

# Say How You Play!



PARKS AND RECREATION MASTER PLAN

# Parks and Recreation Master Plan



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# EXECUTIVE SUMMARY

The Parks and Recreation (PR) Master Plan provides the City of Penticton with long-range direction on the provision of parks and recreation services to City residents and visitors. This Master Plan will help the City achieve its goals of becoming more sustainable and livable.

Parks and recreation are highly valued by Penticton residents for their environmental, social, economic and personal benefits. There were over 5,000 contacts with residents and tourists in the process of preparing this Master Plan. Any future proposals that involve major changes to parks or recreation facilities will similarly include a high level of community engagement.

The following vision, values and core meaning of a public park were prepared by the Parks and Recreation Master Plan Steering Committee.

## VISION FOR THE PARKS AND RECREATION MASTER PLAN

*Penticton is a place to stay forever because we cherish our exceptional natural setting between two lakes.*

*We will continue to invest in accessible and equitable parks and recreation facilities for the well-being of all our citizens.*

*Our city will remain the destination of choice for those who appreciate the opportunities that our Okanagan home provides.*



## VALUES

The following are the values upon which the PR Master Plan is based.

Our Parks Network	Our public parks must be planned as a network, wherein the whole network benefits the community.
Our Recreation	Our recreation, in its many forms both indoors and outdoors, is fundamental to the health and wellness of our community and needs to be protected and promoted.
Our Quality of Life	Public parks and recreation provide a unique and important contribution to the overall quality of life of our community through the provision of health, environmental, and cultural services.
Our Health	Public parks and recreation shall be protected and developed for their known benefits to the physical, mental and social well-being of our residents.
Our Environment	Urban parks, including agriculture, provide clear health and wellness benefits. They must be conserved and expanded as our population increases.
Our Culture and Heritage	Our parks and facilities shall provide opportunities for cultural expression through public art and entertainment, and the appreciation of local history.
Fair Resource Allocation	The decision process for the allocation of public funding to parks and recreation opportunities must be objective, balanced, and transparent.
Accessibility	The location, distribution and design of our parks, recreation and facilities must enable physical, financial and timely accessibility to citizens and visitors.
Stewardship of Parks and Recreation	The role of our civic leaders is to protect our public parks and recreation on behalf of residents, and to safeguard them as unencumbered assets for public use and enjoyment.
Governance and Transparency	In considering proposals, civic leaders must ensure timely, open and transparent decision-making processes.
Fiscal Efficiencies and Partners	Limited financial resources require that civic leaders consider partners to expand and improve parks and recreation. Opportunities that are presented by interested groups must be dealt with in a transparent and timely fashion. The evaluation of proposals must include community cost/benefit analyses.
Sustainability	A network of public parks and recreation must be recognized as an indispensable element in the creation of a sustainable and livable community.
Acquisition	Civic leaders shall recognize that the continuing acquisition of new park lands, via the Parks Acquisition Fund, is essential.
Adaptability for Parks and Recreation	Parks and recreation planning and design must be adaptable to the evolving community demographics and changing recreational interests.
Communications	Civic leaders shall provide public education regarding the costs and values of parks and recreation to our community. Additionally, civic leaders shall seek public input regarding the level of funding allocated for parks and recreation.



## CORE MEANING OF PUBLIC PARK

*From the Parks and Recreation Master Plan Steering Committee (PRMP SC):*

**A Public Park means “an unencumbered tract of land wherein the land title is held by a public entity for the benefit, use, and enjoyment of the people and for the protection, conservation, and preservation of the natural, physical, historical, and cultural resources thereon, and wherein an encumbrance is a burden, obstruction, or impediment to the foundational purpose or purposes for which the park was established.”**

This core meaning of Public Park commenced, was developed and approved by the Parks and Recreation Master Plan Steering Committee in late 2016 and received strong citizen support throughout the Master Plan review process. This core meaning was instrumental on setting the direction of other key components of the Master Plan culminating in the unanimous approval of the core meaning of a public park in the Park Dedication Bylaw 2002-42 with repeal of clause 3.

The definition of a Public Park was the prerequisite to and foundation for the development of the Park Land Protection and Use Policy and the creation of the proposed Park Dedication Bylaw.



## KEY THEMES

There were three key themes that were heard throughout the engagement process, as summarized below:

### Protect park land

Residents place high values on park land, greenspace and trees. They want parks to be protected from inappropriate development in perpetuity. There is interest in protecting natural areas for their many benefits, and including community engagement in any major decisions that affect the protection of park land.

### Provide amenities to keep up with growth

Residents would like recreation facilities and park amenities to meet the needs of existing and future residents, as well as visitors. This involves upgrading or replacing aging infrastructure, providing amenities for activities that are becoming more popular, and planning for the most appropriate uses of park land with community engagement.

### Respect financial considerations

Residents would like the community-identified needs to consider affordability to taxpayers and to the City. This involves managing costs and fees, exploring multiple financing strategies, and generating and evaluating business cases and the costs/benefits of new developments.

## MASTER PLAN FORMAT AND COMMUNITY-IDENTIFIED NEEDS

The PR Master Plan addresses the six key topic areas on the graphic below. For each area, there is a goal, context information, community engagement and benchmarking results where applicable, analysis, and community-identified needs. For ease of implementation, the community-identified needs are divided into the following subheadings:

- Planning and Design
- Land Acquisition
- Capital Development
- Operations and Management
- Service Delivery



The community-identified needs are presented for the consideration of Council and staff based on community input, staff and stakeholder interviews, benchmarking, and best practices. The full list of community-identified needs is not prioritized in the PR Master Plan. It is recommended that prioritization and the phasing of implementation be considered by a Parks and Recreation Advisory Committee with City staff.

The Parks And Recreation Master Plan Steering Committee believes the highest priorities for the City of Penticton are the updating of the Parks Dedication Bylaw, instituting the Park Land Protection and Use Policy, and adopting the Parks and Recreation Master Plan. In addition to these, the Steering Committee determined the following priorities:

1. Prepare a Park Master Plan for Esplanade Park, including the marina, using a comprehensive community engagement process
2. Prepare a Park Master Plan for Skaha Park, using a comprehensive community engagement process
3. Increase trail connectivity by coordinating among City departments to plan for connectivity of pedestrian and bicycle networks and extension of key corridors
4. Work with the Penticton Indian Band on improvements along the River Channel Parkway to establish a lake-to-lake linear connection
5. Acquire property for park land in key locations as opportunities arise, working with the City's Planning Department to incorporate criteria for park land within development processes, and working with City experts and a real estate professional to identify potential land for acquisition and to identify funding sources, e.g., DCCs, donations, land trusts, etc.
6. Collect data and prepare a policy related to encroachments on park land, striving to remove current encroachments
7. Work with the Province, RDOS, First Nations, and private land owners on a long-term management plan for Campbell Mountain that addresses environmental and recreation opportunities.
8. Establish protocols and foster partnerships for major park upgrades
9. Complete the Penticton Creek Pathway to achieve a continuous trail along the creek
10. Establish a plan for the protection and use of the Munson Mountain property
11. Continue to foster existing partnerships and develop new partnerships for effective and efficient service delivery in the operations and management of parks and facilities





## IMPLEMENTATION

The City may achieve many of its visions through partnerships, some of which are as follows:

### RDOS

**Vision:** *Waterfront to Mountain Peak Trail Corridor – Esplanade to Munson Mountain to Campbell Mountain – offering recreation, enjoyment, natural beauty, environment*

### PIB

**Vision:** *River Channel Parkway – recreation, enjoyment, natural beauty, environment*

### School District

**Vision:** *Park/School Trails – network through City - recreation, enjoyment, natural beauty, environment*

### Shared Services

**Vision:** *collaboration to maximize efficiencies, innovation in management*

### Project Partnerships

**Vision:** *Greening the City – Work with UBC Urban Forestry Program, Strategy for Trees and Environment*

### Volunteers

**Vision:** *community building, citizen contributions, working together*

## PRIORITY SETTING AND CAPITAL ALLOCATION

The City is currently working on a Capital Prioritization Framework that will guide staff and Council on budgeting decisions. Once it is available, decisions related to funding of parks and recreation improvements will follow that framework.

The following are some of the considerations that will guide the setting of priorities:

- Organizational Focus – Sustainable, Livable, Smart, Connected and Strong
- Facilities Master Plan
- Asset Management Plan
- Operational Capacity – department priorities
- Official Community Plan

For proposed major projects, the following will be the information and processes followed:

- Needs assessment
- Feasibility study
- Business case
- Community engagement
- Outside funding availability

In addition to the revision of the Parks Dedication Bylaw, passing of the Park Land Protection and Use Policy, and the adoption of the Parks and Recreation Master Plan, the Steering Committee strongly advocates the creation of a Parks and Recreation Advisory Committee.

The Steering Committee urges the present and future city Councils to respect the core meaning of public park, and the vision, values, and priorities identified in the Master Plan. The optimum delivery of parks and recreation services requires openness of communication, respect for the value of park land, and fair and timely delivery of recreation programs.



# Say How You Play!





# 1.0 INTRODUCTION

## 1.1 CONTEXT

The City of Penticton is located in the south of the Okanagan Valley within the Regional District of Okanagan Similkameen (RDOS). It is nestled between Okanagan Lake to the north and Skaha Lake to the south. The Penticton Indian Reserve forms the western boundary, and to the east the City is bounded by steep slopes. Two major creeks flow through the centre of the City, and the Okanagan River channel connects the two lakes.

Penticton is a picturesque and vibrant community. Residents and tourists are drawn to the hot, dry climate, stunning scenery, and productive fruit orchards and wineries. There are four seasons of outstanding recreation opportunities, sports training that is world renowned, and many athletic and cultural events that attract a regional population to the parks and facilities.

The City of Penticton developed an Organizational Focus in 2016 to set priorities and make decisions based on the identified four Strategic Pillars: Sustainable, Livable, Smart, and Connected and Strong.

The preparation of a new Parks and Recreation (PR) Master Plan is fundamental to guiding the activities that will help Penticton become more Sustainable and Livable. The City's previous Parks, Recreation and Cultural Master Plan was prepared in 1993 and since that time much has changed. City Council and staff felt that it was important to prepare a new PR Master Plan that integrates new recreation activities and trends, planning related to asset management of facilities, sports and event tourism strategies, and changing demographics.

## 1.2 PURPOSE OF PROJECT

**The purpose of the PR Master Plan is to provide the City of Penticton with long-range direction on the provision of parks and recreation services to City residents and visitors.**

This 10-year plan provides guidance to City staff and Council on the following:

- Acquisition, disposition, development and management of parks, open spaces, trails, and beaches
- Development, upgrading and management of indoor recreation facilities
- Delivery of programs and services to best meet the needs of the community
- Review of park uses

This plan focuses on parks and recreation. A Penticton Heritage Strategy was completed in 2005, and an Arts, Creative & Culture Innovations Committee provides input to culture planning in the City.

## CORE MEANING OF PUBLIC PARK

From the Parks and Recreation Master Plan Steering Committee (PRMP SC):

**A Public Park means “an unencumbered tract of land wherein the land title is held by a public entity for the benefit, use, and enjoyment of the people and for the protection, conservation, and preservation of the natural, physical, historical, and cultural resources thereon, and wherein an encumbrance is a burden, obstruction, or impediment to the foundational purpose or purposes for which the park was established.”**

This core meaning of Public Park commenced, was developed and approved by the Parks and Recreation Master Plan Steering Committee in late 2016 and received strong citizen support throughout the Master Plan review process. This core meaning was instrumental on setting the direction of other key components of the Master Plan culminating in the unanimous approval of the core meaning of a public park in the Park Dedication Bylaw 2002-42 with repeal of clause 3.

The definition of a Public Park was the prerequisite to and foundation for the development of the Park Land Protection and Use Policy and the creation of the proposed Park Dedication Bylaw.

## 1.3 PLANNING PROCESS AND METHODS

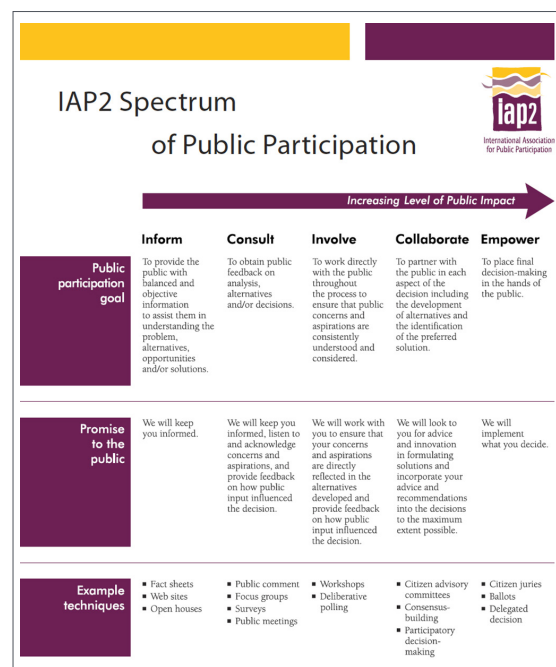
### COMMUNITY ENGAGEMENT IN PENTICTON

The City recognizes the importance of involving residents in shaping the future of the community and has identified community engagement as a strategic priority as part of the City’s Organizational Focus. Work in this area is in the early stages and the City is beginning to develop the systems and tools that will allow for meaningful involvement.

Community engagement in Penticton is guided by the Spectrum of Public Participation prepared by the International Association for Public Participation or IAP2 (shown in Figure 1.1).

The graphic on the following page was used as the agenda for community input throughout the process.

Figure 1.1: Spectrum of Public Participation





MASTER PLAN COMMUNITY ENGAGEMENT



“ The City of Penticton is going all out to get input to help build a new Parks and Recreation Master Plan.”

– Steve Kidd, Penticton Western News

The above quotes reflect the significant efforts taken to obtain community input to the PR Master Plan since it is important that the plan be based on the needs and desires of the community, supported by professional analysis and comparisons with demographic and sector trends. The following methods were used to engage community members in the formulation of the PR Master Plan (shown in Figure 1.2).

Inform

- **Social Media** - excellent post reach, nearly 10,000 people, 200 actions, 67% women, 95% between 25-44 yrs; continued integration with [shapeyourcitypenticton.ca](http://shapeyourcitypenticton.ca)
- **Partner Support** – Master Plan information being pushed out by partner organizations such as BikePenticton, Pinnacles FC, Okanagan Similkameen Health Living Coalition

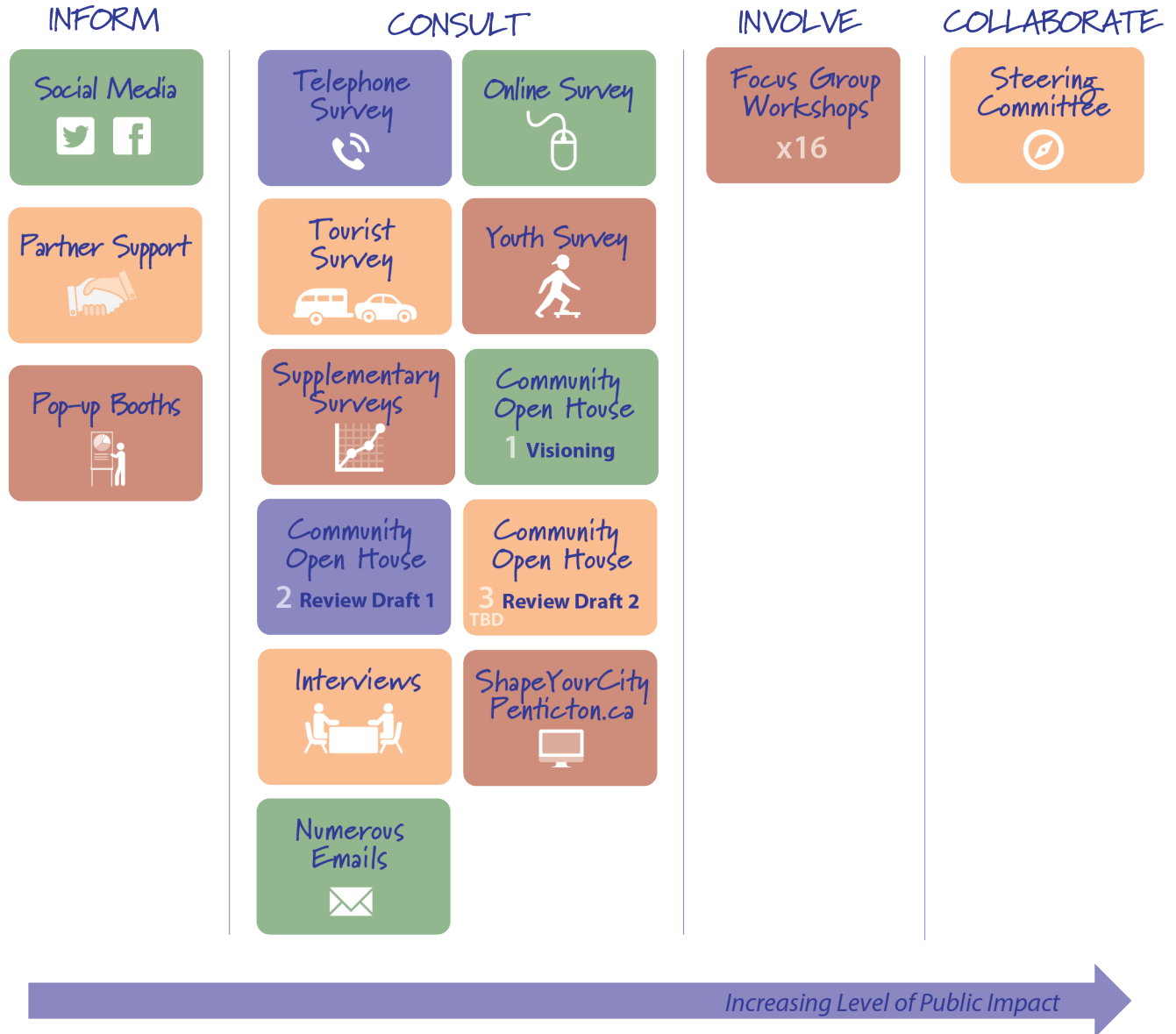


Figure 1.2: Master Plan Engagement Process

- **Pop-up Booths** - Peach City Beach Cruise, Peach Concession plaza – June 25; Canada Day celebrations, Gyro Park – July 1; Saturday Community Market, 100 block Main Street – presence at the City’s booth every Saturday beginning May 14 through the summer; ongoing pop-ups at the Community Centre, Library/Museum and City Hall

## Consult

- **Telephone Survey** - 400 respondents, randomly selected, statistically valid sample
- **Online Survey #1** – 181 respondents
- **Youth Survey** - 156 participants, 78 from Penticton Secondary School and 78 from Princess Margaret Secondary School
- **Tourist Survey** – 1,019 respondents
- **Supplementary Surveys** – aquatics (14), child and family organizations (3), community service groups (6), event groups (5), parks, trails and environment (10), sports group (35), arenas (13), tourism (8), seniors (11)
- **Community Open House #1: Visioning**, May 25, 2016 – over 140 attendees
- **Community Open House #2: Review Draft 1 Master Plan**, November 16, 2016 – over 100 attendees
- **Community Open House #3: Review Draft 2 Master Plan**, May 1, 2017 – over 80 attendees
- **Interviews** – RDOS, School District, Penticton Indian Band, other authorities and potential partners
- **ShapeYourCity Penticton.ca** - 2150 unique visitors, 300 registrants, over 219 ideas generated (update at end of project)
- **Numerous emails**



## Involve

- **Focus Group Workshops** – 16 workshops were conducted with interest groups and the public, over 320 people were invited to participate

## Collaborate

- **Parks and Recreation Master Plan Steering Committee** meetings - members of the Steering Committee included the following:
  - 1 member of Penticton School District 67
  - 1 member of Penticton Tourism





- 2 members of an organized field sport (not same sport)
- 1 member from a parks Special Event Group
- 1 member for the Penticton Indian Band
- 1 member for the development community
- 4 members of the general public with an interest in parks
- 2 non-voting Council representatives appointed by Council for the duration of the Master Plan process

After Draft 2 of the Parks and Recreation Master Plan was presented for public review, the City and Steering Committee invited representatives from two key stakeholder groups, Save Skaha Park Society and Penticton Citizens First, to work collaboratively on this project.

### **TECHNICAL STUDY METHODS**

Various methods were used to collect and analyze information in the process of preparing this Master Plan, as described below:

- **GIS analysis** – a computer Geographic Information System was used to classify parks, and to evaluate park land supply and the distribution of parks and trails.
- **Literature search** – information on demographics, trends, benefits and best practices was collected through searching and review of documents prepared by others.
- **Benchmarking** – 15 communities were selected for benchmarking, i.e., collection of information from these communities to use as a comparison with facilities, services and fees in Penticton. BC communities of a similar size, some in the Okanagan and some with a focus on tourism, lakes and sports, were chosen for the most direct comparisons. Communities in other provinces and the US were selected as potential sources of innovative practices based on their reputation, similar geography, or recreation opportunities. A list of information to be collected from each community was compiled and reviewed with City staff and the Steering Committee. As much information as possible was collected online, with the remainder sought through phone calls. In several cases, repeated emails and phone calls were unanswered so it was not possible to conduct these interviews. Some of the challenges of the benchmarking process were that some of the communities were unable to provide the information requested, and that some data can be collected in different ways making comparisons difficult.

## 2.0 COMMUNITY PROFILE AND TRENDS

### 2.1 COMMUNITY OVERVIEW AND TRENDS

Key population trends and demographic factors are anticipated to influence the future parks and recreation needs in Penticton (Appendix A), per data from Statistics Canada, BC Statistics, the City of Penticton, and other sources.

The following are the parks and recreation services that the City can provide to address issues and trends. Penticton is already involved in most of these tasks, which is a testament to the City's quality of services:

- Provide services, facilities, and fee structures to support healthy and active aging
- Identify and address barriers for all people, including those with disabilities
- Consider the needs of all types of families and households, including social opportunities through recreation
- Make the renewal of aging facilities a high priority, where justified
- Examine Penticton's lower health rates and identify what services and amenities could be offered to increase participation
- Collaborate with other organizations on strategies for increasing activities for children and youth, using physical literacy as one tool
- Keep up to date on trends and changing activities, preferences and expectations
- Provide access to trails and park amenities close to home, as well as drop-in activities and special events
- Design trails and outdoor amenities for diverse uses and access to nature





- Provide more drop-in opportunities for youth
- Provide a wide range of swim classes and aquatic programs for all ages
- Work on connecting parks and trails and increasing park land along with new park development
- Protect the natural environment of parks and support stewardship groups
- Support urban agriculture activities
- Work with other organizations to address challenges related to transient people using parks
- Consider new types of facilities, including multi-use facilities, common space hubs, and sustainable design
- Recognize the need for revenues to assist with asset management
- Keep pace with the use of technology in recreation service delivery
- Recognize and acknowledge volunteers as essential to community recreation
- Take advantage of opportunities to expand sports tourism
- Nurture positive partnerships and balance outsourcing with City delivery of services
- Continuously evaluate and refine the role of City departments in delivering parks and recreation opportunities

These items were considered when identifying community needs in this document.

## 2.2 BENEFITS OF PARKS AND RECREATION

Numerous national, provincial and municipal organizations have been engaged in research regarding the benefits of parks and recreation. The “benefits” approach is a highly effective framework for planning and promoting services because it emphasizes that there are both direct and indirect benefits to the community from investing in parks, recreation and cultural facilities, programs, activities and special events.

The direct benefits accrue to those who participate in terms of healthy and active lifestyles, social and family connections, positive behaviours, a sense of competence, and disease prevention, among others. There are indirect benefits to the community as a whole, even for those who do not participate. This stems from the enhanced vibrancy of the community, strengthened social fabric, healthier business community, more employment opportunities, more local goods to be purchased, and enhanced tourism assets.



Active people lead healthier lives and have stronger connections to their communities. A powerful case exists that investment in recreation infrastructure is a preventative approach to health and social well-being that offsets spending on reactive infrastructure such as hospitals and correctional institutions.

At the national level, the Canadian Parks and Recreation Association (CPRA) has an online resource that collects data to support the following eight benefits of parks and recreation ([www.benefitshub.ca](http://www.benefitshub.ca)). The Leisure Information Network updates the benefits information on behalf of CPRA. This resource identifies that the work and services provided through parks and recreation:

1. Are essential to personal health and well-being
2. Provide the key to balanced human development
3. Provide a foundation for quality of life
4. Reduce self-destructive and anti-social behaviour
5. Build strong families and healthy communities
6. Reduce health care, social service and police/justice costs
7. Are a significant economic generator
8. Provide green spaces that are essential to environmental and ecological well-being, for the survival of natural species, the environmental responsibility and stewardship by humans and creating a sense of place

The benefits of parks and recreation also fit within the framework of sustainability. The following are some examples of this:

### ***ENVIRONMENTAL BENEFITS OF PARKS AND RECREATION***

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- Protection of habitat, biodiversity and ecological integrity in parks and open space
- Opportunities for human connections with nature, environmental education and stewardship
- Pollution abatement and cooling of air and water, mostly from trees and soil
- Rainwater management
- Climate change adaptation, including mitigation of extreme weather events
- Carbon sinks

### ***SOCIAL BENEFITS OF PARKS AND RECREATION***

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- Contribution to community pride and identity
- Stronger social networks and community connectedness
- Physical, psychological and spiritual health and well-being
- Support for play as a critical element in learning and child development
- Connecting people with nature, which has proven health benefits
- Development of community leaders

### ***ECONOMIC BENEFITS OF PARKS AND RECREATION***

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- Attraction of residents and businesses to the community
- Increased viability of adjacent commercial areas
- Contribution to tourism opportunities
- Reduced costs in criminal justice and health care systems
- Recreation, fitness, sport, arts, culture, parks, and open spaces are significant employment generators
- Increased property values

### ***PERSONAL BENEFITS OF PARKS AND RECREATION***

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- Helps extend life expectancy (active living, sport, fitness)
- Contributes to mental health and well-being
- Reduces obesity, resulting in many health benefits
- Enhances overall physical and emotional health and improves quality of life
- Combats diabetes and osteoporosis and helps reduce risk of coronary heart disease
- Contributes to academic success and provides exceptional opportunities for lifelong learning



## 2.3 COMMUNITY INPUT

This section presents a summary of community input. Tables are shown in Appendices C and D and a more complete record of input is available from the City. Because there was a proposal for a commercial waterslide development at Skaha Park approved by Council shortly before this project was undertaken, a significant number of comments from the public referred to that proposal.

### COMMUNITY TELEPHONE SURVEY

A statistically valid telephone survey was conducted to understand the interests and preferences of Penticton residents. The survey invited participants to share their opinions about outdoor recreation, indoor recreation facilities and programs, and commercial uses of park and recreation spaces. Per standard survey procedures, the results were weighted based on age. The following is a summary of the findings.

#### Participation in Outdoor Activities

The top outdoor activities were walking/hiking/jogging for exercise or recreation (75% of households indicated participation within the past year), visiting a beach (67%), and attending a festival or special event in a park (36%). Penticton residents are not as active in outdoor recreation as comparable communities based on other similar surveys conducted by the consultants. This may be related to the older population and health-related data noted in section 2.1.

#### Satisfaction with Outdoor Recreation Amenities

Overall, the survey results showed high satisfaction for outdoor recreation opportunities. The highest satisfaction scores in terms of numbers were for personal safety in parks during the day, maintenance of parks, and natural park land. Additional items with high satisfaction in terms of percent were for festivals or special events (94% of respondents to this question) and beaches (90%).

In terms of numbers, satisfaction with outdoor recreation was lowest for personal safety in parks after dark (161 of 292 users were not satisfied), and public washrooms (175 of 325 were not satisfied). Satisfaction was also low in terms of percent for off-leash dog parks (57 of 95 users were not satisfied).



## Priorities for Outdoor Recreation

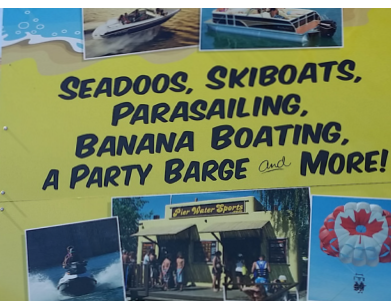
Respondents were asked to suggest their first choice improvement for parks, beaches, or trails in Penticton. The most common responses related to cleanliness of public washrooms (38 comments), off-leash dog parks and better control of dog areas (25 comments), and public safety in parks after dark (21 comments).

## Use of Indoor Recreation Facilities

The most used indoor recreation facilities were the South Okanagan Events Centre (SOEC) Arena (44% of households had someone who attended this facility in the past year) and the Penticton Community Centre Pool (also 44%). In total, 24% of survey respondents reported not having attended any facilities in the past year. Penticton residents are not as active in indoor recreation as comparable communities based on other similar surveys conducted by the consultants.

## Satisfaction with Indoor Recreation Facilities

Satisfaction with indoor recreation facilities was high overall. Of those who used the SOEC Arena, 94% reported being satisfied. The Penticton Seniors' Drop-In Centre received the highest satisfaction rating among indoor facilities (95% of 60 respondents were satisfied).



### Participation in Indoor Recreation Programs

More than half of survey respondents did not participate in any indoor recreation programs (55%). The highest rate of non-participation was for those 60 years or older, of whom 66% did not participate. The highest rate of participation was for aquatic/pool activities (33%), of which 66% of respondents lived in a household with children.

### Satisfaction with Programs in Public Recreation Facilities

Satisfaction with programs was generally high. The highest satisfaction rating was for private facility fitness classes (94% of 41 reported participants) and community organized sport (94% of 36 reported participants). For aquatic/pool activities, 92% of 132 participants were satisfied.

Respondents were asked whether there are any age groups for which recreation or sport programs are insufficient or lacking in Penticton. Most respondents said either no (40%) or they were not sure (44%). Of those who said yes, 45% (31 respondents) said there is insufficient programming for youth aged 13 to 18.

### Priorities for Indoor Recreation

Out of 103 comments, the most common suggestions for improvements to indoor recreation facilities were related to affordability and maintenance/updating of facilities. The most common suggestions for improvements to indoor recreation services or programs in Penticton were related to increasing affordability and requests for increased availability of programs outside of regular work hours.

### Commercial Uses in Parks

Respondents were asked whether they support commercial uses in parks for a variety of uses. The strongest support was expressed for small food vendors in waterfront parks, off the sand (78% of respondents supported this). Food concession buildings and small merchandise vendors were also strongly supported in waterfront parks, off the sand (75% support each). Respondents expressed support for day use (74%) and full-time (71%) marinas on City beaches, on the sand.

Respondents were asked whether they have any comments or suggestions that could help guide the City when considering new commercial uses in parks. Out of 193 comments, 50 opposed new commercial uses in parks (26% of comments received), 41 opposed waterpark or waterslide development in parks/on beaches (21% of comments received). These results were not consistent with the Master Plan public engagement open houses, which many community members attended to express their opposition to commercial uses in parks.

### Role of Penticton

When asked what parks and recreation opportunities Penticton should advertise and focus on to attract more residents to the City, the natural beauty and beaches were rated as the most important opportunities to promote by 93% of respondents.

## YOUTH SURVEY

The youth survey provides a snapshot of indoor and outdoor recreation preferences among 156 high school students in Penticton (see **Appendix D** for tables).

### Outdoor Recreation

Survey respondents were asked to indicate their favourite outdoor recreation activities, out of a list of 25 choices. The top five activities were:

75%	70%	61%	58%	54%
going to the beach	walking/hiking/jogging	enjoying nature	attending a festival or special event in a park	hanging out in a park

### Indoor Recreation

When asked to indicate their favourite indoor recreation activities (out of a list of 11 choices), the top five activities were:

61%	52%	48%	36%	35%
swimming	working out in the gym	indoor basketball or volleyball	skating	programs such as yoga or dance

### After Graduation

The youth were asked how likely they are to live in Penticton after completing high school and/or post-secondary education. Just under one-third (27%) said they would likely stay, 36% said they did not know, and 37% said they would likely leave.

### Priorities for Indoor and Outdoor Recreation

Survey respondents were asked to indicate if there is anything the City of Penticton could do in parks and recreation to make people their age happier. The top five initiatives are listed below:

1	2	3	4	5
increase activities for youth and promote them	waterparks	more basketball courts (indoors/outdoors)	more youth friendly festivals, events, and concerts	more trails for walking and biking

## FOCUS GROUPS

Focus groups provide qualitative input that allows for in-depth insights, complementing the results of surveys. The focus group input was used in the formation of the vision, goals, and community-identified needs of the PR Master Plan. The following are some of the key perspectives of those who participated in the focus groups.

### Strengths and Challenges Related to Parks

Strengths	Challenges
Free, green open space	Commercial uses of parks (Skaha Park proposal)
Public beaches	Skaha Park proposal
Shady quiet areas	Dirty washrooms
Variety and ease of access, open to everyone	Maintenance of parks
River Channel Parkway	Not enough green space
Trails	Protection of the oxbows
Lakes	Unregulated overnight camping
Clean	Noise
	Smoking

### Strengths and Challenges Related to Recreation

Strengths	Challenges
Aquatic Centre and SOEC	Loss of tennis bubble
Hockey programs	Buildings need repair
Soccer programs	Ice and dry floor access
Seniors' Centre	Dressing rooms at McLaren
Swimming programs	Maintenance of facilities
Variety of recreation and sport programs	Different booking systems
Affordable programs, specialized programs	Potential rate increases
Staff	Pool closures
Free parking at facilities	Some types of programs are lacking
Ability to host events	

### Vision (Values)

Unique and diverse natural features, beauty

City between two lakes

Healthy and active community

Safe community

Quality recreation facilities supporting many activities

Connectivity of parks and open spaces

Hosts of extraordinary events

Excellent opportunities and welcoming for tourists

### Goals / Objectives

Protect parks and green spaces, water resources, ecology

Inclusive and accessible – age, ability, culture, residents/tourists

Affordable - free parks, reasonable fees

Sustainable – triple bottom line

Fiscally responsible – maximize use, maintain assets, economy

Communication and collaboration – community, PIB, etc.

Commitment to implementation

Long term view – population growth, new opportunities

Promote Penticton widely, premiere destination and place to live

### KEY THEMES

There were three key themes that were heard throughout the engagement process, as summarized below:

#### Protect park land

Residents place high values on park land, greenspace and trees. They want parks to be protected from inappropriate development in perpetuity. There is interest in protecting natural areas for their many benefits and including community engagement in any major decisions that affect the protection of park land.

### Provide amenities to keep up with growth

Residents would like recreation facilities and park amenities to meet the needs of existing and future residents, as well as visitors. This involves upgrading or replacing aging infrastructure, providing amenities for activities that are becoming more popular, and planning for the most appropriate uses of park land with community engagement.

### Respect financial considerations

Residents would like the community-identified needs to consider affordability to taxpayers and to the City. This involves managing costs and fees, exploring multiple financing strategies, and generating and evaluating business cases and the costs/benefits of new developments.








## 3.0 GUIDING STATEMENTS

### 3.1 VISION

**Vision: an aspirational description of what we would like to achieve through this Master Plan.**

The following is the vision of the PR Master Plan.



*Penticton is a place to stay forever because we cherish our exceptional natural setting between two lakes.*

*We will continue to invest in accessible and equitable parks and recreation facilities for the well-being of all our citizens.*

*Our city will remain the destination of choice for those who appreciate the opportunities that our Okanagan home provides.*

**The vision and values were prepared by the PR Master Plan Steering Committee.**



### 3.2 VALUES

The following are the values upon which the PR Master Plan is based.

Our Parks Network	Our public parks must be planned as a network, wherein the whole network benefits the community.
Our Recreation	Our recreation, in its many forms both indoors and outdoors, is fundamental to the health and wellness of our community and needs to be protected and promoted.
Our Quality of Life	Public parks and recreation provide a unique and important contribution to the overall quality of life of our community through the provision of health, environmental, and cultural services.
Our Health	Public parks and recreation shall be protected and developed for their known benefits to the physical, mental and social well-being of our residents.
Our Environment	Urban parks, including agriculture, provide clear health and wellness benefits. They must be conserved and expanded as our population increases.
Our Culture and Heritage	Our parks and facilities shall provide opportunities for cultural expression through public art and entertainment, and the appreciation of local history.
Fair Resource Allocation	The decision process for the allocation of public funding to parks and recreation opportunities must be objective, balanced, and transparent.
Accessibility	The location, distribution and design of our parks, recreation and facilities must enable physical, financial and timely accessibility to citizens and visitors.
Stewardship of Parks and Recreation	The role of our civic leaders is to protect our public parks and recreation on behalf of residents, and to safeguard them as unencumbered assets for public use and enjoyment.
Governance and Transparency	In considering proposals, civic leaders must ensure timely, open and transparent decision-making processes.
Fiscal Efficiencies and Partners	Limited financial resources require that civic leaders consider partners to expand and improve parks and recreation. Opportunities that are presented by interested groups must be dealt with in a transparent and timely fashion. The evaluation of proposals must include community cost/benefit analyses.
Sustainability	A network of public parks and recreation must be recognized as an indispensable element in the creation of a sustainable and livable community.
Acquisition	Civic leaders shall recognize that the continuing acquisition of new park lands, via the Parks Acquisition Fund, is essential.
Adaptability for Parks and Recreation	Parks and recreation planning and design must be adaptable to the evolving community demographics and changing recreational interests.
Communications	Civic leaders shall provide public education regarding the costs and values of parks and recreation to our community. Additionally, civic leaders shall seek public input regarding the level of funding allocated for parks and recreation.

**Value Statement: a declaration that informs the reader about the municipality's top priorities and core beliefs in relation to this Master Plan.**

### 3.3 GUIDE TO THE COMMUNITY-IDENTIFIED NEEDS

The next sections cover the component areas of the PR Master Plan. For each area, there is a goal, context information, community engagement and benchmarking results where applicable, analysis, and community-identified needs.

**A goal is a brief, clear statement of an outcome to be reached within a timeframe.**

The community-identified needs are presented for the consideration of Council and staff based on community input, staff and stakeholder interviews, benchmarking, and best practices. The community-identified needs are not prioritized in the Master Plan. It is recommended that prioritization and the phasing of implementation be considered by a Parks and Recreation Advisory Committee with City staff.

The Parks and Recreation Master Plan is a working document and it is understood that parks and recreation are ever-evolving. New needs in the community may arise after this PR Master Plan is finalized. The community is encouraged to bring new and emerging ideas to City staff who work with the community on reviewing and moving ideas forward.

For ease of implementation, the community-identified needs are divided into the following subheadings:

- Planning and Design
- Land Acquisition
- Capital Development
- Operations and Management
- Service Delivery

It is understood that the City is already pursuing actions that comply with many of the community-identified needs in this Master Plan. For that reason “continue to” is typically not included at the front of the needs.

#### ***ECONOMIC IMPACT***

Many sports and recreation activities have a positive economic impact on the City. The OHG Hockey Academy and Hockey Camps are an example where a specific economic impact analysis has been completed. In 2016 they undertook an economic study that showed that the OHG contributed more than \$19.9 million to the Penticton economy annually and their business continues to grow. The OHG programs and tournaments boost sport tourism and showcase Penticton to potential residents. The City supports working with all organizations in the community to assist in developing economic impact assessments promoting their benefit in our community.



## 4.0 PARKS



### 4.1 PARK LAND SUPPLY

#### GOAL

Provide, protect, and promote public parks in Penticton.

#### DESCRIPTION

##### Classification System

This Master Plan provides a classification system for park land as an aid to park planning and management (Map 1 and **Appendix E**). A classification system can help to guide the acquisition, disposition, development and maintenance of park land, as well as support for Development Cost Charges.

Some parks are difficult to classify because they fit into more than one definition. In those cases, the most appropriate category is selected based on park use.



- **City-wide park** - City-wide parks draw residents and tourists from a broad area. People may visit these parks due to the beaches, natural features, built facilities, cultural features and opportunities offered. City-wide parks draw people who specifically travel to spend time “in the park”, for activities as diverse as water and beach activities, special events, picnics, sports, tourist attractions and recreation. These parks include a wide range of recreational amenities such as playgrounds, spray parks, walkways, sports amenities, and concessions and attractions. Current mean size is 2.51 ha, largest size is 15.97 ha, and smallest size is 0.28 ha. Examples: Okanagan Lake Park, Rotary Park, Gyro Park, Lakawanna Park, Kings Park, Skaha Park



- **Community Park** - these parks draw residents from most of the City. They include a range of recreation facilities, such as playgrounds, walkways or trails, other recreation amenities, and sports fields. They are meant to form the visual, physical and social focus of the community. Current mean size is 1.17 ha, largest size is 5.71 ha, and smallest size is 0.08 ha. Examples: Lions Park, Penticton Senior’s Drop-in Centre, Kiwanis Park, Columbia Park, Riverside Park



- Neighbourhood Park** - neighbourhood parks generally serve the catchment area of or similar to that of an elementary school. Neighbourhood parks that are developed typically include play equipment, pathways, open grass, and seating. They may also include other recreation or athletic facilities. These parks are meant to form the visual, physical and social focus of the neighbourhood. Access is usually by walking so neighbourhood parks don't require parking lots. (Parks previously called tot lots or mini parks are considered undersized neighbourhood parks). Current mean size is 0.4 ha, largest size is 1.28 ha, and smallest size is 0.10 ha. Examples: McGregor Park, Dunant Park, Granby Park, Arasook Park, Sendero Canyon Park



- Trail Corridor** – these are linear rights-of-way whose primary purpose is to support trails. They may have associated features such as viewpoints and parking areas. Examples: TCT/KVR Trail, Sendero Ravine



- Special Purpose Park** – parks that have a special purpose that could be recreational or cultural. Whether these parks are for recreation or not, they have high values as open green space. Examples: Penticton Golf and Country Club, Lakeview Cemetery, Loco Landing, Lawn Bowling Club



- Natural Park** – these parks are mostly undeveloped because they have been protected as natural areas. Most include natural features such as steep slopes, grasslands, forests, watercourses, ravines, or bluffs. The recreational use of natural areas is usually limited to trail uses and nature appreciation. Depending on the size, location and characteristics of the natural open space, it may be used by residents of one neighbourhood or the entire City. Facilities such as parking lots, signs, trails, gathering areas, and washrooms support public access and use. Examples: Cleland Natural Greenbelt, Esplanade, Munson Mountain Park, Wiltse Nature Park, Three Blind Mice, Water Treatment Plant Natural Area, Ellis Creek Pathway, Penticton Creek Pathway

- Open Space** – this category includes other open space in the community that does not typically support a significant amount of use, but it can be considered important in terms of adding to the landscape character. Depending on the size, location and characteristics of the open space, it may be used by residents of one neighbourhood or a broader area. Examples: Windsor Park, boulevards, Ayres Crescent, KVR Park

- School Sites** – this includes the green space portion of public school sites. These are considered, though separately from the park system because school sites are not under the jurisdiction of the City; however, the land often has park values (school buildings and parking lots are excluded)

- Recreation Facility Site** – this includes the land upon which large indoor recreation facilities are located, along with associated parking lots and paved areas. These sites are officially park land, but they do not have park values.

### Facilities

- South Okanagan Events Centre (SOEC) (Queens Park)
  - Penticton Community Centre (on SOEC site) (Queens Park)
  - Memorial Arena (Queens Park)
  - OHS Arena (Queens Park)
  - Penticton Curling Club (Queens Park)
  - McLaren Arena
  - Adidas SportsPlex – (Kings Park)
  - Penticton Seniors’ Drop-In Centre
- **Other City Land** – this includes City-owned land used for institutional or infrastructure purposes, or purchased as future park land. Examples: works yard, firehall, library and museum, houses near Skaha Park, lot near Queens Park, RV lots near the oxbow

In Penticton, a number of properties with park values are managed by others, and these are mapped and documented as follows:

- City-owned park land leased / licenced to others. Examples: Loco Landing, Lawn Bowling Club, Seniors’ Drop-in Centre, Marina Disc Golf, Vancouver Ave Community Gardens, Three Blind Mice, Horseshoe Club, Penticton Golf and Country Club, Penticton Yacht and Tennis Club
- Open space owned and managed by others. Example: Campbell Mountain Trails (Crown Land used by City residents for recreation, but not protected as park land). Campbell Mountain is very important to City residents and was mentioned frequently during community engagement. Informal trails are used extensively, but the area is not being managed or planned in a coordinated fashion. As of December 2016, Council directed staff to enter into a recreational licence or lease with the Province of BC for a term of about 30 years for a portion of Campbell Mountain. The purpose is to undertake consultation with the public, stakeholders and the Penticton Indian Band to determine the best use for recreational land, to conduct a broad view environmental impact study or environmental inventory, and to work towards a management plan for the area. As of February 2018, the application is on hold. Due to many competing recreational interests on these lands, full public consultation is recommended.



## PARK LAND SUPPLY CALCULATIONS

The City of Penticton has 67 park or open space sites covering over 320 hectares (ha) of land. With the addition of public school sites (excluding the buildings and parking lots), there are about 355 ha of green space available for public access and use in Penticton (shown in Figure 4.1). Campbell Mountain has an additional 277 ha of land that is used for recreation purposes, and the trail system known as ‘Three Blind Mice’ extends beyond the City-owned lot and municipal boundary.

PUBLIC PARK TYPE	COUNT	AREA (HA)
City-wide Parks	13	35.2
Community Parks	13	19.8
Neighbourhood Parks	9	4.0
Natural Parks	7	184.5
Trail Corridor	4	26.6
Open Space	7	7.2
Special Purpose	6	47.1
<b>Total City Parks</b>	<b>67</b>	<b>324.4</b>

OTHER RECREATION LANDS	COUNT	AREA (HA)
Campbell Mountain	1	277.0
Recreation Facility	4	12.7
School Sites (no buildings)	14	35.2
<b>Total</b>	<b>86</b>	<b>649.3</b>

Figure 4.1: Park Land Supply

## ANALYSIS

### Park Land Supply Analysis

This section provides an analysis of the park land supply using several different methods. Many municipalities use population-based standards to calculate and plan their supply of park land. The additional analyses of area-based supply and spatial distribution can increase the understanding of park land supply and needs for future parks.

Standards are controversial, with some believing that the quantitative approach detracts from a qualitative consideration of parks and recognition that conditions are unique in every municipality. In BC, even where standards are not embraced for their inherent value, they are often used to assist in the calculation of park development cost charges (DCCs).



Even in jurisdictions where park land supply standards exist, they are usually used as a guideline, rather than a definitive requirement. Park supply standards can be applied in a flexible manner to ensure that a full range of park types is available to all residents. They also enable a community to measure their supply over time, and to compare themselves with other communities.

**Development Cost Charges are fees charged to developers, per lot or unit developed, to cover the costs of municipal services needed to support the additional population. In BC, DCCs can be charged for acquisition of active park land and for certain aspects of park development.**

### Population-Based Park Land Supply

In the 1993 Parks, Recreation and Cultural Master Plan, the proposed guidelines for Penticton were 1 ha/1,000 population for neighbourhood parks (including school sites) and 3 ha/1,000 population for community level parks (including special purpose areas). That guideline was based on typical national and provincial standards at the time. The previous Master Plan indicated that the standard could be achieved by considering “undeveloped park land and greenbelts”.

The current approach is to evaluate population-based park land supply only for the more active types of park land, excluding natural areas and open space, because active parks used by the public form the basis for DCC calculations. Projections of park land supply consider the effects of population growth. School sites are a very important contributor to the supply of active park space in Penticton, so they are included in this analysis, but separately from parks.



ACTIVE PARK TYPE	CITY PARK LAND AREA (HA)	2016 POPULATION 34,192 (HA / 1,000)	2026 POPULATION 37,769 (HA / 1,000)
City-wide Parks	35.2	1.03	0.93
Community Parks	19.8	0.58	0.53
Neighbourhood Parks	4.0	0.12	0.10
Trail Corridor	26.6	0.78	0.71
<i>Sub-Total</i>	<i>85.6</i>	<i>2.51</i>	<i>2.27</i>
School Sites (no buildings)	35.2	1.03	0.93
<i>Total</i>	<i>120.8</i>	<i>3.53</i>	<i>3.20</i>

Figure 4.2: Population-Based Park Land Supply

Figure 4.2 illustrates that the current supply of active park land in Penticton is 2.51 ha/1,000 population for City-wide, Community, Neighbourhood and Trail Corridor Parks. Prior to including Trail Corridor Parks, Penticton has only 1.73 ha/1,000 population of active park land. Trail Corridor Parks are included in this analysis because they support a significant amount of use within the City and the sites are mostly occupied by the trails without extensive greenspace; there are precedents for this in other communities, e.g., City of North Vancouver. Including school sites, which function much like neighbourhood and community parks, the supply is 3.53 ha/1,000 population. With the estimated population increase of one percent annually, and if the City were not to acquire any additional park land by 2026, the City's park land supply would drop to about 2.27 ha/1,000 population for the active parks.

Figure 4.3 illustrates a comparison of Penticton's park land supply in relation to the most comparable benchmark communities and the provincial average from a BC Recreation and Parks Association study conducted in 2006. For many years, the Canadian standard for supply of active park land was 4 ha/1000 population. Many municipalities, particularly the ones with a large land base, still have population-based standards within that range. The inclusion of Trail Corridor Parks increases Penticton's supply in relation to the other communities.

CLASSIFICATION	PENTICTON 2016	SAANICH	VERNON	MAPLE RIDGE / PITT MEADOWS	ABBOTSFORD	KELOWNA	PROVINCIAL AVERAGE
City/Destination	1.03	2.40	2.00	1.80	0.60	1.20	1.04
Community	0.58	1.40	1.00	1.30	1.50	0.40	0.80
Neighbourhood	0.12	1.20	1.00	0.90	0.80	0.60	0.67
Other (Trails)	0.78						
<i>Total</i>	<i>2.51</i>	<i>5.00</i>	<i>4.00</i>	<i>4.00</i>	<i>2.90</i>	<i>2.20</i>	<i>2.51</i>

\*Abbotsford includes an additional 1.3ha/1000 for Trails and Open Space

Figure 4.3: Population-Based Park Land Supply Comparisons (ha/1,000)

With a trend towards increasing density, especially within downtown cores, population-based standards of supply have been decreasing. Municipalities with smaller land areas, which are mostly built out, cannot meet the traditional supply standards due to the high land values and lack of available undeveloped land. This is the case in Penticton, which is geographically constrained by lakes, hills, agricultural land and PIB land. There are several sites that Penticton could potentially acquire to add to the active park land inventory in the near future, supporting a standard slightly above the existing supply.

Studies in other jurisdictions have also shown that communities with significant waterfront can have less park land without a resulting perception of park land scarcity. This is because waterfront provides the perception of more open space due to the expansive views and the quality of waterfront parks; the water portion itself can also support recreation activities, especially on lakes.

Penticton's expansive natural areas surrounding the City, trail opportunities, especially the KVR, and nearby regional parks and opportunities on Penticton Indian Band land, are not included in the park inventory and analysis, but they do supplement the supply of active parks in relation to population. On the other hand, community input showed that residents are concerned about protecting existing park land and providing additional park space as the population increases.

The school sites in Penticton occupy more land than is typical in a City of this size. These sites are important in meeting active recreation needs. The City also has limited control over recreation amenities on school property; however, the School District is open to considering opportunities for partnering with the City and does not intend to dispose of school properties even when schools close.

### Area-Based Park Land Supply

Another way of measuring park land supply is in relation to land area. The Province of BC has a target of 12% of the total land area being occupied by protected areas, and some municipalities are interested in knowing their park land supply compared to this. This measure typically includes the open space, natural areas and parks managed by all jurisdictions. Recreation facility sites are not included in this analysis because it is considered unlikely that they will ever have park values.

Figure 4.4 illustrates the park land supply by area. Penticton, with around 7 percent coverage by City-owned park land, and 13.7 percent including school sites and Campbell Mountain, has plentiful parks and open space per this measure. This adds to the visual, recreation and environmental qualities of the community.



PARK TYPE	AREA (HA)	% TOTAL AREA
City-wide Parks	35.2	0.8%
Community Parks	19.8	0.4%
Neighbourhood Parks	4.0	0.1%
Natural Parks	184.5	4.0%
Trail Corridor	26.6	0.6%
Open Space	7.2	0.2%
Special Purpose	47.1	1.0%
Total City Parks	324.4	7.1%
Provincial Target (comparison)		12.0%

Campbell Mountain	277.0	6.0%
School Sites (no buildings)	35.2	0.8%
Total	632.5	13.7%
Provincial Target (comparison)		12.0%

Figure 4.4: Area-Based Park Land Supply

### Park Land Distribution Analysis

The third way to analyze park land supply is by spatial distribution, or the distance people have to walk to reach a park (*Map 2*). This analysis is conducted to determine a resident’s ability to walk to a park within a short distance. This assessment is approximate because the distances are measured in straight lines. The Okanagan River (the “channel”) is factored into the analysis as a barrier to access because it is not possible to walk across the channel except at the bridges.

This analysis is based on the following target walking distances, which is a typical approach: 10-minute walk (800 metres) to City-wide and Community Parks, 5-minute walk (400 metres) to Neighbourhood Park, unless the park is less than 0.2 ha, in which case it is assumed to serve immediate neighbours within 100 metres only. School sites are also shown in this analysis, with a 400-metre distance, as most of them are similar to Neighbourhood Parks in Penticton. It is a reasonable goal to have all residents located within either a 10-minute walk to a City-wide or Community Parks, or a 5-minute walk to a Neighbourhood Park.

### Disposition of Park Land

Some municipalities consider disposition of park sites that are poorly located or too small to serve as optimal park land. Penticton has some park properties that are undeveloped; however, there are very few properties with very low use that could be considered for disposition. Disposition of park land is challenging as community members living near parks often become vocally opposed to this concept. Typically, disposition of park land is only successful where the community can see a direct trade-off, i.e., a site is “exchanged” for a property with obviously higher value as park land.

Penticton has very few properties that are potential candidates for disposition. However, the City could show due diligence by evaluating the possible cost/benefit of disposition in a few limited cases, also identifying the properties that would be acquired as new park land.

### Encroachment on Park Land

The City of Penticton recognizes that there a number of private encroachments into existing public park land. There shall be no further encroachments into public park land and existing encroachments will be managed to ensure removal of encroachments where considered feasible. City staff will work with the Parks and Recreation Advisory Committee to review existing encroachments and will manage these on a case-by-case basis. Protection of public park land was a paramount message received throughout the community engagement process.



### Park Land Supply Gaps and Opportunities

The park land distribution analysis shows that almost all residents are within a 5-minute or a 10-minute walk of the active parks, per the distances above. There are small areas beyond those limits:

- A location near the oxbow west of Princess Margaret Secondary School
- Two portions of Upper Wiltse, northeast and south of the Wiltse Nature Park

In addition to filling the gaps noted above, there are some specific sites that could help to improve opportunities at existing parks or to provide new recreation options in the community. This could involve aggregation of properties to achieve larger park sites.

### Summary of Strengths and Challenges

Strengths	Challenges
Penticton has high quality park land, including a significant amount of waterfront	The City's park land supply in relation to population is relatively low, and the City will be challenged to maintain the existing level of park land supply as the population grows
The City has a wide range of park types within good access of residents	There are some particular locations where acquiring more park land would be beneficial
A number of City-owned properties, currently classified as Open Space or other categories, have the potential to be developed as active park land	There are few potential properties available for active park land in the City that are not in the ALR, not developed and with suitable terrain
Residents did not identify any particular locations as being deficient in park land	Major financial resources may be needed to acquire significant amounts of new park land
	The City does not have a population-based standard for acquisition of active park land in place
	In multiple locations, private properties encroach on park land
	Special events can reduce public access to parks during specific time periods

## COMMUNITY-IDENTIFIED NEEDS FOR PARK LAND SUPPLY

### Planning and Design

- 4.1.1 Establish the following guidelines for acquisition of active park land: City-wide parks 0.95ha/1,000 population, Community Parks 0.6ha/1,000 population, Neighbourhood Parks 0.15ha/1,000 population, Trail Corridor 0.8ha/1,000 population, for a total of 2.5 ha/1,000 population, achieving this initially through development of land that is City-owned.

## Land Acquisition

- 4.1.2 Acquire property for park land in the following key locations as opportunities arise.
- Acquire lands at strategic locations to improve opportunities at existing parks, to provide new recreation options in the community, and to improve connectivity between parks
  - Review the existing inventory of City land that is undeveloped or used for other purposes, and not designated or zoned as park, to identify potential new park land
  - Explore opportunities for either acquisition or use of some of the land for outdoor recreation at or near the oxbow west of Princess Margaret Secondary School
  - Work with developers to acquire new park land, targeting 1.55 ha/1,000 population of combined Community and Neighbourhood Parks and Trail Corridors, to serve the existing and new population in each location

## Planning and Design

- 4.1.3 Establish the following siting guidelines for acquiring community and neighbourhood parks in new developments:
- Locate neighbourhood parks next to elementary schools where possible.
  - Locate community and neighbourhood parks near protected natural areas where possible.
  - Lay out community and neighbourhood parks to include trails that provide continuous connections through the development (off-street if possible using rights-of-way between dead-end roads, cul-de-sacs, etc.), with links to external trails to parks, schools and other destinations.
  - Locate trail corridors as connectors between community and neighbourhood parks and external trails.
  - Locate community and neighbourhood parks with pedestrian access from all four sides if possible.
  - Locate community and neighbourhood parks with significant street frontage to a local or collector road on at least one side.
  - Use the minimum sizes of 0.4 ha for community parks and 0.2 ha for neighbourhood parks.
  - Site community and neighbourhood parks so that one type or the other will be within 400 metres of most residents.
- 4.1.4 For large new development projects in the downtown area, negotiate for publically accessible outdoor plaza spaces to serve neighbourhood park needs where possible.
- 4.1.5 Work with the Province, RDOS and private land owners on a long-term management plan for Campbell Mountain that addresses environmental and recreation opportunities.

- 4.1.6 When school sites are available for other uses, explore opportunities with the School District for acquiring the open space components of these properties as City parks.
- 4.1.7 Working with the Parks and Recreation Advisory Committee, identify potential park sites for disposition, gauge neighbourhood interest in these sites, and conduct a cost/benefit analysis related to disposition of these sites in exchange for acquisition of land with better value as park land.
- 4.1.8 Collect data and prepare a policy related to encroachments on park land.
  - Prepare an inventory, including mapping, of encroachments on park land.
  - Prepare a policy regarding encroachments on park land that takes into account different levels, types and locations of encroachment.
  - Implement measures to manage encroachments in accordance with the policy.

## 4.2 PARK DESIGN AND DEVELOPMENT

### GOAL

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Provide a system of diverse parks that are comfortable, safe, accessible and attractive, with social spaces as well as recreation amenities.

### DESCRIPTION

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This section addresses the overall design and development of parks. Specific park amenities are addressed in section 7.0, and park safety and security are discussed in section 4.4. The following is a summary of the design of Penticton's parks by type (Trail Corridors are addressed in section 5.0):

- The City-wide parks are generally built to a high design standard, with multiple amenities, and landscapes that include trees, grass and some horticulture plantings. Most of these parks have been developed in stages over time. SS Sicamous has a park concept plan. Other City-wide parks have had component parts designed by landscape architects.
- The community parks are more variable in their design. Some are attractive sites that provide a welcoming atmosphere as well as recreation opportunities. Others would benefit from some upgrading. As is appropriate, the level of design and horticulture is lower than for City-wide parks.
- There are not a lot of neighbourhood parks, and these are highly variable, reflecting their distinct settings.
- Most of the special purpose parks are managed by others. An exception is the Lakeview Cemetery, which has a Cemetery Master Plan.
- Natural parks in Penticton are all highly affected by impacts of the urban environment, experiencing encroachments, inappropriate uses, erosion, invasive plants, soil compaction, etc. The major challenge in these parks is to protect and enhance their natural vegetation and habitat values.



- The open spaces are also highly variable. Some of these have the potential to be developed into active parks.
- Many undeveloped properties contain a mix of indigenous and non-indigenous plant species; non-indigenous plants (commonly referred to as weeds) can be invasive and have a negative impact on local environments. Weeds require regular cutting and maintenance, which does take place in these park properties.
- School sites are not designed nor maintained to the same level as City parks. There are some school sites in Penticton where the City has made a contribution to achieve a higher level of design or maintenance. There are also schools where Parent Advisory Committees (PACS) have raised money for playgrounds or other amenities.
- Recreation facility sites are mostly occupied by parking lots. Since most of these sites have existed for a long time, there are not a lot of green spaces, plazas, trees, plantings or features such as rain gardens within them.

The City does not have a clear process for the design of parks associated with new developments. This has been requested as a component of this Master Plan. The City has also expressed the need for guidance on processes for upgrading or redeveloping existing parks.

## ANALYSIS

### Park Design Gaps and Opportunities

Many of Penticton's parks are well established and the only needs are related to upgrading of infrastructure and amenities over time (section 7). The following are parks that require some planning or design:

#### City-wide parks

- **Gyro Park** - special events have impacted tree health in the park (50% of mature trees removed in past 16 years); the park needs improvements for more day-to-day uses including play and more seating as per the Downtown Revitalization Concept vision of a 'North Park', and large events need to be relocated elsewhere
- **Kings Park** – the park would benefit from improvements to modernize the facilities, particularly to support large-scale tournaments, e.g., more change rooms



- **Lakawanna Park** – the south parcel contains tennis courts (which are old and substandard in quality) and part of the property (about 1,500 m<sup>2</sup>) is undeveloped containing only weeds; there are opportunities to redevelop this area with usable greenspace or new amenities
- **Okanagan Lake Park** – this otherwise excellent park would benefit from establishing more of a destination viewpoint on the spit to attract more park users to this outstanding viewpoint
- **Skaha Park** – rated the #1 beach in Canada per Chatelaine, this park has many popular amenities; challenges include an old spray park, losing sand on the beach, loss of pine trees, etc; the park would benefit from a Master Plan to consider the natural environment, upgrading of older amenities, linking of amenities, potential new uses, and new properties, i.e., Elm Avenue houses
- **SS Sicamous** – a Concept Plan for this park has been prepared but not implemented; components include expanded parking, plaza, boardwalk, viewing decks, canoe/kayak launch, boatshed, enhanced rose garden, PIB Cultural Centre, wetland restoration
- **Sudbury Beach** – parts City land, Crown land and PIB locatee land (locatee is someone holding a Certificate of Possession to a particular property on an Indian Reserve), the park would benefit from coordination regarding uses, amenities and maintenance

## Community Parks

- **Lions Park** – the relocation of the BMX track is a potential loss to children in the neighbourhood; the park would benefit from a Master Plan to review the park as a whole and to prepare a design that meets the needs of the neighbourhood, including children and seniors (a neighbourhood-level bike skills park could be considered)
- **Seniors Drop-In Centre** – use of the horseshoe pitch is declining, bocce players would like a picnic shelter, and the pickleball club wants more courts; the park would benefit from a Master Plan prepared in collaboration with the license holder as an undeveloped portion of the site and changing

## Neighbourhood Parks

- **McGregor and Baskin Parks** – these neighbourhood parks are not developed; it would be appropriate to contact the respective neighbourhoods to identify either their vision for the parks or if they prefer that these parks be sold in exchange for park land or park amenities in other locations

## Natural Parks

- **Esplanade** – this site has great potential as a natural park, and is in need of a Master Plan along with the Penticton Marina and Tennis Club area; challenges in this area include unregulated camping, risks of fire, exclusive licensed use, encroachment onto park land, invasive plants, and lack of planning and direction in the face of competing demands; opportunities are significant due to the excellent views, unique habitat and wildlife, and relationship to the waterfront (see section 4.3)
- **Penticton Creek Pathway** – this is a popular trail, and it is a challenge managing the riparian conditions as the creek was previously channelized; the corridor is not wide enough for a multi-use trail in all locations; there is a creek restoration plan to continue to naturalize it and to improve and connect the trail

- **Three Blind Mice** – this large park and the adjacent Crown land are an asset to the community; the City portion is leased to PACA and disc golf, and the area is a popular destination for hiking, mountain biking and disc golf; improvements are needed to the staging area in the City, e.g., more parking and washrooms, and a long-term management strategy for the area as a whole (City and Crown portions) could help to address challenges

### Open Space

- **630 Munson Mountain Road** – this site is an undeveloped 4 ha property in the ALR; a portion of the site has been developed as a BMX track; a bike skills area may also be appropriate here due to the proximity to Campbell Mountain and Three Blind Mice; the City will need to consider long-term uses such as urban agriculture that are compatible with the ALR
- **Duncan Avenue Reservoir** – the top of this reservoir has an excellent view; there is an opportunity to develop it with a look-out and potentially other amenities so it could serve as a neighbourhood park

### Special Purpose

- **Lakeview Cemetery** – there are opportunities to make the cemetery more accessible for walking and experiencing the culture and history of the site as described in the 2013 Cemeteries Master Plan
- **Penticton Marina and Tennis Club** – this area includes the marina and tennis club; the former yacht club building is beyond its lifespan; there is a major opportunity to redevelop this space into a shoreline City-wide park, potentially with some mixed recreational use development behind it; ultimately the work coming out of a Master Plan for this specific area will determine how these lands are used into the future; the process will involve significant public engagement and direction from the Parks and Recreation Advisory Committee
- Lawn Bowling Club – see section 7.3

### School Sites

- Sports fields are addressed in Section 7

## Summary of Strengths and Challenges

Strengths	Challenges
Penticton has many attractive parks that meet a wide range of community needs	Several parks need master plans
Some parks have significant trees and other vegetation	Some parks need upgrading of older infrastructure
Some parks have gathering spaces large and small	Some parks would benefit from improvements such as tree planting, loop paths, improvements to accessibility, and addition of seating and gathering spaces
Some parks are being provided in new developments	There is no direction to guide park design in new developments

## COMMUNITY-IDENTIFIED NEEDS FOR PARK DESIGN AND DEVELOPMENT

### Planning and Design

#### 4.2.1 Apply the design guidelines in Figure 4.5 to the design of new and upgraded parks

PARK DESIGN GUIDELINES	
<input checked="" type="checkbox"/>	Use universal design principles to welcome all park visitors, including some pathway loops that are fully accessible in City-wide parks, and other parks where possible.
<input checked="" type="checkbox"/>	Encourage parks to include gathering places, with seating and spaces appropriate for picnics and group activities according to the type and size of the park.
<input checked="" type="checkbox"/>	For parks that include parking areas, design the parking efficiently, minimize the amount of hard (or gravel) surface, and keep the parking as close to the perimeter of the park as possible.
<input checked="" type="checkbox"/>	For large parking lots, include trees, planting and rain gardens during upgrading projects or new construction.
<input checked="" type="checkbox"/>	Plant trees in parks to the degree possible for shade and as a contribution to the urban forest.
<input checked="" type="checkbox"/>	Use Crime Prevention through Environmental Design (CPTED) principles, balancing these with the need to protect and enhance habitats.
<input checked="" type="checkbox"/>	Provide seating in all parks and along multi-use trails.
<input checked="" type="checkbox"/>	Design parks with the goal of increasing creativity and interest, e.g., more interactive play environments and equipment, allow children to experience more nature in parks, and provide options for all ages of children, youth and adults.
<input checked="" type="checkbox"/>	Consider the following amenities in parks as they offer wide-ranging benefits; creative nature-based playgrounds, sport courts, urban agriculture, and dog off-leash areas.
<input checked="" type="checkbox"/>	When planning and designing new parks, consider life cycle cost analysis and water and energy consumption.
<input checked="" type="checkbox"/>	Design parks with consideration for protection and enhancement of environmental resources and include rainwater/stormwater infiltration where possible.
<input checked="" type="checkbox"/>	Celebrate local artists in parks, with more public art such as murals, mosaics, and sculptures.

Figure 4.5: Park Design Guidelines

**Universal Design** involves designing spaces so that they can be used by the widest range of people possible. Universal Design evolved from Accessible Design, a design process that addresses the needs of people with disabilities. Universal Design goes further by recognizing that there is a wide spectrum of human abilities. Everyone, even the most able-bodied person, passes through childhood, periods of temporary illness, injury and old age. By designing for this human diversity, we can create things that will be easier for all people to use. Universal Design makes places safer, easier and more convenient for everyone.

4.2.2 Conduct park Master Plans for the following parks, in no specific order, using the process in Figure 4.6:

- Skaha Park
- Lions Park
- Seniors Drop-in Centre
- Lakawanna Park
- Esplanade Park

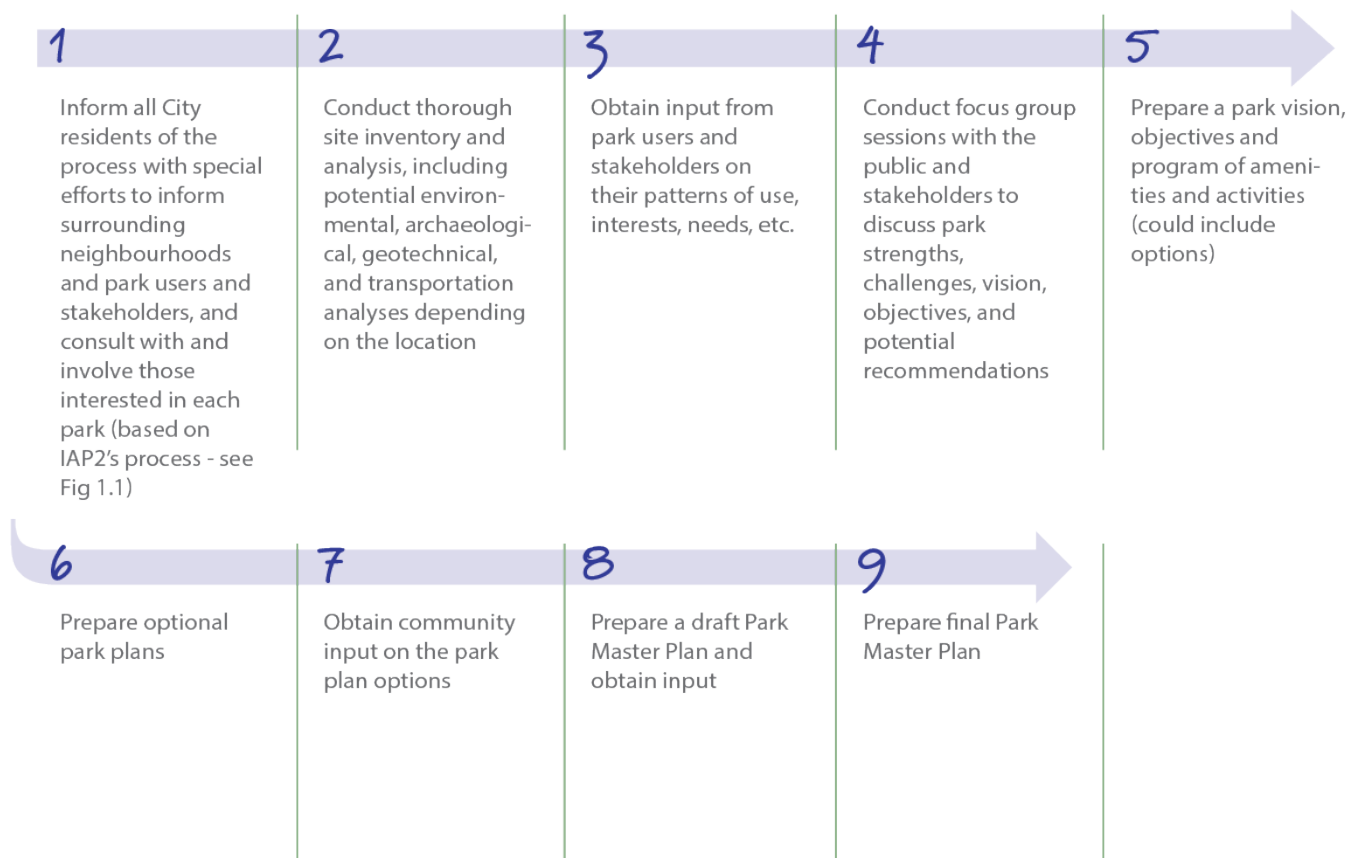


Figure 4.6: Park Master Planning Process

## Capital Development

- 4.2.3 Upgrade amenities in existing parks, considering options in the following parks as described in more detail above and in section 7: IAP2 Inform surrounding residents of proposed improvements (e.g, sign in the park), Consult with residents on improvements that affect the functioning or uses within the park:
- Gyro Park – tree planting, play, more seating
  - Kings Park – entry improvements
  - Marina Way Park – pedestrian access improvements
  - Okanagan Lake Park – upgrades for events, viewpoint on the spit
  - Skaha Park – new spray park, beach and tree management, upgrading older amenities, paths, and potential new uses per new Master Plan
  - SS Sicomous Park – expanded parking, plaza, boardwalk, viewing decks, canoe/kayak launch, boatshed, enhanced rose garden, PIB Cultural Centre, wetland restoration
  - Sudbury Beach – clarify uses and amenities
  - Lions Park – upgraded and potential new amenities per new Master Plan to be created for this park
  - Seniors Drop-In Centre – potential picnic shelter, more pickleball courts and other amenities per new Master Plan to be created for this park
  - Esplanade – upgrade park per new Master Plan, based on environmental and geotechnical assessments; opportunities include a viewpoint, link to the waterfront, environmental protection and restoration, and potential recreation uses
  - Penticton Creek Pathway – naturalization
  - Three Blind Mice – improve staging area in City
  - 630 Munson Mountain Road – BMX and potential bike skills area
  - Duncan Avenue Reservoir – look-out and potentially other amenities
  - Penticton Yacht and Tennis Club – redevelopment into a shoreline City-wide park, potentially with mixed recreational use development

## 4.3 NATURAL AREAS

### GOAL

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Protect Penticton's natural areas within parks to the degree possible.

### DESCRIPTION

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Penticton is within a larger regional ecosystem recognized as one of the country's most endangered natural systems. The area is considered to have international importance as the biodiversity of the area supports significant concentrations of species at risk. Important habitats that have been identified within Penticton include wetland / riparian, grassland / shrub-steppe, coniferous forest, and rugged terrain. The South Okanagan Similkameen Conservation Program is a partnership of 48 organizations, including the City of Penticton, who are working together to maintain the unique natural areas of this region.

The City of Penticton's Official Community Plan Bylaw 2002-20 provides background information and policies related to the City's environment and landscape, from which the following paragraphs are derived. The OCP's Schedule "D" Natural Features Map is intended to heighten awareness of the natural areas, and to ensure that any human activity in and around the creeks is cognizant of the fragile habitat. Schedule "H" designates the an Environmentally Sensitive Development Permit Area, Environmental Protection Areas, and Riparian Assessment Areas.

The City of Penticton is situated on glacial and fluvial deposits that physically separate Okanagan Lake from Skaha Lake. The physiography of the City is characterized by the flat valley floor that accommodates a large portion of the urban area, the Okanagan River Channel that connects the two lakes, the dramatic silt bluffs forming an escarpment along the east side of the City, and the steep rock cliffs that provide a backdrop to the silt bluffs. Other features include two major creeks, oxbows and ravines.

The following is a summary of the City's natural features.

#### Silt Bluffs

The silt bluffs form an impressive vertical boundary along portions of the east side of the City. Formed from glacial deposits of fine sand and clay, the silt bluffs have been eroded by surface water runoff creating dramatic valleys through the bluffs to upland watersheds. The Esplanade is a portion of the silt bluffs, providing important habitat, ecological value, and interpretive opportunities.

#### Lakes

The long-term sustainability the City of Penticton, and the area's fish and wildlife, is dependent on the health and quality of Skaha and Okanagan Lakes. Both lakes support populations of numerous fish, amphibian, reptile and mammal species, in addition to providing a tremendous natural resource for summer recreation.

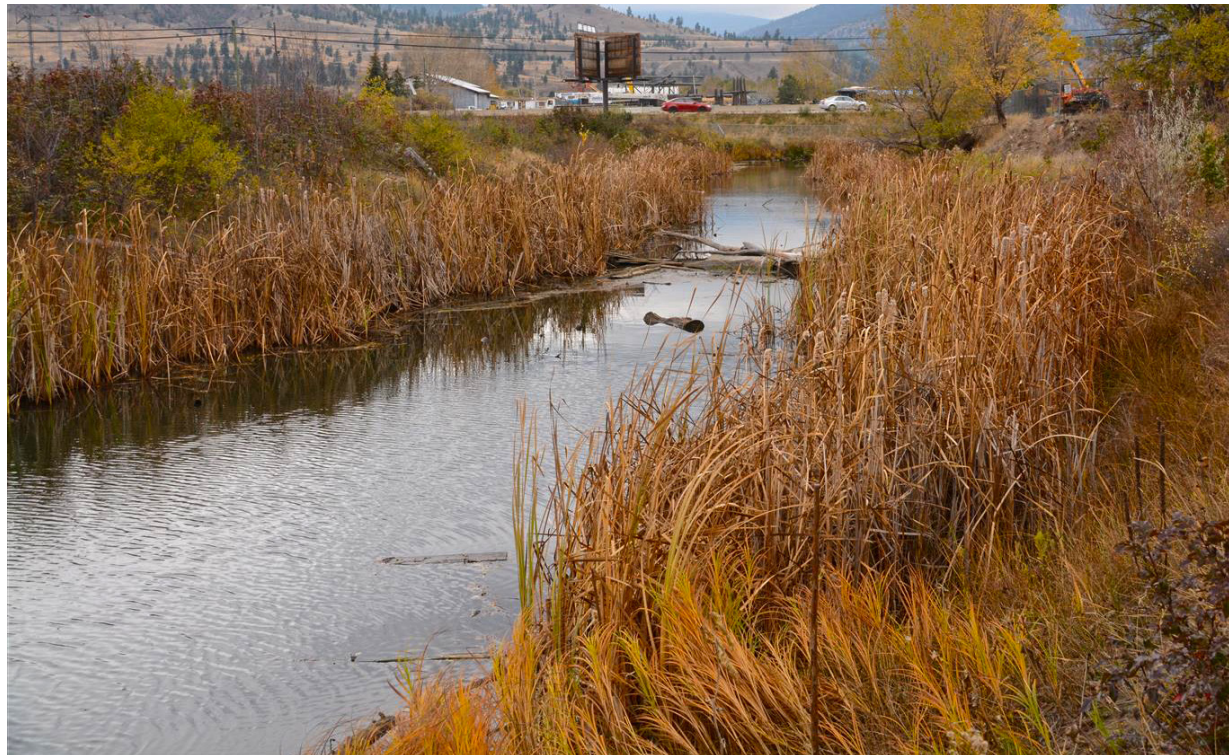
### River Channel

The Okanagan River Channel was constructed as a post-war effort to reduce the risk of flooding that previously occurred in Penticton. The channel, which is approximately 5 km long, transports water from Okanagan Lake to Skaha Lake. It is a conduit for fish between the two lakes and provides important habitat, namely migration, rearing, spawning, and incubation habitat for Kokanee, Rainbow Trout, Whitefish, and numerous non-game species. The channel is also a tourist attraction and heavily used during the summer months for recreation.

### Creeks

There are two major creeks that flow through Penticton. Penticton Creek and Ellis Creek both originate east of the City draining different watersheds. Both of these watercourses provide habitat for fish, mammals, reptiles, amphibians, and songbirds, and they are important fish spawning areas.

As a result of a major flood in the late 1940s, when Penticton Creek breached its banks, flood control measures were constructed within Penticton Creek. Although the intent was valid, history has shown that the concrete channelization of the creek has had detrimental effects on fish habitats. Efforts are underway, per the Penticton Creek Restoration Master Plan, to naturalize the creek bed to enhance fish habitat and restore fish stocks to historic levels. The showcase section has been completed.





## Oxbows

Prior to the Okanagan River being channelized to its present condition, it used to meander through Penticton in the same general location as the current channel. During this historic meandering process and the eventual channelization of the river, a number of oxbows were created.

Unfortunately very few of the original oxbows still exist. Those that do remain in Penticton are on the east side of the Okanagan River Channel. These oxbows provide critical habitat for a variety of flora and fauna, including species that are on the provincial “Red List”.

Some oxbows are used to collect stormwater before being drained into the Okanagan River Channel. Discharge of storm-water that contains sediment, nutrients, and hydrocarbons may have an impact on the habitats within the oxbows.

## Ravines

A number of ravines carve through the landscape on the east side Penticton, containing permanent and intermittent creeks. Varying in size, most of the ravines are important as wildlife corridors, providing necessary habitat for approximately half of the species at risk in the South Okanagan. The banks of a majority of the ravines are characterized as grasslands / shrub-steppe habitat, which has been identified as one of the key habitats in the South Okanagan containing species at risk. The bottoms of most ravines are often dominated by riparian vegetation, supporting riparian communities at risk.

## OCP Policies on Natural Areas

The City’s OCP supports healthy ecosystems by:

- Preserving and enhancing the ecological systems and diversity throughout the City by applying the Riparian development permit area and the Environmental Protection development permit area. (s.6.10-11)
- Recognizing the City’s special natural places including the Esplanade, Silt Bluffs, Skaha Climbing Cliffs, Oxbows, lakes, Munson Mountain, wildlife corridors, creeks and take pride in protecting and enhancing these natural features. (s.3.1)
- Recognizing the inextricable links between the long-term health of our natural environment, the economy and community livability. (s.3.1.8)
- Promoting policies, programs and initiatives that ensure the sustainability of our environment. (s.3.1.8)
- Recognizing that water quality and water conservation is essential and has developed water conservation initiatives. (s.3.3.4)

## Natural Areas in Parks

Map 4 identifies the natural areas from the OCP in relation to parks. This map focuses on the developed portion of the City; there are other natural areas in locations such as Three Blind Mice and Campbell Mountain. In 2012, a Review of Local Government Park Resources within the South Okanagan-Similkameen

Regional District was prepared, providing an inventory of the South Okanagan’s city and regional parks including current park land types and amounts.

The report identified the need for biodiversity conservation plans and a science-based approach to determine the critical amounts of conservation lands needed in the region. Cooperation among related government agencies, and partnerships with non-profit organizations and environmental non-profit groups, along with the business community and educational institutions, were noted as important approaches to protecting the values of this unique and sensitive region.

Many of Penticton’s parks contain natural areas of indigenous plants and habitat, which are important to local habitat and biodiversity. There is not a management plan in place for these areas.

### Summary of Strengths and Challenges

Strengths	Challenges
Penticton contains some very important ecosystems and habitats	Some of Penticton’s natural areas are not identified as such or protected from development
Some of Penticton’s important natural areas are protected within parks	The Oxbows are not designated as parks
There are opportunities for interpretive programs within parks	There is no management plan for natural areas in parks

## COMMUNITY-IDENTIFIED NEEDS FOR NATURAL AREAS

### Planning and Design

- 4.3.1 Expand the inventory of natural and environmentally sensitive areas in Penticton to include locations outside the urban area, through the appropriate environmental analysis.
- 4.3.2 Prepare management plans for natural areas in parks and for Three Blind Mice, including ways of protecting, enhancing and managing these areas.
- 4.3.3 Prepare a strategy for vegetation management, including weed control and potential native planting, in undeveloped parks.
- 4.3.4 Acquire additional natural areas and classify them as natural parks as opportunities arise.
- 4.3.5 Acquire natural corridors between parks, especially natural parks, to provide connectivity for wildlife where possible
- 4.3.6 Establish interpretive programs, including sign and activities, in parks with natural features.
- 4.3.7 Collaborate with other jurisdictions on biodiversity conservation plans.

## 4.4 PARK OPERATIONS AND MANAGEMENT

### GOAL

Maintain parks in keeping with their role and use sustainable practices to the degree possible.

### DESCRIPTION

The Parks Department, which falls under Public Works, has a wide range of responsibilities that include the following tasks:

- Parks operations including maintenance and repair of all landscape and amenities in parks, annual horticulture features, park planning and design, park security, special events, gifting programs, snow removal, urban forestry, natural areas management and adopt-a-park
- Parks capital projects, planning and implementation
- Cemetery operations and development
- Special interest group liaison (service clubs, community groups, sport groups, special event groups)
- Budget preparation and control – operating and capital
- Communications with all other City departments on operations and capital

The Parks Department regularly maintains extensive infrastructure including many park benches, picnic tables, litter receptacle, pet stands and lake buoys. There are also eight lake rafts.

Between 2009 and 2014, in support of a corporate strategy to reduce operational costs, the department implemented cost reductions of approximately \$400,000 or 20% of its operating budget, resulting in a reduction of over 5,000 labour hours. The amount of park land to manage was not reduced. To achieve this, the department established maintenance standards, implemented operational efficiencies and, in some cases, reduced maintenance standards. Every budget item was itemized and quantified,





including labour, equipment, materials and contracted work. The department categorized all parks, trails, and beaches and set specific maintenance standards for each. This enables the department to accurately predict cost impacts related to requests for increased (or decreased) service levels or changes in park land or park infrastructure.

Budgets and service delivery were reduced in several areas including hanging baskets and ornamental gardens (quantity reduction), urban forestry (less tree planting and maintenance), removal of lake slides (due to safety), and reduced maintenance in 'B' and 'C' level parks, natural areas, undeveloped lots and trails. Through careful scheduling and fiscal management, many of the areas have not suffered significant reductions in quality, and complaints by the public are relatively few.

The following are strategies the City has implemented in order to be more sustainable and efficient in its operations:

- Reducing crew sizes and purchasing larger equipment
- Staff retention programs
- Large, in-ground garbage cans that hold 10 to 15 times more than a standard can and help to reduce garbage collection costs
- A centralized computer irrigation system that saves water and greatly increases staff efficiency, and reduction of the use of potable water in parks using alternative sources for irrigation
- An Irrigation Masterplan in 2010 outlined a replacement strategy over 10 years; finances did not allow for implementation within 10 years, so one irrigation system is replaced annually
- Integrated Pest Management (IPM) and xeriscape practices result in the use of very few pesticides and minimal water



## ANALYSIS

Currently park planning and design work is shared between the Parks and Engineering departments. In Parks most of this work is performed by the Parks Technician. Balancing time among planning new projects, administering the work, and developing/maintaining technical records and as-builts has been an ongoing struggle for a number of years.

The Parks Department does not have a complete asset management plan for parks infrastructure. Asset management is a focus of many municipalities, including Penticton, as infrastructure renewal has become a critical municipal concern. With many projects built in parks between 1995 and 2005, these amenities and infrastructure will need renovation or replacement in the next 10 to 20 years. The City will be preparing a five-year asset management plan and integrating it with the 2017 budget planning process.

Following the recent cutbacks, the most noticeable impact has been in the area of urban forestry, as staff attempt to meet the demands of maintaining a healthy and growing urban forest with reduced resources. There have been significant trees losses of 5 to 15 year old non-irrigated street trees in the past few years. This may be attributed to inadequate planting standards (no irrigation, poor soil conditions) combined with multiple years of dry weather, drought stress, and a reduction of the manual tree-watering program. In 2016 Parks reallocated funds to provide more consistent tree watering during summer in an attempt to protect the investment of planted boulevard trees. Tree ‘gator’ bags were also purchased to improve watering efficiency, and residents are encouraged to water new trees planted in front of their yard. New tree planting standards have been implemented to improve the growing conditions for new trees and staff are experimenting with drought-tolerant tree species.

Per the community telephone survey, respondents were satisfied with parks maintenance, with maintenance of parks (81% satisfied) and maintenance of trails (80% satisfied) ranking second and fourth respectively in terms of number of respondents satisfied with outdoor recreation. This is significantly higher than the ratings of maintenance in other communities.

The comments on the survey included many negative statements about maintenance of washrooms (section 7), although this could be partly due to the condition of the buildings. The most common specific comments related to the maintenance of parks were the need for more dog bags, and requests for more and better maintained trees.

The benchmarking process included some questions regarding the resources dedicated to parks operations, including FTE staff and budgets. Municipalities include different types of items in their budgets so this information has to be evaluated with caution. Figure 4.6 illustrates some comparisons for BC municipalities that provided information.

In general, Penticton’s parks operations budget is just above the average in relation to population; this makes sense as Penticton likely has more tourists staying for more time than the other communities. Penticton’s budget seems to be very low in relation to the hectares of park land, i.e., lower budget and fewer staff resources per hectare. This could be due to the fairly large area of natural park land included in Penticton’s inventory.

CATEGORY	PENTICTON	COURTENAY	KAMLOOPS	LANGFORD	VERNON	WEST KELOWNA	WHITE ROCK	BENCHMARK COMMUNITIES AVERAGE (W/O PENTICTON)
Operations budget per 1,000 residents	\$58,903			\$51,320	\$33,736	\$72,722	\$36,196	\$55,751
Operations budget per hectare park land	\$6,046			\$14,258	\$6,187	\$17,851	\$18,134	\$15,788
Hectares park land per staff member**	30.2	8.1	12.5		15.1	9.5	5.8	10.2

\*\*Calculation assumes 0.5 FTE for each summer staff member

Figure 4.6: Operations Budget Comparisons

### Park Operations and Management Gaps and Opportunities

The following are some of the gaps and opportunities related to park operations and management:

- The responsibilities of the Parks Technician position are becoming too extensive for one person
- The Parks Department does not have a complete asset management plan for parks infrastructure yet, but work on this is in progress
- Newly planted trees are not all being provided with drip irrigation, which would increase their chances of survival and reduce maintenance needs
- The City does not have an Urban Forest Management Plan
- The City has a Tree Protection Bylaw (2001-26) but in order to provide more protection of the urban forest, it needs updating to address trees on private land (see **Appendix B**)

### Summary of Strengths and Challenges

Strengths	Challenges
Staff have done an exceptional job of maximizing the use of reduced resources	A complete asset management program for parks is lacking
The classification of parks into different maintenance standards has been successful	Reduced tree maintenance has resulted in tree loss
Some asset management is occurring, e.g., the City has various inventories that note construction dates	Washrooms appear to be maintained less than parks
Natural areas are partially protected in parks and stewardship groups and volunteers assist in their management	There are opportunities to put more resources into managing natural areas in collaboration with other jurisdictions and non-government partners
The City has an “Adopt a Park” program and some of the groups maintain trails	More recycling bins were requested by a number of community members

## COMMUNITY-IDENTIFIED NEEDS FOR PARK OPERATIONS AND MANAGEMENT

### Operations and Management

- 4.4.1 Establish and implement an asset management program for all parks infrastructure.
- 4.4.2 Review the “Adopt a park” program for possible expansion.
- 4.4.3 As the City’s park land inventory and amenities increase, consider a parks planning function within the existing staff team.
- 4.4.4 Prepare an Urban Forest Management Plan to guide care of the City’s trees.

- 4.4.5 Update the Tree Protection Bylaw.
- 4.4.6 Continue to improve irrigation systems, and replace one irrigation system annually.
- 4.4.7 Encourage or require the installation of drip irrigation connected to the City's system for new street trees
- 4.4.8 Continue to expand irrigation using alternative sources to treated potable water.
- 4.4.9 Focus on natural area management in collaboration with others.
- 4.4.10 Consider a need for more recycling bins.

## 4.5 SAFETY AND SECURITY IN PARKS

### GOAL

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Manage the use of parks so that all residents and visitors feel safe and secure using them.

### DESCRIPTION

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There are a number of components to managing safety and security in parks. These include the initial design of the park, reducing risks related to conditions in the park, and addressing the uses that occur within parks.

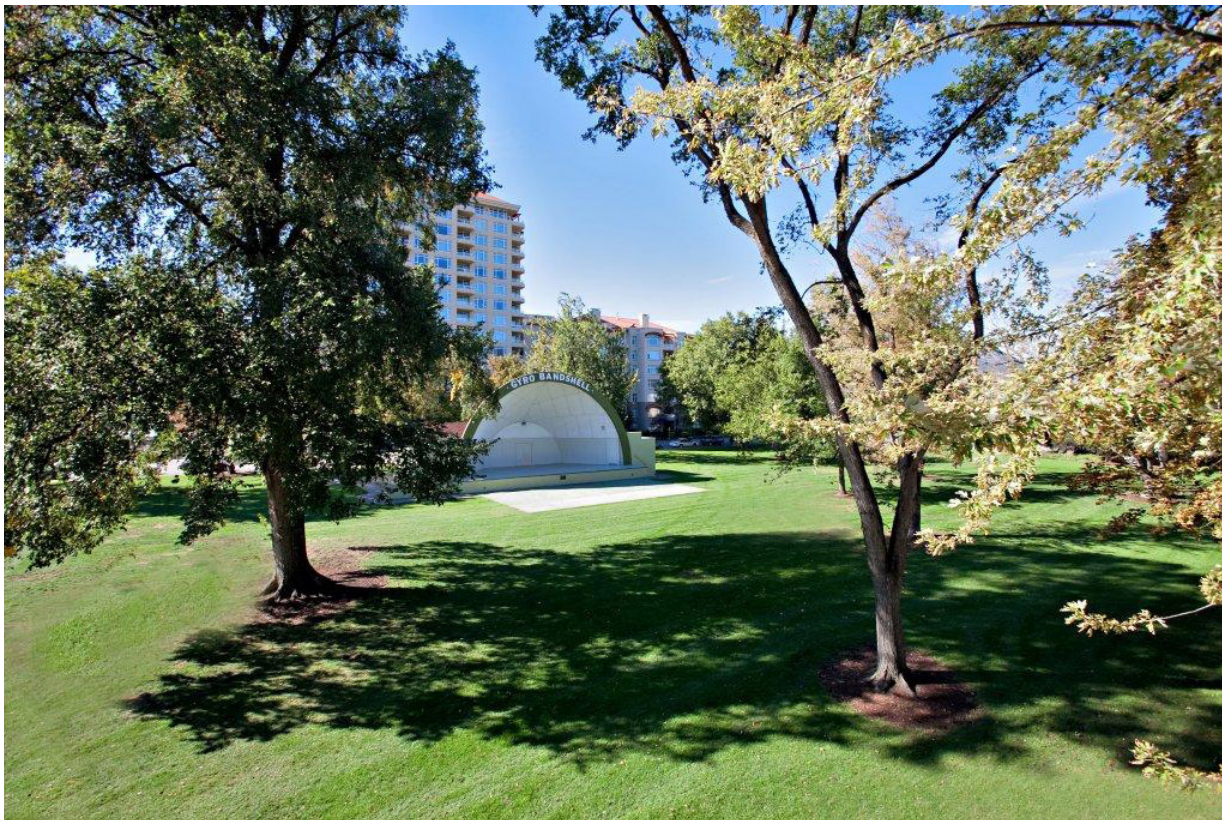
The key design strategies for addressing safety in parks are captured through an approach called Crime Prevention Through Environmental Design (CPTED). The objective of CPTED is to reduce crime by designing spaces from the beginning in a manner that will affect the choices made before a crime is committed. CPTED strategies include real and perceived surveillance, controlling access, and reinforcing territory. Strategies for activating and maintaining spaces signify to potential criminals that the space has constituents who care about it. Planning and designing for "eyes on the street" (promoted by the famous planner Jane Jacobs), minimizing places where people can hide, maintaining site lines, and controlled access points are typical CPTED guidelines.

The second component relates to risk management and Penticton uses a variety of approaches for that, including the following:

- Inspections - there are a number of inspection programs to pro-actively check the parks for hazards – monthly written inspections of playgrounds, sports fields, play courts, waterparks and fitness equipment, bi-weekly inspections of water equipment and buoys, and quarterly inspections for walkways. Walkways and trails are inspected in the winter for snow and ice. Staff are trained in conducting inspections, hazard identification and risk management, and there are policies and procedures to support these programs.
- Maintenance - tree canopies are raised in established parks for better visibility, overgrown shrub beds are cleared where practical, and the City responds to public concerns or complaints about safety

(there are very few). In the summer staff clean beaches and waterfront parks seven days a week, often finding broken bottles, and they clean the firepits and surrounding sand for nails, etc. Staff are constantly reminded to report problems, vandalism or deficiencies in parks that could lead to someone getting injured.

- Security and policing – City staff have a good relationship with the RCMP, who respond to problems as their resources allow. There is an active community policing program with an office next to the Peach Concession so they have a good presence at that beach. The City also hires private security for spot checks at beach firepits at closing time (midnight); security staff will either ask people to leave the beach or call the police or Fire Department if there is a big party. The City also hires security for short-term problems when neighbours call and complain about campers or kids partying in a neighbourhood park. Recreation has the Youth Ambassador program, with staff working at the Youth Park during the summer, and this has helped to stopping bullying and a negative culture at the skatepark. Facilities has its own security program for many of the buildings, and they are installing security cameras at many City facilities.
- Calls for service – the City tracks all calls for service or public concerns/complaints and follows up in a timely fashion.
- Vandalism - efforts to combat vandalism include design and use of materials that are relatively vandal-resistant. Irrigation is not run on weekends when sprinkler heads are most likely to get kicked. The City





has partnered with the Downtown Penticton Association to manage graffiti in the downtown core and along Lakeshore Drive; a contractor manages and removes graffiti.

The third component is the management of use. The presence of transient people in parks is becoming more prevalent in BC, and there have been some high-profile locations with camps in parks, e.g., Victoria, Abbotsford. In some cities, public space is becoming a location of tension between those who have no other option but to live in a park or on the street and those who fear them. Penticton is experiencing an increase in the presence of transient people in parks and vandalism of park infrastructure. Despite the City's efforts, drug use is occurring in parks and facilities, with needles and drug paraphernalia left behind.

## ANALYSIS

In terms of the first two topics discussed above, CPTED and risk management in parks, Penticton implements a broad range of strategies that reflect best practices. Homelessness and transients, and related effects on parks, are an increasing challenge. Although Penticton has made efforts to address this through some of the strategies listed above, the City requested an exploration of this subject. One of the challenges is that CPTED is treating a symptom rather than a cause.

The first step in the analysis was to include questions about personal safety in parks on the community survey. The positive news is that the most respondents were more satisfied with personal safety in parks during the day (91% satisfied, 344 of 378 respondents to this question) than with any other outdoor recreation topic. Less positive was that personal safety in parks after dark received the second-most unsatisfied responses (45% satisfied, 161 out of 292 respondents to this question not satisfied) for outdoor recreation. Lack of satisfaction with personal safety in parks after dark was higher for those living with children (66% not satisfied), female respondents (65% not satisfied), and those aged 60 and over (62% not satisfied). Comments on this topic most frequently mentioned not enough police/security, inadequate lighting, and transients.

It is very likely that residents are concerned about safety in parks after dark in most cities in BC. In addition to the type of homelessness occurring in many municipalities in BC, Penticton, summer fruit pickers have impacts on the City's parks and washroom facilities.

The terminology used when discussing homelessness can be divisive, e.g., transient, vagrant. Advocates for parks, affordable housing, and the homeless find themselves speaking different languages, which can result in tension and misunderstanding among groups (Your Park, Their Address. Landscape Architecture Magazine, July 2016. Rebecca Leonard). Best practices focus on breaking down these types of barriers.

There are three main approaches to addressing these issues:

- Design, particularly CPTED, which is discussed above
- Collaborative approach
- Engaging those experiencing homelessness or transience

The second approach is collaboration. It is the community's policies and support for affordable housing, job training, affordable commercial spaces, emergency shelters, health, wellness and policing combined that

are needed to make progress on issues related to homelessness. Parks departments can achieve more by collaborating with the service organizations involved in supporting the homeless population. For example, washrooms are often a target of vandalism and inappropriate behaviour, but homeless people rely on these and there can be more negative results by limiting access to washrooms. Building understanding and stewardship is a more productive approach.

The third approach is involving the people experiencing homelessness. In order to find solutions, it is important to understand those who are using the parks and to learn about their lives and challenges. The following are some engagement-based proactive approaches to discouraging crime:

- Problem-Oriented Policing Response Guide for Dealing with Crime and Disorder in Urban Parks suggests CPTED, as well as engaging the community in the problem-solving process (i.e., hearing the concerns of the public and involving them in decision making). This helps to build a sense of ownership and inspire community members to act as guardians, helping to ensure that the park is mostly for legal/safe uses [http://www.popcenter.org/responses/urban\\_parks/](http://www.popcenter.org/responses/urban_parks/)
- Attracting guardians to parks (e.g., parents watching over children, coaches watching over players, people caring for dogs, etc.) is mentioned in several other sources as a means of discouraging crimes
- A sense of community ownership can be built through positive use of public space (e.g., community gatherings/celebrations, outdoor movies, community gardens, play areas, sports courts, public art and murals, community clean-ups, dog parks). (Richelieu Park in Ottawa (p.3): <http://ottawa.ca/calendar/ottawa/citycouncil/cpsc/2012/09-20/03%20-%20Document%203%20Why%20Community-Base.pdf>)
- Active participation by homeless individuals such as in focus groups, surveys, writing, research, facilitation, and as ad hoc steering committee members in planning processes can help to get to the root of the problem while also building their capacity (e.g., Calgary's Community Action Plan: Reducing Homelessness).
- Social recreational programming involving homeless individuals and the general community can help foster social skills and provide a way of sharing information about counselling and social services/support
- Providing information and referrals is emphasized by most examples

## Safety and Security Gaps and Opportunities

The following are some of the gaps and opportunities related to safety and security in parks:

- More collaboration with other organizations could help to identify broader solutions to issues surrounding homelessness and those camping or living in parks
- Engaging the homeless and transient populations could help to reduce some of the current challenges
- Working with those who employ seasonal workers to ensure that their housing needs are met could help to address some concerns

## Summary of Strengths and Challenges

Strengths	Challenges
Penticton employs CPTED strategies in park design and maintenance	There are some homeless and transient people staying in parks, especially during the harvesting season
Penticton's strategies for risk management are comprehensive and mostly effective	Vandalism of park amenities and drug use are concerns, especially in washrooms
Penticton's parks are perceived as safe during the day	Penticton's parks are perceived as less safe after dark

**COMMUNITY-IDENTIFIED NEEDS FOR SAFETY AND SECURITY IN PARKS**

**Operations and Management**

- 4.5.1 Work with social service organizations, the police, the health sector, and community stewards to address the needs of the homeless and transient populations.
- 4.5.2 Work with organizations who are engaging the homeless and transient populations in information sessions, problem-solving, programming and stewardship to identify potential strategies for making parks feel safe for everyone.
- 4.5.3 Develop procedures to address the increased presence of drugs and needles in parks.



## 5.0 TRAILS



### GOAL

Achieve a network of interconnected trails throughout the City, connecting the lakes, mountains, and community destinations, and offering recreation, enjoyment, and natural beauty.

### DESCRIPTION

Penticton’s trail network includes a variety of trail types, including off-road trails that are interconnected with bicycle routes and lanes (Figure 5.1, Map 1). The Cycling Network Plan has identified a number of additional proposed trails and bicycle routes and lanes.

EXISTING TRAILS	
Multi Use Trails	17.09
Shared Used Bicycle Routes	7.66
Bicycle Lanes	11.54
Penticton Indian Band Multi Use Trails	11.99
<i>Subtotal</i>	<i>48.28</i>
PROPOSED TRAILS	
Proposed Bike Lanes	25.96
Proposed Multi Use Trails	1.63
Proposed Separated Bike Facilities	6.55
Proposed Shared Bike Route	0.59
<i>Subtotal</i>	<i>34.73</i>
<i>Total</i>	<i>83.01</i>

Figure 5.1: Existing and Proposed Trails

The highlight of the trail system is the KVR Trail. Extending north and south from Penticton, the trail is part of the TransCanada Trail. It offers outstanding experiences and views, passing through varied landscapes with rich cultural and historic artifacts and rebuilt trestles along the route. The KVR trail extends well into the City, offering residents easy access to this corridor. The RDOS, in partnership with the PIB and other jurisdictions, is exploring the opportunity to extend the KVR trail north to Summerland and south along the west side of Skaha Lake.

The other primary trail corridors used by City residents include the following:

- Penticton Creek Pathway extends along the Penticton Creek corridor, but it currently has gaps
- Ellis Creek Pathway follows Ellis Creek, and also has gaps

- River Channel pathway is on Penticton Indian Band land across the Okanagan River from Penticton and is used extensively by City residents
- Per the community telephone survey, the top outdoor activities were walking/hiking/jogging for exercise or recreation (75% of households indicated participation within the past year). This was also the use participated in most frequently, with more than 55% of participants engaged three times a week or more. In terms of satisfaction, about 70% of respondents to the survey were satisfied with long trails or loop trails for long walks or rides, and almost 80% were satisfied with the maintenance of trails. About 60% of respondents were satisfied with paths and trails for walking close to home.
- About 12% of survey respondents rated trails for mountain biking, and of those most were satisfied. Even fewer, about 8%, rated places for road biking. Many comments were received about the high values of the trail system. There were also many suggestions related to the need for improvements and monitoring of use along the River Channel pathway. On the youth survey, walking/hiking/jogging was cited as a favourite outdoor activity by 70% of respondents, the second highest rated activity on that survey.
- Biking is an extremely popular and important activity in Penticton. Mountain biking, road biking, recreational cycling, and biking as a form of (active) transportation are all engaged in by many residents, as evidenced by the number of groups and resources focused on cycling, as follows:
  - Penticton and Area Cycling Association (PACA) is a non-profit, member-based organization that is run by volunteers. They have several excellent projects—one of which is an online, publicly populated mapping platform that uses PDFs, GPS and Google Earth files.
  - Sweet Single Track: South Okanagan Trail Guide is a website that links to over 100 trails in the South Okanagan. It represents 67 chapters of a digital book and includes downloadable GPS and Google Earth files (maps, images and comprehensive trail descriptions).
  - Bike Okanagan is an online resource for mountain bike trails in the North, Central and South Okanagan that is run and maintained by volunteers. It was started in 2014 and is still growing quickly.
  - RDOS Click Hike Bike is an online interactive resource that identifies regional biking trails (including details like the route surface, activities allowed on the trail, trail description, PDF map and nearby communities).

Tourists also bike in Penticton, so the activity contributes to the City's economy. Bike-oriented races and events draw visitors to the City. Rental shops offer bikes and guided tours to tourists. For example, the Gran Fondo and the ITU Multisports Worlds Triathlon contributed significantly to the local economy in 2016 and these types of events have a rich history in the community. Trail running is growing in popularity.

## ANALYSIS

It is difficult to compare trail lengths among communities because different types of routes can be counted as trails and many communities have not documented their trail inventory. The benchmarking showed that some communities have significantly more trails (Campbell River 50km, Kamloops 113km, Vernon 275km, and West Vancouver 68km). These municipalities are all much larger in land area than Penticton, so the trails

need to extend farther to connect neighbourhoods. On the other hand, Mission has 13.8km and numerous municipalities were unable to provide this information (Courtenay, Langford, Port Moody, West Kelowna, White Rock).

An analysis was conducted to show access to trails. About half of the urban area is within a 10-minute walk of the KVR trail or a 5-minute walk of another trail (*Map 3*). Bicycle routes and lanes, and sidewalks, help to provide access to the remaining residents.

### Trail Gaps and Opportunities

The following are some of the gaps and opportunities related to the trail network:

- At a high level, there is a lack of connections from Skaha Lake to Okanagan Lake to Esplanade to Munson Mountain to Campbell Mountain, which could ultimately offer a Waterfront to Mountain Peak trail corridor
- There are gaps in trails between parks and schools
- Proposed trails and bicycle routes and lanes identified in the Cycling Network Plan have not been constructed



- The Penticton Creek Pathway has a gap
- The Ellis Creek Pathway has not been completed
- The River Channel pathway requires upgrading to the path surface, amenities such as benches and garbage bins, and signage (wayfinding, regulatory and interpretive)
- There is a gap in the trail system along Airport Beach
- Many of the trails would benefit from greater corridor widths to improve the experience, and more rest areas and infrastructure, including benches, viewpoints, garbage/recycling bins, etc.
- The public expressed interest in more lighting along trails, but this needs to be considered with caution as lights are easily vandalized, expensive to install and maintain, and may not attract the types of use desired

### Summary of Strengths and Challenges

Strengths	Challenges
Penticton has multiple trails that are appreciated and well used	There are significant gaps in the trail system
The KVR Trail is an outstanding trail renowned as an international tourist destination	There is limited space available for trails in some locations within the urban area
	The River Channel pathway corridor is not within the control of the City, nor is the Airport Beach corridor

### COMMUNITY-IDENTIFIED NEEDS FOR TRAILS

#### Planning and Design

- 5.0.1 Coordinate among City departments to plan for connectivity of pedestrian and bicycle networks and extension of key corridors.
- Link trail networks with major parks and recreation facilities, shopping areas, schools, and other destinations in the City.
  - Link trails within the City to existing and future trails in surrounding jurisdictions.
- 5.0.2 Work with other jurisdictions on major trail networks to achieve active transportation, recreation and tourism opportunities.
- Partner with the Penticton Indian Band to bring about a River Channel Parkway, a unique urban linear parkway between Skaha and Okanagan Lakes – potential theme “Shining Waters to Shining Waters”.



- Partner with the RDOS and the Province of British Columbia to achieve a trail network linking Esplanade Park, Munson Mountain Park and Campbell Mountain – potential theme ‘Waters Edge to Mountain Peak’.
- Partner with the Penticton School Board to link existing and future parks with existing and future school sites within the City – potential theme “Recreational Pathways for Kids, Youth and Adults”.

5.0.3 Coordinate with the PIB locatee and the RDOS on trail connections at Airport Beach and to surrounding jurisdictions.

### Capital Development

5.0.4 Build more trails based on the planning and design efforts, along with rest areas / viewpoints, and infrastructure such as benches, garbage and recycling containers, distance markers and signage.

- Strive to acquire sufficient corridor widths to provide a trail user experience befitting the trail; ideal widths would be 20 metres for KVR, 10 metres for major trail through City, and 6 metres for a local connector trail.

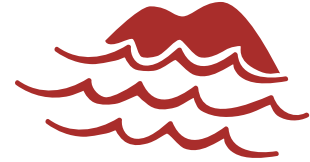
5.0.5 Work with the PIB on improvements along the River Channel.

- Work on short-term improvements to the pathway, including upgrading the path surface, and adding amenities such as benches and garbage bins, and signage (wayfinding, regulatory and interpretive).
- Strive to convert the entire corridor into a “parkway” in the future, with an attractive riparian landscape, picnic areas, dog off-leash area, interpretive nodes, and other features.





## 6.0 BEACHES



### GOAL

Protect and provide a variety of outdoor recreation opportunities at beaches, recognizing that they are the primary natural resource and attraction of the City.

### DESCRIPTION

Penticton has six beaches and two additional waterfront areas, each of which offers unique experiences and amenities:

- Okanagan Beach has one kilometre of premium, sandy beach and it is one of the City's most popular and beautiful beach areas. Features include a swimming area, rest rafts, and kiddie slides with associated amenities along Okanagan Lake Promenade and at Rotary Park. In the summer, a commercial operator runs a play feature in the lake.
- Okanagan Lake Park Beach, just east of Okanagan Beach and the Penticton Lakeside Resort, is a small beach with a fenced dog off-leash area and day moorage for pleasure boats.
- Marina Way Beach, located adjacent to Marina Way Park, has a small sandy beach, swimming area, and shallow entry into the water.
- Skaha Beach, fronting Skaha Park, is another popular, beautiful sandy beach with an international reputation. The red sand beach is suited for sunbathing and wading in the warm water, and other features include fire pits, rest rafts, a beach-front promenade, and marina and boat launch.
- Three Mile Beach includes two beach areas – one for swimming and one for day-moorage boating. Dogs are permitted on the boating beach and there is limited parking available. This is a beautiful location that would benefit from some upgrades. The swimming side is often used as an unofficial clothing-optional or "naturist" beach.
- Sudbury Beach features a large beach, swimming area, and rest rafts, with associated amenities on land including a concession, limited parking, and a fire pit. The Crown and a PIB locatee own portions of the beach, and it is leased to the City.
- Lakeside Road is a waterfront area that is designated as a "dog off-leash area".
- The shoreline area east of Marina Way is composed of a marina, tennis club and Esplanade natural beach area.

Airport Beach is not within the City boundary but it is adjacent to Sudbury Beach so it is often perceived as a City of Penticton beach. It is owned by a PIB locatee and is fenced.

## ANALYSIS

Per the community telephone survey, visiting a beach was the second most popular outdoor activity in Penticton, with 67% of households participating. Of those households, about 60% reported someone visiting a beach three times per week or more and 90% were satisfied with beaches. In terms of commercial uses of waterfront areas, most residents supported marinas next to park land (74% in favour of day-use marinas, and 71% full-time marinas). On the youth survey, going to the beach was cited as a favourite outdoor activity by 74% of respondents, the highest rated activity on that survey.

Water activities such as dragon boating and stand-up paddleboarding (SUP) are increasing in popularity, appealing to a wide range of age groups. The Dragon Boat Festival contributed significantly to the local economy in 2016.

### Beaches Gaps and Opportunities

The following are some of the key gaps and opportunities related to beaches:

- The 2016 – 2017 proposal for a marina and commercial water park at Skaha Park was controversial in the community in relation to the impact it could have on Skaha Park and Skaha Beach. In the fall of 2017, the City announced that they had enacted the terms of the agreement to terminate the 29-year contract completely.
- During the community engagement process, non-motorized boaters lacked locations to launch their non-motorized boats. As of late 2017, three kayak launch points were approved for Okanagan Lake.
- Vendors along the waterfront need to be sensitively located to ensure that they provide a positive experience for the community and visitors. There are opportunities to review vending agreements on an ongoing basis to ensure a positive impact on our parks.

### Summary of Strengths and Challenges

Strengths	Challenges
Penticton has world renowned beaches	Competing uses and interests can cause conflicts related to the precious beach resources
The beaches are diverse and cater to those with varying interests	Some residents are concerned about personal watercraft use on beaches in terms of noise and safety impacts
The major beaches are very attractive with scenic views and shade trees nearby	Some beaches have experienced erosion of beach sand
	There are demands for additional boat launches, especially for non-motorized boats
	There are no docks for day-use moorage available on Okanagan Lake
	There is a significant gap in waterfront access and use at the east end of the Okanagan Lake shoreline because the marina and tennis club areas are private

## **COMMUNITY-IDENTIFIED NEEDS FOR BEACHES**

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### **Planning and Design**

- 6.0.1 Prepare a Master Plan for the east waterfront of Okanagan Lake, including the Esplanade, marina, and tennis club areas, to revitalize the area with land and water activities, including a high level of community engagement.

### **Capital Development**

- 6.0.2 Construct the boat launch for non-motorized craft at SS Sicamous Park.
- 6.0.3 Upgrade Three Mile Beach with additional parking and potential washrooms.
- 6.0.4 Consider adding washrooms at Marina Way Park.

### **Operations and Management**

- 6.0.5 Establish regulations at designated beaches to address the multitude of users including swimmers, non-motorized boaters, and stand-up paddleboarders.
- 6.0.6 Explore sustainable solutions to address erosion of beaches.
- 6.0.7 Prepare signs and public information to raise awareness about the protection and management of native and invasive aquatic species.



# 7.0 OUTDOOR RECREATION AMENITIES



## 7.1 PARK LAND PROTECTION AND USE

### GOALS

- Protect parks as public assets of the City of Penticton.
- Ensure that parks support the community's use and enjoyment of the parks.
- Provide opportunities for primarily outdoor recreation and nature appreciation while ensuring the protection, conservation, and preservation of the natural, physical, historical and cultural resources within public park land.

### DESCRIPTION

Penticton has a wide range of uses subject to agreements in parks (shown in Figure 7.1). They vary in their size, duration, clientele, location, and relationship with the park.

TYPE OF OPERATOR	NUMBER OF OPERATORS	LAND USE	LEASE / LICENCE	LOCATION	EXAMPLES
Beach Vendors (portable)	20	100-400 sq ft	Licence	Okanagan, Skaha, Sudbury; on sand & off sand	Food, merchandise, jewelry, services, water equip rentals,
Mobile vendor / business	5	Mobile truck	Licence	Various parking stalls	Food trucks, horse carriage
Concession – beach or park	6	City Building	Licence	Okanagan (Peach), Skaha (2), Sudbury, Lions, Lakawanna	Seasonal food & beverage
Recreational business	4	Varies	Leases & Licences	Rotary Park, Riverside Park, Okanagan Beach	Pier Water Sports, Loco Landing, Coyote Cruises, WIBIT
Marina, boating	2	City building, Land & water	Lease	Okanagan, Skaha	PY&TC, Skaha Marina
Special Event – non profit	Varies		Licence	Misc. parks and beaches	Peach City Beach Cruise, Peach Festival, Dragonboat Festival, Farmers Market
Special Event – company sponsored	Varies	Varies	Licence	Misc. parks and beaches	Challenge Triathlon, Granfondo, Rock the Peach, Red Bull
Other / Third-party use	4	Varies	Licence	Main St & Front, Marina Way Park, Sicamous, McNicoll Park	Starbucks, Prague Café, Crepe vendor (\$S Sicamous), Ecole Entre Lacs

Figure 7.1 Types of Park Use Agreements

The City currently regulates uses in parks through a variety of mechanisms:

- Official Community Plan
- Zoning Bylaw
- Parks and Recreation Master Plan
- Specific Park Master Plans and Management Plans
- Park Dedication Bylaw
- Specific Use Policies such as:
  - Licence to Use and Leases
  - Beach Vending Program
  - Park Bookings

Figure 7.2 identifies the types of existing agreements in relation to the park types. In addition to these, the City has 20 arrangements with beach vendors.

TYPE OF PARK	NUMBER OF LEASES	TYPES OF LEASES	NUMBER OF LICENCES	TYPES OF LICENCES	TOTAL
City-wide parks	6	Concessions, gallery, water park, marina, tourist attraction	6	Sports Club, café, concessions, recreation businesses	12
Community Parks	1	Private	9	Child care facility, sports (BMX, horseshoes, disc golf), community gardens, rental concession	10
Neighbourhood Parks			3	Community gardens, private residences	3
Trail Corridor	1	Agriculture	3	Private residences	4
Special Purpose Park	4	Sports (lawn bowling, golf), marina, amusement park	1	Tennis	5
Natural Park			6	Health facility, private residences, sports (disc golf, cycling trails)	6
Open Space			2	Sports (BMX), cafe	2
Recreation Facility Site	7	Sports (soccer, hockey, curling), social club, health services, private business	5	Sports educator, sports (swim club, dragon boats), concession, tourism organization	12
Other	1	Arts club	1	Recreation business	2
<b>Total</b>	<b>20</b>		<b>36</b>		<b>56</b>

Figure 7.2 Types of Use Agreements within Park Types



Generally there a greater intensity of uses in the larger and higher-level parks, e.g., City-wide, community, and special purpose parks, and recreation facility sites. The distinctions between uses with leases vs licences-to-use are not clear. The agreements with private residences indicate that, were these to be terminated, more land could become available for public use.

Prior to the launch of the Parks and Recreation Master Plan, the City conducted a process to obtain proposals for Skaha Marina. The objective was to have “more amenities and energy at Skaha Lake, injecting vibrancy into Penticton’s southern lake as part of the waterfront enhancement strategic priority” (City website). A proposal for an expanded marina, restaurant and water slide on park land leased from the City was received and approved.

Many City residents rallied in opposition to the water slide proposal, because of the reduction of green space and free public access, cutting of trees, and the change in character this project would cause at Skaha Park. The controversy had a significant effect on the Parks and Recreation Master Plan engagement process, with many residents voicing opposition to the proposal specifically, and support generally for protecting and expanding park land, keeping parks free for all, and including more community input in considerations of large impactful uses in parks.

## ANALYSIS

According to the telephone survey (Appendix C), a significant majority of respondents supported small merchandise vendors, small food vendors, and food concession buildings in waterfront parks off the sand. Support was significantly lower for amusements. At Master Plan open houses, many community members attended to express their opposition to commercial uses in parks.

The management of park uses is challenging. Parks are for the benefit of everyone, and it is a basic principle that parks be open and available to all members of the community. On the other hand, parks are expensive to maintain, and municipal resources are usually stretched. Certain types of park uses subject to agreements can help to fund parks development and operations, and they can also contribute to economic development and attracting tourists and residents to the community.

In order to evaluate potential park uses subject to agreements, their effects must be considered within the context of the net benefits and costs to the community and the parks system. It may be possible that Penticton has reached its perceived capacity in terms of operations such as large amusements in parks due to the limited and valued park spaces available. There were comments received from the public stating that uses like this should be located on private rather than public land. In the past, there have been other controversial uses opposed by the community, e.g., on Okanagan Lake in the early 2000s.

## Gaps and Opportunities

The following are some of the key gaps and opportunities related to uses subject to agreements in parks:

- The City does not have a policy for the use and protection of park land.
- There appear to be inconsistencies in how leases and licences-to-use were allocated in the past.

- Some of the licence-to-use agreements for concessions are not being used to their maximum potential.
- The Zoning Bylaw’s Park Zone provides too broad of a discretion for the specific types of parks that exist in Penticton. Further detail is required to better identify specific uses in the categories of parks that exist.
- The City of Penticton recognizes that there a number of private encroachments into existing public park land. There shall be no further encroachments into public park land and existing encroachments will be managed to ensure removal of encroachments where considered feasible.

### Summary of Strengths and Challenges

Strengths	Challenges
Penticton’s parks have a long history, helping to attract new residents, and to serve the needs of residents and tourists	Many Penticton residents are opposed to the potential “loss” of park land for uses that may not be acceptable to the community, as shown by responses to the Skaha Lake proposal
Most residents support small-scale park uses in waterfront parks off the sand (per telephone survey)	Residents want to be consulted when the City is considering new uses or changes to existing uses in park land

### Preliminary Work on Park Land Protection and Use

It is clear that the City of Penticton requires new tools for regulating uses within parks. This is typically done through the development of a Council Policy; the City is also exploring the potential for regulating park uses through zoning. The PR Master Plan Steering Committee gathered information and conducted some preliminary work on this topic. The following are the steps required to complete this task:

1. Identify the goal of the park use regulations. A preliminary goal is as follows:
  - To establish procedures for identifying park uses that respect the values of park land, as expressed in the Parks and Recreation Master Plan, that are also generally acceptable to the residents of Penticton
2. Define the levels of park use subject to agreements– preliminary definitions are as follows:
  - Small - temporary, able to set-up and take-down on same day; maximum area 40 sq metres; examples include tents, tables, trailers, portable structures, special events
  - Medium - may be temporary or permanent; area typically between 40-100 sq metres; examples include concessions, equipment rentals
  - Large - permanent structure(s), usually exclusive use of land; examples include marina, restaurant, amusement park, golf course
  - Define the types of park uses to be considered as licence-to-use, or other mechanisms, e.g., concession agreement, or at least the criteria for use of each mechanism – the following is a preliminary approach to this

3. 3. Establish the appropriate period for each type of use, recognizing that longer terms may be required for some park uses based on the level of investment required, and that the term of licence will be adjusted accordingly.
4. Identify the types of park uses to be considered in each park , potentially through the Zoning Bylaw.
5. Identify the appropriate mechanism(s) for regulating park uses, with the input of the City's legal advisor, e.g. Park Protection & Use Policy and Zoning
6. As part of the new process, identify the information to be required with applications for new park uses, including but not limited to the following:
  - Characteristics – land required, footprint of structures, height of structures, temporary or permanent, length of time of park use (short, medium, long term)
  - Potential effects on park – environmental (vegetation, wildlife, fish), heritage/cultural, safety and security, existing park users, future park use, site infrastructure and utilities, visual character/ aesthetics, number of people served
  - Relationship to public use of park – park area remains completely accessible to all, access is for members of a club or league only, payment is required for access
  - Business case – need for the use, similar offerings, consideration of alternate locations
7. Establish a decision-making framework and criteria for evaluating new park uses, in accordance with the information in **Appendix H**.
8. Establish a review procedure for uses that are not permitted within the City's Zoning Bylaw.
9. Identify the procedures to be followed for renewals of long-term leases that were in effect prior to the establishment of the new regulations.
10. Identify the level of community engagement required based on the size and duration of the proposal.

## **COMMUNITY-IDENTIFIED NEEDS FOR PARK LAND PROTECTION AND USE**

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### **Planning and Design**

- 7.1.1 Amend the City's Zoning Bylaw to create new park zones that better reflect the permitted uses that exist within each of the park classifications.
- 7.1.2 Create a new Park Dedication Bylaw that repeals and replaces the existing bylaw and provides for the long term protection of the parks contained within the dedication bylaw. It must clearly outline the requirement for the community to be involved in the decision to lease the park land contained within the bylaw.
- 7.1.3 Create a Park Protection & Use Policy that clearly outlines the procedure and decision making criteria for new uses to occur in parks.

- 7.1.4 Update the Parks Consolidation (Regulation) Bylaw and other relevant City bylaws to include small vendors and concessions, marinas and non-motorized boat rentals as park uses.

## 7.2 SPORTS FIELDS AND BALL DIAMONDS

### GOAL

Provide access to the number, distribution and quality of sports fields and ball diamonds needed to support community field sports.

### DESCRIPTION

Penticton owns, maintains, and books 13 sport fields, including 4 soccer pitches, 4 baseball diamonds, 4 slo-pitch/ softball fields, and one rugby field (shown in Figure 7.3). There is also one indoor fieldhouse with an artificial turf field.

TYPE OF FIELDS	NUMBER OF FIELDS	TOTAL HRS BOOKED (2016)	USE TRENDS SINCE 2008	LOCATION OF FIELDS
<b>Soccer – youth and adult</b>				
City Fields	4	3366	▲ Significant steady increase (1327 hours in 2008)	Kings Park
School District Fields (11 schools)	14	340	▼ Significant steady decrease (1981 hours in 2008)	Parkway, Columbia, Princess Margaret (3), KVR, Queens, Uplands, Pen High (2), West Bench, Carmi, McNicoll, Wiltse
<b>Baseball and Fastball - youth</b>				
City Fields (5 parks)	5	3421	▲ Significant steady increase (1746 hours in 2008)	McNicoll, McLaren, Kiwanis, PT&CC, Columbia
School District Fields (2 schools)	2	0	▼ Decrease to none (50 hours in 2008)	Carmi, Wiltse
<b>Slo-pitch - adult</b>				
City Fields (3 parks)	3	767	▼ Steady decrease (1186 hours in 2008)	Lions, Skaha, Parkway 1
School District Fields (6 schools)	8	586	▼ Steady decrease (918 hours in 2008)	Parkway 2, Princess Margaret NE, KVR East, KVR West, Queens, Uplands, Pen High, West Bench
<b>Other</b>				
Rugby - adult	1	86	▼ Significant steady decrease (208 hours in 2008)	McNicoll
Youth Football (use soccer and rugby fields)	0	0	▼ Decrease to none (240 hours in 2008)	Pen High and McNicoll
Lacrosse (use soccer fields)	0	77	▲ Significant increase (10 hours in 2008)	Kings and Pen High

Figure 7.3: Sports Field Inventory Summary

The School District has 23 sport fields in Penticton, including 13 soccer pitches, 1 baseball diamond and 9 slo-pitch / softball fields. The School District maintains these fields, with the exception of the senior baseball diamond at Carmi Elementary, where an extra level of maintenance is budgeted for by the City.

The City began work on a Strategy for Outdoor Sports Fields in 2010, but it was not adopted. Recommendations from the Strategy that have been implemented include improvements to Kings Park fences, a seasonal porta-toilet at Skaha Ball field, and renovations to Princess Margaret West along with decommissioning of the west diamond.

### ANALYSIS

According to the community telephone survey, 8% of households have someone who plays sports on a diamond like baseball or softball, and 6% of households have someone who plays sports on outdoor fields like soccer or rugby. This is extremely low compared to other communities surveyed by the consultants, where this type of activity is usually in the 30% range. This may relate to Penticton's older population and higher rate of health issues.

According to the benchmarking conducted for the Sports Fields Strategy in 2010, Penticton has a potential under-supply of sports fields. While the needs of some groups are being met and there are some excellent fields, other groups are having trouble booking space at their preferred locations. Although the City's school sites occupy more space than in most municipalities of comparable population and there are many sports fields at the schools, sports leagues do not want to use school fields due to the differences in quality. Per the benchmarking conducted for this Master Plan, Penticton is the only community in its size range with an indoor fieldhouse.

The following are some of the trends in sports field uses over the past six to eight years, some of which are evident on Figure 7.3:

- Soccer has a rich history in Penticton, with 2016 participation including 1,100 youth players and 350 adults. It is the largest youth sport in Penticton, and participation is increasing consistent with worldwide and national trends (soccer was the most played sport by youth in Canada in 2012 – Statistics Canada). It is an inclusive sport providing



opportunities for all ages and abilities of players; it is also popular among many cultures. Soccer is a signature sport in Penticton, supported by a passionate and committed community. In line with these overall trends, soccer bookings for youth have increased, with most of the play shifting to City fields and away from school fields. Soccer also has a significant economic impact due to the number of tournaments hosted in the City. Soccer participation by adults has stayed about the same.

- Soccer participation by adults has stayed about the same, which is a slight decrease in participation in relation to the population
- Baseball bookings for youth on City fields have increased significantly, while school field use has dropped slightly; overall hours of use are up significantly
- Youth fastball bookings have increased
- Slo-pitch use has decreased on City and school fields; men's fastball folded in 2013
- Rugby play has decreased significantly
- There has been a significant growth of interest and participation in lacrosse, and field lacrosse, which is played in the fall, is competing for space with the growth of soccer and demands for fields at Kings Park
- The City has hired a sports and events manager and is putting a greater focus on sports tourism

The following are some of the requests provided by Penticton's sports field user groups:

- Generally there is a desire for more high quality fields, with some interest in an outdoor artificial turf field
- Kings Park is in need of upgrading, including more/better change rooms, player shelters/dugouts
- South Okanagan Women's Soccer League – would like more time at Kings Park, better maintenance at Pen High
- Penticton Coed Soccer – would like more time at Kings Park
- SOMBA baseball association wants 4 to 5 fields in one location, and more storage, field improvements and washrooms at some City and school fields
- PMFSA – Penticton Fastpitch – would like more fields especially for tournaments
- Slo-pitch / softball players indicated that there are not enough regulation size fields, and no clustering of fields for tournaments; as a result of changing standards for slo-pitch diamonds, Penticton no longer has any "regulation" fields
- Penticton Harlequins Rugby Club and Pen-high Rugby – want washrooms/change rooms at McNicoll
- Penticton Minor Lacrosse Association (field lacrosse) – would like better lighting at Kings, goal nets, and adequate access to lit fields

In relation to other broader trends, baseball and softball have significant opportunities to host tournaments, but this is challenging without clusters of fields. Cricket is growing in popularity, but does not yet appear to have gained popularity in Penticton.

### Sports Field Fees and Charges

Figure 7.4 shows the comparison of Penticton’s sports field fees with those of the other communities in BC that provided data during the benchmarking process. For every category, except adult use of ball diamonds, Penticton’s fees are lower than the comparison communities. Port Moody has extremely low fees that are bringing the average down. Vernon and West Kelowna are the most similar communities and both have significantly higher rates in every category.

FIELD TYPE	CATEGORY	PENTICTON	CAMPBELL RIVER	PORT MOODY	VERNON	WEST KELOWNA	WEST VANCOUVER	WHITE ROCK	BENCHMARK COMMUNITIES AVERAGE (w/o PENTICTON)
Soccer	General/Adult	10.58*	22.00^	2.00*	18.24	17.00	10.80	X	12.01
	Minor	3.53*	10.00^	0.50*	9.11	8.50	10.80	No fee	5.78
Ball diamond	General/Adult	10.58*	X	2.00*	98.04°	17.00	10.80	X	9.93
	Minor	3.53*	X	0.50*	X	17.00	10.80	No fee	7.08
Premium (lighting, artificial turf, other add-ons)	General	16.53	288.00^	39.05	40.00	n/a	49.80	n/a	42.95

\*Charge for local, non-profit use

^Charged per person, per season and excluded from average calculations

°Charge per day

Figure 7.4: Sports Field Fees and Charges Comparisons

### Sports Fields Gaps and Opportunities

The following are some of the key gaps and opportunities related to sports fields:

- There are demands for more soccer bookings at Kings Park by certain groups. Expectations have changed and groups no longer want to play on the school fields; the opportunity is to partner with the School District to improve field(s) for community play similar to what was achieved at the Carmi ball diamond.
- The imbalance of use is causing stress on the higher quality fields and could lead to challenges maintaining them in top condition.

- There may be opportunities to increase participation in adult soccer through recruiting graduating youth players, provided that quality fields are available.
- Baseball would like access to a cluster of fields for youth play and tournaments.
- Slo-pitch / fastpitch / softball players would like a tournament facility; however, Penticton does not have the space available and Summerland, which is about a 20-minute drive away, has an excellent ball diamond complex with capacity for more use.
- Slo-pitch registrations have been declining and there appears to be more capacity for use of City fields, which are preferred due to their better quality; should use increase, the main opportunity will be to improve a diamond at a school site.
- Penticton’s fees for use of sports fields could be higher, yet need to remain affordable.
- Lacrosse is a growing sport with interest in access to indoor and outdoor venues. There could be space for this in Penticton or on Penticton Indian Band (PIB) land; PIB expressed openness to considering this.
- The undeveloped portion of the Uplands School property is large enough to accommodate a ball diamond, sports field or lacrosse box, though there would be significant regrading required.
- Summerland has soccer fields that need improvement at Dale Meadows and these could support use by both communities.
- As the population grows, more sports fields and ball diamonds may be required.

### Summary of Strengths and Challenges

Strengths	Challenges
High quality fields, especially Kings Park	No clustering of ball diamonds to support tournaments in Penticton
Good field maintenance and service by Parks staff	Kings Park can be difficult to book at prime times
Good volunteer involvement and support	Overuse of some fields
Affordable fees	School fields need improvements and washrooms to support more use
Indoor turf has boosted participation and opportunities	Booking errors have occurred
Summerland has a ball diamond complex that is reportedly under-used, and a cluster of three soccer fields that require upgrading	Participation rates in sports vary over time and it can be difficult to determine the extent to which supply may affect declining use
PIB and the RDOS may have available space and interest in supporting new sports fields	



## **COMMUNITY-IDENTIFIED NEEDS FOR SPORTS FIELDS AND BALL DIAMONDS**

### **Planning and Design**

- 7.2.1 Review and update the Outdoor Sports Field Strategy.
  - As part of the review, consider an artificial turf field, and potential impacts to the indoor field.
- 7.2.2 Explore opportunities for partnering with Summerland to share use of the ball diamond complex and advocate for the improvement of at least two Dale Meadows soccer fields for use by both communities.
- 7.2.3 Explore opportunities for partnering with PIB and/or RDOS to build sports fields on PIB or RDOS land.
- 7.2.4 Explore the potential use of the undeveloped portion of the Uplands School site for a sports field, lacrosse box or ball diamond in the future if and as demand increases over time.
- 7.2.5 Consider the option of building an outdoor covered lacrosse box, potentially suitable for other outdoor sports as well, as part of park master plans (section 4.2).

### **Capital Development**

- 7.2.6 Upgrade sports fields and/or ball diamond in City parks if and as demand increases over time.
- 7.2.7 Partner with the School District on upgrading sports fields and/or ball diamonds on school sites if and as demand increases over time, e.g., regulation slo-pitch diamond.

### **Operations**

- 7.2.8 Contribute to a higher level of maintenance of any school sports fields that are upgraded.



## 7.3 OUTDOOR RECREATION AMENITIES IN PARKS

### GOAL

Provide the number, distribution and quality of amenities needed to support outdoor recreation activities in parks as these change over time.

### DESCRIPTION

Penticton has many types of amenities in its parks and open space, a summary of which is illustrated in Figure 7.5 (in alphabetical order):

AMENITY TYPE	NUMBER	COMMENTS
Basketball Court	1 full (Riverside) and 4 half courts (Skaha)	There are also basketball courts at all of the schools
Beach Volleyball	9 courts	8 at Skaha Park, 1 at Sudbury Beach
Bocce Club	1	
Community Garden	2 sites	Vancouver Avenue and Baskin Parks, run by community groups
Disc Golf	2 courses	Three Blind Mice and Rotary Marina View (new temporary 9-hole trial disc golf course in Esplanade Park above the bluff)
Dog Off-leash Area	6	3 dog parks, 3 dog beaches
Fitness Equipment	1	Skaha Park
Horseshoe Club	1	Membership appears to be declining
Lawn Bowling	1	Club operated by volunteer group, lease will expire in 2020
Mountain Biking, Skills Park and BMX	2 – 3	Three Blind Mice, BMX at Lions Park (see section 4.2), proposed BMX at Munson Mountain
Pickleball Court	5 courts	4 at Seniors Drop-in Centre, 1 multi-use at Columbia
Park Structure	2	Pavilion at Skaha Park, bandshell at Gyro
Playground	10	7 school sites also have playgrounds
Skatepark	2	
Spray Park	2	Lakawanna and Skaha
Sport Court	3	(plus 7 at school sites)
Tennis Court	9	4 sites (plus 7 at school sites)
Track	1	McNicoll – cinder track (plus 1 at Pen High)
Washroom	12	

Figure 7.5: Existing Park Amenities

## ANALYSIS

This section provides relevant information from the community survey, other community input, benchmarking, and trends related to the park amenities listed above. The analysis and community-identified needs are in alignment with the guiding principles and strategies in Eventful Penticton.

### Basketball Courts

According to the community survey, 6% of households include someone who played basketball within the previous year. On the youth survey, basketball was cited as a favourite outdoor activity by 45% of respondents. There were a few comments on both surveys requesting more basketball courts, better outdoor surfaces and better maintenance of basketball courts and nets; this could refer to school sites.

### Beach Volleyball

According to the community survey, 4% of households include someone who played beach volleyball within the previous year. On the youth survey, beach volleyball was cited as a favourite outdoor activity by 43% of respondents. No specific comments were received on this activity. Beach volleyball can attract large numbers of participants to a community and infrastructure costs are low. The courts at Skaha Park were booked for 148 hours in 2015.

### Bocce Club

According to the community survey, 3% of households (12) include someone who played bocce ball within the previous year. All of them were satisfied with the activity, and no specific comments were received on this activity. Bocce ball players have requested a covered shelter at their site, which is part of the Seniors' Centre Drop-in Centre lease.

### Community Gardens

According to the community survey, 3% of households (12) include someone who gardened in a community garden within the previous year. The Vancouver Avenue Park community garden has a long waiting list for plots.

Community gardens and other forms of urban agriculture are a growing trend due to the many benefits that include social connections, crime prevention, cultural sharing, mixing of age groups, food security, health and



education. Urban Agriculture encompasses a wide range of sustainable food-producing activities within urban areas. These can include community gardens, community-based food production sites, community kitchen programs, shared harvesting on private land, food share programs, and farmers' markets.

Penticton has shown its enthusiasm for urban agriculture due to the thriving farmers' market. As a hub of commercial agriculture, it also like draws residents who care about locally produced food. Community gardens are of particular benefit to residents of multi-unit housing and as the City grows, there will likely be more of this housing form.

**Community-based food production plots involve volunteers communally growing fruits or vegetables in planting beds on City land.**

## Disc Golf

According to the community survey, 1% (4) of households include someone who played disc golf within the previous year. On the youth survey, disc golf was cited as a favourite outdoor activity by 17% of respondents. The disc golf community is relatively new in Penticton and has worked with the City to establish the trial course at Rotary Marina View in Esplanade Park.

This sport is experiencing significant growth nationally and locally, and has many benefits including the provision of outdoor experiences, low cost to set up, and appealing to a demographic for whom recreation participation has been decreasing in many activities. The Professional Disc Golf Association membership has increased from under 10,000 in 2005 to over 30,500 in 2015. Over 63% of participants are in the 20 to 40 year age group.

## Dog Off-leash Areas

The City has six areas where dogs are permitted off-leash, and these include beaches and park sites. There are no designated trails for dogs off-leash.

Of the community survey respondents, 32% of households owned dog(s). According to the survey, 28% of households included someone who walked dog(s) within the previous year. On the youth survey, walking a dog was cited as a favourite outdoor activity by 46% of respondents. Over 85% of dog walking households participated in the activity three times weekly or more. Dog owners also participated more frequently in most of the other outdoor recreation activities.

Satisfaction was low among users of off-leash dog parks (60% or 57 of 95 users were not satisfied). In terms of improvements to parks, beaches or trails, off-leash dog parks and better control of dog areas were a high priority (25 comments were received). Most of the comments were about the quantity of dog off-leash areas (10), followed by the size and maintenance (both 7) and the location (4). More and/or bigger dog parks, separation of off-leash areas, designated dog spaces, better accessibility to and within dog areas, and more management and enforcement of dog regulations were some of the specific requests.

The presence of dogs in parks is a significant issue throughout North America. While dog-lovers support the social and health benefits of owning and interacting with dogs, others are concerned about the negative impacts dogs can have on those who dislike or fear dogs, and on the environment. Dog walking is an activity

with strong public views from a variety of perspectives. Those who own dogs generally want more off-leash opportunities, and some residents (dog and non-dog owners) are concerned about inappropriate behaviour by some dogs and their owners. Best practices are to offer a range of types of dog off-leash areas, including parks, trails and beaches, and to provide reasonable access to these areas for most residents.

The benchmarking for the BC communities of a similar population showed that Penticton is at the high end in terms of provision of dog off-leash areas (Figure 7.6). Most of the other communities do not have beach access for dogs so that is another strength of Penticton. On the other hand, Penticton’s dog off-leash parks are relatively small.

CATEGORY	PENTICTON	CAMPBELL RIVER	LANGFORD	MISSION	PORT MOODY	VERNON	WEST KELOWNA	BENCHMARK COMMUNITIES AVERAGE (W/O PENTICTON)
Off-leash Areas (#)	6	1	3	1	4	6	2	2.8

Figure 7.6: Dog Off-leash Area Comparisons

### Fitness Equipment

According to the community survey, 7% of households include someone who used the outdoor fitness equipment within the previous year. This is a significant number for this type of facility. Most of those who used the fitness equipment (88%) were satisfied with it.

Fitness parks are a relatively new amenity in parks and they tend to be successful in locations where there are already many people and/or where there are programmers who can hold sessions there. The fitness equipment has definitely been a good fit within Skaha Park. There were several comments requesting additional fitness equipment.

### Horseshoe Club

The horseshoe club occupies a fairly large area on City land adjacent to the Seniors’ Drop-in Centre. There are interests in expanding pickleball in this location.

### Lawn Bowling Club

According to the community survey, 2% of households (8) include someone who played lawn bowling within the previous year. All of them were satisfied with the activity, and no specific comments were received on this activity. The lease of this site expires in 2020 and the City does not intend to renew the lease. Given that it takes two years to establish a new lawn bowling green, the City would need to build a new lawn bowling green in 2018 if a decision is made to do this.

The level of participation in this activity will be factored into the City’s consideration of this. In general, participation in lawn bowling has been declining in Canada, as most players are older adults. Efforts have been made in some lawn bowling clubs to expand their membership base, with varying degrees of success. It is possible that the increasing participation in pickleball is having an effect on lawn bowling as players shift to the former activity.

### Pickleball Courts

According to the community survey, 1% of households (4) include someone who played pickleball outdoors within the previous year. Pickleball is a relatively new activity that is played mostly by seniors. It provides an active, outdoor (or indoor), fun opportunity for that age group and it is growing in popularity in BC, and in particular in the Okanagan. Penticton's pickleball club is growing rapidly and had over 200 members as of August 2016. The four outdoor courts are solidly booked.

Pickleball has seen significant increases in participation in Canada and the US in the past decade or so. Pickleball began its expansion in retiree-centric communities, and though the demographic is starting to skew younger, the sport is still primarily popular among baby boomers (particularly former tennis players who still love court sports.) According to the American Sports Builder Association, there are currently 2 million players in the US, and there are estimated to be 8 million by 2018. There has been a 358% increase in places to play pickleball between 2010 and 2016 in the US. Pickleball Canada Organization (PCO) is running a membership drive to raise the total number of active PCO members to 5000, after which PCO can become a National Sport Organization.

The benchmarking for the BC communities of a similar population shows that there is a wide range of numbers of courts, and that Penticton is near the middle of the range (*Figure 7.7*). The very active pickleball community has been lobbying the City for more pickleball courts for some time due to their popularity.

CATEGORY	PENTICTON	CAMPBELL RIVER	LANGFORD	MISSION	PORT MOODY	VERNON	WEST KELOWNA	BENCHMARK COMMUNITIES AVERAGE (W/O PENTICTON)
Pickleball Courts (#)	5	11	3	3	1	16	5	5.6

*Figure 7.7: Pickleball Court Comparisons (Data includes shared-use courts)*

### Park Structures

The City currently has two key structures in parks; a pavilion at Skaha Park and the bandshell at Gyro, the latter of which was booked for 336 hours in 2015. There are no structures at Okanagan Lake Park, even though it is the City's premier outdoor event space. A permanent stage at Okanagan Lake Park would reduce operations costs related to setting up and removing temporary stages that are fairly frequently set up for events in this park.

### Playgrounds

There are ten playgrounds in City parks (*Figure 7.8*). Many of them were built around 15 years ago.

PLAYGROUND NAME	LOCATION	YEAR CONSTRUCTED	FEATURES
Community Centre Playground	Penticton Community Centre	2016	Composite play structure
Discovery Park	Skaha Park	2014	Slides, climbing ropes and rocks, swings
Dunant Playground	Dunant Park	2000-01	Composite play structure, swings
Granby Playground	Granby Park	2001-02	Composite play structure, swings
Kiwanis Playground	Kiwanis Park	2004-05	Composite play structure, swings
Lakawanna Playground	Lakawanna Park	2000	Composite play structure, swings
Lions Playground	Lions Park	2001	Composite play structure, swings
McGregor Park	McGregor Park	1980s	Swings only
Rotary Playworld	Skaha Park	2008	Composite play structure, swings
Sendero Canyon Playground	Sendero Canyon Park	2015	Composite play structure, swings

Figure 7.8: Playground Inventory

According to the community survey, 17% of households include someone who visited a playground or spray park within the previous year. This can be considered in relation to the fact that 22% of survey respondents lived in households with children. About 81% of the households visiting playgrounds or spray parks were satisfied with them.

The City does not currently have a replacement cycle for playgrounds, which is a standard practice. In order to maintain assets responsibly, the lifespan is dependent on the climate, maintenance and other practices. In Penticton, playgrounds should last approximately 20 years. The City builds new playgrounds with an engineered wood fibre surface placed over deep gravel for good drainage. The newest type of playground surface is poured rubber; this is a durable surface that allows options for creativity in the design and a high level of accessibility; however, it is expensive.

Trends in playgrounds are to incorporate more creative play elements and nature. These are sometimes called “natural” playgrounds, and there is increasing literature on the importance of higher risk play environments to help children understand challenges, build self-esteem, and develop ways of cooperating with each other. Penticton has one natural play area at Skaha Park.

### Skateparks

According to the community survey, 3% of households (12) include someone who went skateboarding within the previous year. On the youth survey, skateboarding was cited as a favourite outdoor activity by 15% of respondents.

Penticton's premiere skatepark, situated within the Penticton Youth Park, is a 30,000 square foot modern skateboard park with a variety of bowls, street features, ramps, stairs, rails, and curbs suitable for users of varying skill levels. It is an extremely popular destination that fully follows best practices for youth parks, integrating a variety of activities and covered spectator seating.

The Penticton Skatepark was the City's first skatepark, built in 1995, initiated by a local service club and a few skateboard enthusiasts. The site adjacent to the #2 Firehall was chosen for its central location and distance from residences. It was relatively well used until the new skatepark was built. It still gets occasional use, but the design does not meet current standards. The future of this amenity needs to be determined.

## Spray Parks

The City's two spray parks are located at Lakawanna and Skaha Parks. The one at Skaha Park is due for replacement (see section 4.2). Because of water play opportunities at the lakes and the location of a spray park near each of the lakes where they help to expand opportunities, there does not appear to be a significant demand for additional spray parks in Penticton. As the population expands, an additional spray park could be warranted due to the hot summers and the fact that not all residents can easily access a beach park. A location near the centre of the City, e.g., Lions Park, could be a benefit to seniors with visiting grandchildren.

## Sport Courts

Sport courts are a relatively new style of feature in parks, providing opportunities for multiple sports and activities, including roller hockey, ball hockey, lacrosse, children riding on bicycles or tricycles, basketball, etc. depending on the design and size of the court. Penticton's three sport courts, at Columbia, McLaren





and Skaha Parks, support a wide range of activities. For example, pickleball is played at Columbia Park and lacrosse is practiced at Skaha Park.

There does not appear to be a demand for more sport courts at this time, but it is a good use to consider in new community or neighbourhood parks.

### Outdoor Tennis Courts

Tennis is played outdoors in Penticton, and it was previously played indoors as well. Section 8 discusses indoor tennis courts, which need to be considered in relation to the overall supply of tennis courts in the City.

According to the community survey, 6% of households include someone who played tennis within the previous year. Of the participants, 60% were satisfied with the courts.

The benchmarking for the BC communities of a similar population shows that there is a wide range in the numbers of tennis courts, and that Penticton is near the middle of the range (Figure 7.9).

CATEGORY	PENTICTON	CAMPBELL RIVER	LANGFORD	MISSION	PORT MOODY	VERNON	WEST KELOWNA	BENCHMARK COMMUNITIES AVERAGE (w/o PENTICTON)
Tennis Courts	9	10	2	4	9	11	15	8.6

Figure 7.9: Tennis Court Comparisons  
 (Figure shows public City courts only, Penticton also has 7 courts at schools and 4 courts licensed to a private tennis club)

The Penticton Tennis Club has over 200 active members and has introduced tennis to all age groups by offering free lessons to beginners. For the past three summers, the club has run one-week junior camps in July and August with 30 or more participants each week. The number of members has exceeded the available prime court time, and Penticton is not able to host many tournaments because the courts are so spread out. Most clubs that host tournaments have eight courts in one location.

Tennis is increasing in popularity for youth and adults across Canada, with BC one of the leaders in growth. Tennis Canada did a National Study in 2014, which showed a 32% increase in tennis participation since 2012. There was an 80% increase in growth for the 6-11 age category. It is an affordable, family friendly, accessible sport with many physical, social and emotional benefits.

With the loss of the tennis bubble (Section 8) and uncertainty around the future of the tennis courts at the Penticton Yacht and Tennis Club, the tennis community is concerned about a shortfall in tennis courts for their active community of players.

### Tracks

There are two tracks in Penticton, a cinder track in McNicoll Park and a rubberized track at Penticton Secondary School. These tracks appear to be meeting community needs.



### Washrooms

There are 12 washrooms in City parks in Penticton, and these are managed and maintained by the Facilities department. Currently there is not a strategy in place to add or change washroom facilities in parks. In the summer of 2016, the frequency of cleanings was increased in response to community concerns. A major challenge is that inappropriate activities are taking place in some public washrooms. Washrooms are locked each night and there have been repeated problems with vandalism. Several porta-toilets are being placed next to key washroom facilities for summer use to provide a toilet overnight without having to keep the buildings open.

Satisfaction with public washrooms was low on the community survey, with 54% of respondents to that question indicating low satisfaction. The written comments on washrooms mentioned cleanliness as the key concern; when facilities are older it is difficult to maintain them so that they appear clean. Other comments related to inadequate stocking of supplies, inappropriate uses, and operating hours.

### Natural Park Land

Natural park land is not an amenity per se, but it is a highly valued feature of Penticton's park system. According to the community survey, 16% of households include someone who participated in nature appreciation or wildlife viewing within the previous year. In terms of satisfaction with natural park land, 81% were satisfied. On the youth survey, enjoying nature was cited as a favourite outdoor activity by 61% of respondents, the third highest rated activity on that survey. The management of natural park land is discussed more in section 4.3.

### Winter Activities in Parks

According to the community survey, 3% of households (13) include someone who participated in winter activities in parks within the previous year. Most of those (10) were satisfied. On the youth survey, winter activities in parks were cited as a favourite outdoor activity by 34% of respondents. It is likely that respondents may have considered activities such as skiing and snowboarding outside the City when answering this question.

Penticton, like many other southern BC communities, has challenges enlivening parks in winter because of the unpredictable and variable weather. It is not cold enough to be able to count on opportunities for natural outdoor ice rinks, cross-country skiing or tobogganing. The City's many indoor recreation activities satisfy most of the winter interests in recreation. Since many activities in parks can occur year-round, maintenance of trails and play areas so they can satisfy year-round uses are important.

Some cities have made substantial investments in outdoor opportunities for winter, e.g., artificial ice surfaces. Because of Penticton's substantial ice supply indoors, it is unlikely that this type of outdoor expenditure could be justified. However, if funding could be obtained, an outdoor skating rink or loop in a City-wide park would bring a high level of winter animation.



## Park Signage

A number of comments were received from the community in relation to signage. Penticton has excellent way-finding signs in key tourist locations, but has not implemented a consistent set of signage for other types of signs in the park system, which are as follows:

- Consistent park identification signs
- Park and trail maps with names, locations (you are here) and distances
- Regulatory signs outlining park rules and etiquette
- Interpretive signs with environmental and cultural/historical information

It is ideal for all of the signs to be branded with the City's graphics, and to integrate as much information onto signs as possible to avoid a proliferation of different types of signs.

## Outdoor Recreation and Tourism

The combination of Penticton's natural resources, recreation amenities, and other outdoor recreation opportunities close to the City make it a destination for outdoor recreation enthusiasts. An Outdoor Adventure Tourism Strategy (Grant Thornton) was prepared in 2010. It found that Penticton's tourism industry has long been associated with family-oriented, lake-based activities, high-profile events such as Challenge Penticton, conferences and meetings, the Kettle Valley Rail Trail, and wine tourism built around the region's many vineyards and wineries. In addition to these tourism strengths, Penticton has many outstanding natural assets that provide the foundation for outdoor adventure tourism growth. The study indicated that while residents and visitors participated in a range of outdoor adventure activities, that this sector was underdeveloped in 2010.

The outdoor adventure tourism vision at that time was as follows:

**"Penticton will be recognized by residents and visitors as a premier outdoor adventure tourism destination which offers exceptional and affordable outdoor adventure experiences that:**

- \* are available in all four seasons; and,
- \* feature the community's outstanding natural assets and beauty."



It appears that Penticton has made significant advances in outdoor adventure tourism since 2010.

An online survey of tourists was conducted as part of the PR Master Plan. Figure 7.10 illustrates some of the key survey results. Tourists appreciate Penticton for the natural beauty, beaches, events and outdoor sports. Hockey was not rated as high for uniqueness and potential; however, the survey was conducted during the summer when hockey fans are not around. Hockey offerings are extremely unique in the City and contribute high economic values.

Around 74% of tourist respondents agreed that Penticton has a unique image and almost all (93%) indicated having a positive opinion of Penticton.

**HOW WOULD YOU RATE PENTICTON ON THE FOLLOWING:**

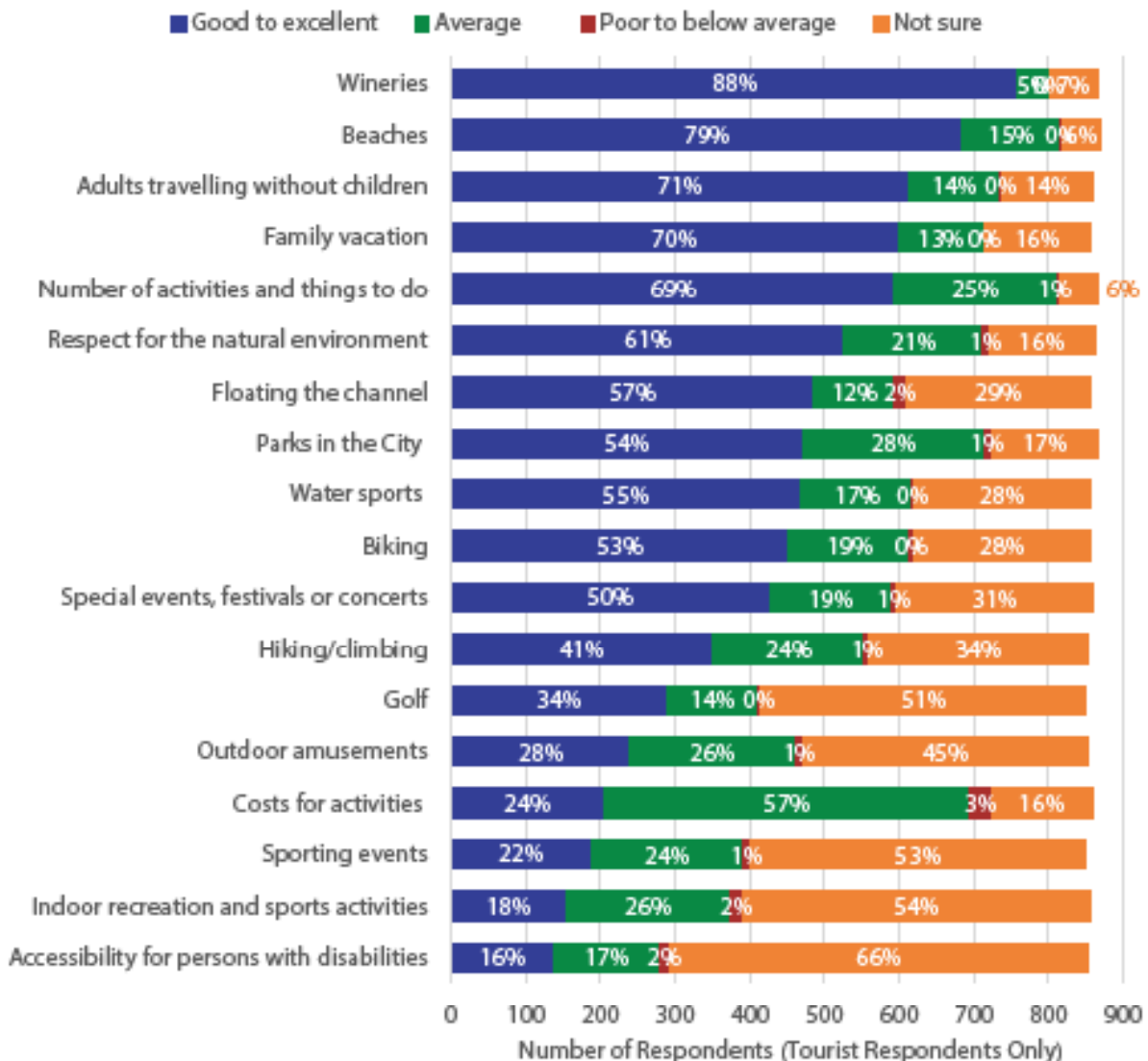


Figure 7.10: Tourism Survey Responses - continued on next page

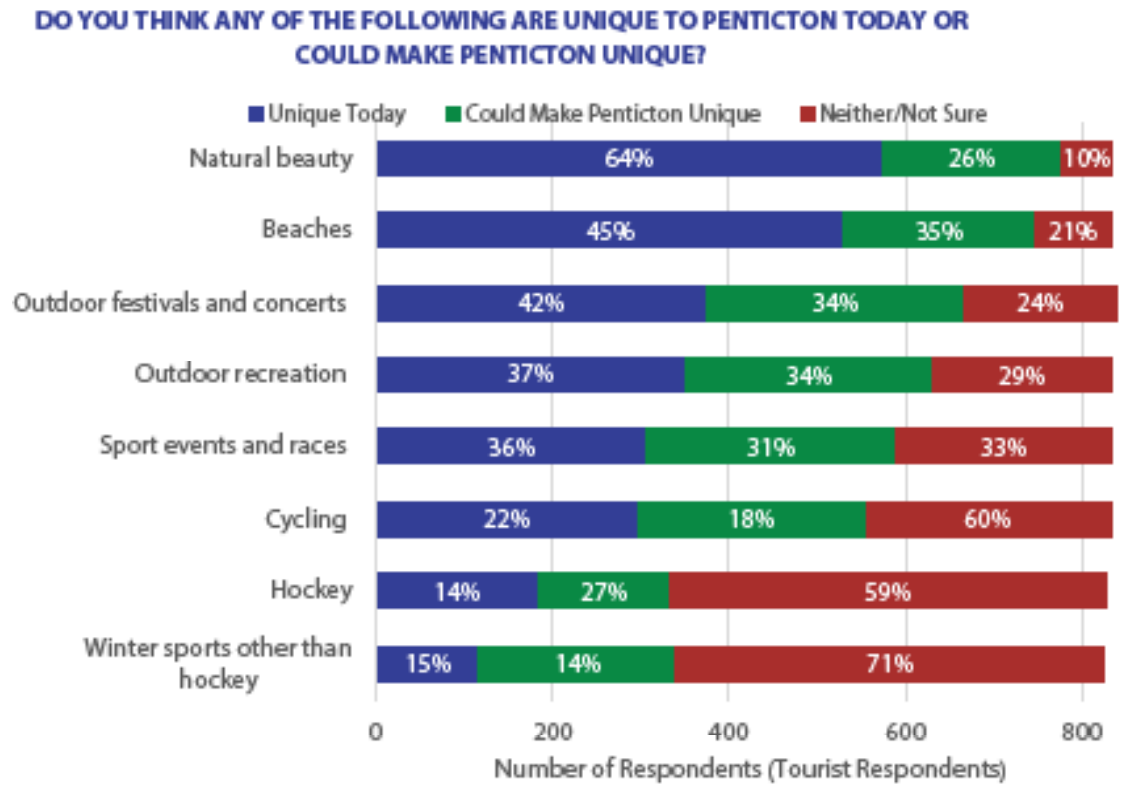


Figure 7.10: Tourism Survey Responses

The following were the top five suggestions from the tourist survey on what the City could do in terms of parks and recreation to make their experience more enjoyable:

1	2	3	4	5
Limit/stop development of green space (i.e. Skaha Beach)	More/free parking	Improved information (online, hardcopy) and signage for tourists	Improved cleanliness and maintenance	Initiate 'think local' campaigns and initiatives (e.g., shuttle services to attractions, more markets for local vendors, promotion campaigns, advertising/marketing)

**Park Amenities Gaps and Opportunities**

The following are some of the key gaps and opportunities related to park amenities:

- More community gardens and other urban agriculture opportunities could draw more people into parks to enjoy this activity, enlivening parks and providing multiple benefits. The new property at Munson Mountain has the potential to support urban agriculture consistent with its ALR designation,

and activities could include a vineyard, vegetable gardens, fruit growing, community food program, education and more.

- Given the high participation in dog walking and the relatively low cost of infrastructure in relation to the benefits achieved, a larger dog off-leash area is justified. Several years ago, the City conducted an extensive search to find site for a large off-leash park; this effort was unsuccessful after which a number of small off-leash areas were built.
- The City could benefit from another outdoor exercise area in the north part of the City, near SOEC or Okanagan Lake, and/or along well-used trails.
- Because of the number of events at Okanagan Lake Park, a permanent stage could offer advantages in relation to the costs of set-up and take-down, and quality of the stage.
- The Skaha Park spray park is due for replacement (see section 4.2)
- More sport courts in new community and neighbourhood parks could add value to these spaces.
- Tennis requires a facility with eight courts, potentially to be provided indoors.

### Summary of Strengths and Challenges

Strengths	Challenges
Penticton generally has a sufficient supply of park amenities	Some of the amenities are aging, and some gaps exist because of changing trends
Community gardens and urban agriculture are well supported in the community	There is not enough community garden space to meet demand and other forms of urban agriculture may also be popular
Penticton has multiple opportunities for dogs off-leash	There are demands for more and better off-leash opportunities; the de facto use of PIB lands may not always be available
The pickleball club is active, growing and inclusive	There are not enough pickleball courts to meet increasing demands
The tennis club is active, growing and inclusive	The City lacks a tennis facility with eight courts needed for tournaments
Playgrounds in the City are well distributed (including school playgrounds)	Many of the playgrounds are aging
The City has a significant number of outdoor washrooms	The washrooms are older and are perceived to be inadequately maintained, and there are not enough washrooms downtown and in other locations
Wayfinding signage in the downtown area is quite good	There are no sign standards for identification of parks, or for regulatory and interpretive information.
The skatepark and other amenities at the youth park make this a dynamic and popular venue	The Penticton Skatepark (Warren Avenue) is out of date and not well used
	The lawn bowling club is losing its site

## COMMUNITY-IDENTIFIED NEEDS FOR RECREATION AMENITIES IN PARKS

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### Planning and Design

- 7.3.1 Expand urban agriculture opportunities.
- Work with the community group to identify one or two more locations for community gardens or other forms of urban agriculture in parks, potentially including the ALR property at Munson Mountain.
- 7.3.2 Consider additional outdoor fitness equipment near Okanagan Lake, the SOEC, along a well-used trail, and or integrated within or near a playground in a City-wide park.
- 7.3.3 Work with the seniors' group, horseshoe club, bocce club and pickleball players as part of the Seniors' Drop-in Centre planning process to identify the most appropriate amenities for the site.
- 7.3.4 Establish replacement cycles for park amenities as part of asset management, with the following as general guidelines:
- 20 years for playgrounds
  - 15 years for spray parks
  - 20 years for washrooms
- 7.3.5 Identify potential upgrades to existing washrooms and locations that may require public washrooms or porta-toilets.
- 7.3.6 Consider a new spray park in the centre of the city, subject to park planning processes.
- 7.3.7 Consider an artificial outdoor skating rink or loop in a City-wide park, subject to park master planning processes.
- 7.3.8 Work with the lawn bowling club on a relocation strategy at least two years before the current license-to-use expires.

*Note: tennis is addressed in recommendation 8.02*

### Capital Development

- 7.3.9 Improve dog off-leash opportunities.
- Develop an additional larger dog off-leash area in a suitable location, potentially on PIB or RDOS land, at Munson Mountain, or the undeveloped portion of the Uplands School site.
  - Work with PIB on the management of dogs along the River Channel, potentially designating an area along it for dogs off-leash.
  - Improve the quality and accessibility of existing dog off-leash areas.
  - Consider a designated dog off-leash trail where bikes are not allowed, potentially on Campbell Mountain.

- 7.3.10 Replace one playground every two years, subject to annual condition inspections.
- 7.3.11 Replace or renovate one washroom every two years, subject to annual condition inspections.
- 7.3.12 Replace the spray park at Skaha Park (assuming this will be part of the Park Master Plan).
- 7.3.13 Improve signage related to parks.
  - Prepare a signage system for identification (park signs), regulatory and interpretive signs, based on the City's branding, and install these throughout the park and trail system.
  - Install more wayfinding signs in other locations as needed.

### Operations and Management

- 7.3.14 Provide more public information on proper dog walking rules and etiquette, and consider the involvement of stewards in informing the public about this.





## 8.0 INDOOR RECREATION FACILITIES



### GOAL

Continue to provide and maintain facilities that, in combination with outdoor parks and amenities, serve the recreation needs of the citizens of Penticton, provide positive economic impacts, and support tourism opportunities.

### DESCRIPTION

The City of Penticton has a combination of multi-use and single purpose recreational facilities that are described below.

#### Community Centre

The Penticton Community Centre was constructed in 1981, with major renovations and an expansion to the Aquatic Centre in 2011. The Community Centre is now 100,331 square feet, and it includes a number of recreational spaces including the following:

- The Aquatic Centre with a 10 lane, 25 metre square lap pool, a leisure pool featuring a lazy river and large whirlpool, spray features, a waterslide, sauna and steam room, change rooms for men, women and families, plus two specialized change rooms for person with disabilities.
- A gymnasium 80' by 120' with hardwood floor that can be set up as a full-size basketball court, 6 badminton courts, two volleyball courts, pickleball courts, and for indoor soccer and gymnastics
- Six meeting rooms - Rooms 2 & 3 are 21' by 24' with maximum occupancy 50 - Tile floor, sink tables and chairs, TV; Room 4 is 40' by 38' and includes sink, tables, chairs, DVD player TV; Rec Room is 16' x 30' with maximum occupancy of 30; Fitness Program space with mirrors; Small pre-school program room
- A child minding room
- A pre-school early learning centre, with an outdoor play space
- A Fitness Room with free weights, a circuit and cardio area including treadmills, stationary bikes, ellipticals and rowing machines
- Dance Studio - 40' by 40' with hardwood floors , mirrored walls, ballet barres, sound system and a piano
- Lease Space, including Private Physiotherapy, Dragonboat Society, Pacific Sport

### South Okanagan Events Centre

This 229,575 square foot multi-faceted facility opened in 2008. It includes an NHL size arena (85' by 200') that can be converted to Olympic size ice (100' by 200'). This 5,000 seat arena features a retractable seating system that reduces set up time between hockey use and events. A second sheet of ice, the Okanagan Hockey Training Centre (OHTC), is an NHL size surface with 400 spectator seats, change rooms, referee rooms and other ancillary facilities. The OHS also leases a fitness/training facility on site and occupies office space on the second floor. The facility also contains space leased to Interior Health. The South Okanagan Events Centre (SOEC) is owned by the City of Penticton, and operated by Spectra under a management agreement.

### Memorial Arena

This facility was originally constructed in 1951, with the main entrance added in 1997 and an additional dressing room added in 2004. The building is more than 60,000 square feet in size, with an ice sheet of 80' by 180' and spectator seating for 2,212. It has a small concession area as well as a full kitchen, five regular dressing rooms, a referee room, some under-bleacher storage, and mechanical areas. The upper area of the arena around the seating is used as a walking track. Memorial Arena is owned by the City of Penticton and operated by Spectra under a management agreement.



### McLaren Arena

This single sheet arena, built in 1972, has an ice surface that is 80' by 180', with spectator seating to accommodate 200. The overall size of the facility is 23,950 square feet with four change rooms plus referee room. There is a meeting room 15' by 23' with a maximum occupancy of 30, which is available for community use such as birthday parties. The facility is owned and operated by the City of Penticton.

### Penticton Curling Rink

The Curling Rink was constructed around 1980. In addition to six curling sheets the facility includes a lobby/viewing area and an upstairs lounge and bar area that accommodates 150 people. The facility is owned by the City of Penticton and is operated by the Penticton Curling Club.

### Adidas SportsPlex

The SportsPlex, an indoor soccer facility, is located in Kings Park. The SportsPlex, a fabric roof structure, includes an indoor artificial turf field, dressing rooms and offices. It is owned by the City and operated by the Pinnacles FC.

### Penticton Seniors Drop-In Centre

This Centre, also known as the Johansen Robinson Centre, is operated by the Penticton Seniors Drop-In Centre Society, and is situated on City land. The facility has a number of spaces including the Great Hall that has a full kitchen and a seating capacity of 250 people for banquets. The Ken Wignes Room can accommodate 80 for meetings and gatherings, and the Board Room holds 10 to 15 people. There is also a casual lounge with tables and chairs for informal use by members.

### Proposed Youth Centre

Penticton is the hub of many services for youth who live throughout the South Okanagan Similkameen region, and the City ranks in the bottom ten places in the province with the highest number of children and youth living in poverty. Recognizing that youth are facing ever-increasing challenges and that a holistic approach is necessary to support them, 20 community organizations and family doctors partnered to prepare a business case in 2016 for a Penticton Youth Wellness Space (YWS). This proposal flowed from previous work by the Youth Engagement Strategy (YES), a project committed to creating positive change for Penticton youth by working side-by-side young people who want to make a difference.

While the YWS is focused primarily on health, Penticton's recreation department, the school district, and other organizations that have recreation as a service are participants, and part of the strategy is to offer recreation spaces and opportunities to youth. Addressing youth health issues in a holistic manner has also been shown to reduce behaviours that are associated with some of the challenges facing the City in parks and recreation facilities.

## Facility Operations

The Recreation Department is responsible for the management of the Community Centre and the McLaren Arena. This includes day-to-day operations and administration, including facility rentals and liaison with the facility users. The Facilities Department is responsible for day-to-day maintenance and functioning of the Community Centre and McLaren Arena. They ensure the buildings are clean, safe and that they are operating appropriately to support the recreation programming. Facilities staff are responsible for all aspects of the buildings' performance including ice making and maintaining, pool maintenance and testing, setting up/ take down for special events and meetings, environmental conditions and occupant comfort. They are also responsible for ongoing maintenance and operation of the major building systems including mechanical, electrical, refrigeration equipment and pool equipment. The Facilities Department is responsible for major capital items for all Recreation facilities.

Spectra operates the South Okanagan Events Centre, including the Okanagan Hockey Training Centre and Memorial Arena, under a Management Contract with the City. Spectra looks after all aspects of operating those facilities with the exception of major capital items, which are the responsibility of the Facilities Department. The Manager of Recreation and Culture is responsible for the oversight of the contract with Spectra.

## ANALYSIS

### Indoor Facility Supply

The City of Penticton ranks on par in comparison with ten other like-sized communities in BC in the number of indoor recreational facilities, except for arenas as described below (Figure 8.1).

COMMUNITY	POPULATION	AQUATIC*	GYMNASIUMS	FITNESS/ WEIGHT ROOMS	ARENAS*
Penticton	32,877	1	1	1	4
Campbell River	31,186	1	2	1	2
Courtenay	24,099	0	2	1	0
North Cowichan	29,990	1	1	1	2
Langford	29,228	1	1	1	1
Mission	36,426	1	1	1	1
Port Moody	32,975	0	2	1	2
Vernon	38,150	1	1	1	3
West Kelowna	30,892	1	1	1	2
West Vancouver	42,694	1	2	1	1
White Rock	19,339	0	0	1	1
Totals		7	13	10	15
<i>*Counts do not include seasonal/outdoor pools or outdoor ice rinks</i>					
AVERAGES (not including Penticton)		0.7	1.3	1.0	1.5

Figure 8.1: Indoor Facility Comparison

There are no longer accepted “professional” standards for facilities based on population. The recreation profession has recognized that community needs and wants can be significantly different, and that the many other factors to be considered, such as proximity to facilities in neighbouring municipalities, private sector facilities, and local demographics, make it impossible to apply rigid facility standards. Decision-makers tend to rely on community consultation and recreation Master Plans when making decisions regarding the development of new or enhanced facilities.

Penticton’s four arenas provide a significantly higher level of service for ice sports and other arena sports compared to similar communities. This is due to the nature of the business of the SOEC, the presence of the Okanagan Hockey Group (OHG), and the ongoing participation rates in hockey and figure skating. A review of the ice time that has been booked over the past three years indicates steady growth in ice bookings. In 2013 there were 8,635 hours booked at the four arenas. In 2014 this increased to 8,916, and in 2015 to 9,277 hours. This is an increase of 7.43 % over the past three years. There is and will continue to be strong demand for ice time in Penticton for the foreseeable future.

The presence of the OHG distinguishes Penticton from other BC communities. The OHG is the largest user of ice time in Penticton and during the 2016/17 season, they booked 4,500 hours of ice time including 4,000 non-prime hours during the day and summer when most arenas sit empty.

The SOEC’s main arena is home to not only hockey (including the renowned Penticton Vees) but a variety of events including music concerts, screenings of major events, monster truck events, wine tasting, farmers’ market events, and festivals such as the Elvis Festival and Oktoberfest. Forty-four percent (44%) of the telephone survey respondents indicated that they had attended the SOEC. The management of the SOEC has stated that 51% of the event attendees are from out of town.

Memorial Arena is at the end of its useful life. McLaren Arena is also in need of significant capital investment. The Facilities Master Plan also indicated that McLaren Arena should not operate summer/spring ice as it does not have an underfloor heating system to prevent frost penetration under the ice slab. As of spring 2017, there will be no ice available at McLaren Arena from approximately mid-March to the end of June. This will continue until such time that the future of the building is confirmed or a new under-slab heating system is installed.



An Arena Task Force was struck in January 2017 to prepare an Arena Development Strategy. Their final report to Council confirmed that Penticton's arenas are highly utilized and that the City needs to maintain at least as many arena facilities as there are currently, in order to maintain existing services and programs to the community. The Arena Task Force's vision is for future arenas that are fully functional, multi-purpose facilities that allow for flexible, efficient and optimized year-round use.

The next phase of work is to complete assessments and feasibility studies for both Memorial and McLaren Arenas. In August 2017, Council endorsed the Arena Task Force recommendation for their future development strategy - construction of an additional twin-pad arena on the SOEC site, converting Memorial Arena to dry floor and decommissioning McLaren Arena. The next phase of work will be to finalize the financial analysis and review possible non-tax funding sources.

The Aquatic Centre is sufficient to serve the needs of the current and the ten-year projected population for Penticton. The enhancement and enlargement of the aquatic facility in 2011, along with recent minor repairs have resulted in a facility that will meet the aquatic recreational needs of the community for many years.

The Community Centre's many program rooms and specialty spaces, such as the dance studio, the preschool spaces, the gymnasium and the fitness room, are well used and will also continue to adequately serve the recreation needs of residents and visitors.

The community telephone survey indicated that 24% of respondents reported not having attended any facilities in the past year. The two most popular facilities were the SOEC and the Aquatic Centre. The pool saw the highest use from younger respondents with 77% of households with children and 44% of respondents aged 20 to 44 reporting use of the facility in the past year.

Satisfaction with indoor recreation facilities was high overall, with the most common suggestions for improvement relating to affordability and maintenance/updating of facilities. Of those who used the SOEC, 94% were satisfied, and the Penticton Seniors Centre received a 95% satisfaction rating.

With respect to what improvements are needed to the indoor facilities, most comments related to the pool, specifically to some deficiencies in the pool area and reliable functioning of the facility. Due to problems with the new pool deck, it was necessary to close the pool for extended periods of time. The pool deck has now been repaired. Other comments related to the Fitness Room (equipment) and the arenas, specifically the need for upgrades or replacement of Memorial Arena.

In addition to the telephone survey, information and opinions were obtained from a voluntary on-line community survey as well as from a community open house and focus groups. There were a number of facility-related issues that came up frequently in these consultations, including the following:

- Aging facilities
- No indoor tennis/need racquet facility
- Lack of accessibility in older facilities
- Pool closures due to repairs and for seasonal cleaning

- Need for ongoing maintenance of facilities
- Cleanliness in arenas and pool areas
- Lack of indoor box lacrosse facility to support this growing sport
- Need for updated equipment in Fitness Room
- No Youth Centre
- Conflict between spring/summer ice users and dry floor user groups

Lacrosse is one of the oldest organized sports in North America. While at one point it was a field game or ritual played by First Nations, it became popular among non-Aboriginal peoples in the mid-1800s. When the National Lacrosse Association of Canada was formed in 1867, it was the Dominion of Canada's first governing body of sport. Lacrosse was confirmed as Canada's official summer sport in 1994. The Canadian national lacrosse teams (men and women) rank highly in the world standings, both in field and box lacrosse.

Whereas lacrosse was traditionally played outdoors, box lacrosse evolved as a game usually played indoors. The games are different. Field lacrosse can be played on a soccer field, whereas a lacrosse box is much smaller and requires surrounding boards. In Penticton there has been increasing participation in box lacrosse, particularly among PIB members as lacrosse is experiencing a resurgence of interest among First Nations in Canada. Box lacrosse is currently played mostly indoors in Penticton, with some use of the Skaha Park sport court for practices. Field lacrosse is also played on the soccer fields in the fall season.

There have been challenges to obtain access to indoor dry floor space for box lacrosse groups due to the increase in demands for ice time in Penticton's arenas. The removal of ice in Memorial in the spring has created conflict between dry floor and ice users. Ice has remained in Memorial during the summer months due to ice demands. The ice requirements for Okanagan Hockey Group, hockey programs, figure skating club, and provincial and national tournaments, among others, during the spring and summer are growing and bring significant direct revenues to the City along with a large economic impact (indirect revenues).

McLaren Arena will no longer be offering spring ice due to maintenance requirements so there is an opportunity for lacrosse to use that facility. The younger players could potentially use the arena for their practices and games whereas the older groups may be able to have practices only in that facility. A solution for lacrosse needs to be worked out on a regional basis. The lacrosse groups have stated that the ceiling height in McLaren is too low for any type of play; however, the BC Lacrosse Association has stated that there is no current height standard for indoor box lacrosse.

Penticton had a three-court indoor tennis facility/bubble located beside the Penticton Community Centre prior to 2007. The tennis community has stated that when the tennis facility was removed for the construction of the South Okanagan Events Centre, they were informed that the facility would be relocated in the future, which has not happened. The tennis community would like to see an indoor tennis facility constructed to replace the removal of the previous one.

### Indoor Facility Gaps and Opportunities

The following are some of the indoor recreation facility gaps and opportunities based on the community input and the analysis:

- Lack of an indoor tennis or complete racquet facility (previous indoor tennis facility was removed and never replaced; tennis participation is on the increase in BC; strong tennis advocates in the community are raising funds towards self-funding a new facility)
- The Curling Facility could be better utilized in the off season (resulting in greater revenues) with some upgrades
- There is no indoor facility that is suited for box lacrosse. The current use of the arenas does not allow lacrosse to start playing in Penticton at the start of their season (March) through to the end of their season (July)
- There is an opportunity to improve the arena/ice facilities with the replacement of Memorial Arena as part of the SOEC complex
- Opportunity exists to attract more hockey tournaments and support the expansion of the hockey academy and summer camps in Penticton, building on the City's Sport Tourism initiatives

### Summary of Strengths and Challenges

Strengths	Challenges
Multi-use community centre with aquatic centre, fitness room; great family change rooms; open to public all day	Need for ongoing upgrades to fitness equipment and cost of pool operations; summer pool closures for maintenance; pool cleanliness
Community Centre program spaces - dance studio, dedicated preschool area	No Youth Centre, or dedicated youth space within a facility
Open, welcoming areas, lots of glass, good pool viewing	Need a welcoming gathering/waiting space with healthy food options
South Okanagan Events Centre and the OHS Training Centre (encompasses two arenas)	Ongoing operations costs to the City
Two additional arenas for community use; reasonable fees; great ice	Maintenance cost, functionality and accessibility issues at Memorial and McLaren Arenas; competition for spring and summer ice and dry floor
The City has applied to Canada 150 Infrastructure grant program for upgrades to the Curling Centre	The curling facility needs capital upgrades to reduce operating costs and increase revenue opportunities
Good arena facility staff; community connection with staff	Maintaining aging facilities, budget constraints
<b>Strengths</b>	<b>Challenges</b>
Arena tournament facility - good for Sport Tourism	Availability of ice/floor time for tournaments
Sports Bubble	Lack of an indoor multi-purpose facility that could support tennis, box lacrosse facility, and other sports



## COMMUNITY-IDENTIFIED NEEDS FOR INDOOR RECREATION FACILITIES

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### Capital Development

- 8.0.1 Plan for the continued availability of four ice surfaces within three fully functioning multi-purpose facilities in addition to the SOEC.
- Support replacement/renovation of the Memorial arena with minimal disruption to the user groups
  - Prepare a plan to deal with the lack of spring / summer ice at McLaren Arena and the condition of this aging facility
  - Consider a long-term plan for two new arenas at SOEC /Queen's Park area for the future (replacing McLaren and Memorial)
  - Investigate options for the replacement (Design/Build/Finance and Operate models) as well as upgrades for Memorial and McLaren Arenas.
- 8.0.2 Explore partnerships for the funding and development of an indoor and/or outdoor tennis centre, potentially including pickleball as well.
- Conduct an analysis of tennis needs in the community
  - Determine the need and scope of a new facility
  - Invite potential private sector partners to participate in the process
  - Investigate options for community fund-raising through a non-profit organization, e.g., a service club or tennis association
  - Identify a suitable location and provide the land (City)
- 8.0.3 Enhance the Curling Centre to improve accessibility, energy efficiency, and off-season use.
- Undertake necessary upgrades as identified in Facility Study and Canada 150 Grant Application; focus on energy efficiency and accessibility
  - Work in partnership with the Curling Club to enhance revenue opportunities, e.g., the acquisition of a conversion package/netting to allow for quick conversion between floor/ball hockey uses and convention or trade fair uses
  - Explore a partnership with Spectra regarding ice technicians to reduce the operating costs for the curling rink
- 8.0.4 Explore solutions to provide space for indoor lacrosse through local and regional partnerships.
- Consider developing a new multi-use facility on PIB land in partnership with the Penticton Indian Band
  - Work with neighbouring communities to identify opportunities for access to existing facilities by Penticton lacrosse players, e.g., Summerland

- 8.0.5 Continue to work with community organizations to increase opportunities for youth.
- Provide support for the development of a Youth Wellness Centre in Penticton.
  - Review opportunities to provide an interim space in a City facility for a youth drop-in area
- 8.0.6 Explore opportunities for commercial uses and additional revenue generation in indoor facilities.
- Consider developing lease spaces such as a coffee shop in the Community Centre with healthy food or a retail sports shop
  - Promote room rentals for private events
  - Promote rink board advertising priced in line with other arenas
- 8.0.7 Acquire new fitness equipment as a priority.
- Provide annual funding for fitness equipment to ensure viability of the fitness room



## 9.0 RECREATION PROGRAMS AND SPECIAL EVENTS



### 9.1 RECREATION OPERATIONS AND MANAGEMENT

#### GOAL

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Provide exceptional service through efficiencies and innovation, and support the development and delivery of quality recreation programs and services.

#### DESCRIPTION

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Recreation facilities and programs are managed by the Recreation Department in cooperation with the Facilities Department. The Recreation Department has responsibility for the delivery of a wide variety of programs and services through direct programming and through partnerships with non-profit organizations and private sector businesses and contractors (Appendix F). The Recreation Department is also responsible for the operations and programs of the pool, park and facility bookings, reception services, marketing and promotion, and recreation business development.

Their tasks include:

- Develop and deliver recreation programs and services in Penticton
- Implement day-to-day operations of the Penticton Community Centre and Pool
- Liaise with local event organizers and with the Sports & Events Project Manager to support efforts to implement and attract tournaments and events to Penticton
- Cooperate with Facilities Department on facility operations and capital planning
- Develop and implement operating budgets annually
- Schedule and book City-run recreation facilities and parks
- Registration and fee collection for programs and admissions
- Provide low-cost opportunities and financial assistance
- Implement Recreation Department marketing and promotions
- Implement recreation business strategies to increase revenue, participation and facility optimization to reduce the net subsidy for recreation
- Implement the City's mobile food truck program
- Develop and nurture partnerships with a variety of community organizations and agencies



## ANALYSIS

The delivery of recreation services and programs is the responsibility of the Recreation section, with support from other departments and external service providers. The Facilities Department operates and maintains the City-run facilities, whereas Spectra, a private management company, operates the South Okanagan Events Centre and Memorial Arena for a fee. This results in three of the City's four arenas being operated by a private business, while the City is still responsible for the major capital requirements of all of the facilities. There is good cooperation among all of the parties. The potential extensive renovations to or replacement of Memorial Arena is a significant capital expenditure.

The Recreation program and administration staff strive to meet the demands for a variety of programs and services for all age groups. With the exception of aquatics programs, private contractors are hired to deliver the recreation programs. This is a challenge for staff as there is a shortage of suitable contractors. Staff works with many community organizations to enhance the levels of service particularly in the areas of youth services and health and wellness programs.

The Department is in the process of replacing their recreation software program. This is targeted to be completed in August 2018. The technology provided by the new system will make the current processes more efficient and user-friendly, but there are significant staff impacts with the transition between software programs.

The Recreation Department staffing model has recently changed. The Department is reprioritizing roles and responsibilities, practicing transformational leadership, and focusing on the City's strategic priorities. "Lean" strategies will be implemented to focus time, energy and resources on high value work, to eliminate waste, and to create capacity through better processes, partnerships and employee culture.

In the area of aquatics, one of the key issues is the ability to attract, train and retain staff. Specialized qualifications are required to work as a lifeguard/instructor, and these require a high skill level, ongoing certification and significant cost. There is a demand for specialty programs in the pool, which means that the aquatics staff also need fitness certification.

The community engagement process indicated a desire for more programs for various age groups as well as longer operating hours. The community also expressed the importance of keeping recreation opportunities affordable and not a profit generator for the City.

### Recreation Operations and Management Gaps and Opportunities

The following are some of the gaps and opportunities related to the operations and management aspects of the delivery of recreation programs and services:

- There are challenges finding qualified contractors to provide a variety of programs, which may be mitigated through new partnerships and implementation of new recruitment strategies for new contractors

- A need to reach the demographics that are not users of the programs or facilities, as well as optimizing participation of existing patrons, could be addressed through a Marketing Plan and Strategy
- Replacing the current recreation software provides an opportunity to implement new technology with additional features
- The change in the staffing structure has facilitated a change in responsibilities and a focus on processes
- The demand for facilities particularly in peak times may require a review of the allocation policies and fees

### Summary of Strengths and Challenges

Strengths	Challenges
Fees are in line with or lower than other communities	Concern with affordability of programs
Variety of programs for all age groups	Finding a variety of diverse, qualified contractors to provide current programs and additional programs to meet needs of specific groups such as working families
Bugaboo University - great success	
Online and printed copies of seasonal brochures	Prioritizing marketing tactics with greatest return on investment based on existing capacity and new staffing model
Engaged and qualified staff	New staffing model and determining new priorities for the department while managing demands and service expectations
Ongoing work with community partners - both private and non-profit	Developing new partnerships to meet emerging needs and address any service gaps

### COMMUNITY-IDENTIFIED NEEDS FOR RECREATION OPERATIONS AND MANAGEMENT

- 9.1.1 Continue to review fees and charges annually to ensure they meet the needs of the residents while still providing sufficient revenue to meet the Department’s revenue target.
- 9.1.2 Develop a Marketing Plan and Strategy that provides direction for the promotion of programs and services, along with a strategy for the recruitment of contractors for program delivery.
- 9.1.3 Continue to foster existing partnerships and develop new partnerships for effective and efficient service delivery.
- 9.1.4 Purchase and implement new recreation software in 2017/2018.

## 9.2 RECREATION PROGRAMS AND SERVICES

### GOAL

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Provide a variety of exceptional programs and services through the delivery and support of recreation, sports, events and active living opportunities, balancing fiscal responsibility with affordability, access and inclusion.

### DESCRIPTION

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The City of Penticton offers a considerable number of programs and services for all ages. The program descriptions, schedules and fees are listed in the bi-annual program guides - Spring/Summer and Fall/Winter. The guides are available on line and in print format. Programs are offered in City facilities, in schools, and outdoors in parks and on the lakes.

The following is a brief description of the programs offered by or supported by the City of Penticton. A more complete list can be found in the Recreation Programs Inventory in **Appendix F**.

#### Aquatics

The aquatic programs consist of Red Cross Swim Lessons for ages 4 months to seniors, specialty lessons such as stroke correction and scuba, aquatic leadership courses, aquatic fitness classes, and REACT – an aquatic rehabilitation program. The pool is open seven days a week with opportunities for recreational swim, lane swimming, and designated times for the lazy river, waterslide and use of the diving boards.

The City supports the KISU Swim Club and the Penticton Pikes summer swim club, through subsidized pool rental space for their swimmers. These clubs provide competitive swimmers of all abilities with programs and coaching in a team environment.

#### Skating

Skating lessons are offered at McLaren Arena throughout the fall and winter for all ages and skill levels, starting at three years old. The “little Vees” program teaches introductory hockey skills for 3 to 6 year olds. Parent and Tot lessons are available, as are adult skating lessons. The Glengarry Figure Skating Club offers a complete range of figure skating programs (StarSkate) as well as CanSkate for learning to skate and CanPowerSkate geared to hockey and ringette.

#### General Programs

- **Tots & Tykes:** This category covers infants to age 5. Limited programs are offered for this age group – dance-related activities, some music and Sportball. In the summer there are “One Day Wonders” activities for this age group as well as half-day camps. A new addition to the pre-school age group is Bugaboo University, which is a half-day program for Early Childhood Learning for 3 to 5 year olds. Other “Bug” programs are also offered for this and younger age group.

- **Children:** For the 5 to 12 year olds, there is more variety than for the younger ages. There are opportunities to learn new sport skills or play recreational games; participate in arts and crafts, dance or yoga; or take part in an outdoor adventure. Summer Day Camps are offered for 6 to 12 year olds. A partnership with Pacific Sport allows children and teens the opportunity for sport development.
- **Youth:** The programs designed for youth include learn to dance, yoga, fitness, and sports. Radar is a unique youth diversity program that aims to create a sense of belonging for youth of all identities. It is a safe space for youth, which takes place weekly at the Library. It was funded by a grant from the Community Foundation of the South Okanagan Similkameen. The City also supports “YES”, the Youth Engagement Strategy an initiative of the Community Foundation of the Okanagan Similkameen, designed to create positive change in the lives of youth across Penticton. The City continues to develop partnerships for the delivery of youth services.
- **Adults:** The City offers an extensive list of programs and activities for adults (including seniors) from drop-in sports and clinics to art or dancing classes. In the area of fitness there is also a long list of water-based and dry-land options including Yoga and Pilates, Strength and Cardio and Deep Water Running.
- **Seniors:** There do not appear to be any programs specifically for seniors listed in the program brochures. Seniors are recognized in the admission fees, but not in the program fees. The City offers programs that cater specifically to seniors but are not advertised as such.
- **Family:** There are programs that are targeted to family participation, mostly in the spring and summer, with a few in the fall and winter. Some are excursions and hikes and some are indoor artistic ventures.



### Additional Programs and Services

There are many non-profit organizations that provide social and recreation programs and services, and/or funding in Penticton. Some of these organizations are the Penticton Seniors Drop-In Society, the YMCA, the Boys and Girls Club, the Penticton & District Community Resource Society, the United Way, the Community Foundation, Interior Health, Pacific Sport and the large number of community sports organizations that provide hockey, figure skating, soccer, baseball, lacrosse, tennis, cycling, mountain biking and other sports.

### Affordable and No Cost Recreation

The City offers the LIFE (Leisure Involvement for Everyone) program for individuals and families with low income to access free and low cost recreation programs and activities. For those with cognitive or physical disabilities, the Community Centre Access Pass provides discounts on pool and fitness centre memberships. Assistance is also available for children and youth for sport and recreation participation through the Canadian Tire Jump Start Program, and through KidsSport that provides assistance to children in Penticton, Kaleden, Naramata and the Penticton Indian Band. The City promotes free or low cost programs offered by other agencies in the community and highlights low cost program options throughout the Recreation Guide.

### Community Grants

The City supports many sport and recreation activities through their Community Grants program. The groups that received grants in 2016 (related to sports and recreation) were: OK Thunderbirds (Soccer Tournament) \$900, Youth Engagement Strategy \$8750, Okanagan Hockey Group \$10,000, Penticton and Area Cycling Association \$9,930, Penticton Dragon Boat Festival \$14,120 In-Kind, Prospera Granfondo Axel Merckx Okanagan \$45,624, and Upper Deck Vees Hockey \$7,800 In-Kind.





## ANALYSIS

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The telephone survey indicated that more than half of the respondents did not participate in any indoor recreation programs (55%). The highest rate of non-participation was for those 60 years or older, of whom 66% did not participate. The highest rate of participation was for aquatic/pool activities (33%) of which 66% of participants lived in a household with children.

For fitness, the same percentage of residents used private fitness facilities as the City's facility (19%), and a higher percentage of residents attended private fitness classes versus City classes. Satisfaction rates for private sector fitness classes was very high.

Satisfaction with City programs was generally high as expressed through all forms of community engagement. The highest satisfaction ratings were for aquatic/pool activities, and community organized sports. The lowest level of satisfaction was for community centre drop-in sports programs, although the participation rate was fairly low based on the survey results. The satisfaction rate was only 36%, which was the lowest satisfaction rate for indoor programs.

Some specific comments were:

- Great programming
- Open and accessible to everyone
- Contributes to family well-being and sense of community
- Good value for money spent
- Good program options in the pool
- Love the Radar program

Respondents to the telephone survey were asked whether there were any age groups for which recreation or sport programs were lacking. Of those who said "yes", 45 % said there is insufficient programming for youth aged 13 to 18. The City is working in partnership with community agencies to address the youth issue. "Radar" is a great example of a community service/recreation program that the City is offering for youth of all identities. The City's support of the Youth Engagement Strategy is another way in which the recreation staff work with various agencies on social issues in the community.

The most frequent suggestions for improvements to indoor programs or services were related to increasing affordability, requests for programs outside of regular work hours, more or expanded programs and better quality staff.

Despite the general satisfaction with the programs and services, the input and analysis revealed a number of areas for improvement:

- There is a lack of facilities and programming for youth, and youth are not being heard
- People have difficulty accessing programs and using facilities due to timing, space, and the booking process

- Inconsistent booking system has different pricing and deadlines between City and Spectra
- Issue with affordability: cost of swimming, fitness room, arenas; want more affordable winter activities
- Need more programs for all ages and year-round, particularly for families and seniors
- Should offer programs after working hours for adults and families
- Stay open longer hours - earlier, later - particularly for the pool
- Ensure fairness and equity among sports groups
- Need more promotion for facilities and programs
- The LIFE program is not well advertised
- No wheelchair sports; no youth ball hockey
- Should have a stronger diversity lens
- There is a desire for better quality/friendlier staff and instructors

## Fees and Charges

The City determines their fees and charges through reviewing operating costs, market comparisons and what people are willing to pay. This method of setting fees is very common in municipal recreation. Periodically municipalities review their operating costs for each facility. These costs should include overhead, depreciation and debt. It is a very complex exercise to determine the allocation of these costs to each facility component and the programs that take place within those components. Some areas are easier than other, for example arena costs can be allocated on an hourly basis and then rental rates based on those costs. However, if the municipality wishes to subsidize youth hockey for example, then other groups would need to make up the difference. The benefit of conducting a thorough cost analysis is that it allows the municipality to determine the levels of subsidy they are prepared to support for each type of activity.

As market rates are used as “comparables” or “targets”, it is useful to have current information on other communities. Penticton staff have recently compiled fees and charges for the Okanagan region. The benchmarking study done as part of this master plan also looked at fees and charges for admission rates to various activities and some basic lessons.

**Admission Fees:** The admission fees for the pool, fitness and skating were reviewed and compared with other municipalities in the Okanagan. The pool and fitness admissions were also part of the benchmarking study.

**Recreational Swims:** The Penticton single recreational swim admission fees for children, youth, adults and seniors are consistently higher than in West Kelowna, Summerland, Kelowna (Parkinson Recreation Centre), Vernon and Oliver (*Figure 9.1*). The ten benchmarked communities that offer swimming also showed average rates below those of Penticton. The affordability of swimming was an issue raised during the community engagement. It is very important from a lifelong health benefit perspective and safety on the lakes and rivers for all ages to be able to participate in swimming throughout the year. Access to recreational swimming encourages participants to want to learn to swim.

CATEGORY	PENTICTON	WEST KELOWNA	SUMMERLAND	KELOWNA (PRC)	VERNON	OLIVER	BENCHMARK COMMUNITIES AVERAGE (W/O PENTICTON)
Child	4.25	2.65	2.50	2.85	n/a	3.49	3.22
Youth	5.25	3.55	3.25	3.85	4.15	3.49	3.68
Adult	6.25	4.50	4.50	5.15	5.50	4.58	5.59
Senior	5.25	3.60	3.75	3.85	4.15	3.82	3.68
Family	16.00	10.00	9.50	11.20	12.35	10.19	11.45

Figure 9.1: Recreational Swim Admission Rate Comparisons

**Skating:** The analysis of recreational skating admission rates shows a somewhat different picture. Penticton’s rates for skating are considerably lower than for swimming, whereas most communities have higher fees for skating than Penticton, and some use the same rates for skating and swimming (Figure 9.2). The operating costs for the pool, including lifeguards, are higher than arena operational costs, so the higher swim rates could be justified. However, some communities specifically keep their pool rates low due to the many benefits of swimming.

### Recreational Skate Admission Rates

CATEGORY	PENTICTON	WEST KELOWNA	SUMMERLAND	OSOYOOS	VERNON	OLIVER	BENCHMARK COMMUNITIES AVERAGE (W/O PENTICTON)
Child	2.25	3.50	2.50	Free	4.10	2.41	3.97
Youth	3.25	3.50	3.25	Free	4.10	2.41	2.65
Adult	4.25	3.50	4.50	Free	5.40	3.05	5.50
Senior	3.25	3.50	3.75	Free	4.05	2.55	2.77
Family	11.00	10.00	9.50	Free	12.95	10.09	11.93

Figure 9.2: Recreational Skating Admission Rate Comparisons

**Fitness:** Penticton offers fitness-only passes as well as a fee for a combination of the pool and fitness room. This analysis only looks at the Fitness Room drop-in rates for comparison. Not all communities offer the combination feature, and the benchmarking only included Fitness Centre Drop-in as a category. Penticton’s admission fees are higher than all of the comparison communities in the Okanagan and the benchmark communities (Figure 9.3). It is difficult to accurately compare municipal fitness rates with the private sector centres, as they generally have a vast number of options, categories, specials, etc.

### Fitness Drop-In Rates

CATEGORY	PENTICTON	WEST KELOWNA	OSOYOOS	OLIVER	BENCHMARK COMMUNITIES AVERAGE (W/O PENTICTON)
Youth	4.50	3.15	3.00	3.20	4.30
Adult	6.50	4.35	4.00	3.80	5.95
Senior	4.50	3.45	3.00	3.20	3.21

Figure 9.3: Fitness Drop-In Rate Comparisons

**Programs:** The benchmarking survey used Swim Kids 1, Summer Day Camp and Zumba classes for comparison. Penticton is on the low end of fees for swimming lessons, in the middle for summer camp, and on the high end for Zumba classes (Figure 9.4). The Swim Kids lessons category provides the most accurate comparison as it is a Red Cross program that stipulates class size, instructor qualification and length of instructional period. Summer Camps are difficult to compare as there are many variables including staff to camper ratios, types of activities, location and so on. Zumba classes are also somewhat difficult for accurate comparisons. Class size, facility, length of class, and instructor qualifications are all factors that may vary.

### Program Fees

CATEGORY	PENTICTON	VERNON	WEST KELOWNA	PORT MOODY	KAMLOOPS	MISSION	AVERAGE (W/O PENTICTON)
Swim Kids 1	46.00	55.00	42.00	50.75	47.75	52.00	49.50
Summer Camp	135.00	167.00	177.50	135.00	115.00	160.00	150.90
Zumba Class	10.00	n/a	6.05	9.00	7.27	5.62	6.98

Figure 9.4: Program Fee Comparisons

**Facility Rental Rates:** Arena rental rates are the easiest to compare among municipalities as the categories almost always include a minor or youth rate, an adult rate and a commercial rate (Figure 9.5). The benchmarking exercise did not include arena rates however staff conducted a regional survey of current rates. Penticton is close to the average, if only the McLaren rates are considered. One of the potential issues in Penticton is the commercial rate. Most municipalities do not have a higher rate for “commercial groups”. It makes sense to charge the adult rate, but to continue to give local resident adult groups priority. There is generally no prime time and very little time at all left for commercial groups, once the minor and local adult needs have been met.

The arena rates for Memorial and OHS shown below are set by Spectra as part of their business plan, and are generally higher than other municipal arenas in the region.

The average rates for arena rentals, not including Penticton are: youth -\$82.77, adult - \$143.04, commercial - \$171.16.

CATEGORY	PENTICTON MCLAREN	PENTICTON MEMORIAL	OHS	SUMMERLAND	OSOYOOS	OLIVER	WEST KELOWNA	KELOWNA	VERNON	KAMLOOPS
Youth	\$82	\$88	\$177	\$84	\$51	\$46.42	\$83.87	\$85.97	\$120.54	\$107.60
Adult	\$155.50	\$160	\$206	\$117	\$95.50	\$91.65	\$167.72	\$171.95	\$185.44	\$172.00
Commercial	\$188.25	\$160	\$206	\$148	n/a	n/a	\$193.54	\$171.95	n/a	n/a

Figure 9.5: Arena Rental Rate Comparisons (hourly, prime time)

The data on rental rates for pools were collected by lane per hour rate, throughout the region (Figure 9.6). Penticton rates appear to be low based on this survey. Data from 2014 from other municipalities shows the per lane/per hour rates all at \$10 and more. The setting of pool fees is particularly difficult as the pool can be used for several activities at the same, so the allocation of lifeguard time, supervisor’s time, maintenance staff and pool operation costs (heat, chemicals etc.) is somewhat arbitrary. Pool rates are generally set based on “market” which is comparison to similar municipal facilities.

CATEGORY	PENTICTON	KELOWNA	KELOWNA H2O	KAMLOOPS	SALMON ARM	AVERAGE W/O PENTICTON
Youth	\$5.07	\$8.83	\$9.94	\$5.99	\$10.25	8.75
Adult	\$12.00	\$13.25	\$14.91	\$5.99	\$13.15	11.83

Figure 9.6: Pool Rental Rate Comparisons (per lane/per hour)

### Fees and Charges Summary

The discussions in the recreation sector regarding the best way to set fees and charges are ongoing. There is no universally accepted resolution to this issue. Ideally the fees and charges should be based on costs. Once the costs are determined the municipality determines the acceptable level of subsidy for each type of activity, each type of participant and so on.

There is no industry standard for subsidies, although most municipalities provide significant subsidies for minor (youth) sport and recreation, with some level of subsidy for resident adults. Non-residents and commercial groups may receive no subsidy, particularly for arena rental rates. Penticton subsidizes their minor sports by 75%, and local non-profit adult organizations by 50% in most facilities. Arena rates and subsidy levels are set based on regional market standards.

The arena rates for commercial and non-resident rates could be reviewed with a view to reducing the rates in order to attract more of this type of user to non-prime times. This would not impact the subsidized users, as the allocation policies would address the booking priority.

In Penticton the overall subsidy level is calculated by determining all costs for the facility operations (utilities, salaries, capital), recreation expenses and depreciation and debt. This results in a subsidy in the range of 60% (which is down from 67% in 2012).

The subsidy and management fee to Spectra for the management and operations of the SOEC, the OHS training centre and Memorial Arena is not included in the above-mentioned calculations. Their facilities have separate budgets.

Most fees are set based on a combination of market rates, the operating costs, and the willingness of the community to pay. It is beneficial to know the operating cost of each facility. These calculations should be updated every two to three years, and more frequently if there are significant changes, such as facility replacement, major repairs/upgrades or a facility closure.

## Two-tier Pricing

Two-tier pricing, the setting of different fees and charges for non-residents versus residents, has been implemented in some municipalities. The basic principle behind two-tier pricing is that taxpayers in a particular jurisdiction subsidize the participation of non-residents as recreation/parks fees do not cover the full capital and operating costs of the parks and facilities. The City of Penticton reviewed the notion of implementing a two-tier system in 2011, but decided not to proceed at that time, as the business case did not support this approach. A study in 2009 indicated that 18% of city facility use was by RDOS residents.

Most communities do not have varying rates for residents versus non-residents, except for facility rental rates. Some municipalities receive a financial contribution from adjoining areas to help support their facilities, to allow for equal fees for all users.

The implementation of two-tier pricing, or requiring a contribution from other areas, is a long and complex process. Several communities have implemented a two-tier system and then have returned to the same fees for residents and non-residents. Some that have abandoned the two-tier system have been able to negotiate recreation funding agreements with Regional Districts, adjoining communities or First Nations.

The introduction of two-tier pricing can cause considerable negative responses from non-residents who are used to paying the same fees as residents. There are communities that have responded to the negative impact on their residents by reimbursing individuals for their extra fees, which is an administrative burden and inconvenient for residents.

Some examples of communities that have maintained the two-tier system are the City of Trail, the Resort Municipality of Whistler, and Port Alberni. Each municipality has different methods of administering the two-tier programs.

The following is a preliminary list of steps involved in the implementation of a two-tier system:

- Determine place of residency of current users (could include business owner's addresses)
- Calculate percentage of non-users and what facilities/parks they primarily use
- Establish operating costs of key facilities (operating & capital/depreciation)
- Review potential benefits vs costs of such a policy
- Determine potential fee structure - how much additional fees for non-residents
- Develop a bylaw with legal input
- Consider assets/facilities of other communities being used by Penticton residents

It is important to bring Council into the discussion early and for Council to discuss the matter with the Councils in affected communities. The analysis does not indicate that the City implement a two-tier system at this time, although a dialogue with the RDOS and neighbouring communities regarding some level of financial contribution to Penticton's recreation costs would be beneficial.

### Allocation Policies

The purpose of allocation policies is to responsibly manage recreational spaces in a manner that meets current and future demands for both organized and casual users. It is important to consider the needs of diverse populations, groups and individuals while recognizing the tax-based contribution provided by residents towards the development and operation of community recreation assets.

Penticton's current Fees and Charges Procedure outlines the rationale for recreation fees and provides the principles surrounding the fees and charges. It states that "this procedure is meant to ensure that facility time is allocated fairly". The Facility Allocation section outlines the allocation process and the allocation priorities.

Penticton's Allocation Procedure for arenas and sports fields gives priority to local youth, and then local adults, before non-residents and commercial groups. Penticton is somewhat unique in ice allocation in that there is a well-established major Hockey Academy and large summer hockey camp, both operated by a private organization. In order to accommodate these programs, an exception has been provided in the allocation procedure for groups that have a negotiated license agreement with the City of Penticton.

Penticton's Allocation Procedure is comprehensive and effective. It would benefit from the addition of the following statement "the Facility Allocation Procedure is designed to ensure optimum usage and programming while being fiscally responsible".

### Program and Services Gaps and Opportunities

The following are some of the indoor recreation programs and services gaps and opportunities based on the community input and the analysis:

- Lack of enough affordable sport and recreation opportunities for all ages



- Insufficient numbers of qualified, diverse program contractors available to run programs
- Need for more programs for children, youth and families
- Few programs designed and promoted to the seniors' population
- Lack of variety of programs for working adults and parents (offered evenings and weekends)
- Inconsistent booking practices and fees between arenas run by the City versus Spectra
- Opportunity to approach a service club to provide free recreational skating or recreational swimming for children and/or families
- There may be an opportunity to increase revenue through contributions by RDOS and neighbouring municipalities for recreation facilities and programs used by their residents
- The Glengarry Figure Skating Club already operates the Can Skate and other instructional programs and could potentially expand this to Learn to Skate programs. The City's administrative and program staff have significant workloads and this change would free up time to focus on other issues in this Master Plan. GFSC has expressed an interest in taking on the Learn to Skate programs, as this would provide exposure to their programs. There are other contractors that currently provide skating services that could also be considered.





### Summary of Strengths and Challenges

Strengths	Challenges
Collaboration with community agencies to provide a larger variety of programs and services	Securing qualified contractors to provide programs and services
Ability to deliver a wide variety of programs and services with limited full-time staff resources	Keeping fees at a reasonable level to allow for participation from all community members and groups
Excellent pool staff	Better training for staff; aquatic staff recruitment
YES (Youth Engagement Strategy) youth consortium; Radar program	Lack of youth programs and services
Variety of programs across age groups	Multi-cultural community not well represented; no wheelchair sports; lack of sufficient programs for children and families
Seniors are welcome in all adult programs; Seniors' Centre has some programs for seniors	No programs specifically identified for seniors in program guide
Good program guides; popular programs are full	Need more program promotion for new and unknown programs
Qualified, dedicated full-time staff	Large areas of responsibility and workloads
High level of participation in arena activities	Separate process for booking for McLaren Arena than for other three arenas (City and Spectra)

### COMMUNITY-IDENTIFIED NEEDS FOR RECREATION PROGRAMS AND SERVICES

#### 9.2.1 Expand recreation programs for children, youth, families and seniors.

- Recruit new, qualified contractors to offer additional programs, through an extensive communications campaign with the assistance of Corporate Communications
- Promote the delivery of programs as business opportunities, and run the campaign both within and beyond Penticton
- Explore partnerships with Penticton non-profit organizations and local businesses to develop and offer programs
- Design and market programs for seniors at the Community Centre

#### 9.2.2 Offer some programs that meet the “schedule needs” of working adults.

- Try adult classes with a later start time in the evenings and more options on weekends
- Try pre-school swim programs a little later in the evening, e.g., at 6:00 pm and earlier on weekends
- Consider extending pool hours to open earlier on weekends

- 9.2.3 Review the pool rental rates and the pool admission fees in the context of the findings that rental fees appear to be low, while admission fees for public swim are high.
- Approach local Service Clubs to sponsor recreational swimming
- 9.2.4 Address the “affordability” comments/concerns.
- Improve the promotion of the LIFE program and other options for those who cannot pay the regular fees
  - Consider lower pool admission fees in non-prime time
- 9.2.5 Review attendance numbers in fitness classes to determine reasons for declining numbers.
- Offer options for different fee structures such as options for shorter sessions, different classes, different instructors
  - Increase promotion of classes in relation to offerings by private sector
- 9.2.6 Review the service delivery and financial model for Learn to Skate programs.
- 9.2.7 Consider changes to the arena rental rates.
- Offer commercial and non-resident groups the same rate applied to adult residents, which could help attract potential commercial clients and non-residents to the arenas during off-peak times
  - Work with Spectra towards consistency in fees between Memorial and McLaren arenas
- 9.2.8 Develop strategies to attract under-represented groups.
- Prepare a Communications Strategy and Plan to inform and attract multicultural groups and First Nations
  - Work with organizations serving persons with disabilities to develop programs and promote access to facilities and programs
- 9.2.9 Work with other jurisdictions on contributions towards operating costs in lieu of two-tier pricing.
- 9.2.10 Explore opportunities to develop for a consolidated booking system for all four arenas.

### 9.3 SPECIAL EVENTS AND TOURNAMENTS

#### GOAL

Encourage and support a variety of special events and tournaments that draw residents and visitors to the City’s parks and facilities.

#### DESCRIPTION

Eventful Penticton is a strategy that involved analysis of the existing events and tournaments, and recommendations for expanding Penticton’s events. The strategy includes the following goals:

- Network (Connected) Goal: Expand support system for events
- Capacity (Sustainable) Goal: Enable hosts beyond sport, summer
- Promotion (Livable) Goal: Engage key event markets, sponsors
- Digitize/Optimize (Smart) Goal: Encourage content, data sharing

The City hosts a large number of special events and tournaments in its parks and facilities (**Appendix G**). From 2008 to 2015, the average hours booked annually in parks was 1,727 hours. In 2015, 1850 hours were booked (*Figure 9.7*). The revenue to the City for these bookings in 2015 was just under \$52,000. The economic development benefits were far greater. Park bookings are increasing in number each year. The revenue for bookings in 2017 was over \$69,000 for the parks noted in *Figure 9.7*.

PARKS	HOURS 2015	HOURS 2016	HOURS 2017
Rotary Park	528	620	951
Okanagan Lake Parks	473	510	600
Gyro Park	449	440	690
Skaha Parks	310	326	290
Lakawana Park	64	51	137
Marina Way Park	10	46	33
Munson Mountain	8	11	2
Rose Garden	8	15	27
<b>Total</b>	<b>1850</b>	<b>2019</b>	<b>2730</b>

Figure 9.7: Event Hours Booked in Parks 2015-2017



In 2015/2016, there were 80 sports tournaments, and 60 festivals and events in Penticton (Appendix E). The largest of these was PeachFest, drawing around 100,000 over five days. Particularly popular events among locals are the Community Market and Farmer’s Market held on Saturdays from spring until fall.

The Citychampions support and assist sporting events, festivals and group/meeting organizers in obtaining the right permitting, resources, and information to plan and safely execute successful community events in and around Penticton.

## ANALYSIS

Implementation of the Eventful Penticton strategy will be the key tool for expanding Penticton’s events and tournaments. The following analysis was conducted specifically for this Master Plan.

According to the community survey, 36% of households included someone who attended a festival or special event in a park within the previous year; this was the third most popular outdoor activity, and almost 95% of these were satisfied. This rate of attendance is lower than what is often seen in other communities; it is possible that respondents may have been unclear on what an “event” includes, e.g., the Farmers’ Market. On the youth survey, festivals or events in parks were cited as a favourite outdoor activity by 58% of respondents.

In the benchmarking, very few communities were able to provide data on the number of events they host, and all of these had far fewer than Penticton’s 60 events. The ones with data included Port Moody (15 events), West Kelowna (12 events), and West Vancouver (40 – 50 events).

Four communities provided annual numbers of tournaments, and only Kamloops has more than Penticton’s 80 tournaments. Port Moody indicated the community has 7 tournaments annually, while Campbell River and Coeur d’Alene both indicated they have 10. Kamloops, “Canada’s Tournament Capital,” had 111 tournaments in 2015. West Vancouver and White Rock have very few annual tournaments.

Penticton has an Outdoor Events Guide that outlines the processes and forms for booking events, venue information, fees and charges, equipment available, guidelines and deadlines, and policies and conditions of use. Three locations are offered as wedding venues. The City has hired a Sports and Events Project Manager in 2016, who will help to coordinate and manage events.

The fees charge for festivals and events are highly variable among communities in terms of the way they are charged and the rates. Penticton appears to be the only community that charges solely by the hour (plus rentals), according to its online information. The following are some examples:



- Booking fee (Campbell River \$29.00)
- Permit fee (Campbell River \$29.00, Vernon \$240 for minor sports group to \$3,168 for commercial non-resident business event, West Kelowna \$130.08 permit, plus \$295.63 fee for events with more than 500 attendees, West Vancouver \$150 for not-for-profit events to \$300 for commercial events, Collingwood \$100 permit fee for 1000+ attendees not-for-profit and \$750 permit fee for 1000+ attendees for-profit, Orillia \$1,655.72 for exclusive use of park for the day plus other rental fees)
- Charges per vendors and services (Couer d’Alene - \$32.36/day for each art/gift vendor, \$64.72/day for each food vendor, \$25.89/hour monitoring fee to cover costs of staff overtime)

Okanagan Lake Park is the City’s premier location for outdoor events. In 2016, the City held meetings with some of the key event organizers, who identified that their priority for the park is a “green room”, a building with washrooms and dressing rooms for performers. Future priorities will include a permanent stage and washrooms. It is assumed that funding for the green room will be acquired through event organizers.

### Special Events and Programs Gaps and Opportunities

The following are some of the key gaps and opportunities related to special events and programs in parks:

- There is no one location or calendar where all types of events are listed.
- Given the number of events in Penticton, it may be possible to increase some of the fees and charges, especially for the commercial components of events.

### Summary of Strengths and Challenges

Strengths	Challenges
Penticton has far more events than most communities of its size	There is no one place where all of the events are listed
There is a Sports and Events Project Manager who will be implementing multiple strategies to expand the City’s events	Infrastructure in Okanagan Lake Park is needed to better support events
There is an outstanding variety of excellent event venues	It is possible that Penticton’s charges for events are lower than they could be, especially for commercial events or commercial activities (e.g., vendors) at events
Policies and procedures for events are well organized and presented	Trees at Gyro Park may be affected by high-use events

## **COMMUNITY-IDENTIFIED NEEDS FOR SPECIAL EVENTS AND TOURNAMENTS**

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### **Planning and Design**

- 9.3.1 Implement the recommendations of Eventful Penticton as these evolve over time.
- 9.3.2 Establish an online calendar that includes all types of special events and programs in parks (and indoor facilities), including sports tournaments and other festivals and events.
- 9.3.3 Support the efforts of event organizers who wish to expand event infrastructure at Okanagan Lake Park.
- 9.3.4 Review the City's fees and charges for special events and programs in parks.

### **Capital Development**

- 9.3.5 Establish a "green room" to support events at Okanagan Lake Park.
  - Build a stage and washrooms at Okanagan Lake Park in the longer term.

### **Operations**

- 9.3.6 Operate and maintain new infrastructure at Okanagan Lake Park.

# 10.0 IMPLEMENTATION PLAN

## 10.1 ACHIEVING VISIONS THROUGH PARTNERSHIPS

The City collaborates with many partners in the delivery of parks and recreation services, as described in this section. These partnerships have the potential to enable Penticton to achieve grand visions.

**The Steering Committee for the PRMP sees the opportunity for Penticton to achieve visionary parks and trails equivalent in magnitude to Stanley Park and the Seawall in Vancouver, the River Valley in Edmonton, or the Gatineau River in Ottawa.**

### RDOS

The RDOS and the City have an excellent relationship and have partnered on many projects, e.g., the recently prepared South Okanagan Similkameen Cycling Guide, City contributions to a regional trail system, a new Regional Heritage Program.

RDOS residents currently use City facilities for the same fees as City residents, even though their taxes do not contribute to capital or operating costs. A 2009 study showed 18% use of City facilities by regional district residents. Section 9 provides information on potential cost contributions.

There are significant opportunities for additional partnerships with the RDOS, including regional trail connectivity (west side of Okanagan Lake, west side of Skaha Lake, Airport Beach link), integrating programs in the Recreation Guide, sharing of equipment (e.g., beach grooming) and operations, sports fields, provision of facilities as RDOS has more space (e.g., indoor tennis, lacrosse box), establishment of Campbell Mountain as a park (RDOS, City, and/or PIB), and marketing.

Vision

Waterfront to Mountain Peak Trail Corridor – Esplanade to Munson Mountain to Campbell Mountain – offering recreation, enjoyment, natural beauty, environment

### PIB

The City and the Penticton Indian Band (PIB) are holding Council to Council meetings, working on improving lines of communication with each other. To date, PIB makes a contribution to the City for the use of facilities. The City and PIB work together on management of the River Channel (Okanagan River), which is a major destination for floating. Coyote Cruises, run by PIB, rents tubes and runs a shuttle. Many Penticton residents use the walkway along the west side of the river channel.

There are significant opportunities for additional partnerships with the PIB, including potential improvements to the River Channel Walkway, with designated dog off-leash areas and better dog management, plus the potential development of new amenities such as a ball diamond complex

Vision

River Channel Parkway – recreation, enjoyment, natural beauty, environment

and/or lacrosse box/field on PIB land. PIB is interested in having the City include Syilx place names for new parks and trails, with signage, and cultural interpretive signs.

### SCHOOL DISTRICT

The City and School District have a good working relationship. This includes coordination regarding the booking of facilities (until the end of 2016), school fields for community use, special joint field construction projects, and City contributions to maintaining school fields that are used by the community. Many playgrounds and half of the City's tennis courts are on school property. Schools use the City's arenas, theatre, fitness room and pool. A Joint Use Agreement that outlines the relationship between the City and School District is out of date, and there are plans to update it.

After expecting three schools to close, it is confirmed that only one is closing - McNicoll School. The School District does not plan to sell closed school sites, rather they will be leased to private schools or community groups. Population growth will likely be where schools are already full, e.g., Sendero, Wiltse. The Uplands Elementary School site has a portion of land in the ALR that is undeveloped; this property may become available for another use.

#### Vision

Park/School Trails – network through City - recreation, enjoyment, natural beauty, environment

### SHARED SERVICES

Exploration of shared services have begun among the City, RDOS, PIB, Summerland and School District. The purpose is to consider all facilities, programs, and services and to determine how to maximize efficiencies through collaboration and even potential land swaps. This is an innovative approach with funding support by the Province to conduct several pilot projects, and establish a potential model for other communities. Parks and recreation services will be considered as part of this initiative.

#### Vision

Collaboration to maximize efficiencies, innovation in management

### PROJECT PARTNERSHIPS

Many amenities and facilities constructed in Penticton's parks were funded through partnerships with local service clubs, or through donations made by the public or private business. Numerous playgrounds, spray parks, sport courts and trails were all developed through the financial support of local partners. In some cases local sport groups fund or have shared in funding park and facility improvements.

The City also sources federal/provincial grants to supplement project costs. Recent examples include the Penticton Youth Park, the Skaha Outdoor Fitness Park, new pickleball courts, Ellis Creek Park, and tree planting projects. Since 1995 over \$1.5 million has been donated towards park infrastructure or special projects. Building and maintaining partnerships with various community organizations has been key to this success.

#### Vision

Greening the City – Work with UBC, Strategy for Trees and Environment



## VOLUNTEERS

Like most cities, volunteer organizations drive the majority of the organized activities happening in local parks. The Parks Department actively works with many groups to assist in the organizations' goals; and in some cases the city licenses areas to local non-profit groups for exclusive or non-exclusive use. Some examples of partnerships include Penticton and Area Cycling association (PACA), Penticton Community Garden, BMX Club, Penticton Disc Golf Club, Penticton Japanese Garden Society, South Okanagan Conservation Alliance, Okanagan Stewardship Society and the many sport associations that use parks.

The Parks Department manages a modest Adopt-a-Park program, currently with seven registered groups or individuals, who provide light maintenance duties to supplement existing parks maintenance. The department always encourages and supports volunteer clean-up or tree planting events, by loaning tools or equipment, giving guidance and support, or providing expertise or materials. Penticton was successfully chosen as a Tree Canada Green Streets community in 2012 and 2013 and organized park tree planting events involving high school students and service clubs. Since 2010, the Parks Department has also organized and led an annual TD Tree Days planting event.

The Recreation Department also runs a volunteer program. Volunteers are utilized in the Community Centre primarily to check-in/check-out fitness room users and at the Theatre. They help with the REACT, which is a medically supervised program for those with post injury or surgery rehabilitation issues. They do not actively recruit volunteers as they have more volunteers than positions available. The volunteers are usually teens or seniors.

### Vision

Community building,  
citizen contributions,  
working together



## 10.2 FUNDING STRATEGIES

Community-identified needs must be realistic in relation to the City's ability to finance them. The City is currently updating its asset management plans that guide the capital needs of its 2018-22 financial plan. The City's strategy is to maintain existing facilities first. A recent Asset Management Plan for Penticton's parks assets provides the following information:

- Total Asset Value: \$34 million
- Remaining Life: 36% (it is getting old)
- Park assets that have passed their theoretical service life: \$18 million (backlog)
- Average annual investment required to sustain infrastructure into the future: \$1.5 million per year

Once City Council determines how much it is willing to pay for improving existing amenities and building new projects, the proposed expenditures within the 10-year plan will be identified.

Potential funding strategies for projects not covered in the 10-year budget include the following:

- Sharing services regionally, e.g., Summerland, Oliver, PIB, RDOS
- Promotion, fund-raising and grant applications by stakeholder groups for federal, provincial and society grants
- Borrow funds – any City borrowing should be done in a responsible manner for capital investment
- Disposition of park land – if acceptable to the community, but there is very little suitable for sale
- P3 – public/private partnerships for capital development or program delivery
- Philanthropy or bequests, which can be increased through setting up a structure and marketing for this
- Increased stewardship activities, such as Adopt-a-Park and environmental programs
- Revenue from new leases, licenses and commercial uses
- Increases or additions to user fees
- Pay parking, which is not popular, but can be effective as a revenue source (see below)
- Innovative self-funding or proposed alternative funding options are encouraged

**Park assets include structures (e.g., gazebos, pavilions), amenities (e.g., courts, playgrounds, skate parks, sports fields), landscaping (e.g., grass, shrub beds), and infrastructure (e.g., irrigation, electrical systems, lighting).**

### Pay Parking

Many comments opposing pay parking were received during community engagement for the Parks and Recreation Master Plan. Lakeshore Drive was mentioned in particular as a location where residents did not want pay parking. The community provided significant input on the desire to keep parks and recreation opportunities affordable.

On March 21, 2017, Council decided not to expand pay parking around the parks or the lakefront, including Lakeshore Drive. The pay stations at Lakawanna and Riverside Drive were removed.

### Park Land Reserve Fund

A Parks DCC reserve fund currently has had about \$475,000 in late 2017, which was generated from DCCs (see pages 28 and 113). Penticton’s DCCs for park land acquisition and improvement are illustrated in Figure 10.1 in relation to the DCCs of comparison communities.

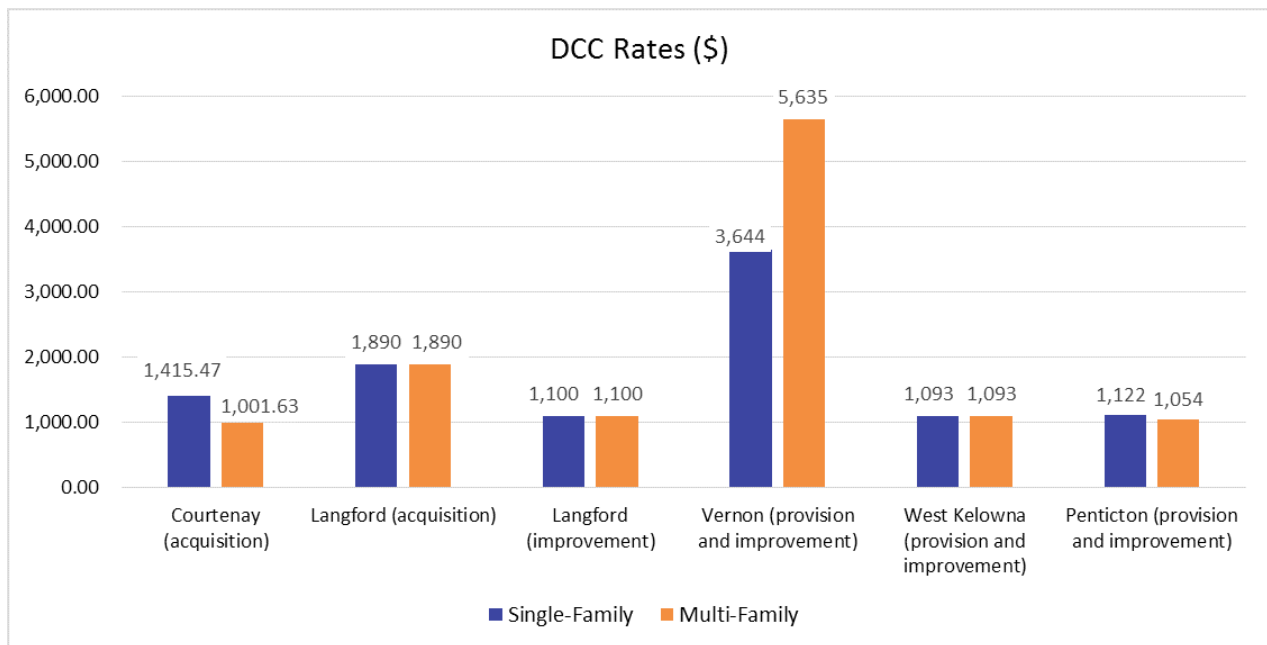


Figure 10.1 DCCs in Penticton and Elsewhere

### 10.3 PRIORITY SETTING AND CAPITAL ALLOCATION

During the master planning process, community members raised questions about how priorities would be established in relation to the allocation of funds to capital projects. The City of Penticton has developed a new Capital Prioritization Framework which is being tested as part of the 2018 budget process. The goal of the project is to create a more rigorous and consistent approach to prioritize capital investment across the City.

The desired outcomes of the Capital Prioritization Framework project include:

- Team approach to decision-making
- Clear and transparent process for prioritizing capital projects
- Budgets developed based on future needs (incorporation of asset management)

The Capital Prioritization Framework has a weighted matrix in which to evaluate projects based on the following categories:

- Public Health and Safety
- Regulatory Requirement
- Environmental (Risk or Enhancement)
- Financial (Risk or Enhancement)
- Asset Replacement (Maintaining Service Levels)
- Strategic Investment / Council Priority / Community Need

It is recommended that the capital projects that are noted in the Master Plan as “Community-Identified Needs” should be prioritized using the same framework, also considering community engagement input before decision-making.

The following are some of the other considerations that will guide the setting of priorities:

- Organizational Focus – Sustainable, Livable, Smart, Connected and Strong
- Facilities Master Plan
- Asset Management Plan
- Operational capacity – department priorities
- Official Community Plan

For proposed major projects, the following will be the information and processes followed:

- Needs Assessment – demonstration of current and future need

- Feasibility Study – confirm the City is well positioned to manage the project; consideration of the infrastructure deficit; alignment with City’s Organization Focus and priorities
- Business Case – consideration of all associated costs (capital and operating); economic cost-benefit analysis
- Community Engagement – the level of engagement will depend on the scale, impacts and importance of the project, and community interest
- Outside funding availability
- Principles of fairness and access, specifically in relation to parks and recreation

The community-identified needs are presented for the consideration of Council and staff based on community input, staff and stakeholder interviews, benchmarking, and best practices. The full list of community-identified needs is not prioritized in the PR Master Plan. It is recommended that prioritization and the phasing of implementation be considered by a Parks and Recreation Advisory Committee with City staff.

The Parks And Recreation Master Plan Steering Committee believes the highest priorities for the City of Penticton are the updating of the Parks Dedication Bylaw, instituting the Park Land Protection and Use Policy, and adopting the Parks and Recreation Master Plan. In addition to these, the Steering Committee determined the following priorities:

1. Prepare a Park Master Plan for Esplanade Park, including the marina, using a comprehensive community engagement process
2. Prepare a Park Master Plan for Skaha Park, using a comprehensive community engagement process
3. Increase trail connectivity by coordinating among City departments to plan for connectivity of pedestrian and bicycle networks and extension of key corridors
4. Work with the Penticton Indian Band on improvements along the River Channel Parkway to establish a lake-to-lake linear connection



5. Acquire property for park land in key locations as opportunities arise, working with the City's Planning Department to incorporate criteria for park land within development processes, and working with City experts and a real estate professional to identify potential land for acquisition and to identify funding sources, e.g., DCCs, donations, land trusts, etc.
6. Collect data and prepare a policy related to encroachments on park land, striving to remove current encroachments
7. Work with the Province, RDOS, First Nations, and private land owners on a long-term management plan for Campbell Mountain that addresses environmental and recreation opportunities.
8. Establish protocols and foster partnerships for major park upgrades
9. Complete the Penticton Creek Pathway to achieve a continuous trail along the creek
10. Establish a plan for the protection and use of the Munson Mountain property
11. Continue to foster existing partnerships and develop new partnerships for effective and efficient service delivery in the operations and management of parks and facilities

## 10.4 NEXT STEPS

The next steps in implementing the Parks and Recreation Master Plan involve following the plan's community-identified needs. The following are some key tasks:

- 10.4.1 Continue to pursue partnerships, recognizing that a regional approach to service delivery is essential to responsible management of fiscal resources.
- 10.4.2 Establish a Parks and Recreation Advisory Committee to provide input to City staff and Council on parks and recreation topics.
- 10.4.3 Continue to invest resources in the qualities and offerings that make Penticton unique, including outdoor sports and recreation, hockey, and special events year-round.
- 10.4.4 Incorporate relevant recommendations from this Master Plan into higher level City bylaws and policies, as they are prepared and amended, e.g., OCP.
- 10.4.5 Review the Park Dedication Bylaw in relation to its original intent and to determine if more parks should be dedicated.
- 10.4.6 Revise the Arena and Field Allocation Procedure, Joint Use Agreement with the School District, Parks Consolidation (Regulation) Bylaw, Parks, Recreation and Culture - Advertising Policy, and Parks, Recreation and Culture - Sponsorship Policy.
- 10.4.7 Establish checklists or other practices for incorporating community-identified needs listed as Planning and Design into the procedures and processes used by City staff, as applicable.

- 10.4.8 For community-identified needs listed as Park Land Acquisition, work with City planners to incorporate criteria for park land within development processes, and work with City experts and a real estate professional to identify potential land for acquisition and funding sources, e.g., DCCs, donations, land trusts, etc.
- 10.4.9 Establish protocols and foster partnerships for major park upgrades.
- 10.4.10 Include capital costs within annual budgets, and plan projects accordingly.
- 10.4.11 For community-identified needs listed as Operations and Management, incorporate these within the work plans and practices of operations staff, allowing for contributions by volunteers or partners where appropriate.
- 10.4.12 For Service Delivery, plan to incorporate community-identified needs within the work plans of City staff.
- 10.4.13 Continue to support community partners in their efforts.
- 10.4.14 Review and update the implementation table annually along with a review of progress towards achieving objectives.

The Master Plan is intended to cover a 10-year timeframe. Certain changes in the City could trigger a need to revisit the plan in less than 10 years, e.g., growth slows down or growth exceeds expectations. The critical factor in implementing the Master Plan is to remain committed to the values, vision, goals, and community-identified needs in all aspects of parks and recreation service delivery.



Say How You Play!





Say How You Play!



**Appendix A:  
Community Overview and  
Recreation Trends**

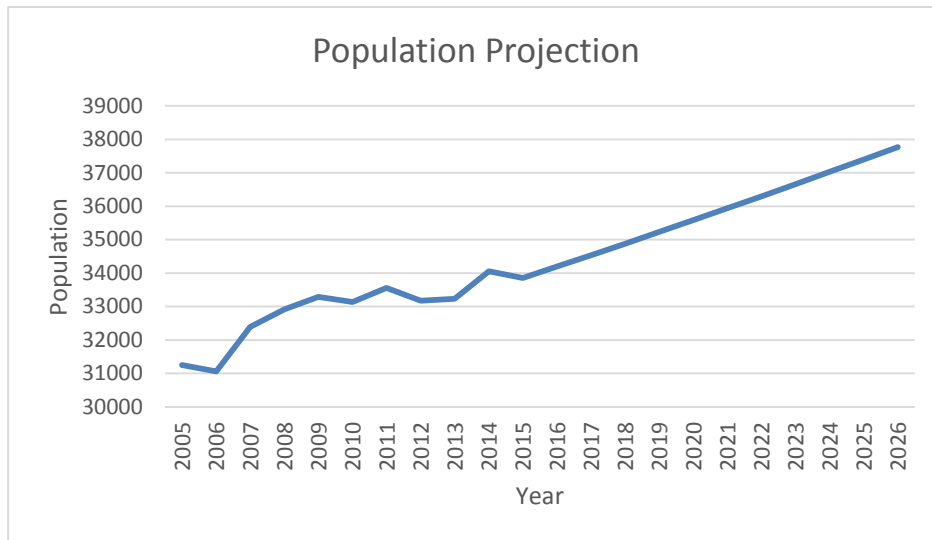
# APPENDIX A: COMMUNITY OVERVIEW AND RECREATION TRENDS

## A.1 Community Overview

### Population

Population projections are based on past population trends and current population characteristics. Though not an exact science, population projections are an essential tool to guide decision-making about the future needs of a community.

Penticton’s population grew from 31,909 in 2006 to 32,877 in 2011, a 3% increase over a five-year period. The population further grew to an estimated 33,854 in 2015, a growth rate of about 0.08% annually. Net migration to the area is anticipated to rise and population growth is expected to be strong over the next two decades. The City is anticipating future growth to be approximately 1% annually, resulting in the population projection shown in Figure A.1.

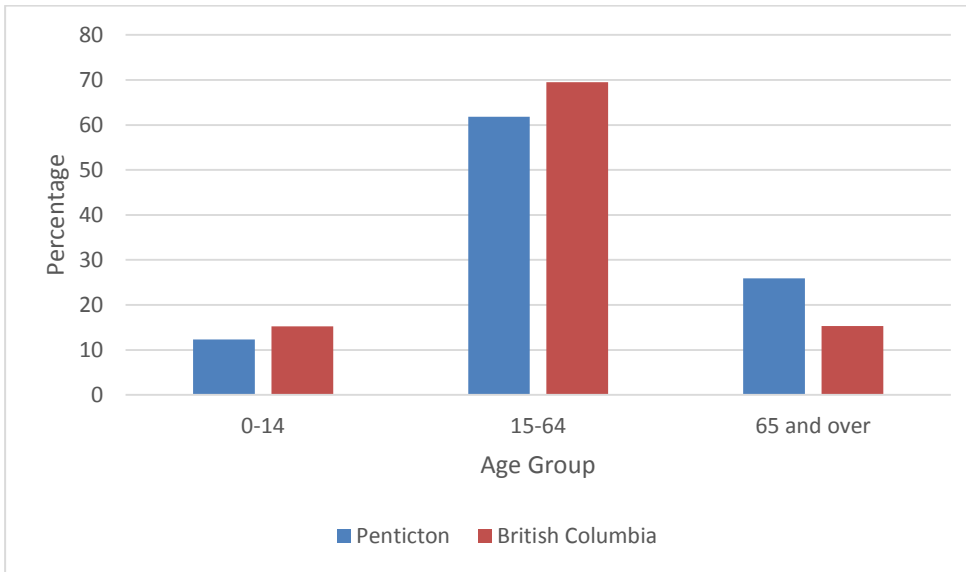


**Figure A.1 - Population Projection – Penticton 2005-2026**

Source: BC Stats

The pleasant climate of the South Okanagan and attractive lifestyle have made Penticton a popular retirement destination. This contributes to a median age that is higher than the provincial median age. As of 2011, Penticton had 12.4% of its population in the age group of 0-14, 61.8% of the population aged 15-64, and 25.9% at 65 years and over. Figure A.2 shows Penticton’s age group distribution compared to British Columbia as a whole. Between 2006 and 2011, there were slight changes in age group distribution in Penticton. The most significant was a 4.9% decline in the 0-14 age group, and a

growth of 4.7% in the age group of 15-64. Ministry of Education projections show no increase in student numbers for the next 20 to 25 years based on current demographics.



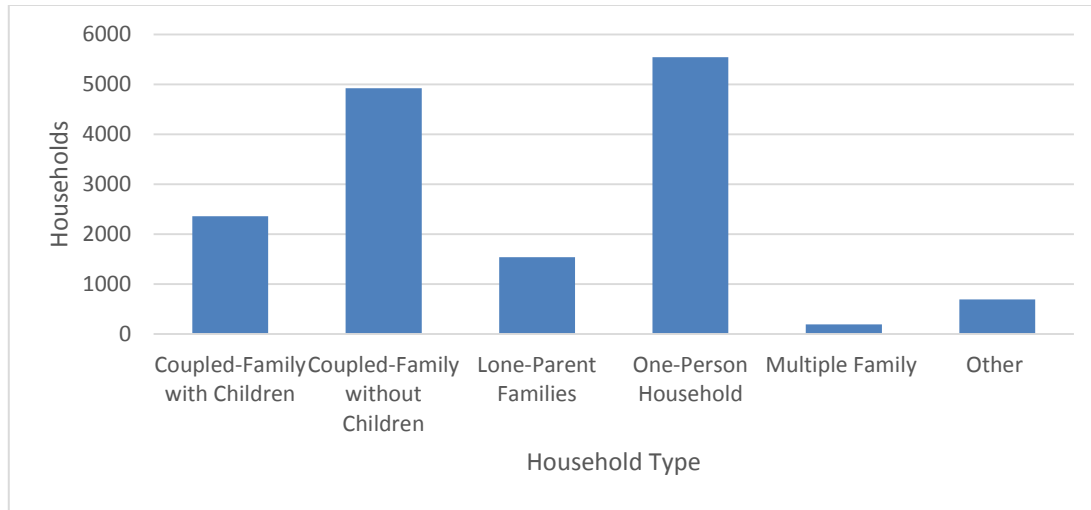
**Figure A.2 - Age Distribution Percentage, Penticton Vs British Columbia**

Source: Statistics Canada 2011

## Families and Households

The number of census families in Penticton grew by 0.5% from 2006 to 9,205 in 2011. Census family refers to a married couple (with or without children), a common-law couple (with or without children) or a lone-parent family. Lone-parent-family household refers to all lone-parent-households regardless of age of children. In 2011, 68.1 % of census families were married couples, while 14% were common-law-couples and 17.9% were lone-parent families.

The 2011 Census shows that there were 15,253 private households in Penticton, of which 5,540 (36.4%) were one-person households, 2,355 (15.5%) were couple-family households with children aged 24 and under at home, and 4,920 (32.3%) were couple-family households without children; 1,540 (10.1%) were lone-parent family households and 690 (4.5%) were other households, i.e., two or more people who share a private dwelling but who do not constitute a census family (Figure A.3). The remaining 190 (1.2%) were multiple family households, which refers to a household in which two or more census families (without additional persons) occupy the same private dwelling.



**Figure A.3 - Types of Private Households**

Source: Statistics Canada 2011

### Employment and Income

In 2010, 58.9 % of Penticton’s population earned income from wages and salaries; 4.0 % came from self-employment; 5.6 % was from investment income; 9.6 % was from retirement, superannuation and annuities; and 1.5 % came from other income which refers to regular cash income received during the calendar year and not reported in any of the other sources listed on the questionnaire.

In 2011, there were a total of 27,545 residents aged 15 years and over by labour force status. Of the occupations in the National Occupational Classification (NOC 2011), the top occupations in Penticton were Sales and Services (13%), Trades, Transport and Equipment Operators and related occupations (7.4 %) and Finance Business, Finance and Administration occupations (7%).

The South Okanagan has one of the highest percentages of persons on pensions and relying on investment income found anywhere in BC (City website). There is a growing proportion of income from self-employment.

### Ethnic Diversity

Penticton’s immigrant population was 4,210 in 2011, or 12.8 % of the population. The ethnic profile of the population remained relatively consistent between the 2006 and 2011 census years, with only 300 additional individuals who identified as visible minorities or immigrants. In 2011, 62% of the immigrants were of European origin, 21% were Asian, 13 % American, and 3% were of African origins. Of the total 4,210 immigrants in 2011, 47% arrived before 1971.

## A.2 Parks and Recreation Trends

In the past few decades across North America, there have been significant changes in parks and recreation interests, amount and use of leisure time, and activity choices. The following is a list of broader trends that are relevant to the City of Penticton; the sources include benchmarking, community input, analysis and local knowledge. The provision of parks and recreation services need to evolve as interests and demands change over time; this helps to ensure that investments are wisely spent.

### Demographics

#### More Older Adults

As the number of older adults in the community increases, a greater percentage of recreation facility space and program staff generally becomes dedicated to serving the needs of this population. This group may have higher expectations in terms of quality services and facilities. Many municipalities are becoming “age-friendly communities”, where the policies, services and structures related to the physical and social environment are designed to help seniors “age actively”, living safely, enjoying good health and staying involved. This supports the trend of a healthier and more active aging population than in previous generations, sometimes referred to as “super seniors”.

#### Persons with Disabilities

Barriers can be physical, architectural, informational, communicational, attitudinal, technological, financial, or resulting from a policy or practice. Overcoming these barriers requires improving accessibility to all parks and facilities, and fostering an environment that supports participation by all persons regardless of their disability.

#### Changing Families and Households

Families are more diverse, with more common-law and lone-parent families. People are marrying later in life, an average of five years older since the 1970’s. There has been an increase in one-person households. Young people (aged 20-29) are staying home longer. The growing numbers of people living alone, particularly older residents, increases the need for opportunities that provide socialization through recreation.

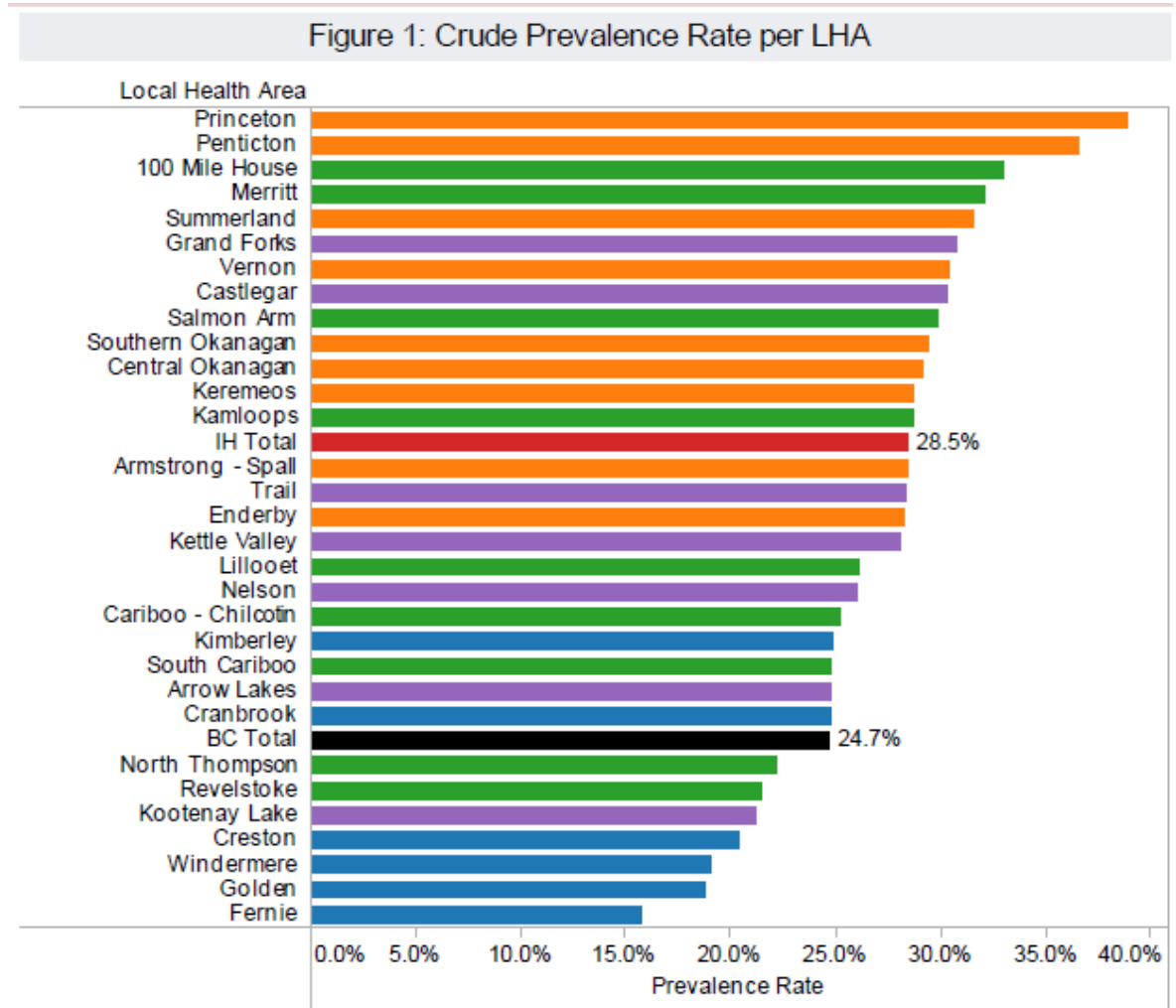
### Health and Wellness

#### Wellness and Chronic Disease Prevention

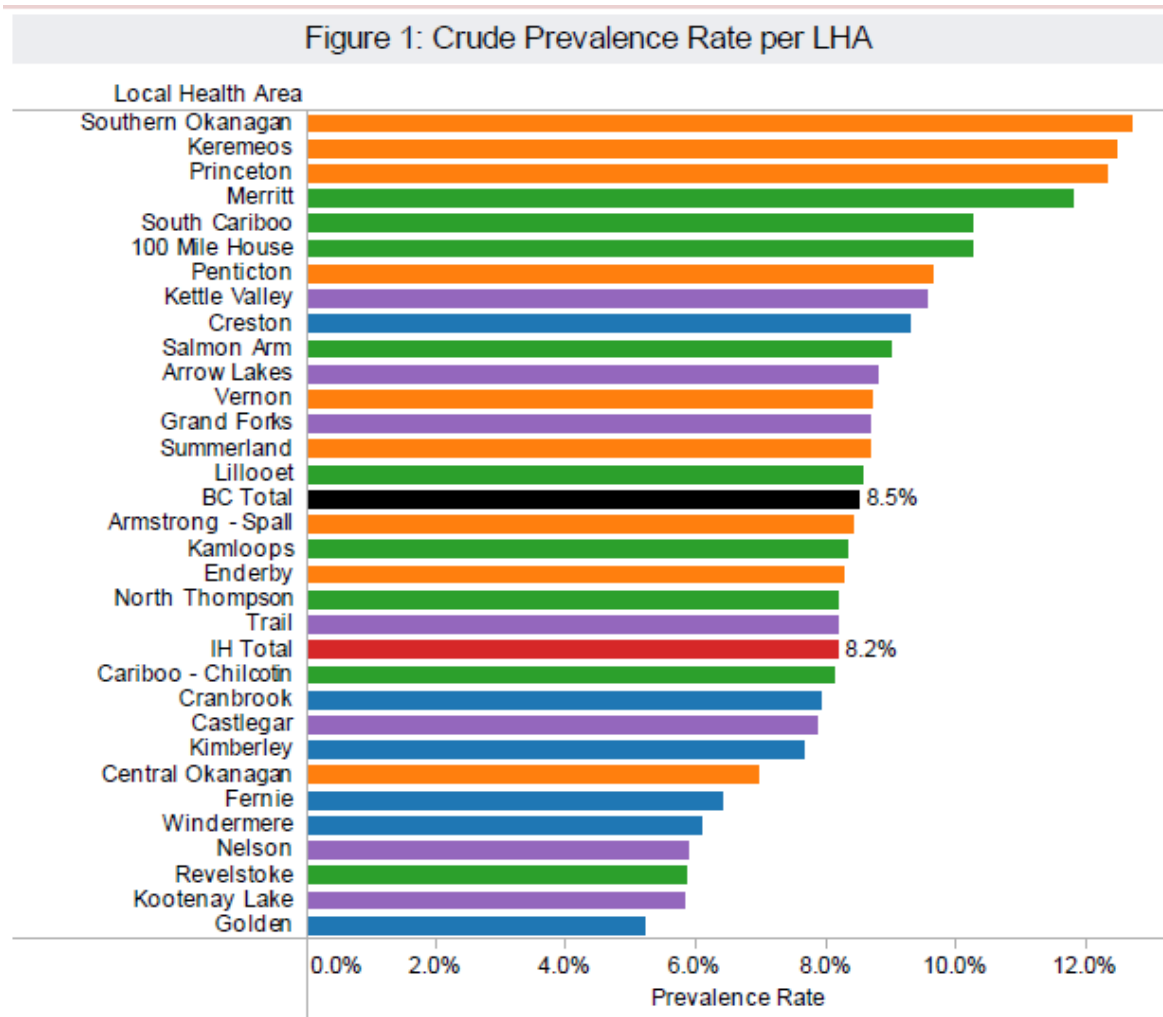
There is recognition of the connections between health and recreation. The benefits of recreation activities, both in water and on dry land, support a healthy active lifestyle and help to prevent chronic disease. More people are acknowledging this as they incorporate activities related to lifestyle and wellness into their daily routines.

Figure A.4 and Figure A.5 show prevalence data for two forms of chronic disease in communities throughout Interior Health. The orange bars show communities in the South Okanagan Similkameen,

and the black bar shows the provincial average. Case definition requires that the individual has had two physician visits or one hospital admission within a 12 month period with the relevant diagnosis. Penticton has the second highest prevalence of depression / anxiety and a significant prevalence of diabetes, both well above the provincial average.



**Figure A.4 - Data for Depression / Anxiety in Local Health Area, 2013/14**



**Figure A.5 - Data for Diabetes in Local Health Area, 2013/14**

### Children and Youth Inactivity

According to the 2016 ParticipACTION Report Card on Physical Activity, only nine percent (9%) of Canada’s children are getting the 60 minutes of heart-pumping activity they need each day. Participation in organized physical activity and sport is notably lower among girls, children and youth with a disability, and those with a low household income. As children move into adolescence the levels of participation drop drastically.

### Physical Literacy

A trend over the past five years or so has been to embrace the concept of “physical literacy” in programs for children. Physical Literacy has been defined and promoted by Canadian Sport For Life as critical for the development of children and youth so that they can participate in lifelong sports and recreation activities. The private sector has become engaged, offering grants in support of building physical literacy (e.g., RBC). Excellent resources are available on the Canadian Sport For Life Physical Literacy site.

## Programs and Activities

### Changing Activities

Activities change over time in response to a variety of societal shifts. Participation in organized sports has generally been declining over the past decade. This decline begins at the age of 12 and drops off considerably beyond the age of 20. Meanwhile, participation in other activities is increasing, with examples including pickleball, parkour, longboarding, stand-up paddle boarding (SUP), and disc golf.

### Changing Preferences and Expectations

Another clear trend is the shift toward the experiential aspect of activities. People are seeking personal growth and meaning in the activities they choose. For example, the two fastest growth areas in tourism are cultural learning and ecotourism. People want to achieve personal benefits through participation.

There are also expectations of high service quality of in terms of instructors, customer service, and cleanliness and appearance. As the Baby Boomers age, they continue to have an interest and commitment to being active, but will turn away from more strenuous activities such as tennis and jogging to more moderate activities such as walking and yoga.

### Desire for Unstructured Opportunities

Busy lifestyles make it difficult for some families and individuals to commit to a series of classes or ongoing programs. Special events and festivals continue to grow in popularity, as do “mini-sessions” for programs. People are choosing activities that can be pursued at personally convenient times. Outdoor activities that can be self-programmed and self-scheduled have the highest participation of any type of recreation in most communities. Along with this, most residents appreciate easy access to a wide variety of recreation opportunities close to home.

### Outdoor Activities on the Rise

This is a trend across the country, which is very significant in BC and Penticton. Outdoor nature-based activities are gaining in popularity. Trails continue to be one of the most demanded amenities for walking, biking, running and enjoying nature. The use of trails for recreation is interconnected with growing participation in “active transportation”, especially biking as a means of transportation. There is also increasing interest in more adventurous outdoor activities, such as mountain biking. There are many initiatives and resources for recreation professionals and the general public that help support healthy outdoor activities; examples include Walk BC, Healthy by Nature, and Everybody Active.

### Children’s and Youth Activities

A Canadian study undertaken in 2013 by the Solutions Research Group Consultants Inc. found that the top organized sport for 3-17 year olds was swimming, followed by soccer, then dance and hockey. Recognizing the declining participation in organized activities, municipalities have been working to provide unprogrammed opportunities for youth. This began with youth centres and has now expanded to outdoor youth-oriented parks where there are multiple amenities such as skate parks, sports courts, and bike skills areas, accompanied by gathering spaces and path loops for those who



want to be with other youth, not necessarily participating in these activities. For example, studies of youth parks have shown that some girls prefer places to walk with their friends. There is also recognition of the uniqueness of “twens”, between the ages of 9 and 13, who are no longer children but not quite teens, and their specific needs.

### Aquatics

Swimming is a favoured activity for people of all ages. Swimming lessons are the primary market for indoor pools and participation in such activities tends to decline after age 10. With the aging of the population has come increased demand for therapeutic pools and programs aimed at rehabilitation.

## Parks and Environment

### Challenges Related to Parkland Supply

Many communities in BC are becoming more dense, especially in and near their core areas. As the population and density increase, land becomes more valuable and the amount of open space in relation to the population decreases. Communities are challenged to retain the same parkland supply standards as they did in the past. Some methods for addressing this include using parkland more efficiently, linking parkland with interconnected trail systems, and recognizing that natural and open space features such as water bodies, hillsides and farmland contribute to the experience of nature and in some cases can reduce the amount of parkland needed.

### Environment

Most communities in BC have passionate and engaged groups of citizens who are involved in environmental protection and stewardship. Their interests and activities can include protecting environmentally significant lands, environmental stewardship activities, environmental education, and promoting renewable energy, sustainable transportation, responsible land use planning, climate change adaptation and sustainable construction. Parks can play a significant role in protecting, enhancing and managing environmental resources, and municipalities often encourage and support the activities of local environmental groups.

### Dogs in Parks

Dog ownership is high in most communities, and it provides many social and health benefits to people. It is always a controversial topic, as more people using less parkland results in challenges meeting the needs of dog owners and those who prefer not to interact with dogs. There is a trend towards providing different types of dog off-leash areas within communities, including destination dog parks, off-leash trails, water access for dogs, open unfenced grass areas, smaller fenced parks or exercise areas, and small dog relief areas near multi-unit buildings. Providing adequate opportunities for dog owners and a clear and communicated dog management strategy can help to reduce the conflicts associated with dogs in parks.

### Urban Agriculture and Food Security

As more people live in cities, there is significant interest in strengthening the connections between people and their food systems. Many communities have groups interested in urban agriculture as a way to increase food security to address rising food prices, climate change and environmental

degradation. Urban agriculture encompasses a wide range of sustainable food-producing activities within urban areas, some of which can fit nicely within parks. Activities can include community gardens, community-based food production sites, community kitchen programs, food share programs, and farmers' markets.

### Homelessness and Vandalism in Parks

In a significant number of BC communities, economic and social factors have led to an increase in the use of parks by people who are homeless or transient, with associated vandalism, inappropriate litter, and other impacts. This can affect perceptions around safety and pose challenges in maintaining parks to an acceptable standard. Recreation facilities can also be affected, but usually to a lesser degree. Tools for addressing this involve working with social service organizations to address the broader issues and needs, collaborating with police to promote awareness of services and to determine appropriate responses, and measures that can be achieved through monitoring, community projects, park planning, and park design.

## Parks and Recreation Facilities

### Aging Infrastructure

A large proportion of BC's recreation and parks infrastructure is aging. The cost of renovating or replacing these older facilities is significant. Federal and provincial infrastructure funding programs have helped, but have been steadily declining, and they are insufficient to replace old facilities and to build new ones, both indoor and outdoor. The City is currently updating its asset management plans that guide the capital needs of its 2018-22 financial plan.

### New Types of Facilities

In order to maximize efficiency and to achieve multiple benefits, there is a shift from stand-alone to multi-use facilities, often integrating youth and seniors' components as well as common spaces that serve as community "hubs". These facilities are particularly important for families, as they can enable diverse family members to be active at the same time and place. There are also trends related to the design of new facilities, with more focus on green buildings and sustainable design.

## Parks and Recreation Management

### Financial Accountability

Asset management has become a major component of municipal planning, as communities struggle with the challenge of needing to replace, upgrade and operate aging infrastructure that includes civic buildings, roads and utilities as well as recreation facilities and green infrastructure. All of these assets need to be managed in a coordinated manner, as communities must manage funding appropriately. These challenges are leading many municipalities to search for sources of revenue, often including commercial uses, paid parking, expanded user fees, and sport tourism, among others.

### Expanded Use of Technology

Technology has become an integral part of recreation as it has become embedded in daily life. Some elements in facilities include registration systems, energy management, bar-coded facility entry, user tracking systems and enhanced communications. Participants are most likely to find program and facility information online, often through their mobile devices.

The growth in new technologies has increased computer-mediated leisure participation. The popularity of interactive video games and social media has resulted in people spending a significant portion of their free time engaged in digital activities. Though this has led to a less active population, technology does support many physical recreation activities including Geocaching, walking, running (through pedometers, accelerometers, and heart monitors etc.), and interactive physical video games and exercises.

### Volunteerism

The Canada Survey of Giving, Volunteering and Participating, conducted by Statistics Canada in 2010 (and in 2007), found that 47 % of Canadians aged 15 and over did volunteer work in 2010. The number of volunteers is growing faster than the population of Canada. The study also found that sports, recreation and social services sectors had the most support. Forty-four percent (44%) of volunteers participated in organizing or supervising events, and coaching, refereeing or officiating was reported by 18% of volunteers. The full study can be found on the Statistics Canada site at this link: StatsCan. The supplementary surveys of groups in Penticton confirm that the volunteer sector in the community appears to be strong, though there are some challenges with volunteer fatigue and succession in some areas, e.g., Children's Festival.

### Sports Tourism

Municipalities are embracing "Sports Tourism" as a means of making better use of their facilities, attracting tourists to their communities and generating additional revenue for sports and recreation. The Canadian Sport Tourism Alliance defines Sport Tourism as "any activity in which people are attracted to a particular location as a sport event participant, an event spectator, or to attend sport attractions or sport business meetings". Sport Tourism in BC is valued at \$30 million annually and is the fastest growing segment of the tourism industry.

Many municipalities/regions have developed Sport Tourism Plans and Policies, which support sport tourism initiatives in their community. Examples of those communities include Fort St. John, Kamloops, Langley, Surrey, and Nanaimo. Penticton prepared an Eventful Penticton Strategy in August 2016.

### Partnerships and Outsourcing

Partnerships with the private sector and with not-for-profit organizations continue to grow as revenue from tax dollars often does not keep up with escalating expenses. While parks and recreation have always fallen under the municipal umbrella, since the 1970's a larger portion of responsibility for all public infrastructure has shifted to municipalities. Provincial and federal budgets are increasingly being consumed by health care and education costs, reducing their contribution to services like parks and recreation.

There are numerous examples of public/public and public/private partnerships in BC and across Canada. An example of a public/public partnership is between municipal government and the School

District or the Health Authority. Many of the “partnerships” are actually a form of contracting out and/or contracting in facility management and service delivery. There has been a trend in municipal partnerships in parks and recreation being extended to a variety of agencies in health, justice, education, community and social services.

Many municipally owned arenas are now operated by private sector companies, however pool partnerships/contracts are somewhat rare. In the City of Kelowna, the YMCA operates the 50 metre pool facility known as H2O. On Salt Spring Island, the pool is operated by Recreation Excellence, a private company. Municipalities provide operating subsidies to ensure that the programs and services are affordable to the public.

Municipal facilities such as day cares are commonly being managed by non-profit societies through leases or partnership arrangements. Municipally owned fitness and wellness centres can also be operated through a partnership with the public or private sector; however, these types of facilities usually generate a positive revenue stream and have become an important component of multi-use facilities operated by municipalities.

### Increasing Roles of Parks and Recreation Departments

The trends outlined above have caused parks and recreation organizations to take on roles and responsibilities that are increasingly broad. These include, but are not limited to, managing partnerships, leadership in public health, upholding standards of social equity, community outreach, capacity building, asset management, integration of technology, conservation and stewardship, environmental education, event management, and tourism development. Parks and recreation departments are integrating more with municipal staff in other departments, and at times resources are stretched from efforts to serve broad community needs.

Say How You Play!



**Appendix B:  
Review of Bylaws, Policies,  
Procedures, and  
Programs**

## APPENDIX B: REVIEW OF BYLAWS, POLICIES, PROCEDURES, AND PROGRAMS

This document provides a review of Penticton’s bylaws, procedures and programs as they relate to the Parks and Recreation Master Plan. The documents are listed in alphabetical order for ease of reference.

### Arena and Field Allocation Procedure

**Date:** Updated February 2011

**Purpose:** To ensure that facility time is fairly allocated

**Description:** This document outlines the general procedures for the booking of sports fields and arenas, including the application process, priorities for allocation, the allocation formula, process for changes and additions. It also covers contracts/licenses, user meetings, registration requirements and communication.

**Comments:** The document does not address the allocation process for the SOEC, the OHS or Memorial arena. Allocation policies appear to be a reasonable balance of historic vs new uses, economic development vs regular use, and community and age-based priorities.

### Development Cost Charges (DCCs) and Density Bonus for Public Open Space

**Date:** 2007

**Purpose:** To collect DCCs for the acquisition and development of parkland

Penticton has two separate DCC areas: the core area and the periphery. The periphery includes areas that are not on the community sewer system (agricultural, natural and rural areas).

The City collects the following amounts for parks DCCs at the time of subdivision for single and two unit development and at the time of building permit approval for multi-family development:

Type of development	Public Open Space DCC Levied
Single / two family subdivision (core)	\$1,122.00 per lot created
Single / two family subdivision (periphery)	\$1,428.00 per lot created
Multi Family (core)	\$1,054.00 per unit created

Multi Family (periphery)	\$1,426.00 per unit created
Non residential development (core)	\$0
Non residential development (periphery)	\$0

The monies collected through the DCC program are required to go towards identified projects that include park expansions, natural areas, and new sports fields. The money cannot go to any other use and is kept in a reserve account.

The City also has a Public Amenity Reserve Account (Density Bonus). Several of the zones outlined in the Zoning Bylaw provide developers the ability to purchase extra density through the submission of amenity contributions. Generally these are levied at \$ \$15.00 per m2 of additional density. These monies are evenly split between the affordable housing amenity reserve fund and off-site public amenities. Parks and recreation facilities may be beneficiaries as well as public art, trails and recreation amenities in parks

**Comments:** The DCC bylaw requires updating to reflect the analysis and recommendations in the Parks and Recreation Master Plan.

## Eventful Penticton Strategy

**Date:** August, 2016

**Purpose:** To prepare a strategy for special events to support the tourism and resident recruitment efforts of the City of Penticton.

**Description:** The strategy’s four goals or pillars are to expand support network for strategic events (connected), enable event hosts operating outside sports and summer (sustainable), engage key event markets and corporate sponsors (livable), and encourage sharing of best practices, content and data (smart).

The Eventful Penticton Strategy will play to the City’s strengths in sports tourism, and activities will shift to events to achieve sustainable tourism growth. The shift will result in the following:

- mid-week and off-peak camps and conferences to complement sport competitions
- outreach for events like Fest-of-Ale and Peach City Beach Cruise appealing to target markets
- more accessible events featuring economical arts and culture and active leisure
- beach and lakeside events through spring and fall, attracting drive markets in BC, AB and WA
- corporate events like Lululemon Wheels and Reels and Rogers Hometown Hockey

- hybrid events like the Scottish Festival combining competition and culture

**Comments:** Comprehensive and up to date

## General Conditions for Rental of City of Penticton Facilities (Procedure)

**Date:** May 22, 2015

**Purpose:** To provide general conditions for rental of City of Penticton facilities and facilities governed by the Joint Use Agreement with School District #67

Description: The procedure covers group representation, requests for booking, tentative agreements, rental agreements, fees and charges, payment, performance bonds, damage, personnel, insurance, monitoring, compliance with all applicable laws, regulations and by-laws, and the general conditions of use - License to Use or Occupy. It also includes specific conditions for rental of arenas, sports fields, parks, outdoor events, the theatre, the library/museum, storage units and the skatepark.

**Comments:** Comprehensive and up to date

## Joint Use Agreement

**Date:** December 1, 2009 to November 30, 2010

**Purpose:** Agreement between the City of Penticton and the Board of Education, School District No. 67 for the purpose of constructing, maintaining, operating or using jointly or contributing to the cost of the construction, maintenance or operation of facilities for community use on a site the title of which vests in or is held by the City or District, or on a site leased by either of them from the Crown in right of the Province.

**Description:** The Agreement outlines the conditions for the optimization of facilities for community use. The City has access to the School District's fields and certain buildings when not needed by the SD. The City schedules community recreation and culture activities on/in the SD's property during those times, generally evenings and weekends.

The Agreement provides terms and conditions, including fee calculations, booking procedures, maintenance, cost sharing, capital planning, and indemnification.

**Comments:** This document is out of date and should be reviewed to determine what needs updating, potentially including current practices in relation to this agreement, role of the Joint Use Administration Committee, consistency of School District Fees and Charges policy with City's equivalent policy, and the parks, facilities and schools included.

## Official Community Plan



**Date:** 2002 with amendments up to 2015

**Purpose:** The Official Community plan (OCP) provides direction that will guide Penticton’s development and meet its anticipated needs over the next decade and beyond. In addition to guiding land use and development, the OCP addresses transportation, infrastructure, the environment, heritage, community facilities and services, and social and economic planning.

**Description:** Section 2.2.5 of the OCP focuses on parks and recreation. The OCP includes the following guideline for the provision of neighbourhood and community parks; 2.5 acres / 1,000 population - Neighbourhood Parks and 7.5 acres / 1,000 population - Community Parks. Lands designated Parks and Recreation in the OCP include public and private lands. The OCP goals and policies for parks and recreation range from broad topics such as providing sufficient space for parks and trails and protecting existing parkland to some detailed site-specific recommendations.

**Comments:** One of the recommendations of the OCP is to update the City’s Parks, Recreation and Culture Master Plan, noted as reaching its lifespan in 2003. Many of the OCP’s policies are outdated and some have been accomplished. Once the Parks and Recreation Master Plan is complete, the OCP should be amended to be consistent with the Master Plan.

## **Parks Consolidation (Regulation) Bylaw**

**Date:** 1974

**Purpose:** To regulate the use of parks, beaches and boulevards

**Description:** The bylaw provides restrictions on the uses of public City land, including camping, hours of use, sand and gravel removal, litter, respect for property, fires, water uses, vagrancy, smoking, liquor, golf, horses, dogs, livestock, modes of transportation, tree planting, and boat trailer parking.

**Comments:** This bylaw should be reviewed and updated, considering in particular the clauses related dog management, use of school grounds, planting of trees, bicycles, modernizing the language, and penalties.

## **Park Dedication Bylaw**

**Date:** 2002 with amendments in 2004, 2005 and 2007

**Purpose:** to dedicate certain parcels of City land as parkland

**Description:** bylaw identifies park sites dedicated, and states that ““public park land” shall mean an area of land set aside to be used by the public as a place for rest, recreation, exhibitions, agriculture, exercise, pleasure, amusement, enjoyment and any other activity or use related or ancillary thereto and without limiting the generality of the foregoing, Council may from time to time lease or license all or part of the public park land for uses related to or ancillary to the uses specified herein’.

**Comments:** Bylaw is not up to date and does not include all parcels of parkland. Some in the community feel that the City has not respected the intent of the referendum that led to the bylaw, which stated that “dedicating the parks will ensure continuous public use and ownership of our parklands.”

## Parks Donation Program

**Date:** January 2016

**Purpose:** to invite donations from any individual, organization or service group to be made towards park and public space improvements, including park benches, picnic tables, bike racks, trees, dog pet stands or other park improvement projects

**Description:** This program outlines the process for making a donation, guidelines, donation items, and application form.

**Comments:** This program is well structured and should be reviewed every three years.

## Parks, Recreation and Culture - Advertising Policy

**Date:** March 5, 2012

**Purpose:** To provide guidelines considering requests for and/or soliciting advertising opportunities

**Description:** This policy outlines general principles for advertising on City property, specific guidelines for advertising in City parks, and the Purchasing Policy as it relates to advertising.

**Comments:** This policy should be reviewed in relation to its previous implementation, and updated if necessary so it reflects current practices and goals.

## Parks, Recreation and Culture - Donations and Gifts to the City of Penticton

**Date:** March 5, 2012

**Purpose:** To provide guidelines for donations and gifts to the City of Penticton

**Description:** This policy outlines general principles for the acceptance of funds and donations-in-kind for various projects that will add to the enjoyment of the community and its residents. The policy includes information on types of acceptable donations, how they may be used, and the issuance of receipts for tax purposes.

**Comments:** There has been a recent amendment to this Policy, which should be incorporated into this document.

## Parks, Recreation and Culture - Sponsorship Policy

**Date:** March 5, 2012

**Purpose:** To provide guidelines for sponsorship of City programs, facilities, events and/or activities

**Description:** The City recognizes that appropriate Sponsorship is mutually beneficial to the City and the Sponsor wherein the Sponsor contributes funds, goods or services to a City program, facility, event or activity in return for recognition, acknowledgement or other promotional considerations. The City encourages creative approaches to generate revenue and offset costs and will consider opportunities that fall within this Policy. This policy outlines general principles for the solicitation of sponsorship, guidelines for acceptable sponsorships, and terms and conditions.

**Comments:** This policy should be reviewed in relation to its previous implementation, and updated if necessary so it reflects current practices and goals.

## Parks, Recreation and Culture - Fees and Charges Policy

**Date:** 2012

**Purpose:** To establish a policy for charging fees recognizing that public leisure/recreation services should be free to potential users, but that with the costs of constructing and maintaining facilities, it is impractical to provide free access to all.

**Description:** This is a comprehensive policy that covers all public leisure/recreation services. Fees and Charges Principles are outlined with the basic principle that “while everyone pays taxes, the user of leisure/recreation services should pay more than the non-user for all but basic opportunities”.

The Policy document also includes the Fees and Charges By-Law. The Schedules for Fees and Charges although listed are not part of the document. The Policy states that these schedules are to be reviewed by City Council at least every three years.

The basis for calculating rental costs is provided, indicating that the rates are to be based on the actual costs of operating and financing a facility including administration and factoring depreciation. This calculated rate is then compared to market and adjustments made to remain in line with those rates.

**Comments:** This Policy and By-Law is very inclusive and covers all aspects of parks, recreation and culture fees and charges for facilities, programs, sports fields, memberships, as well as definitions for age groups, eligibility, subsidies, and a variety of special circumstances.

## Tree Protection Bylaw

**Date:** 2001

**Purpose:** To protect City-owned trees from damage by the public

**Description:** This bylaw protects City-owned trees from damage by the public, requiring specific protection of trees near construction sites. There is an inventory of designated heritage/wildlife trees, which are noted as having particular importance.

**Comments:** This bylaw does not include the protection of trees on private property. Many municipalities have tree protection bylaws covering private property. Most of these discourage tree removal, and they require permits and replacement ratios for trees that are removed.

## Zoning Bylaw

**Date:** 2011

**Purpose:** The Zoning Bylaw is intended to divide the municipality into zones, name each zone and establish the boundaries of the zone; limit the vertical extent of a zone and provide other Zoning Bylaw 2011-23 zones above or below it; regulate within a zone – the use of land, buildings and other structures, the density of the use of land, buildings or other structures, the siting, size and dimensions of the buildings and other structures and uses that are permitted on the land and regulate the shape, dimensions and area, including the establishment of minimum and maximum sizes, of all parcels of land that may be created.

**Description:** The zoning categories that relate to parkland and recreation facilities include P1 – Public Assembly, P2 – Parks and Recreation, and CT1 – Tourist Commercial.

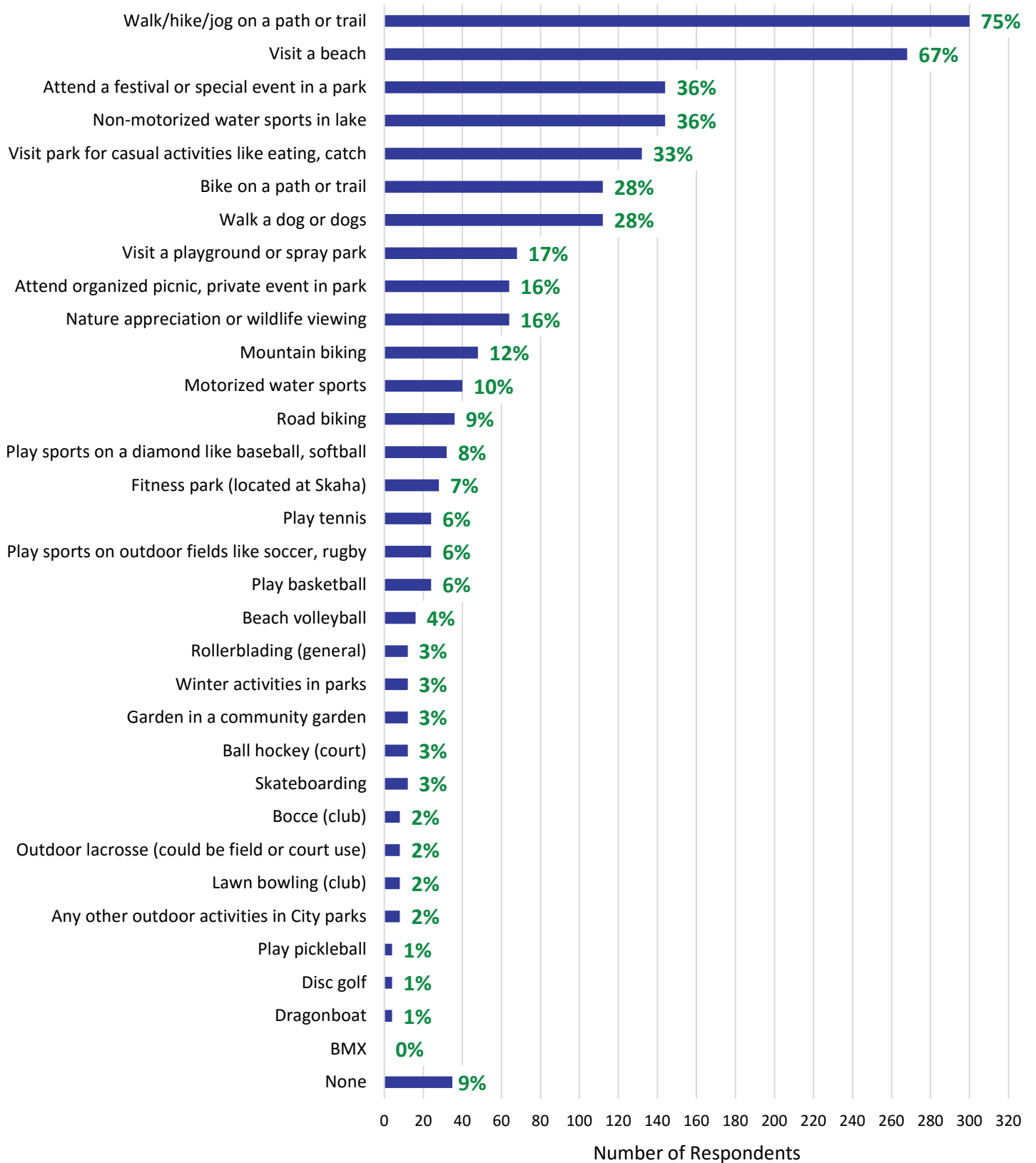
**Comments:** The majority of the parks and recreation sites in Penticton have the appropriate zoning.

# Say How You Play!



## Appendix C: Community Telephone Survey Tables

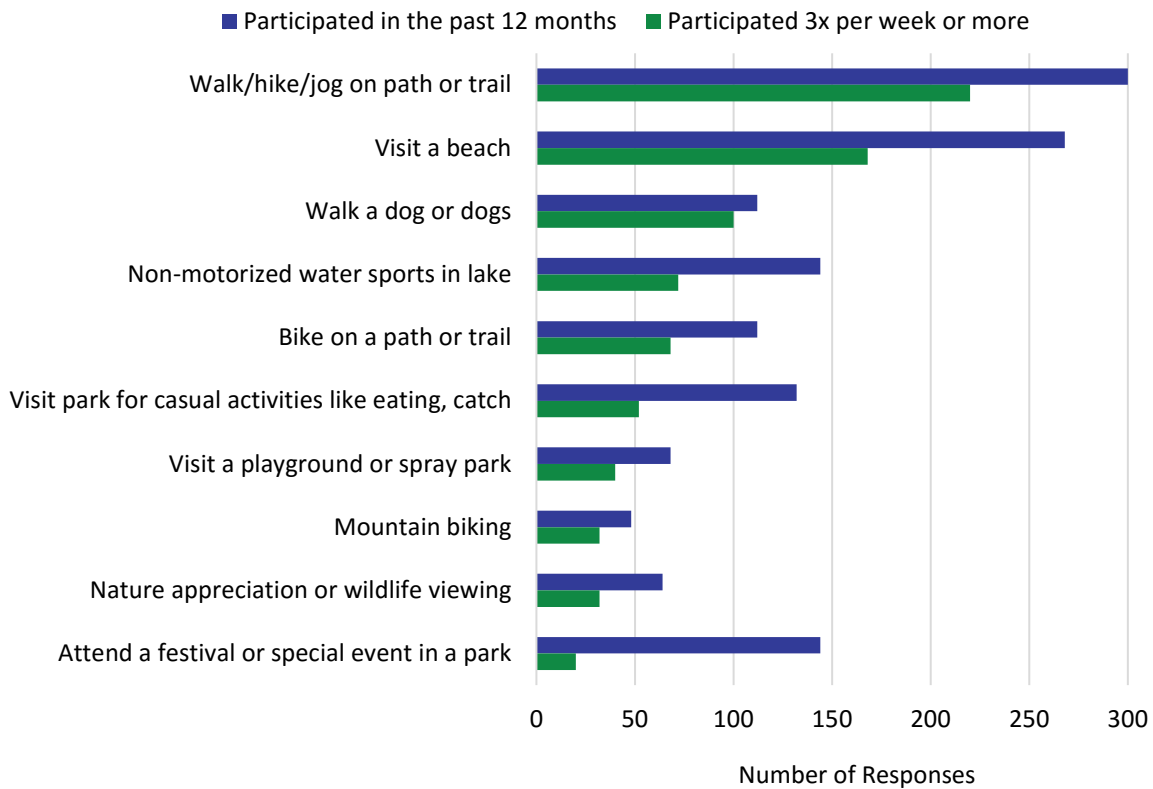
## Participation in Outdoor Recreation Activities, Past 12 Months



**Question 1b: For each “YES” in Q1a, do you or anyone in your household participate in those activities three times per week or more in the applicable season?**

- More than 55% of respondents who walked/hiked/jogged on a path or trail in the past year indicated someone in their household participated in this activity three times per week or more on average. The graph below highlights the top ten activities respondents took part in three or more times per week in the past 12 months.

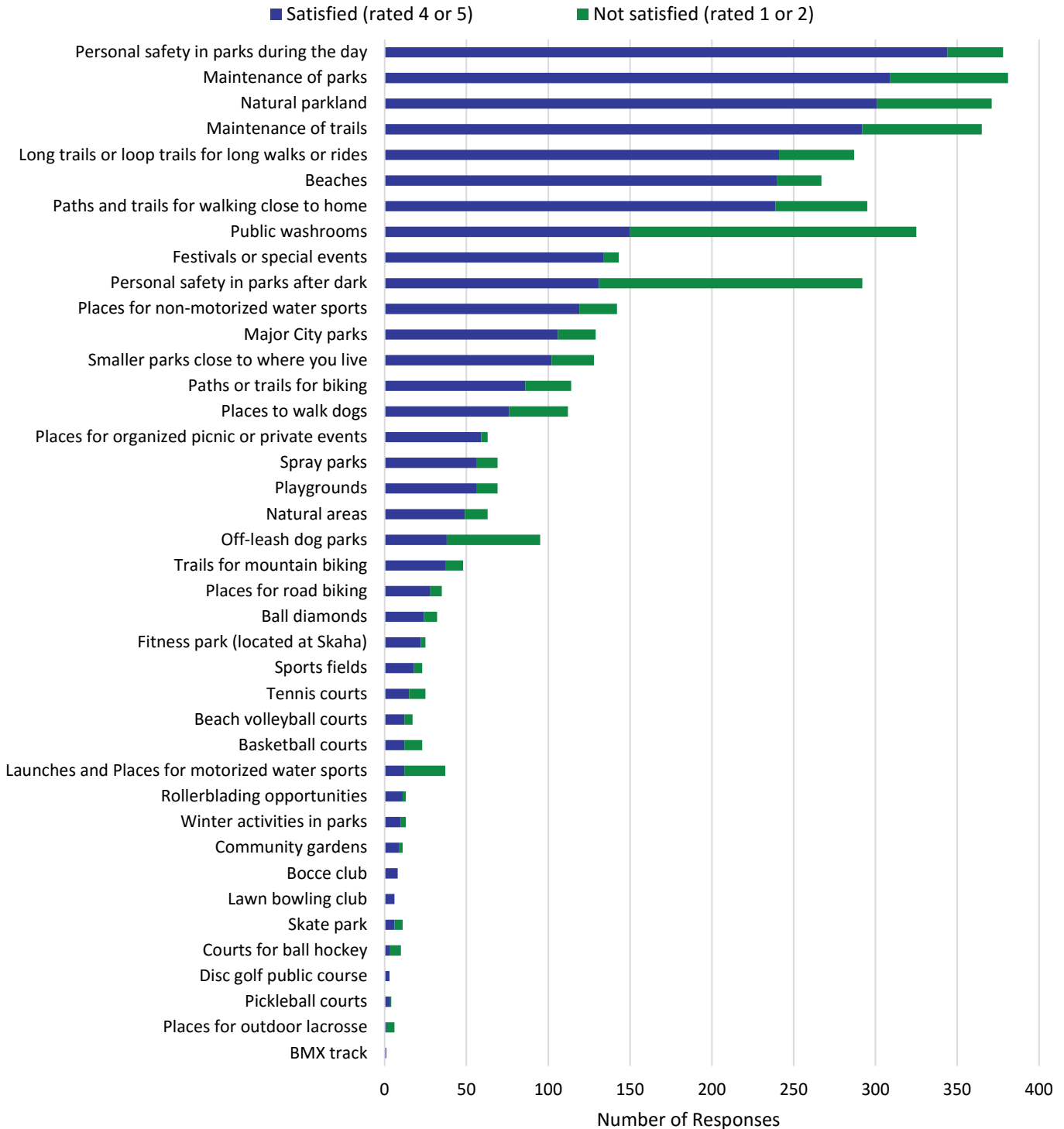
## Participation in Outdoor Recreation Activities, 3x per Week



- For each activity, a higher percentage of respondent households with children living at home said they participated three times per week or more on average, compared to those without children at home. Frequent participation was also more common for respondents who owned dogs.

Participants were asked to indicate their level of satisfaction with outdoor parks and recreation spaces and amenities. They were also asked to rate their level of satisfaction with any outdoor recreation activities they indicated that their household participated in over the past 12 months.

## Satisfaction with Outdoor Parks and Recreation





- Respondents indicated high satisfaction with outdoor parks and recreation overall. Ratings were highest for:
  - ▶ Festivals or special events (94% of those responding indicated moderate to high satisfaction)<sup>8</sup>
  - ▶ Places for organized picnics or private events (93%)
  - ▶ Personal safety in parks during the day (91%)
  - ▶ Beaches (90%)
- Satisfaction with beaches was lower for respondents living with children (76% of those responding indicated low satisfaction or they were not at all satisfied)<sup>9</sup>, as well as for respondents with dogs (79%) as compared to those not living with children (95%) or not owning any dogs (96%).
- Of the outdoor recreation features with higher numbers of reported users, off-leash dog parks, personal safety in parks after dark, and public washrooms had the lowest rates of satisfaction.

Amenity/Feature	Number of Responses	Number Not Satisfied	Percent Not Satisfied
Off-leash dog parks	95	57	60%
Personal safety in parks after dark	292	161	55%
Public washrooms	325	175	54%

- Off-leash dog parks had the lowest satisfaction ratings from younger respondents, with 75% of those aged 20 to 44 indicating that they were not satisfied.
- Satisfaction with public safety in parks after dark was lowest for respondents living with children (66% were not satisfied), followed closely by female respondents (65%). Those aged 60 or older also indicated a low rate of satisfaction (62% were not satisfied).
- The lowest rates of satisfaction were from small user groups for specific amenities:

Amenity/Feature	Number of Responses	Number Not Satisfied	Percent Not Satisfied
Places for outdoor lacrosse	6	5	85%
Courts for ball hockey	10	7	69%
Launches and places for motorized water sports	37	25	67%

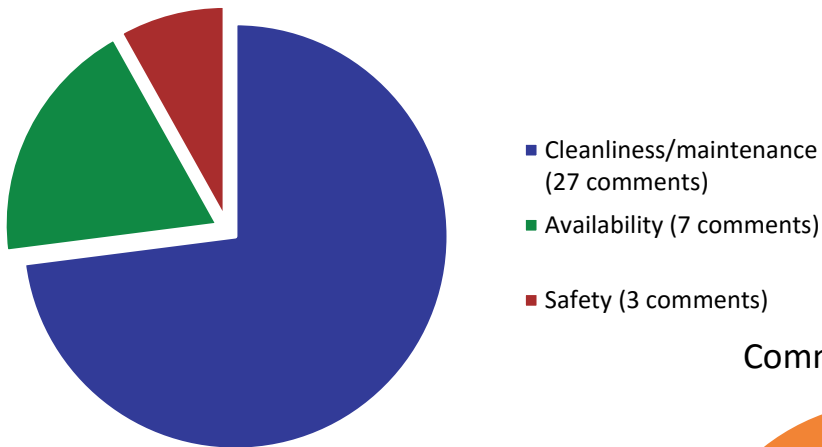
<sup>8</sup> Satisfied refers to ratings of 4 or 5 on a scale from 1 being not at all satisfied, to 5 being very satisfied. Read all responses this way unless indicated otherwise.

<sup>9</sup> Not satisfied refers to ratings of 1 or 2 on a scale from 1 being not at all satisfied, to 5 being very satisfied. Read all responses this way unless indicated otherwise.

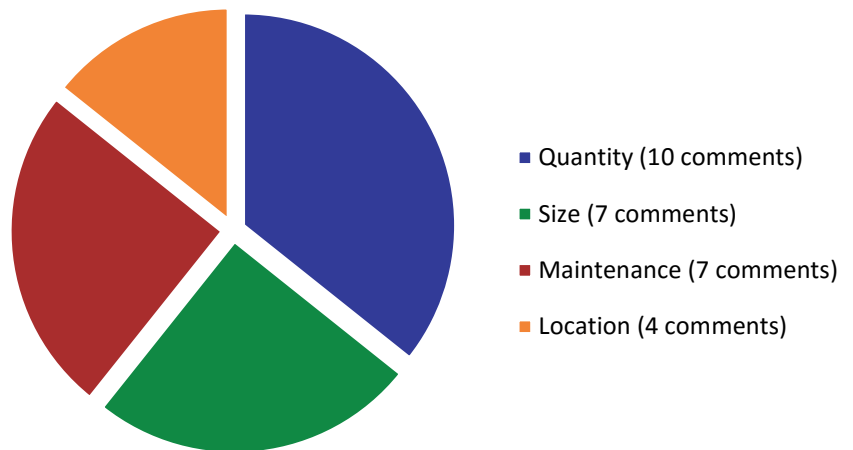
Question 2b: What improvements are needed to \_\_\_\_\_? [For items rated 1 or 2 in Q2a].

Respondents were asked what improvements they would make to outdoor parks and recreation facilities that they rated low for satisfaction. The highest number of comments received related to public washrooms (38 comments), followed by dog off-leash areas (25 comments), and public safety in parks after dark (21 comments). The following charts summarize the content of the comments related to each.

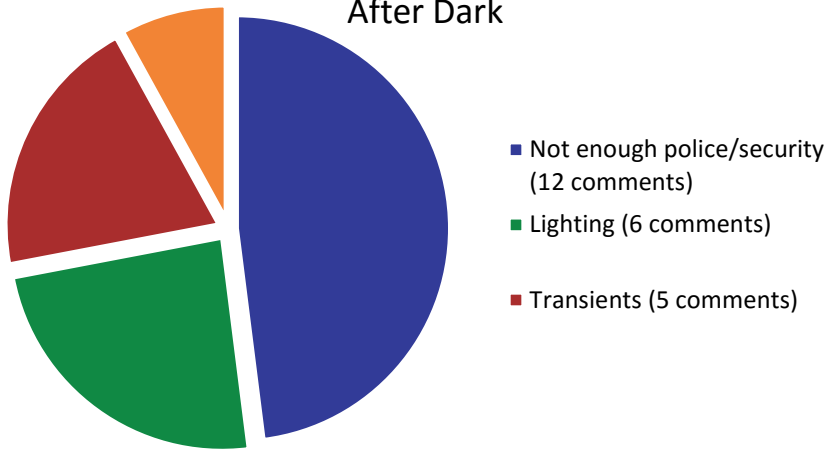
## Comments Related to Public Washrooms



## Comments Related to Dog Off-Leash Areas



## Comments Related to Public Safety in Parks After Dark



Improvements were also suggested by at least five survey participants for natural parkland (14 comments), maintenance of parks (12), places to walk dogs (11), paths and trails for walking close to home (10), long trails or loop trails for long walks or rides (8), spray parks (5), and launches and places for motorized water sports (5).

### Question 3: If you could make one improvement to the parks, beaches, or trails in Penticton, what would it be?

The most common responses to this question related to the maintenance and cleanliness of parks, beaches, and trails. Similar to Question 2b, respondents made requests for improvements to public washrooms and dog off-leash areas. Over 210 comments were provided, highlighting current issues and providing suggestions for addressing them. Where possible, the responses were grouped into themes, with the eight most common themes listed below.

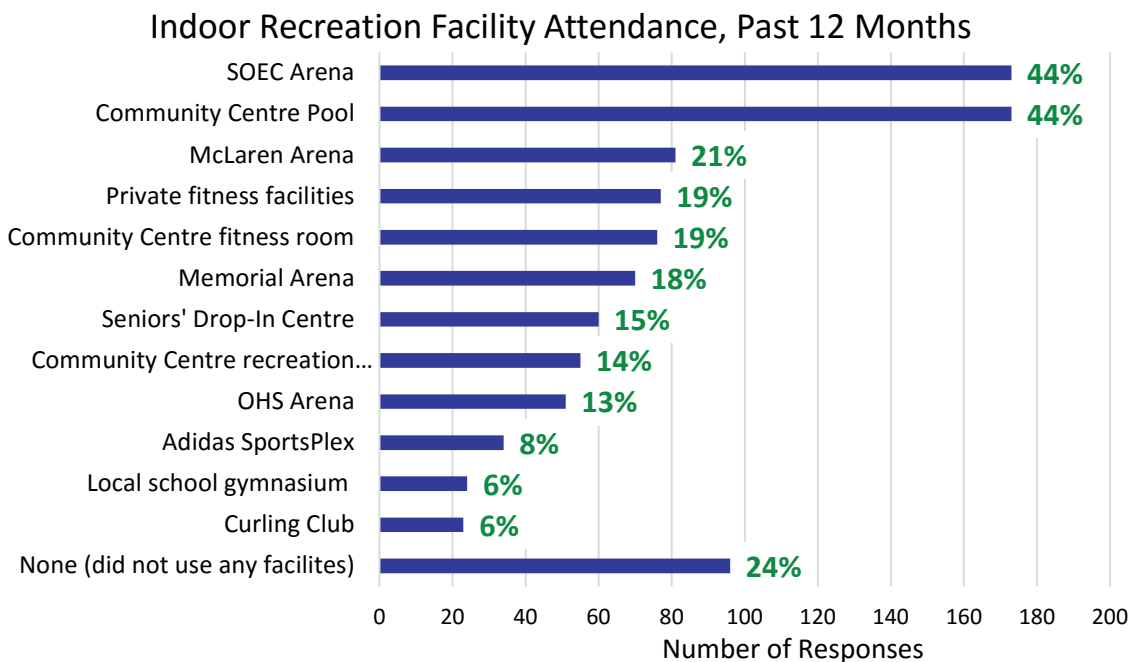
Theme	Number of Responses
Maintenance of parks and trails (cleanliness, landscaping)	35
Dog facilities (more/bigger dog parks, separation of off-leash areas, designated dog spaces, more dog control)	27
Parking (should be free, more parking)	18
Keep the parks natural, public, not commercialized	18
Stop the Skaha Park waterslide	17
Washrooms (cleanliness, availability)	17
More/bigger parks and trails	14
Safety (more police, more lighting)	13

### c. Indoor Recreation Facilities

Question 4a: Did you or anyone in your household attend any of the following facilities in the past year?

South Okanagan Events Centre (SOEC) Arena	Penticton Community Centre Pool
McLaren Arena	Private fitness facilities
Penticton Community Centre Fitness Room	Memorial Arena
Penticton Seniors' Drop-In Centre	Penticton Community Centre Recreation Programs
OHS Arena	Adidas SportsPlex
Local school gymnasium (non-school activity)	Penticton Curling Club

The responses illustrate the relative popularity of indoor recreation facilities. As the chart below demonstrates, the SOEC Arena and Penticton Community Centre Pool were the most popular facilities. There were 44% or 173 people, who indicated that someone in their household had visited each of these facilities in the past year. There were 24%, or 96 people, who indicated that no one in their household had visited any of the facilities in the past year.

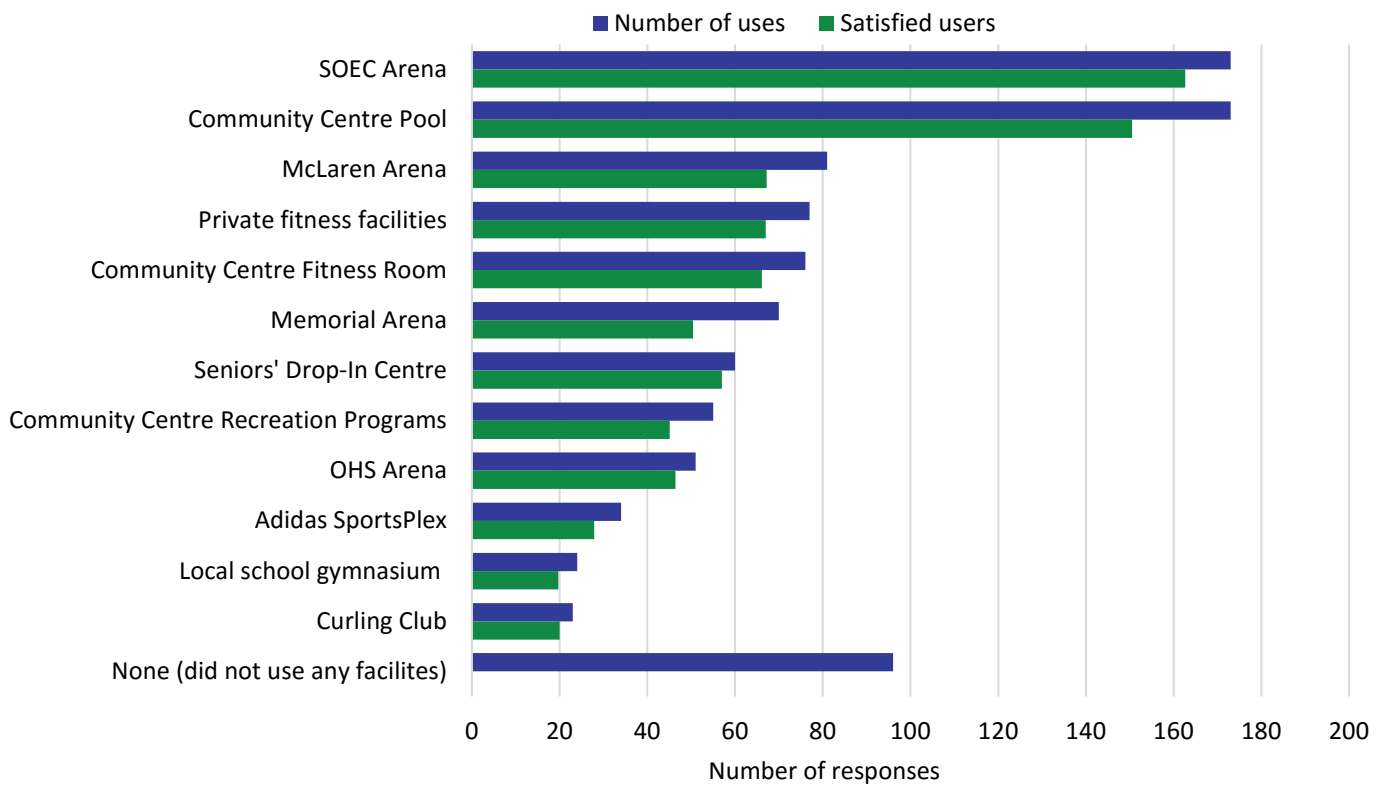


- The Penticton Centre Pool saw the highest use from younger respondents, with 77% of households containing children and 67% of respondents aged 20 to 44 reporting use of the facility in the past year by someone in their household.
  - Overall, someone from a household containing children or who owned a dog was more likely to have visited an indoor recreation facility. Only 9% of respondents living with children and 8% of respondents who owned a dog stated that someone in their household had not attended any facilities in the past year, compared to 28% living without children and 31% without a dog.
- As for outdoor activities, participation is lower than similar surveys conducted recently by the consultants in other communities, e.g., non-participation is usually closer to 10%, and aquatic use over 50%.

**Question 4b:** For each “YES” in Q4a, on a scale from 1 to 5 with 1 equal to ‘not at all satisfied’ and 5 equal to ‘very satisfied’, how satisfied are you with the following facilities? When answering, please consider quality, location, access, cleanliness, and customer service.

Overall, satisfaction with indoor recreation facilities was high.

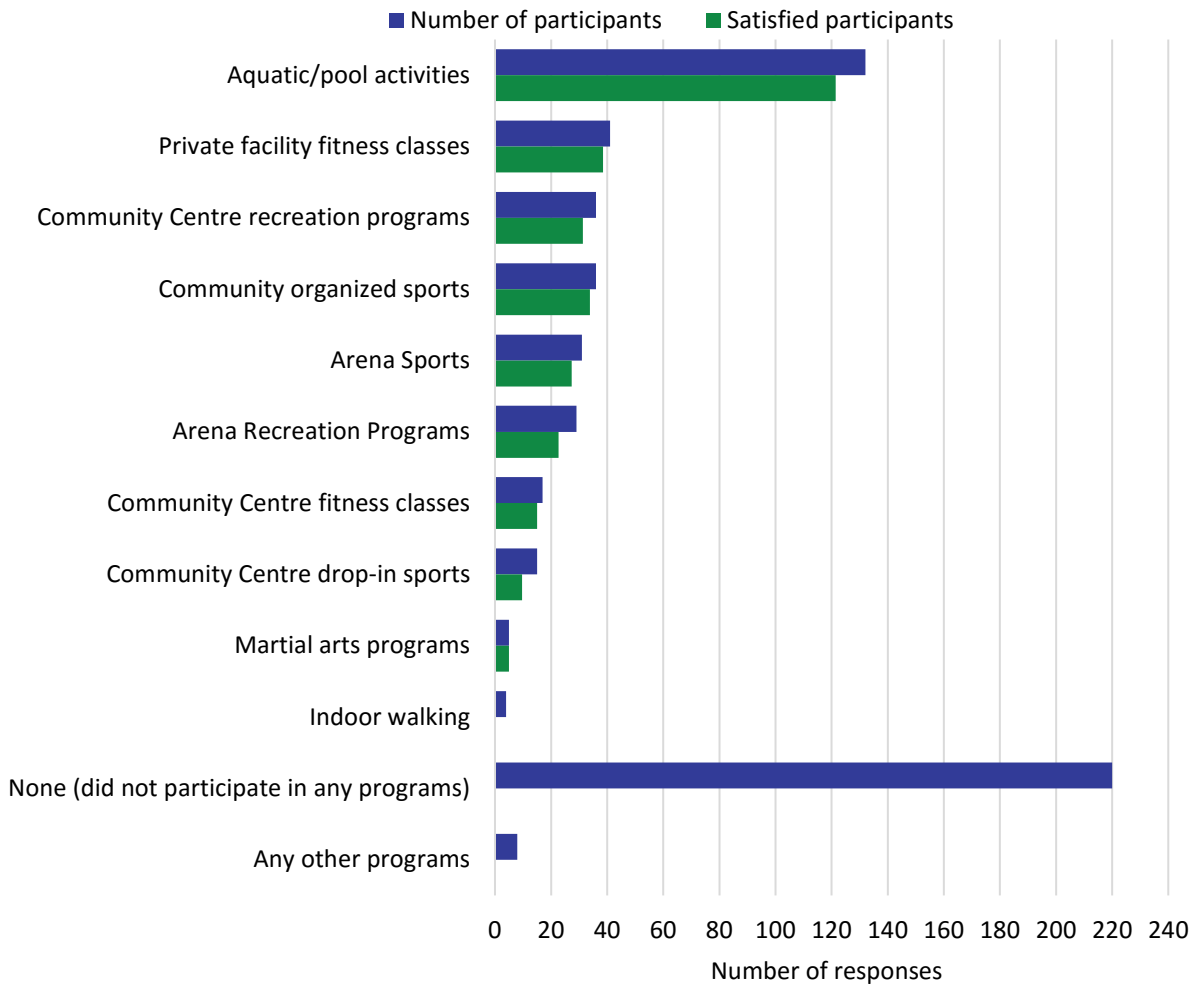
## Indoor Recreation Facilities - Visits and Satisfaction, Past 12 Months



Question 6b: For each “YES” in Q6a, on a scale from 1 to 5 with 1 equal to ‘not at all satisfied’ and 5 equal to ‘very satisfied’, how satisfied are you with the services and programs offered? When answering, please consider quality, instruction, equipment, number of programs offered, and time of programs.

Overall, satisfaction was high for most programs. There were 220 respondents (55%) whose households did not participate in any indoor recreation programs and therefore could not rate them.

## Indoor Recreation Programs - Participation and Satisfaction, Past 12 Months



- Of the better attended programs (with 30 or more participants), satisfaction rates were highest for private fitness facility classes, community organized sports, and aquatic/pool activities.

Program	Number of Participant Households	Number Satisfied	Percent Satisfied
Private fitness facility classes	41	39	94%
Community organized sports	37	35	94%
Aquatic/pool activities	132	121	92%

- Martial arts programs received the highest satisfaction rating with 100% of 5 participants saying they are satisfied to very satisfied (rating of 4 or 5 on the satisfaction scale).
- The lowest satisfaction rate was for Community Centre drop-in sports programs, with 64% of 15 participant households satisfied in those programs.

**Question 6c: What improvements are needed to \_\_\_\_\_? [For items rated 1 or 2 in Q6b]**

One comment was received from survey participants when asked about specific improvements for indoor recreation programs. Regarding Community Centre recreation programs, the respondent stated “very poor instructors – better instructors”.

**Question 7: If you could make one improvement to indoor recreation services or programs in Penticton, what would it be?**

The survey asked respondents what their top suggestion for improving indoor recreation services or programs would be. There were 67 comments received and these were summarized into themes, with the ideas identified by at least five survey participants listed below.

Theme	Number of Responses
Affordability	15
Hours (open longer, more options outside of regular work hours)	8
Expand existing or offer more programs	6
Better quality/friendlier staff and instructors	5

**Question 8a: Are there any age groups for which recreation or sport programs are insufficient or lacking in Penticton?**

Respondents were asked whether they believe there are any age groups for which programs are insufficient or lacking. Most respondents said “no” (44%) or “not sure” (40%). There were 16% of respondents who said there are insufficient or lacking programs for some age groups.

**Question 8b: If “YES”, for which age groups do you feel recreation or sport programs are insufficient or lacking in Penticton?**

When asked to elaborate for which age groups respondents felt programs were insufficient or lacking, 45% (31 respondents) said youth aged 13 to 18. This was followed by young adults aged 19 to 29 (23 respondents), children aged 6 to 12 (17 respondents) and children aged 1 to 5 (16 respondents).

## e. Commercial Uses in Parks

Survey participants were asked a series of questions about specific commercial uses in parks, and general comments or suggestions to guide the City in considering new commercial uses in parks were requested.

**Question 9a: The City of Penticton has integrated commercial uses within City parks. Some examples include small concessions at beaches, Loco Landing, and Lakawana Park concession.**

**Do you support the following commercial uses in the following locations?**

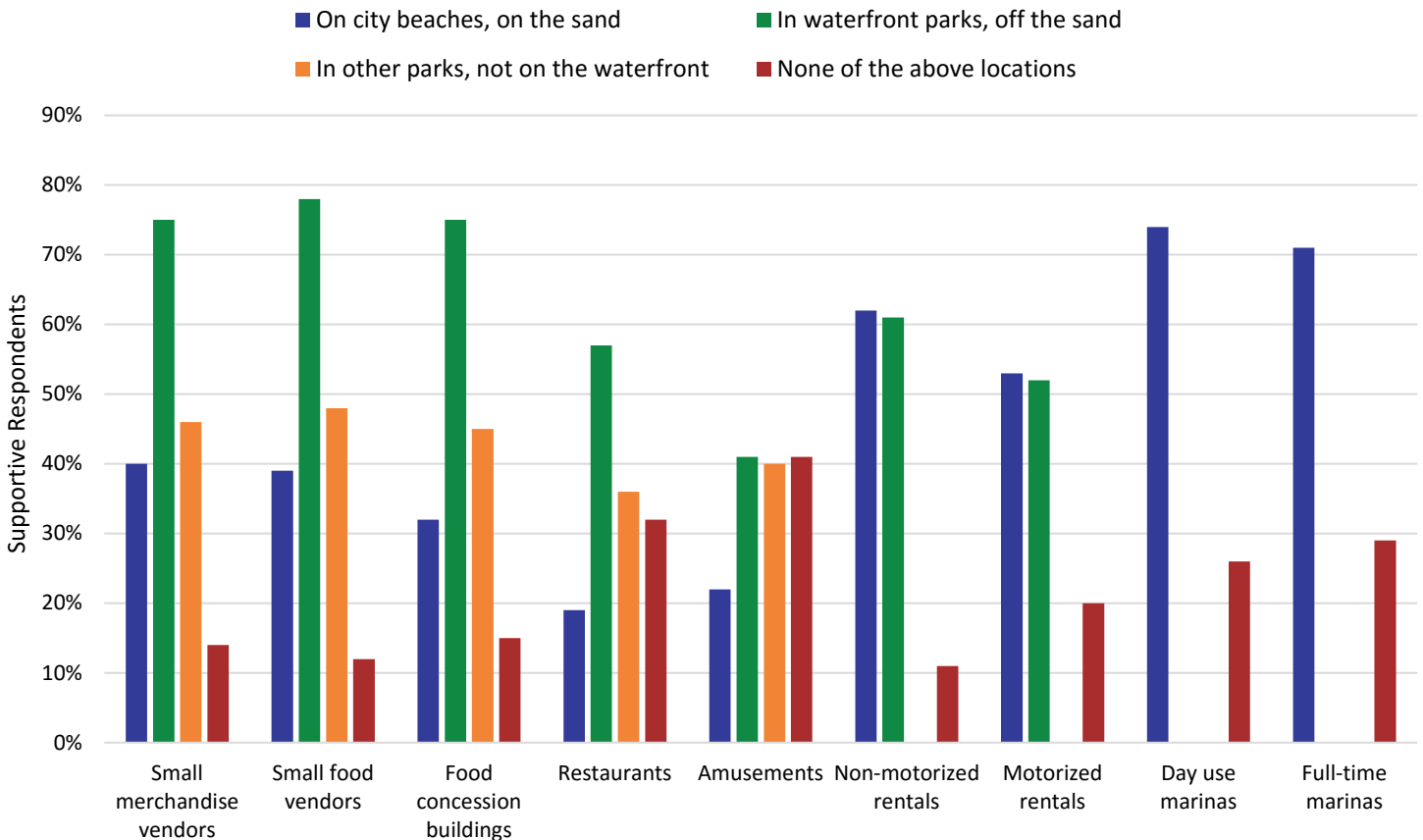
Commercial use	On City beaches, on the sand	In waterfront parks, off the sand	In other parks, not on the waterfront	None of the above locations
Small merchandise vendors that sell items like sun glasses, floaties, towels and clothing	40%	75%	46%	14%
Small food vendors that sell items like mini donuts, shaved ice, and hot dogs	39%	78%	45%	12%
Food concession buildings	32%	75%	45%	15%
Restaurants	19%	57%	36%	32%
Amusements like mini golf, outdoor climbing walls, and water slides	22%	41%	40%	41%
Non-motorized rentals like paddle boards, kayaks, and canoes	62%	61%		11%
Motorized rentals like jet skis, parasailing, and banana boat rides	53%	52%		20%
Day use marinas	74%			26%
Full-time marinas	71%			29%



Residents were asked this question for specific commercial uses in varying types of locations, as indicated on the table above. The percent of respondents supportive of each commercial use in each location are indicated, and the highlighted values are discussed below the following chart.

The chart summarizes the responses to specific commercial uses in parks located (1) on City beaches (on the sand), (2) in waterfront parks (off the sand), (3) in other parks (not on the waterfront), and (4) none of these locations. Demographic variation in the responses to commercial use locations was

## Support for Commercial Uses - By Type and Location



minimal.

- Strongest support was expressed for commercial uses in waterfront parks, off the sand, with 78% supporting small food vendors and 75% supporting food concession buildings or small merchandise vendors in this type of location.
- Respondents also expressed strong support for day use (74%) and full-time (71%) marinas on City beaches.

- Both non-motorized and motorized rentals had moderate support and in both cases, support was slightly stronger for locations on city beaches, on the sand, compared to locations in waterfront parks, off the sand. Non-motorized rentals were more strongly supported than motorized rentals overall, with 11% of respondents indicating they would not like to see non-motorized rentals in any of the locations, compared to 22% for motorized rentals.
- Amusements and restaurants were most strongly opposed, with 41% of respondents indicating they would not support amusements in any of the locations, and 32% indicating they would not support restaurants in any of the locations.

**Question 9b: Do you have any comments or suggestions that could help guide the City when considering new commercial uses in parks?**

Survey participants offered 193 responses when asked for comments or suggestions that could help guide the City when considering new commercial uses in parks. There were 50 comments opposed to new commercial uses in parks, followed closely by comments opposing waterslides in parks or on beaches (41 comments). The comments are summarized into themes, with the ideas identified by at least five survey participants listed below.

Theme	Number of Responses
No new commercial uses/minimal new commercial uses in parks/beaches	50
No waterslides/waterparks in parks/beaches	41
Limited or specific new commercial uses are okay	33
Need more public consultation, referendums	24
Waterslides/waterparks in parks/beaches are okay	18
Any new commercial uses are okay	5

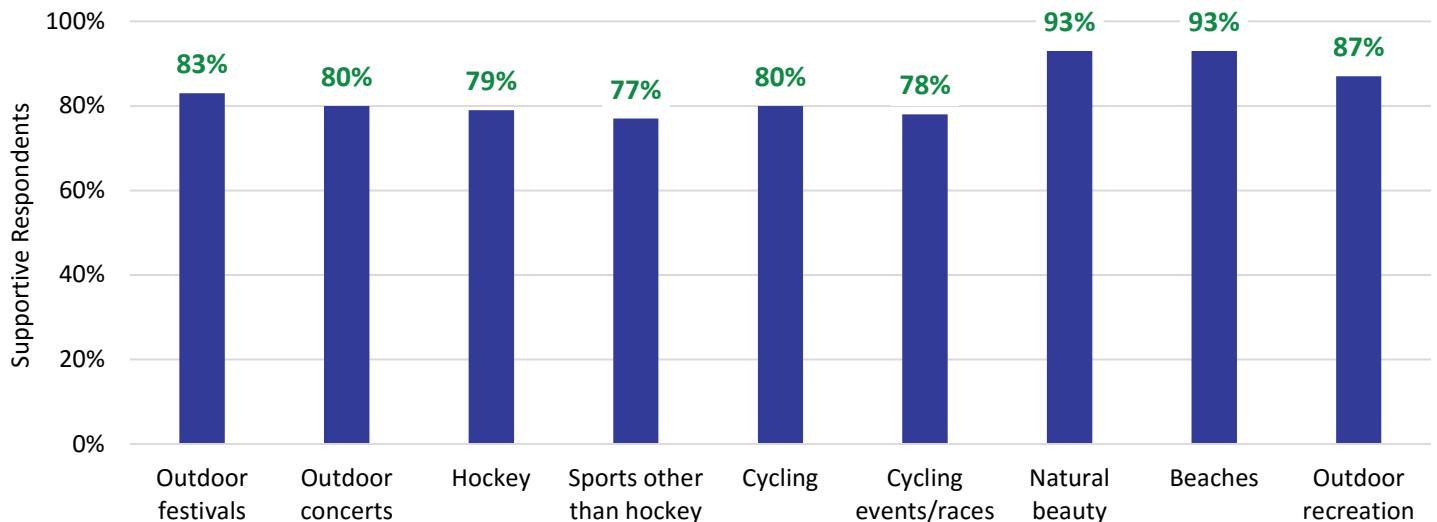
## f. Role of Penticton

Question 10: What parks and recreation opportunities should Penticton advertise and focus on to attract more residents to the City?

Outdoor festivals	Outdoor concerts
Hockey	Sports other than hockey
Cycling (road biking, mountain biking)	Cycling events and races
Natural beauty	Beaches
Outdoor recreation (water sports, hiking, rock climbing, etc.)	

Overall, the survey results showed that respondents are in favour of advertising and focusing on all parks and recreation opportunities to attract more residents to the City. A total of 93% of respondents rated the City’s natural beauty and beaches as the most important opportunities to promote<sup>10</sup>.

Parks and Recreation Opportunities

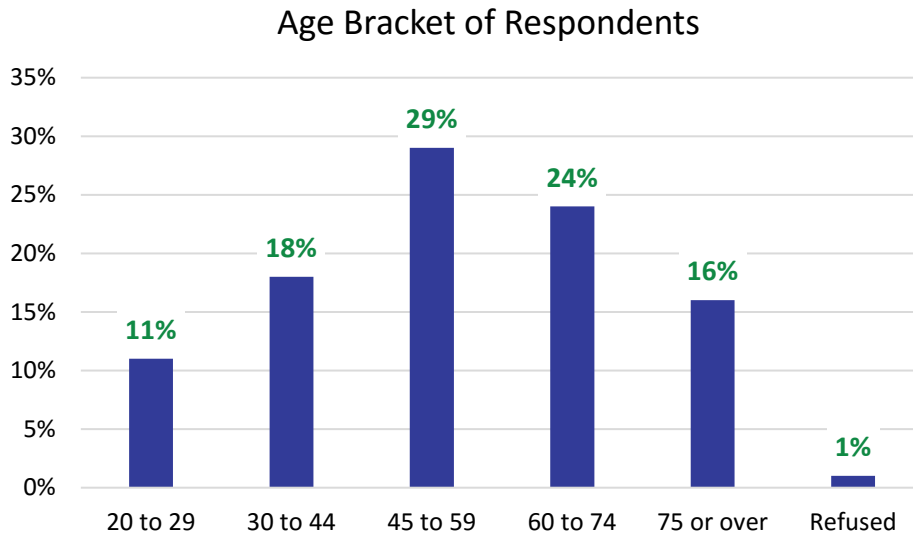


<sup>10</sup> Percent of respondents who rated importance as a 4 or 5 on a scale from 1 (not at all important) to 5 (very important). Read all importance responses this way unless indicated otherwise.

### 3.0 SURVEY DEMOGRAPHICS

#### a. Age

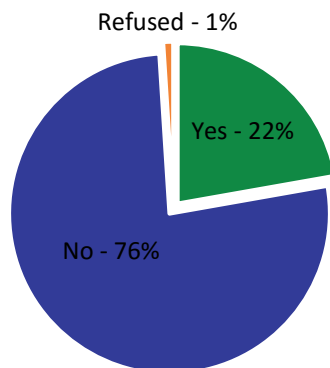
Survey respondents were asked to indicate their age bracket. The highest number of respondents were between 45 and 59 years old, followed closely by those between 60 and 74 years old.



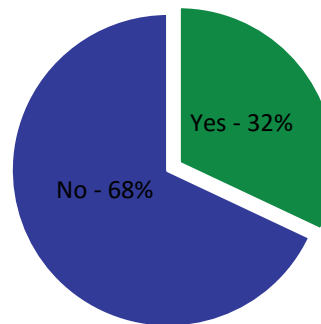
#### b. Household Details

Respondents were asked whether there were any children 16 years of age or younger living in their household, and whether they were a dog owner. There were 22% with children living in their household and 32% were dog owners.

Children in the Household



Dog Owners

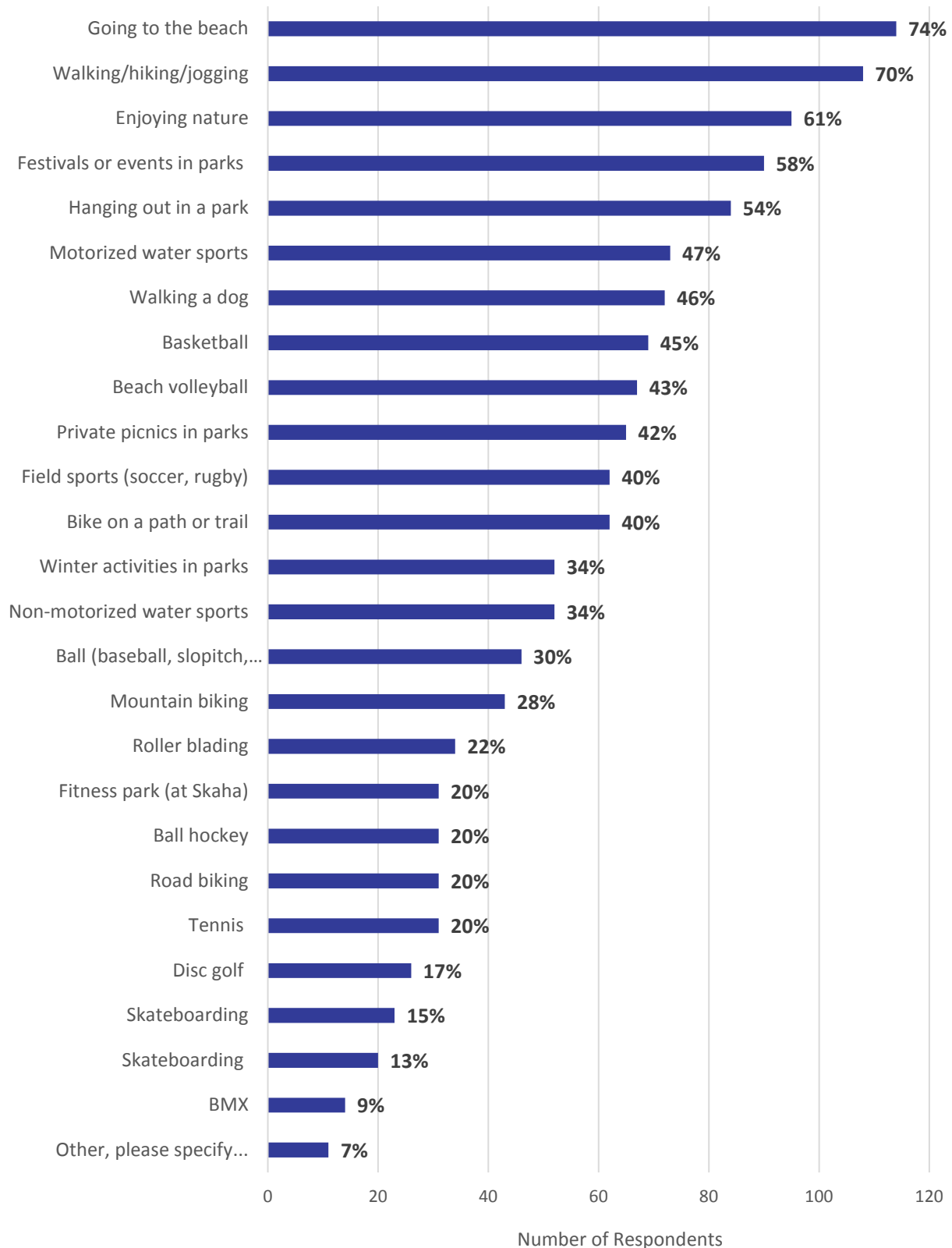


# Say How You Play!

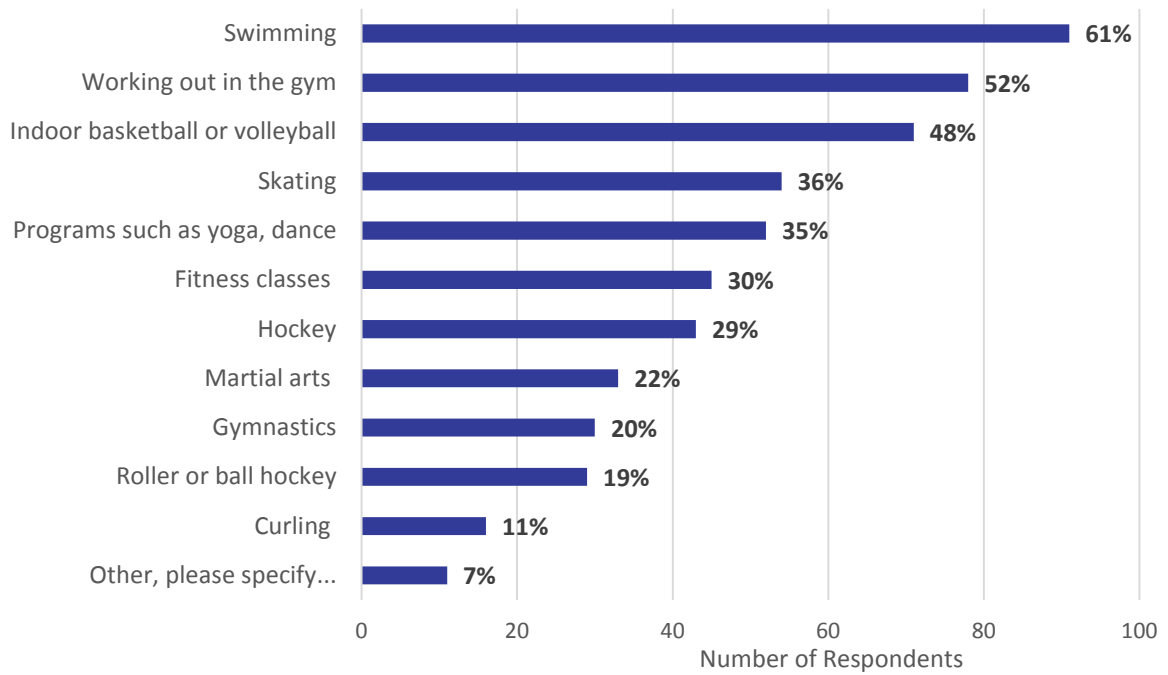


## Appendix D: Youth Survey Tables

## Favourite Outdoor Recreation Activities



## Favourite Indoor Recreation Activities

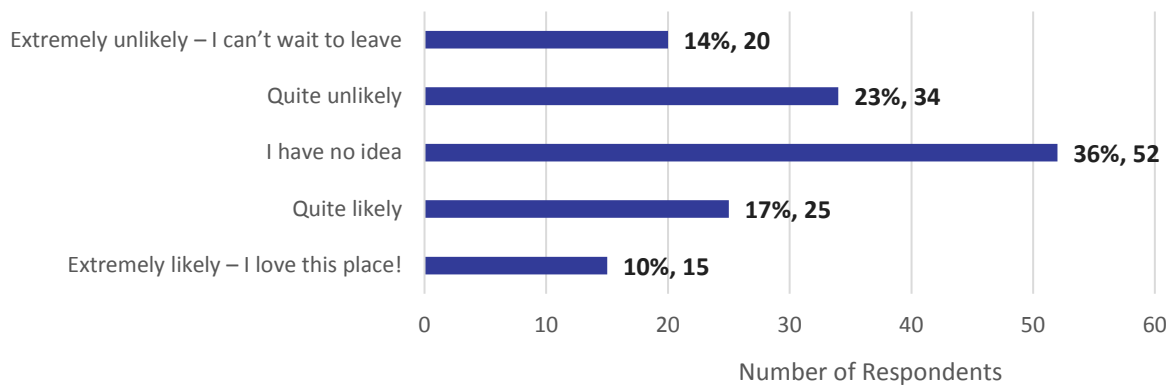


## 5.0 AFTER GRADUATION

### Question 3: After you complete your high school and/or post-secondary education, how likely are you to live in Penticton?

The results were fairly evenly split (three-ways) among those who are unsure, those who are likely to stay (quite or extremely likely) and those who are unlikely (quite or extremely unlikely) to stay as shown on the graph below.

#### Living in Penticton Long-term





## 6.0 CLOSING QUESTION

### Question 3: Is there anything the City could do in parks and recreation to make people your age happier here and more likely to want to live in Penticton?

There were 125 comments provided in response to this question. Where possible, the responses were grouped into themes, with the 12 most common themes listed below. The full list of verbatim responses is included in *Appendix A*.

THEME	NUMBER OF MENTIONS
Increase activities for youth and promote them	28
Nothing to add – It’s great!	20
Waterparks	15
More basketball courts (indoors/outdoors)	9
More youth friendly festivals, event and concerts	6
More trails for walking and biking	6
More parks	6
Improve and increase beach activities	5
Gathering place for youth (youth centre)	5
Increase and improve skate parks	4
Maintain Skaha Park	4
More greenery / beautification	4

Say How You Play!



**Appendix E:  
Parks Inventory**

# Parks Inventory

<b>City-wide Parks</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
Gyro Park	1.78	0.72
Kings Park	12.15	4.92
Lakawanna Park	3.77	1.53
Marina Way Park	6.58	2.66
Okanagan Beach	3.29	1.33
Okanagan Lake Park	4.73	1.91
Rose Garden	1.29	0.52
Rotary Park	4.17	1.69
Skaha Park	39.45	15.97
SS Sicamous Park	1.52	0.62
Sudbury Beach	0.73	0.30
Sudbury Beach (Locatee and Crown Land)	4.16	1.68
Three Mile Beach	3.28	1.33
<b>Class Total</b>	<b>86.91</b>	<b>35.17</b>

<b>Community Parks</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
Columbia Park	3.05	1.24
Dartmouth Off-Leash Dog Park	0.21	0.08
Ellis Creek Park	3.25	1.31
Kiwanis Park	3.46	1.40
Lakeside Road (Dog Beach)	1.72	0.70
Lion's Park	6.74	2.73
McLaren Park	2.34	0.95
McNicoll Park	14.11	5.71
Penticton Skatepark	0.34	0.14
Queen's Park Ball Diamond	1.45	0.59
Riverside Park	6.31	2.55
Senior's Drop-in Centre	2.91	1.18
Vancouver Avenue Park	3.14	1.27
<b>Class Total</b>	<b>49.02</b>	<b>19.84</b>

<b>Natural Parks</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
Cleland Natural Greenbelt	1.98	0.80
Dartmouth Greenbelt	5.17	2.09
Ellis Creek Pathway	21.94	8.88
Esplanade	20.65	8.36
Munson Mountain Park	40.34	16.32
Penticton Creek Pathway	29.16	11.80
Three Blind Mice	336.70	136.26
<b>Class Total</b>	<b>455.93</b>	<b>184.51</b>

<b>Neighbourhood Parks</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
Arasook Park	1.28	0.52
Baskin Park	1.22	0.49
Dartmouth Park	1.42	0.57

Dunant Park	0.34	0.14
Granby Park	0.39	0.16
McGregor Park	0.24	0.10
Sendero Canyon Park	1.32	0.53
Stocks Court Nature Path	0.40	0.16
Wiltse Nature Park	3.17	1.28
<b>Class Total</b>	<b>9.77</b>	<b>3.95</b>

<b>Other Parks</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
Campbell Mountain	684.47	276.99
Oxbows	40.35	16.33
<b>Class Total</b>	<b>724.82</b>	<b>293.32</b>

<b>Open Space</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
4507 Lakeside Road	0.11	0.05
630 Munson Mtn Road	10.39	4.20
Duncan Avenue Reservoir	5.39	2.18
KVR Park	0.24	0.10
Library and Museum	0.42	0.17
North City Entrance	0.48	0.20
Windsor Park	0.80	0.32
<b>Class Total</b>	<b>17.83</b>	<b>7.22</b>

<b>Recreation Facilities</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
Adidas Sportsplex	2.74	1.11
McLaren Arena	1.69	0.68
Senior's Drop-in Centre	1.53	0.62
South Okanagan Events Centre	25.38	10.27
<b>Class Total</b>	<b>31.34</b>	<b>12.68</b>

<b>Special Purpose Parks</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
Fairview Cemetery	0.99	0.40
Lakeview Cemetery	14.98	6.06
Lawn Bowling Club	0.55	0.22
Loco Landing	3.71	1.50
Penticton Golf and Country Club	90.21	36.51
Penticton Yacht and Tennis Club	5.93	2.40
<b>Class Total</b>	<b>116.38</b>	<b>47.10</b>

<b>Trail Corridors</b>	<b>Area (Acres)</b>	<b>Area (Hectares)</b>
KVR Pathway	4.17	1.69
Poplar Grove Trailhead	0.48	0.20
Sendero Ravine	3.20	1.30
TCT / KVR Trail	57.95	23.45
<b>Class Total</b>	<b>65.81</b>	<b>26.63</b>

**Total**      **1557.81**      **630.43**

Say How You Play!



**Appendix F:  
Recreation Programs  
Inventory**

# Penticton Recreation Programs Inventory

Program Name	Type of Program	Age Group Served	Season
Red Cross Swim Lessons Pre-School (8 levels)	Swim Lessons	4 months-5 years	Fall, Winter, Spring Break, Spring, Summer
Red Cross Swim Lessons Kids (10 levels)	Swim Lessons	6 years and over	Fall, Winter, Spring Break, Spring, Summer
Scuba Stars	Aquatics	6 - 12 years	Fall, Winter, Spring
Discover Scuba	Aquatics	10 years & over	Fall, Winter, Spring
Junior Lifeguard Club	Aquatics	8 - 12 years	Fall, Winter, Spring
Swim Fit Youth	Aquatics	8 - 12 years	Fall, Winter
Red Cross Swim Basics	Aquatics	Adults	Fall, Winter, Spring
Red Cross Swim Strokes	Aquatics	Adults	Fall, Winter, Spring
Instructor Development Workshop High Intensity	Aquatics	All Ages	Fall
Instructor Development Workshop Mix it Up	Aquatics	All Ages	Winter
New Waves Swim Program (extra assistance)	Aquatics	All Ages	Fall, Winter
Bronze Lifesaving Camp	Advanced Aquatics	13 years +	Fall, Winter, Summer
Standard First Aid	Advanced Aquatics	16 years +	Fall
National Lifeguard	Advanced Aquatics	16 years +	Fall
Assistant Water Safety Instructor	Advanced Aquatics	15 years +	Fall
Water Safety Instructor	Advanced Aquatics	15 years +	Winter
CPR Recertification Clinic	Advanced Aquatics	16 years +	Fall, Winter, Spring
National Lifeguard Recertification	Advanced Aquatics	16 years +	Fall, Winter, Spring
Water Safety Instructor Recertification	Advanced Aquatics	15 years +	Fall, Spring
Lifesaving Instructor Recertification	Advanced Aquatics	16 years +	Fall, Spring
Public Swimming	Aquatics	All Ages	Fall, Winter, Spring, Summer
Little Vees (hockey lessons)	Skating Lessons	3 - 6 years	Fall, Winter
Parent & Tot skating lessons	Skating Lessons	2.5 - 5 years	Fall, Winter
Snowflake 1 & 2	Skating Lessons	3 - 6 years	Fall, Winter
Snowflake 3,4,5	Skating Lessons	4 - 6 years	Fall, Winter
Snowmen (learn to skate)	Skating Lessons	7-12 years	Fall, Winter
School Age Skating 1,2,3,4,5,6	Skating Lessons	7-12 years	Fall, Winter
Hockey Powerskating	Skating Lessons	8-12 years	Fall, Winter
Adult Skating Lessons	Skating Lessons	13 years +	Fall, Winter
Public Skating	Skating	All Ages	Fall, Winter, Spring
Princess Dress Up Ballet	Tots & Tykes	3 - 5 years	Fall, Winter
Fairy Dress Up Ballet	Tots & Tykes	3 - 5 years	Fall, Winter
Princess Ballet	Tots & Tykes	4 - 5 years	Fall, Winter
Tiny Toes Ballet	Tots & Tykes	3 - 4 years	Fall, Winter
Day Camp	Tots & Tykes	3 - 5 years	Winter
Infant Massage - Parent & Child	Tots & Tykes	1 - 10 months	Fall
Tots & Tunes - Parent & Child	Tots & Tykes	1 - 3 years	Fall, Winter, Spring
Music for Young Children - Parent & Child	Tots & Tykes	3 - 4 years	Fall, Spring
Sportball - Junior	Tots & Tykes	16 - 24 months	Fall
Sportball - Parent & Child	Tots & Tykes	2 - 3 years	Fall
Sportball - Big Kids	Tots & Tykes	3 - 5 years	Fall
Gymboree - Parent & Tot	Tots & Tykes	10 months - 5 years	Fall, Winter, Spring
Fairy Fantasy (One Day Wonders)	Tots & Tykes	3 - 5 years	Summer
Dino Days (One Day Wonders)	Tots & Tykes	3 - 5 years	Summer
Little Chefs (One Day Wonders)	Tots & Tykes	3 - 5 years	Summer
Super Sport Sampler (One Day Wonders)	Tots & Tykes	3 - 5 years	Summer
Mad Hatters Tea Party (One Day Wonders)	Tots & Tykes	3 - 5 years	Summer
Super Hero Academy (One Day Wonders)	Tots & Tykes	3 - 5 years	Summer
Mighty Machines & Winged Wonders (One Day Wonders)	Tots & Tykes	3 - 5 years	Summer
Mommy/Daddy and Me (Glow SUP Adventures)	Tots & Tykes	2 - 5 years	Summer
Childminding	Tots & Tykes	1 month - 6 years	Fall, Winter, Spring
Spring Breakout	Tots & Tykes Day Camps	3 - 5 years	Spring Break
Summer Breakout	Tots & Tykes Day Camps	3 - 5 years	Summer
Sportball Multi-Sport Camp	Tots & Tykes Day Camps	3 - 5 years	Summer
Baby Bug	Tots & Tykes - Bugaboo U	1 - 18 months	Fall, Winter, Spring
Jr. Bug	Tots & Tykes - Bugaboo U	1.5 - 3 years	Fall, Winter, Spring

Bugaboo University	Tots & Tykes - Bugaboo U	3 - 5 years	Fall, Winter, Spring
Extra curriculars - BookclubBug	Tots & Tykes - Bugaboo U	3 - 5 years	Fall, Winter
Extra curriculars - JitterBug	Tots & Tykes - Bugaboo U	3 - 5 years	Fall, Winter
Extra curriculars - BeakerBug	Tots & Tykes - Bugaboo U	3 - 5 years	Fall, Winter
Extra curriculars - AlphaBug	Tots & Tykes - Bugaboo U	3 - 5 years	Fall, Winter, Spring
Extra curriculars - GymclubBug	Tots & Tykes - Bugaboo U	3 - 5 years	Spring
Sports - Atomic Volleyball	Children	9 - 12 years	Fall
Sports - Floor Hockey	Children	6 - 12 years	Fall, Winter, Spring
Sports - Fun Lacrosse	Children	5 - 12 years	Winter
Sports - Loonie Gym Time	Children	6 - 12 years	Fall, Winter
Sports - Introduction to Curling	Children	8 - 12 years	Fall, Winter
Sports - Loonie Gym Time	Children	6 - 12 years	Spring
Sports - Kids in Motion	Children	5 - 12 years	Spring
Sports - Multi-Sports	Children	6 - 9 years	Spring
Sports - Junior Badminton	Children	9 - 12 years	Spring
Sports - Junior Basketball	Children	9 - 12 years	Spring
Sports - Progressive Tennis	Children	5 - 10 years	Spring
Sports - Progressive Tennis - Advanced	Children	5 - 10 years	Spring
Sports - Junior Tennis Camp	Children	5-7 and 8-10 years	Summer
Outdoor Adventure - Kid's Winter Fun	Children	7 - 11 years	Winter
Outdoor Adventure - Sprockids Mountain Biking	Children	8 - 12 years	Fall, Spring
Outdoor Adventure - Youth Stand Up Paddle Board	Children	9 - 12 years	Summer
Outdoor Adventure - Stand Up Girls	Children	10 - 12 years	Spring, Fall
Outdoor Adventure - Surf'SUP	Children	10 - 12 years	Spring, Fall
Outdoor Adventure - Mini SUP Yoga	Children	7 - 12 years	Summer
Outdoor Adventure - Pedal Power (Girls Only)	Children/Teens	10 - 15 years	Summer
Outdoor Adventure - Kid's Outdoor Adventure Fun	Children	8 - 12 years	Summer
Outdoor Adventure - Kayak Clinic	Children/Teens	10 - 13 years	Summer
Creative Arts - Dawing Basics	Children	7 - 12 years	Fall, Spring
Creative Arts - Kids 'n Clay	Children	7 - 12 years	Fall, Winter, Spring
Creative Arts - Kid's Watercolour Painting	Children	7 - 12 years	Fall, Winter, Spring
Dance - Pre-primary Ballet	Children	5 - 7 years	Fall, Winter
Dance - Primary/Gr.1 Ballet	Children	7 - 10 years	Fall, Winter
Yoga - Kid's Yoga	Children	6 - 8 years	Fall, Winter
Yoga - Pre-teen Yoga	Children	9 - 12 years	Fall, Winter
Special Interest - Science 'n Swim	Children	8 - 12 years	Fall, Winter
Special Interest - Master Chefs	Children	6 - 9 years	Fall, Winter
Special Interest - Young Voices	Children	7 - 9 years	Fall, Winter
Special Interest - Home Alone	Children	10 - 12 years	Fall, Winter
Special Interest - Kids in Motion	Children	5 - 12 years	Fall, Winter
Kids Zone	Children	6 - 10 years	Fall, Winter
Arts & Crafts - Kid's Acrylic Painting	Children	7 - 12 years	Spring
Arts & Crafts - How to make Snow Globes	Children	9 - 12 years	Summer
Arts & Crafts - How to make Fairy Glow Jar Necklaces	Children	9 - 12 years	Summer
Arts & Crafts - Craft n' Swim	Children	8 - 12 years	Spring
Arts & Crafts - How to make Indoor Terrarium Garden	Children	9 - 12 years	Spring, Summer
Arts & Crafts - How to make Hademade Paper	Children	9 - 12 years	Spring, Summer
Arts & Crafts - Transfer Foil T-Shirt	Children	9 - 12 years	Summer
Arts & Crafts - Junior Chefs	Children	6 - 9 years	Summer
Special Needs Hockey	Children/youth/adults	9 - 29 years	Fall, Winter
School's Out Pro D Day Camp	Children/Day Camps	6 - 12 years	Fall, Winter
School's Out Keeners	Children/Day Camps	6 - 12 years	Fall, Winter
PD Detour at the Museum	Children/Day Camps	5 - 10 years	Fall, Winter
Spring Break Day Camp	Children/Day Camps	6 - 12 years	Spring Break
Spring Break Day Camp Keeners	Children/Day Camps	6 - 12 years	Spring Break
Summer Day Camps	Children/Day Camps	6 - 12 years	Summer
Summer Day Camp Keeners	Children/Day Camps	6 - 12 years	Summer
Arts & Crafts Camp	Children/Day Camps	7 - 12 years	Spring Break, Summer
PYP Skate Camps	Children/Day Camps	7 - 12 years	Summer
SUP Explorers Camp	Children/Day Camps	7 - 12 years	Summer
Sport Education Workshops - Athlete Field Testing	Pacific Sport - Partnership	12 years +	Fall
Sport Education Workshops - Fundamental Movement	Pacific Sport - Partnership	16 years +	Fall

NCCP Coaching Courses	Pacific Sport - Partnership	16 years +	Fall, Winter, Spring
Xplore SportZ Sport Discovery Camps	Pacific Sport - Partnership	9 - 12 years	Spring Break, Summer
Xplore SportZ series for Adults	Pacific Sport - Partnership	18 years +	Winter
Xplore SportZ ABC's	Pacific Sport - Partnership	5 - 8 years	Summer
Xplore SportZ Girls Rock	Pacific Sport - Partnership	9 - 13 years	Summer
Babysitter Training	Youth	11 - 18 years	Fall, Winter
Intro to Dance	Youth	13 - 17 years	Fall
Teen Ballet	Youth	13 - 17 years	Fall
Beginner Teen Jazz Dance	Youth	13 - 17 years	Winter
Beginner Teen Contemporary Dance	Youth	13 - 17 years	Winter
Teen Toonie Swim	Youth	12 -17 years	Fall, Winter, Spring
Teen Yoga	Youth	13 -17 years	Fall, Winter
Young Voices	Youth	10 - 15 years	Fall, Winter
Teens in Motion	Youth	12 - 18 years	Fall, Winter, Spring
Teen Tune Up	Youth	13 -15 years	Fall, Winter, Spring, Summer
Radar Youth Social Group	Youth	13 - 18 years	Fall, Winter, Spring, Summer
Teen Rappel Tour	Youth	12 - 18 years	Spring, Summer
Teen Rock Climbing & Rappelling	Youth	12 - 18 years	Spring, Summer
Bronze Medal Award - Adventurous Journey Course	Youth/Adult	14 - 24 years	Summer
Silver Medal Award - Adventurous Journey Course	Youth/Adult	14 - 24 years	Summer
Gold Medal Award - Adventurous Journey Course	Youth/Adult	14 - 24 years	Summer
Teen/Pre-teen Tennis	Youth	11- 15 years	Spring
Learn/Play Tennis	Youth/Adult	16 years +	Spring, Summer
Teen Tennis Camps	Youth	11 - 15 years	Spring, Summer
Youth Stand Up Paddle Board	Youth	13 -15 years	Summer
Yoga and Pilates Chair Yoga	Fitness	16 years +	Fall, Winter, Spring
Yoga and Pilates Dru Yoga	Fitness	16 years +	Fall, Winter, Spring
Yoga and Pilates Yoga on a Roll	Fitness	16 years +	Fall, Winter, Spring
Yoga and Pilates Classical Pilates	Fitness	16 years +	Fall, Winter, Spring
Yoga and Pilates Stretch, Roll & Relax	Fitness	16 years +	Fall, Winter
Yoga and Pilates Foam Roller Yoga	Fitness	16 years +	Spring
Yoga and Pilates Gentle Hatha Yoga	Fitness	16 years +	Spring
Chi Gong	Fitness	16 years +	Fall, Winter, Spring
Tai Chi	Fitness	16 years +	Fall, Winter, Spring
Strength & Cardio - Core Fusion	Fitness	16 years +	Fall, Winter
Strength & Cardio - Groove N' Lose	Fitness	16 years +	Fall, Winter
Strength & Cardio - Women on Weights	Fitness	16 years +	Fall, Winter
Strength & Cardio - Women on Weights Express	Fitness	16 years +	Fall, Winter
Zumba	Fitness	16 years +	Fall, Winter
Zumba Gold	Fitness	16 years +	Fall, Winter
Zumba Toning	Fitness	16 years +	Fall, Winter
Burn-It-Up	Fitness	16 years +	Spring
Groove N'Lose	Fitness	16 years +	Spring
Bollywood Bellydancing for Beginners	Fitness	16 years +	Spring
Adult Hawaiian Dance	Fitness	16 years +	Spring
Fitness Room Orientation	Fitness	16 years +	Fall, Winter, Spring, Summer
Fitness Room Orientation - Active Agers	Fitness	50 years +	Fall, Winter, Spring, Summer
Teen Tune-Up	Fitness	13 - 15 years	Fall, Winter
50+ Fitness	Fitness	50 + years	Spring
Dura Body (Women Only)	Fitness	16 years +	Spring
Together in Movement & Exercise (TIME)	Fitness	16 years +	Spring
Fitness Centre Drop_In	Fitness Drop-In	16 years +	Fall, Winter, Spring, Summer
Aqua Zumba	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Aqua Zumba Mild	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Deep Splash	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Deep Water Running	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Essence - Pilates, Yoga	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Evening Mixer	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Splash	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Noon Splash	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Senior Splash	Aquatic Fitness - Drop-In	50 years +	Fall, Winter, Spring
Super Splash	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Swim Fit	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Water Walking	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring



React (for mobility issues)	Aquatic Fitness - Drop-In	16 years +	Fall, Winter, Spring
Seniors Volleyball	Adult - Drop-In Sports	55 years +	Fall, Winter
Badminton	Adult - Drop-In Sports	16 years +	Fall, Winter
Basketball	Adult - Drop-In Sports	16 years +	Fall, Winter
Women's Only Basketball	Adult - Drop-In Sports	16 years +	Fall, Winter
Pickleball	Adult - Drop-In Sports	16 years +	Fall, Winter
Ballroom Dance Beginner	Adult	16 years +	Fall, Winter
Ballroom Dancing - Better than a Beginner	Adult	16 years +	Fall, Winter
Jazz Burlesque Dance	Adult	19 years +	Fall, Winter
Outdoor Recreation - Kayak Wine Tour	Adult	19 Years +	Fall
Learn to Eskimo Roll a Kayak	Adult	19 Years +	Winter
Fireside Dinner and Snowshoe Tour	Adult	19 Years +	Winter
First Day of Winter Snowshoe Tour	Adult	15 years +	Winter
Winter Survival Course	Adult	19 years +	Winter
Pickleball Registered Play	Adult	16 years +	Fall, Winter
Pickleball Workshop - Level 1	Adult	16 years +	Fall, Winter
Pickleball Workshop - Level 2	Adult	16 years +	Fall, Winter
Pickleball Workshop - Level 3	Adult	16 years +	Fall, Winter
Adult Acrylic Painting	Adult	16 years +	Fall, Winter, Spring
Adult Clay Creations	Adult	16 years +	Fall
Adult Drawing	Adult	16 years +	Fall, Winter, Spring
Watercolour Painting for Adults	Adult	16 years +	Spring
Making Recycled Paper	Adult	16 years +	Spring
Create a Fairy Cottage	Adult	16 years +	Fall, Winter
Make Silver Jewelry	Adult	16 years +	Fall, Winter
Glass Fusing & Glass Casting	Adult	16 years +	Fall, Winter
Natural Soap Making	Adult	16 years +	Fall
Paper Quilling for Beginners	Adult	16 years +	Fall, Winter
Watercolour Painting for Adults	Adult	16 years +	Fall
Conversational Spanish	Adult	16 years +	Fall, Spring
Starlite Choir for Women	Adult	16 years +	Fall, Winter
Bonsai for Beginners	Adult	16 years +	Fall
Social Steps Walking Group	Adult	16 years +	Fall
Sun Run InTraining	Adult/Youth	13 years +	Winter
Natural Soap Making	Adult	16 years +	Spring
Living a Healthy Life with Chronic Pain	Adult	16 years +	Spring
Adult Rock Climbing	Adult	16 years +	Spring, Summer , Fall
Adult Rappelling	Adult	16 years +	Spring, Summer , Fall
From Rails to Trails (Women only)	Adult	16 years +	Spring
Intro to Stand Up Paddle Board	Adult	16 years +	Spring, Summer
Learn/Play Tennis	Adult	16 years +	Spring, Summer
Vaseux Lake Kayak Birding	Adult	16 years +	Spring
Earth Day Eco Hike	Family	All Ages	Spring
Little Tunnel/adra Excursion	Family	All Ages	Summer
Mad Science Lab	Family	All Ages	Summer
Rock Oven excursion	Family	All Ages	Spring
Vasseux Lake Excursion	Family	All Ages	Summer
War Canoe Demo	Family	All Ages	Summer
M.E.N.D. Program	Family	7 - 13 years	Spring

# Say How You Play!



## Appendix G: Events Inventory

## 2018 Events Schedule

EVENT	DAY	DATE	TIME	LOCATION	WEBSITE
Elevator Race	Saturday	Mar-24	9:00-4:00pm	SS Sicamous/Apex	<a href="http://www.hoodooadventures.ca">www.hoodooadventures.ca</a>
Wildfire Urban Interface Symposium	Friday/Saturday	April 7/8	8:00am-4:30pm	Munson Parking lot	
Kinsmen Club Rubber Duck Drop	Saturday	May-05	10:00am-2:00pm	Gyro Park	
Alzheimer Society of BC	Sunday	May-06	1:00-3:00pm	Rotary Park	<a href="mailto:pentictonwalkchair@alzheimerbc.org">pentictonwalkchair@alzheimerbc.org</a>
Dual in th Desert	Saturday	May-12	7:am-12:00pm	Okanagan Lake/Rotary Park	<a href="http://www.pentictondragonboat.com">www.pentictondragonboat.com</a>
Bare Bones Duathlon	Saturday	May-12	10:00am-2:00pm	Skaha Park East	<a href="http://www.pentictontriathlonclub.com">www.pentictontriathlonclub.com</a>
Dual in the Desert-Small Boat Race	Sunday	May-13	11:00am-1:00pm	Skaha Lake /Park	<a href="http://www.pentictondragonboat.com">www.pentictondragonboat.com</a>
Blossom 10 Miler	Sunday	May-13	6:00am-2:00pm	SS Sicamous Esplande	<a href="https://portal.clubrunner.ca/100196">https://portal.clubrunner.ca/100196</a>
Peach City Half/10K	Sunday	May-20	6:00am-2:00pm	Skaha Lake Park	<a href="https://portal.clubrunner.ca/100196">https://portal.clubrunner.ca/100196</a>
Hayman Classic Stage Race	Saturday	May-26	7:00-12:00pm	Riverside Drive	<a href="https://www.haymanclassic.ca/">https://www.haymanclassic.ca/</a>
MS Society Walk	Sunday	May-27	10:00am--12:00pm	Skaha Park	<a href="http://www.mswalks.ca">www.mswalks.ca</a>
Cystic Fibrosis Walk	Sunday	May-27	9:00am-12:00pm	Okanagan Lake Park	
Bike to Work Week wrap up	Friday	Jun-01	3:30-6:30pm	Gyro Park	
Walk a Mile in her Shoes	Sunday	Jun-03	7:00am-2:00pm	Rotary Park	
Gutsy Walk	Sunday	Jun-03	8:00am-1:00pm	Skaha Pavilion	
Super Sprints	Sat/Sun	June 16/17	8:00am-2:00pm	Skaha Lake	<a href="http://www.pentictondragonboat.com">www.pentictondragonboat.com</a>
Peach City Beach Cruise	Fri-Sun	June 22-24	All Day event	Gyro Park	<a href="http://www.peachcitybeachcruise.com">www.peachcitybeachcruise.com</a>
Elvis Festival	Fri-Sun	June 22-24	All Day event	Okanagan Lake Park	
Fresh Air Summer Movie Series	Wednesday	June .27	8:00-10:00pm	Okanagan Lake Park	
Penticton Rib Festival	Fri-Mon	June 29-July2	All Day event	Okanagan Lake Park	<a href="http://www.pentictonribfest.com">www.pentictonribfest.com</a>
Rock the Sun	Friday's	July/August	7:00-9:00pm	Gyro Park	<a href="http://downtownpenticton.org/">http://downtownpenticton.org/</a>
Okanagan Trestle Tours	Sunday	Jul-01	6:00am-6:00pm	Rotary Park	
Canada Day	Sunday	Jul-01	9:00am-6:00pm	Gyro Park	<a href="http://downtownpenticton.org/">http://downtownpenticton.org/</a>
Fresh Air Summer Movie Series	Wednesday	July 4, 11, 18	8:00-10:00pm	Okanagan Lake Park	
Penticton Scottish Festival	Saturday	Jul-07	6:00am-8:00pm	Kings Park	
Granfondo	Sunday	Jul-08	7:00am-4:00pm	Okanagan Lake Park	
Nankama Drum and Dance	Saturday	Jul-14	10am-1:00pm	Gyro Park	
Remax/Junior Triathlon	Saturday	Jul-14	7:00am-2:00pm	Rotary Park	
Mats for Metta Yoga event	Sunday	Jul-15	7:00-12:00pm	Skaha Pavilion	
Peach Classic Triathlon	Sunday	Jul-15	7:00am-2:00pm	Rotary Park	<a href="http://peachclassic.ca/">http://peachclassic.ca/</a>
Penticton Ministerial Service in the Park	Sunday	Jul-29	8:00am-2:00pm	Gyro Park	
Rotary Car Show	Saturday	Aug-04	9:00am-5:00pm	Rotary Park	<a href="http://www.pentictonrotarywheelscarshow.ca">www.pentictonrotarywheelscarshow.ca</a>
Nankama Drum and Dance	Saturday	August 4th	10am-1:00pm	Gyro Park	
Ultra 520K	Sat-Mon	Aug 4-6	All Day Event	Skaha Lake East	<a href="http://ultra520kcanada.com/">http://ultra520kcanada.com/</a>
BC Day	Monday	Aug-06	All Day Event	Gyro Park	<a href="http://downtownpenticton.org/">http://downtownpenticton.org/</a>
Peach Festival	Wed-Sun	Aug 8-12	All Day Event	Okanagan Lake Park	<a href="https://www.peachfest.com/">https://www.peachfest.com/</a>
Skaha Lake Ultra Swim	Sunday	Aug-12	7:00am	Skaha Lake	<a href="http://www.skahalakeultraswim.com">www.skahalakeultraswim.com</a>
Super League Triathlon Series	Fri-Sun	Aug 17-19	All Day Event	Rotary/Gyro Park	
Penticton Dragon Boat Festival	Sat/Sun	Sept 8/9	All Day event	Skaha Lake	<a href="http://www.pentictondragonboat.com">www.pentictondragonboat.com</a>
Cinema 4 Change Film Festival	Friday	Sep-14	5:00pm-11:00pm	Okanagan Lake Park	
Motorcycle Toy Run	Sunday	Sep-16	9:00am-2:00pm	Rotary Park	<a href="http://www.okanaganmotorcycleriders.com/">http://www.okanaganmotorcycleriders.com/</a>
Kidney Walk	Sunday	Sep-23	7am-3pm	Gyro Park	
Kettle Mettle	Saturday	Sep-22	8:00am Start	Okanagan Lake Park	<a href="http://www.kettlemettle.ca">www.kettlemettle.ca</a>
Mighty Quail Trail Race	Saturday	Sep-29	6:00am start	Skaha Lake Park	<a href="http://www.mightyquail.com">www.mightyquail.com</a>

Say How You Play!



**Appendix H:  
Potential Criteria for  
Decision-making on Park  
Uses and Agreements**

## APPENDIX H: POTENTIAL CRITERIA FOR DECISION-MAKING ON PARK USES AND AGREEMENTS

### *Physical Criteria*

	Add or Enhance	Reduce or Detract	Neutral/ No Effect	Comment / Potential Mitigation Measures
How will it affect natural areas that support fish and wildlife?				
How will it affect vegetation, including trees?				
How will it affect heritage/cultural resources such as traditional use sites?				
How will it affect aesthetics and park character/atmosphere?				
How will it affect safety and security, and address risks?				
How will it affect existing park users?				
How will it affect opportunities for healthy activity/recreation?				
How will it affect free access to parkland?				
How will it affect future park options?				
How will it affect the number of people served?				
How will it affect infrastructure (e.g., water, sewer services)?				

How will it affect the sustainability of site services (e.g., rainwater management, water use)?				
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**Administrative and Financial Criteria**

	Yes	No	Neither/ Not Sure	Comment
Does it meet City policy and programs?				
Could there be legal or liability implications for the City?				
Does it comply with the regulations of other jurisdictions and authorities?				
What will be the duration of the use?				
Is it supported by a sound business case?				
Will there potentially be any nuisance factors, e.g., noise, parking, traffic, garbage?				
Is there a high capital cost?				
Will capital money from the City be required, e.g., for infrastructure?				
Will there be operations costs for the City?				
Will it have a positive effect on economic development?				
Are there long-term costs for the City, e.g., renewal?				

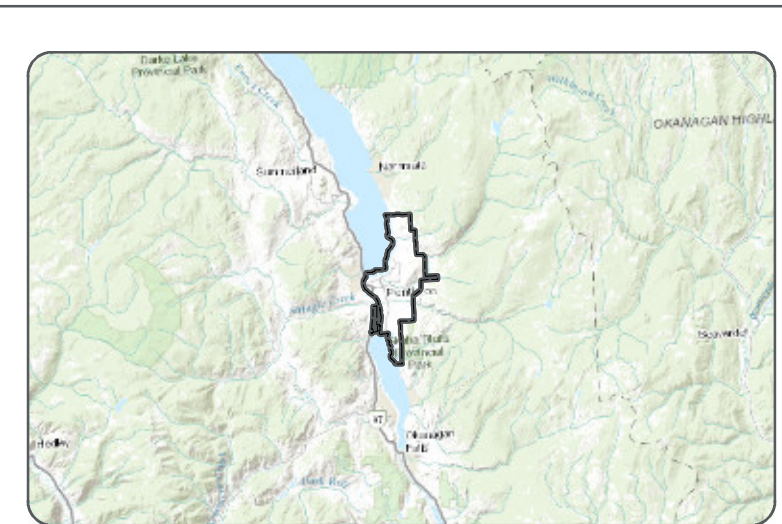
Will revenue cover capital and operational costs and preferably more?				
Does staff have the expertise and time to manage this?				
Is there support by a majority of the community?				
Will it help to build partnerships?				
Cost sharing / partnership potential?				
Are there competing uses being provided by others?				




**City of Penticton**  
Parks & Recreation Plan  
Existing Parks and Trails

**Legend**

Municipal Boundary	School Site	Multi Use Trail	Proposed Multi Use Trail
Parcel Boundary	Recreation Facility Site	PIB Multi Use Trail	Proposed Bicycle Lane
Penticton Indian Band	Other City Land	Shared Bicycle Route	Proposed Shared Bicycle Route
Recreational Facilities	Open Space Owned and Managed by Others	Bicycle Lane	Proposed Separated Bicycle Facility
City-wide Park	Parkland Leased / Licensed to Others	Watercourse	
Community Park			
Neighbourhood Park			
Special Purpose Park			
Natural Park			
Trail Corridor			
Open Space			



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**Scale:**  
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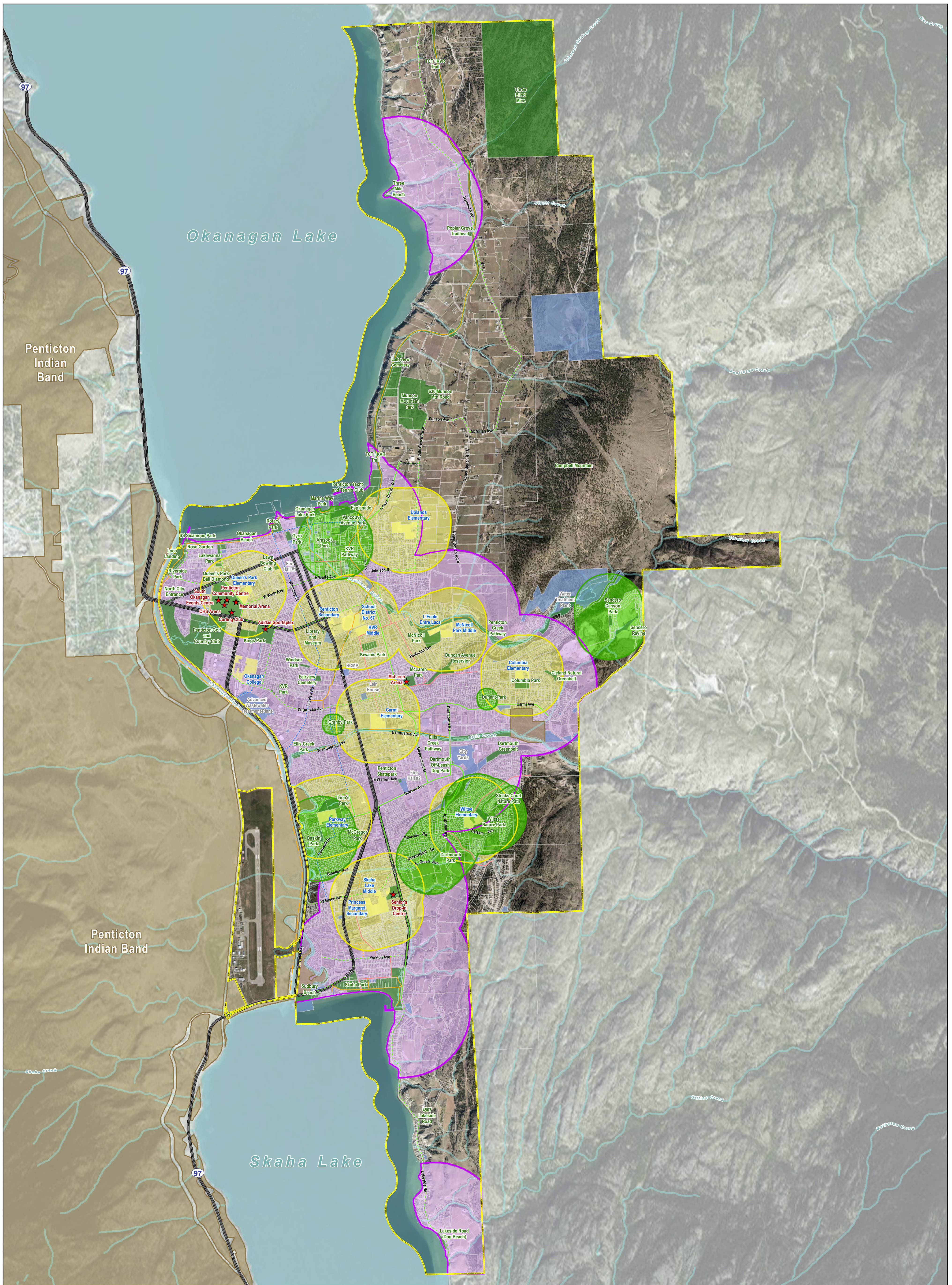
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Data provided by: City of Penticton (2016), Data BC (2016), and Esri.

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Author:	LP
Checked:	CB
Status:	FINAL
Revision:	A
Date:	2018 / 7 / 9

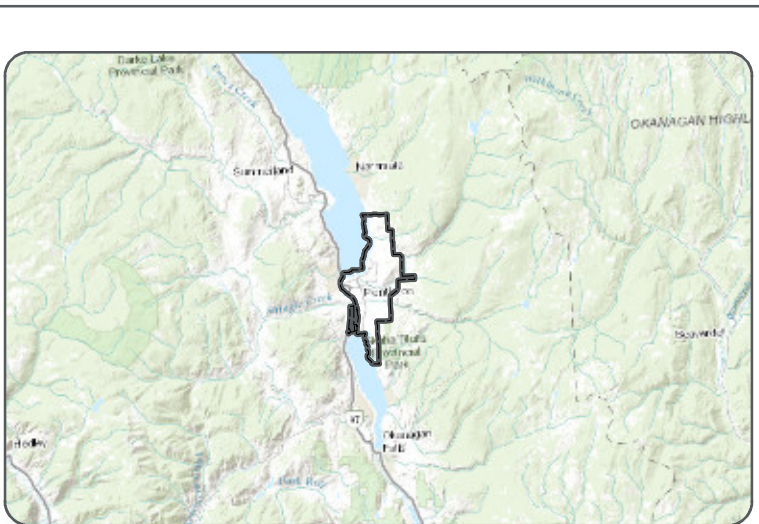
**URBAN systems**

**MAP 1**






Legend	
	Municipal Boundary
	Parcel Boundary
	Penticton Indian Band
	Watercourse
	Recreational Facilities
	Parks and Open Space
	School Sites
	Recreation Facility Site
	Other City Land
	City-wide and Community Parks Catchment (800 m)
	Large Neighbourhood Parks Catchment (400 m)
	Small Neighbourhood Parks Catchment (100 m)
	School Sites Catchment (400 m)
	Multi Use Trail
	PIB Multi Use Trail
	Shared Bicycle Route
	Bicycle Lane
	Proposed Multi Use Trail
	Proposed Bicycle Lane
	Proposed Shared Bicycle Route
	Proposed Separated Bicycle Facility

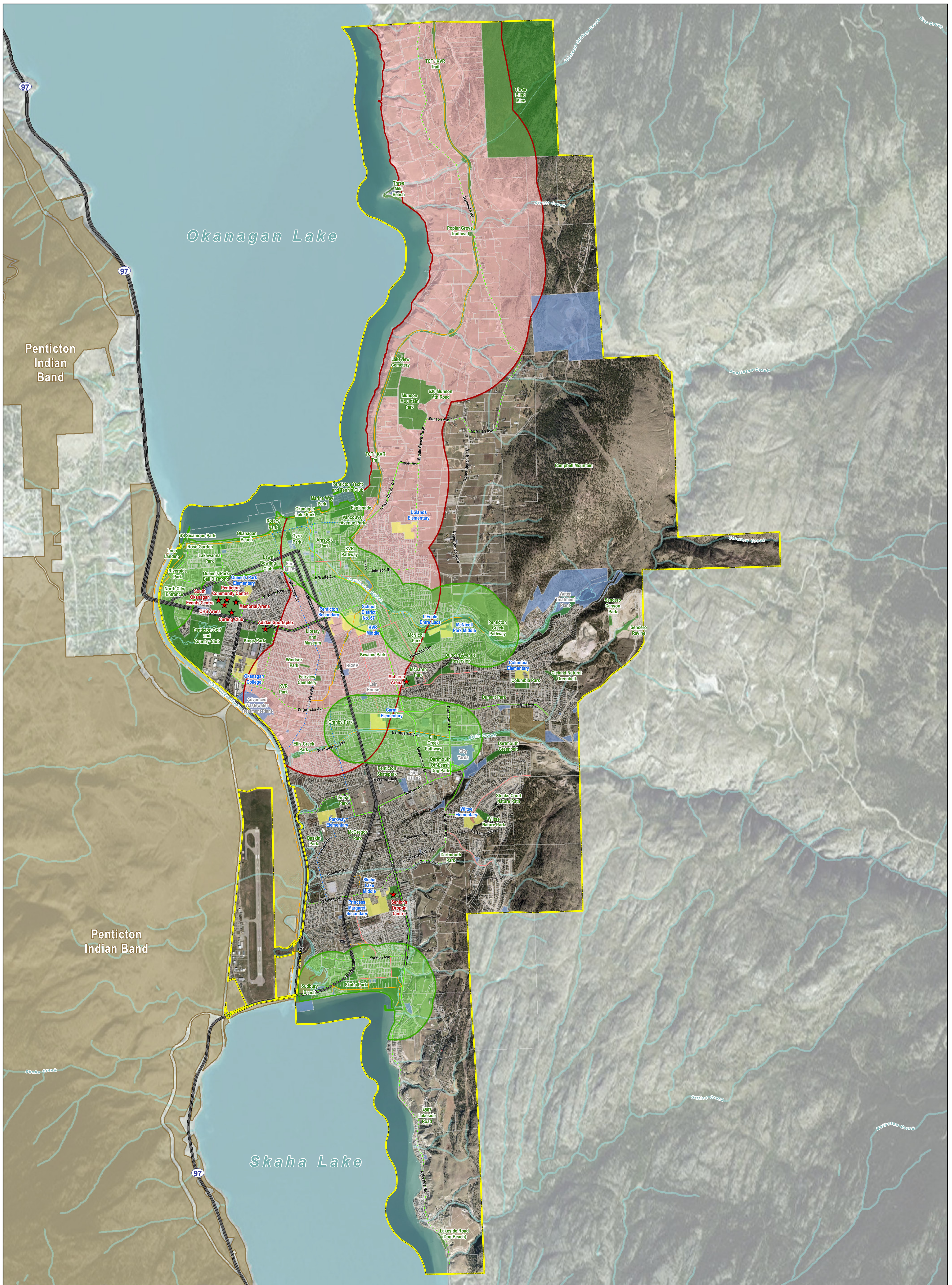





















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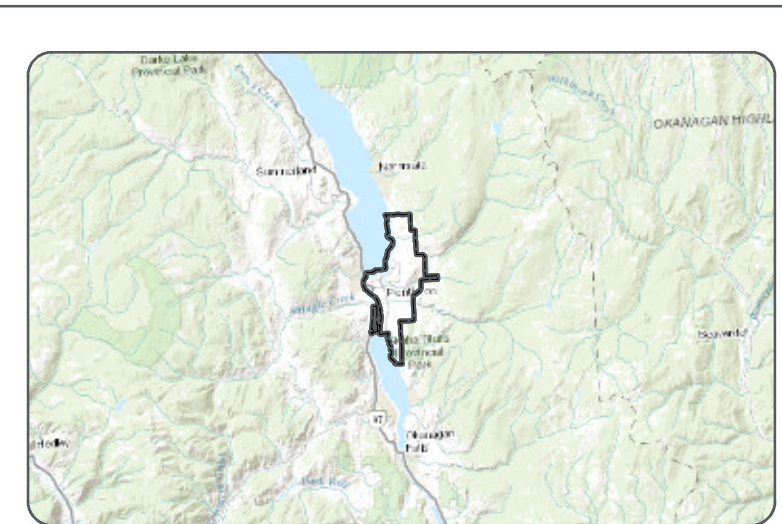
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**MAP 2**



Legend	
	Municipal Boundary
	Parcel Boundary
	Penticton Indian Band
	Watercourse
	Recreational Facilities
	Parks and Open Space
	School Sites
	Recreation Facility Site
	Other City Land
	KVR Trail Catchment (800 m)
	Other Trail Catchment (400 m)
	Multi Use Trail
	PIB Multi Use Trail
	Shared Bicycle Route
	Bicycle Lane
	Proposed Multi Use Trail
	Proposed Bicycle Lane
	Proposed Shared Bicycle Route
	Proposed Separated Bicycle Facility



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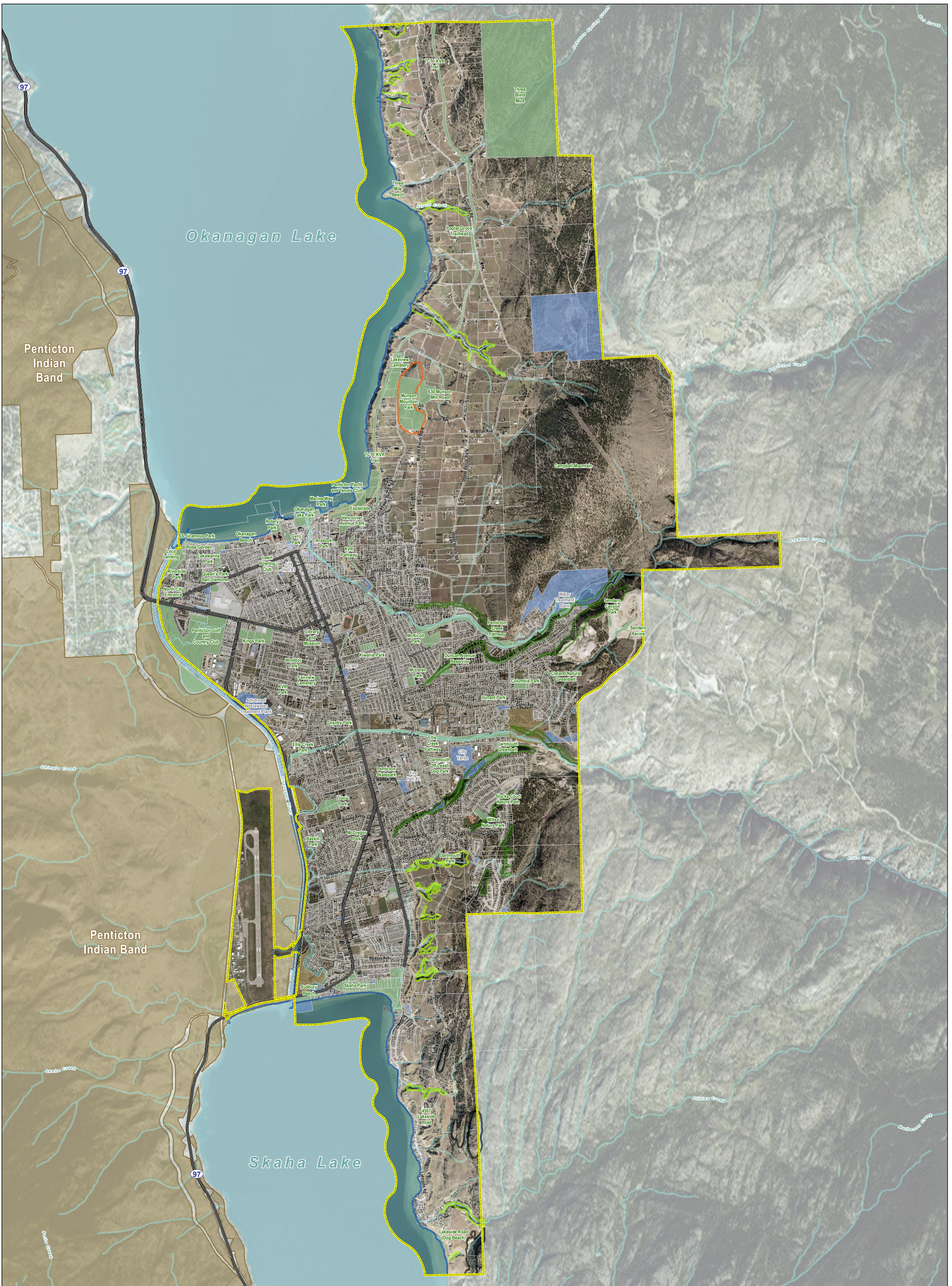
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**Data Sources:** Data provided by: City of Penticton (2016), Data BC (2016), and Esri.

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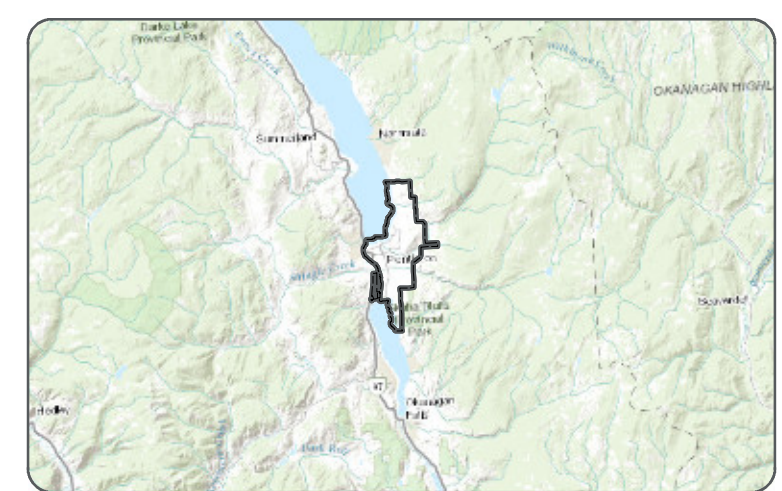
**URBAN systems**

**MAP 3**



**Legend**

 Municipal Boundary	 Esplanade or Silt Bluff	 Ravine or Wildlife Corridor
 Parcel Boundary	 Forested Urban Bank	 Skaha Cliffs
 Penticton Indian Band	 Lake	 Watercourse
 Parks and Open Space	 Munson Mountain	 Watercourse Subsurface
 Recreation Facility Site	 Okanagan River Channel	
 Other City Land		




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 Metres

Coordinate System: NAD 1983 UTM Zone 10N  
 Scale: 1:21,000

**Data Sources:**  
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**MAP 4**

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