

Elk/Beaver Lake and Bear Hill Regional Parks Management Plan

Capital Regional District | Amended 2010



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CRD

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CAPITAL REGIONAL DISTRICT

BYLAW NO. 3698

ELK/BEAVER LAKE AND BEAR HILL REGIONAL PARKS MANAGEMENT PLAN BYLAW
NO. 1, 1992, AMENDMENT BYLAW NO. 2, 2010

WHEREAS the Board of the Capital Regional District on the 25th day of March 1992 adopted Bylaw No. 2001, being the "Elk/Beaver Lake and Bear Hill Regional Parks Management Plan Bylaw No, 1, 1992";

NOW THEREFORE the Board of the Capital Regional District in open meeting assembled, enacts as follows:

1. Capital Regional District Bylaw No. 2001, being the "Elk/Beaver Lake and Bear Hill Regional Parks Management Plan Bylaw No, 1, 1992", is hereby amended as follows:

1) Section 3.3.5 Special Interest Group Facilities

- (a) By deleting the following words, "No new facilities or expansion of existing facilities associated with the Victoria Rowing Society will be permitted. This is deemed to include expansion of the building, compound, boat ramp, paved area, docks, floatation devices and anchors on the bed of Elk Lake. In this context, the Rowing Centre is at maximum growth."
- (b) By adding the following words, "except as permitted for the Elk Lake Rowing Centre and approved by the Parks Committee on October 17, 2007", to the end of the sentence "The expansion of existing or development of new special interest group facilities in the park will not be permitted".

2) Map 12 Rowing Flow Pattern

- a) By replacing Map 12 with the Map 12 attached to and forming part of this bylaw.
2. This bylaw may be cited as "Elk/Beaver Lake and Bear Hill Regional Parks Management Plan Bylaw No, 1, 1992, Amendment Bylaw No. 2, 2010".

READ THE FIRST TIME 12th day of May, 2010

READ A SECOND TIME THIS 12th day of May, 2010

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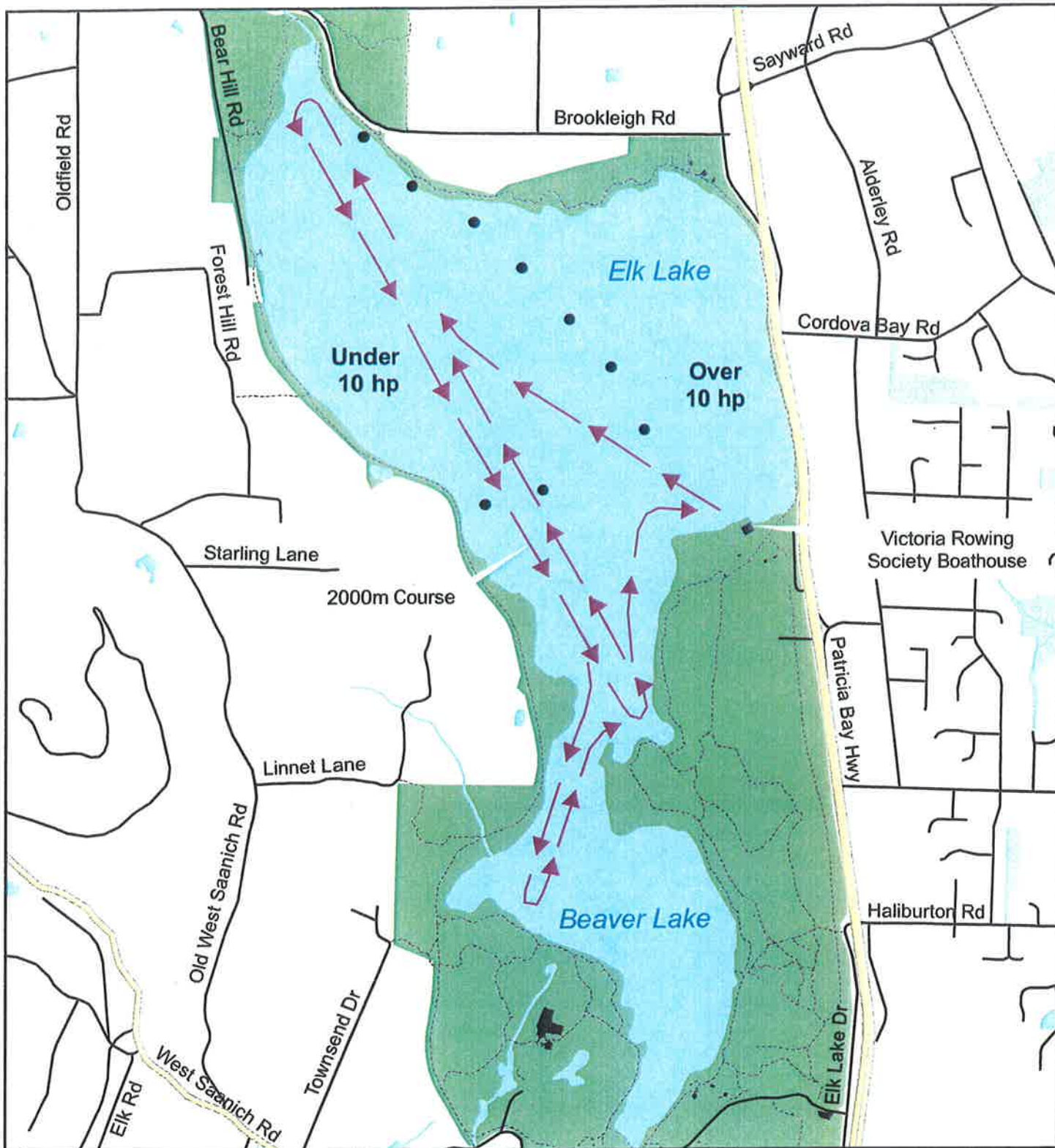
ADOPTED THIS 12th day of May, 2010

CHAIR



CORPORATE OFFICER





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UTM Zone 10N NAD 1983



DISCLAIMER

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- Bouy Marking Over & Under 10 hp Area
- ➔ Rowing Flow Pattern
- Regional Park Trail
- ==== Major Road
- Minor Road
- █ Elk/Beaver Lake Regional Park
- █ Other Park
- █ Building

Bylaw No. 3698
Map 12

Elk / Beaver Lake and Bear Hill
Regional Park Management
Plan Amendment



CAPITAL REGIONAL DISTRICT

BY-LAW NO. 2001

A BY-LAW TO ADOPT A MANAGEMENT PLAN FOR ELK/BEAVER LAKE AND BEAR HILL REGIONAL PARKS

WHEREAS the Board of the Capital Regional District deems it necessary to adopt a by-law for the Management Plan for Elk/Beaver Lake and Bear Hill Regional Parks;

NOW THEREFORE the Board of the Capital Regional District in open meeting assembled, enacts as follows:

1. The Elk/Beaver Lake and Bear Hill Regional Parks Management Plan, marked as Schedule "A" attached hereto and forming part of this by-law, is hereby designated as the Elk/Beaver Lake and Bear Hill Management Plan for Regional Parks.
2. This by-law may be cited as the "Elk/Beaver Lake and Bear Hill Regional Parks Management Plan By-law No. 1, 1992".

READ A FIRST TIME THIS 25th day of March 1992

READ A SECOND TIME THIS 25th day of March 1992

READ A THIRD TIME THIS 25th day of March 1992

RECONSIDERED AND FINALLY ADOPTED THIS 25th day of March 1992


Chairperson


Secretary

CAPITAL REGIONAL DISTRICT

BYLAW NO. 2001

(AS AMENDED BY BYLAW NO. 2303)

**ELK/BEAVER LAKE AND BEAR HILL REGIONAL PARKS MANAGEMENT PLAN
BYLAW NO. 1, 1992**

Consolidated for Public Convenience Only

**For Reference to Original Bylaws or for Further Details Please Consult
the
Administration Department**

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This bylaw is for reference purposes only and is not to be relied upon in making financial or other commitments. Copies of the original bylaw and amendments may be viewed at the CRD Administration Department.

EXECUTIVE SUMMARY

Elk/Beaver Lake and Bear Hill Regional Parks are important green spaces, natural areas and popular recreation sites in the Capital Regional District (CRD). Elk/Beaver Lake Regional Park is the most visited park in the CRD Park system. It is estimated to have over 750,000 visitors annually. The park is used for many outdoor recreational activities; walking, running, hiking, horseback riding, cycling, nature study, picnicking, sunbathing, relaxing, swimming, windsurfing, sailing, canoeing, rowing (recreational and competitive), fishing, waterskiing, dog training, and equestrian events. In this respect, Elk/Beaver Lake Regional Park is an intensively used park. For all these activities to coexist, cooperation and a collaborative consultation process is essential. The plan stresses this cooperative process and the need to balance of outdoor recreation activities in Elk/Beaver Lake Regional Park.

As the region grows, the number of users and demands to accommodate more use will continue to increase, particularly in Elk/Beaver Lake Regional Park. The plan clearly identifies how the parks will be managed, used and developed in the future. This management plan has been prepared based on;

- protection of the parks natural resources and values,
- provision of opportunities for residents of the CRD to enjoy, appreciate, and understand the parks' resources,
- input from the community,
- policies of CRD Parks.

In 1993, CRD Parks initiated the Elk/Beaver Lake Recreational Use Advisory Group (EBLRUAG). The purpose of this group was:

- to provide a forum for collaborative problem-solving for the general public and groups who feel that their interests are affected by the management of recreational use on Elk/Beaver Lake; and
- to provide advice in the form of recommendations to the CRD Board about management of recreational uses on Elk/Beaver Lake.

The EBLRUAG defined 20 recommendations regarding recreational use on the lake. These recommendations were used as a basis for amendments to the management plan bylaw 2001.

This management plan is divided into four sections: introduction, park characteristics, management plan and plan implementation framework.

The key points of the plan are:

- Maintain the majority of the park in a natural state,
- Prohibit expansion of existing special interest group facilities or development of new special interest group facilities,
- Acquire additional land for both parks,
- Improve the water quality of the lakes,
- Prohibit waterskiing on Elk/Beaver Lake during the period from one hour before sunrise to 11:00 a.m.
- Ban personal watercraft (i.e. jet skis or seadoos) from Elk/Beaver Lake.
- Regazette the under 10 h.p. area on Elk/Beaver Lake to reflect the area originally applied and then re-buoy to Coast Guard standards. The buoy line will be at least 30 metres from the north shore to the boat launch. The Canadian Coast Guard shall provide and install the buoys to designate the over and under 10h.p. area.
- Ban unmuffled and air exhaust boats from Elk/Beaver Lake.
- Include Elk/Beaver Lake under Schedule 6 of the Canada Shipping Act Boating Restriction Regulations to provide greater efficiency to the process of implementing temporary boating restrictions.
- Permit power-driven vessels in Beaver Lake and the inter-lake area only from November to April and that power-driven vessels be restricted on Elk/Beaver Lake when birds congregate in large numbers in small ice-free areas during cold weather (see Map 11).
- CRD Parks will encourage and assist waterskiers and other powerboat users on Elk/Beaver Lake to form a registered society and to prepare a **waterski/powerboat code of conduct** for the purpose of policing themselves, promoting safety and educating their members. This work will be done in consultation with Saanich Police, Coast Guard (Search and Rescue) and CRD Parks.
- CRD Parks will encourage Saanich Police to provide regular boat patrols.

- CRD Parks will coordinate a process to define **temporary boating restrictions** on Elk/Beaver Lake for regattas, boat races, fishing derbies and other community events.
- Prohibit organized training for rowing in the over 10 h.p. area during the time period from 11:00 a.m. to sunset between May 1 and September 30.
- Restrict the speed of coach boats in Beaver Lake and inter-lake channel and the Victoria Rowing Society ensure that operators of coach boats are aware of fishing floattubers."
- Establish a standing Recreational Use Advisory Group.
- Improve the quality of trails and provide a range of trail experiences.
- Concentrate intensive recreational use at Hamsterly, Beaver, Eagle and waterski beaches and upgrade facilities at these locations.

TABLE OF CONTENTS

	Page
By-law Enactment	
Statement Regarding Consolidation of Bylaws 2001 & 2303	
Executive Summary	(i)
Table of Contents	(iv)
1.0 INTRODUCTION	1
1.1 The Parks in the Context of the Regional Park System	1
1.1.1 Purpose and Goals of Regional Parks	1
1.1.2 Regional Landscape Representation	3
1.1.3 Regionally Significant Outdoor Recreation Opportunities	3
1.1.4 Park Classification	4
1.2 Purpose of the Management Plan	5
1.3 Planning Process	5
1.3.1 Public Response to Draft Management Plan	7
1.4 Jurisdiction	7
2.0 PARK CHARACTERISTICS	12
2.1 Existing Boundary	12
2.2 Historical Context	12
2.3 Natural Resources	12
2.3.1 Geology	14
2.3.2 Soils	14
2.3.3 Topography	14
2.3.4 Hydrology	15
2.3.5 Vegetation	16
(a) Terrestrial	16
(b) Aquatic	16
2.3.6 Wildlife	17
(a) Open Water	17
(b) Emergent Vegetation/Wetland	17
(c) Forest	18
(d) Grasslands	18
2.3.7 Fish	18
2.4 Archaeological Resources	18

3.0	MANAGEMENT PLAN	20
3.1	Management Plan Objectives	20
3.2	Park Concept	21
3.2.1	Park Zoning	21
3.3	Management Plan Policies	24
3.3.1	Boundary	24
3.3.2	Natural Resource Management and Protection	24
3.3.3	Water Quality	27
3.3.4	Facilities	28
3.3.5	Special Interest Group Facilities	28
3.3.6	Trails	30
3.3.7	Redevelopment of Beach Areas	30
3.3.8	Power Driven Vessels Use on the Lakes	32
(a)	Federal Department of Transport	32
(b)	CRD Parks	36
(c)	Saanich Police	38
3.3.9	Rowing	38
3.3.10	Float Plane Use	41
3.3.11	Pat Bay Highway Upgrading	41
3.3.12	Adjacent Landowners	41
3.3.13	Non-Profit Group Use and Special Events	43
3.3.14	Commercial Services	43
3.3.15	Bear Hill Regional Park	44
3.3.16	Recreational Use Advisory Group (Bylaw 2303)	44
(a)	Purpose	44
(b)	Objectives	45
(c)	Membership	45
(d)	Role	46
4.0	PLAN IMPLEMENTATION	47
4.1	Introduction	47
4.2	Phasing Plan	47
4.3	Management Plan Review	47

Bibliography

List of Maps

1.	Regional Setting	2
2.	Existing Watercraft Regulations on Elk and Beaver Lake	11
3.	Existing Park Boundary	13
4.	Park Land Use Zoning	23
5.	Proposed Land Acquisition Areas	25
6.	Facilities	29
7.	Trail Plan	31
8.	Hamsterly Beach Site Plan	33
9.	Beaver Beach Site Plan	34
10.	Area to be Regazetted on Elk and Beaver Lakes	35
11.	Vessel Use in Beaver Lake and Inter-Lake Between November to April . . .	37
12.	Rowing Flow Pattern	40
13.	Pat Bay Highway	42

List of Tables

1.	Distribution of Visitors to Elk/Beaver Lake Regional Park by Municipality in Capital Regional District	4
2.	Park Zoning	22
3.	Park Land Allocated to Each Zone	24
4.	Phasing Plan	48

List of Figures

1.	Elk/Beaver and Bear Hill Management Plan Process	6
2.	Process to Define Temporary Boating Restrictions	39

Appendix

A. Glossary of Terms

1.0 INTRODUCTION

The Capital Regional District (CRD) Parks Department initiated the preparation of a management plan for Elk/Beaver Lake and Bear Hill Regional Parks in the spring of 1989. These two parks comprise 434 hectares (1072 acres) of land situated in the semi-urban setting of the Municipality of Saanich (see Map 1).

Elk/Beaver Lake, established as a regional park in 1966, is 411 hectares (1016 acres) in size, the third largest park in the CRD Parks system. Bear Hill, established in 1970, is 23 hectares (59 acres) and ranks 13th in size. Although the two parks are physically separate, they are connected by a trail .4 kilometres in length. Hence, this management plan addresses the future of both parks.

Elk/Beaver Lake Regional Park, classified as a Recreation Park, is an important open space and natural area, is the most popular fresh water lake in the CRD, and the heaviest used and most developed park in the CRD Park system. Bear Hill, also classified as a Recreation Park, complements Elk/Beaver Lake by providing a hilltop landscape and a less intensive recreation experience.

The preparation of a long-term plan to guide the park's future is essential and complex because of increased use, an expanding regional population, and changes to adjacent land uses (e.g. upgrading of Pat Bay highway and residential development at Royal Oak). This management plan must recognize the capability and suitability of the parks for a range of activities and facilities, while protecting and enhancing the natural qualities.

1.1 THE PARK IN THE CONTEXT OF THE REGIONAL PARK SYSTEM

In 1987, an *Official Regional Parks Plan* was adopted by the Capital Regional District Board and approved by the Provincial Minister of Environment and Parks. The plan establishes a framework for the development, management and operation of CRD Parks. This framework includes statements on the purpose and goals of regional parks.

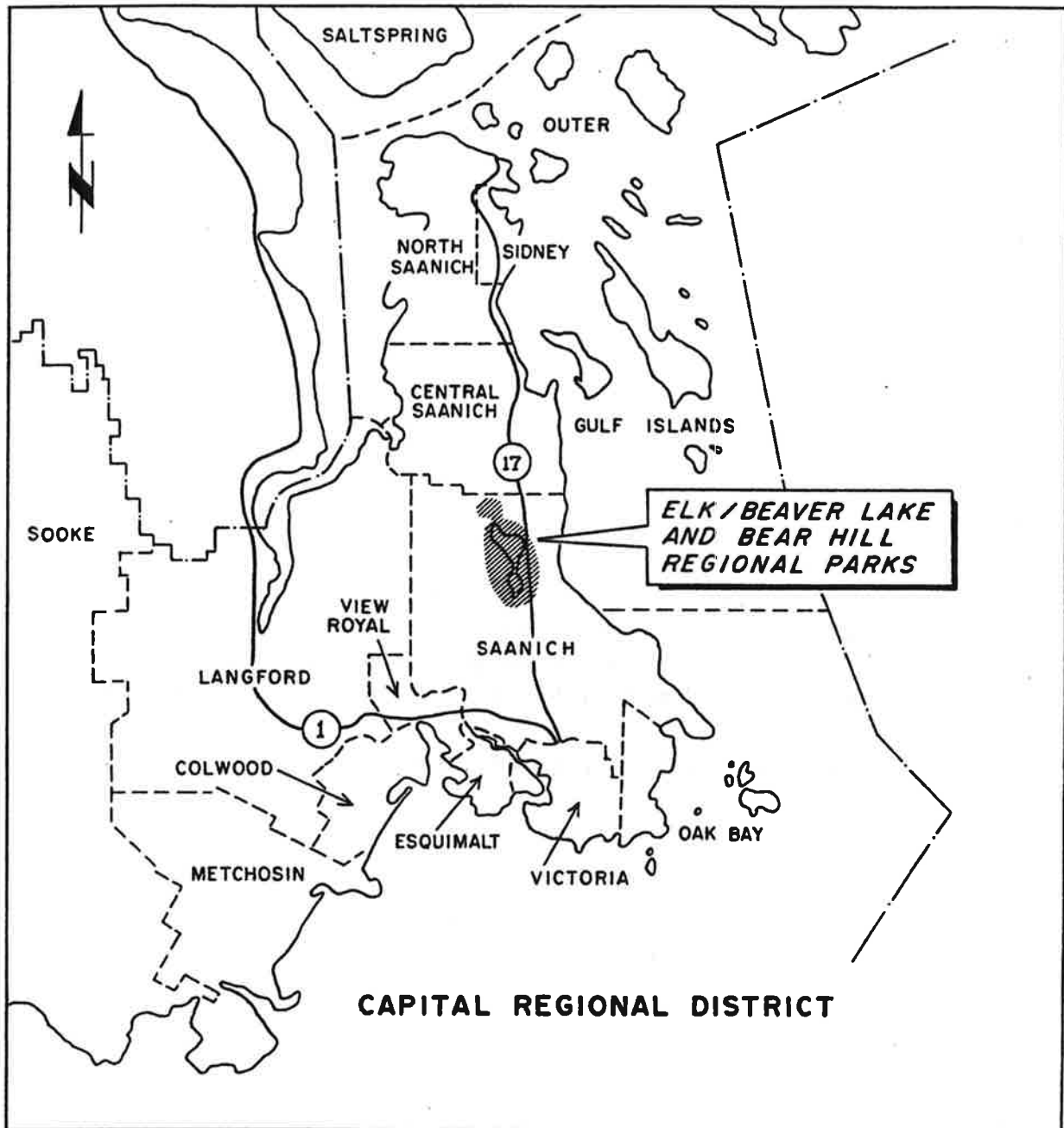
1.1.1 Purpose and Goals of Regional Parks

The purpose of Regional Parks is twofold:

- to provide a diversity of protected natural landscapes for the residents of the CRD to enjoy and appreciate, and
- to offer opportunities for residents of the CRD to incorporate outdoor activities in the natural environment into their lifestyle.

ELK / BEAVER LAKE AND BEAR HILL
REGIONAL PARKS MANAGEMENT PLAN

Map 1
REGIONAL SETTING



The goals of Regional Parks are:

- (i) to protect a system of diverse natural areas that will support appropriate recreational pursuits and which illustrate the natural characteristics of the region,
- (ii) to provide regionally significant opportunities for a variety of appropriate outdoor recreational activities for people of all ages and abilities,
- (iii) to provide regionally significant opportunities for park visitors to learn about the natural environment, and
- (iv) to provide park areas in proximity to all residents of the CRD.

1.1.2 Regional Landscape Representation

The CRD Parks system is devised to represent the Capital Regional District's geography and vegetation, emphasizing the dominance of the ocean coastline while illustrating the diversity of hilltop and freshwater ecology.

Elk/Beaver Lake Regional Park represents freshwater systems and Bear Hill Regional Park, hilltops. Within the CRD Parks system, Elk/Beaver Lake provides the best representation of freshwater systems.

1.1.3 Regionally Significant Outdoor Recreation Opportunities

Elk/Beaver Lake Regional Park is a regional recreation destination park and provides regionally significant opportunities for a variety of land and water based activities within a semi-natural park environment. A visitor use survey, conducted in Elk/Beaver Lake Regional Park in the summer of 1988 showed that 80% of park visitors were CRD residents and 20% were non-residents. The distribution of visitors by municipality within the CRD is shown in table 1. Based on this information it is evident that use of Elk/Beaver Lake Regional Park is regional and the percentage distribution of users by municipality corresponds to the percentage population distribution by municipality in the CRD.

The freshwater beach areas of Elk/Beaver Lake are the most heavily used in the CRD and the lake surface offers opportunities for a diversity of water-based recreation activities. The recreational sport fishery on lakes is the most important on Vancouver Island. It is estimated that there are 11,000 days of fishing on the lakes annually. Both lakes possess both Rainbow and Cutthroat Trout, along with Smallmouth Bass and Pumpkin Sunfish, thus providing a tremendous angling diversity uncommon to small lakes of the region. Windsurfing and canoeing are also popular

activities on the lakes, while Elk Lake is the focus for water skiing in the region. Elk Lake is also the centre for competitive rowing at a local, provincial and national level.

Land based activities include nature observation, hiking, jogging, horseback riding, picnicking, dog training and numerous community wide special events (e.g. Strawberry Festival), The park is also home to the Vancouver Island Retriever Club and the Elk/Beaver Lake Equestrian Society.

TABLE 1

**Distribution of Visitors to Elk/Beaver Lake Regional Park
By Municipality in Capital Regional District**

Percentage Distribution of Visitors By Municipality		Population Distribution by Municipality in CRD (1986 Census)
39	Saanich	32%
21	Victoria	24%
8	Central Saanich	4%
8	Colwood	4%
6	Oak Bay	6%
5	Esquimalt	6%
4	Sidney	3%
3	North Saanich	3%
2	Langford	6%
2	View Royal	2%
1	Metchosin	1%
1	Sooke	3%

source: CRD Parks 1991 Visitor Use Survey

1.1.4 Park Classification

Within the *Official Regional Parks Plan*, parks are divided into four classes: nature appreciation, recreation, wilderness-type recreation and park corridors. Elk/Beaver Lake and Bear Hill are classified as recreation parks. Recreation parks are distinct from other park classes in a number of ways:

- emphasis is on outdoor recreation;
- protection of natural environment is important in providing high quality recreation experiences;
- range of acceptable recreation activities will be the widest in the regional park system; and
- high use levels, according to capability of park, will be encouraged.

The purpose of a recreation park is:

**TO PROVIDE OPPORTUNITIES FOR A VARIETY OF
APPROPRIATE RECREATIONAL ACTIVITIES THAT
DEPEND UPON THE NATURAL LANDSCAPE.**

The goals of a recreation park are:

- (a) To provide opportunities for a variety of environmentally compatible passive day use activities;
- (b) To plan the development of park facilities and to manage park activities in order to utilize the natural recreational potential of the park while avoiding deterioration of the park's natural qualities; and
- (c) To promote and encourage use of the park for the residents of and visitors to the CRD.

1.2 PURPOSE OF THE MANAGEMENT PLAN

The management plan is a statement of how the parks will be managed, developed and used in the future. It states in a broad but comprehensive manner park management goals and objectives, and actions for achieving them. The plan also provides a rationale and priorities for management programs and capital improvements; a record of public and interest group involvement; and a basis for monitoring the management and development of the park.

1.3 PLANNING PROCESS

The planning process is outlined in Figure 1. Community involvement in this process was achieved through open houses, public meetings, a survey of park visitors, questionnaires and submissions by interest groups and individuals. The Municipality of Saanich, as well as the Provincial and Federal government ministries, were asked to comment on the proposals. This input has been considered in conjunction with CRD Parks system policy and the need to protect the park's natural resources and values.

FIGURE 1

**Elk/Beaver Lake and Bear Hill Regional Park Management Planning
Process**

- Stage 1 April - December 1989
 - April 1989
 - Collection and Analysis of Background Information and Identification of Issues
 - Public Meeting and Distribution of Newsletter and Questionnaire
 - Stage 2 February - March 1990
 - Plan Alternatives
 - Public Meeting and Distribution of Newsletter and Questionnaire
 - Stage 3 July 1990
 - Report on Response to Plan Alternatives
 - Stage 4 May 1991
 - Public Meeting and distribution of Newsletter and Questionnaire
 - Stage 5 November 1991
 - Report on Public Response to Draft Plan
 - Stage 6 November 1991
 - Submission of Plan to Regional Parks Committee for review
 - Stage 7 March 1992
 - Public Hearing
 - Stage 8 March 1992
 - Submission of Plan to Regional Parks Committee for approval and Regional Board for Adoption.
-

1.3.1 Public Response to Draft Management Plan

The draft management plan outlined proposed policies for the future use, management and development of the parks. Several ways were available for the public to comment on the plan; open house, public meeting, questionnaire, letters and meetings with CRDPD staff and members of the Regional Parks Committee. Input received from this stage will be considered in preparing the management plan.

The public expressed strong support for the proposed policies presented in the draft management plan and the public participation process. A total of 179 questionnaires were returned to the CRDPD, 64 people attended the public open house, 86 people attended the public meeting and 5 letters were forwarded to the CRDPD.

Over 71% of respondents to the questionnaire agreed with the proposed policies presented in the draft plan, except for power driven vessels. With respect to power driven vessels there was no clear direction expressed by the public. In the questionnaire 47% agreed that waterskiing should be permitted while 49% disagreed. Four percent of respondents did not have an opinion. A similar response was obtained from the public meeting.

The other issue that created some disagreement was with float plane use on the lakes. In this respect, 75% of questionnaire respondents agreed that float plane use should be prohibited on the lakes while 19% disagreed and 6% had no opinion. However, at the public meeting there was considerable support expressed for allowing float plane use to continue on the lakes.

Other comments expressed at the public hearing were:

- park regulations need to be enforced;
- CRD's jurisdiction over the uses on the lakes is questioned, and
- disappointment with decision to not permit expansion of rowing facilities, but decision is accepted.

1.4 JURISDICTION

The jurisdiction over various areas and activities in Elk/Beaver Lake Regional Park is shared by federal, provincial and local governments.

- The Capital Regional District operates regional parks under the Park (Regional) Act as authorized by section 789 (g) of the Municipal Act.

- In the context of the Municipal Act, land "includes the surface of water".
- In the context of the Park (Regional) Act, regional park "means any area of land set aside and dedicated under this Act".
- The CRD has jurisdiction at Elk/Beaver Lake Regional Park to manage, maintain, improve, and operate the park under the Park (Regional) Act section 4 (a) and (b) and Official Regional Parks Plan (ORPP). Section 4 (a) and (b) of the Park (Regional) Act state:

"A regional park district may,

- (a) within an area designated as a regional park on a regional park plan which has been approved by the minister, acquire land in or out of a regional park district for use as a regional park or regional trail and, unless otherwise declared, all land acquired by a regional park district shall be deemed to be dedicated for public use and enjoyment as a regional park or regional trail; and
 - (b) by bylaw, make rules and regulations governing the management, maintenance, improvement, operation, control and use of any property in a regional park or regional trail".
- The ORPP was approved by the Minister of Environment and Parks July 8, 1987. In the ORPP, Elk and Beaver lakes are included in the area designated as Elk/Beaver Lake Regional Park.
 - The CRD manages and regulates regional parks through the Regional Parks Regulation Bylaw No. 2129 and management plans for individual parks.
 - Although the CRD has jurisdiction under the Park (Regional) Act the federal, provincial and municipal government has jurisdiction for the following:
 - The *Canada Constitution Act* entrusts responsibility for navigation and shipping to the Federal Government. The British Columbia government has been delegated authority to assist the administration of regulations governing navigation and shipping. Under the present Constitutional framework control over Elk/Beaver Lake cannot be given to the Capital Regional District.

Jurisdiction on Elk/Beaver Lake centres around two points; first, designation of boating restriction regulations and secondly, enforcement of boating restrictions.

Designation of boating restriction regulations rests with the Federal Department of Transport. Regulations are enacted under the Canada Shipping Act and approved by the Minister of Transport. In the Province of British Columbia, the Ministry of Environment, Lands and Parks assists in the designation of boating restriction regulations by coordinating the processing of applications and makes recommendations to the Federal Government. Application to change the boating restriction regulations can be made by any level of government or society registered under the Provincial Societies Act.

Enforcement of approved boating regulations rests with the R.C.M.P. or local police force. In the case of Elk/Beaver Lake, Saanich Police are responsible for enforcement of boating restriction regulations. The current boating regulations on Elk/Beaver Lake were enacted in 1982.

There is no government body assigned the responsibility for the coordination and management of recreational use on Elk/Beaver Lake, one which would recommend restrictions to the federal government . This creates confusion because CRD Parks owns and manages the land around the lake, provides facilities for access to the lake and the park area is called Elk/Beaver Lake Regional Park. This creates a mistaken perception that the lake is under the control of CRD Parks. Although CRD Parks has no jurisdiction to designate or enforce boating restriction regulations, CRD Parks receives the majority of complaints regarding lake recreational use conflicts and requests to address these conflicts.

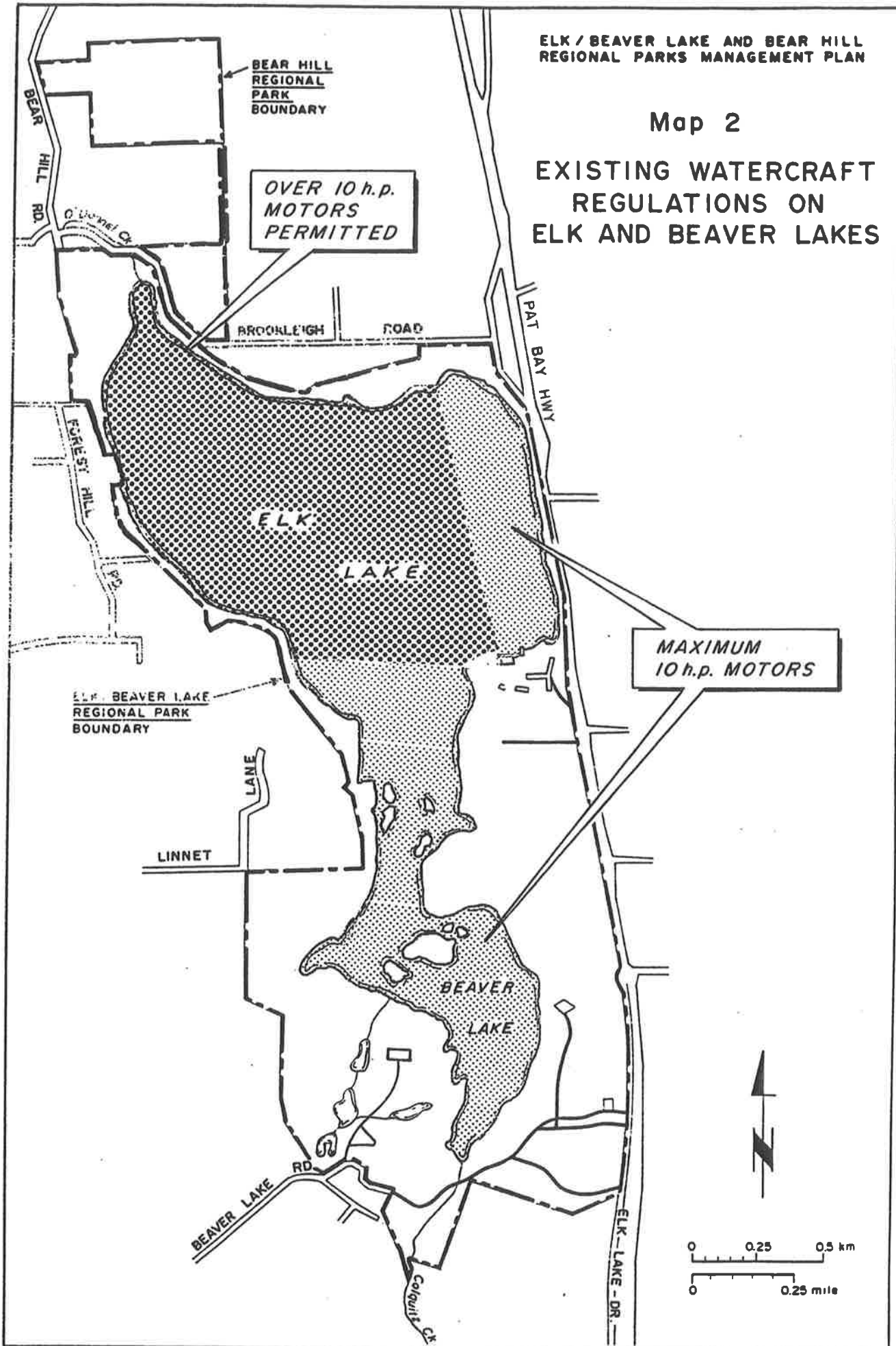
CRD Parks does have an interest in the recreational use issues on the lake. These issues are essentially regional in nature. To help address and resolve these issues CRD Parks has attempted to provide coordination and facilitation through the Elk/Beaver Lake Recreational Use Advisory Group and the park management plan.

- The federal government has power to regulate navigation and shipping for power driven vessels. In the Boating Restriction Regulations made pursuant to the Canada Shipping Act, the federal government has prohibited the operation of power vessels over 10 h.p. on a portion of Elk Lake and Beaver lakes (see attached Map 2). This covers 60% of the lakes. However, the federal government has not exercised there jurisdiction for the remaining 40 % of the lakes (see attached map). The federal government is also responsible for the protection and management of migratory waterfowl.

- The provincial government owns the bed of Elk Lake and a portion of Beaver Lake and is responsible for matters respecting water quality and natural resource management (e.g. fisheries).
- The District of Saanich zoning, noise and nuisance bylaws apply to the park. The park is zoned P-4 (Recreation and Open Space). Parks and recreation facilities are permitted uses in this zone.

Map 2

EXISTING WATERCRAFT
REGULATIONS ON
ELK AND BEAVER LAKES



2.0 PARK CHARACTERISTICS

2.1 EXISTING BOUNDARY

The existing boundary of Elk/Beaver Lake and Bear Hill Regional Park is shown on map 3. Elk/Beaver Lake Regional Park is 411 hectares (1015 acres) with the lakes comprising 242 hectares (597 acres). Park property surrounds the lakes except for five private parcels. Bear Hill Regional Park is 23 hectares (57 acres) and is connected to Elk/Beaver Lake Regional Park by a 10 metre (32.8 foot) path right-of-way.

2.2 HISTORICAL CONTEXT

At the time of European contact, the Saanich Peninsula was occupied by Straits-speaking Coast Salish Indians. According to Suttles (1951), a line through the center of Elk and Prospect Lakes separated two dialect groups, the Saanich to the north and the Songhees to the south. There are no recorded archaeological sites in the parks, although the area was used precontact for hunting, fishing, and collecting of plant foods. In 1879, Elk Lake became the water source for the City of Victoria and for a number of municipalities up to 1977. In 1894, a portion of the Victoria and Sidney Railway was constructed on the west shore of the Elk Lake and used until 1919. The railway ceased operation in 1919. Today the right-of-way is used as trail.

The area was created as a park by the City of Victoria in 1923 and was administered by the Victoria - Saanich Beaches and Parks Committee until 1967, when it was purchased by the CRD. Bear Hill was acquired from the Municipality of Saanich in 1970.

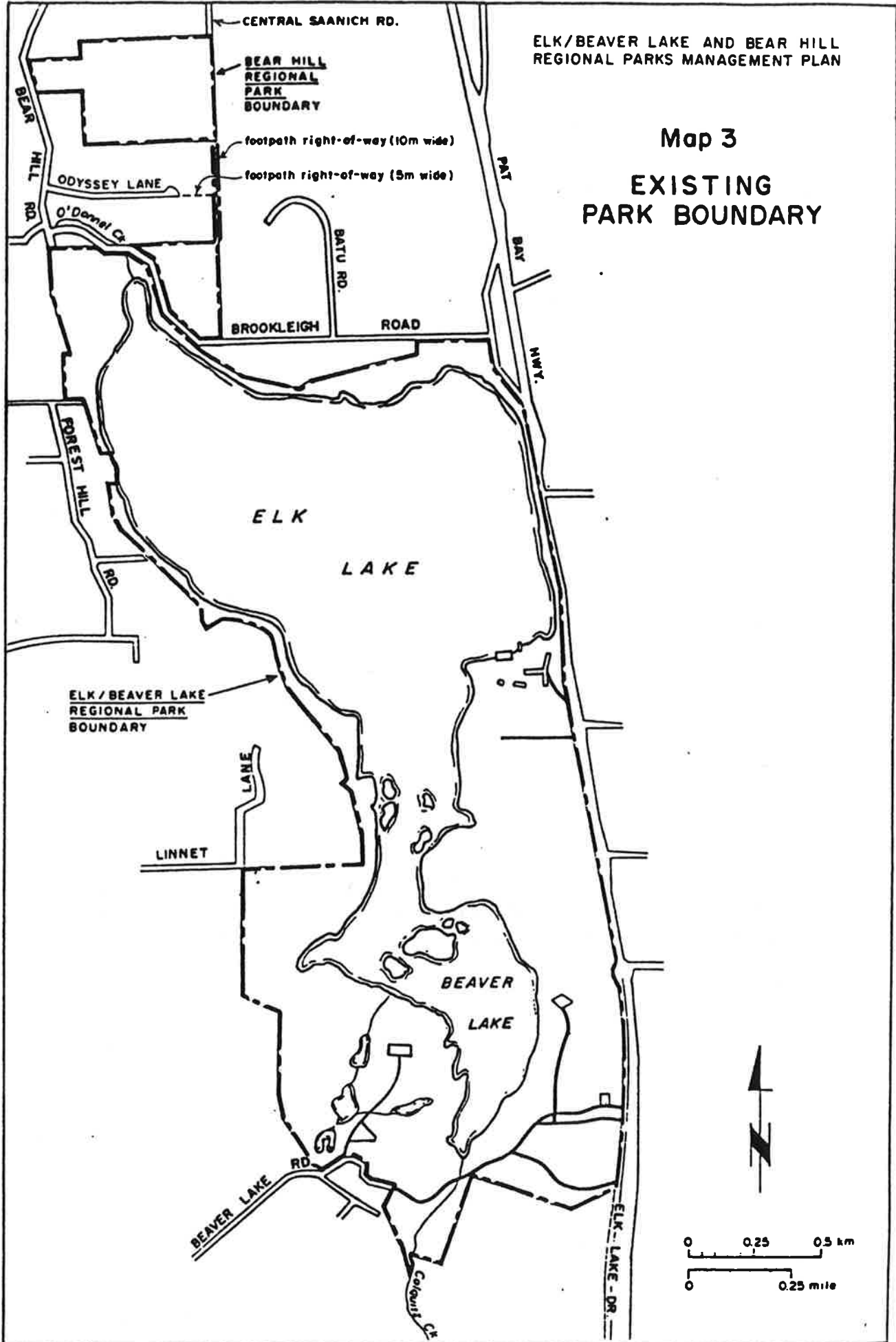
For nearly 100 years Elk/Beaver Lake has been a popular recreation area for residents of the CRD. In 1925, the Toby Jug was built at Hamsterly Beach, billed as "The Freshwater Playground of Victoria". This resort included a summer tearoom and dance pavilion, and featured bathing boxes, towels, suits, and local candy. Another attraction was the "Wooded Wonderland" located in the park from the early 1960's until 1974, which featured nursery rhyme and story book scenes along winding paths.

2.3 NATURAL RESOURCES

This section provides a brief overview of the natural resources of the park. More detailed information can be found in other reports (see bibliography).

Map 3

EXISTING
PARK BOUNDARY



2.3.1 Geology

The study area is underlain by three bedrock formations: Colquitz gneiss, Unnamed volcanics and Saanich granodiorite. The Colquitz gneiss which can be seen on the west side of Beaver Lake form some of the oldest rocks on Vancouver Island; Unnamed volcanics lie between the gneiss formation and the rocks of Bear Hill; the Saanich granodiorite is found on Bear Hill and forms the youngest rocks in the two parks.

2.3.2 Soils

In Bear Hill Regional Park the most common soil type is the Sprucebark-Rock Outcrop. These soils are rapidly drained, the most common texture being a gravelly loamy sand. Soils of the Somenos series are found along the north and west side of Elk and Beaver Lakes, and are developed from morainal material. They are gravelly sandy loam in texture and are generally well drained. The Tagner-Saanichton soil type is found west of the Pat Bay Highway. This soil is the more abundant soil, developed from marine materials and poorly drained because of its clay texture. Saanichton soils are also marine based and are well drained and of a silty-clay texture.

2.3.3 Topography

The present landforms of the park areas have been formed largely as a result of glacial activity during the late Pleistocene period. Except for the exposed, ice-scarred surface of Bear Hill, the area is covered by unconsolidated deposits from glacial, interglacial, and post -glacial periods.

Bear Hill is one of a number of monadonocks found on the Saanich Peninsula. It is 67 metres (220 feet) in elevation. Unlike much of the larger granitic body it is part of, this landform survived levelling because its rock was less fractured, sheared and altered; its roughly-conical profile reflects the smoothing and rounding action of the glacial ice. Bear Hill is covered only by a shallow, discontinuous layer of moraine because land above 85 metres in elevation was not covered by sea water following the last glacial advance.

Elk Lake is a water-filled drift basin eroded in the glacial mantle during the most recent glacial period. The freshwater body was formed about 11,500 years ago and occupies an ice-scoured depression in the bedrock.

2.3.4 Hydrology

Elk/Beaver Lake is the largest lake on the Saanich Peninsula and forms part of the Colquitz Creek drainage network. It is also an "eutrophic lake": it has a surface area that is large relative to its depth, and an abundance of nutrients, especially nitrogen and phosphorus, that stimulate a heavy growth of algae and other aquatic plants. The surface area of the lake is 189 hectares (467 acres); the maximum depth is 19.4 metres (63.6 feet). The Elk/Beaver Lake watershed is drained by three subdrainage areas: O'Donnel Creek, creeks on the north-east and south-west side of the park (this large wetland is combination of swamp, open ponds and a tiny creek). The principle hydrological features of the Elk/Beaver Lake watershed have been altered significantly in the last 120 years. Much of this change resulted from the construction of the Victoria waterworks system in the late 1800's. The history of changes includes:

- rerouting Colquitz Creek from its original course through the middle of the present south parking lot to a dynamited channel;
- damming of two substantial streams which drained into Beaver;
- expanding Elk/Beaver area by 21% from 184 to 223 hectares;
- increasing of the shoreline perimeter length by 19% from 7920 to 9390 metres; and
- disappearance of many small streams which once flowed into Elk/Beaver Lake.

The lake suffers from poor water quality and displays signs of a highly fertilized lake:

- abundant weed growth in shallows,
- summer blue-green algae blooms,
- low water clarity,
- green-brown water clarity in summer, and
- oxygen depletion of the lower waters in the summer.

From 1988 to 1990, CRD Parks and the Provincial Ministry of Environment undertook a study of water quality on Elk/Beaver Lake. The results and recommendations are highlighted in section 3.3.3.

2.3.5 Vegetation

(a) Terrestrial

Elk/Beaver Lake is located in the coastal Douglas-fir biogeoclimatic zone (drier Maritime subzone - Nanaimo and Georgia variant hierarchy). The tree layer is dominated by second growth Douglas fir, western red cedar, grand fir, arbutus, and Garry oak. Six terrestrial plant communities are found in the park. They follow a moisture gradient from very moist to very dry. The six plant communities are: BlackCottonwood-Pacific Crabapple, Grand Fir-Red Alder, Douglas Fir-Oregon Grape Onion Grass, Douglas Fir-Oregon Grape, Arbutus-Douglas Fir and Garry Oak-White Fawn Lily. There are several disturbed areas along the Pat Bay Highway and southern portions of Beaver Lake, consisting mainly of grassy scrub.

(b) Aquatic

Four distinct aquatic plants communities exist;

<u>Plant Community</u>	<u>Aquatic Weed (Common Name)</u>
● Emergent/Sedge Meadow	● creeping spike rush, slough sedge, common rush, water persicaria
● Emergent/Reed Swamp	● viscid bulrush, cattail
● Rooted floating	● yellow water lily, water shield
● Rooted submerged	● water weed, hornwort, large-leafed pondweed

The occurrence of nuisance plants in Elk/Beaver Lake have been recognized since 1962. The plants are most prevalent in Beaver Lake where growth peaks by mid-summer. The high aquatic plant growth is directly attributable to a high phosphorus content in the lake water, the result of internal lake loadings from the lake bottom. Other sources include inflow from septic tanks and agriculture uses into O'Donnell Creek and runoff from the Pat Bay Highway. Because the dense plant growth limits recreational use and is a hazard for swimmers, the CRD initiated an aquatic weed harvesting program in 1978. Harvesting involves cutting aquatic plants below the water surface (maximum depth 1.7 metres) and collection of cut and floating vegetation on a conveyor belt. The majority of harvesting takes place in Beaver Lake and the channel between the two lakes.

The lakes also sustain an algae population characteristic of eutrophic lakes. Successive blooms of blue-green, green algae, and diatoms occur throughout the spring, summer and autumn. Blooms of these algae create high turbidity, a taste and odour problem in the water and fish meat, and swimmer's itch.

2.3.6 Wildlife

Elk/Beaver Lake and Bear Hill Regional Parks support the last remnants of diverse natural habitats once found in the region. The parks contain four biologically distinct habitats:

- open water,
- emergent vegetation/wetland,
- forest, and
- grassland.

Wildlife found in the parks will be described by each habitat.

(a) Open Water

The open water habitat is attractive to many species of birds. The most common are American coot, double-crested cormorant, common goldeneye, bufflehead, Canada geese and glaucous-winged gull. Belted kingfisher, bald eagles and osprey also use this area for hunting fish.

(b) Emergent Vegetation/Wetland

This habitat is the most important in the parks, forming the transition from water to land and providing excellent habitat for land and water species. It includes the shoreland, islands, ponds, narrows, marshes, Colquitz Creek and the mouth of O'Donnel Creek. These areas have been identified as very productive wetland with a very high suitability for a very high number and/or variety of bird and mammal species. This wetland complex is also rated as important habitat for nesting birds as it provides cover, food and refuge from predators. Some of the bird species found in this habitat are: western grebe (identified as a threatened species), great blue heron, long-billed marsh wrens, red-winged blackbirds, blue-winged teal, mallards, widgeon and common loon. Mammals such as mink, raccoon, weasel and otter can also be found in the wetland habitat, as well as amphibians and reptiles: red-legged frog, western toad and western painted turtle (identified as a threatened species).

(c) Forest

This habitat covers Bear Hill, the west side of Elk/Beaver Lake and portions of the south and east side of Elk/Beaver Lake. The forest habitat is made up of homogenous stands of Douglas fir, western red cedar and mixed associations of Douglas fir, western red cedar, arbutus, broad-leafed maple, red alder, and Garry Oak. This diverse group of habitats supports a wide variety of vertebrate species, including Columbian black-tailed deer, rabbits and raccoon and common reptiles such as the northern alligator lizard and north western garter snake. The forest habitat is also important for many birds: pileated woodpecker, crow, yellow warbler, Bewicks wren, chestnut-sided chickadee, Oregon juncos, golden-crowned kinglets, American robin, song sparrow, bald eagle, screech owl and osprey.

(d) Grasslands

This habitat is found on the east side of Elk/Beaver Lake adjacent to the Pat Bay Highway, created when the land was cleared for golf course fairways. The importance of the grassland habitat to wildlife varies considerably, depending on its condition. When the grass is uncut, it provides good shelter for small mammals, reptiles, amphibians and nesting birds; when it is cut, it affords little cover to animals. Birds found in this habitat are California quail, Brewer's blackbirds, savannah sparrows, mallards and Canada geese. Mammals include Columbian black-tailed deer and rabbits.

2.3.7 Fish

Elk and Beaver Lakes are the most important lakes on Vancouver Island for freshwater fishing. Six species are found in the lakes: pumpkinseed, brown bullhead, smallmouth bass, prickley sculpin, rainbow trout and cutthroat trout (the Ministry of Environment stocks the lakes annually with rainbow trout). In 1989, a habitat enhancement project was undertaken to improve the spawning areas in Colquitz Creek and a fish ladder was built where Colquitz Creek leaves Beaver Lake.

2.4 ARCHAEOLOGICAL RESOURCES

There are no recorded archaeological sites in Elk/Beaver Lake Regional Park, although it is known the area was used precontact for hunting, fishing, and collecting of plant foods. Interpretive walks focusing on Native use of various resources should be undertaken. There may have been archaeological sites on the shores of the lakes, but historic activities, such as the waterworks project joining Elk and Beaver Lakes, has

probably inundated them. An archaeological survey of the creeks should be undertaken, since living sites are often located along these routes as people used them to get from the ocean to inland areas.

There are numerous historical (relating to activities occurring since Euro-Canadian settlement) resources in the Elk/Beaver Regional Park which could form the basis for an interpretive program.

There are no recorded archeological sites in Bear Hill Regional Park and it is unlikely that there was much use of the park land precontact. However, before initiating any projects that will cause sub-surface alteration, an archaeologist should be consulted.

3.0 MANAGEMENT PLAN

3.1 MANAGEMENT PLAN OBJECTIVES

The management plan objectives provide direction for the plan and outline specific conditions to be achieved regarding (a) protection of natural resources and (b) public enjoyment, understanding, and appreciation of the park's resources.

The objectives of the plan are:

- (a) To minimize the impact of special interest group uses and facilities on the natural resources, character and other visitors' experiences and enjoyment of the park;*
- (b) To provide necessary facilities to accommodate many recreational activities and high visitor use levels;*
- (c) To concentrate high visitor use;*
- (d) To encourage responsible use of the park and its facilities;*
- (e) To preserve and enhance wildlife habitat and plant communities;*
- (f) To improve opportunities for public education and interpretation of the natural and cultural resources;*
- (g) To provide opportunities, facilities and services for the disabled and elderly;*
- (h) To provide a variety of trail facilities that ensure enjoyable and safe visitor movement throughout the park with minimum of conflict;*
- (i) To acquire additional land for Elk/Beaver Lake and Bear Hill Regional Parks;*
- (j) To improve water quality of Elk and Beaver Lakes;*
- (k) To manage Elk Lake for multiple recreational use that is within safe limits; and*
- (l) To minimize impact of upgrading the Pat Bay Highway on the park's values and resources and users of the park; and*
- (m) To provide opportunities for on-going public input with respect to planning, management and development of the park.*

3.2 PARK CONCEPT

The intent of this section is to summarize within one overall concept the different elements of the plan. The concept is primarily expressed through park land use zoning (see Map 4) and the following statements:

- *Maintain the majority of the park in a natural state;*
- *Prohibit expansion of existing special interest group facilities or development of new special interest group facilities;*
- *Improve the quality of trails and provide a range of trail experiences;*
- *Prohibit waterskiing on Elk/Beaver Lake during the period from one hour before sunrise to 11:00 a.m.;*
- *Ban personal watercraft (i.e. jet skis or seadoos) from Elk/Beaver Lake;*
- *Ban unmuffled and air exhaust boats from Elk/Beaver Lake;*
- *Include Elk/Beaver Lake under Schedule 6 of the Canada Shipping Act Boating Restriction Regulations to provide greater efficiency to the process of implementing temporary boating restrictions; and*
- *Concentrate intensive recreational use at Hamsterly, Beaver, Eagle and waterski beaches.*

3.2.1 Park Zoning

Land use zoning in parks is essential for effective management and orderly development of a park. Zoning classifies park areas, both land and water, according to the desired level of resource protection, use and facility development.

The zones define how an area will be managed and what outdoor recreational use and facilities are considered appropriate.

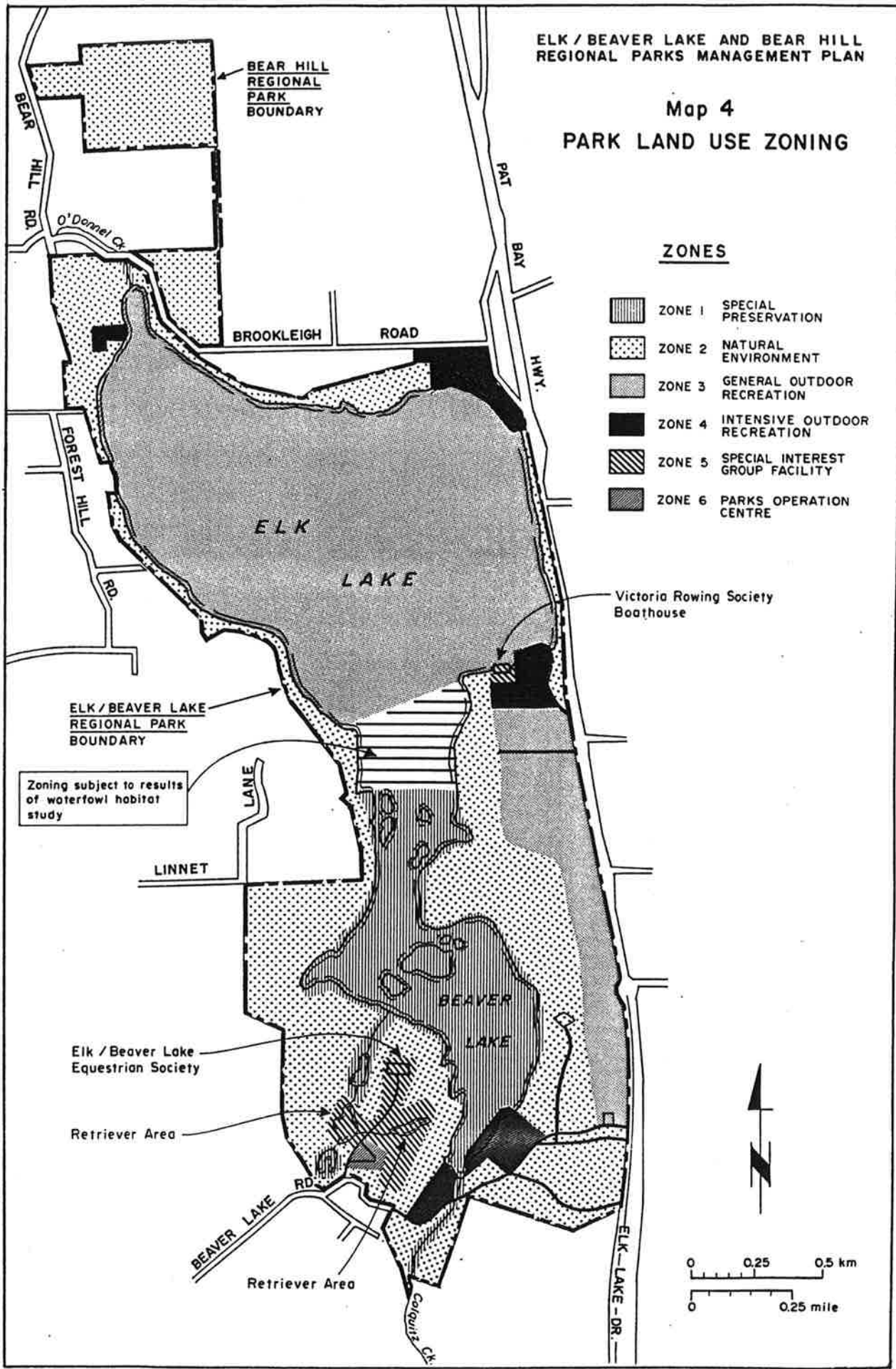
(Note: Park zoning is not the same as zoning enacted by a local jurisdiction under the Municipal Act.)

Six zones are identified. The zones are defined by (a) natural resource management objectives and (b) permissible uses and facilities and are outlined in Table 2. The zoning scheme is shown on Map 4.






PARK ZONING - TABLE 2

	PURPOSE	NATURAL RESOURCE MANAGEMENT OBJECTIVES	RECREATIONAL USE	FACILITIES
<p>ZONE 1</p> <p>Special Preservation</p>	<p>To protect areas that contain or support outstanding landscapes and features, important habitat or unique, rare or endangered species.</p> <p>This zone provides the highest degree of protection. In water areas zoned Special Preservation, the boundary will extend a minimum of 10 metres above the high water mark.</p>	<p>The primary objective is the preservation of park resources. This zone will be managed to ensure that natural resources and processes remain largely unaltered by human activity. With respect to plants and animals, the objective is to maintain the natural processes.</p> <p>The only activity in this zone not compatible with natural resource management objectives will be aquatic weed harvesting.</p>	<p>Use will be limited to non-motorized vessels and those driven by electric motors. Power driven vessels used solely for emergencies, safety, rowing and weed harvesting will be permitted.</p> <p>No off-trail use will be permitted.</p> <p>Future use of areas zoned Special Preservation for rowing will be subject to the results of the Waterfowl Habitat Study.</p>	<p>Development will be limited to trails, necessary signs, and minimal interpretive facilities for education, nature appreciation, research and management.</p>
<p>ZONE 2</p> <p>Natural Environment</p>	<p>To preserve a natural environment while providing opportunities for compatible outdoor recreational activities.</p> <p>Where land is zoned Natural Environment and borders a water body the zone will extend a minimum of 10 metres below the high water mark.</p>	<p>To avoid unnecessary alteration of the natural landscape or interference with natural processes. With respect to plants and animals, the objective is to maintain the natural processes.</p>	<p>Opportunities will exist for a variety of dispersed outdoor recreation activities which bring the visitor in closer contact with nature.</p> <p>Interest group use may occur in this zone and will be managed through a Park Use Permit. The impact of use on natural resources and other visitors will be assessed prior to issuing a permit.</p> <p>Off-trail use, except equestrian and bicycle, may be permitted by park use permit.</p>	<p>Development will be limited to trails, necessary signs and interpretive facilities. Existing parking areas and the boat launch at the north end of Elk Lake will remain. No new parking areas will be permitted.</p> <p>Designated viewpoints for park users may be established.</p>
<p>ZONE 3</p> <p>General Outdoor Recreation</p>	<p>To designate areas where a variety of appropriate outdoor recreation activities can occur.</p>	<p>To minimize the negative impacts of outdoor recreation activities and facilities on the natural environment.</p>	<p>A variety of appropriate outdoor recreational uses will be permitted in this zone.</p> <p>Interest group use, administered by Park Use Permit, may occur in this zone. The impact of this use on natural resources and other visitors will be assessed prior to issuing a permit.</p> <p>Power driven vessels with motors up to 10 horsepower will be permitted on water bodies in this zone. Power driven vessels with over 10 horsepower motors will be permitted for towing waterskiers (see section 3.3.7 for more details).</p>	<p>Facilities such as trails, parking areas, toilets and roads will be permitted.</p>
<p>ZONE 4</p> <p>Intensive Outdoor Recreation</p>	<p>To concentrate intensive outdoor recreational use and associated facilities.</p>	<p>To minimize the negative impacts of intensive outdoor recreational activities and facilities on the natural environment. The goal will be to maintain a natural setting, however, the natural environment may be altered to accommodate recreational activities and facilities. Detailed site plans will be prepared for development in this zone.</p>	<p>The greatest density and highest levels of visitor use will be concentrated in this zone. Interest group activities and special events may occur provided they are an appropriate activity (see section 3.3.12). These activities will be administered by Park Use Permit.</p>	<p>Facilities such as group picnic shelters, washrooms, major parking areas, picnic areas, play areas and beaches will be permitted in this zone.</p> <p>The food concessions operated by the Saanich Kiwanis Club at Beaver, Hamsterly and Eagle beaches will be allowed to continue. (This use will be managed by Licence of Occupation with the CRD).</p> <p>Temporary support facilities for special events may be permitted. This will include temporary facilities for food services. Park Use Permits will be required.</p>
<p>ZONE 5</p> <p>Interest Group Facility</p>	<p>To identify areas where special interest group facilities will be located.</p>	<p>To minimize the negative impacts of outdoor recreation activities and facilities on the natural environment. The natural environment may be altered to accommodate facilities. A detailed site plan and environmental impact assessment will be required prior to any development.</p>	<p>Special interest group recreational uses will be permitted provided they are considered an appropriate recreational activity (see section 3.3.12).</p>	<p>Special interest group facilities will be permitted. The associated recreational activity shall be appropriate and meet the criteria for interest group facilities as defined in the Official Regional Parks Plan. An environmental and recreational impact assessment shall be prepared prior to use and facilities being approved.</p> <p>Special interest group use and facilities will be managed through Licence of Occupation agreements between the CRD and the special interest group.</p>
<p>ZONE 6</p> <p>Park Service</p>	<p>To identify where park services will be located. Park services include park maintenance yard, administration buildings and storage buildings.</p>	<p>To minimize the negative impacts of park services on the natural environment.</p>	<p>No recreational use shall be permitted.</p>	<p>See purpose.</p>

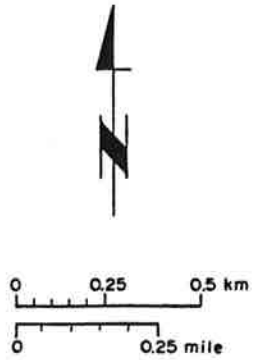
Map 4
PARK LAND USE ZONING



ZONES

-  ZONE 1 SPECIAL PRESERVATION
-  ZONE 2 NATURAL ENVIRONMENT
-  ZONE 3 GENERAL OUTDOOR RECREATION
-  ZONE 4 INTENSIVE OUTDOOR RECREATION
-  ZONE 5 SPECIAL INTEREST GROUP FACILITY
-  ZONE 6 PARKS OPERATION CENTRE

Zoning subject to results of waterfowl habitat study



The percentage of land allocated to each zone is identified in Table 3.

Zone:	
Special Preservation	12.0
Natural Environment	35.0
General Outdoor Recreation	45.0
Intensive Outdoor Recreation	4.5
Interest Group Facility	3.0
Park Services	<u>5%</u>
	100.0

3.3 MANAGEMENT PLAN POLICIES

3.3.1 Boundary

Park property surrounds the lake except for five private parcels shown on Map 5. Acquisition of these parcels is considered important to the integrity of the park. Another desirable parcel to add to Elk/Beaver Lake Regional Park is located on the western boundary (shown on Map 5 and designated as priority B); the CRD will not actively pursue acquisition of this parcel unless put up for sale.

With respect to Bear Hill Regional Park, land on the north and east slopes are considered priority A (see Map 5).

A first right of refusal should be negotiated for all the parcels shown on map 5.

These parcels are priorities in the context of this plan; however, acquisition will depend upon priorities set out for the entire CRD Parks system.

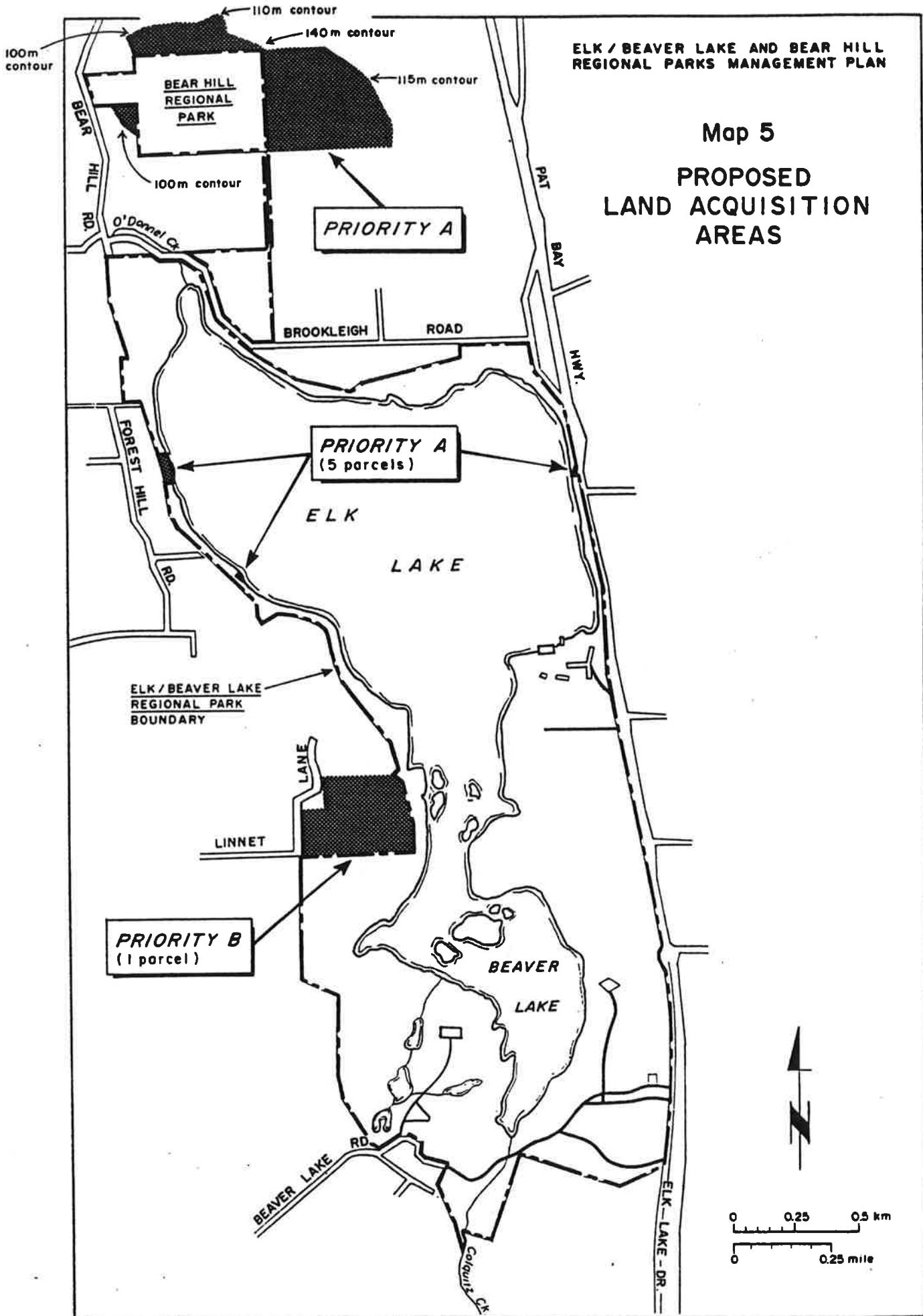
Finally, the land survey of park property started in 1987 should be completed.

3.3.2 Natural Resource Management and Protection

Conserving the natural resources of the park is essential from a ecological perspective, and for providing a quality visitor experience. Sensitive areas, such as the wetland habitat of Beaver Lake, have to be protected. These areas

Map 5

PROPOSED
LAND ACQUISITION
AREAS



include the narrows, islands, ponds, Colquitz Creek and adjacent shoreline and they are very suitable for nesting birds, and for a very high number and variety of bird and mammal species. The importance of the wetland areas should be presented through interpretive programs, such as the summer canoe program. In addition, the development of wildlife viewing platforms on the east side of Beaver Lake and inter-lake channel will be investigated (these viewing areas would be designed for disabled and elderly users).

Competitive rowing events and training take place in Beaver Lake and the inter-lake channel and this use may have a negative impact on waterfowl and their habitat. This impact needs to be assessed and appropriate action taken to protect waterfowl and their habitat. To this end, the CRD will work with the federal and provincial Ministries of Environment to undertake an assessment. The objectives of the study are:

- to identify the significance of the habitat in Beaver Lake and the inter-lake channel for waterfowl;
- to assess the impact of recreational use, particularly rowing, on waterfowl and their habitat; and
- to identify protection and management guidelines for waterfowl and their habitat.

An advisory group consisting of members from the Victoria Rowing Society, Amalgamated Conservation Society and Victoria Natural History Society has been established to participate in the study. It is not anticipated that the study will be completed until 1992. In the interim, rowing activities will be allowed to continue in the inter-lake channel and Beaver Lake.

A natural resource inventory was completed for the parks in 1983. This inventory provides a cursory overview of the parks resources, but more detailed natural resource research needs to be done. In this respect, an integrated natural resource data base shall be developed, with research primarily focusing on vegetation and wildlife habitat.

Finally, CRD Parks will work to minimize the risk of fire in the park and will develop a fire suppression/management program in consultation with the Saanich Fire Department and Ministry of Forests.

3.3.3 Water Quality

The protection and management of water quality is required to protect the water uses of Elk and Beaver Lakes. In 1988, the Ministry of Environment and Capital Regional District undertook a joint study to assess the water quality.

The general water chemistry in Elk and Beaver Lakes is considered to be adequate, with the exception of a high level of phosphorus. This phosphorus level has resulted in an excessive amount of plant growth (including the development of algae blooms and some large aquatic plant populations), poor water clarity and reduced levels of oxygen necessary to maintain adequate fisheries habitat. Aquatic weeds, such as coontail, native water lilies, and pond weed have become a problem in many near shore areas and must be mechanically removed throughout the summer months. In addition, large concentrations of blue green algae accumulate in shoreline areas, resulting in a number of complaints by recreational users.

Based on available data, the major source of phosphorous was identified as internal loadings from the lake bottom. External sources included inflow from septic tanks and from O'Donnel Creek, but these contributions were much less than from sediments at the bottom of the lake. ***Consequently, any lake management strategy for Elk Lake should focus on reducing the level of phosphorus from the bottom sediments.*** Aeration (the introduction of oxygen) of Elk Lake will eliminate the physical and chemical conditions at the bottom of the lake that cause internal loading. Aeration through mechanical means is the most effective way to achieve oxygenation of the lake. Reduced phosphorus loading from O'Donnel Creek could be achieved by reducing livestock access to the creek and stabilizing any eroding banks. In addition, the control of seepage from septic tanks would contribute to a decrease in nutrients to Elk Lake.

Any improvement in the water quality for Beaver Lake is dependent upon what is achieved in Elk Lake. It is therefore recommended that any management strategy for Beaver Lake be evaluated after Elk Lake has had time to respond to treatment.

Based on the study the following recommendations were made:

- install aerator in Elk Lake;
- undertake annual water quality monitoring plan;
- set water quality objectives for phosphorus and related parameters;
- evaluate status of water quality in Elk Lake every three years; and
- undertake more detailed study of O'Donnell Creek.

Implementation of the recommendations is proposed to be shared by the Ministry of Environment and Capital Regional District. In this respect, CRD Parks' responsibility is to:

- initiate a study of a mechanical aeration program for Elk Lake;
- assess septic tanks adjacent to O'Donnell Creek for seepage and prepare a zoning strategy for land uses adjacent to streams and lakes, in conjunction with the Municipality of Saanich;
- examine the issue of trailered boats in Elk Lake;
- increase harvesting treatment;
- install bottom barriers at beaches; and
- promote public awareness of hazards of poor water clarity and aquatic weeds associated with water-based recreational activities.

Although the CRD is to take the lead in addressing the above items, funding may be cost-shared with the Ministry of Environment. Implementation of the water quality study recommendations is considered a priority in 1991.

3.3.4 Facilities

The facilities to be located in the parks are shown on Map 6.

All park facilities including signage shall be designed to respect the landscape character of the park. Further, it is **mandatory that all electrical, telephone and cable services to any development in the park be underground.**

3.3.5 Special Interest Group Facilities

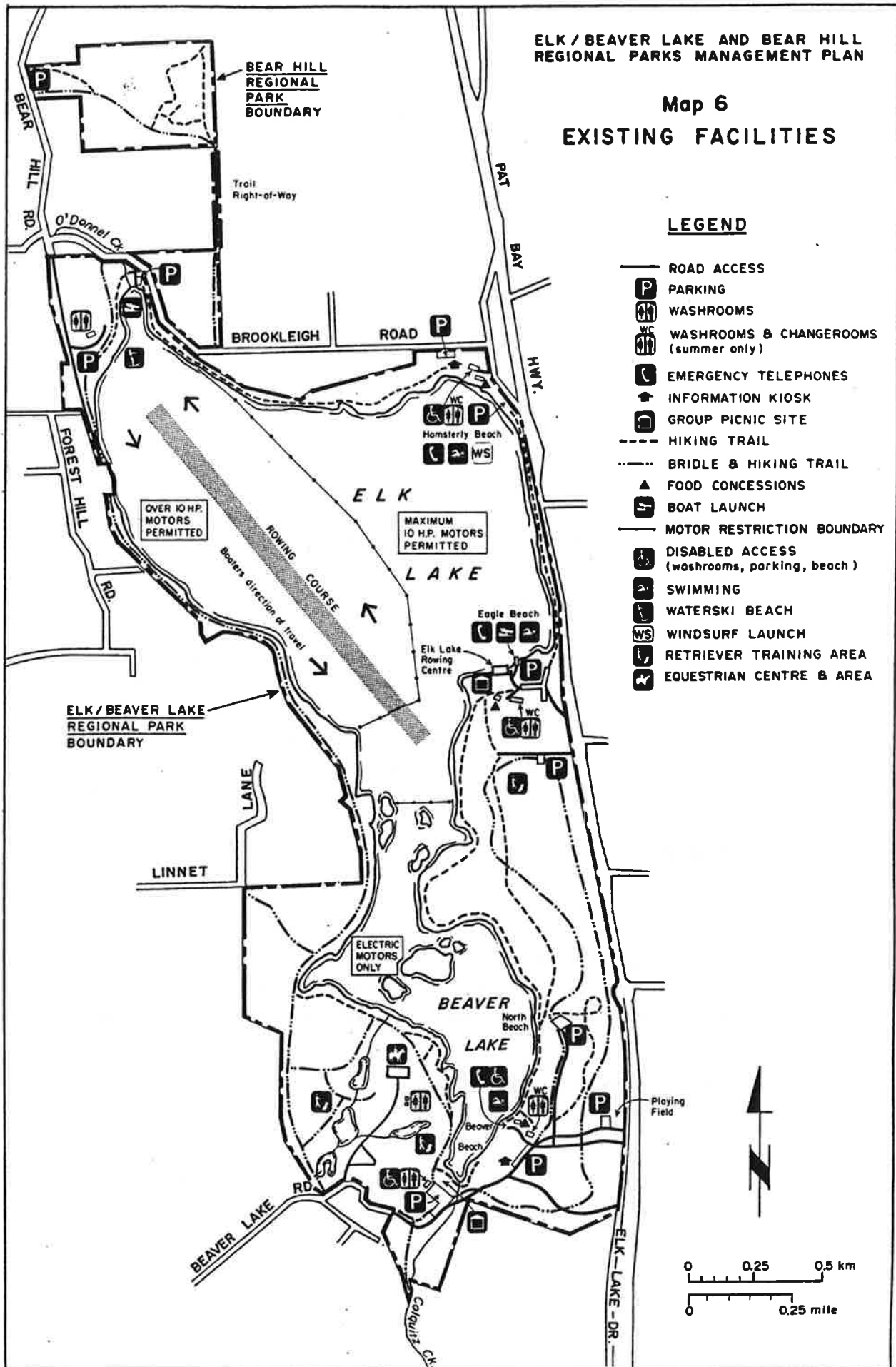
The expansion of existing or development of new special interest group facilities in the park will not be permitted except as permitted for the Elk Lake Rowing Centre and approved by the Parks Committee on October 17, 2007. Furthermore, existing facilities and uses will be managed to minimize the impact on public recreational use of the park.

ELK / BEAVER LAKE AND BEAR HILL
REGIONAL PARKS MANAGEMENT PLAN

Map 6
EXISTING FACILITIES

LEGEND

- ROAD ACCESS
- PARKING
- WASHROOMS
- WASHROOMS & CHANGEROOMS (summer only)
- EMERGENCY TELEPHONES
- INFORMATION KIOSK
- GROUP PICNIC SITE
- HIKING TRAIL
- BRIDLE & HIKING TRAIL
- FOOD CONCESSIONS
- BOAT LAUNCH
- MOTOR RESTRICTION BOUNDARY
- DISABLED ACCESS (washrooms, parking, beach)
- SWIMMING
- WATERSKI BEACH
- WINDSURF LAUNCH
- RETRIEVER TRAINING AREA
- EQUESTRIAN CENTRE & AREA



With respect to the Victoria Rowing Society facilities, CRD Parks will permit, on a temporary basis, the placement of two trailers immediately adjacent to the existing rowing facility. These trailers shall only be used by the Women's National Rowing team for an office, meeting/classroom space, rest area and general gathering area. The placement of these trailers is seen as an exceptional circumstance in preparation for the 1992 Olympics. These trailers will be allowed to connect to the electrical services but no sewer hook-up will be permitted. They shall be removed from the site no later than May 8, 1992.

With respect to future use of Elk Lake for Olympic training, arrangements for multi-purpose use of existing park facilities at Eagle Beach and the Rowing Centre will be examined.

3.3.6 Trails

The main objective of the trail plan for the park (see Map 7) is to provide a variety of trail experiences in the park. These will include hiking, nature study, equestrian and cycling. Three types of trails will be designated in the park:

- hiking;
- hiking and horseback riding; and
- hiking, horseback riding and cycling.

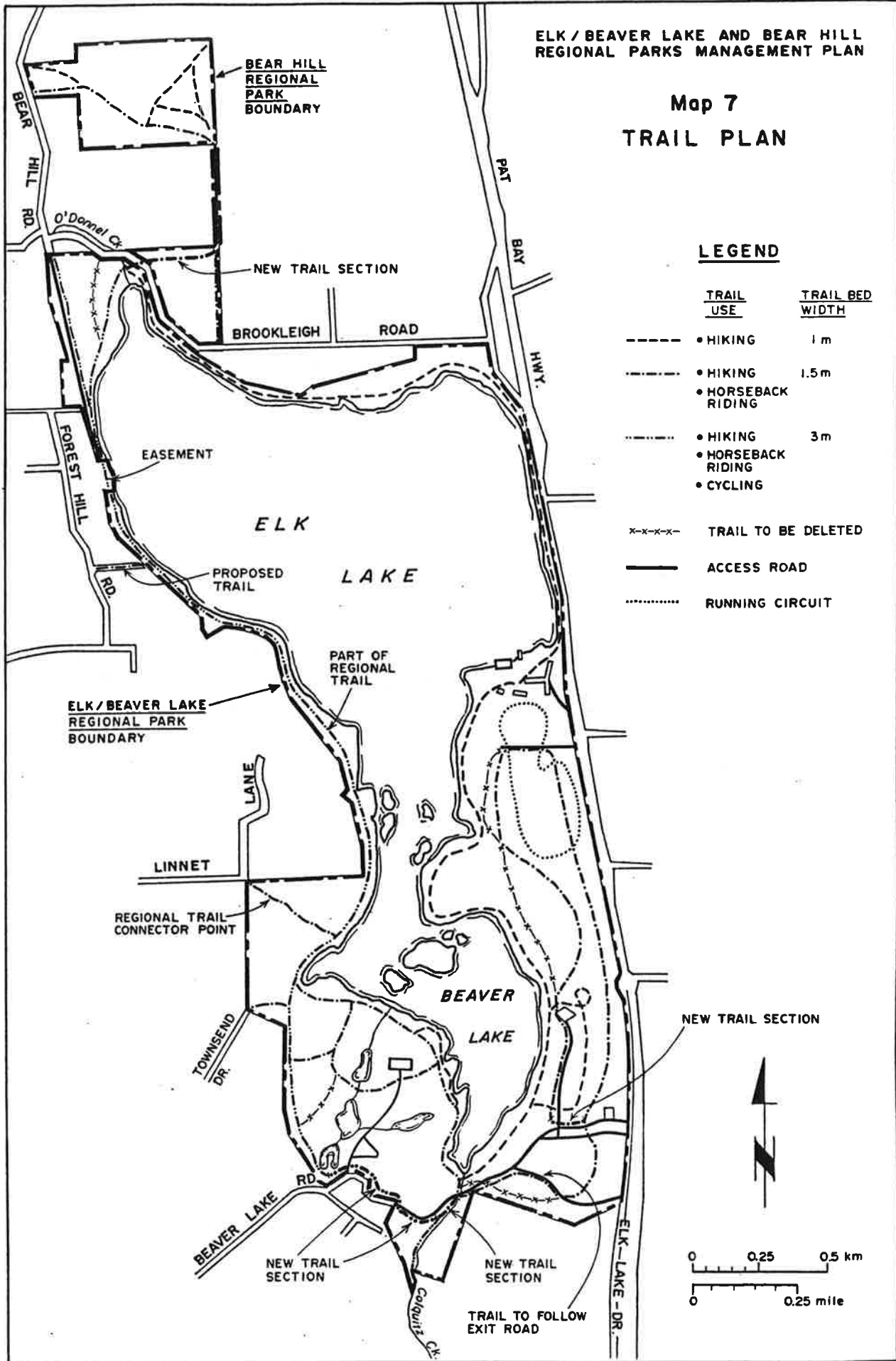
Another objective of the trail plan is to provide an all-weather trail that circumnavigates the entire lake. The types of uses on this trail will vary, thereby providing a variety of trail experiences to the greatest number of park users. Trails will also be clearly signed and some trails may be closed during wet periods to prevent damage to the surface of trails. With respect to the running circuit shown on Map 7, this circuit will be used for cross-country running.

3.3.7 Redevelopment of Beach Areas

Hamsterly and Beaver Beaches are the most popular freshwater beach areas in the region. They are also the most heavily used areas in the park, popular with families, and the focal point for many activities. Because they will continue to be popular areas and their use will increase, the facilities at these locations require major upgrading (site plans for Hamsterly and Beaver beach areas are

ELK / BEAVER LAKE AND BEAR HILL
REGIONAL PARKS MANAGEMENT PLAN

Map 7
TRAIL PLAN



LEGEND

TRAIL USE	TRAIL BED WIDTH
• HIKING	1 m
• HIKING • HORSEBACK RIDING	1.5 m
• HIKING • HORSEBACK RIDING • CYCLING	3 m
x-x-x-x	TRAIL TO BE DELETED
—	ACCESS ROAD
.....	RUNNING CIRCUIT

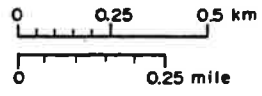


TABLE 4 - PHASING PLAN

PROJECT	Phasing Plan Year		
	1991	1992	1993
Land Acquisition (initiate negotiation for Priority A Parcels)	•		
Negotiate Right of First Refusal for Priority B	•		
Implementation of Water Quality Study <ul style="list-style-type: none"> • study mechanical aeration • assess septic tanks • examine issue of trailerable boats • promote public awareness 	• • • •	•	
Trail Plan <ul style="list-style-type: none"> • upgrade lakeside trail from Eagle to Beaver • develop trail from V&S to Colquitz Creek • develop trail along existing Egress Road from Beaver Beach parking lot • develop trail to connect Bear Hill & Elk/Beaver Lake • viewpoints along lakeside trail on west side of Elk/Beaver Lake 	• • • •	• •	
Apply to Provincial Government to change boating restrictions	•		
Implement Float Plan Objective (consult with Ministry of Crown Lands)	•		
Pat Bay Highway Upgrading (provide input through the Liaison Committee)	•	•	
Bear Hill <ul style="list-style-type: none"> • construct parking area • construct toilet facility • develop viewpoints/benches 		• • •	
Beaver Beach Redevelopment <ul style="list-style-type: none"> • trails • close Beaver Lake Road • upgrade parking areas • widen road and bridge between Beaver and Filter Beds • install playground equipment and backstop • assess washroom • close egress road • new maintenance road • build new washrooms • upgrade beach • build fishing weir 	• • • • • • • • • •	• • •	
Hamsterly Beach Redevelopment <ul style="list-style-type: none"> • trails • upgrade parking • landscaping • signage • assessment of washroom facility • beach upgrading/expansion • construct picnic shelter • picnic tables installed • play equipment • construct new washrooms • close Hamsterly Road at Pat Bay Highway • construct interpretive trail 	• • • • • •	• • • •	• • •
Assessment of Impact of Recreational Use on Waterfowl	•		

shown on Maps 8 and 9 respectively). The objectives of the redevelopment plans are to concentrate intensive use in these areas, provide the necessary facilities, and create a positive experience for all park users. At Beaver Beach the top priority is the closure of Beaver Lake Road at the park boundary. Currently, park roads between Elk Lake Drive and Beaver Lake Road are frequently used by non-park traffic (e.g. commercial trucks and school buses). Since the roads in the park are not designed to public road standards, this traffic creates safety concerns for park users, increases congestion, and adds to maintenance costs for park roads.

In addition to these areas, and as a second priority to Hamsterly and Beaver, Eagle Beach and the waterski beach should also be upgraded. Site plans for Eagle and the waterski beach should be completed in 1991 and upgrading should take place in 1993.

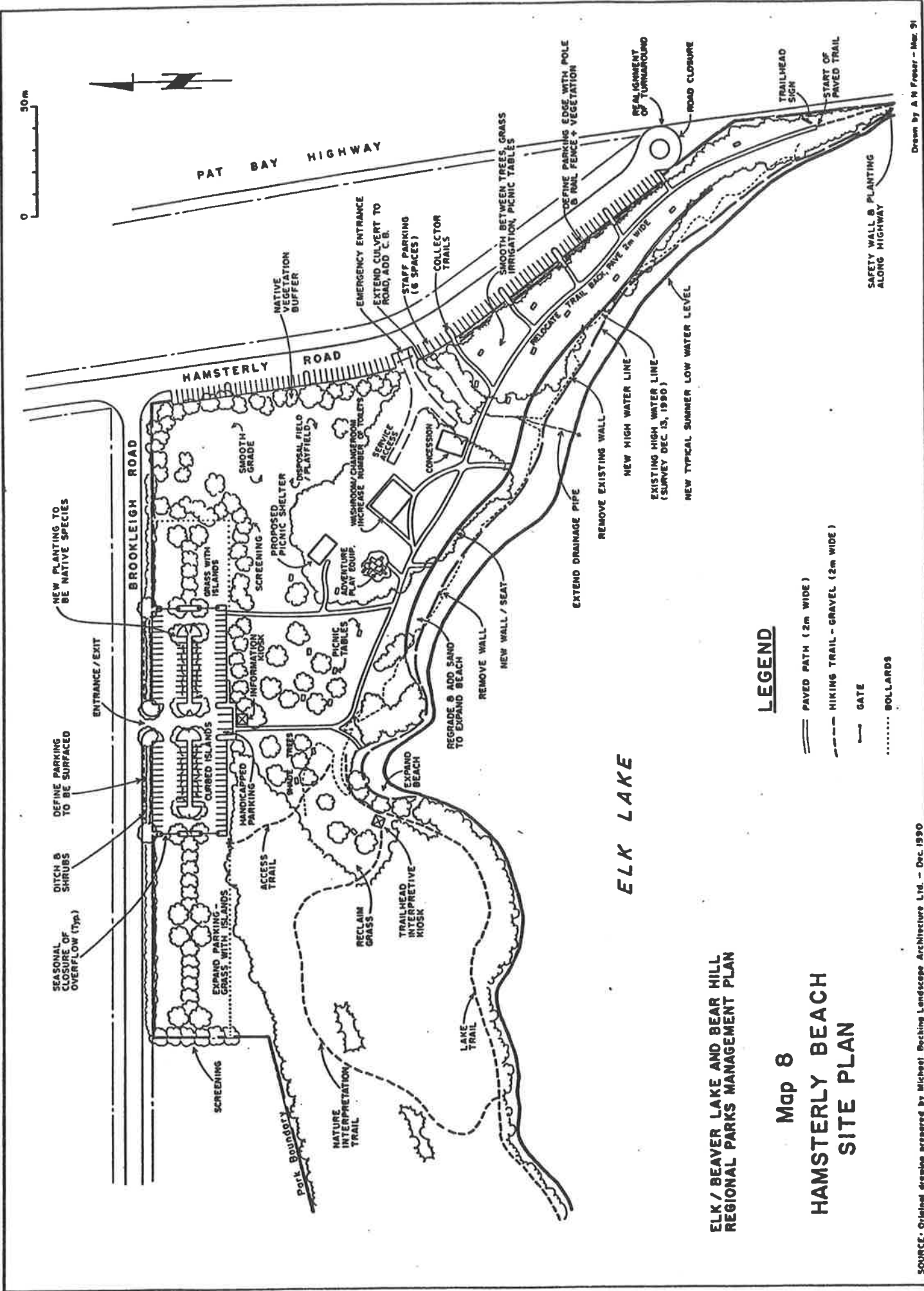
3.3.8 Power Driven Vessels on Elk and Beaver Lake (Bylaw 2303)

Conflicts between power driven vessels and non-motorized users (e.g. swimmers, fishermen, canoeists, sailors, windsurfers and rowers) currently occur and will likely increase in the future. The mixture of power driven vessels and non-motorized uses also increases the chance of a serious accident.

To address conflicts between recreational use activities and power-driven vessel use on Elk/Beaver Lake the following actions are considered necessary. Responsibility for implementation of these actions is divided among the Federal Department of Transport, CRD Parks and Saanich Police.

(a) Federal Department of Transport

- (i) That waterskiing on Elk/Beaver Lake not be permitted during the period from one hour before sunrise to 11:00 a.m.
- (ii) That personal watercraft (i.e. jet skis or seadoos) be banned from Elk/Beaver Lake.
- (iii) That the Department of Transport regazette the under 10 h.p. area on Elk/Beaver Lake to reflect the area originally applied for as shown on Map 10 and then re-buoy to Coast Guard standards. The buoy line will be at least 30 metres from the north shore to the boat launch. The Canadian Coast Guard shall provide and install the buoys to designate the over and under 10h.p. area.



ELK LAKE

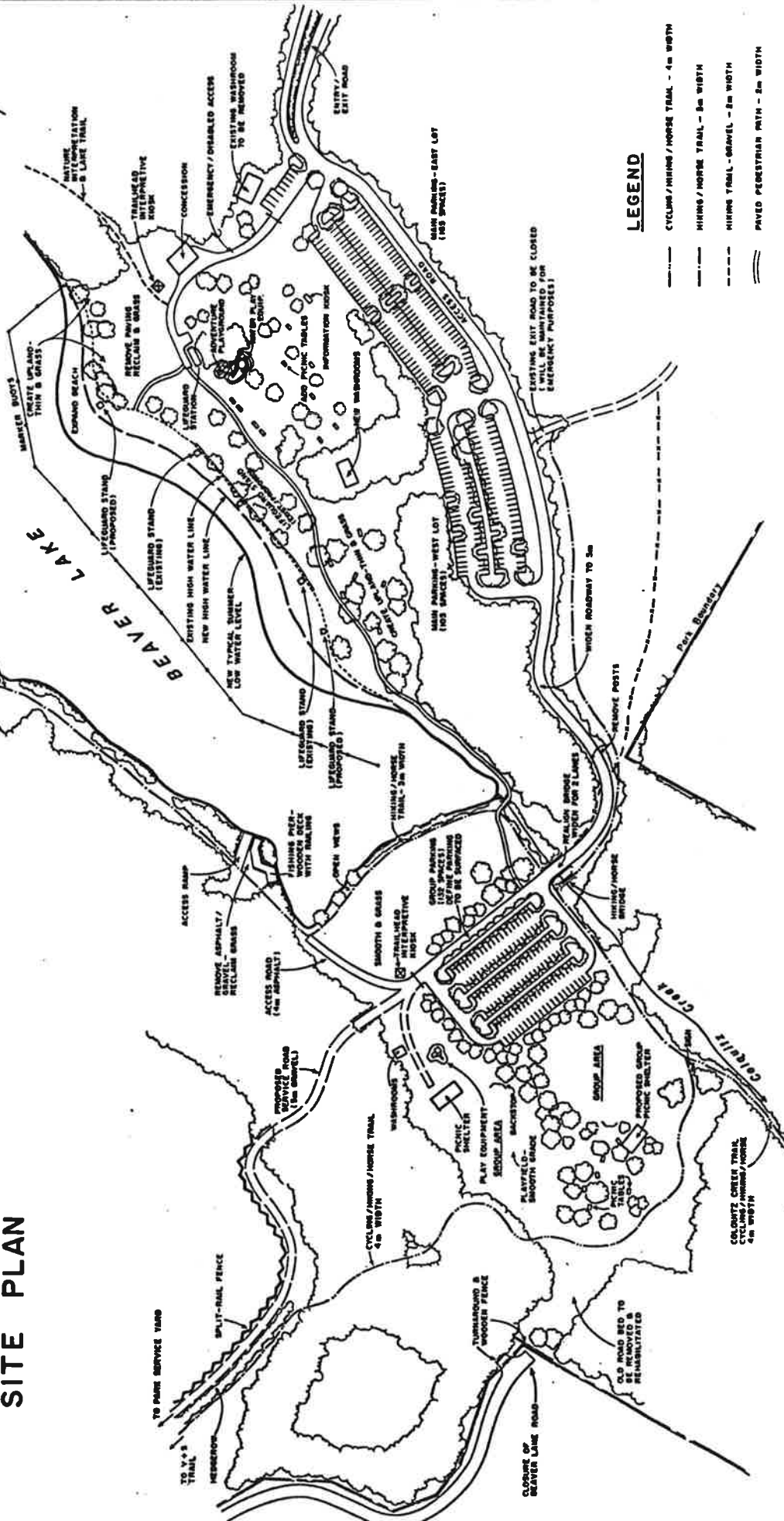
**Map 8
HAMSTERLY BEACH
SITE PLAN**

LEGEND

- PAVED PATH (2m WIDE)
- - - HIKING TRAIL - GRAVEL (2m WIDE)
- GATE
- BOLLARDS

ELK / BEAVER LAKE AND BEAR HILL
REGIONAL PARKS MANAGEMENT PLAN

Map 9
BEAVER BEACH
SITE PLAN






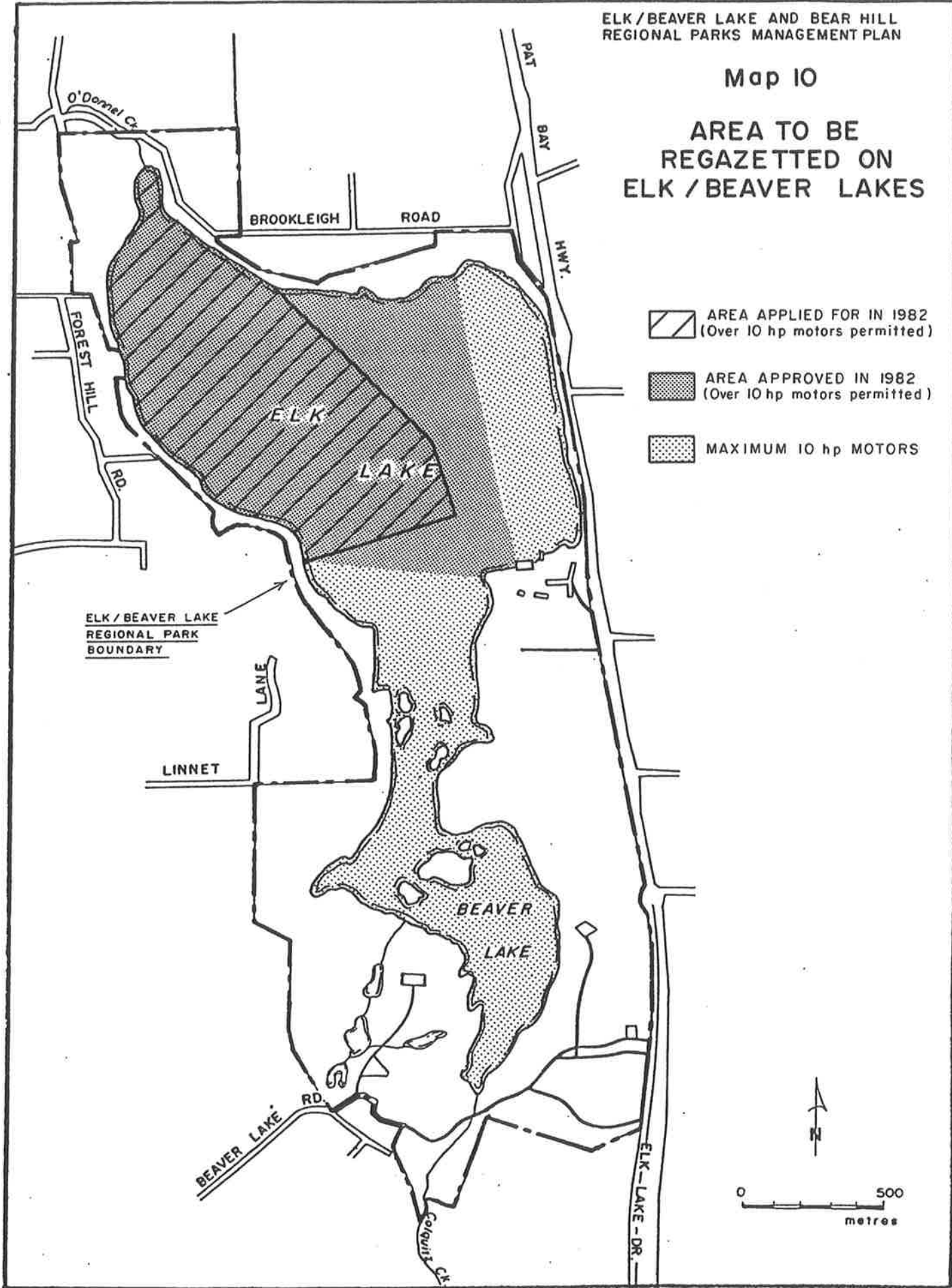
LEGEND

- CYCLING / HIKING / HORSE TRAIL - 4m WIDTH
- HIKING / HORSE TRAIL - 2m WIDTH
- HIKING TRAIL - GRAVEL - 2m WIDTH
- PAVED PEDESTRIAN PATH - 2m WIDTH
- GATE
- EXISTING TRAIL TO BE DELETED & AREA REHABILITATED

Map 10

AREA TO BE
REGAZETTED ON
ELK / BEAVER LAKES

-  AREA APPLIED FOR IN 1982
(Over 10 hp motors permitted)
-  AREA APPROVED IN 1982
(Over 10 hp motors permitted)
-  MAXIMUM 10 hp MOTORS



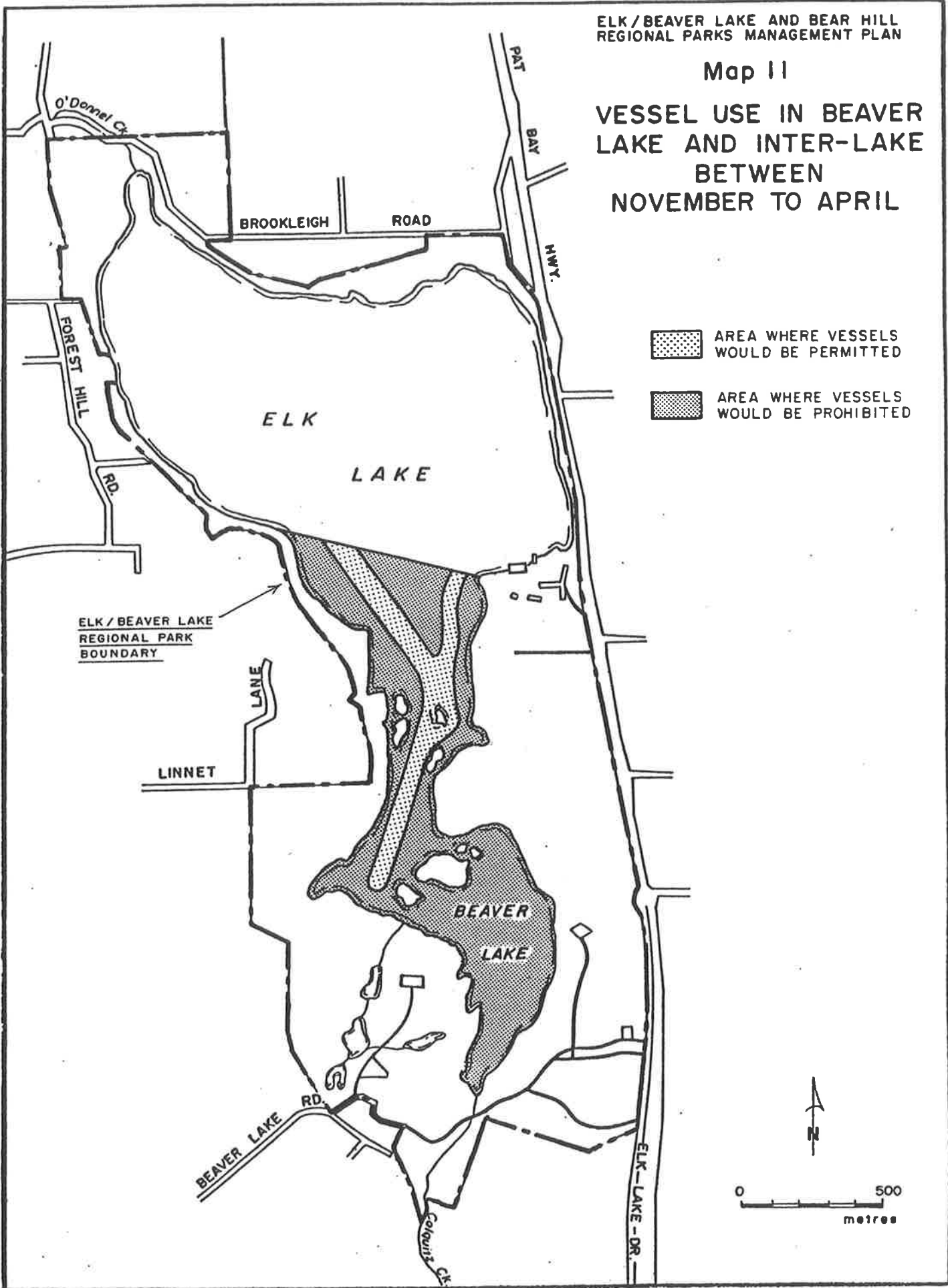
- (iv) That unmuffled and air exhaust boats be banned from Elk/Beaver Lake.
- (v) That Elk/Beaver Lake be included under Schedule 6 of the Canada Shipping Act Boating Restriction Regulations to provide greater efficiency to the process of implementing temporary boating restrictions.
- (vi) That power-driven vessels be permitted in Beaver Lake and the inter-lake area only in the area designated on Map 11 from November to April and that power-driven vessels be restricted on Elk/Beaver Lake when birds congregate in large numbers in small ice-free areas during cold weather.

(b) CRD Parks

- (i) CRD Parks will encourage and assist waterskiers and other powerboat users on Elk/Beaver Lake to form a registered society and to prepare a **waterski/powerboat code of conduct** for the purpose of policing themselves, promoting safety and educating their members. This work will be done in consultation with Saanich Police, Coast Guard (Search and Rescue) and CRD Parks.
- (ii) CRD Parks and Saanich Police will monitor waterski use on Elk/Beaver Lake and assess the effectiveness of a **waterskiing/powerboat code of conduct** in addressing noise, safety and nuisance issues.
- (iii) CRD Parks in conjunction with Saanich Police, Canadian Coast Guard and Ministry of Environment, Lands and Parks will examine the effectiveness of the **waterskiing/powerboat code of conduct**, forward a report to the Recreational Use Advisory Group for their review and comments and then forward the report to the CRD Parks Committee.
- (iv) CRD Parks will encourage Saanich Police to provide regular boat patrols.
- (v) CRD Parks will coordinate a process to define **temporary boating restrictions** on Elk/Beaver Lake for regattas, boat

Map 11

VESSEL USE IN BEAVER
LAKE AND INTER-LAKE
BETWEEN
NOVEMBER TO APRIL



racers, fishing derbies and other community events. The process is outlined in Figure 2.

(c) Saanich Police

- (i) That Saanich Police monitor recreational use on Elk/Beaver Lake and enforce compliance with approved regulations and restrictions.

3.3.9 Rowing (Bylaw 2303)

Elk Lake has been used for rowing for many years. Prior to 1986, a boathouse was located at the northwest corner of the lake. Elk Lake is important for competitive rowing: rowers use the lakes for training and regattas at a local, provincial, national and international level (e.g. Victoria International Boat Race). In 1986, the Capital Regional District permitted the Victoria Rowing Society to build a boathouse in the park near Eagle Beach.

Although rowers are extensive users of the lake, rowing, is only one of the many recreational uses on the lake. CRD Parks shall annually review and assess the impact of rowing on other recreational uses on Elk Lake, particularly fishing, as well as the impact of these other recreational uses on rowing. If undesirable impacts are identified, this may necessitate limiting certain recreational uses from time to time. To help resolve any conflicts between rowers and other users, an advisory group to the CRD Parks Department and CRD Parks Committee, and consisting of members of the Victoria Rowing Society and Amalgamated Conservation Society, shall be established to identify conflicts and ways to resolve them.

- (i) That organized training for rowing in the over 10 h.p. area not be permitted during the time period from 11:00 a.m. to sunset between May 1 and September 30.
- (ii) That the speed of coach boats in Beaver Lake and inter-lake channel be restricted and that the Victoria Rowing Society ensure that operators of coach boats are aware of fishing floattubers.

Furthermore, to promote safety on the lakes rowers shall follow the rowing pattern shown on Map 12.

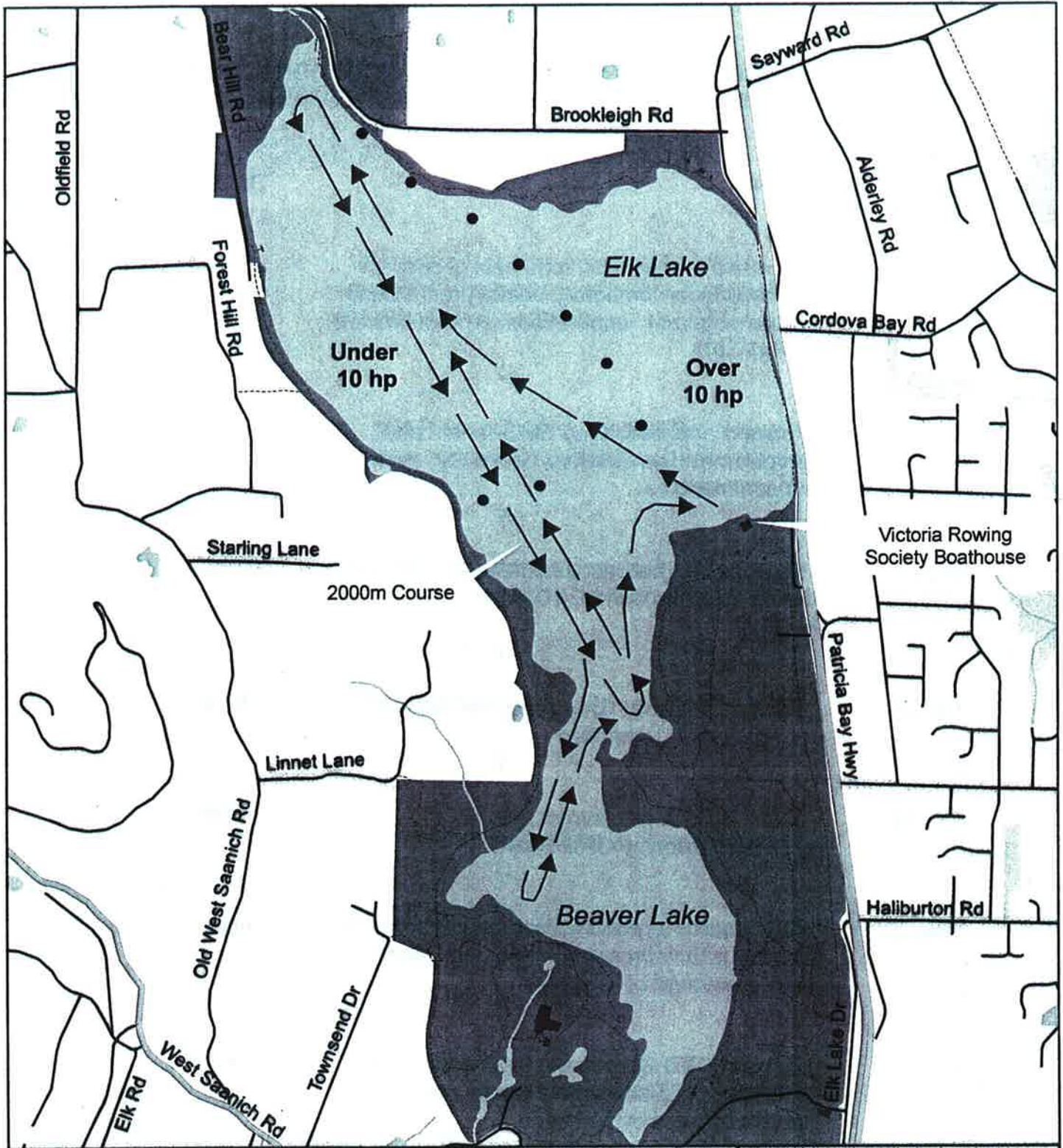
FIGURE 2

PROCESS TO DEFINE TEMPORARY BOATING RESTRICTIONS ON ELK/BEAVER LAKE UNDER SCHEDULE 6 OF THE BOATING RESTRICTIONS REGULATIONS

Step	Action	Date
Step 1	• Advertise in Regional and Local papers for applications for temporary boating restrictions for following year (applications to be submitted by April 30)	by April 1 of each year
	↓	
Step 2	• Forward applications to Elk/Beaver Lake Recreational Use Advisory Group for review and comments	May
	↓	
Step 3	• Notify public that recommendations will be discussed at the June CRD Parks Committee meeting	May
	↓	
Step 3	• Forward Advisory Group recommendations to CRD Parks Committee	June
	↓	
Step 4	• CRD Parks Committee to provide recommendation to CRD Board	June
	↓	
Step 5	• CRD Board to provide recommendations to Ministry of Environment, Lands and Parks and Department of Transport	June
	↓	
Step 6	• Forward CRD Board recommendations to Ministry of Environment, Lands and Parks and Department of Transport	July

Note:

The proposed timeline allows for review and comments by the Elk/Beaver Lake Recreational Use Advisory Group, processing of applications through the CRD Parks Committee, CRD Board and Ministry of Environment, Lands and Parks and approval and gazetting of temporary boating restrictions by the Federal Department of Transport. CRD Parks will strive to streamline and shorten the approval process and to accommodate all applicants.



1:17,250



UTM Zone 10N NAD 1983



DISCLAIMER
Important This map is for general information purposes only. The Capital Regional District (CRD) makes no representations or warranties regarding the accuracy or completeness of this map or the suitability of the map for any purpose. **This map is not for navigation.** The CRD will not be liable for any damage, loss or injury resulting from the use of the map or information on the map and the map may be changed by the CRD at any time.

- Buoy Marking Over & Under 10 hp Area
- ➔ Rowing Flow Pattern
- Regional Park Trail
- Major Road
- Minor Road
- █ Elk/Beaver Lake Regional Park
- █ Other Park
- █ Building

Bylaw No. 3698
 Map 12

Elk / Beaver Lake and Bear Hill
 Regional Park Management
 Plan Amendment



3.3.10 Float Plane Use on Elk Lake

The three existing float planes docked on the Elk Lake will be permitted to continue to use the lake, however, if a plane is removed from the lake for a period of six months, it will not be permitted to use or dock on the lake. Furthermore, commercial leasing of privately owned dock space to float plane owners will be prohibited.

Safety procedures will be developed for float plane use in consultation with Transport Canada and the float plane owners. No new float planes will be permitted to dock on the lake.

Use of Elk Lake by float planes will be monitored for a period of three years. An assessment of this activity will be given to CRD Parks Committee at the end of 1995.

3.3.11 Pat Bay Highway Upgrading

Elk/Beaver Lake Regional Park enhances the northern highway approach to Victoria and creates a parkway atmosphere. The Ministry of Transportation and Highways proposes to upgrade the Pat Bay Highway. The objective of CRD Parks is to minimize the impact of this project on the park's resources and park users experience and safety.

In this respect, the CRD opposes the development of a frontage road on park property between Elk Lake Drive and Eagle Beach. The CRD also opposes the removal of any vegetation in the park for highway purposes. To enhance the park way concept a split rail fence will be constructed along the eastern boundary of the park extending from Eagle Beach to the Beaver Lake entrance. A vehicle restraining device is also required along the Pat Bay Highway where it borders Elk Lake (see Map 13). Furthermore, noise from the highway must be reduced as part of the upgrading of the highway.

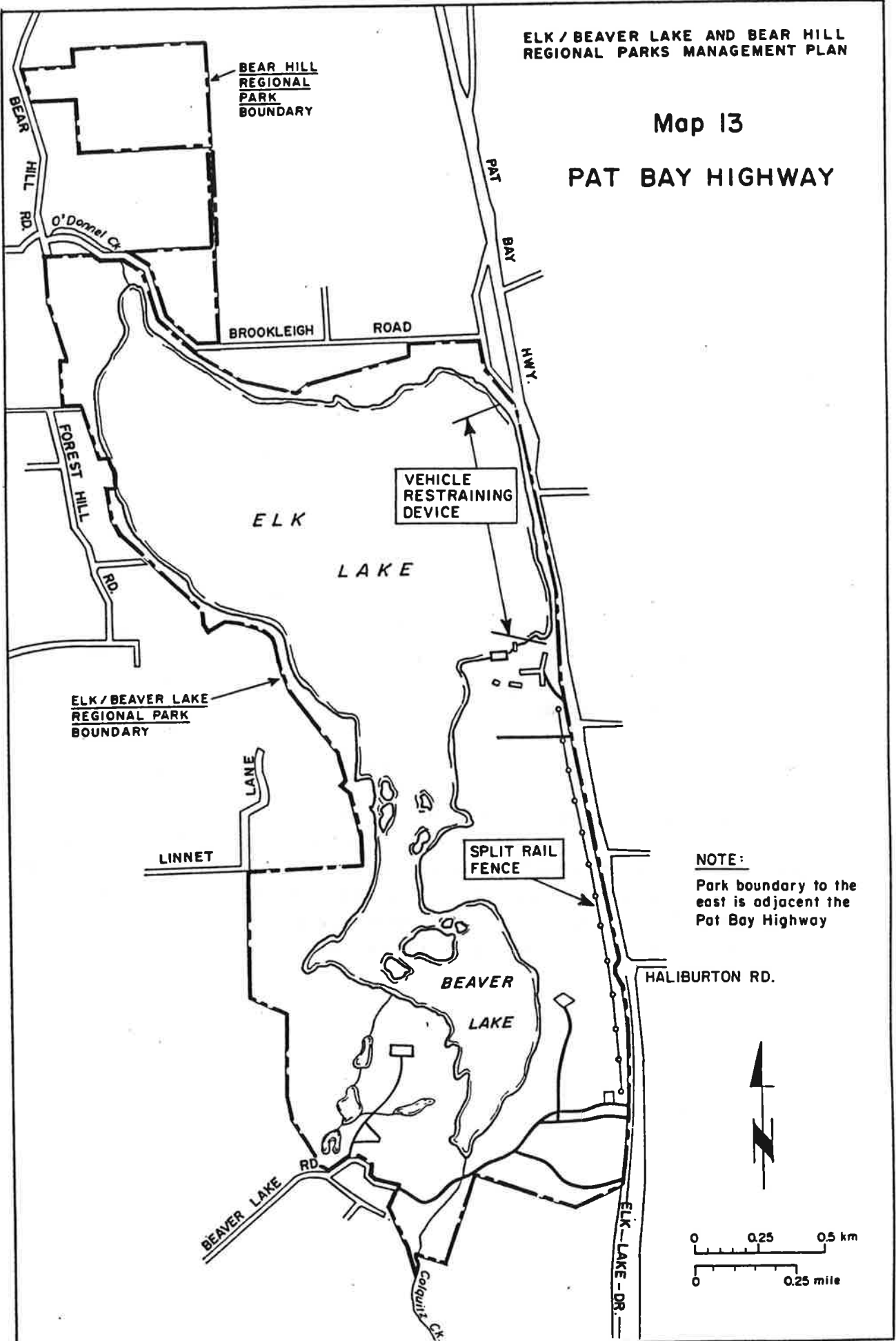
The CRD will work with the Ministry of Highways and Transportation, and through the Royal Oak Interchange to Island View Road Liaison Committee, to achieve the CRD's objective.

3.3.12 Adjacent Landowners

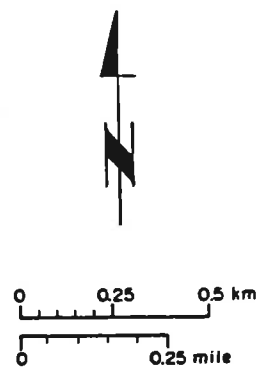
CRD Parks will endeavour to be a "good neighbour" with adjacent landowners. To reciprocate, adjacent landowners are asked not to store equipment, place

Map 13

PAT BAY HIGHWAY



NOTE:
Park boundary to the east is adjacent the Pat Bay Highway



in the parks. These types activities contravene the **Regional Parks Regulation By-law (CRD By-law 1573)** and therefore are subject to penalties under this by-law.

3.3.13 Non-Profit Group Use and Special Events

Organized non-profit group use of park land for various outdoor recreational activities and special events such as marathons, triathalons, Saanich Strawberry Festival, dog training and orienteering will be permitted in designated areas of the park. These activities will be managed by park use permit and the impact of each activity on the natural environment and on public recreational use will be assessed as part of the park permit application.

As outlined in the *Official Regional Parks Plan* (By-law 1492). Group use must be an **appropriate recreational activity**. In this respect, the activity must meet the following criteria;

- it is dependent upon a natural setting;
- it encourages an appreciation and enjoyment of the natural environment; and
- it is compatible with other park uses.

Activities that are considered **inappropriate** are those that:

- interfere with the enjoyment or activities of other visitors;
- cause excessive noise;
- involve use of motorized vehicles or equipment;
- cause significant impact to the natural environment; and
- are prohibited by law, by-law or regulation.

3.3.14 Commercial Services

Policies regarding commercial services in CRD Parks are outlined in the *Official Regional Parks Plan*. The policies are summarized here and apply to Elk/Beaver Lake Regional Park:

- commercial facilities are not permitted;
- commercial services are not permitted unless program oriented, personal services such as guided programs or recreational activity training. These services will be assessed according to the following criteria;

- service is an appropriate recreational activity,
- service cannot be operated effectively outside boundary,
- there be minimal impact on environment and other users, and
- no facilities, permanent or temporary, are associated with the use; and

The food concessions operated by the Kiwanis Club of Saanich will be allowed to continue to operate.

3.3.15 Bear Hill Regional Park

No major changes are proposed for Bear Hill Regional Park. The park will continue to provide passive day use recreation opportunities. However, there are some proposed developments:

- parking area to accommodate ten vehicles;
- toilet facility at parking area; and
- equestrian trail to connect with the V&S trail in Elk/Beaver Lake Regional Park.

3.3.16 Recreational Use Advisory Group (Bylaw 2303)

A standing Recreational Use Advisory group shall be established. The purpose, membership and role of the advisory group are:

(a) Purpose

The purpose of the Elk/Beaver Lake Recreational Use Advisory Group is:

- (i) To provide a forum for collaborative problem-solving for the general public and groups; and
- (ii) To provide advice to CRD Parks for management of recreational use and temporary boating restrictions on Elk and Beaver Lake.

CRD Parks will formulate recommendations and subject to the approval of the CRD Board the recommendations will be forwarded to the federal Department of Transport.

(b) Objectives

The objectives of the Elk/Beaver Lake Recreational Use Advisory Group are:

- (i) To identify the recreational use interests on Elk/Beaver Lake;
- (ii) To identify recreational use conflicts and issues on Elk/Beaver Lake;
- (iii) To define ways that recreational use conflicts on Elk/Beaver Lake can be resolved; and
- (iv) To prepare recommendations that specify objectives and strategies for the management of recreational use on Elk/Beaver Lake.

(c) Membership

The members of the Elk/Beaver Lake Recreational Use Advisory Group will be appointed by the CRD Board for a period of one year commencing September 1 of each year.

The Advisory Group will consist of two components; one Public and one technical. Together they will form the Recreational Use Advisory Group.

Public:

Amalgamated Conservation Society (one representative)
Victoria Rowing Society (one representative)
Victoria Natural History Society(one representative)
Golden Rods and Reels(one representative)
Water Skiers(one representative)
Wind Surfers(one representative)
Float Plane Operators(one representative)
Land Owners Adjacent to Elk Lake(one representative)
Swimmers (one representative)
General Public (four representatives who are not members of any of the above groups)

Technical:

CRD Parks

Canadian Coast Guard

Ministry of Environment, Lands and Parks

- **Water Management (Vancouver Island Region)**
- **Fish and Wildlife (Vancouver Island Region)**
- **Parks Division (Rafting and Boating Regulations)**

Saanich Police

The purpose of the technical component is to provide the public component with technical information and advice and to ensure that interests of government agencies are represented during discussions.

(d) Role

- (i) The role of the public component of the Recreational Use Advisory Group is in the capacity of advisory to the CRD Parks Committee and CRD Board. The final decision from the perspective of the CRD regarding the management of recreational use on Elk/Beaver Lake lies with the CRD Board.

The Recreational Use Advisory Group will be coordinated, facilitated and chaired by CRD Parks. Terms of reference will be prepared for the Recreational Use Advisory Group and approved by the CRD Board prior to the Recreational Use Advisory Group commencing its work.

4.0 PLAN IMPLEMENTATION FRAMEWORK

4.1 INTRODUCTION

The purpose of this section is to prioritize projects and define a phasing schedule for components of the plan.

Implementation of the plan is dependent on the availability of the CRD Parks Department resources (financial and staffing), and will be affected by the needs of the rest of the CRD Parks System.

APPROVAL OF THE PLAN DOES NOT CONSTITUTE AUTOMATIC APPROVAL OF FUNDING FOR IMPLEMENTATION. STANDARD CRD FUNDING PROCEDURE APPROVALS WILL BE ADHERED TO AT ALL STAGES OF PLAN IMPLEMENTATION.

4.2 PHASING PLAN

Because implementation of the plan will take many years, the phasing plan is prepared to ensure that the provisions are carried out in a systematic and timely fashion.

The framework that will guide the implementation of the plan is identified on Table 4.

4.3 MANAGEMENT PLAN REVIEW

The management plan will be reviewed periodically to permit adjustments to be made and to address and resolve new issues and to respond to new information. Issues such as waterskiing and float planes will be reviewed as outlined in the plan. In this respect, the plan is a working document that will guide the future management, use, and development of the parks. Any changes will be considered amendments to the final plan and therefore must be approved by the CRD Board.

A complete review of the plan will take place in 1997, unless an earlier review is warranted.

TABLE 4 - PHASING PLAN

PROJECT	Phasing Plan Year		
	1991	1992	1993
Land Acquisition (initiate negotiation for Priority A Parcels)	•		
Negotiate Right of First Refusal for Priority B	•		
Implementation of Water Quality Study <ul style="list-style-type: none"> • study mechanical aeration • assess septic tanks • examine issue of trailerable boats • promote public awareness 	• • •	•	
Trail Plan <ul style="list-style-type: none"> • upgrade lakeside trail from Eagle to Beaver • develop trail from V&S to Colquitz Creek • develop trail along existing Egress Road from Beaver Beach parking lot • develop trail to connect Bear Hill & Elk/Beaver Lake • viewpoints along lakeside trail on west side of Elk/Beaver Lake 	• • •	• •	
Apply to Provincial Government to change boating restrictions	•		
Implement Float Plan Objective (consult with Ministry of Crown Lands)	•		
Pat Bay Highway Upgrading (provide input through the Liaison Committee)	•	•	
Bear Hill <ul style="list-style-type: none"> • construct parking area • construct toilet facility • develop viewpoints/benches 		• • •	
Beaver Beach Redevelopment <ul style="list-style-type: none"> • trails • close Beaver Lake Road • upgrade parking areas • widen road and bridge between Beaver and Filter Beds • install playground equipment and backstop • assess washroom • close egress road • new maintenance road • build new washrooms • upgrade beach • build fishing weir 	• • • • • • • • •	• • •	
Hamsterly Beach Redevelopment <ul style="list-style-type: none"> • trails • upgrade parking • landscaping • signage • assessment of washroom facility • beach upgrading/expansion • construct picnic shelter • picnic tables installed • play equipment • construct new washrooms • close Hamsterly Road at Pat Bay Highway • construct interpretive trail 	• • • • •	• • • •	• • •
Assessment of Impact of Recreational Use on Waterfowl	•		

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APPENDIX

GLOSSARY OF TERMS

Natural Landscape The landscape features and vegetation that are native to the region and that exist with minimal interference from the activities and impacts of man's presence.

Regionally Significant Indicates that the natural resources and recreational opportunities of the park are of interest to and will attract people from throughout the region. In quantity or quality they must be of a type that reflect important regional characteristics. Significance for natural resources is principally a measure of scale and quality, and secondarily a measure of the geographical extent of their attraction. Regionally significant recreation opportunities are primarily measured by the attraction of those opportunities to residents throughout the region.

Special Event Any event or activity conducted within a park or trail which attracts or is intended to attract participants or spectators, and for greater certainty includes a festival, sport competition, tournament, group picnic, rowing regatta, horse show or dog show. A park use permit is required for all special events.

Park Use Permit Park use permits are issued under Capital Regional District By-law 1573 and apply to the temporary use by public groups and businesses of regional park land and facilities which are constructed, maintained and operated by the Capital Regional District Parks Department. The use must be an appropriate recreational activity.

Licence of Occupation A licence of occupation is an agreement between the Capital Regional District and non-profit group to define how a facility built by the non-profit group will be constructed, operated, maintained and managed.

NOTE: Subject to further review prior to approval of this management plan by the CRD Parks Committee and Board.