Interviews/Perspectives

1 In-Person Workshop with Splatsin Community

217 online survey responses

110 Conversation kiosk attendees

57 Online mapping responses

5 Open Houses

WHAT WE HEARD

The following section presents the main themes that emerged from each of the engagement tactics. *The Area F Parks and Trails "What We Heard" Report has full details on the engagement input.*

Participants identified a need to:

- **Expand** and connect trails, parks and natural areas
- **Protect** trails, parkland and ecosystems
- **Enhance** access to parks and trails, to boat launches; and provide more amenities
- **Include** everyone: improve universal accessibility
- **Manage** opportunities for engagement; improved education for safe use of river
- **Animate** by providing/encouraging recreational activities
- **Promote** health and social benefits of parks and trails

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Expand and Connect

- Participants were generally enthusiastic and made requests for the improvement and expansion of existing trail pathways as a means to strengthen the connectivity between communities, parks and recreation sites and expand the offering of recreation opportunities in the region.
- There was considerable community interest in developing more and better trail access from Area F to Mallory Ridge
- Several sites were identified for the development of new or expansion of existing trails and parks including:
  - connections to the future Rail Trail to enhance hiking
  - east side of Mara Lake for hiking and biking trails
  - multi-use trails near and around Mabel Lake Road.

- Participants noted the need for dedicated, purpose-built mountain bike trails, including for downhill biking. Several sites were identified through the various engagement tactics including north of the Larch Hills Nordic Centre as well as near Enderby, Grandview Bench, and Hunters Range were all cited.

Protect

- Participants indicated the need to protect more of the region's trails and parklands to ensure the RDNO's natural habitats support landscape connectivity for larger protected areas and to provide wildlife corridors.
- Participants expressed concern over the need to preserve and protect biodiversity and ecosystems in the region, including watersheds.
- Participants encouraged RDNO to work with the CSRD to improve the trail system.
- Participants believe it should be a priority of the RDNO to engage in restorative projects to improve the current conservation value of Area F parks
- It is important to ensure the protection of the rivers, in particular the access areas as many are ecologically sensitive

Enhance

- Participants identified the need for enhanced parking access for parks and trail sites, including the river hand launch sites. Several noted safety concerns such as residents walking along highways from current parking to access trails and parks.
- Enhanced access to motorized boat launches was a key priority indicated by participants throughout the various engagement tactics.
- Participants noted the needed enhancement of support amenities, including (but not limited to) garbage collection, washrooms and warming huts for year-round use of trails and parks.
- Participants indicated the need to enhance the quality and consistency of signage in parks and natural spaces, and along the trails including wayfinding, interpretive, responsible use and regulatory signage and the need to create an appealing and aesthetic "gateway" for visitors.
- Participants recognized the appeal of winter-based recreation and indicated that enhancing access to winter recreation opportunities and experiences in parks and trails was needed

Include

- It was recognized that few parks and trails or associated amenities are universally accessible. Participants identified the need to improve universal accessibility of trails and amenities, particularly for those with mobility concerns or limitations.

Manage

- Participants indicated the need for better engagement and promotion of regional volunteers and volunteer organizations, particularly those which promote responsible outdoor usage
- Improved education to facilitate the safe management of river use by motorized and non-motorized users was a key concern for participants. Participants also noted the need for additional enforcement to address some misbehaviour by users.
- Participants believe that improved planning processes and the implementation of visitor management best practices and active management within the RDNO's parks, waterways and trails would help alleviate many of the existing management issues and growing user group conflicts in the region.

Animate

- The participants noted the opportunity to provide various recreational activities in parks and expanded water access as a means to encourage residents to get outside and be more physically active.
- Parks and trails provide spaces for social gatherings, this has been enhanced during COVID and more than likely will continue post COVID, participants would like to see spaces animated with amenities to support social safe gatherings such as picnic tables and day use shelters

Promote

- There is a need to expand the promotion of the health and social benefits of the recreation experiences in the region's parks and trails – especially those relating to personal health and social wellbeing of residents.
- While to a lesser extent, there were several participants who noted the potential for expanded tourism related to parks and trails in the region and support the animation of spaces with visitor support amenities.

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Indigenous Engagement

Three key issues were raised in discussion with the Splatsin Community. The first was gaining easier and no-cost access to Provincial Parks (and other parks) within the region. The second was ensuring that Splatsin community members feel safe and welcome in the areas parks and trails. Finally it was recognized that, while protecting cultural significant areas was important, some of these areas such as those that were used for traditional hunting and gathering, cannot be constrained to a particular property, but are connected to the ecology of an area or a natural feature. These areas are often not broadly shared outside of the indigenous communities, so would need to be protected with discretion and guidance from indigenous leaders. The Okanagan Indian Band did not contribute to the public engagement gathered in time to inform this plan, however ongoing consultation will take place through the plan's implementation.

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Current Inventory and Analysis

In order to plan the future for Area F parkland and related infrastructure, an assessment of how well the current network is meeting the needs of the region must be completed. In keeping with the principles in the Framework for Recreation in Canada, an evidence-based decision-making process was used to help understand answers to the following questions:

- **Conservation –** To what extent do Area F parks contribute to conserving the region's most important ecological areas?
- **Supply & Distribution –** How much park space and trails does the RDNO provide in Area F and where are they located?
- **Quality –** What is the current condition of Area F parks, trails and outdoor recreation infrastructure?
- **Access –** How easily can residents easily access the current network of parks and trails and are their differences in access based on demographic and economic equity factors?
- **Connectivity** – how well are the parks and trails connected?
- **Functionality -** What functions are the parks supporting?
- **Diversity** - Do residents have access to a diversity of parks, trail and outdoor recreation opportunities?

To help answer the above questions, an inventory and analysis of RDNO properties was completed and, together with input from the residents, Indigenous communities, and stakeholders, this data revealed areas that were well served and those that we may need to enhance or expand to meet the needs of today or the future. This will allow for more informed and evidence-based decisions about the planning and management of the network including decisions about future acquisitions, capital investments and renewals and programming.

PARK TYPES

Community Parks

Community Parks support a variety of recreational and athletic interests with amenities such as sports fields and courts, large skateboard parks, outdoor skating facilities, field houses, picnic shelters, off-leash dog areas and water play facilities, or accommodate specialized events and amenities may attract users from across the City or District. Community Park spaces are often co-located with recreation facilities.

Neighbourhood Parks

Neighbourhood Parks support a balance of active and passive uses, which can include playgrounds, courts, unlit sports fields, and social gathering spaces. Neighbourhood Parks serve a local community located within a 15-minute walk.

Natural Spaces

Natural Spaces have limited development and are managed to conserve regionally important and / or threatened natural features, ecosystems, habitats and biological diversity; maintain and support the recovery of viable populations of native species; sustain ecological processes and, conserve areas of spiritual and cultural importance to local Indigenous communities.

PARKLAND

Area F Inventory

Within the Area F service there are six community parks, of which RDNO owns two. Community parks draw residents from beyond the local neighbourhood, offering specialized infrastructure or size that

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provides greater appeal and function than that of a neighbourhood park. Though typically recreation focused, community parks may also protect locally important ecological or cultural areas.

In addition to the above designated and developed parks, RDNO also owns three (3) undeveloped parcels of parkland that could be considered natural areas with passive recreation opportunities.

Table 3 - Area F Parkland Sites

Parkland Name	Size (ha)	Park Type	Ownership
Grindrod Park	3.69	Community	RDNO
Kingfisher Park	0.98	Community	RDNO
Riverside Ashton Creek Park	1.74	Community	Society
Petula Park	1.12	Community	Society
Grandview Bench Park	1.40	Community	Society
Grindrod School Park	1.79	Community (School) Park	School
Fall Creek Walkway	0.60	Natural Area Park	RDNO
3246 Mabel Lake Road	1.92	Natural Area Park	RDNO
26 Leighton Road	0.06	Natural Area Park	RDNO
Total Parkland Area	**12.48**		

In addition to the listed parkland, Area F also contains 8,056 ha of parkland and ecological reserve areas owned by the Province of BC. While there are also 30 provincial recreation sites managed by Recreation Site and Trails BC in Area F, these sites have not been included in any parkland area calculation as they have limited protection.

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Though the area has 9 local parks, analysis shows that over 40% of the parkland is in the Grindrod area (Table 3), suggesting that our community park space is disproportionately concentrated in one area and along the highway 97a corridor as shown in Figure 2.

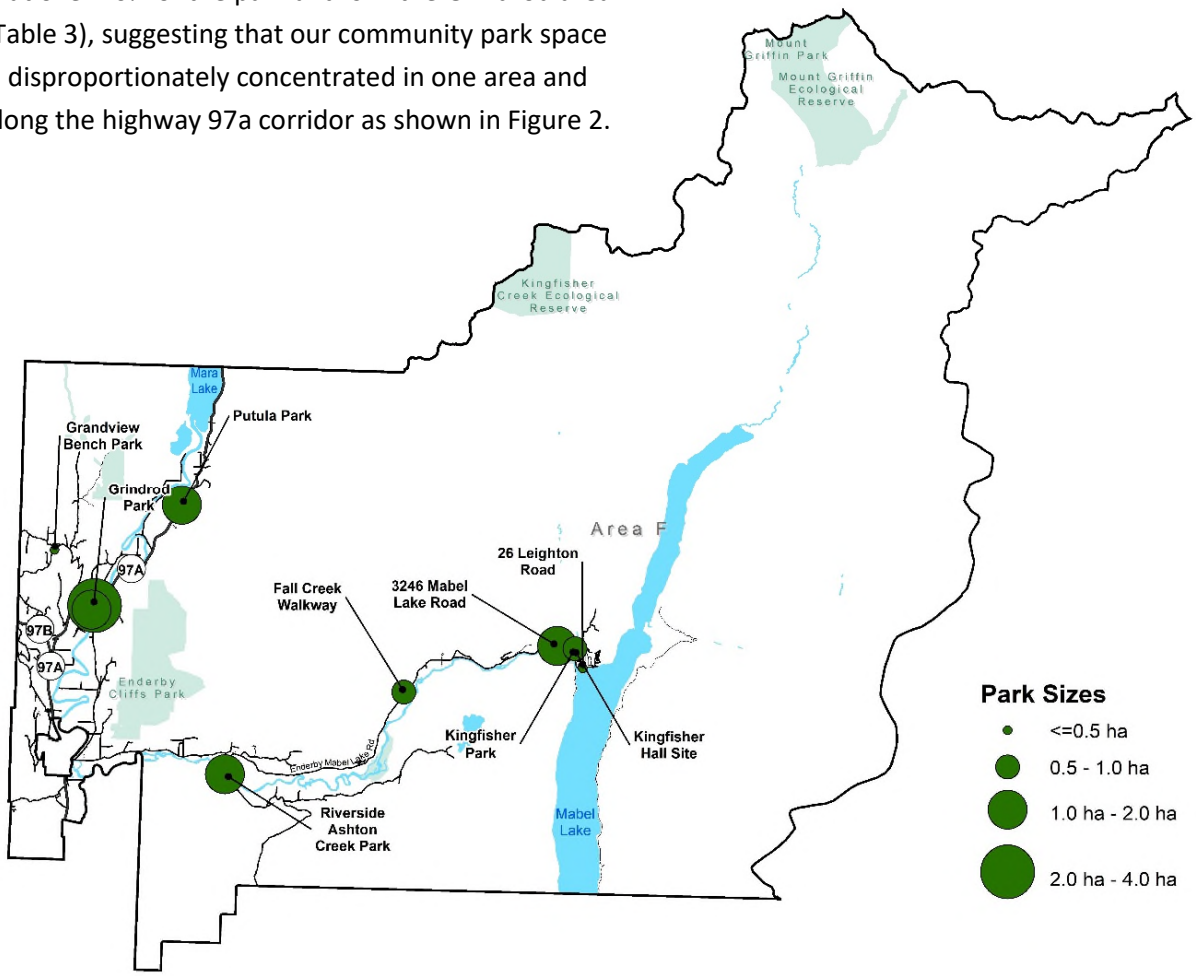

Figure 2 - Parkland Area Distribution in Area F

Enderby Parkland Inventory

Though the Area F community park supply is relatively small, it should be recognized that our parks are part of a larger network of parks that provide recreation for our residents and visitors. The City of Enderby provides a network of municipal parks that total roughly 10 ha that help meet the parkland needs of the broader community, including Area F. School District 83 also has two park sites totalling 5.36 ha within the City of Enderby that offer park infrastructure such as sports fields and tennis courts that are also used by the broader community.

SUPPLY ANALYSIS

Parkland Supply

There are a variety of ways to measure parkland supply. Historically, a quantitative approach was considered standard practice, where acquisition targets were established by area acquired per 1,000 residents. More recently a broader approach has been taken that includes quantitative, gap-assessment,

and a human-based needs approach that considers the carrying capacity of a park (environmental impact of park use level).

Totaling approximately 7.25 ha, the current area of parkland owned by the RDNO through the RDNO Area F Parks and Culture Service accounts for a very small fraction of the 185,000 ha of land within the Area F service area; however much of the service area is sparsely occupied. A comparison of parks to where residents live showed that half of residents live more than 10 km from a park.

While parkland targets can vary, a national standard of *active* parkland (not including natural areas) is between 2.0 to 3.0 ha per 1,000 residents[2]. Currently the Area F service, including RDNO owned and community provided parkland (excluding provincial parks), is providing 2.86 ha of parkland per 1000 people.

The Area F Parks and Culture service will require 1 ha of new parkland to maintain target levels by 2033.

Since the RDNO is not the only provider of active parkland in the area, the Area F Service has set a target of 2.5 ha per 1,000 residents, including all community provided parklands. The service area currently has an adequate level of parkland based on its current population but will require 1 ha of new parkland to maintain target levels by 2033.

Table 4 - Area F Parkland Supply Analysis: Current Supply and Per Capita (1,000 residents) Targets

	2021	2023	2033	2043
Population	**4,362**	**4,520**	**5,404**	**6,458**
Parkland Supply (ha)	*12.48*	*12.48*	*12.48*	*12.48*
Provision Target (%)	*2.5%*	*2.5%*	*2.5%*	*2.5%*
Parkland Target (ha)	*10.90*	*11.30*	*13.51*	*16.15*
New Parkland Required	0	0	1.03	3.67

** assumes an average growth rate of 1.8%*

If all formally protected parkland areas are counted, including privately held community parks, provincial parkland, protected areas, and ecological reserves, a total of 4.3% of the Area F service area is currently protected as parkland or natural space (approximately 8,068 Ha), or 1,848 ha per 1,000 residents. This is lower than other large electoral areas in the North Okanagan, such as Electoral Area D and Electoral Area E. Achieving the national target of protection of 30% of land and water is beyond the capacity of the Area F service, and will require advocacy of senior levels of government, and consideration of a regional parks service.

[2] Evergreen, Green Space Acquisition And Stewardship In Canada's Urban Municipalities, www.evergreen.ca/downloads/pdfs/Green-Space-Canada-Survey.pdf

FUNCTIONALITY AND CONDITION ANALYSIS

The assessments for this plan have considered the ecosystem and recreation functions of the current parkland. This includes accessibility to these functions.

Park Ecosystem Functionality

Most of the areas' protected parkland is located in remote areas of the region. The area is part of the Dry Interior Forest Region with Interior Cedar, Interior Douglas-fir and Engelmann Spruce biogeogclimatic zones. These zones are characterized by productive coniferous forests with more diverse tree species than in any other ecological zone in the province. The higher reaches of the valley are recognized by Douglas-fir and Lodgepole pine forests in the Engelmann Spruce-Subalpine Fir zone. This landscape is dotted with scattered islands of fir trees mixed in with meadows and grasslands. This zone is suitable habitat for a wide variety of wildlife. In spring and summer, avalanche tracks provide food for moose, black bear, and grizzly bears. During the fall, the bears feed on berries; bighorn sheep, white-tailed deer and stone sheep are restricted to particular areas but ungulates such as moose, mountain goat, caribou, and mule deer find habitat in much of the zone. The area is home to a diverse mix of wildlife due to its landscape and ecosystem structure.

The importance of the Shuswap River to the region is significant as the watershed has high biodiversity especially in areas where riparian ecosystems are still extensive and occur in close proximity to diverse upland habitats. The highway system is in close proximity to the river system, and so further impacts to riparian areas and waterways must be well managed to prevent loss of ecosystem function throughout the valleys.

Currently, Area F contains 15,985 ha within the 'Very High' conservation class, 8.6% of the area. The reminder of land is divided equally between 'High' and 'Moderate' classes (48.2% and 43.2% respectively). Existing protected areas cover only 7.1% of lands with 'Very High' Conservation Rank, and only 4.8% of 'High' rank lands. Area F also includes areas with dedicated land use, such as Splatsin reserve lands, and Agricultural Land Reserve (ALR).

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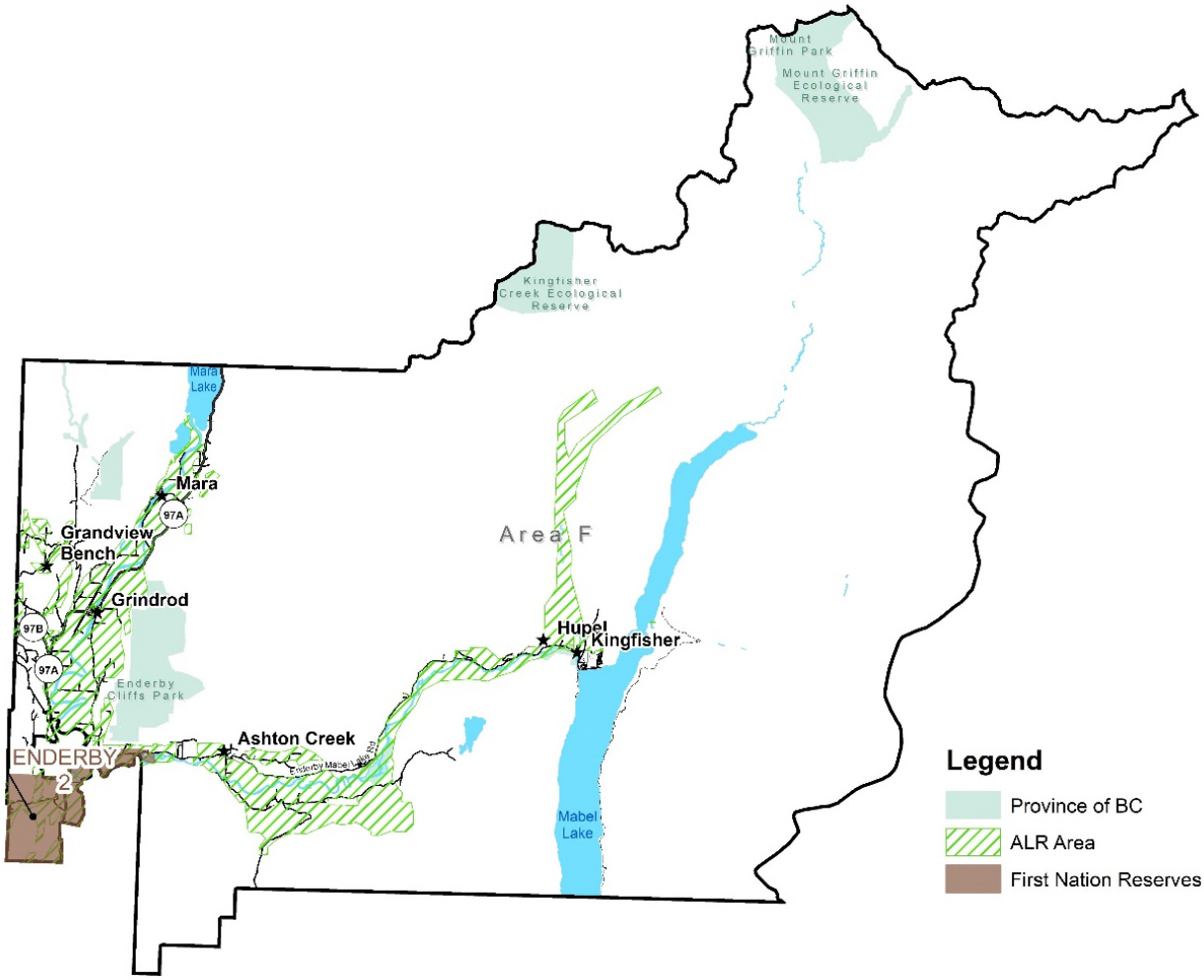

The RDNO recognizes the importance of agriculture to the local economy and food security as well as the historical significance of farming to the area. Two RDNO Electoral Area F community parks fall within the Agricultural Land Reserve, including Grindrod Park and 3246 Mabel Lake Road. Any new development on these properties will require approval by the Agricultural Land Commission (ALC). Under the Agricultural Land Commission Act, three non-farm uses related to parks are permitted, including "conservation, passive recreation, and open land parks." These uses are generally considered compatible with agriculture as they have a low impact on the land base; however, in the ALR General Regulation (Section 22), construction of any new "recreational trail" or a "new use of an existing right of way for a recreational trail" triggers the need for non-farm use approval from the ALC. ALC mitigation strategies have been included as Appendix A.

Area F Park Recreation Functionality

When considering parkland supply, we must also consider the recreation functionality that is provided in our network. To do this, an inventory of current park infrastructure supply and targets are summarized

in Table 6, below. The targets were developed through a review of infrastructure-per-capita benchmarks from communities throughout Canada[3], and confirmed through the research and community engagement data undertaken throughout the planning process.

Table 5 - Area F Parks Infrastructure Supply Analysis: Current Supply and Per Capita (1,000 residents) Targets

	2023 SUPPLY			TARGET BY POPULATION		
	RDNO	Community	Total	2023 *4,365 pop*	2033 *5,404*	2043 *6,458 pop*
Outdoor Rink (1:5,000)	0	1	1	<1	1	1
Outdoor Pool (1:100,000)	0	0	0	<1	<1	<1
Splash Pad (1:7,500)	0	0	0	<1	<1	<1
Playgrounds (1:1,400)	2	4	6	3	4	5
Sports Fields (1:2,800)	0	1	1	1	2	2
Tennis Courts (1:3,000)	1	0	1	1.5	2	2
Pickleball Courts (1:3,000)	0	0	1	1.5	2	2
Ball Diamonds (1:4,000)	0	0	0	1	1	2
Basketball Courts (1:5,400)	1	1	2	<1	1	1

Based on current and projected populations of Area F, the assessment of the service area indicates that, as of 2023 there is a deficit of at least one ball diamond, and there will be a deficit of one sports field, one pickleball court, and one tennis court by the end of 2033.

The Area F service requires an increase of at least one ball diamond to meet current community demand, and will require an additional sports field, pickleball court, and tennis court by 2033.

Playgrounds

While the inventory review reports a surplus of playgrounds, the service area is geographically dispersed, and playgrounds typically service a community within a 10 to 15 minute walk (approximately 1 km). While the area is rural with larger properties, many of which have green space for children to play at home, park playgrounds are important and serve as community gathering spaces for social interaction. A deeper look into playground locations relative to where residents are living yielded the following results:

- Only 7% of our youth aged 0-14 are within 1 km of an elementary aged playground, while 21.6% are within 5 km and 61% are within 10 km.

[3] City of Ottawa, 2021 - Parks and Recreation Facilities Master Plan Community Review

- Only 2.7% of our youth aged 0-14 are within 1 km of an early childhood aged playground, while 8.3% are within 5 km and 21.9% are within 10 km.

Ball Diamonds

The broader Enderby area (including Area F) has two very successful youth ball leagues, one baseball and one fastball. The greater Enderby area has experienced higher than average growth in youth ball teams in the last ten years, to the point that the four diamonds in Enderby are fully booked and teams are also booking diamonds in Armstrong, which have limited scheduling availability. Youth teams receive priority booking, so adult leagues are finding available ball diamonds outside of the RDNO area, travelling to Gardom Lake or as far as Canoe. In the past there were active ball diamonds in Area F, including Grindrod Park, Grandview Bench Hall, and Putula Parks; however, while some infrastructure remains, none of the ball diamonds are in the condition to be considered useable at this time so have not been counted in the inventory.

Pickleball and Tennis Courts

While Area F only has a single court for Tennis and Pickleball (located at Kingfisher Park), Area F residents have started playing pickleball indoors at a number of community halls including Grandview Bench, Riverside, and Kingfisher. The interest reflects the growing interest in this sport and, while courts can be constructed to accommodate both tennis and pickleball courts, it should be done. While the population suggests one court is required, access to new amenities should be considered and may warrant more than one court to provide better access to the population.

Enderby and Area F Park Recreation Functionality

When considering park infrastructure, it is important to acknowledge that the expectation of being able to walk to certain amenities varies. While residents may desire access to a playground within a 15-minute walk, features like bike parks or outdoor rinks may be located further away. Considering this, an analysis was completed for park infrastructure that is servicing the larger area by including the infrastructure being provided in Area F and Enderby.

Table 6 – Area F and Enderby Parks Infrastructure Supply Analysis: Current Supply and Per Capita (1,000 residents) Targets

	2023 SUPPLY				TARGET BY POPULATION*		
	RDNO Area F	Community	Enderby	Total	2023 *7,570*	2033 *8,580*	2043 *9,765*
Outdoor Rink (1:5,000)	0	1	0	1	1.5	1.7	2
Splash Pad (1:7,500)	0	0	1	1	1	1.1	1.3
Outdoor Volleyball Courts (1:10K)	0	0	1	1	<1	<1	1
Skateboard Parks (1:10,000)	0	0	1	1	<1	<1	1
Bike Parks (1:10,000)	0	0	0	0	<1	<1	1
Dog Off-Leash Parks (1:30,000)	0	0	1	1	<1	<1	<1

**Current and projected populations of Enderby and Area F*

Based on this review, the area including and surrounding Area F will be nearing a shortfall of one outdoor rink by 2033.

Condition Analysis

In addition to completing an inventory of outdoor recreation facilities, a rapid assessment of their condition was completed.

The current outdoor rink at Mara needs to be upgraded, and the area will require an additional outdoor rink by 2033 to meet projected community demand.

In doing so, it was found that:

- Of the inactive ball diamonds in the service area, the Grindrod Park infrastructure is in fair condition but requiring upgrades for regular use, while the remaining are in need of replacement or repurposing (Petula and Grandview Bench Parks).
- One basketball court is in fair condition with only minor defects (Kingfisher Park) while the other one needs to be replaced or repurposed (Petula).
- The tennis court at Kingfisher is in good condition.
- The outdoor rink at Petula Park needs replacement or repurposing.
- The early childhood playground at Grandview Bench needs to be replaced or removed, while the one at Kingfisher is in good condition (Kingfisher). All 5 elementary playgrounds are in good condition.

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COMMUNITY INFRASTRUCTURE

INVENTORY AND FUNCTIONALITY

While Area F does not have direct ownership or management over any significant recreation or community infrastructure, such as arenas or pools, it does provide core operational funding to five community halls that help meet the community's need for recreation and cultural infrastructure. Each hall also has parkland that they manage in addition to the community hall. The halls also receive ad hoc RDNO funding for capital improvements.

Table 7 - Area F Community Halls

Hall	Ownership	Managing Organization	Building Size (ft2)	2023 Grant
Grindrod Hall	Grindrod Recreation Association	Grindrod Recreation Association	5,500	$11,020
Mara Hall	Mara Music and Recreation Association	Mara Music and Recreation Association	3,700	$13,505
Kingfisher Hall	Kingfisher Community Club	Kingfisher Community Club	3,000	$20,285
Kingfisher School	RDNO	Kingfisher Community Club	4,000	$2,000
Riverside Hall	Riverside Recreation Association	Riverside Recreation Association	6,000	$16,910
Grandview Bench Hall	Grandview Bench Community Association	Grandview Bench Community Association	3,300	$6,685
3246 Heritage House	RDNO	RDNO	360	$0

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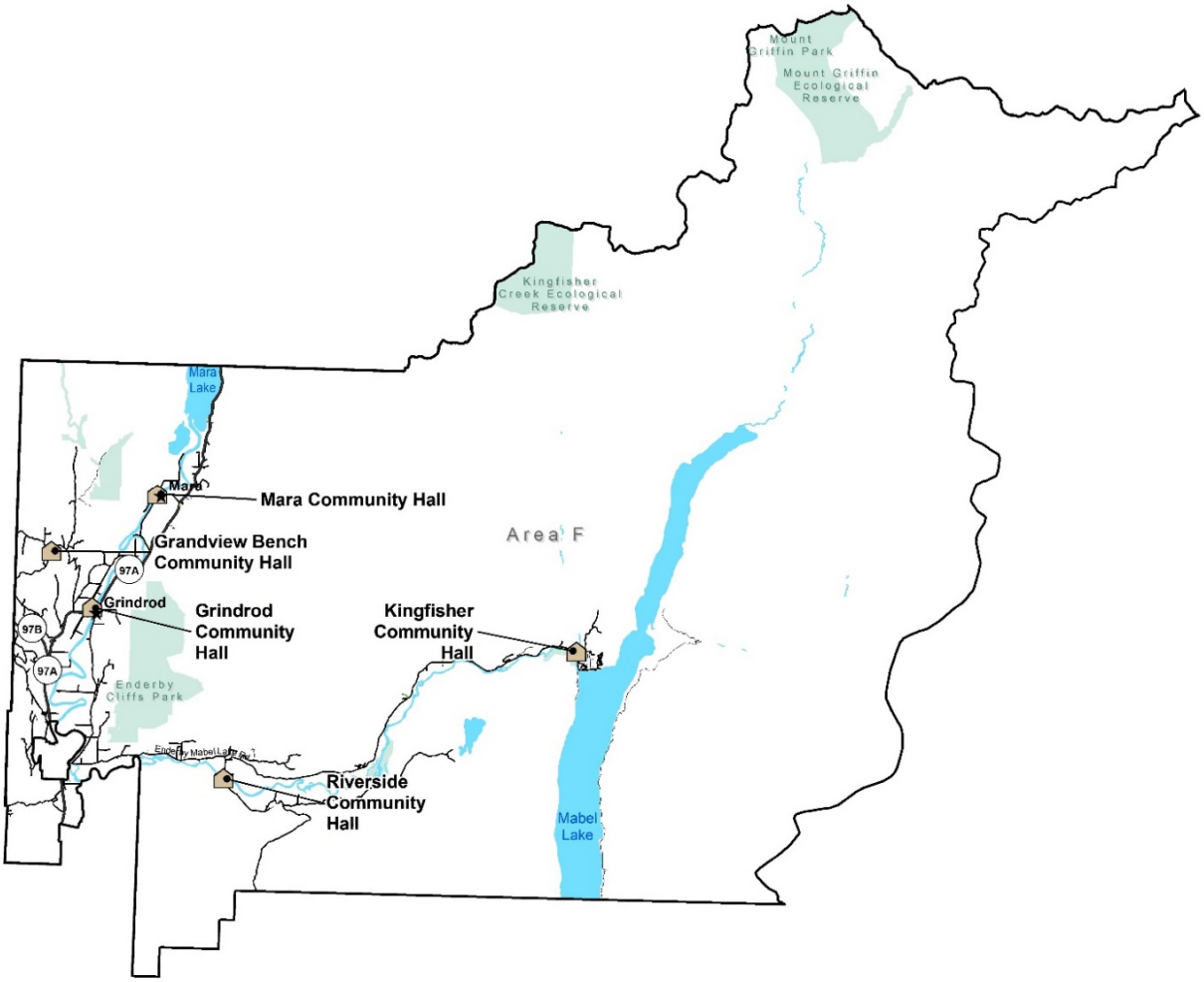

Figure 3 - Location of Area F Community Halls

Grindrod Community Hall

Grindrod Community Hall was constructed in 2013 at a cost of $400,000, with most of the funding from the RDNO. The building is owned by the Grindrod Community Association (GRA) but is located on an RDNO-owned park through license. The hall capacity is 120 people. There is interest from the community in extending the hall to the west to add a stage to hold indoor performances, which may require ALC approval.

Figure 4 - Grindrod Community Hall

Mara Community Hall

Figure 5 - Mara Community Hall

The Mara Community Hall is over 100 years old and is owned and operated by the Mara Musical and Athletic Association.

Annual events include potluck dinners, fall harvest celebrations, auctions, and Christmas bazaars.

Kingfisher Community Hall

The original portion of Kingfisher Community hall was built in 1949 and extended to the south through an addition in 1958. Later additions added storage and the kitchen. The building is heated and cooled by a geothermal system and the hot water is supplied by electric hot water tanks. The roof is metal and was updated around 1996.

Figure 6 - Kingfisher Community Hall

Kingfisher Community Centre (School)

Figure 7 - Kingfisher School (Community Centre)

The Kingfisher Elementary School Building was constructed in 1953, with an addition to the west constructed in 1962.

The building was purchased by the RDNO in approximately 2008 through borrowing approved by the community. Electric baseboards supply the building's heat, and the water is heated by an electric hot water tank. The roof is tar and gravel and was last replaced in 1995.

The school building currently provides a small community library, some fitness equipment, and space for arts and culture activities.

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Riverside Hall

The Riverside Community Hall, grounds, playground and hand launch are owned by the Riverside Community Club Society. Their mission is "to foster and promote sporting, recreational, charitable, educational and social activities." The hall hosts organized community uses such as early childhood programming, Yoga, and Pickleball.

Grandview Bench Hall

Grandview Bench Hall is owned by the Grandview Bench Community Association. The facility can seat 75 people and hosts musical performances and community gatherings.

The hall water is provided by well water, and the well requires replacement or an alternative water supply.

3246 Heritage House

The RDNO owns a small park property at 3246 Mabel Lake Road on which an old cabin remains.

The cabin is not occupied or maintained. While it has been identified as having potential heritage value, more investigation is needed.

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CONDITION ANALYSIS

In 2021, the RDNO undertook a review of the condition of the community hall's to better understand the cost of maintaining them into the future.

Facility condition can be measured using a Facility Condition Index (FCI).

$$FCI = \frac{\text{Renewal Needs \& Deferred Maintenance (DM)}}{\text{Current Replacement Value (CRV)}} \times 100$$

Below is a summary of the age and condition of each community hall that currently receives funding through the RDNO:

Table 8 – Area 'F' Community Facilities – Facility Condition as of 2023

Hall	Year constructed	Building Size (ft2)	Condition
Grindrod Hall	2013	5,500	Good
Mara Hall	1911	3,700	Good
Kingfisher Hall	1949	3,000	Fair
Kingfisher School	1953	4,000	Poor
Riverside Hall	1958	6,000	Poor
Grandview Bench Hall	?	3,300	**Not assessed*
3246 Heritage House	1930	360	Critical

In order to bring the condition of all facilities to "good" by 2033 (excluding 3246 Heritage House), an average annual investment of $50,000 will be required, much of which could qualify to be funded from Community Works Funds.

TRAILS

Trails are one of our areas most desired and popular recreational and tourism assets. Planning the future of our trail system requires a strong understanding of the region's trail system, the current trails that are managed within that system, the classification and experiences of the network of trails provided, and the quality and condition of the trails.

INVENTORY

Area F contains over 604 km of designated trail contained within approximately 23 distinct trails or trail networks. Most are not owned or managed by the RDNO, with the exception of a trail in the Kingfisher area that loops the Mabel Lake Golf Course, and a trail within Grindrod Park.

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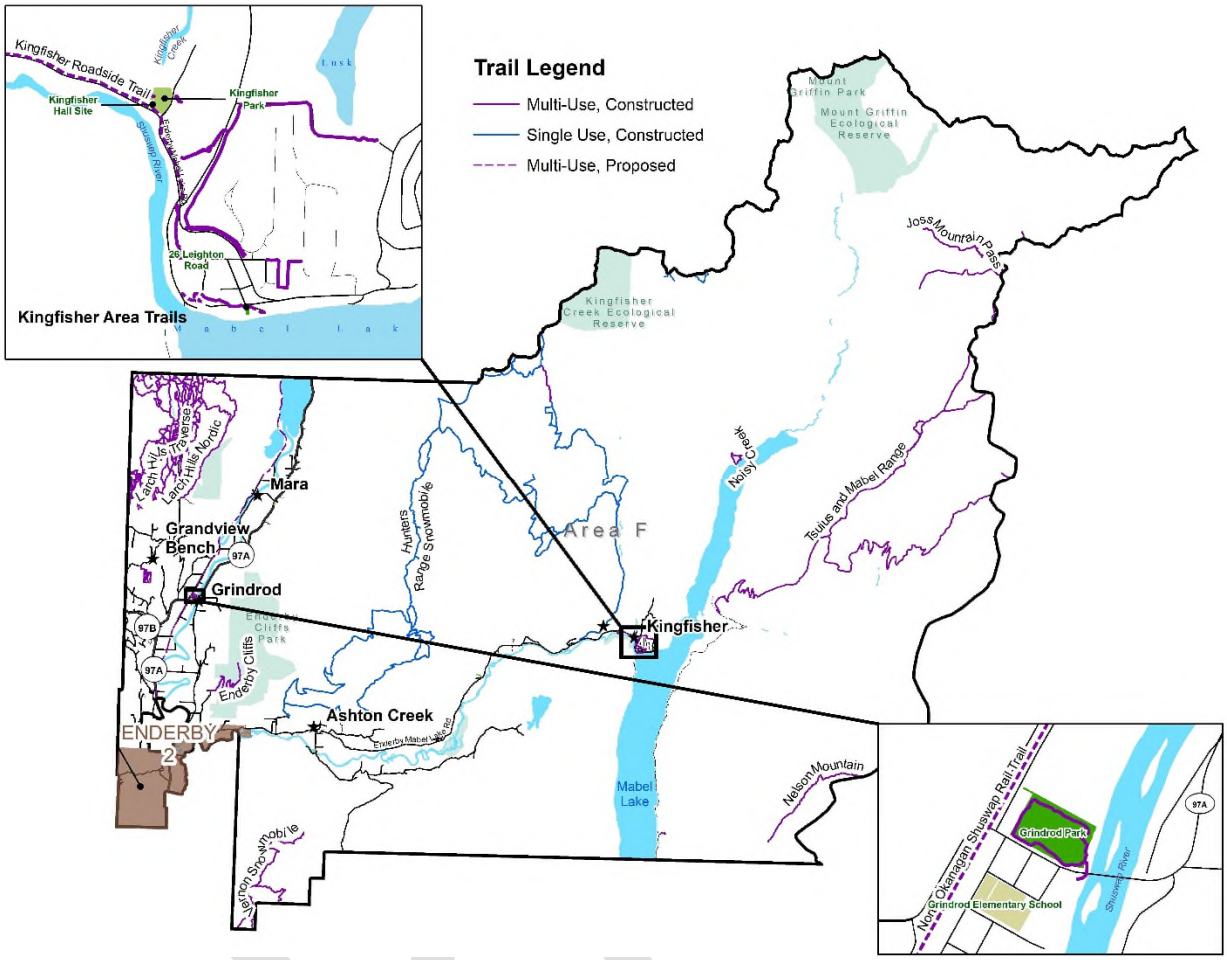

The trail system in Area F includes 429 km of diverse non-motorized multi-use trails and 175 km of mixed use (motorized and non-motorized) trails. Of the 429 km of non-motorized trails, 268 km are summer use trails while the remaining 160.8 km are winter trails for cross-country skiing and snowshoeing. Of the 175 km of mixed-use trails, all are winter trails for snowmobiling.

Though most trails support multi-use, some trails (e.g., Larch Hills, Hunters Range) have been activity optimized for specific activities such as mountain biking, cross-country skiing and snowmobiling.

In Electoral Area F, the RDNO manages 4.9 km of local trails in and around Kingfisher and 28.9 km of the future 49.1 km long Shuswap North Okanagan Rail Trail between Armstrong and Sicamous.

In total, the RDNO is responsible for approximately 33.8 km or just 5.6% of all existing and planned trails in the region (list of trails in Appendix A). Most designated trails occur on Crown Lands and are managed by Recreation Sites and Trails and their partnership agreement holders and BC Parks within provincial parks and protected areas.

Connecting parks and trails enhances access for our residents and helps to diversify the recreation opportunities available to our residents and visitors. As such, an evaluation was completed to determine what parks or park parcels are connected (e.g., within 150m) to a designated trail. The analysis found that Kingfisher Community Park as well as our park parcels at 3246 Mable Lake Road and 26 Leighton Road are connected to local trails. However, the remaining 5 parks are not connected to trails in the region. Grindrod Park may be connected to the Shuswap-North Okanagan Rail Trail in future.

Shuswap Trail Alliance

Formed in 2005, the Shuswap Trail Alliance is the organizational body through which local, regional and provincial governments, First Nations, motorized and non-motorized recreational organizations, stewardship groups, industry and businesses provide leadership and work together to advance trails across the Shuswap watershed – including Area F. The RDNO is a member of the Alliance.

The Shuswap Trail Alliance and its members recognize that a well-designed, signed, maintained, and promoted trail network is an asset of significant economic value and are working collaboratively to establish the entire Shuswap watershed as a united destination trail center known for its active lifestyle, vibrant culture, natural beauty, and commitment to sustainable ecology. The efforts of the Alliance are guided by the Shuswap Regional Trails Strategy (updated in 2019).

The purpose of the strategy is to:

- Protect, enhance, and recognize trails as an integral part of the Shuswap lifestyle, culture, and economy.
- Ensure trails are appropriately authorized, mapped, developed, maintained, and promoted.
- Works to protect and promote First Nations interests and reduce/repair ecological damage from all trails use and manage land access appropriately.

Implementation priorities are set by members of the broader Shuswap Regional Trails Roundtable and operations are coordinated through the Shuswap Regional Trails Working Group (representative leadership. The Roundtable and Working Group serve as a resource for coordination and collaboration but do not replace statutory decision-making authority by the respective land managing jurisdictions.

Hot-spot priority projects within Area F that are identified by the strategy include:

- Enderby Cliffs
- Shuswap River Paddling & Boating Routes
- Enderby to Splatsin River Walk Extension
- Sicamous to Armstrong Rail Trail
- Owlshead / Hunters Range /Mara and Cummings & Blue Lakes
- Off Road Vehicle Route Planning and Mapping (general priority for the region)
- Hut to Hut Trails (general priority)
- Secwepemc Naming, Interpretation & Sign Standards
- Invasive Species Partner Projects

- Protect, enhance, and recognize trails as an integral part of the Shuswap lifestyle, culture, and economy.
- Ensure trails are appropriately authorized, mapped, developed, maintained, and promoted.
- Protect and promote First Nations interests and reduce/repair ecological damage from all trails use and manage land access appropriately.

SUPPLY ANALYSIS

We know that proximity to trails matters for residents. The distance that our residents need to travel to access a quality trail can greatly influence the frequency with which they decide to visit and enjoy the trails in our region. An evaluation was conducted to determine how easily the region's trails could be accessed by looking at what percent of our residents are within a 1 km, 5km, and 10km of a designated mixed use or non-motorized multi-use trailhead.

The analysis determined that approximately 88.1% of residents in the region live within a 10-minute (10km) drive of a non-motorized multi-use trail while approximately 82.6% are within 5 km and 20% are within 1 km. There were no notable disparities in this finding when looking at access based on household income, visible minority, or Aboriginal identity.

CONDITION ANALYSIS

The condition and quality of trails are a determinant of use for residents and visitors to the region. The more appealing the trail, the greater the visitation. As such, it was important to generate an understanding of the quality and condition of trails. However, we did not assess the quality and condition of trails managed by BC Parks and Recreation Sites and Trails BC or their partners. A rapid condition assessment of trails was undertaken through a field assessment. The assessment found:

- There are few to no amenities provided for visitors at RDNO owned or operated trails,
- Signage helping visitors find the trails from nearby roadways are not consistently provided or are easily missed by visitors, and
- Interpretive and educational signage is limited or not provided, missing opportunities to enrich the visitor experience and deepen their understanding of the site.
- The assessment found that the Kingfisher trail system (4.8km) is generally meeting expectations though there are opportunities to improve, including:
    - Connectivity of the network and to other networks around Mabel Lake Resort and to destinations outside of the Kingfisher area,
    - Signage and wayfinding [this was recently improved in 2023],
    - Staging,
    - Comfort and convenience amenities,
    - Universal accessibility [recently improved in 2023], and
    - Interpretation.

The Armstrong to Sicamous planned rail trail was not assessed being outside of the service scope, and is being advanced through the Shuswap North Okanagan Rail Trail Development Plan.

WATER ACCESS

The waterways in Area F have served as transportation and trade corridors and were essential to the way of life for First Nations since time immemorial. Waterways such as the Shuswap River, Mabel Lake and Mara Lake have also become prized regional recreation resources that attract tens of thousands of visits each summer.

Recognizing the importance of access, a field-based inventory and condition assessment of the water access points in the area was completed. The focus in the master plan was on understanding and identifying recommendations regarding water access. As illustrated, Area F residents and visitors rely on a system of water access points referred to as boat launches and hand launches.

Providing water access is a multi-jurisdictional effort with the RDNO, BC Parks, BC Recreation Sites and Trails, all managing different water access points each of which provide a different level of service to visitors. Recognizing the mandate of the RDNO, the primary area of interest for enabling water access is the Shuswap River between Mabel Lake and Mara Lake. Each of the water access point along this corridor were inventoried and assessed. In general, two types of water access points are available:

- Swimming areas – provide points on the river that provide safe water access for wading.
- Boat Launches – provide formal access and basic amenities to support the launch of powerboats as well as non-motorized watercraft (e.g., tubes, canoes, stand up paddle boards),
- Hand Launches – provide formal access and basic to no amenities to support the launch of non-motorized watercraft . In addition to the “formal” hand launches, there are many other access points used to launch canoes, kayaks, stand-up paddleboards, tubes etc. These do not have parking areas, often causing safety hazards and inconvenience to adjacent property owners.

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INVENTORY

As shown in Table 2, there are three formal boat launches and nine formal hand launches, which included launches provided within Enderby. The RDNO manages the Rivermouth boat launch at Mabel Lake while BC Parks and the City of Enderby manage the other two.

Table 2 Boat Launches & Hand Launches Serving Area F Residents and Visitors

Site	Condition	Ownership	Universally Accessible
Boat Launches			
Kildonan Ave Boat Launch	Fair	City of Enderby	No
Mara Lake Provincial Campground	Good	BC Parks	Yes
Rivermouth Boat Launch (Mabel Lake)	Fair	Crown Lease (RDNO managed)	No
Hand Launches			
Belvidere Park Hand Launch	Good	City of Enderby	Yes
Riverside Hand Launch	Good	Community Association	No
Cooke Creek Hand Launch	Good	Recreation Sites & Trails	No
Tuey Park Hand Launch	Fair	City of Enderby	No
Mara Hand Launch	Poor	Community Association	No
Dale's Hand Launch	Fair	MOTI	No
Grindrod Park Hand Launch	Good	MOTI	Yes
Brandt Crossing Hand Launch	Fair	MOTI	No
Eby Hand Launch	Poor	MOTI	No
Swimming Areas			
Grindrod Park	Good	RDNO	Yes
Tuey Park		Enderby	
Riverside Park		Enderby	

Recognizing that proximity to water access points influences whether the access points are used and by whom, a series of analyses was completed to understand how easily residents can access the river for non-motorized activities and for powerboat-based activities. We specifically looked at what percentage of residents are within a 10-, 20- and 30-minute drive from a formal launch that provides for motorized or non-motorized access.

77% of residents can access a boat launch with 10 minutes

97% of residents can access a power boat or non-motorized launch within 30 minutes

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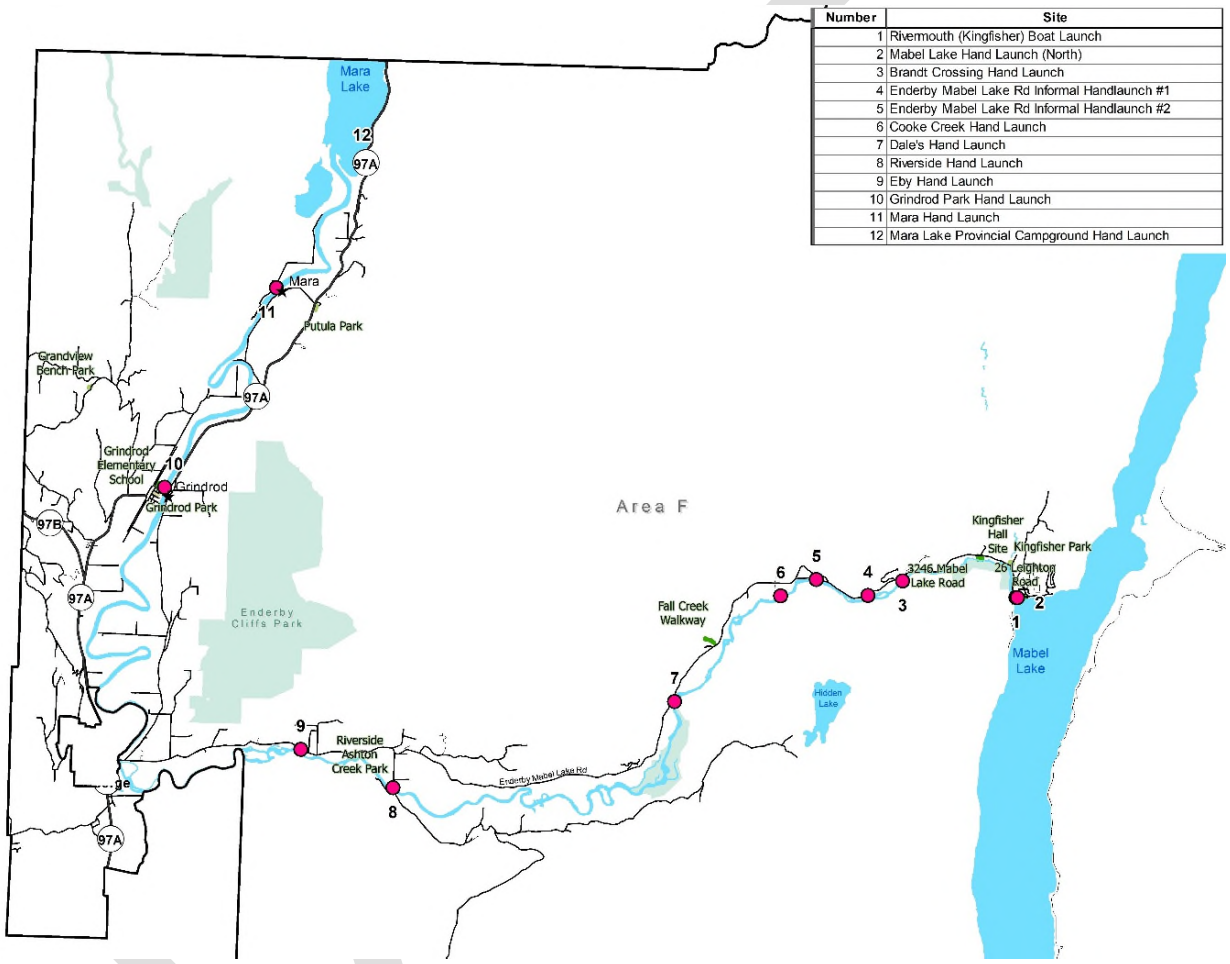
SUPPLY ANALYSIS

The analysis showed us that:

- Over 77% of our residents can access a formal boat launch within a 10-minute drive of their home,
- Over 90% of our residents can launch a non-motorized watercraft from a formal launch within 10 minutes from their home, and
- Nearly all residents can launch a power boat or non-motorized watercraft within a 30-minute drive from their home.



Number	Site
1	Rivermouth (Kingfisher) Boat Launch
2	Mabel Lake Hand Launch (North)
3	Brandt Crossing Hand Launch
4	Enderby Mabel Lake Rd Informal Handlaunch #1
5	Enderby Mabel Lake Rd Informal Handlaunch #2
6	Cooke Creek Hand Launch
7	Dale's Hand Launch
8	Riverside Hand Launch
9	Eby Hand Launch
10	Grindrod Park Hand Launch
11	Mara Hand Launch
12	Mara Lake Provincial Campground Hand Launch

Figure 8 - Motorized and non-motorized launches within Electoral Area F

Table 3 Drive Time Access to Boat & Hand Launches

Activity Type	Percent of Population within:		
	10 Minutes	20 Minutes	30 Minutes
Non-motorized (Hand Launch & Boat Launch)	90.8%	94.9%	97.4%
Motorized (Boat Launch)	77.6%	97%	97.4%

CONDITION ANALYSIS

The Rivermouth launch, which is managed by the RDNO through a crown lease is in fair condition. The RDNO currently provides an outhouse for the launch users, which has been well maintained but could use replacement in the next 3-5 years.

Of the nine hand launches, seven are in good to fair condition. The launches at Mara Hall and Eby were identified as being in poor condition. The RDNO provides informal support for five of the nine hand launches. The launches are mostly located on Crown or Ministry of Transportation property and there are no current formalized lease agreements.

The primary issues observed at the hand launches include:

- Undersupplied parking with limited space to expand parking, with Eby in particular, having unsafe parking right next to the highway.
- Uninviting welcome and gateway experience,
- Lack of signage such as wayfinding and responsible use / education.
- Vehicle speeds on Mabel Lake Road,
- No sites are universally accessible,
- Random camping is occurring in the parking areas, and
- Interpretive and educational signage is limited or not provided, missing opportunities to enrich the visitor experience and deepen their understanding of the site.

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Service Delivery and Financial Analysis

SERVICE DELIVERY APPROACH

Parks and trails within Area F of the RDNO are managed, supported, and provided by a myriad of organizations with whom the RDNO partners or contracts to deliver parks and trails services to residents and visitors. The RDNO supports park and trail development, land, and infrastructure acquisition, along with parks and trails services and programs throughout Area F. Additionally, the RDNO plays a role as the regulator through the creation and implementation of policies and bylaws.

As a public service provider, the role of the RDNO in providing parks and trails typically aligns with one of three categories:

Role	Description
Direct Provider	RDNO identifies/perceives community needs and plans, develops, constructs and operates facilities, programs and services through public funding.
Indirect Provision / Partnerships	RDNO initiates and enters into mutually beneficial and collaborative partnerships and alliances to provide the services and may provide various supports such as capacity building, leadership, facilitation and finances to community groups, organizations and agencies that then plan and deliver the services.
Cost Share	RDNO provides financial support through cost sharing agreements to an existing agency or entity such as an adjacent municipal government who already offers the services desired.

Service delivery is a key dimension to providing high quality parks and trails amenities, services and opportunities in the RDNO Area F. Currently the RDNO employs a variety of service delivery approaches, however the RDNO mainly sources contracts with the not-for-profit or private sectors for park and trail operation and maintenance. The Grindrod Community Association operates and manages Grindrod Park, and the Kingfisher Community Association oversees the Kingfisher School building and site, maintaining the park and operating the school building through committee.

Given the diverse nature and geographic expanse of the Area F service, a multi-faceted service delivery is appropriate.

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OPERATING BUDGET

The 2022 Electoral Area F Operating Budget was $135,144, all of which was funded by general revenue (taxation). Since the RDNO has taken over the management of the service, with the first full year being 2020, the actual operating expenses have fluctuated based on the variation of the operations and maintenance expenses within each year.

Revenues

Approximately three quarters of the operating revenue for the Area F Parks and Culture service comes from general revenue (taxation). The other sources of revenues includes Development Cost Charges (DCC's) and interest income, and federal gas tax contributions though the Community Works Funds. As the operating reserve has only been established for a short time, there have not yet been projects partially or entirely funded through transfer from operating reserve.

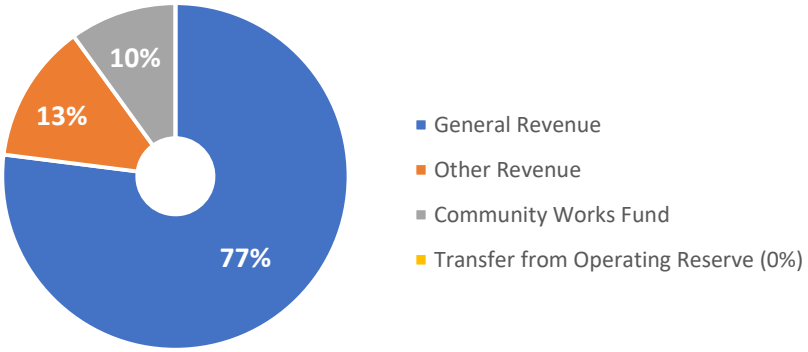

Figure 9 - Average Service Revenue Source Breakdown (based on 2021 & 2022 actuals)

Expenses

Over half of the operating expenses of the service are related to grants. At the time of this report, grants are provided to five not-for-profit organizations, each operating a community hall and connected green space.

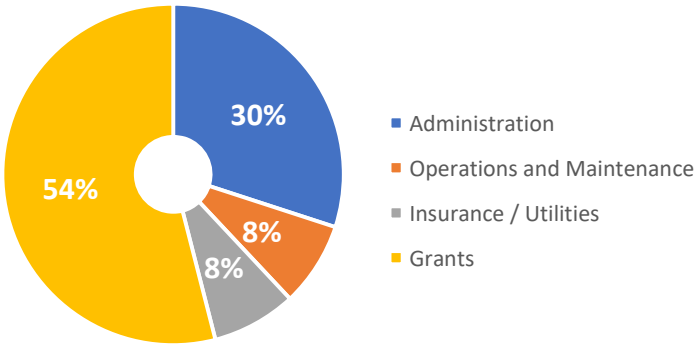

Figure 10 - Average Service Expense Allocation (based on 2021 & 2022 actuals)

Staffing and Volunteerism

The Electoral Area F Parks and Culture service is managed by RDNO's Community Service department. The department allocates just over 0.10 Full Time Equivalent (FTE) in staff time to manage and administer the service, not including administration and finance staff time. Community services staff include small portions of time of the department's management, a technician, and two seasonal labourers. While administration makes up 30% of the operating budget, a good portion of the staff time is expended toward management of capital projects which are not shown within the operating budget. As indicated in the service delivery section, contractors are used to operate many of the parks, community spaces, and hand launches, which allows the RDNO to maintain a lean staffing structure.

Many of the local community associations provide volunteer support for park and trail maintenance and the operation of the community halls. There are organized groups for sports, and for maintenance of some of the natural areas. The Grindrod Community Association and the Kingfisher Community Association directly support the maintenance of parks through their volunteer boards, although actual cost of work is paid by RDNO. Volunteers also provide a great deal of support for community events, managing hall rentals, and holding fundraisers. The RDNO relies heavily on volunteers in Area F as they do not have sufficient staff resources to provide all of the necessary maintenance of their assets.

CAPITAL BUDGET AND RESERVES

As the Area F Parks and Culture service has very few assets, the capital budget has largely included costs related to studies or plans, and improvement on parkland that the RDNO owns including the Mabel Lake Trails and Grindrod Park. Except for roughly $100,000 in funding provided to the RDNO from the Fortune Parks (090) service upon the creation of the Area F Parks and Culture service, funding for capital expenses has been provided through a transfer from Community Works Funds allocated to Electoral Area F.

The Community Works Fund is a program to administer federal gas tax funding. An allocation of funding is provided to all BC municipalities and electoral area each year, based on population. Projects funded by Community Works Funds must meet the program's eligibility requirements, which for parks, recreation, and culture expenses can include land and building improvements (not regular maintenance), or studies related to the planning or asset management of parks, recreation, or culture lands or facilities. The 2023 allocation received by Electoral Area F was $246,532. If not spent, the CWF funding is carried forward and available for use in future years, however there are more services that require funds that are eligible for use of CWF including RDNO services within the area, such as small water and sewer services, or contributions to other partners or municipalities that provide services for mutual benefit.

The operating reserve was just under $215,000 at the end of 2022, with an annual average of $7,500 budgeted to be transferred to the reserves in the five-year financial plan.

Vision and Goals

Vision

The Area F Parks and Culture service supports an environmentally and financially sustainable network of community infrastructure and parkland that keeps the area's residents and visitors active and engaged, and its communities connected.

Goals

Goal 1: Area F has a system of parks and trails, provided in partnership by RDNO, local community organizations and the Province of BC, that sustainably meet the recreational, ecological, and cultural needs of the community.

Goal 2: Community recreation and cultural infrastructure meets needs of residents and visitors to Area F, and is in good condition to ensure continued service and allow growth of programming and participation.

Goal 3: Residents and visitors of Area F have adequate, safe, and sustainable access to Shuswap River and Mabel Lake for a variety of activities.

The goals and strategies provide the framework that have informed the related actions, which have been given a recommended timeframe for implementation and suggested financial and other resource requirements.

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Strategies and Actions

GOAL 1 – PARKS AND TRAILS

Area F has a system of parks and trails, provided in partnership by RDNO, local community organizations, and the Province of BC, that sustainably meet the recreational, ecological, and cultural needs of the community.

	TIMEFRAME	BUDGET	RESOURCES
Strategy 1.1: Acquire and protect new parkland			
a. Support the North Okanagan Nature Conservancy and other appropriate partners in efforts to establish conservation covenants or other protection mechanisms on land with high ecological or cultural values through advocacy, funding, or partnerships.	On-going	Based on opportunity	Staff
b. Update Area F Parks Development Cost Charge Bylaw.	0-2 years	$10K	Staff/consulting
c. Work with local indigenous communities to create an inventory of cultural/traditional use values that can be used to inform and support the protection of land with these values.	2-4 years	$25K	Staff/consulting
d. Acquire an additional 1 ha of parkland by 2033 to maintain target parkland supply of 2.5 ha/1,000 residents (*proposed general areas for acquisition in Appendix B*).	6-10 years	$175K	Staff/consulting
Strategy 1.2: Improve / enhance existing RDNO-owned parks			
a. Complete and implement the Grindrod Park Development Plan.	0-4 years	$150K	Staff/contract
b. Support the development of a Kingfisher Park Development Plan.	2-4 years	$10K	Staff/consulting
Strategy 1.3: Support the managing organizations of non-RDNO community parks			
c. Continue to provide grant funding, increasing grants annually by CPI, to community organizations that own land used by the community as park, subject to regular financial and organizational reporting.	Annual/ Ongoing	$2K+ /year	General Revenue
a. Meet with the societies that own community parks to discuss support for future park improvements on their land that could help to meet the identified park infrastructure needs.	0-2 years	-	Staff
b. Implement a project grant program that will allow funding of projects to improve non-RDNO community parks, subject to continued public access of the property.	0-2 years	-	Staff/CWF

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Strategy 1.4: Support a sustainably-managed and well maintained network of trails within and between Area F communities of Grindrod, Grandview Bench, Ashton Creek/Riverside, Kingfisher/Mabel Lake, and Mara			
a. Work with Shuswap Trails Alliance and First Nations to identify opportunities and approaches to connect community halls and Area F parks by trail and incorporate into Area F OCP.	1-3 years	-	Staff
b. Explore trail development within the road right-of-way, from Rohan-Peters Road, east to Kingfisher Park and Rivermouth Launch, with the Ministry of Transportation.	5-7 years	-	Staff
c. Support improved trail connection from Area F to Mallory Ridge in coordination with the Columbia Shuswap Regional District and the Mallory Ridge Advocacy Group.	Based on opportunity	-	Staff

GOAL 2 - INFRASTRUCTURE

Community recreation and cultural infrastructure meets needs of residents and visitors to Area F, and is in good condition to ensure continued service and allow growth of programming and participation.

	TIMEFRAME	BUDGET	RESOURCES
Strategy 2.1: Manage and maintain RDNO-owned community recreation and cultural infrastructure			
a. Complete recommended repairs and improvements to RDNO community halls and infrastructure based on 2019 Facility Condition Assessment.	Ongoing	Average $15K/year	CWF/Contract
b. Work with Kingfisher Community Association to develop a business plan for the Kingfisher School Building.	0-2 years	$7K	CWF/Contract
c. Seek appropriate partner to manage and maintain the building and property located on 3246 Mabel Lake Road, in consultation with Enderby and District Heritage Commission to consider possible heritage values of the building.	0-2 years	-	Staff
Strategy 2.2: Support the maintenance and operations of non RDNO-owned community recreation and cultural infrastructure			
a. Continue to provide grant funding for operation of community halls, increasing grants annually by CPI, subject to regular reporting.	Annual/ ongoing	-	Staff/General Revenue
b. Implement a project grant program that will allow funding of projects to improve non-RDNO owned community recreation and cultural infrastructure, with priority given to repairs and improvements recommended by 2019 Facility Condition Assessment, subject to continued public access of the property.	0-2 years	TBD	CWF

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c. Work with the community organizations managing halls to incorporate a facility reserve fund into their financial planning.	0-2 years	-	Staff
d. Update Facility Condition Assessment of community halls in 2029.	6-10 years	$10K	CWF

GOAL 3 – WATER ACCESS

Residents and visitors of Area F have adequate, safe, and sustainable access to Shuswap River and Mabel Lake for a variety of activities.

	TIMEFRAME	BUDGET	RESOURCES
Strategy 3.1: Ensure continued access to and regular maintenance of non-RDNO owned hand launch sites (non-motorized)			
a. Connect with Ministry staff each Spring to confirm all sites will be open for the season and communicate any enhanced levels of service that the RDNO will be providing to any hand launch sites.	Annual/ Ongoing	-	Staff
b. In partnership with groups such as Shuswap River Ambassadors, review, improve (where needed), and develop consistent regulatory signage for existing hand launches.	0-2 years	$10K	Staff/CWF
c. Fund upgrades to Mara Hall hand launch to improve safely and functionality.	3-6 years	$10K	CWF
Strategy 3.2: Promote safe use of non-motorized (hand) launches			
a. Hire a security company or other appropriate partner to patrol high-use non-motorized sites during long-weekends in the summer to educate users on safe river use and advise on parking restrictions.	Ongoing	$5K/year	General Revenue/ Contract
b. Meet with the Shuswap River Ambassadors to propose a multi-year agreement, supported by RDNO grant funding, to have them conduct regular safety patrols of the river with focus on long weekends in the summer, and prepare and distribute river access and safety information.	0-2 years then ongoing	Annual grant - $ TBD	General Revenue Grant
Strategy 3.3: Recognize traditional use and importance of Shuswap River and Mabel Lake			
a. Seek out an appropriate partner for a multi-year agreement to conduct regular maintenance of non-motorized sites.	0-2 years	TBC	General Revenue Grant
b. Explore renaming hand launch sites to Indigenous names to acknowledge traditional use and importance	2-4 years	$25K	CWF

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of Shuswap River. Process to be guided by local Indigenous community and be completed in partnership with landowner(s).			
c. Work with local Indigenous communities to develop interpretive signage at hand launch sites.	2-4 years	$25K	CWF
Strategy 3.4: Improve maintenance and management of RDNO-owned motorized launches and non-motorized launches			
a. Review maintenance levels and funding requirements and explore partnership opportunities.	2-4 years	-	General Revenue
Strategy 3.5: Enhance and expand RDNO-owned/managed swim and non-motorized launch sites			
b. Improve access to Grindrod non-motorized launch/ swimming site	2-4 years	-	CWF/contract
d. Improve hand launch and swimming area at Rivermouth/ Mabel Lake Launch site.	2-4 years	-	CWF/contract
e. Explore opportunity to gain additional public water access points on Mabel Lake through acquisition and/or formal agreement with Ministry of Transportation (MoT) to improve MoT-owned lake access points on Enderby-Mabel Lake Road and/or Mabel Lake Subdivision Road.	6-10 years	(re:1.1.e)	GR/DCC
f. Explore feasibility of a new non-motorized launch site / water access at Riverbend Road.	7-10 years	-	Staff

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Monitoring and Evaluation

In order to track and measure the progress toward the plan goals, the following will be tracked and used as measures of success:

- Trail constructed
- Land acquired
- Reduced complaint calls for hand launches
- Improved Facility Condition Index of both RDNO-owned and community-owned recreation and cultural infrastructure

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Appendices

APPENDIX A – TRAILS IN ELECTORAL AREA F

Trail / Trail Network	Use Type	Length (km)	Status
Kingfisher Area Trails (RDNO)	Non-Motorized Multi Use	4.9	Multi Use
Armstrong to Sicamous Rail Trail (RDNO Area F – not constructed)	Non-Motorized Multi Use	28.9	Not constructed
Armstrong to Sicamous Rail Trail (Outside Area F – not constructed)	Non-Motorized Multi Use	20.2	Not constructed
Around the Hill Greenway Loop	Non-Motorized Multi Use	7.8	Constructed
Enderby Cliffs	Non-Motorized Multi Use	6.8	Constructed
Grindrod Park	Non-Motorized Multi Use	0.820	Constructed
Ida View	Non-Motorized Multi Use	1.5	Constructed
Jim Watt Heritage River Walk	Non-Motorized Multi Use	1.4	Constructed
Larch Hills Nordic	Non-Motorized Multi Use	145.0	Constructed
Larch Hills Snowshoe	Non-Motorized Multi Use	16.2	Constructed
Larch Hills Traverse	Non-Motorized Multi Use	27.3	Constructed
Tsuius Mountain	Non-Motorized Multi Use	3.0	Constructed
Nelson Mountain	Non-Motorized Multi Use	11.5	Constructed
Noisy Creek	Non-Motorized Multi Use	2.4	Constructed
South Canoe	Non-Motorized Multi Use	28.7	Constructed
Tsuius and Mabel Range	Non-Motorized Multi Use	86.0	Constructed
Mara Mtn (Owlhead) Lookout	Non-Motorized Multi Use	17.4	Constructed
Joss Mountain Pass	Non-Motorized Multi Use	14.3	Constructed
Grandview Bench Horse Trails	Non-Motorized Multi Use	5.0	Constructed
Cascade Falls Trails	Non-Motorized Multi Use	0.528	Constructed
Hunters Range Snowmobile	Motorized	136.6	Constructed
Owlhead Snowmobile	Motorized	10.6	Constructed
Vernon Snowmobile	Motorized	19.8	Constructed
Blue Lake Snowmobile	Motorized	8.6	Constructed
	Total Motorized	**429**	
	Total Non-Motorized Multi-use	**175**	
	Grand Total	**604**	

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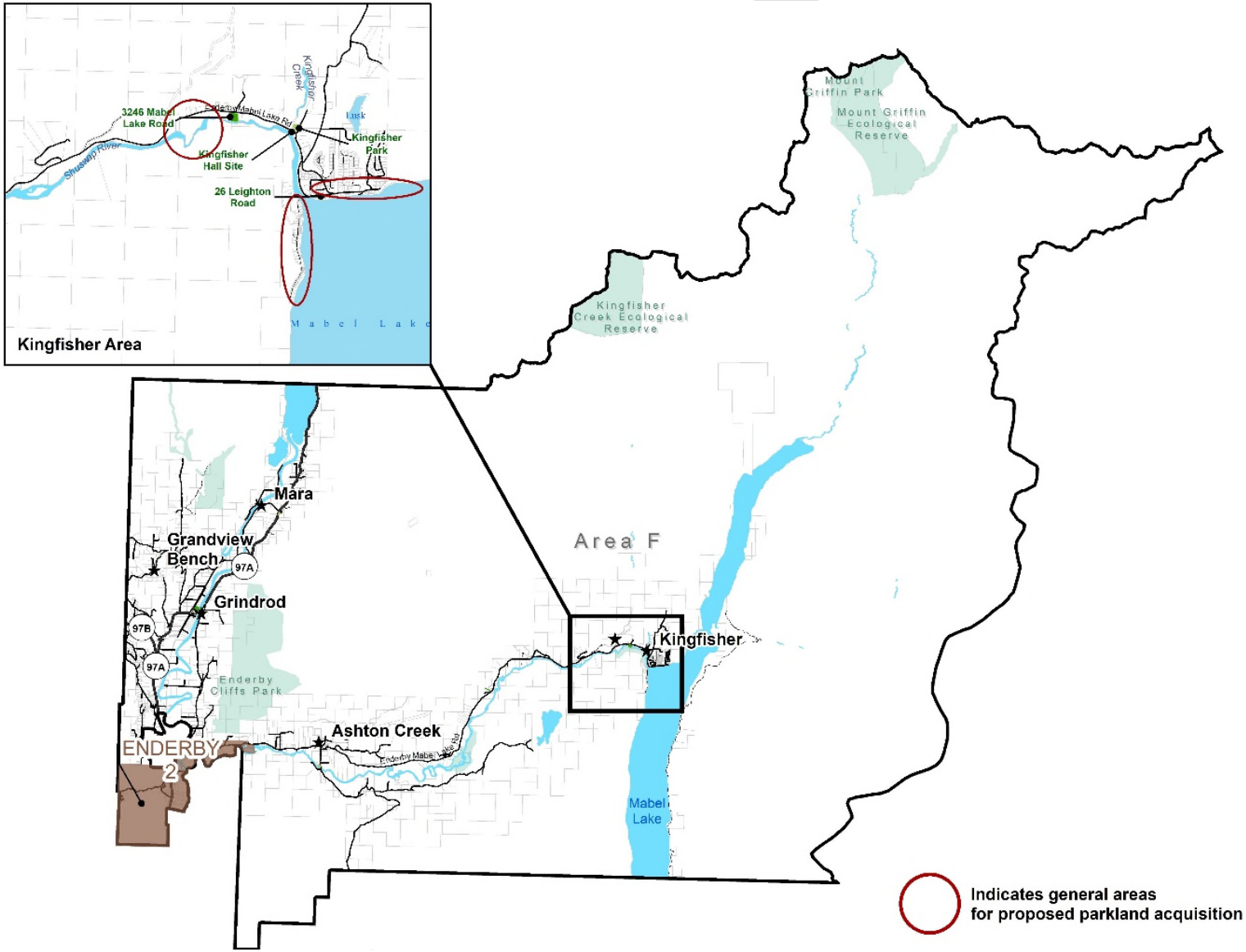
APPENDIX B – GENERAL AREAS FOR FUTURE PARKLAND ACQUISITION



APPENDIX C – MITIGATION STRATEGIES FOR PARKLAND DEVELOPMENT ON AGRICULTURAL LANDS

In order to prevent and mitigate negative impact of parkland development on agricultural lands, the following strategies are recommended:

Avoid: wherever possible, future parkland should avoid lands within the ALR or choose land of low agricultural value, such as road rights-of-way, rocky or poor soils, forested sites, etc. If land is acquired within the ALR it should be for the purposes of a natural area with permitted uses.

Consult: in cases where it's impossible to avoid ALR land, a non-farm use application will be submitted to the ALC. Through this process, the RDNO will consult with owners of the nearby farms to understand and mitigate any potential negative impacts of the proposed trail or park.

Mitigate and manage: Consultation with adjacent farmers should be done on how best to mitigate impacts to their operations. Mitigation strategies may include:

- installation of gates, fencing, vegetation or barriers to avoid public trespass on to adjacent farms;
- planning and signing public parking to avoid spillover parking which may block access to farms or driveways;
- managing noxious or invasive weeds through an approved weed management program
- installing permanent signs, educating users about local bylaws such as:
    - No dogs off-leash (in some areas dogs may be prohibited entirely)
    - No smoking or fires
    - No litter
    - No motorized vehicles
    - Educational/interpretive signs (Fig. 2) to educate users and encourage respect of adjacent farm practices;
- regularly communicating with trail or park users to educate about trail and park etiquette;
- posting signs during times of sensitive agricultural operations, such as the movement of farm equipment, crop spraying, manure spreading, and harvesting;
- installing bear-proof garbage containers to avoid litter or attracting wildlife, that are emptied regularly;
- installing culverts or drainage infrastructure where necessary to avoid flooding; and
- monitoring trail and park conditions and enforcing non-compliance to ensure that properties are safe and well maintained.

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