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# Table of Contents

Introduction 3

Section 1 The Process 4

- Project Process and Actions
- Neighbourhood Workshops
- Ideas, Issues, and Opportunities Workshop
- Charrette Preparation Workshop
- Downtown Charrette

Section 2 Salmon Arm Downtown Background Information and Project Results 11

*Team #1: JL Jackson Community Node - JL Jackson Site* 11

- Residential Housing Trends
- Demographic Shifts
- Current Housing Stock
- New Residential Construction
- Residential Real Estate Market
- Residential Development opportunities in Downtown Salmon Arm
- Housing Affordability
- Affordability through Better Land Use
- Planning New Housing in Downtown Salmon Arm
- ‘Community Node’: Design Concepts and Policy Recommendations

*Team #2 - Moving Around* 23

- Linking Transportation and Greenspaces
- Integration with Transportation Planning

*Team #3: Downtown Development* 30


Appendices

- Appendix A – Results of Form and Character Survey 34
- Appendix B - College Options Assessment 67
- Appendix C – Opportunities and Constraints Maps 69
- Appendix D – Posters Generated From Design Workshop (Charrette) 78
Introduction

Over the course of two and half years the community of Salmon Arm has been engaged in a process to plan and develop differently in their community. The intention was to improve engagement with the community to ensure that new development reflected the values of a wide variety of community members. At the same time, protect those aspects of the community that the residents valued highly and to ensure that development would meet the current and future needs of the community.

Like many communities in British Columbia Salmon Arm has had pressure to accommodate conventional commercial and residential development by building on undeveloped or ‘greenfield’ areas thereby increasing the developed area. Unlike many other communities in the BC interior Salmon Arm has been able to remain relatively compact which has helped preserve its small town feel and its considerable natural assets. However, those pressures to expand continue to exist today. In addition there is a real need for more affordable housing and a desire to expand commercial opportunities in Salmon Arm.

The actions of the project helped the community of Salmon Arm explore ways to create and fulfill a vision of its community. Limited resources and the intention for this to be a demonstration project meant that the focus of most of the project activities were on the downtown area. The lessons learned from community engagement including the feedback from the participants in the workshops and the charrette will help inform the Official Community Plan review process and other subsequent community engagement activities around planning and development in Salmon Arm.

This report summarizes both the process of this project as well as the context for the next steps that would be required to move forward.

Through course of eight workshops and a final design charrette, residents of the Salmon Arm articulated a future vision of downtown that would:

- Meet a range of housing needs of a changing demographic
- Strengthen downtown as the commercial and cultural centre of the community by creating new commercial spaces
- Create better non-vehicular linkages between nodes of activity in downtown
- Identified potential future sites of Okanagan College in the downtown

The final results of the charrette are summarized in four posters which are included in the appendices of this document:

Since success of future development in downtown relies on future residential development in the downtown, a survey of historical residential real estate trends in Salmon Arm and the Shuswap region is included in the report. In addition, a review of the City policies plans related to green space and active transportation have been included to give context for moving the ideas put forward in the charrette.

This report is also in recognition of the Salmon Arm community that has made such large contribution to the process.

We would like to thank the following people for the significant contribution to making this project a success: Bill Grainger, Kathy Porter, Bill Remphrey, Pauline Waelti, Don Sawyer, David Askew, Vivian Morris, Susan Shores and the many others that have made small and large contributions of time, energy, and resources to make this project a success.
Section 1 The Process

Over the course of two and half years, residents of Salmon Arm have engaged in a number of events, workshops, and discussions that made up the Salmon Arm Smart Growth process. This process examined the future planning and development for the community. In particular, residents shared ideas on what the core of their community might look like in 20-25 years. Participants showed a keen awareness of the Salmon Arm’s history and the current issues facing the community leading to informed discussions of the next steps for the community.

Project Kick-Off and Goal Setting

On March 21, 2007, Smart Growth BC (SGBC) and the Committee for a Strong Sustainable Salmon Arm (CASSSA) held an inaugural meeting with over 40 representatives of the Salmon Arm community. The meeting was the result of an on-going dialogue between CASSSA and SGBC. There were representatives from:

- SA City Council and Staff
- Columbia Shuswap Regional District
- Neskonlith Band
- Downtown Improvement Association
- SA Economic Development Corporation
- Shuswap Environmental Action Society
- SA Bay Nature Enhancement Society
- Shuswap Naturalists Club
- The Living by Water Project
- Shuswap Early Childhood Development Committee
- SA River Watershed Roundtable Society
- Shuswap Construction Industry Professionals
- Okanagan Mainline Real Estate Board
- Interministerial Association of SA
- Salmar Community Association
- Greenways Committee
- Shuswap Food Action Committee
- Private Enterprise

The participants were asked to identify and prioritize project goals and objectives that would address some of the most pressing issues facing the community. The project goal and objectives then served as the foundation for designing the project actions and process.

The overall goal of the project was:

“To increase public awareness and understanding of smart growth which will lead to stronger smart growth policies and more deliberate and immediate actions to achieve smart growth planning and development in Salmon Arm.”

This overall goal was broken down into six objectives:
1) Educate the Salmon Arm community through neighbourhood workshops on smart growth principles, strategies, and tools
2) Examine means of strengthening downtown by researching strategies for physically unifying the downtown and addressing issues around the Trans-Canada Highway (TCH) through a research and charrette process
3) Examine ways to maximize green space and useable neighbourhood parks in both downtown and other neighbourhoods
4) Explore the economic and physical possibilities and constraints of an integrated non-car-based transportation system which includes a seamless network of bike and walking trails connecting the downtown to other parts of Salmon Arm, including integration and enhancement with the existing foreshore trail
5) Ensure that First Nations communities are involved in all project activities and that their issues are given proper consideration
6) Explore ways of developing more entry-level housing and diversifying demographics in various neighbourhoods

Project Process and Actions

The Salmon Arm Smart Growth Project consisted of a number of activities intended to meet the above project goal and objectives. We wanted to simultaneously include as many Salmon Arm residents as possible in a discussion of smart growth planning while at the same time realizing that we did not aim to do an in-depth planning exercise for every neighbourhood in Salmon Arm. We neither had the resources, nor was it the partners intention, replace formal planning processes such as review of the OCP or creation of neighbourhood plans. The activities would simply explore some innovative ways of engaging the public around smart growth ideas and actions and provide ideas that would help inform the statutory planning processes.

The project activities were held from October 2007 until May 2009. There were four main public engagement activities along with other which formed the framework for the Salmon Arm Smart Growth project:

- Neighbourhood Workshops
- Downtown Ideas, Issues, and Opportunities Workshop
- Downtown Charrette Preparation Workshop
- Downtown Charrette
Neighbourhood Workshops

In the fall of 2007, more than 450 people attended a series of workshops to share their vision and concerns about how Salmon Arm is growing and learn about the Smart Growth alternative to conventional development. CASSSA and Smart Growth BC hosted six evening neighbourhood workshops in October.

Workshops held in the following neighbourhoods - 1) Hillcrest, 2) Arena/SASS, 3) Downtown, 4) Salmon Arm Rural 5) Salmon Arm North, and 6) North Canoe. These workshops were targeted at residents of these neighbourhoods and the objective was to survey neighbourhood issues in the context of future development of Salmon Arm including parks/green space, transportation linkages, housing, commercial services, and others. An additional objective was to discuss potential smart growth solutions that might be appropriate to the Salmon Arm context.

The workshops consisted of presentations on smart growth principles, including detailed examples of smart growth from other communities, and tools for implementation and small group identification of the growth and development issues. The final results of these neighbourhood workshops were then compiled in a final report (see attached).

Downtown Ideas, Issues, and Opportunities Workshop

The next three public engagement activities focused on the downtown area\(^1\). The intent of these activities was to demonstrate how strong resident participation in the application of smart growth principles could produce an inspired and strong neighbourhood vision. These ideas would then inform Official Community Plan policies related to the downtown and serve as a model for neighbouring visioning that could be applied in other neighbourhoods in Salmon Arm.

We held a final issues and ideas workshop focusing on downtown as the centre for the whole community. On Saturday, November 24, 2007 at the Salmon Arm Holiday Inn, a wide range of community members participated in a workshop exploring examples and strategies for strengthening downtown Salmon Arm. Local historians shared history of Salmon Arm, and planners from other smart growth communities shared successful examples of smart growth. The discussion focused on where the Salmon Arm downtown has come from, where we are currently, and the future of our vibrant community town centre.
For the purposes of this project, the downtown area included the area bounded by 10 St SE, 10 Ave, 11 St NW and the Shuswap Lakefront. This included the Town Centre Area as designated in the Official Community Plan and a portion of the residential neighbourhood south of Trans-Canada highway. The Town Centre Area roughly corresponds to the historic downtown north of the Trans-Canada highway and the one of the earliest commercial hubs of Salmon Arm. These boundaries represent approximately a 10 minute walk from the intersection at Shuswap and the Trans-Canada Hwy. It includes residential areas that are between a 5-15 minute walk from downtown and includes some key institutional and commercial properties outside the Town Centre Area.

Charrette Preparation Workshop

On April 25, 2009, a charrette preparation workshop was held at The Gathering Place in Salmon Arm. The purpose of this meeting was to identify specific smart growth objectives and targets for the downtown for each of those issue areas identified in the earlier workshops.

Experts and community groups presented information on on-going projects in downtown design, transportation, green space, and housing. Participants worked in small groups to determine the objectives and the design challenges which the charrette team would be tasked with addressing during a two-day design workshop or charrette.
Principles and Design Challenges

During the course of the workshop the participants determined the following broad principles in five areas to guide the charrette team. These principles served as the foundation for decision-making among the charrette team and hope that they would guide the future development in the downtown.

Charrette Design Principles

Green Space
1. Control pollution (noise, air, light, water, soil)
2. Reduce impervious surfaces to increase water infiltration
3. Preserve habitat and connected natural systems for terrestrial and aquatic species and provide natural and recreational areas for residents

Commercial
1. Increase density and vitality of activities (art, culture, and business) in existing downtown area
2. Foster commercial development to promote and expand the role of Salmon Arm as a commercial, educational and sub-regional service centre
3. Encourage affordable commercial space for small-scale business as well as additional larger format retail

Housing
1. Promote diverse housing opportunities that are well designed (green) affordable and mixed use
2. Provide a range of housing types and tenures in safe neighbourhoods

Transportation
1. Provide efficient transportation networks including alternatives to the car
2. Promote connectivity and integrated transportation modalities

Culture and Heritage
1. Preserve and enhance the cultural heritage of the downtown
2. Foster development as a community (e.g. community gathering space and events)
3. Integrate art, sculpture, and water features throughout the downtown area

Design Challenges

In addition to the broad objectives participants defined specific ‘Design Challenges’ for the charrette team. The design challenges were specific design issues that the team would address over the two days of the charrette. The solutions generated would have impact on function, character, or form of the entire downtown, and would meet multiple objectives. The design challenges were:

1. Increase connectivity within the area bounded by 10 St SE, 10 St. NE, 10 Ave and the waterfront, by creating better pedestrian, cycling, and transit linkages between cultural, commercial, and community amenities and residential neighbourhoods.

2. Explore ways to incorporate a new site or sites for Okanagan College into the downtown which creates vibrant community gathering places and a performing arts centre.
3. Develop ideas for the redesign of the JL Jackson site as a model example of green development while including space for large format commercial, incorporating school board guidelines with focus on access and connectivity to the downtown core.

4. Attempt to mitigate the impacts of the Trans-Canada Highway to downtown, including addressing issues of safety, greening, and connectivity across the highway.

5. Develop examples of developments that incorporate viable commercial and residential development that protects existing heritage, and incorporates new development which serves as a model for green development and honours the heritage character of the downtown.

**Form and Character Surveys**

Participants were also asked to provide feedback about the form and character of commercial and residential development, green space, and transportation infrastructure. Examples from the survey as well as the results can be found in appendix A.

**Opportunities and Constraints Mapping**

In addition to broad principles, workshop participants also mapped opportunities in the project area for putting the principles in practice, as well as constraints to the fulfillment of those principles. The participants divided into groups based on five issue areas: culture and heritage, green space, transportation, commercial, and housing. This exercise produced an abundance of issues and ideas related to the future of downtown Salmon Arm. The information is summarized in the mapping in Appendix C.

**Downtown Charrette**

On Friday May 8 and Saturday May 9, 2009, a two-day design charrette, facilitated by four representatives of Smart Growth BC, was held at Okanagan College in Salmon Arm with the objective of addressing five design challenges for the downtown area bounded by 10 St SE, 10 St NE, 10 Ave and the waterfront. There were a total of 25 participants in the charrette process. The participants were divided into three smaller teams that would be tasked with addressing specific design challenges and focus areas. The sub-teams consisted of:
Team #1: JL Jackson Community Node
Focus: JL Jackson Site and adjacent areas

Design Challenges:

#3: Develop ideas for the redesign of the JL Jackson site as a model example of green development while including space for large format commercial, incorporating school board guidelines with focus on access and connectivity to the downtown core.

#5: Develop examples of developments that incorporate viable commercial and residential development that protects existing heritage, and incorporates new development which serves as a model for green development and honours the heritage character of the downtown.

Team #2: Moving Around
Focus: Trans-Canada Highway

Design Challenges:

#1: Increase connectivity within the area bounded by 10 St SE, 10 St. NE, 10 Ave and the waterfront, by creating better pedestrian, cycling, and transit linkages between cultural, commercial, and community amenities and residential neighbourhoods.

#4: Attempt to mitigate the impacts of the Trans-Canada Highway to downtown, including addressing issues of safety, greening, and connectivity across the highway.

Team #3: Downtown Development
Focus: Okanagan College Site

Design Challenges:

#2: Explore ways to incorporate a new site or sites for Okanagan College into the downtown which creates vibrant community gathering places and a performing arts centre.

#5: Develop examples of developments that incorporate viable commercial and residential development which protects existing heritage and incorporates new development which serves as a model for green development and honours the heritage character of the downtown.

Each team was given key questions to answer, a schedule for their team, and outcome goals for the end of each session.

On Day 1 the small groups produced some preliminary design ideas that were formulated into rough sketches and these initial concepts were presented to a public open house on Friday evening where about 40 people attended. There was a lively discussion, with considerable feedback and this was used by the charrette teams on Saturday to complete the designs. On Saturday afternoon, the participants were regrouped into a production team to prepare detailed plan views and elevations based on the sketches and ideas developed by the groups on the First Day, while a second team discussed OCP and other policies that could translate the design ideas into on the ground actions.

The ideas and designs from each of the charrette team are summarized in the sections below and on four posters that were generated using the drawings and design information (Appendix D). The explanation below is supplemented by some background information to assist decision-makers in understanding the Salmon Arm policy and market context. Each group produced at least one poster with the Downtown Development group producing 2 posters that reflected their somewhat
diverse tasks. The four posters include final drawings with textual explanation of the ideas, and policy recommendations.

Section 2 Salmon Arm Downtown Background Information and Project Results

Team #1: Community Node - JL Jackson Site

This group focused on the JL Jackson site as a unique opportunity to create a community node that would enhance commercial activity of existing business in the downtown and create new commercial opportunities that don’t currently exist in the community. Development of this site also presents an opportunity to enhance the vibrancy of the downtown Salmon Arm by increasing the number of people that live there. This includes opportunities to diversify the Salmon Arm housing stock to meet the needs of those residents looking for smaller, more affordable units that are closer services and amenities.

Residential Housing Trends

In recent years, the price of rental and ownership housing in the City of Salmon Arm has increased significantly, as it has throughout British Columbia, particularly in high growth areas like the Okanagan. Although growth pressures had eased a bit at the end of 2008 and the early part of 2009, the long-term trend of increasing growth is poised to continue over the next 15-20 years.

Increased development pressures have resulted in both opportunities and challenges for communities. Many communities have increased development and tax revenues, which allowed them to upgrade infrastructure, create new housing types, and generally increase the housing stock.

Nevertheless, as prices have increased, concerns over affordability have been expressed by residents, employers, elected officials and others. Although there has been a rise in the number of condominiums and other multi-family units, the majority of new residential development in the Shuswap/Okanagan region is represented by single family homes on medium to large lots. Much of the market is focused towards retiree migrants moving to the region for its many natural, cultural, and lifestyle amenities. New housing types, prices, and tenure targeted for young professionals, wage-earners, persons on fixed and/or lower-than-average incomes have remained limited.
Demographic Shifts

The population of Salmon Arm has been growing at an average of about 1% annually since 1996 and all indications are that this trend will continue in the coming decade (Figure 1). This growth rate is less than the provincial average, but it has been consistent. Other interior communities have seen more dramatic fluctuations over the past 10-15 years. At the current rate, the population of Salmon Arm is estimated at 20,000 by 2020, an increase of 3,000 people that will require 1250 dwelling units based on that assumption the average household size will remain at 2.4 persons per household. On the other hand, there is a good possibility that the average household size will decrease if an older demographic continues to comprise a majority of people moving to Salmon Arm. This could result in a higher demand for units but could also change type of unit required. The projections for housing demand in this report are based on a conservative assessment of the growth potential in Salmon Arm.

As stated above, much of the growth in Salmon Arm is largely driven by ‘amenity migrants’, that is, people who move to Salmon Arm for the lifestyle, public services, and the character of the town, rather than for economic reasons. Many of these migrants are baby boomers entering early retirement or a second career. The impact of this trend on the demographics of Salmon Arm is significant. The population is very dynamic with many people moving away and moving into Salmon Arm from BC and other parts of the world every year. According to the 2006 census, of the 15,000 people over five years of age, almost 30% or 4,400 have moved to Salmon Arm in the past five years. The net population growth was only about 800 during this time period indicating a significant outflow of people. The shifting demographics are also reflected in the changing age distribution in the city. In 1996, people over 45 years old made up approximately 41% of the population. In 2006 they made up 51.8% of the total population.2

Several factors could significantly impact future demographic trends in Salmon Arm and the region, including the further expansion of government services such as the hospital, the expansion

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2 BC Stats 2006 Community Census Profile
of light industry in Salmon Arm, and the continued influx of home buyers from other regional markets.

**Current Housing Stock**

Similar to most communities in BC, the housing stock is dominated by single-detached housing (Figure 2). Approximately 72% or 4974 units of the existing stock are single detached while 26% or 1815 are multi-family units of various types (i.e., apartments, duplexes, rowhouses, etc.).

Although single-detached housing will likely continue to be a popular form of housing, other types of housing are starting to be built in Salmon Arm. A detailed breakdown of the housing stock within the project area was not done for this report; however, it is probable that a significant portion of the multifamily housing in Salmon Arm is located within the project area. Further research is required to determine the proportions of the various kinds of housing stock in the downtown area.

**New Residential Construction**

Residential construction in recent years has indicated a market for a variety of housing types in Salmon Arm. Developers have taken advantage of zoning in several neighbourhoods that allows housing types other than single family homes (Figure 3). In 2008, multi-family dwellings (i.e., duplexes, fourplexes, apartments) constituted more than one third of the building permits issued in Salmon Arm. Although many of those units were not built in the project area, it does indicate a certain demand

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for multi-family units. There were 81 new residential building starts from June 2008-June 2009 in Salmon Arm. Of those starts, 53 were single-family dwellings, while the remainder was a mixture of multi-family and modular\(^4\) homes (often equivalent to a single family dwelling) (Figure 4). Of the 81 new residential dwellings, 11 were located within the downtown project area including one single family home, duplexes, and fourplexes. Further examination of the potential for additional residential development should be explored, and in fact several potential sites were examined as part of the Smart Growth project. These areas, including the JL Jackson site, have the potential to provide new residential development. A variety of housing types including small-lot single detached homes, row houses/townhouses, and apartments will be required to meet the projected housing demand.

### Figure 4.

![Residential Starts in Salmon Arm](image)

### Figure 5.

![Real Estate Sales in Shuswap Region 1987-2008](image)

### Residential Real Estate Market

Since 2000, the Shuswap/North Okanagan region residential real estate market has seen an upward trend in housing prices and the number of units moving through the market. According to the Salmon Arm Economic Development Society, the average home price in the Shuswap region at the end of 2008 was $371,000. In March 2009, the average home selling price for this region was $345,000\(^5\).

Although the market is still

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\(^4\) Modular home refer to home that are built off-site and place on concrete foundation. They are subject to the same building code as other single-family homes.

\(^5\) Okanagan Mainline Real Estate Board, March 2009 Stats Report

Source: Okanagan Mainline Real Estate Board [www.omreb.com](http://www.omreb.com)
dominated by single family detached housing, other types, specifically condos and townhouses, make up an important part of the residential market. As the influx the migrants from outside the region continues to change the demographics of the Shuswap region to an older population with urban sensibilities, smaller residential units closer to amenities may appeal to a larger portion of residential home buyers. There is also an increasing awareness of the potential negative impact of urban expansion on the natural amenities that drew people to Salmon Arm in the first place. An increase in the number of multi-family units doesn’t necessarily indicate more compact development. This requires a more targeted analysis of the locations of new development. It also doesn’t give a clear indication of the full range of housing types being offered in the market place.

An examination of the volume of real estate sales in the Shuswap region over the past 20 years reveals that multi-family housing still makes up a small percentage of residential sales. However, in the early 1990s there was a significant increase in the number of multi-family units being sold in the region (Figure 5). Nevertheless, from 1993 and 2008, the number of condos and townhouses moving through the market was between from 15 and 55 units annually which is still a relatively small number compared to the 270 to 600 total units sold in the region, the majority of which were single-detached dwellings.

On the other hand, the pattern of the condo and townhouse sales did reflect the annual variations in residential sales while at the same time showing a multi-year upward trend in sales (Figure 6). All residential real estate sales saw a sharp decline in 2008 because of the economic decline. Bare-land strata saw a particular decline in 20086. Condos and townhomes typically had prices lower than the average of all residential units, due in part to their smaller average size, but did experience a steady rise in prices over the last 18 years similar to other types of residential units (Figure 7).

Historically, condos and townhouses showed equal or greater performance in listing to sale ratio than the combined ratio for all residential types (Figure 8). This is one indicator of the absorption

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6 Personal Correspondence Paul Corrie May 2008

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![Figure 6](image)

Condo and Townhouse Sales in Shuswap Region 1987-2008

Source: Okanagan Mainline Real Estate Board [www.omreb.com](http://www.omreb.com) June 2009
rate for new units on the market. This can be a preliminary indication that there may be unmet demand for these types of housing. Again the economic downtown dramatically softened the residential market and town homes dropped most dramatically.

**Figure 7**

![Residential Prices in Shuswap Region 1987-2009](image)

Source: Okanagan Mainline Real Estate Board

**Figure 8**

![Shuswap Region Annual Ratio of Listing to Sales](image)

Source: Okanagan Mainline Real Estate Board
Residential Development Opportunities in Downtown Salmon Arm

Hudson’s Cross

WH Laird Holdings Ltd, a local development company, has proposed a long-term redevelopment plan for a core section of historic Salmon Arm’s downtown. This project is currently at the concept stage and will require additional land acquisition and rezoning.

The proposed development consists of five buildings west of Alexander Street with parking below, businesses at ground level and condo-style residences above, with new pedestrian walkways between the buildings. The buildings are situated in and surrounding the current Town Centre parking lot.

JL Jackson Site

This large site has the potential to accommodate both commercial and residential development. The site can be accessed by residential neighbourhoods on two sides and commercial development on the other making multiple community amenities accessible with a vehicle. Housing for the site was proposed through the charrette process.

Grayfield/Parking Redevelopment

There is 4272 of parking spaces in downtown Salmon Arm. That is one parking spot of every four people in Salmon Arm just in the downtown core. Using parking lots for redevelopment and creating a shared parking system to make better use of existing stalls, which are often not used, can increase the number of people living in the downtown and simultaneous create a more ‘Main Street’ feel in the downtown. Making more efficient use of the existing parking may also reduce the incentive created by free and accessible parking to drive for even short trips. Several ideas were presented at the charrette for potential development above the existing Ross Street parking lot.

Infill in the Existing Residential Areas

Another possibility for creating new residential units near downtown Salmon Arm is to allow certain types of infill development that fits with the character of existing neighbourhoods. Some strategies could include encouraging more secondary suites (allowed in the current zoning bylaw on a case by case basis). In single family neighbourhoods a duplex zoning and laneway/carriage houses on residential lots could be allowed (see Vancouver’s new Laneway Housing bylaw).

Residential Projects with Development Approvals

There are eight residential housing projects within or near the project area, comprising 338 units that have obtained development permits, but remain undeveloped. A significant portion of those are likely to be rental units (see Figure 9). A number of factors (i.e., market demand, developer financing, construction costs, etc) could be preventing these projects from moving forward and few conclusions can be drawn from these initial data. Further study could give better insight into factors affecting these projects, and if policy changes might support the development of the said projects.
Figure 9: Residential Projects with Development Permits in or near Downtown Salmon Arm (2005 to 2009)
(Source: City of Salmon Arm)
Housing Affordability

In small and medium size communities, the housing market is dominated by single family homes. Thus, the housing market does not produce the size and shape of homes to meet the needs of a significant portion of the community. Rental units are not being built to meet projected demand trends, so competition for existing rental housing is increasing in many communities. Federal government programs, which encouraged rental housing and co-ops, were cancelled in the early 1990s. The result is that municipalities have to expand their role through planning and zoning in order to see more affordable housing built. There are currently 300 people on the waiting list for affordable housing in Salmon Arm7.

Builders are understandably drawn to build residences for higher-income homebuyers, so working lower-income families who might be able to purchase a lower priced home have few options to buy. To put this in perspective, with the average house price in Salmon Arm well over $300,000 and the median income for the community approximately $39,000, there is a serious challenge for many Salmon Arm residents to enter the housing market. The good news is there are many options to achieve affordable housing goals. The Economic Development Society has done a comprehensive review of the affordable housing situation in Salmon Arm and explored and presented potential ways to create more affordable housing. Their report can be downloaded at http://www.salmonarmedc.com/Affordable_Housing_Project_Final_Report.pdf.

Affordability through Better Land Use

A key affordability tool for municipalities is zoning for more compact use of land, which can reduce land costs for the homebuyer, yet still allow for sizeable units. Creative zoning and design can respect the preferences of a range of purchasers such as those who are open to condo living but want 3 bedrooms; or those who are comfortable with a small yard but want a detached house to call their own. Compact development will not only lower housing costs, it will also preserve open space and create levels of density that can support transit use, and shops within walking distance.

Through zoning, cities are increasingly recognizing that not all households are the same. In addition to differences in what they can afford, households differ in the amount and type of space they need, for example:

- A single parent with one child: 2 bedrooms plus den, with its own entrance for easy access to outdoor play areas;
- Independent seniors downsizing from a house: 3 bedroom condominium on one level; space for visiting family, and a design without stairs.
- Young single professionals: an active ‘seldom at home’ lifestyle means less space is needed, but wants a location near cafes, bars, bike routes, and in a character neighbourhood.

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7 Personal correspondence Dawn Dunlop-Pugh May 2009
Planning New Housing in Downtown Salmon Arm

Buyers in the residential housing market in Salmon Arm are demanding a variety of different housing types and tenures. The trends have shown that there likely is a market for types of housing other than the single detached dwelling; however it is important to further explore what are the other attributes in housing that buyers are seeking. These influence who will want to live in the community and the types of housing they will require. Moving to the smaller units in a smaller community is likely contingent on other amenities that are available with the housing complex or in nearby commercial areas. An aging population will likely be seeking housing with assisted living arrangements. Younger couples and families will be seeking other amenities such as parks, schools, and cultural facilities. OCP policies (see the policy recommendations below) related to residential development in the downtown should direct council to make decisions which address those various needs to create a diverse downtown.

There already exists some key opportunities for increasing the number of people living in downtown Salmon Arm while continuing to strengthen it as the commercial and cultural centre of the community. The suggested policies to take advantage of those opportunities are outlined in the sections below.

JL Jackson (JLJ) Site as a ‘Community Node’: Design Concepts and Policy Recommendations

Design Concepts: The team started the discussion with the design guidelines being proposed by the School District as a foundation, plus their need to generate a revenue stream from this property. The design team generated a design with multi-level retail/commercial development towards the north end of the site on grade, which could accommodate all parking on the lower level, while creating a purely pedestrian-oriented upper level corresponding to the elevation of Shuswap Street. The upper level could accommodate a large format retail outlet with a 50,000 square foot maximum footprint with potential for additional levels. Such a design could tie in with the rest of the site, with mixed-use housing toward the south end, and a green space (park-like space or possibly for a soccer field) in between.

The parking area would be bounded by smaller to medium size retail along 1st Ave SW and 3rd St SW to essentially hide the parking area and also give a retail presence to the street level. The design team indicated a desire for green building standards to be part of any proposed development. The team also recognized that any development possibilities for this site are dependent on geotechnical analysis.

The policy recommendations to accomplish the objectives are as follows:

**JLJ Community Node Policy Set #1: Development Permit Area/Comprehensive Development Zone specific to the JL Jackson site**

The charrette team recommended that the city view the JL Jackson site as a cohesive unit that could meet multiple objectives including providing affordable housing, new commercial space, and open space as well as serve as an important pedestrian and cycling linkage to the historic downtown core. The recommendations for the site were based on the guidelines set out by the school board:

- The development must be a mix of uses.
- Allowable uses will include retail, multifamily residential, open space, office, and institutional.
- The School District will retain the old Salmon Arm Elementary building, for uses such as school board storefront programs and the Downtown Activity Centre.
- The development should be supportive of downtown by strengthening downtown as Salmon Arm's main retail centre.
- Retail uses should include a variety of retail uses and sizes. Certain retail uses will be excluded (gas bar, uses with drive-throughs, auto sales, uses with extensive outdoor storage) as they are not appropriate to a site so close to the downtown core.
- Parking will be designed and located to minimize its visual impact.
- The development should have massing, scale and character appropriate to a near-downtown site.

The flexibility of a development permit area (DPA) allows the municipality to set design guidelines that can ensure that future development meets multiple objectives of the community. The Dockside Area in the City of Victoria offers a ground-breaking example of design guidelines for a mixed-use, sustainable site development [http://www.victoria.ca/cityhall/pdfs/currentprojects_dockside_design.pdf](http://www.victoria.ca/cityhall/pdfs/currentprojects_dockside_design.pdf). These guidelines set requirements and directions for the development in the following areas: massing\(^8\), street fronts, building heights, views, exterior building materials, mandatory public amenities, additional public amenities, public art, landscaping, circulation, environmental considerations, noise abatement, crime prevention, adaptable housing, operations and safety, and phasing of development. Although it may be ambitious to expect the JL Jackson site to meet all the Dockside standards, there are some important ideas that could be applied to the Jackson site to meet the guidelines set out by the School District and meet other community objectives and ideas put forward by the charrette team.

In addition to the high Dockside standards, municipalities have new powers to encourage energy and water conservation through DPAs under new Provincial legislation (Bill 10 and 27)\(^9\). Municipalities can require new developments in a DPA to include provisions such as cycling and walking infrastructure, design to reduce storm water runoff, orientation of buildings, and tree canopy requirements. It should be noted that higher energy or water efficiency standards for buildings that go beyond the existing building code are allowed under the legislation but require the approval of the Minister of Community and Rural Development. As an incentive to developers to meet environmental objectives in the DPA, the city can reduce development cost charges for individual projects. Here are some recommendations for provisions that could be included in a DPA:

- Create separate development areas within the DPA to allow for varying uses and design requirements for different parts of the site. This should take into consideration compatibility with adjacent land uses and the desired interaction with the street. For example, the southern portion of the site could be designated for open space and residential while the northern part of the site would be commercial and residential.
- The building frontages on adjacent streets (Shuswap St, 1st Ave, 3rd St SW, and 5th Ave SW) should encourage pedestrian interaction with the street by minimizing setbacks, requiring fenestration\(^10\) at street level, and taller buildings will be stepped back from the street.

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\(^8\) Massing – refers to the overall volume of the buildings and other structures


\(^10\) Fenestration refers to openings in a building such as windows and doors
• Any new street grid, either private or public roads, should create small block sizes and parcel sizes that encourage walking and cycling.\textsuperscript{11}
• Set performance and design standards for the entire DPA that include minimum storm water retention targets, protected views both to and from the site, minimum tree canopy cover on the site, and energy efficiency and water conservation targets.
• Stipulate which public amenities are mandatory on the site and additional amenities tied to incentives.
• Set up a development cost charge schedule which slides according to the amenities provided and how well targets are met.\textsuperscript{12}
• Ensure that the commercial area has the appropriate scale to the site and the current and future land uses near the site. For example, set a maximum footprint size of 50,000 square feet, keeping the height restricted to 2-3 stories, require the massing be broken up through stepped design, and fenestration on any walls fronting the street or multi-use trail system.
• Protect the heritage value of the former elementary school as a heritage building by creating a separate development area with guidelines for the redevelopment of the site. School District would remain the owner of this portion of the site.
• Set landscaping standards that create a cohesive theme through the entire site and ensure that as development is phased it meets the same standards as earlier development on the site.
• Restrict vehicle access to reduce the impact on surrounding adjacent residential areas and the new residential areas on the site.
• Designate public right of ways through the site to ensure space for pedestrian and cycling access through private property.

**JLJ Community Node Policy Set #2: Salmon Arm Greenways Strategy**

• Integrate the new pedestrian and cycling routes with existing network and other newly identified paths. Consider the road as separated, four season trails that can be used as cross-country ski trails in the winter and used as cycling and pedestrian routes in the summer months.
• Designate the multi-use path running through the JL Jackson site and its links to the adjacent pedestrian and cycling network, and designate it as a municipal right of way.
• Designate on-road bike lanes on either Shuswap or 3rd St SW that are connected to crossings across the Trans-Canada Highway
• Establish appropriate standards of maintenance for properties adjacent to the new multi-use trail on the JL Jackson site.

**JLJ Community Node Policy Set #3: Integration with the Downtown Transportation Plan**

• Designate access points in the downtown transportation plan that improves both vehicle and active transportation (pedestrian and cycling) circulation.
• Particular attention should be paid to linking the residential areas to the south and east of the existing and future commercial areas with safe and comfortable

\textsuperscript{11} Smart Bylaws guide http://www.wcel.org/issues/urban/sbg/Part4/
\textsuperscript{12} The City of Kamloops has created a Development Checklist which has incentives tied to meeting environmental goals and the provision of public amenities such as social housing. http://www.kamloops.ca/pdfs/planning/northshore/08-DevelopmentCheckList.pdf
pedestrian and cycling routes. This would include formalizing the existing trail network in the Hillcrest neighbourhood.

- Impacts of parking and traffic on residential neighbourhoods should be minimized through traffic calming measures, and exploring shared parking arrangements and pedestrian linkages with existing parking for new commercial developments\(^\text{13}\). Funding for study of this policy could be provided through the municipal parking reserve fund.

**Team #2 - Moving Around**

The 'Moving Around' group undertook the challenge of improving transportation linkages in the downtown, particularly pedestrian and cycling transportation. The task included mitigating the impact of the Trans-Canada Highway on downtown Salmon Arm and crossing the railway tracks from the downtown core to the waterfront. This group focused primarily on improvement for non-motorized transportation through the downtown area, building on the smart growth principle of providing alternatives to the car. It was determined by this team that the networks of trails and routes for downtown were being addressed adequately by the newly formed Greenways Committee. Therefore, the design team focused on the idea of making it safer to cross the Trans-Canada Highway and to a lesser extent crossing the railway tracks.

**Linking Transportation and Green Spaces**

Parks, open space and greenways form the ecological infrastructure of any community. They provide habitat and beauty to community as well as ecosystem services such as water infiltration, habitat, shading, and places of refuge and serenity. They also can provide key transportation linkages for cyclists, pedestrians, and other non-vehicular transportation. One of the design challenges in front of the 'Moving Around Team' was to improve the transportation linkages through the project area. One of the strategies that emerged from participant’s input was to find ways to better link the existing green spaces, and to integrate this with the on-going process of developing a comprehensive greenways strategy for the whole community of Salmon Arm. The foundations of this strategy are the greenways that have already been identified in the Salmon Arm OCP and the Heritage routes identified in the Heritage Strategy. Salmon Arm has a good stock of green spaces and natural areas, several of which are within or adjacent to the Salmon Arm Downtown project area. The existing parks and open spaces have been identified in the 2001 Parks and Open Space Plan\(^\text{14}\). They have been placed into different categories: community parks\(^\text{15}\), neighbourhood parks\(^\text{16}\), school district parks\(^\text{17}\), and open spaces. The categories reflect both the different sizes and the functions of the spaces in the community. In addition to the parks and open spaces, a series of linear parks or greenways has been identified. The linear parks are divided into three categories: greenways, bikeways, and ecolinkages. There are over 70 kilometres of linear parks in Salmon Arm and many of them

\(^{13}\) Victoria Transportation Policy Institute has a good example of a shared parking policy [http://www.vtpi.org/tdm/tdm89.htm](http://www.vtpi.org/tdm/tdm89.htm)

\(^{14}\) Park and Open Space Plan 2001

\(^{15}\) Community Parks serve the needs of the entire community providing a variety of informal, passive, and active recreational opportunities. Community Parks are typically over 2 hectares located within 800 metres of neighbourhood populations.

\(^{16}\) Neighbourhood parks provide a variety of active and passive recreational opportunities to serve the needs of a specific neighbourhood.

\(^{17}\) School District Parks include the sports fields and playgrounds under the jurisdiction of the North Okanagan-Shuswap School District. These lands are not included the parkland numbers for the project area.
link to the downtown core and surrounding areas. The Turner Creek/McGuire Lake trail system links to the northeast neighbourhoods. The Foreshore trail systems link the waterfront to neighbourhoods to the east and have the potential to link with the communities to the west.

Designated bikeways follow existing roads and public right of ways. The main existing bikeways that link the downtown project area to other parts of the community run along Shuswap Street to Lakeshore Drive and east to McGuire Lake and ultimately up 16th Street NE. No other bikeways are officially designated in the downtown project area and those that are designated have minimal bikeway amenities (e.g., bike lanes, bike signals at major crossings, especially the TCH) (see Figures 11 and 12).

The project area corresponds to the core area as defined in the Parks and Open Space Plan. This area has significant community parkland including Blackburn Park, Fairgrounds, Marine Park, McGuire Lake, and Shuswap Naturalists' Park constituting 28.7 hectares of parkland (Figure 10). This represents a significant portion of the total community parkland in Salmon Arm. There are also a several smaller neighbourhood parks which amount to 2.4 hectares of parkland. The minimum standard used by the City of Salmon Arm for the amount of park space sufficient to meet community needs is 2 hectares per 1000 people for community parks and 1 hectare per 1000 people for neighborhood parks. The downtown project area contains significant community park space but it does not contain an abundance of neighborhood park space and would benefit from additional neighborhood parks, especially in the northern portion of the project area.

**Figure 10: Parks in Salmon Arm**
(Source: Parks and Open Space Plan 2001)
For more than a decade, the Salmon Arm Greenways Committee, along with other local trail groups, has undertaken a number of projects and actions to enhance and expand the trail and greenway network in Salmon Arm. The network includes the Turner Creek Trail, Coyote Park Trail, and Cress Creek trail. Often working collaboratively with City staff to identify and undertake trail maintenance and building projects, they have helped with the creation of a number of linkages in the system. Several of the Salmon Arm projects contributed to the wider 2006 Shuswap Trail Strategy, a 5-year development strategy that would link existing trail plans throughout the Shuswap watershed.

In the past year the Greenways Committee in partnership with other groups (e.g., Shuswap Trail Alliance, Salmon Arm Bay Nature Enhancement Society (SABNES), the local mountain bike and cycling Community, Haney Village Trail Initiative) requested City council to allocate budget and staff resources to develop a more comprehensive urban greenways strategy that would:

a. establish a process for widespread consultation throughout the community

b. articulate clear Urban Trails and Greenway objectives for the City of Salmon Arm that are:

i. Recognized as core to development, design, and infrastructure

ii. Connective (i.e., they link the community)

iii. Focused on both active transportation and recreation

iv. Include infrastructure for enhanced cycle mobility;

v. Both infrastructure/operations (development and maintenance) AND social/economic based (i.e. marketing, tourism, destination attraction, recreation programming, promotions and communications tools – signs, maps, guide, web)

vi. Integrated with current transportation and design planning processes, the City Heritage Strategy, OCP review, and other civic planning processes like the Smart Growth initiative;

vii. Integrated into the wider regional trail strategy (standards, partnerships, marketing initiatives, collaborative development and maintenance agreements, First Nations partnerships)

c. develop a comprehensive greenway and trail planning map showing existing, currently proposed, and potential corridors

d. Adopt the new regional trail sign and design standards (see Shuswap Trail Strategy, Shuswap Trail Alliance) within the City context to guide future development

e. develop both a capital construction strategy AND an annual management and maintenance strategy, with

i. A corresponding annual budget
vi. Governance tools (policy, bylaws, tax allocation, development incentives, homeowner incentives, etc.)

vii. Mandated greenways governance structure integrating the investment and resources of stewardship organizations (Greenways, SABNES), City leadership, and wider regional alliances (Columbia Shuswap Regional District (CSRD), Shuswap Trail Alliance, Shuswap Indian Bands, Switzmalph Cultural Centre, etc.)

Salmon Arm City Council approved funding for a Greenways Strategy which will be developed concurrently with the OCP document. The greenways development process will include an inventory of the existing greenways including map and data, identification of a clear vision, goals and benefits of greenways, and finally a phasing plan including costs and potential funding sources. The public consultation will begin in September 2009. The greenways strategy document and policies will be included in the OCP.

Integration with Transportation Planning

A town centre transportation and parking study is still in progress and when completed will examine the competing objectives of mobility and access, the use of the streets by various users including motorized vehicles, cyclists and pedestrians, intersection safety, parking capacity of downtown, and the impact of parking on transportation mode choices. The result of the study will be a Town Centre Transportation Plan that should be integrated with the greenways strategy, residential and commercial infill designation and zoning, and Heritage Strategy to meet multiple objectives. Through the Smart Growth process participants discussed the importance of creating a transportation system that supports trails and streets that supports various modes of transportation including walking, cycling, scooters, etc. Participants also recognized the need for safer vehicle crossings at the Trans-Canada Highway and the need for adequate parking in the downtown area. However, the focus of the Smart Growth process was on reducing vehicle traffic and encouraging people to use other forms of transportation.

Conventional transportation planning has focused primarily on vehicular transportation and the management of issues of mobility, access, and vehicle traffic conditions such vehicle speed, level of service, and congestion\(^\text{18}\). The heavy focus on vehicle transportation often neglects the needs of other forms of transportation, specifically transit, walking and cycling. A rethinking of public right of ways that focus on transportation, ecological and view linkages can transform them into serving multiple functions. Roads that have space for cyclists, scooters, pedestrians, stormwater management, trees and plantings bring many liability, financial, and ecological benefits.

At the workshops and charrette, participants identified several key north-south corridors (i.e., 3rd St and Shuswap St) and intersections (i.e., Shuswap St and TCH, Alexander St and TCH, etc.) that could be improved to create safer, more comfortable, and more direct linkages between the downtown and important nodes south of the Trans-Canada Highway (see the Moving Around Poster, Appendix D) future development sites (e.g., JL Jackson), and existing amenities (e.g., Blackburn Park, Fair Grounds, Centenoka Mall, etc.). The charrette team also identified a new multiuse path that should be part of the future development of the JL Jackson site to create an off-road alternative from the corner of 10th Ave and 3rd St to 1st Ave and Shuswap (see the JL Jackson Poster, Appendix D). The current version of the OCP already

\(^{18}\) Victoria Transportation Policy Institute http://www.vtpi.org/tdca/tdca01.pdf
inventories some of pedestrian amenities in Salmon Arm including sidewalks, pedestrian underpasses etc (see Figure 11). A more detailed walkability analysis could help confirm key leverage opportunities for strengthening the pedestrian network in downtown Salmon Arm.

**Figure 11: Pedestrian Amenities in Downtown Salmon Arm**
(Source: Parks and Open Space Plan 2001)
Figure 12: Designated Bikeways and Greenways in Downtown Salmon Arm
(Source: City of Salmon Arm - Bikeways and Greenways Map - website www.salmonarm.ca)
‘Moving Around’: Design Concepts and Policy Recommendations

The Trans-Canada Highway

Design Concepts: One long-term solution proposed to alleviate the problem of the highway impeding connectedness of the downtown area was to build a highway tunnel from about McGuire Lake to somewhere past Shuswap St. (Moving Around Poster, Appendix D). This was deemed feasible, given the BC highways mandate to keep traffic moving through Salmon Arm as unimpeded as possible. Although this option would be the most expensive, it would likely be the most beneficial. Alternatively, another suggestion was to build a highway underpass on the TCH at Shuswap St, given that the team identified this intersection to be the most important because it is here that the core of downtown connects ultimately to the JL Jackson site and the Fair Grounds and the attendant housing developments. It was recommended that the city explore these options with the Ministry of Transportation.

A more traditional smart growth solution with lower engineering and construction costs is to make the intersection itself more visible and user friendly (and serve as a model for the other intersections). The team designed the intersection using alternative paving material, for example paving stones, at the intersection and another suggestion was to put audio tactile profiled markings at the intersection to warn motorists that they are to slow down. It was agreed that better signage along the TCH would help to alert drivers to the fact that they are in a downtown of a city. Besides well-marked pedestrian intersections, the group designed archways over the highway at either end of the town centre to indicate to motorists that they are entering the downtown area of Salmon Arm.

The second important crossing proposal was a pedestrian-scooter-bicycle-friendly underpass beneath the TCH starting near the Salmar Grand and ending in a location near the Shuswap Lodge Retirement Residence on the south side. The idea was that this would provide a direct connection from the downtown core to the JL Jackson site and beyond. This also became important when discussing sites for the college. The team produced a design with good site lines.

The CPR Railway Line

To mitigate the barrier created by the CPR rail line between the downtown and the waterfront area, a cost-effective pedestrian underpass located as an extension of Ross Street is proposed. An underpass design with a wide attractive entrance, good visibility throughout and adequate lighting would provide a safe alternative pedestrian link to the existing railway crossing and easy access to shopping and other amenities. Although this underpass would be a walking, cycling and wheel chair public use linkage, it could also accommodate a low profile emergency vehicle. In the event of a medical emergency removal of locking post style barriers by authorized personal could permit emergency access when required.

The ‘Moving Around Policy’ Recommendations

- Create a development permit area (DPA) for the properties adjacent to the highway corridor between 10th St NE and 5th St SW to set specific design guidelines that create a sense of entering downtown Salmon Arm. Shortening setbacks from the highway corridor right of way, creating other visual indicators that signal moving into downtown, such as intersection treatments, street lighting guidelines, signage, plantings, and other elements. It is necessary to work with the Ministry of
Transportation to ensure the guidelines meet the provincial highway guidelines in the provincial Transportation Act.\textsuperscript{19}

- Create signage standards or other visual announcements east of the intersections at 10th St NE and west of 5th St SW indicating you are entering downtown Salmon Arm.
- In consultation with the Ministry of Transportation set standards for intersections including pedestrian markings, and other warning treatments (e.g., rumble strips, etc.).
- Designate both the pedestrian and cycling networks, including both on-street and trail routes in the OCP and integrate with greenways strategy and identify the priority.
- Designate location for a pedestrian underpass on the TCH in the OCP and work with Ministry of Transportation and adjacent land owners to set a plan for necessary right of way acquisition.
- Determine the feasibility of locating a pedestrian underpass or overpass crossing the CPR rail line.
- Identify entrance/gateway/arches at key locations on the Trans-Canada highway that effectively reflect the Salmon Arm character and indicate to drivers they are entering into a community and it is appropriate to reduce speed. It will be necessary to work with the Ministry of Transportation to meet appropriate design standards for the TCH.

\textbf{Team #3: Downtown Development}

The downtown development group addressed two distinct design challenges pertaining to strengthening downtown Salmon Arm. The first was to identify appropriate locations for relocating Okanagan College and the second was to explore ways to increase the connectivity of the cultural, social, and commercial spaces in the downtown core area. These distinct tasks were linked by their importance in strengthening the downtown area as the commercial, cultural, and social centre of the Salmon Arm community. The following outlines the results of the discussions and the attendant policy recommendations from those discussions.

\textit{‘Downtown Development’: Design Concepts and Policy Recommendations}

\textbf{Design Concepts}: The question of an alternative college site occupied much of the team’s time. It has become clear that the current college of approximately 40,000 square feet is now operating at maximum capacity and in order to offer more programs and (or) attract more students into existing programs, the college needs to expand in some way. It was also discussed that the college is heavily used by the community for events and meetings not directly associated with the education programs and this underscored the importance of the college to the community. A figure of approximately 80,000 square feet of space with room for expansion was discussed. It has become apparent that relocating the college to a more town centre location would provide a driver for stimulating the downtown economy, in particular that more people would be living, shopping and accessing services in the downtown area. This was a major consideration in the deliberations that took place. One desirable location identified was

\textsuperscript{19} The Ministry of Transportation Malahat Corridor Study shows how the Ministry of Transportation took a comprehensive view and worked with adjacent communities to explore options for improving the safety, alternative modes, and other aspects of highway corridor \url{http://www.th.gov.bc.ca/malahat/finalreport/}. 
the Jackson site but this was rejected because the school district wants to lease the property, and leasing land is not an option for the college. In the end, after considerable discussion the team evaluated four sites according to objectives of the community for enhancing downtown, as well as the overall objectives of the college (refer to Appendix D). (A description of a useful methodology for quantitatively assessing the benefits and limitations of the four sites is given in Appendix B).

**Option 1:** Obtain 20 or more acres of land somewhere on the outskirts of the city and build a traditional campus. While this option may be affordable and leave room for expansion, it became clear that it would be isolated and not benefit the town centre and the economy of Salmon Arm as much as other alternatives;

**Option 2:** Consider the possibility of building a more compact campus at the northeast corner of the Fairgrounds with the idea that such a development would be synergistic with the current uses of the site and provide indoor and outdoor infrastructure that could complement the existing usage by the Fall Fair and the Roots and Blues Festival. This of course would require some moving around of buildings. It was felt that such a proposal could actually serve to protect the Fall Fair and Roots and Blues from the pressures of development into the future. This site would be close to downtown and allow some room for expansion, either on-site or nearby. The potential for connectedness to downtown core was perceived as a plus for this site. In addition, the current campus has a student housing crisis and the proximity of the Fair Grounds to existing or future housing may serve to alleviate this;

**Option 3:** Develop a ‘deep smart growth’ alternative by moving the whole campus downtown. The challenge is to find sufficient land and the cost of the land. It was suggested that about an acre would be required for 80,000 square feet if the campus was built as a multi-storey development. The team explored options of land that belonged to the city. One suggestion was to utilize the grade change from Alexander St to Ross St by building a multi-storey college above the Ross St parking area that connects back to Alexander. The main benefit of this location would be its proximity to shops and coffee shops (essentially an ‘instant food’ court) and entertainment venues such as movies and live theatre located in the area. At the open house, there were those opposed to a downtown site on the basis that such a location would not be an attraction to students, that they want a ‘traditional campus experience’;

**Option 4:** At the open house it became clear that many people like the present location, especially its proximity to services such as the recreation centre pool and arena. The problem is that there is no room to build more space on the present property and it is not possible to build on top of the existing buildings. As an alternative, the notion of building over top of the parking lot to the NW of the present building was proposed – similar to the proposals for the Jackson site and the Ross St parking area. Building additional facilities on the north side of the Trans-Canada Highway was also proposed. Others proposed the notion of building a satellite campus downtown to complement the existing campus and actually provide a visible presence for the college downtown. This kind of approach to university and college campuses is becoming commonplace across North America. A shuttle bus was proposed that could better connect students with the downtown campus as well as downtown housing.

As part of the discussion about college re-location was the challenge of developing a performing arts centre. One possibility is to develop it in conjunction with a new college, so that it would be used by the college and the public. In the end it was determined that the best solution for the community would be to build a larger community theatre by an expansion of the site of the current Shuswap Theatre which is already located in what is loosely thought of as the
Entertainment District. It should be noted that there are differing points of view in the community regarding the best approach to developing new theatre space.

One other design challenge addressed by this charrette team was to develop a cohesive network of community gathering places in the downtown core to foster community unity. The team recognized several existing gathering places including the art gallery, sitting area by the CIBC bank, Ross St Plaza, patio area at the bottom of Alexander Ave, the Peace Park and McGuire Lake Park. The team also recognized these are passive places where people can sit but that there are no spaces that promote spontaneous activity – e.g., tennis courts, outdoor skating, and basketball. To this end, the team identified the overflow parking area of the Credit Union and the CPR land around the station as potential areas to be used for such activities. The team then suggested that a reasonable approach would be to connect all these community spaces together by using public art and also possibly using an associated landscape planting design to further accentuate the spaces and tie them together.

The policy recommendations for the downtown group are as follows:

**Okanagan College Capital Master Plan**

- Evaluate the costs and benefits of campus types in terms of meeting the goals of the college for academic and campus life experiences.
- Clearly articulate both the college and community goals for a new site including needs for housing, recreational and community space, transportation, and other needs.
- College transportation needs should consider where students, faculty, and staff live and how to effectively and sustainably transport them to and from the campus, or campuses.

**OCP Designation of the Future Okanagan College Site and Supportive Uses**

- The OCP should designate potential sites for institutional uses. This may include sites that allow mixed uses including institutional and areas for institutional use only.
- In consultation with the Fall Fair Association, consider part of the fairgrounds as a new multi-use educational land-use designation.
- In consultation with neighbourhood residents, consider rezoning to allow secondary suites near institutional sites. Consider the impact of additional residents on parking, traffic and other infrastructure. Impacts could be mitigated by having pedestrian/cycling connections to institutions in place prior to rezoning.

**OCP Policies and Map of Public Space Network**

- Explore the benefits of creating defined ‘Districts’ in downtown Salmon Arm where similar uses have been historically concentrated. Uses should not be restricted in these areas.

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20 Okanagan College Master Plan
http://www.okanagan.bc.ca/Assets/Departments+(Administration)/Legal+Affairs/Campus+Plan+Executive+Summary.pdf

21 A good example of a impact assessment of expanding secondary suites was conducted by the City of Victoria
http://www.victoria.ca/cityhall/pdfs/comdev_hsngln_sncdry060608.pdf
• Using the Salmon Arm Heritage Discovery Trail Map\textsuperscript{22} as starting point, develop a map of important historical, cultural, and social sites in downtown Salmon Arm. Use the map to develop policies for linking those sites using view corridors, signage, and other visual indicators.

• Identify potential locations for new public spaces in the downtown municipal land.

• Establish new development permit areas for larger lots. Use amenity contribution agreements and density bonusing as incentives for creating new public spaces and amenities as part of redevelopment. Amenities could include tennis courts, an outdoor skating rink, community art, and sidewalk improvement.

\textsuperscript{22} Salmon Arm Heritage Strategy
APPENDIX A

Form and Character Surveys
Form and Character Surveys

The purpose of these surveys was to get participants’ feedback on the form and character appropriate to downtown Salmon Arm. There were four categories of images in the survey: residential, commercial, transportation, and green space. Participants answered questions and provided comments on the aspects of form and character of the places in the images including those aspects they liked and those they would change.

Example photos and the accompanying questions are found on the next four pages. They are followed by summaries of results of the survey with example comments and the composite ratings for the participants’ responses to the questions.
Section 1: Downtown Commercial
For this first section, please consider the images and determine their fit with the downtown.

Please circle elements in the photo you like or dislike and indicate which with a + or -

For the above image:
Would this contribute negatively or positively to the character of the downtown?
very negative  2  neutral  3  positive  4  very positive
1
How would the following elements contribute to the character of the downtown?
Form and massing (shape and size)  1  2  3  4  5
Building materials  1  2  3  4  5
Details (lighting, windows etc.)  1  2  3  4  5
Landscaping  1  2  3  4  5
Comments - some questions to consider
What do you consider to be the positive and/or negative features or elements? Why?
Please circle elements in the photo you like or dislike and indicate which with a + or -
What changes would you make to improve your ranking of this image?

Please circle elements in the photo you like or dislike and indicate which with a + or -

For the above image:
Would this contribute negatively or positively to the character of the downtown?
very negative  2  neutral  3  positive  4  very positive
1
How would the following elements contribute to the character of the downtown?
Form and massing (shape and size)  1  2  3  4  5
Building materials  1  2  3  4  5
Details (lighting, windows etc.)  1  2  3  4  5
Landscaping  1  2  3  4  5
Comments - some questions to consider
What do you consider to be the positive and/or negative features or elements? Why?
Please circle elements in the photo you like or dislike and indicate which with a + or -
What changes would you make to improve your ranking of this image?
Section 2: Downtown Housing

For this second section, please consider the images and determine their fit within the downtown neighbourhood.

Please circle elements in the photo you like or dislike and indicate which with a + or -

For the above image:
Would this contribute negatively or positively to the character of the downtown?

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>very negative</td>
<td>negative</td>
<td>neutral</td>
<td>positive</td>
<td>very positive</td>
</tr>
</tbody>
</table>

How would the following elements contribute to the character of the downtown?

- Form and massing (shape and size)
  - 1
  - 2
  - 3
  - 4
  - 5

- Building materials
  - 1
  - 2
  - 3
  - 4
  - 5

- Details (lighting, windows etc.)
  - 1
  - 2
  - 3
  - 4
  - 5

- Landscaping
  - 1
  - 2
  - 3
  - 4
  - 5

Comments - some questions to consider
What do you consider to be the positive and/or negative features or elements? Why?
Please circle elements in the photo you like or dislike and indicate which with a + or -
What changes would you make to improve your ranking of this image?
___________________________________________________________________________
___________________________________________________________________________
___________________________________________________________________________
Section 3: Greenspace

For this third section, please consider the images and determine their fit within the downtown neighbourhood.

Please circle elements in the photo you like or dislike and indicate which with a + or -.

For the above image:

Would this contribute negatively or positively to the character of the downtown?

very negative 2 neutral 4 positive 5 very positive

How does this image rank according to the following criteria:

Function of the space
Natural beauty
Details (lighting, street furniture)
Landscape design

Comments - some questions to consider

What do you consider to be the positive and/or negative features or elements? Why?
Please circle elements in the photo you like or dislike and indicate which with a + or -.

What changes would you make to improve your ranking of this image?

___________________________________________________________________________

___________________________________________________________________________

___________________________________________________________________________

Details (lighting, street furniture)

For the above image:

Would this contribute negatively or positively to the character of the downtown?

very negative 2 neutral 4 positive 5 very positive

How does this image rank according to the following criteria:

Function of the space
Natural beauty
Details (lighting, street furniture)
Landscape design

Comments - some questions to consider

What do you consider to be the positive and/or negative features or elements? Why?
Please circle elements in the photo you like or dislike and indicate which with a + or -.

What changes would you make to improve your ranking of this image?

___________________________________________________________________________

___________________________________________________________________________

___________________________________________________________________________
Section 4: Transportation
For this fourth section, please consider the images and determine their fit within the downtown neighbourhood.

Please circle elements in the photo you like or dislike and indicate which with a + or -

For the above image:
Would this contribute negatively or positively to the character of the downtown?

very negative 1 2 3 4 5
neutral 6 7 8 9 10
positive 11 12 13 14 15
very positive 16 17 18 19 20

How does this image rank according to the following criteria:

Comfort of use 1 2 3 4 5
Increased safety 1 2 3 4 5
Improved connectivity 1 2 3 4 5
Accommodate different uses 1 2 3 4 5

Comments - some questions to consider
What do you consider to be the positive and/or negative features or elements? Why?
Please circle elements in the photo you like or dislike and indicate which with a + or -
What changes would you make to improve your ranking of this image?

___________________________________________________________________________
___________________________________________________________________________
___________________________________________________________________________

Improved connectivity

For the above image:
Would this contribute negatively or positively to the character of the downtown?

very negative 1 2 3 4 5
neutral 6 7 8 9 10
positive 11 12 13 14 15
very positive 16 17 18 19 20

How does this image rank according to the following criteria:

Comfort of use 1 2 3 4 5
Increased safety 1 2 3 4 5
Improved connectivity 1 2 3 4 5
Accommodate different uses 1 2 3 4 5

Comments - some questions to consider
What do you consider to be the positive and/or negative features or elements? Why?
Please circle elements in the photo you like or dislike and indicate which with a + or -
What changes would you make to improve your ranking of this image?

___________________________________________________________________________
___________________________________________________________________________
___________________________________________________________________________
Salmon Arm Charrette
Form and Character Results
“Not accessible to people who have mobility challenges not power smart”

“Nice building with character galore but to close to street and associated landscaping”

“This image looks very busy, signs, wares, stairs to the street. The building is fine”

“Keep this. Could put medians in the parking lot to break up the space”

“No sidewalk, ok for low density areas but not for high density”

“Very nice structure but doesn't seem suitable to a high density plan”

“The problem is more connectivity and placement, form ok but in its own place”

“Needs landscaping in front building vehicles”
“Wheelchair accessible curbs and doors, balconies provide shelter for door area from snow and rain”

“Close and intimate pedestrian oriented c/w residential above but wider sidewalk and more landscaping”

“Do not like balconies - they look cheap and ugly. More greenery would be nice”

“I like the French doors and friendly lighting, the "rustic" looking building material- the small-town feel”

“Sidewalk too narrow, no room for landscape, trees, good balconies”

“Possibility of tripping over planters near pole. Width of sidewalk reduces room for planters or landscaping”
“Biased keep one way, trees, benches”

“I really like this section of Alexander St. The road is narrow. I like the trees and the buildings have variety”

“Windows larger, canopy over extreme is too heavy and could extend further over side walk, trees need room to grow and create shade”

“Pedestrian friendly c/w limited but necessary vehicle access good mix of uses”

“Stone façade good, canopy over street good, trees, planters, lighting good”

“As well as everything else trees provide, the trees, I hope in time will provide more shade for parking cars and shoppers in the very hot summer sun”

“Nice variety, good pedestrian options”
“Looks like a motel”

“I can see why this building is the way it is. But the parking so close to the front obscures the windows and shops underneath. The full decking above would make the shops dark?”

“Boring, utilitarian design. Parking dominates surrounding”

“Good to have both commercial and residential”

“Boring, Focus on cars. Is that retail below? Not interesting”

“Wrong colour for railings like the wood frame doors and windows at commercial level”

“Parking with no landscaping is unattractive”
“Old building. A bit more sidewalk landscaping and beside the building landscaping would make it feel more at home. The signs and details could be enhanced keeping the character of the building”

“Negative: narrow walk, not ped. Friendly, overhead wires, lack of green permeable paving, unkempt”

“No landscaping, overhead power lines .”

“Authentic façade close to pedestrian sidewalk (intimate)”

“Makes good use of the old garage”

“Bleak, uniform design”

“Boxy- looks like Lego”
“Looks like Parksville. Great landscaped median a 4 lane road! Stepped back from road”

“But we only have room for something like this along TCH at the moment”

“Seems busy, contrived”

“Beautiful”

“Excellent- variety, setback screen of trees, sculptural. Permanent materials.”

“The building is too haphazard, no continuity of design”

“Good canopy and balconies”

“More trees would be helpful. Would be better with more historical design elements. Area above awnings looks a little weak actually very weak.”

“Nice use of terraces and green space”

“Not accessible crossing across median”
“Numerous trees are good, but more landscaping would enhance views.”

“Too much cement”

“Seems too large for our city”

“Hard to tell from an isolated picture, but don't believe this would fit into SA ambiance, but if SA density goes up, it might. The words that come to mind are massive and heavy.

“Pleasing atmosphere- wide open park and pedestrian facilities”

“Wide sidewalk, good trees and benches, lots of pedestrian space”

“I appreciate all those trees especially for a town with very hot summers. Handsome building! New, yet presenting beautiful classic lines. Wow!”

“Positive: appealing contemporary design, non-grid pattern, generous pedestrian, planting”

![Bar chart showing overall contribution of various aspects.](chart.png)
“I like this building, but it appears more of a large city design, one which might not blend in as well with proposed English or European designs or existing designs.”

“Positive: trees, awnings, seats”

“Not evident if mixed use or not. Ugly building”

“Positive: a nice way to add a big store”

“Not enough sidewalk for volume of bldg. More green space or cover sidewalk by extending awnings”

“Scale is again the problem, but at least its less chunky.”

“This is too massive in scale for Salmon Arm's downtown and too modern to reflect our town's history”

“Dominations. NO green space”

“Not interesting. Big glassy block. Some trees stuck in there so builder can say "See, we add trees."”

“Pleasant, varied would work in our size town.”

“Very good for city square anchor. Sense of ???. Despite access. New materials, space for pedestrians.”
“Very attractive, inviting”

“Don’t like the round tower”

“Plus: well-integrated design, setting”

“Natural diversity”

“Serious attempt to keep variety and garden”

“Welcome courtyard, cedar shakes, viewscape, balconies”

“Too upscale for current downtown”

“Nice multi-unit, especially the incorporation of green space”
“Could be ok if there was one but rows of them... I do seem some attempt to be different”

“Block houses with slight differences”

“As you radiate from the downtown core this type would be a 10-20 minute walk away. Parking should be at rear- more people friendly”

“Nice”

“Would like to see each unit different colours- i.e. Stevenston (Richmond)”

“Plus: attractive high density housing, a variety of sizes of units, pedestrian friendly”

“Need more like this and even smaller”

“Cookie-cutter; definitely not Salmon Arm ambiance”

“Another interesting design option. I like the bay windows and Tudor elements”

“Plus: family friendly (backyards). Negative: structurally complex”
“Negative: bit too uniform, looks a bit soul less, no protection from sun or rain for pedestrians, no balconies in apartments, reduces connection to neighborhood”

“The sort of mindless, faceless condo development that ruins a downtown feel”

“Land of stark”

“Rather sterile but not offensive”

“Too much of a good thing”

“No access, looks industrial”

“Boring. Insult to people and area”

“Monotonous”

“Definitely no. looks like row housing”

“Too modern for SA downtown. Good to have the trees, however lots of street planters with shrubs and flowers would add so much "soul" and I find the hand angles and material in this building need lots of "softening" that plants can provide”

“Too clunky and not enough streetscaping for pedestrians”

![Bar chart showing overall contribution with dimensions 612.0x792.0]
“Very pleasant, close to the street”

“Does not seem to fit with downtown”

“Nice soft spaces by using landscaping to soften parking & sidewalk & private areas (porches)”

“Move away from bldgn more SF space. Our older homes are mostly further apart.”

“Design on a human scale. Love the front porch, relation to the pedestrian walkway, no garage, density heritage design”

“Needs to come in certain downtown residential areas”

“Telephone and hydro wires (need to) go underground”

“Yards too small”

“These are good if there aren’t too many. Cars could go to back alley or to one common building”

“Nostalgic”

“Higher density reduces sprawl, variety of landscaping, view would have been improved if power line had been buried”
“Upper side windows are somewhat bland, good to see use of solar panels”

“Needs architectural detail on roof lines”

“Is this a back lane? Very poor design”

“Plus: family friendly, porches connect to neighbourhood, garages to not dominate the houses too much”

“What is this? Why stack the living space above ground level garages?”

“Not a very interesting shape”

“Good scale, Parking under deck seems good- less street parking congestion. Very esthetic”

“Nice design, small landscape footprint”

“Not totally ugly. With garages there will be no cars showing”

“Not bad for row housing. I like the solar panels”

“Vehicles still front and center”
“Seems more semirural to me”

“Style is not appropriate for our downtown core”

“Retention of the mature landscaping helps a lot”

“Too many trees, not enough beds.”

“Hard for me to get a sense of this. Nicely nestled in the trees, what would it look alike on the Jackson property?”

“Situation betrays. Need for downtown i.e. compactness - other wise might be good”

“Not very dense for downtown”

“This has too much in the line of trees for downtown. Lots lovely far away from the downtown.”

“Banff-Jasper theme utilizing hillside lot. Smooth integration with forest using natural wood with natural colours”

“Good retain existing trees, parking might be difficult”
“Negative: should be a pedestrian route through, if these are family homes the center space should be common play and green space”

“Not enough building separation. Cramped feeling, sterile “

“Looks like building a community”

“I would like to see the centre grass more like a park, a sitting area etc.”

“Needs play space for kids”

“Plus: cul de sac, high density family housing”

“In certain neighbourhoods- fringe of downtown”

“Cookie cutter, generic lawn (vs. nice green space) too big bldgs on too small space”

“Why put the street on the front . Make people focus centre cars out back “
“A few more trees in foreground might improve visuals “

“Provide safe walking areas. Ranchers on zero-lot-line properties for seniors”

“Cars where? “

“If these are duplexes”

“Articulated roof line is great. Landscaping gorgeous”

“Too big for dense downtown, but otherwise nice”

“Plus: integrated green space (pedestrian) living space”

“This type of development would be suitable for waterfront area east of Marine Drive”

“Highly managed landscape “

“These would be ok if there weren’t rows of them”

“Nice design façade, xeriscape. should mix colours when using same plan side by side. Nice walkway. Low level lighting would be an asset “
“Pretty seasonal! Otherwise the ___ viewpoint of the parking and city hall complex and huge addition to the community”

“The Fletcher Park was well done and enjoyed by families.”

“Plus: controlled use of water”

“A positive development”

“Good for kids playing.”

“Lovely. Can't see the benches but these add to the park”

“Nice, one problem seasonal”

“Need connectivity to DT and other green space”
“Plus: seating, trees, public washroom, space to come together, to talk and meet”

“Walls of backdrop look like a concrete bunker (similar to Russia), needs mural or tiles to be ___ to create more colour and interest”

“Folksy. Seems to be located on an "inner" section of town. Casual placement of rocks for seating. Good kind of tacky flags”

“Needs plantings”

“Ross Street Plaza overall a positive, but still seems to lack the intimacy/attractiveness required to inspire a gathering space.”

“Negative: needs softening through landscaping lightening, public art”

“Attractive feature esp. with water feature”

“A real winner! And it works!”

“Building needs cladding and roof design. This is otherwise a positive space”

“Ok- add summer market to last 8 parking stalls”

“Concrete cold ugly”
“More seating”

“Handsome!!Wow!”

“Photo is not representative of current situation where the huge Honda dealership now occupies the space to the far right of the Pagoda. Ugg!”

“The harmony that created this construction. Suits the park, not too large”

“International respect for quality craftsmanship”

“Adds variety to park Ares; a connection to a twin city in Japan”

“Very nice focal point of community, better lighting and furniture needed”

“Negative: a gate should go somewhere. There should be something different on the other side. It looks abandoned; where is the rest of the wall?”

“Good but is it connect to anything other than the lake. Where’s the next cultural site?”

“Very nice feature to McGuire Lake Park - which is a jewel for SA - with fountain. Beautiful asset!”
“I felt the dollars spent on this walkway was excessive but I also understand this is one of the few winter walks for seniors”

“Nice to leave nature alone and invite the osprey back c/w next’s. Walkway is ugly, too sterile”

“Ok but would be better with tables and benches”

“I would prefer wooden walkways but realize there may be a cost/benefit issue.”

“Family friendly”

“Concrete and steel and straight lines detract from its intended function”

“The walkway is a linear concrete eyesore- unfortunately. But it does provide pedestrian cycle route along foreshore”

“A valuable natural wetland”

““Open" railing, so fortunate to have near downtown”

“Minimal impact on nature yet user friendly”

“Not the pole, but it is good for bird nesting and bird watching plus: walkway
“Like the bike lane”

“Might be suitable for some neighborhoods”

“Bike paths need to be separated from car tracks”

“Side and cycle ways. Narrow streets it seems, discourages heavy traffic”

“I like everything down to the energy efficient cars. (is it Victoria?)”

“Round about works”

“...point would slow traffic but might cause more vehicular noise due to slowing down, then speeding up. Good to have separate bicycle lane”

“Plus: light rail may enlarge catchment area beyond current insufficient transit services in SA”

“Nice traffic calming and accommodating cycling separately”

“Yes, traffic mgt and room for cycles. Needs trees to separate cycle and walk”

“Confusing”

“I like the "triple-use," slowing traffic aesthetically a good idea”
negative: if the bike traffic is very heavy it is intimidating for pedestrians. plus: bike friendly, safely away from cars, nice transition from public space (path) to semi-private (gardens and porches) to private interiors of homes

requires regular maintenance. surface can't have big cracks- for wheelchairs etc"

excellent—green/landscaping n both sides. neg: very linear - increased pedestrian/cycle conflict- linear and features (benches, landscaping) will increase attraction and safety"

“Great image - what our grandparents knew about what a neighborhood really is. Love porches.”

“Bike ways, historic planning”

“Would be great on a greenway street”

“Plus: divided walk/bikeway, a space for gardens”

“Keep cyclist on lift so residents can enter/leave sidewalk more safely, signage for users is important”

“Love it. Where can I buy one? “
“May need ramp. Is rail being used?”

“Interesting design - for a lightly used crossing. We need a ped underpass (Charles has an idea for a ped and much smaller vehicle up that would e at level grade - interesting)”

“Safety/ nice walkway, concern “

“Not on CPR “

“Stairs a challenge for access or in winter. Gates or access challenge for wheelchair”

“Plus: simple, inexpensive rail crossing clearly marked, would be great behind Askews”

“Pedestrian walkway along river and crossing of railway”

“Is this an active rail line? Is this safe for kids?”

“Good access for walkers when crossing r/ tracks, but steps work against cyclists”

“Train this close to town or is this a shuttle? Curved stairway better than ordinary stairs”
“At least "greeny" on median is better

“Plus: good accessibility. Negative: are bricks good for roller blades, needs benches”

“Cyclists and walkers would likely benefit from design ___walkers”

“Seems to address all concerns”

“Not attractive at all”

“Access to walkways nice”

“Can help in transition zones”

“Feels too haphazard and confusing”
“Roundabouts. ___ I knew they're efficient, but they are also bewildering unless you grew up in England”

“May need pedestrian light.”

“Bike lane good, confusing “

“Although still prefer trees or something to separate bike from car “

“Cars and bikes do not mix “

“Good separation of traffic comfortable feel. Roundabout traffic calming great.”

“Not wheelchair accessible, good bike lanes, roundabout”

“Might be hard to build this where we have ____land “

“Bicycle trails and walkways excellent “
“Not enough pedestrian flow”

“If we have to live with the TCH going through downtown SA more greenery would mitigate the negatives of ugliness and noise and air pollution”

“Negative: no over/under passes”

“Lousy but how do we change this effectively? At least there are some trees.”

“No bike lanes”

“Needs pedestrian overpass, w/c disabled access”

“Pretty scary. Overpass or underpass would be more inviting”

“You're kidding, right?”
APPENDIX B

College Options Assessment
Methodology for Assessment of College Options

The charrette team participated in an exercise to rate each of the four proposed sites according to the perceived importance value of various community and college objectives. These objectives were determined by the team members and a table was assembled on the white board for rating each objective on a scale of one to four. The following are the objectives that were assessed:

Community Objectives:

1. Support downtown business
2. Minimize transportation demand
3. Animate/liven the downtown
4. Increase social, cultural, civic activity
5. Influence demand for housing
6. Driver for better community spaces
7. Create or be a model for green projects
8. Refocus/recentre direction of growth back to downtown
9. Expand public amenities downtown

College Objectives:

1. Expand program opportunities
2. Expand student capacity
3. Meet short-term space needs
4. Meet long-term space needs
5. Minimize cost of development
6. Student access to the community
7. Student housing

The results of this exercise were not conclusive, and are therefore not included in this report, as some of the questions had confounding factors. One main problem was that the option to remain in the current location also included the option of a downtown satellite campus and this made it difficult to accurately assess the importance value of some of the objectives. A further study would require this option to be separated out. Moreover, the group was not qualified to assess some of the college objectives. For example, the objective related to cost of development may have been misinterpreted as the results indicated that the highest cost would be to establish a campus on the outside of town, which may not be the case. This would need more study.

The most important message from this exercise is that with modifications, it could provide a framework for a future larger study to comprehensively assess the best location and scenario for the college.
APPENDIX C

Opportunities and Constraints Maps
CULTURE & HERITAGE

NOTES:
Potential to create heritage neighbourhood on Harris Street
Location for future Performing Arts Centre?

Provide opportunities for young people to exercise and
fun ways to meet new people
Provide recreation areas and facilities near the
downtown

Place for street dances
Need a downtown school
Need a memorial area
Fall fair event is heritage but not sure about buildings
GREENSPACE - OPPORTUNITIES

- **Build West Bay Trail** to link with river mouth and beyond
- **Waterfront Greenway and/or boardwalk**; develop trail between Prestige Inn and Peter Janniker Park using similar boardwalk
- **Interconnected Green Streets**; local streets a priority
- **McGuire Loake**; a lovely park, create green link to rest of downtown
- **Trails** connect Hillcrest to 11th; serves as wildlife corridor and kids play area
- **Maintain green belt** where possible
- **Pileated Woods** - connections to downtown

**NOTES:**
- Protect and increase tree populations
- Create a greenspace inventory
- Community Gardens and composting

*Multipurpose trail to link Jackson property with downtown*
TRANSUCTION - CONSTRAINTS

NOTES:
- Bike racks
- Money/resources
- Water table
- Weather and climate reduces mobility
- Must be cognisant of wetlands and natural habitat
- Constant increase in truck and heavy commercial
- Trans-Canada Highway, CPR Railway, and north-south bird migration

- Railway tracks
- Environmentally Sensitive Areas
- Too many parking lots
- Heavy commercial traffic
- Trans-Canada Highway
NOTES:
- Increased frequency of public transit
- Connections from upper town to lower town
- Access to waterfront #1 issue
- Transportation decisions should consider impact on bird habitat

Different surfaces for the greenways
- Wider sidewalks
- Accommodate scooters for seniors
- Connecting cul-de-sacs by paths throughout community

Good lighting and approaches
- Linkages between hot spots (popular destinations)
- Explore the a couple through downtown

Develop three parking lots that are within walking distance of downtown
- Connectivity along the waterfront
- People-focused solutions
COMMERCIAL - CONSTRAINTS

NOTES:
Operating hours of downtown businesses are not conducive
to creating a lively and vibrant downtown.
**COMMERCIAL - OPPORTUNITIES**

- Grate the buildings heights so the shortest are closest to the waterfront
- Focus on the lake and lake activities
- Pedestrian overpass would have a beautiful view
- New library in old train station?
- Multi-storey building all day employee parking
- Maintain Askew's as anchor store
- Potential commercial
- Potential to close street and use as pedestrian mall
- Core retail potential for infill commercial with second floor
- Big opportunity for mixed use commercial/residential
- Great redevelopment opportunity: lack of pedestrian connection to centre
- Improve pedestrian connections to downtown
- Storefronts around the perimeter: parking street level and stores above
- The Fairgrounds are underutilized; great opportunity to intensify use
- Flex parking in the downtown
- Create a central hub or focus of Salmon Arm: The Heart or Centre
- Create more downtown residential to support commercial
- New library in old train station
- Maintain anchor store in downtown core
- Use water permeable concrete in all parking lots
- Promote common signage throughout Salmon Arm to great a unified feel
- New live theatre in downtown with library and rooms that can be rented by community groups

**NOTES:**
Create retail district
Beautiful and inviting streetscapes
Small-town feel
HOUSING - OPPORTUNITIES AND CONSTRAINTS

Housing with parking below
Housing on top of parking
Hudson Cross a good opportunity for new housing

Special location; opportunity for housing

AESTHETICALLY DESIGNED
Mixed use (housing and commercial)
Library
Meeting space
Recreation/gym
Green/water space
Downtown recycling depot

NOTES:
- More mixed use, residential (apartments, houses, townhomes)
- Mixed income and tenure
- Housing in proximity to schools, services
- Maintain the viewscape
- Be conscious of overcrowding and increasing vehicle traffic in neighbourhoods
APPENDIX D

Posters Generated from Charrette
JL Jackson Site: Mixed-Use Design Ideas

Key Design Questions
- How can we use the JL Jackson site to support the downtown as our main retail/commercial/cultural centre and provide revenue to the School District?
- How can large format retail be integrated into a mixed use residential, retail, commercial and cultural development?
- How can existing site assets and conditions be best utilized in future development?
- How can the development respect the existing neighbourhood and connect to the downtown core?

Suggested Actions and Policies
- Create a Development Permit Area/Comprehensive Development Zone with design guidelines specific to JLJ site.
- Create separate development area within the DPA/CDZ with specified land uses (e.g., green space/residential or commercial/residential) and specific design requirements for each.
- Have all vehicle access and parking at grade level with commercial/residential plaza above.
- Plaza/green space level accessed by pedestrian/cycling/scooter only with designated public right of ways.
- Protect heritage value of Downtown Activity Centre with separate development area guidelines.
- Stipulate mandatory public amenities (green or cultural spaces) and offer cost charge/density incentives for extras.
- Street level building frontages to encourage pedestrian interaction with street entrances and minimal setbacks.
- Stipulate large format commercial footprint size and building height.

South to North Section looking West. Connect to downtown core via pedestrian/bicycle/scooter - Trans Canada Highway underpass (red arrow) behind Mt. Ida Medical Centre.

North-South Section, looking east. At-grade parking beneath mixed-use plaza. Plaza level connected to green space to the south, and Downtown Activity Centre.

East-West Section, looking South. Natural grade drop between Shuswap and 3rd St is an opportunity for a two-level concept, with vehicle traffic and parking at grade level only.

Common, multi-use green space area with multi-level housing at the south end of the site.

Architectural designs modelled from Salmon Arm heritage buildings.

Parking area is behind store fronts.

Street level with mid to small retail, minimal setbacks and street access.

Plaza level with mixed-use and large format retail - maximum footprint 50,000 square feet, expandable to second floor if geotechnically feasible, and multi-storey residential.

3rd St facing Centenoka Mall

South end of site, 5th Ave looking North. Residential and small commercial.

Multi-family residential facing Shuswap St

1st Ave looking south

Left drawing shows pedestrian and bicycle path through the Jackson site connecting the downtown core to the fairgrounds site and beyond.

Right drawing shows a public seating area along the pathway.
Moving Around: Improving Traffic Linkages Downtown

Focus Issues
- Mitigating the impact of the Trans-Canada Highway (TCH) and the CPR rail line on downtown Salmon Arm.
- Improving non-motorized transportation to the downtown area, building on the smart growth principle of providing alternatives to the car.
- Linking existing and planned trails into the downtown.

THE HIGHWAY: One major obstacle to connecting people and places in Salmon Arm is the Trans-Canada Highway. Three solutions were explored:

OPTION 1: FULL TUNNEL
- This option would place the Trans-Canada Highway below grade in a tunnel along its downtown length.
- This would knit the community together by creating safe and unhindered pedestrian and vehicle connectivity.
- The full tunnel option would satisfy Ministry of Transportation goals for the efficient movement of highway traffic through Salmon Arm.

OPTION 2: UNDERPASS AT SHUSWAP ST
The benefits of this less expensive option include improved and safer vehicular and pedestrian connectivity on Shuswap St, with an at-grade sidewalk and bike route and no intersection light.

OPTION 3: AT-GRADE MODIFICATIONS
This least expensive option, which includes a pedestrian underpass west of Shuswap St, provides safer and more attractive highway crossing.

CPR PEDESTRIAN UNDERPASS
- Located at the end of Ross St.
- Possibly large enough for emergency vehicles.
- Provides safe alternative to existing railway crossing.
- Cost-effective pedestrian link between downtown and waterfront.
- Provides easy pedestrian access to shopping and other amenities.

Suggested Actions and Policies
- Set specific design guidelines that create a sense of entering downtown Salmon Arm and include a variety of traffic calming measures.
- Begin open discussions with Ministry of Transportation regarding construction of a Trans-Canada Highway tunnel or underpass.
- Designate both pedestrian and cycling networks, including both on-street and trail routes, integrated with greenways strategy.
- Begin negotiations with CPR regarding construction of a pedestrian underpass.

Northeast view of Shuswap St over TCH underpass with proposed pedestrian mall.

Aerial view conception of Shuswap St over TCH underpass showing improved and safer access to the downtown as well as increased green space on top of the underpass.

Aerial view of full tunnel option extending from McGuire Lake to a location west of Shuswap St. The former TCH is now a more user-friendly, at-grade transportation corridor connected to side feeder streets (arrows).

Details of transformed streetscapes above tunnel. Former TCH above tunnel is now a city street with more pedestrian friendly amenities that extends the business core.

Diagram of improved TCH through the downtown showing various traffic calming measures and the location of east and west gateways. Proposed underpass would connect the downtown core to the JL Jackson site.

Illustration of traffic calming measures including planted boulevards, reduced building setbacks, audible and visible pedestrian crosswalks, and increased landscaping.

Salmon Arm Smart Growth Project
Charrette May 8-9 2009
Okanagan College Options

Okanagan College is looking to expand their facilities as they are at maximum capacity at the present location.

If the campus were in the downtown area, it could serve as an economic driver and help sustain the vitality of the downtown core.

The charrette team examined the benefits and limitations of four site options, three of which involve the downtown.

Key Questions

What is the short and long-term capacity of the downtown to support the college?

Are there sufficient infill opportunities to fit Okanagan College into the downtown area?

How would a downtown campus meet community and college objectives?

How would a downtown campus integrate with existing community uses?

How can college buildings relate to existing buildings, streets and public spaces?

Suggested Actions and Policies

Okanagan College Capital Master Plan

- Evaluate the costs and benefits of campus types and locations in terms of meeting the goals of the college for academic and campus life experiences.
- Clearly articulate both the college and community goals for a new site, including needs for housing, recreational and community space, transportation and other needs.
- College transportation needs should consider where students, faculty, and staff live and how to effectively and sustainably transport them to and from the campus, or campuses.

OCP Designation of the Future Okanagan College Site and Supportive Uses

- The OCP should designate potential sites for institutional uses. This may include sites which allow mixed uses including institutional, as well as areas for institutional use only.
- In consultation with the Fall Fair Association, consider part of the fairgrounds as a new multi-use educational land-use designation.
- In consultation with neighbourhood residents, consider rezoning to allow secondary suites near the institutional sites. Consider the impact of additional residents on parking, traffic and other infrastructure. Impacts could be mitigated by having pedestrian/cycling connections to institutions in place prior to rezoning.

Option 1: Outskirts of Town

The college could find 20 or more acres of land on the outskirts of town where they could develop a more spread out traditional-style campus.

This option may be the most affordable and leave room for expansion. But it would not benefit the town centre by utilizing new and existing commercial services and housing in the downtown area.

Benefits:
- Long and short-term space requirements easily met
- Would allow expansion of programming and capacity

Limitations:
- Would not benefit or utilize existing town centre services
- New on-site student housing and other services required
- Students would be separated from community - lack of integration and transportation problems
- Compromises downtown growth potential

Option 2: Fairgrounds

This site is a 10-minute walk from the historic downtown core, and adjacent to J.L. Jackson multi-use development. A compact multi-level campus in the northeast part of the site could be integrated with the existing Annual Fall Fair, the Roots and Blues Festival and more park space. This option could invite new community programming.

Benefits:
- College programs could support event planning and facilities management
- Students would be close to downtown, fostering integration into the community
- Would allow non-motorized access to downtown shops and services

Limitations:
- Difficulty crossing Trans-Canada Highway
- Heritage and logistical challenges of integrating into existing fair grounds

Option 3: Go Downtown

A downtown site would create a more urban campus. Students and staff would use many services (food, banking, etc.) already in place.

A core location could be the ‘airspace’ over the Ross St. parking lot. Building on a new level would maintain existing parking while complementing and enhancing the existing Ross St. Plaza.

Benefits:
- College helps re-focus investment in downtown
- Easy walking access to existing housing, stores, theatres and green space
- Supports the downtown as Salmon Arm’s principal commercial, retail, cultural centre

Limitations:
- Difficult acquiring adequate space for long-term expansion
- Student experience in a dense urban setting would be different than in a more traditional rural-style college

Option 4: Retain Current Location

The college maintains its current campus location outside the downtown. Auxiliary facilities could be developed in other locations such as overtop the nearby parking lot, or on the north side of the highway.

Additionally, the college could expand with a downtown satellite campus. This would allow students access to existing housing and services. A shuttle bus could connect the sites.

Benefits:
- Utilizes existing college infrastructure
- Maintains easy access to nearby recreational facilities
- The downtown satellite supports community integration

Limitations:
- Limited space at current site for long-term expansion
- Without shuttle bus, downtown satellite opportunities would be limited
Downtown Gathering Places: Creating Community Unity

Gathering Places
- Public gathering places are where the community comes to life.
- Gathering places help create a sense of belonging and inclusiveness.
- Gathering places are focal points where local identity is expressed.

Pedestrian Pathways: Connecting the Downtown
- Many gathering places already exist in the downtown core of Salmon Arm (reddish-orange symbols on the plan) including the Art Gallery, Rose Street Plaza, City Hall, theatres, coffee shops and bars. Parks such as Fletcher Park, Peace Park, and McGuire Lake Park are shown as green areas.

To accentuate these gathering places, a pedestrian pathway sprinkled with public art on private and municipally owned properties, as well as native trees and plants, could interconnect these community spaces.

Public art gives the people a sense of their own diverse histories, including First Nations. Building on existing downtown artworks (yellow solid circles), the bright blue solid circles show possible future sites for additional artworks.

Existing gathering places in the downtown core are primarily passive, but there are sites with the potential for more dynamic activities like tennis, skating and basketball (blue and teal-blue areas).

The CPR station was identified as an important heritage building that could serve as a community space. Proposed uses were library, museum or cultural centre.

Suggested Actions and Policies
- Explore the benefits of creating defined “Districts” in downtown Salmon Arm where similar uses have been historically concentrated. Uses should not be restricted in these areas.
- Building on the Salmon Arm Heritage Discovery Trail Map, create a map of important historical, cultural, and social sites in downtown Salmon Arm. Use the map to develop policies for linking those sites using view corridors, signage, and other visual indicators.
- Identify potential location for new public gathering spaces in the downtown municipal land.
- Establish new development permit areas for large lots. Use amenity contribution agreements and density bonusing as incentives for creating new public spaces and amenities as part of redevelopment. Amenities could include tennis courts, an outdoor skating rink, community art and sidewalk improvements.
- Identify entrance/gateway/arches at key locations on the Trans Canada Highway that effectively reflect the Salmon Arm character and indicate to drivers that they are entering a populated area and it is appropriate to reduce speed. It will be necessary to work with the Ministry of Transportation to meet appropriate design standards for the Trans Canada Highway.

Salmon Arm Smart Growth Project
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