



Notice of Meeting and Meeting Agenda Regional Parks Committee

Wednesday, June 28, 2023

9:30 AM

6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

C. McNeil-Smith (Chair), J. Brownoff (Vice Chair), C. Coleman, S. Goodman, G. Holman,
L. Szpak, M. Tait, S. Tobias, K. Williams, R. Windsor, C. Plant (Board Chair, ex officio)

The Capital Regional District strives to be a place where inclusion is paramount and all people are treated with dignity. We pledge to make our meetings a place where all feel welcome and respected.

1. Territorial Acknowledgement

2. Approval of Agenda

3. Adoption of Minutes

3.1. [23-412](#) Minutes of the May 24, 2023 Regional Parks Committee Meeting

Recommendation: That the minutes of the Regional Parks Committee meeting of May 24, 2023 be adopted as circulated.

Attachments: [Minutes - May 24, 2023](#)

4. Chair's Remarks

5. Presentations/Delegations

The public are welcome to attend CRD Board meetings in-person.

Delegations will have the option to participate electronically. Please complete the online application at www.crd.bc.ca/address no later than 4:30 pm two days before the meeting and staff will respond with details.

Alternatively, you may email your comments on an agenda item to the CRD Board at crdboard@crd.bc.ca.

5.1. [23-459](#) Delegation - Philip Symons; Representing Greater Victoria Acting Together: Re: Agenda Item 6.3. Consideration of Regional Parks Land for Foodlands Access Program

5.2. [23-462](#) Delegation - Alastair Craighead; Resident of Victoria: Re: Agenda Item 6.1. First Nations Feedback on the Interim Regional Parks and Trails Strategic Plan 2022-2032

6. Committee Business

- 6.1. [23-453](#) First Nations Feedback on the Interim Regional Parks and Trails Strategic Plan 2022-2032
- Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board: That the Capital Regional District Regional Parks and Trails Strategic Plan 2022-2032 be approved.
- Attachments:** [Staff Report: FN Feedback on Interim RP&T Strategic Plan 2022-32](#)
[Appendix A: Revised Regional Parks & Trails Strategic Plan 2022-32](#)
[Appendix B: First Nations Engagement Report](#)
[Appendix C: Presentation Reg'l Parks & Trails Strat Plan 2022-32](#)
- 6.2. [23-429](#) Ditch Maintenance for Mosquito Control - Island View Beach Regional Park
- Recommendation:** There is no recommendation. This report is for information only.
- Attachments:** [Staff Report: Ditch Maintenance for Mosquito Control - IVBRP](#)
[Appendix A: GreatPacific-Comparison 2011 & 2022 Ditch Surveys](#)
[Appendix B: Ditch System Aerial Imagery – Photo Waypoints](#)
[Appendix C: Photo Waypoint Monitoring – IVB Ditching System](#)
[Appendix D: IVBRP – Vegetation Cover – Map](#)
[Appendix E: Two Worlds Consulting-Community Mtg Summary](#)
[Appendix F: Community Mtg Flipchart Notes & Evaluation Form](#)
- 6.3. [23-430](#) Consideration of Regional Parks Land for Foodlands Access Program
- Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board: That conditional approval be given to use the Bear Hill site as a test location for the Foodlands Access Program's new farmer incubator.
- Attachments:** [Staff Report: Regional Parks Land for Foodlands Access Program](#)
[Appendix A: Bear Hill Regional Park – Site Map](#)
[Appendix B: Foodlands Access Program Description](#)
- 6.4. [23-445](#) Island View Beach Regional Park Campground - Operating Season Extension Pilot Project
- Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board:
1. That the 2023 operating season for the Island View Beach Regional Park Campground be extended to the end of the Thanksgiving long weekend, October 9, 2023, as a pilot project; and
 2. That CRD staff review the success of the pilot project and report back to the Regional Parks Committee and Board in early 2024.
- Attachments:** [Staff Report: IVBRP Campground Season Extension Pilot Project](#)
[Appendix A: IVBRP Campground – Map](#)

7. Notice(s) of Motion

8. New Business

9. Adjournment

The next meeting is July 26, 2023.

To ensure quorum, please advise Tamara Pillipow (tpillipow@crd.bc.ca) if you or your alternate cannot attend.

Meeting Minutes

Regional Parks Committee

Wednesday, May 24, 2023

9:30 AM

6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

PRESENT

Directors: C. McNeil-Smith (Chair), J. Brownoff (Vice Chair), G. Holman (EP), S. Tobias, K. Williams, R. Windsor, C. Plant (Board Chair, ex officio) (EP)

Staff: T. Robbins, Chief Administrative Officer; L. Hutcheson, General Manager, Parks and Environmental Services; J. Leahy, Senior Manager, Regional Parks; M. MacIntyre, Manager, Planning Resource Mgt and Dev, Regional Parks; J. Mooney, Manager, Park Operations, Regional Parks; T. Moss, Manager, Visitor Services & Community Dev, Regional Parks; C. Vernon, Manager, First Nations Relations; M. Lagoa, Deputy Corporate Officer; T. Pillipow, Committee Clerk (Recorder)

EP - Electronic Participation

Regrets: Director C. Coleman, S. Goodmanson, L. Szpak, M. Tait

The meeting was called to order at 9:33 am.

1. Territorial Acknowledgement

Director Williams provided a Territorial Acknowledgement.

2. Approval of Agenda

MOVED by Director Windsor, **SECONDED** by Director Brownoff,
That the agenda for the May 24, 2023 Regional Parks Committee meeting be approved.
CARRIED

3. Adoption of Minutes

3.1. [23-372](#) Minutes of the April 26, 2023 Regional Parks Committee Meeting

MOVED by Director Brownoff, **SECONDED** by Director Windsor,
That the minutes of the Regional Parks Committee meeting of April 26, 2023 be adopted as circulated.
CARRIED

4. Chair's Remarks

Chair McNeil-Smith noted how exciting it is to have all 33 CRD regional parks officially recognized in the Canadian Protected and Conserved Area Database.

5. Presentations/Delegations

There were no presentations or delegations.

6. Committee Business

6.1. [23-366](#) Capital Regional District Regional Parks Dam Safety - Critical Infrastructure

M. MacIntyre presented Item 6.1. for information.

Discussion ensued regarding:

- the options being considered for dams nearing their end of life
- the consideration of environmental benefits during upgrades
- funding sources
- assessments of dams for potential decommissioning

6.2. [23-367](#) CRD Regional Parks Division - 2023 Operational Update

J. Mooney presented Item 6.2. for information.

Discussion ensued regarding:

- temporary-use permits for camping at Island View Beach
- Lochside Trail improvements due to increased use
- jurisdiction and options to improve the Island View boat launch

Motion Arising

MOVED by Director Windsor, **SECONDED** by Director Williams,

The Regional Parks Committee recommends to the CRD Board:

That staff report at the July Capital Regional District Board meeting on adding a pilot to extend the Island View Beach camping season beyond the current end of season on Labour Day.

CARRIED

Motion Arising

MOVED by Director Windsor, **SECONDED** by Director Plant;

The Regional Parks Committee recommends to the CRD Board:

That staff bring forward an information report, when available, on all historical and current information on the issue of the Island View Beach boat launch.

CARRIED

Discussion ensued regarding:

- funding options to support regional trail operations
- staff meeting with the Minister of Transportation regarding the Salt Spring Island Salish Sea Trail
- the length of term of the regional trails license agreement renewals

Director Plant left the meeting at 10:20 am.

6.3. [23-363](#) Presentation: A Journey to Reconciliation: Learning from the Central Coast

J. Leahy and C. Vernon presented Item 6.3.: A Journey to Reconciliation: Learning from the Central Coast for information.

Discussion ensued regarding potential legislative obstacles to co-managing the regional parks with local First Nations.

7. Notice(s) of Motion**7.1.** [23-368](#) Motion with Notice: Island View Beach Mosquito Management (Director Windsor)

MOVED by Director Windsor, **SECONDED** by Director Tobias,
WHEREAS, the Island View Beach region is within the Tsawout First Nation, Capital Regional District, and District of Central Saanich jurisdictions; and
WHEREAS, the Island View Beach region has drainage and pest mosquito issues across the three jurisdictions;
THEREFORE BE IT RESOLVED that staff be directed to report back on creating an engineering working group with Tsawout First Nation, CRD and Central Saanich to conduct a holistic assessment of the drainage of the Island View Beach area this year so that improvements to the drainage system can be made to address the pest mosquito issues.
CARRIED

Discussion ensued regarding the existing working group.

8. New Business

There was no new business.

9. Adjournment

MOVED by Director Windsor, **SECONDED** by Director Tobias,
That the May 24, 2023 Regional Parks Committee meeting be adjourned at 10:55 am.
CARRIED

CHAIR

RECORDER

**REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, JUNE 28, 2023**

SUBJECT **First Nations Feedback on the Interim Regional Parks and Trails Strategic Plan 2022-2032**

ISSUE SUMMARY

To provide feedback from continued engagement with First Nations on the Interim Regional Parks and Trails Strategic Plan 2022-2032 and to consider the Plan for approval.

BACKGROUND

The Capital Regional District (CRD) Board initiated an update of the Regional Parks Strategic Plan 2012-2021 at its meeting of December 8, 2021 and requested that staff engage all First Nations in the region in an early, meaningful and ongoing manner in the development of the renewed Strategic Plan. A workshop was held with the Regional Parks Committee in January 2022 to develop a proposed vision, mission, values and priorities for regional parks and trails. In February 2022, the CRD Board approved these materials for First Nations, stakeholder and public engagement, and directed that a lens of conservation and protection of biodiversity be applied to the development of the priorities and the planning process.

Staff led the development of an updated Regional Parks and Trails Strategic Plan (Strategic Plan) between January and June 2022 and sought input from First Nations, stakeholders and the public. A consulting firm was retained to assist with First Nations engagement. Many First Nations indicated an interest to engage in the process but could not accommodate the timeline presented.

At its meeting of July 13, 2022, the CRD Board carried the following motions arising:

1. *That the Capital Regional District Regional Parks and Trails Strategic Plan 2022-2032 be approved on an interim basis for one year while engagement with First Nations continues.*
2. *That bike parking and e-bike charging stations be added to priority action 4-2e.*
3. *That the Regional Parks Committee direct staff to report back, as part of the review, on the advisability of including the following target in the plan: "That CRD work with Indigenous, federal, provincial, philanthropic partners to expand protected areas in the region to 25% of the region's land base by 2032."*
4. *That staff be directed to consider the expansion of camping opportunities as part of the development of the Outdoor Recreation Plan as well as the report back on the Regional Parks and Trails Strategic Plan.*

First Nations Engagement

Engagement with First Nations in the region continued between August 2022 and April 2023. Nineteen First Nations with traditional territory in the CRD were invited to review and provide input on the Interim Strategic Plan. Fifteen First Nations provided feedback and based on the feedback received, proposed changes have been incorporated into the Strategic Plan for consideration (Appendix A; revisions shown in orange text). A summary report outlining the First Nations engagement process and feedback received is included in Appendix B.

Protected Area Targets

In response to the Board's request to determine the advisability of including a target in the plan to work with Indigenous, federal, provincial and philanthropic partners to expand protected areas in the region to 25% of the region's land base by 2032, staff determined that the target falls short of international and national targets to achieve 30% protection of land and water by 2030. The Interim Strategic Plan commits the CRD to its continuing role of contributing to the 30% by 2030 target in the following ways:

- Priority action 2-1e: *Support global, national and local conservation targets by increasing protection of the region's large and connected natural areas, rare and at-risk species and ecosystems, natural assets, and representation of diverse ecosystems.*
- The actions included in strategic priority 4-5: *Strategically acquire and manage natural areas to address climate mitigation, urban containment and access to green space for a growing population.*
- Annual reporting indicators for 2-1 increased area of park land protected, 3-1 increased area available for compatible outdoor recreation, and 4-5 increased representation of all regional park classifications.

Updating the Land Acquisition Strategy (priority actions 4-5b and 5-4c) is a key initiative to set the direction for the regional parks system expansion over the coming years. Feedback received from First Nations reinforces the important role of land and Indigenous rights in reconciliation efforts. The CRD seeks to better understand the interests of local First Nations in land acquisition for regional parks, as well as the goals and capacity of other government partners, to collectively achieve protected area targets in the region. This work will provide revised principles, processes, criteria and partnership opportunities to guide the expansion of the regional parks system.

Strategic Plan priority action 4-5a sees ongoing collaboration with First Nations, government partners and organizations to identify regionally significant parkland and determine alignment of goals and objectives. The CRD is already contributing to Canada's national conservation network by recognizing all 33 existing regional parks in the national Protected and Conserved Areas Database. By connecting with partners to protect and conserve biologically diverse lands within the region, the CRD will continue to support the 30% by 2030 target. Therefore, staff suggest that embedding a 25% target by 2032 in the Strategic Plan is not advisable.

Other Proposed Edits

Staff took the opportunity to review the Interim Strategic Plan document with a view to correcting any minor grammatical issues, errors or omissions. The changes proposed to the Interim Strategic Plan relate to the following:

- Compatible Outdoor Recreation: refinement of what is 'compatible outdoor recreation' based on feedback received from accessibility community; incorporated consistent terminology for 'outdoor recreation opportunities' throughout; added 'front-country' overnight camping terminology introduced in preparation for the Outdoor Recreation Plan.
- Park Classifications: Brooks Point Regional Park classification has been amended in Appendix E: Regional Park Classifications to classify it as a Conservation Area, in alignment with the management plan approved in 2014.

- Priority Action 4-2e: Bike parking and e-bike charging stations added to priority action 4-2e (previously incorporated).
- Minor edits and corrections to the following sections:
 - Section 2.3 Physical Setting and Appendix B calculations.
 - Map 6 Regional Trail Classifications and Priority Projects to show Phase 5 of the E&N Rail Trail as proposed (not yet planned or designed).
 - Correct regional park names.

ALTERNATIVES

Alternative 1

The Regional Parks Committee recommends to the Capital Regional District Board:
That the Capital Regional District Regional Parks and Trails Strategic Plan 2022-2032 be approved.

Alternative 2

That the interim Capital Regional District Regional Parks and Trails Strategic Plan 2022-2032 be referred back to staff.

IMPLICATIONS

Environmental & Climate Implications

The Strategic Plan applies a lens of conservation to the Vision, Mission and Value statements that emphasize conservation of environmental and cultural values, protection of biodiversity, and connecting people to nature through stewardship, education, and compatible outdoor recreation opportunities. The goal to protect the region's natural assets and cultural heritage for future generations is supported by several priority initiatives related to incorporating Indigenous knowledge, stewardship and restoration, and incorporating best practices for compatible outdoor recreation. Many First Nations indicated the benefits of incorporating traditional knowledge and stewardship approaches into park management planning to achieve long-term sustainability of resources.

Regional parks and regional trails are vital in helping to achieve the region's climate action, environmental and active transportation goals. The Strategic Plan includes priorities for increasing protection of the region's biodiversity; protecting cultural heritage and traditional cultural use; advancing regional active transportation opportunities; and strategically acquiring and managing natural areas to address climate mitigation, urban containment, and access to green space for a growing population.

Intergovernmental Implications

Continuing a journey of reconciliation with First Nations in the region is a foundational principle of the Strategic Plan. Proposed edits to the Strategic Plan draw on input received from First Nations in the region between August 2022 and April 2023. First Nations are invited to continue being involved in the implementation of the Strategic Plan.

Feedback received from First Nations on the Interim Strategic Plan expresses interest in strengthening relationships between First Nations governments and the CRD. Interest in how the Strategic Plan will be implemented with First Nations involvement and collaboration was also communicated.

In developing this Strategic Plan, staff consulted representatives from other park agencies and other CRD divisions to understand how priorities for the CRD's regional parks might align with the goals and objectives of other agencies, with the aim of aligning desired outcomes between groups, strengthening partnerships, clarifying roles and responsibilities of the different agencies, and enhancing information sharing.

Social Implications

A key concern expressed by First Nations during engagement is the alienation of land and resources from Indigenous People. Many First Nations expressed interest in highlighting Indigenous rights, managing areas in regional parks for cultural use activities and opportunities for public education, where appropriate.

Financial Implications

Financial implications associated with service level adjustments identified by the updated Strategic Plan will be considered by the CRD Board in future service planning processes. A funding strategy to accompany implementation will be brought forward for consideration following finalization of the Strategic Plan.

Alignment with Board & Corporate Priorities

The 2023-2026 CRD Board Priorities include strong relationships with First Nations, progress on climate action and environment, and multi-modal transportation systems. Completion of the strategic planning and engagement process to bring forward a final Regional Parks and Trails Strategic Plan addresses goal 7a of the CRD's 2023-2026 Corporate Plan. The proposed Strategic Plan, as included in Appendix A, aligns with the goals and initiatives in the Corporate Plan. Implementation of the 13 strategic priorities and 57 sub-actions identified in the Strategic Plan will be implemented over the next 10 years and progress will be reported on annually.

Alignment with Existing Plans & Strategies

The region faces different challenges and opportunities than when the Regional Parks Strategic Plan was adopted in 2012. The Regional Parks and Trails Strategic Plan 2022-2032 is in alignment with recent Board-approved strategies: Regional Growth Strategy, Regional Transportation Plan, Climate Action Strategy and the Special Task Force on First Nations Relations Final Report. The Strategic Plan creates strong linkages to Board directions, the engagement process, relevant legislation, guidance documents, operational knowledge and the feedback from public surveys.

CONCLUSION

The CRD Board approved the Regional Parks and Trails Strategic Plan in July 2022 on an interim basis for one year while engagement with First Nations continued. Nineteen First Nations were invited to engage on the Interim Strategic Plan and are invited to continue being involved during implementation. Proposed edits to the Strategic Plan draw on input received from First Nations in

the region between August 2022 and April 2023. Additional edits are proposed to correct errors and grammar, to clarify the scope of 'compatible outdoor recreation', and to reclassify Brooks Point Regional Park as a Conservation Area. The Strategic Plan includes 13 strategic priorities and 57 sub-actions to guide the CRD in achieving its vision for regional parks and trails over the next ten years. Finalizing the CRD Regional Parks and Trails Strategic Plan 2022-32 is a key initiative in the CRD Corporate Plan 2023-26.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:
That the Capital Regional District Regional Parks and Trails Strategic Plan 2022-2032 be approved.

Submitted by:	Jeff Leahy, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

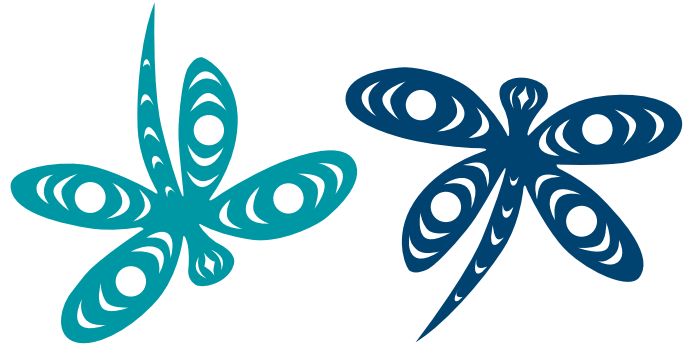
Appendix A: Revised Regional Parks and Trails Strategic Plan – 2022-2032 (revisions shown in orange text)
Appendix B: First Nations Engagement Report
Appendix C: Presentation Regional Parks and Trails Strategic Plan – 2022-2032

Regional Parks and Trails Strategic Plan 2022-2032

June 2023

Territorial Acknowledgement

The CRD conducts its business within the traditional territories of many First Nations, including but not limited to BOKÉĆEN (Pauquachin), MÁLEXEŁ (Malahat), P'a:chi:da?aht (Pacheedaht), Pune'laxutth' (Penelakut), Sc'ianew (Beecher Bay), Songhees, STÁUTW (Tsawout), T'Sou-ke, WJOŁEŁP (Tsartlip), WSIKEM (Tseycum), and x^wsepsəm (Esquimalt), all of whom have a long-standing relationship with the land and waters from time immemorial that continues to this day.



Dancing Dragonflies by Chris Paul

The CRD commissioned WŚÁNEĆ artist Chris Paul to create an image based on the idea of First Nation and Settler communities living side by side and our governments making a difference together.

Dragonfly is a symbol of change, transformation and swiftness. Dragonfly represents a symbol of change in the view of self-understanding and the kind of change that has its source in maturity and insight into the deeper meaning of life.

It is our hope today that our work to change and transform will be swift, that as we mature we will develop insight that allows us to be poised for reconciliation and that we continue to build strong and meaningful relationships with local First Nations.

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Cover photo credit: Andrea Rangel

Camas, also known as q^whāʔəl or spéenx^w in SENĆOŦEN and speenhw in Hə́łqəmiḱə́h, grows in the wild in great numbers in moist meadows. Rich in local Indigenous food traditions, Camas are perennial plants which emerge early in the spring and can be observed in many of CRD's regional parks.

Organizational Overview

The Capital Regional District (CRD) delivers regional, sub-regional and local services to 13 municipalities and three electoral areas on southern Vancouver Island and the Gulf Islands. Governed by a 24-member Board of Directors, the CRD works collaboratively with First Nations and **other government partners** to enable sustainable growth, foster community well-being, and develop cost-effective infrastructure, while continuing to provide core services to residents throughout the region.

The CRD's boundaries span the traditional territories of many First Nations, whose ancestors have been caretakers of these lands since time immemorial. The CRD believes that a positive working relationship with First Nations is good for the whole region. For the CRD to have a positive relationship with First Nations we need to acknowledge, respect and complement their Indigenous laws, customs and systems of governance. The CRD is part of a national movement towards Reconciliation with Canada's Indigenous peoples, informed by the Truth and Reconciliation Commission's Calls to Action, the United Nations Declaration on the Rights of Indigenous Peoples, Section 35 of the Canadian Charter of Rights and Freedoms, and the Douglas Treaties and the BC Modern Treaty process.

The CRD wishes to work with local First Nations in the spirit and practice of reconciliation to determine appropriate actions in regional parks and trails that respect Indigenous rights, uplift Indigenous governance and that strengthen government-to-government relationships.

ǻ́ekoo ǻ́ekoo! (Díitiidʔaaʔtx̱)
Huy ch q'a (Hə́hǵəmiǵəẖ)
HÍSW̱KE (SENĆOŦEN)
Hay'sxw'qa sí'em (LKWUNGEN)
Klecko Klecko (Nuu-chah-nulth)
Thank You



Transformation (Raven)
by Darlene Gait of
Esquimalt Nation

Executive Summary

The Regional Parks and Trails Strategic Plan (Strategic Plan) is an overarching document that provides a long-term vision for regional parks and trails from 2022 to 2032. This updated 10-year Strategic Plan builds on the success of the Regional Parks Strategic Plan 2012-2021. It is founded on the belief that regional parks and trails provide immense benefits to the region and that it is necessary to plan today to protect those natural areas that are vital to the long-term health of the region's natural environment, cultural heritage and the health of people and of our communities.

The Capital Regional District (CRD) Board initiated an update to the Strategic Plan in December 2021 and set the initial direction for a renewed vision, mission, values and priorities for engagement. This Strategic Plan has been developed with input from First Nations, stakeholder groups and the public, and draws on corporate knowledge and linkages with other CRD strategies.

The highlights of the Strategic Plan are: a commitment to build strong relationships with First Nations in the region and support Indigenous rights; increased efforts to conserve natural areas and cultural heritage; improvements to the visitor experience; preparations for and action on climate change; improved resiliency across the service; and enhanced access to and equity in regional parks and trails.

As the Strategic Plan is implemented over the next decade, monitoring and reporting will be conducted so that the status of actions can be tracked and progress towards achieving the goals can be realized. Minor or major amendments to the Strategic Plan may be considered by the CRD Board over time, in response to shifting priorities.

1. Introduction

In 2019, the Capital Regional District (CRD) Board made it a priority to update the Regional Parks Strategic Plan 2012-2021. The CRD developed this Regional Parks and Trails Strategic Plan 2022-2032 (the Plan) between December 2021 and June 2022. The Plan updates the former strategy to reflect current challenges and opportunities affecting the region, as well as to incorporate recent CRD initiatives and priorities **and advance the CRD's commitment to reconciliation with First Nations**. The success of this Plan relies on a commitment to superior service delivery, cooperation with partners, and relationships with First Nations.

The Plan is structured as follows: the introduction sets out a renewed vision, values and principles, and mission statements and outlines the engagement process for the Plan update. Section 2 includes a review of the state of regional parks and regional trails in 2022. Section 3 establishes a classification system for regional parks and regional trails. Key priorities and initiatives for regional parks and regional trails are organized in five themes in Section 4. Section 5 outlines the monitoring and reporting structure for the Plan. A glossary of key terms is provided in Appendix A and supporting information is included in Appendices B-E.





1.1 Vision

The vision identifies the desired future state of regional parks and regional trails in 2032:

We have an expanded and connected system of regional parks and regional trails that are rich in biodiversity, respect Indigenous cultural heritage and use, inspire stewardship, are resilient to change, and provide enjoyable outdoor recreation experiences.

The initial direction for the vision statement was set by the CRD Board at the outset of the Strategic Plan update process and was further developed with input received from First Nations, stakeholder organizations and the public.

This vision recognizes that the CRD must play a prominent role as a leader in expanding the system of regional parks and trails, in collaboratively and respectfully stewarding natural areas, respecting cultural use, and in facilitating health and wellbeing in the face of a changing climate and a rapidly growing region. Expansion of regional parks and trails will be approached in a manner that supports First Nations access to and use of their traditional territories, including their right to harvest resources, and does not impact areas of cultural concern. This Plan sets the course for the CRD to better understand how the formation of government-owned parks and protected areas has affected First Nations people and cultures, and how CRD can learn from and collaboratively work with First Nations communities, as long-term stewards of these lands, to achieve a rich and resilient network of parks and trails and to encourage a new generation of stewards.

Reaching the desired vision will be successful if the CRD works closely with First Nations communities, other government partners, organizations, institutions and residents in the region. A focus on equity and accessibility in the Plan is aimed at encouraging broader participation in regional parks and trails.

1.2 Mission

The mission defines the fundamental purpose of the regional parks and regional trails system, describing why it exists, what it does, and the level of performance to be met or surpassed. The mission for regional parks and regional trails is to:

- Operate and manage a connected system of regional parks for public enjoyment.
- Foster stewardship by learning from and working with long-term land stewards and by connecting people to nature.
- Operate and manage a regional trail network for active transportation and recreation.
- Foster reconciliation by collaborating with First Nations in the operation and management of regional parks and regional trails through the establishment of traditional use agreements.
- Be fiscally responsible and accountable in decision-making.



Horth Hill Regional Park

1.3 Values

The following values and guiding principles were identified during the development of this Plan. Values and principles define what is important to the CRD and will be applied to guide the implementation of this Plan:

Access: Regional parks and regional trails can be accessed by transit, micromobility, cycling and walking.

Accountability: Decision-making processes and financial management are transparent and based on the best available information.

Connectivity: Biodiversity depends on connected natural area corridors and complete communities depend on connected trail corridors and active transportation networks.

Conservation: Regional parks protect, restore and enhance the region's cultural heritage, biodiversity, and rare and unique ecosystems.

Education: Promoting literacy of the region's natural and cultural heritage increases awareness of the interconnectedness between humans and the nature and impacts of climate change.

Equity: Regional parks and regional trails are inclusive, culturally safe, and accessible to visitors of all ages, abilities and income levels.

Outdoor Recreation: Outdoor recreation benefits our health and wellbeing, connects us to each other and immerses us in nature.

Partnership: A commitment to developing meaningful partnerships with First Nations that respect Indigenous knowledge, First Nations governance and cultural use, as well as collaborating with other government partners and organizations in the region.

Reconciliation: A commitment to take action towards Indigenous reconciliation by respecting Indigenous laws, creating opportunities to collaborate in the operation of parks and trails, and strengthening relationships with First Nations communities by applying the principles of respect, reciprocity and responsibility.

Resiliency: Regional parks and regional trails adapt to change by incorporating solutions that take action on climate change, recognize the value of Indigenous cultural knowledge, ensure sustainable service delivery and aim to benefit future generations.

Stewardship: A commitment to learning from and implementing approaches from First Nations, who are the long term land stewards, and inspiring residents and visitors to be stewards of the region's natural and cultural heritage by leading by example and showcasing best practices.



1.4 Engagement Process

In December 2021, the CRD Board initiated an update to the Regional Parks Strategic Plan 2012-2021. After initial input was received from the Regional Parks Committee and CRD Board to set the strategic direction of the Plan update, an engagement process was implemented between February and April to seek input on the Plan update from First Nations, stakeholder organizations representing regional conservation, outdoor recreation and community interests, staff from other park agencies, and from the public (Figures 1 and 2). Collectively, the input received through this engagement process has contributed to the development of the vision, mission, values and principles, key priorities, initiatives and targets identified in this Plan. A complete engagement report accompanies this Plan.

The CRD's boundaries span the traditional territories of many First Nations, who have been taking care of the land since time immemorial. The CRD believes that a positive working relationship with First Nations is good for the whole region. Engagement with First Nations on the Regional Parks and Trails Strategic Plan 2022-2032 is ongoing throughout the development and implementation of this Plan. An engagement report outlining First Nations input to date accompanies this Plan, **and the CRD acknowledges the following First Nations who participated in the development of this plan:**

- Sc'ianew First Nation
- BOKEĆEN (Pauquachin) First Nation
- MÁLEXEL (Malahat) Nation
- P'a:chi:da?ahť (Pacheedaht) First Nation
- Spune'luxutth (Penelakut) Tribe
- Songhees Nation
- STÁUTW (Tsawout) First Nation
- T'Sou-ke Nation
- WJOŁŁP (Tsartlip) First Nation (represented by WSÁNEĆ Leadership Council)
- WSÍKEM (Tseycum) First Nation (represented by WSÁNEĆ Leadership Council)
- xʷsepsəm (Esquimalt) Nation
- xeláltxw (Halalt) First Nation
- Lyackson First Nation
- Stz'uminus (Chemainus) First Nation
- Semiahmoo First Nation
- Snuneymuxw First Nation
- Sčəwaθən məsteyəxʷ (Tsawwassen) First Nation
- Ts'uubaa-asatx (Lake Cowichan) First Nation
- Cowichan Tribes

FIGURE 1. ENGAGEMENT PROCESS TIMELINE

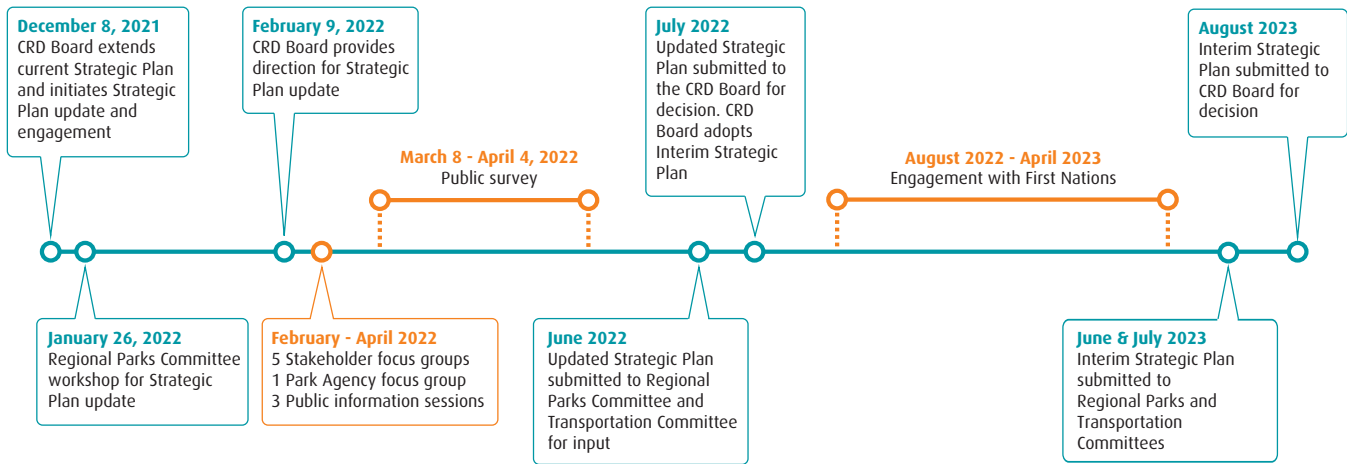
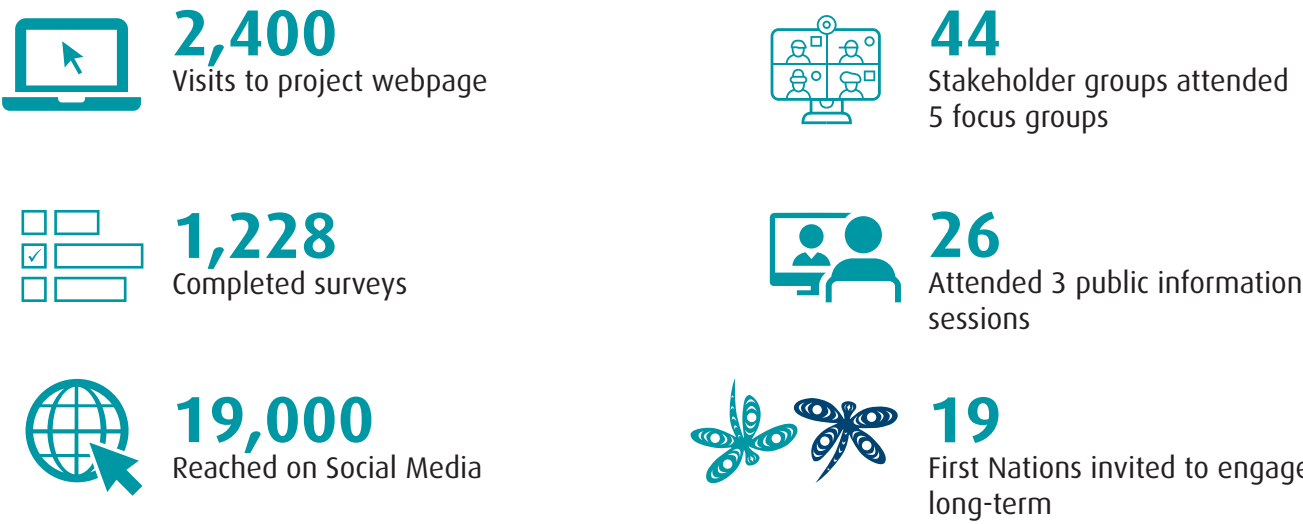


FIGURE 2. ENGAGEMENT OVERVIEW





2. Regional Parks and Trails in 2022

2.1 Regional Parks Service

The CRD is the regional government for the 13 municipalities and three electoral areas that are located on the southern tip of Vancouver Island (Map 1). The CRD covers an area of approximately 238,000 hectares (ha) and extends from Port Renfrew in the west, to the Malahat and Saanich Inlet, to Victoria and the Saanich Peninsula, and Salt Spring Island and the Southern Gulf Islands in the east.

The CRD provides over 200 services in the following categories:

- Regional, where all municipalities and electoral areas are served
- Sub-regional, where two or more jurisdictions are served
- Local, in the electoral areas where the CRD is the local government

The authority to provide a regional parks and regional trails service is granted by the Province of British Columbia (BC) to the regional district primarily through provisions outlined in the *Local Government Act*.

The CRD has provided a service for the provision and maintenance of regional parks and regional trails since incorporation in 1966. The service is a regional service provided to all municipalities and electoral areas in the CRD, as per the “Regional Parks Extended Service Establishment Bylaw No. 1, 1989”, CRD Bylaw No. 1749. The CRD Board is the decision-making authority for the service. The CRD Regional Parks Committee provides input to the Board on matters pertaining to regional parks and regional trails. As of 2022, the CRD Transportation Committee also provides input to the Board on regional trail matters (mobility and recreation, including land acquisition, management, operations and programs for the Galloping Goose, Lochside and E&N regional trails). Funding for the service is primarily through property tax requisition, with additional funding received from non-tax revenue sources, borrowing and grant funding.

In 2022, there are 32 regional parks and four regional trails in the system, comprising over 13,200 hectares (ha) of land (Map 2). Regional parks contribute approximately 27% to the region's network of protected natural areas (Appendix B). Map 2 shows the current extent of parks and protected areas, including federal, provincial, regional and municipal. The CRD's protected watershed lands are also included, as they comprise a significant area dedicated to protection of the region's drinking water supply.

In contrast to most municipal or community park services, regional parks in BC tend to be larger parcels of land located outside of the central urban core and having more limited recreation facilities. Regional parks generally contrast the scale of the vast provincial and federal park systems, and differ from the conservation mandate of conservancies and trust funds. In the CRD, regional parks receive high levels of visitation, offer high-quality facilities, and make up the largest type of park, covering 5.5% of the region's land base (Appendix B). Regional parks are provided for public enjoyment and are compatible with the objectives of protecting biodiversity and cultural heritage. The dynamic of establishing regional parks for the purpose of public use and enjoyment, and for conservation, will become increasingly challenging with continued population growth and development pressure in the region.

Regional trails differ from neighbourhood-scale walking and cycling infrastructure, as they span municipal boundaries and serve as off-street greenway corridors for both active transportation and recreation. Regional trails also differ from provincially-designated Recreation Trails, such as the Kludahk Trail, and iconic hiking trail experiences, such as the Provincial Juan de Fuca Marine Trail and federal West Coast Trail. Regional trails will become increasingly important in supporting the regional transportation mode-shift towards active transportation and micromobility choices, and for improving health and wellness in the region's population.

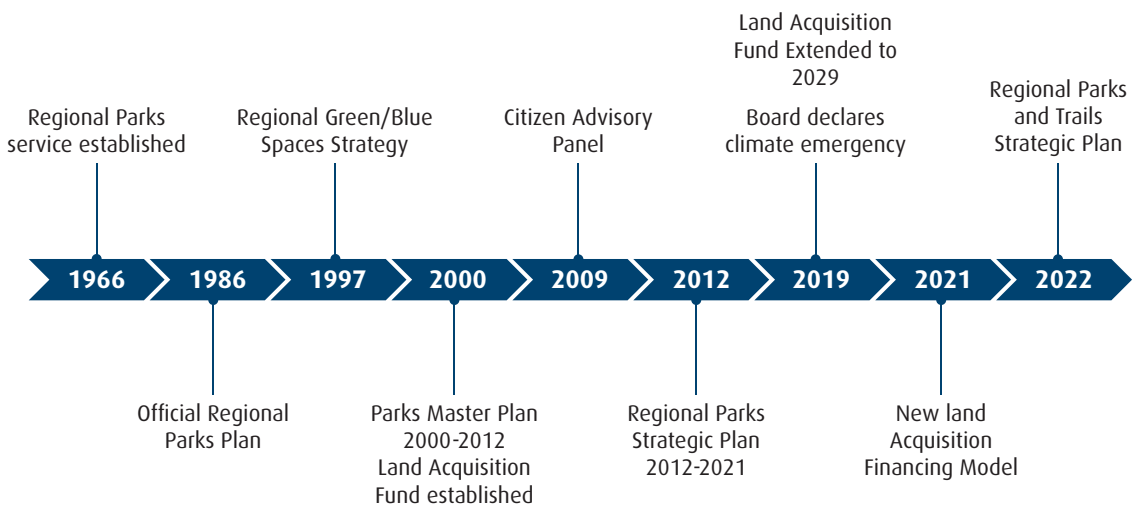




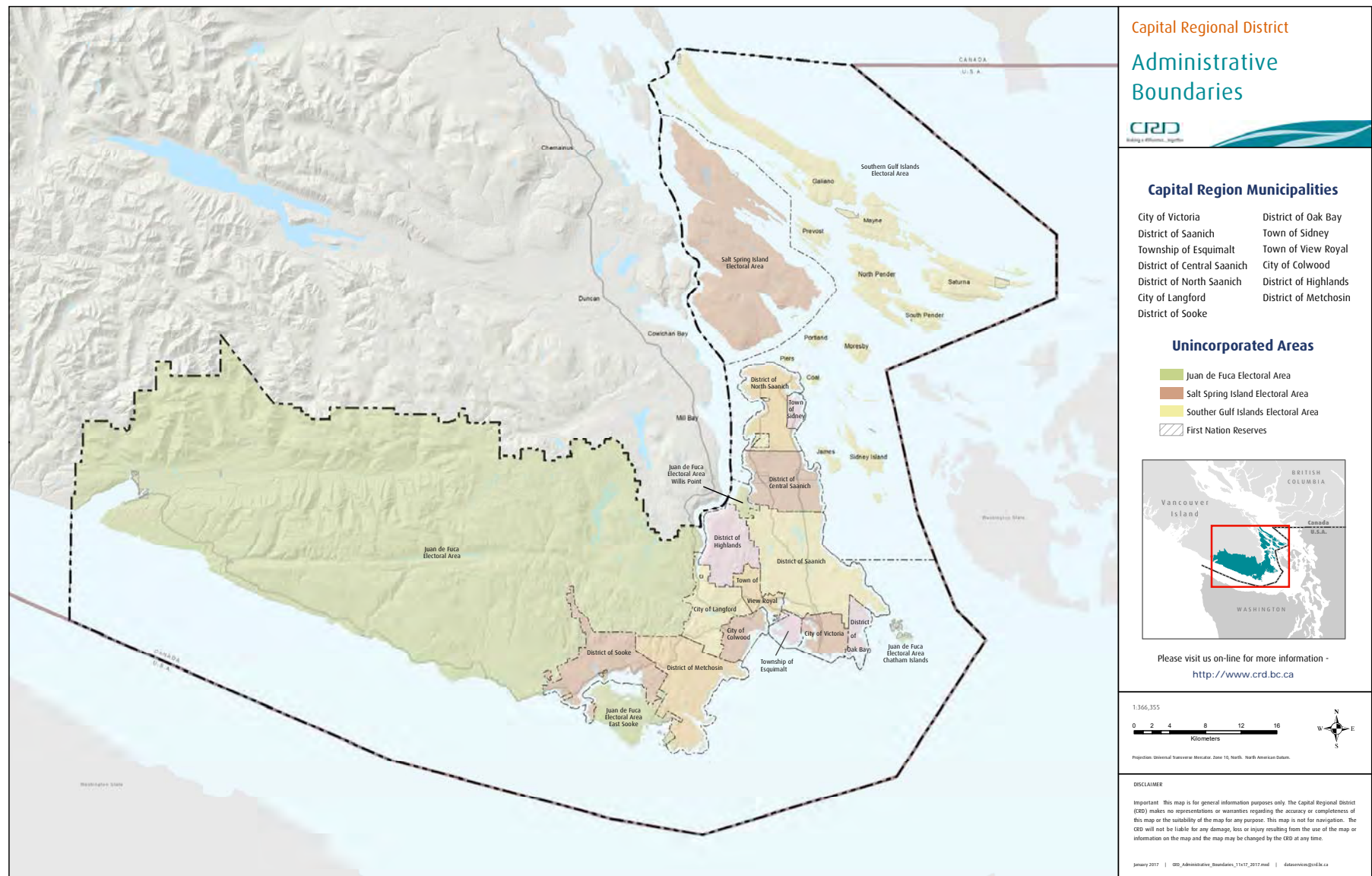
Elk/Beaver Lake Regional Park

The management of regional parks and regional trails has been guided by various plans and strategies over the years. The former Regional Parks Strategic Plan 2012-2021, developed with extensive involvement by a Citizens Advisory Panel, has provided guidance to service delivery over the past ten years. Many of the foundational principles in the former Strategic Plan are incorporated into this updated Plan, and emerging priorities over the past decade have been considered for inclusion in this updated Plan. Notable milestones impacting regional parks and regional trails are highlighted in Figure 3.

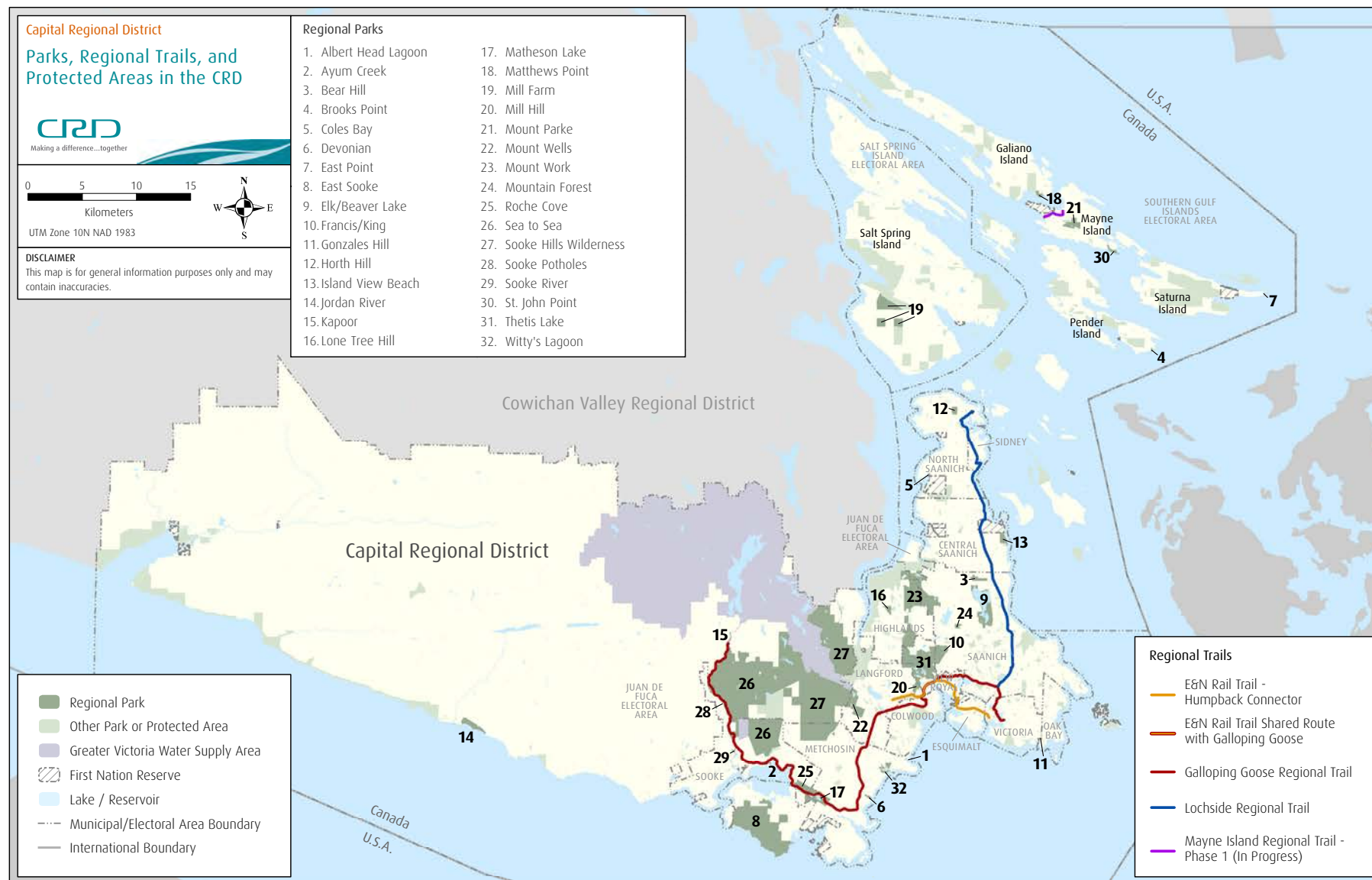
FIGURE 3. ACTION THROUGH THE YEARS



MAP 1. ADMINISTRATIVE BOUNDARIES



MAP 2. PARKS AND PROTECTED AREAS IN THE CRD





2.2 Cultural Setting

First Nations with traditional territory in the region follow Indigenous laws, assert Aboriginal Rights protected by section 35 of the *Constitution Act*, and many First Nations are also signatories of the Douglas Treaties.

The CRD's 2018 First Nations Task Force Final Report (Final Report) recommends actions and next steps for the CRD's path towards more inclusive models of governance and decision making between the CRD and First Nations governments. The CRD's Statement of Reconciliation underpins this Final Report and guides the organization's initiatives at the Board, leadership and staff level. The CRD can support reconciliation in many ways. Such opportunities are identified in the Final Report, including but not limited to: **establishing traditional use and access agreements, developing collaborative approaches to park management; integrating First Nations interests and traditional knowledge in park management; and supporting cultural safety and harvesting rights in regional parks.** A CRD Board priority for 2023-2026 is **strong relationships with First Nations based on trust and mutual respect, partnerships and working together on shared goals.**

In 2019, the Province of BC enacted the *Declaration on the Rights of Indigenous Peoples Act (DRIPA)*, committing to upholding the human rights of Indigenous Peoples, and adopted a five-year action plan to advance reconciliation in tangible and measurable ways between 2022-27. Of particular relevance to regional parks and trails are: **Article 12: access to religious and cultural sites; Article 26: right to use, develop and control traditional territories; Article 29: protection and conservation of territories; and Article 32: right to determine and develop priorities for the development of territories.** These articles and actions will **determine** how the CRD and First Nations in the region work together over the next decade.

The CRD supports the *Heritage Conservation Act* through implementation of the CRD's Protection and Conservation of Heritage Sites Policy. The CRD recognizes the historical, cultural, scientific, spiritual and educational value of archaeological sites to First Nations, local communities, academic institutions, and the public.

Regional parks encompass many cultural heritage values that may or may not benefit from formal protection but are important in telling the history of the region. The CRD seeks to connect people to place through the delivery of interpretive programs, signs and information. An interpretive program was piloted in 2021 to explore the cultural significance of the region through a First Peoples lens. This program will be expanded in 2022.



2.3 Physical Setting

The CRD encompasses a complex geography and climate that includes a range of rich and diverse ecosystems. Regional parks are home to a number of culturally significant plants and animals for First Nations, including camas, saskatoon berry and sword fern. The CRD is located within three Biogeoclimatic zones: Coastal Douglas-fir (CDF), Coastal Western Hemlock (CWH) and Mountain Hemlock (MH) (Map 3).

The CDF zone is home to the highest number of species and ecosystems at risk in BC, of which many are ranked globally as imperiled or critically imperiled. Only 0.3% of BC consists of CDF zone and it is the least protected zone in BC, with many of the protected areas being small, isolated parcels surrounded by development. A significant portion of the total CDF land base has been converted or altered by forestry, agriculture, mining and residential development (Map 4). There is only one subzone of CDF, recognized as CDFmm (Moist Maritime). The CRD currently protects 4% (2,850 ha) of the CDF occurring within the region, which comprises approximately 22% of the regional parks system as a whole (Appendix C).

The CWH zone covers approximately 11% of the province and is comprised of ten subzones, of which three occur within the CRD. While the CWH is relatively well protected across BC, two subzones that occur within the CRD are more heavily disturbed and less protected across their range, including CWH xm1 (very dry maritime - eastern) and CWH sm2 (very dry maritime-western). The CRD currently protects 4% (10,360 ha) of the region's CWH, which comprises 78% of the regional parks system (Appendix C).

The MH zone occupies approximately 4% of the province, along higher elevations (900-1,800 m above sea level) of the BC Coast. It consists of three subzones, of which only MH mm1 (moist maritime) occurs within the CRD in an area of 3,473 ha in size. The MH mm1 zone is generally well protected across BC, but is not currently protected by the regional parks system.

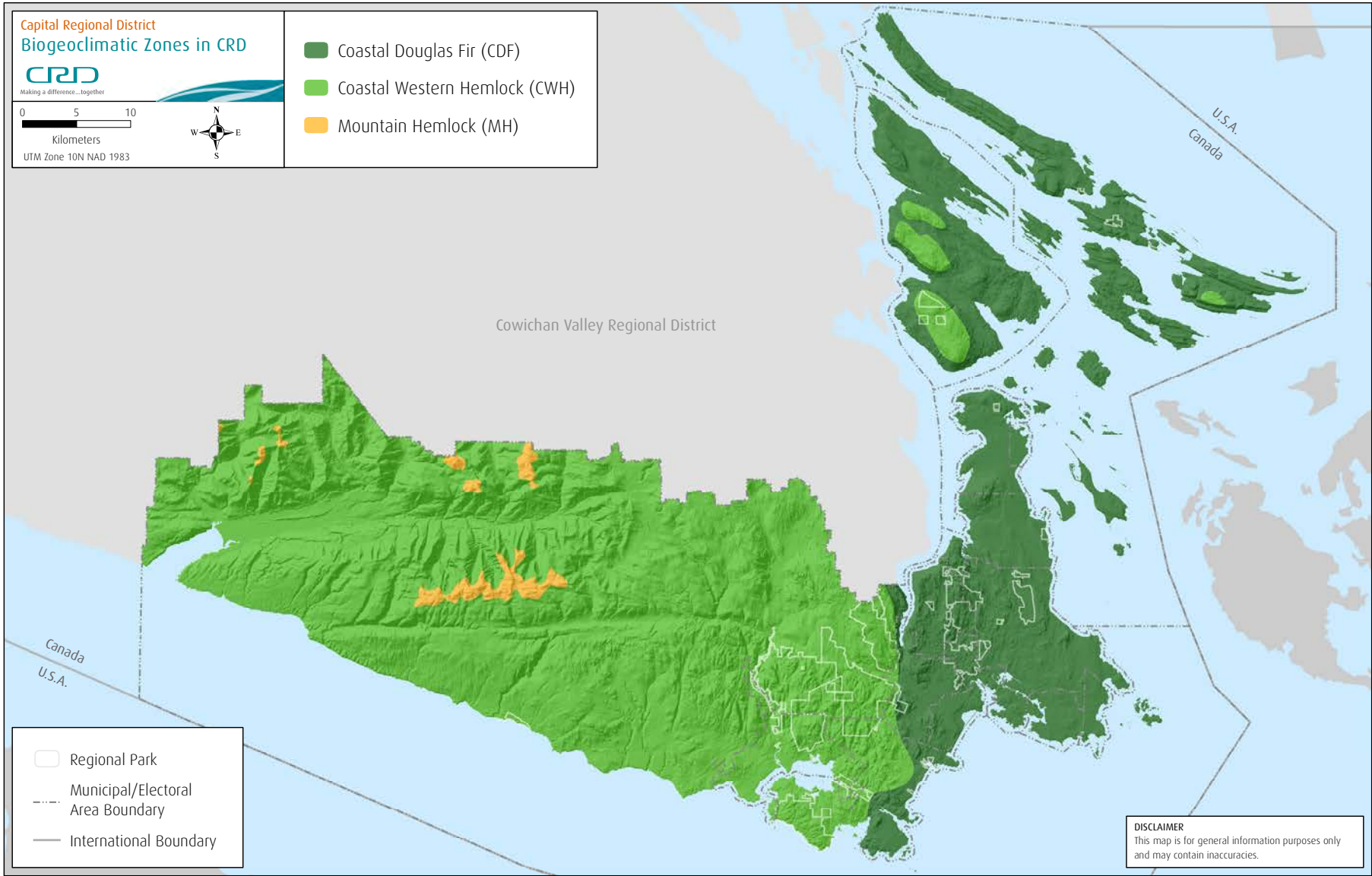
There are several species and ecological communities within the CRD at risk of becoming extinct. The *Species at Risk Act* (SARA) provides federal legal protection for species at risk, and their associated critical habitat, in an effort to recover the species. Critical habitat is identified under SARA to protect habitat necessary for the survival or recovery of species at risk. While SARA applies largely to federal lands, the CRD is effectively responsible for providing protection for species at risk within regional parks. The BC Ministry of Environment Conservation Data Centre conducts provincial assessments of species and ecological communities at risk. The CRD supports conservation by complying with provincial and federal legislation for at risk species and ecological communities in regional parks.

Both federally and provincially listed species at risk, and ecological communities occur across the CRD. Federally, 72 species are known or expected to occur within region parks, comprising 88% of all at-risk species across the Capital Region. Critical habitat has been proposed or confirmed for 11 of those species, covering over 60% of existing regional parks land base. Provincially, 61 species at risk and 18 ecological communities at risk occur within regional parks, comprising 51% and 78% of all species and ecological communities in the Capital Region, respectively. This data may exclude some omitted information due to privacy or data sensitivity purposes.

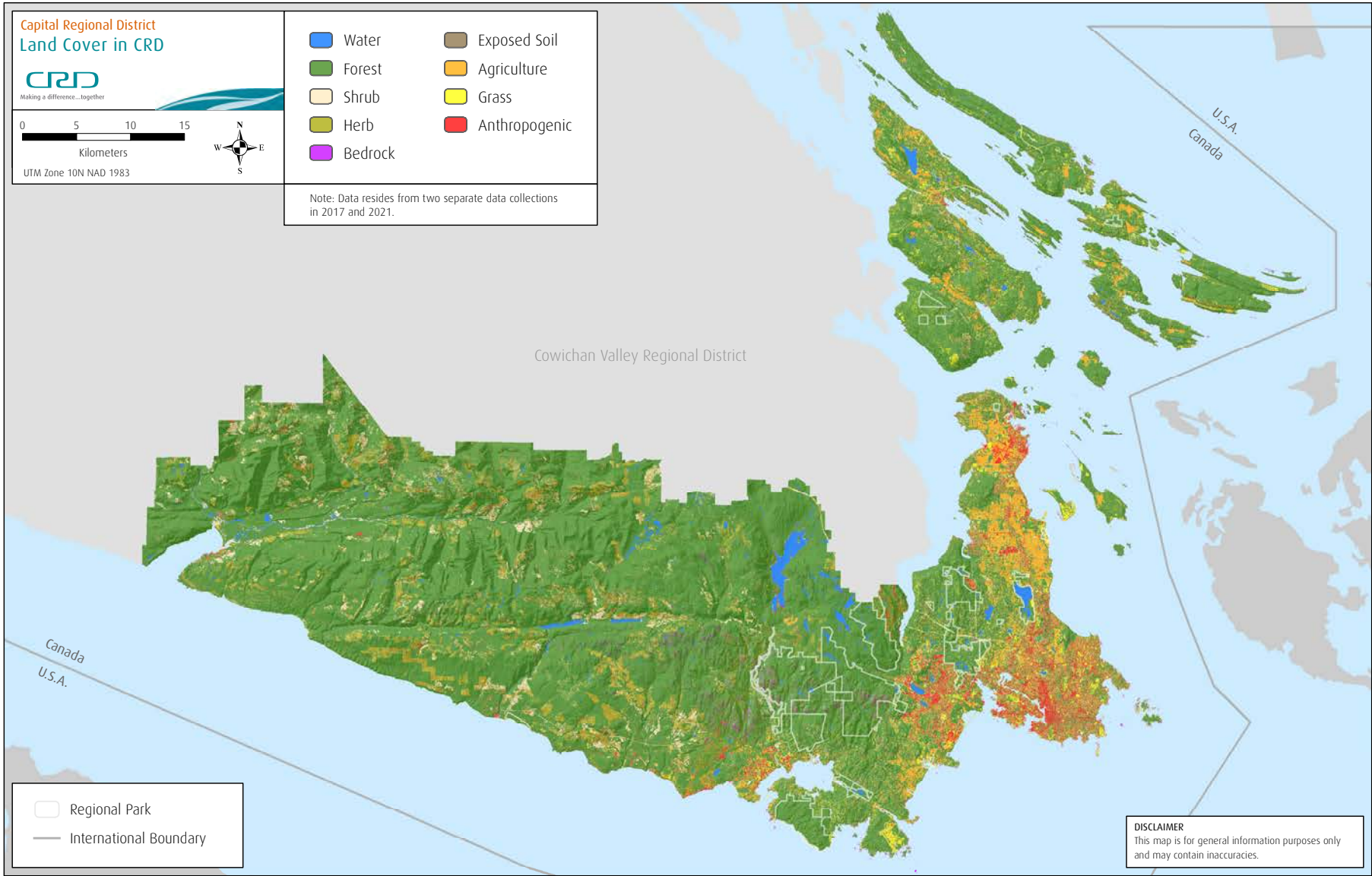
The region includes a mosaic of different land cover types that have changed significantly over the years. Map 4 provides a snapshot in time of the land cover categories comprising the region. The majority of regional park land is dominated by forest land cover (86%) with herb and water (lakes, streams and wetlands) comprising about 8% of regional parks. The remaining land cover in regional parks includes bedrock, grass and shrubs, and very minimal modern anthropogenic features (roads, buildings). Although land cover and land use is in constant flux at the local level, the character of the region is not anticipated to change significantly on a broad scale over the next decade. The urban containment boundary identified in the CRD's Regional Growth Strategy plays a key role in protecting natural areas from outward urban expansion, as has the strategic acquisition of the green/blue belt over the past twenty years.

Regional parks are vulnerable to a number of stressors that threaten the ecological health, function and integrity of important ecological values, both within regional parks and the surrounding land. Threats to the region's ecological values include, **human use**, invasive species, hyperabundant species, urban development, industrial and agricultural land use, and significant or extreme weather events, such as fire, flood, drought, wind, and sea level rise. Ecological values are also vulnerable to pressures within regional parks related to facility development and visitor use. The CRD addresses and mitigates threats to ecological values in regional parks and trails through research, planning, active management, stewardship, monitoring and enforcement in collaboration with First Nations, community members, regional and provincial partners.

MAP 3. BIOGEOCLIMATIC ZONES IN CRD



MAP 4. LAND COVER ANALYSIS



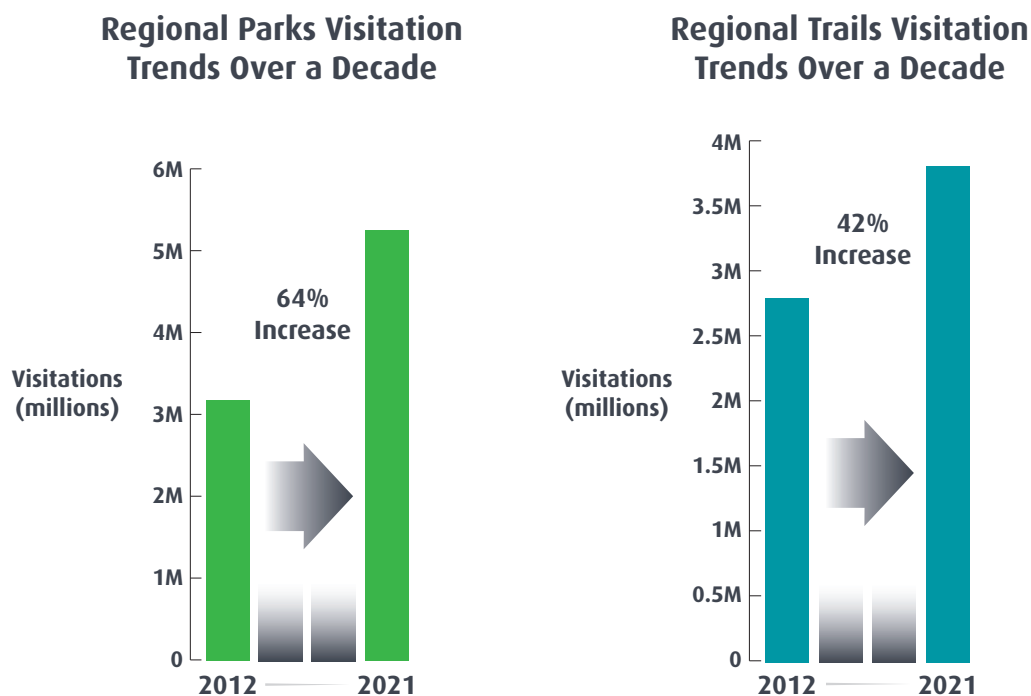
2.4 Visitor Experience

Regional parks and regional trails are vital to the region, supporting health and wellbeing, offering social connections, and improving quality of life. Regional parks provide over 300 kilometres (km) of trails and a range of opportunities for outdoor recreation, experiencing nature, learning about natural and cultural heritage, participating in park stewardship, and gathering for events. Regional parks primarily offer day-use activities, but there are currently three campgrounds operating in the system, **offering frontcountry overnight camping opportunities**. The regional parks system includes near-urban, rural, and remote opportunities to access nature. Regional parks receive routine maintenance and improvements to address public safety, such as waste removal, vegetation clearing, and hazard assessments.

Regional trails are a separated, primarily off-street pathway system connecting urban and rural communities across the region. There are over 100 km of regional trails available for use 24 hours a day, 365 days per year. Regional trails serve as the anchor for the region's active transportation network and recreational greenway corridors.

System-wide visitation to regional parks and regional trails has increased by 54% since 2012. In 2021, regional trails received over 3.7 million visits and regional parks received over 5 million visits (Figure 4). Visitation rates are determined by a series of vehicle counters at parking lots and trail counters at various locations.

FIGURE 4. 10 YEAR VISITATION TRENDS



Residents of the region value the importance of regional parks and regional trails. The CRD's 2017 Regional Parks Resident Survey results indicate that the public supports outdoor recreation activities in regional parks provided there is no negative impact to conservation values and that the most popular recreational activities in regional parks are hiking, walking, horseback riding, cycling, camping, swimming, paddling, fishing and nature study. Regional trail use is predominantly by cyclists (80%) and pedestrians (20%) in the urban areas, with peak use to weekday morning and afternoon commute times. Regional trail use in the rural areas receives lower volumes and seasonal use, and includes cyclists, pedestrian and equestrians with peak use occurring on weekends and midday.

The CRD offers interpretive programs that deliver education and outreach about natural and cultural values in regional parks. In 2019, prior to the COVID-19 pandemic, interpretive programs reached over 3,600 students through school programs, 6,600 park visitors through public programs and park events, and over 2,000 residents through community outreach events. In addition, the CRD operates two nature centres in regional parks that are open to the public and, on average, see over 8,000 visitors a year. In 2021, the CRD piloted an interpretive program in regional parks that explores the cultural significance of the region through a First Peoples lens and is expanding the program in 2022. The CRD supports reinstating Indigenous place names through **a planned approach to implementation** of the regional park naming policy and interpretive signage.





Many opportunities are available for volunteers to be involved in regional parks and trails. The CRD offers volunteer positions as park naturalists, park stewards, mountain biking stewards, and trail ambassadors. There are also opportunities for volunteers to contribute to projects, such as park clean-ups, invasive species removal, restoration and vegetation planting. In 2021, approximately 460 volunteers committed over 5,500 hours to regional parks and trails. Additionally, the CRD holds two license agreements with community organizations for stewardship of mountain-biking trails in two regional parks. Expertise, in-kind contributions, and financial donations contribute to the overall enhancement of regional parks and regional trails and, through working with First Nations, volunteers and organizations, the CRD can strengthen connections with community members and better understand the visitor experience.

Certain uses may be allowed in regional parks and trails on a limited basis, subject to permit, as outlined in CRD Bylaw No. 3675, the “Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010”. In 2021, 38 special event permits were issued for activities such as festivals and competitions, 63 commercial permits were issued for activities such as filming, training, dog-walking, use of picnic shelters, and research. The CRD recognizes the benefits of enhanced opportunities in regional parks and trails provided that, overall, natural areas and other park users are not negatively impacted.

The CRD delivers a compliance and enforcement program in regional parks and regional trails that emphasizes use of education to gain voluntary compliance leading to better protection of park and trail assets, safer and more enjoyable experiences, and better informed park and trail users. This work is conducted through community outreach, promotional campaigns, volunteers and the park ranger program. In 2021, park rangers conducted over 2,700 hours of patrols and CRD bylaw officers conducted over 1,800 hours of patrols to promote compliance with the “Capital Regional District Parks Regulation Bylaw No. 1, 2018”, CRD Bylaw No. 4225. While voluntary compliance far exceeds the number of ticket violations, the main infractions tend to be related to illegal parking, camping in unauthorized areas, possession of alcohol, off-leash dogs and failure to obey signs. The use of regional parks and regional trails is summarized in Figure 5.

FIGURE 5. USE IN REGIONAL PARKS AND REGIONAL TRAILS





2.5 Park and Trail Facilities

The CRD's system of regional parks and regional trails is comprised of both natural assets and facilities, including over 13,200 ha of land and 300 km of park trails in 32 regional parks, and approximately 100 km of paved and gravel regional trails.

The CRD's 2019 Corporate Asset Management Strategy outlines how the CRD will apply an integrated approach, evidence-based decision-making, and life cycle management to renew infrastructure and determine appropriate levels of service for regional parks and regional trails.

The CRD's 2019 Regional Parks Sustainable Service Delivery Plan Report Card provides a summary of the condition of assets in regional parks and trails and a snapshot of the services' financial state to help inform a future asset renewal program and ensure appropriate levels of service delivery.

There were an estimated 273 major engineered assets in regional parks and trails in 2019. Although the majority of engineered assets in both regional parks and regional trails are in good or very good condition, infrastructure such as dams, buildings and bridges have high replacement costs, need to meet public safety standards, and are critical for continued public use. Facilities such as trails, furniture and signage have varying lifespans and renewal needs but are also essential for providing a high quality experience to visitors.

Staff plan, implement, operate and maintain infrastructure in regional parks and regional trails to provide an appropriate duty of care and deliver the service to visitors. This work requires adequate numbers of skilled staff plus equipment, vehicles and supplies. The CRD typically retains contractors to conduct more significant construction and repair projects.

2.6 Investment

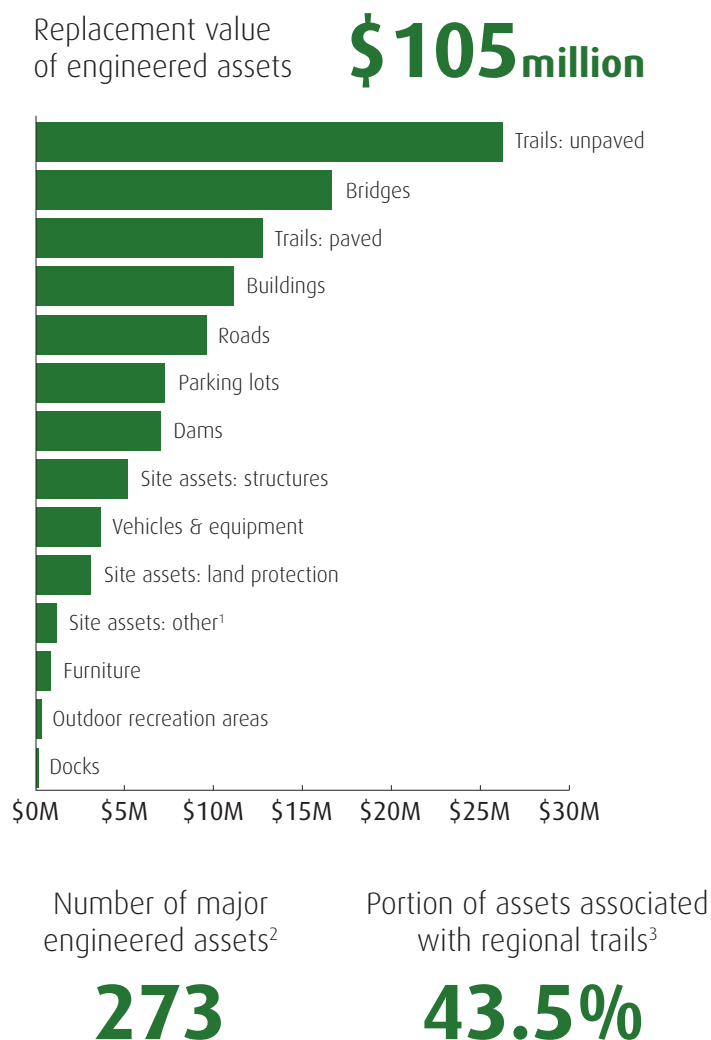
The regional parks and regional trails service is funded primarily through a regional property tax requisition. In 2022, the annual operating budget for regional parks and regional trails was \$16.7 million. The CRD Board Strategic Plan 2019-2022 prioritizes ensuring appropriate funding for parks and trails infrastructure, improvements and maintenance. The CRD Board has also endorsed the appropriateness of the property tax requisition as the primary revenue source for operating costs and continues to seek ways to relieve affordability pressure for taxpayers.

Non-tax revenue **provides** a portion of the funding stream for regional parks and trails. Non-tax revenue is generated through the fees and permit provisions in CRD Bylaw No. 3675, "Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010". Other sources of non-tax revenue may include: donations, facility rentals or lease agreements, bylaw infraction fines, and external grant funding. The CRD conducted a revenue generation review for regional parks in 2019 and determined approximately \$575,000, not including grant funding and bylaw infraction fines, was generated from non-tax sources. In 2022, non-tax revenue comprises approximately 3% of the annual budget for regional parks and trails. In 2022, tax requisition funded \$15.5 million towards the total annual operating budget of \$16.7 million. Additionally, grant funding enhances the overall budget but is dependent on available opportunities and successful applications.

The total 2019 replacement value for all built infrastructure over the current lifespan was estimated at \$105 million. The value of regional trails infrastructure costs make up over 40% of asset replacement value (approximately \$40 million) (Figure 6). These estimates were based on an estimated condition assessment and valuation of existing built assets and do not include enhanced or expanded assets already committed or contemplated in this Plan. Inflation, cost and availability of materials will continue to influence the estimated replacement value of built infrastructure. Due to these factors, the estimated 2022 replacement values for all built infrastructure in regional parks and regional trails over the current lifespan is estimated at \$120,750,000.

Additional financial resources are required to meet critical infrastructure renewal demands, as well as to address expansions to the regional parks and trails system, enhanced protection and monitoring of ecosystems and cultural heritage, improved facility design, planning, monitoring, engagement and outreach efforts. Although grant funding is typically relied upon to develop new facilities, there is increasing need to secure reliable and sustainable funds to support future enhancement to, and renewal of, regional parks and trails.

FIGURE 6. 2019 REPLACEMENT VALUE OF ENGINEERED ASSETS



¹The category of Site assets: other includes water systems, sign posts and utilities.

²The total number of major and minor assets is 3,700.

³Assets in the regional trails service include asphalt and gravel pavement, bridges and culverts, fencing, pit toilets, and amenities such as rest and water stations.

2.7 Land Acquisition

The CRD Board established a Land Acquisition Fund (LAF) in 2000 for the sole purpose of acquiring regional park land. The LAF was initially set at a rate of \$10 per average residential household and has increased over time. In 2010, the LAF was renewed and an increase of \$1 per year was approved. In November 2019, the Board extended the LAF to 2029 at the rate of \$20 per average residential household, with rates set to increase by \$1 each year through 2025 to a maximum of \$25 per average residential household. The LAF collected approximately \$4 million in 2021 for regional park land acquisition.

The CRD's 2022 Financial Plan incorporates a new approach to land acquisition that leverages borrowing capacity to purchase land that would otherwise be unattainable on a pay-as-you-go savings model. The new borrowing-power approach recognizes that, given the current economic development reality and high land costs in the region, land acquisition decisions need to accommodate opportunistic acquisitions of important lands versus saving for a cash purchase. This financing structure is anticipated to create a revenue stream that can be used to debt service up to \$50 million of land purchases over 15 years, thereby leveraging a net increase in land values in excess of \$100 million. The financing structure is aimed at managing revenue and cash flow to increase land acquisition capacity and provide value-added service delivery. Costs incurred for the securement and development of new regional park lands are considered at time of acquisition, and when a park management plan is developed, and are brought forward as budget increases.

The CRD's Regional Parks Land Acquisition Strategy (LAS) identifies criteria for selecting desirable parcels of the land to purchase as regional park. The LAS strives to achieve a 20% contribution of land acquisition funds from partners. To date, the CRD, with support of partners, has acquired approximately 4,800 ha of land since 2000. In that time, the regional park system has grown from 8,400 ha to more than 13,200 ha.

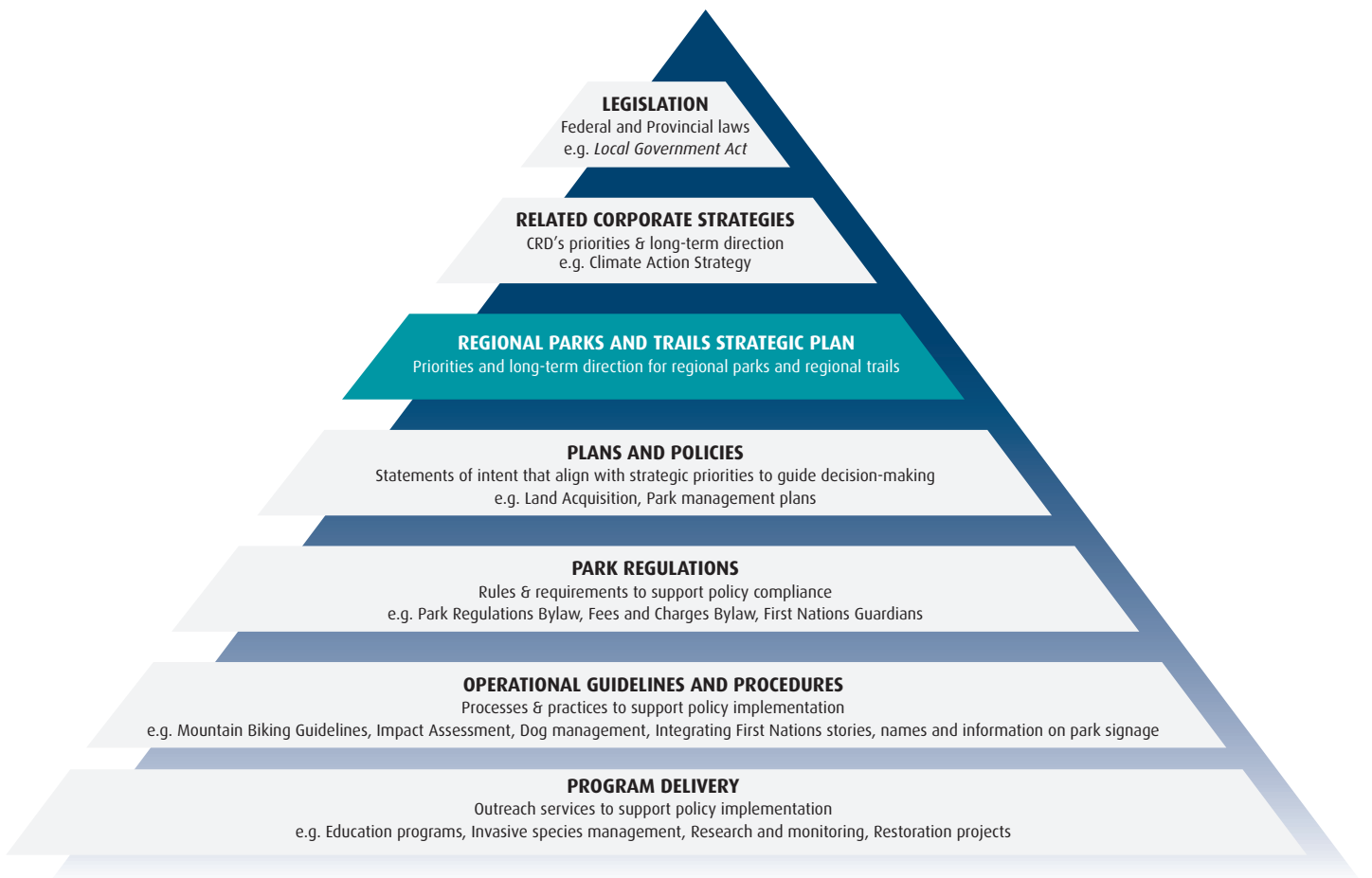
The CRD's Regional Growth Strategy (RGS) requires municipalities to identify regionally significant park lands in the municipal context statements in their Official Community Plans. The CRD is committed to having meaningful discussions with First Nations, municipal, provincial and federal parks agencies operating in the region, as well as with land conservancy organizations and other potential partners when entering into land acquisition decisions and recognizes that changes to the current processes are needed for all parties to meaningfully engage.

3. Planning Framework

This updated Strategic Plan will help the CRD set priorities, respond to complex challenges, and guide the organization in making decisions that move towards a desired future state for regional parks and regional trails. This Plan will benefit staff, the Regional Parks Committee, Transportation Committee and the Board in making decisions that advance the vision. The updated Strategic Plan will provide better opportunities for First Nations engagement by providing a framework for collaborating on regional parks and trails initiatives with First Nations. The updated Strategic Plan is also intended to create a greater understanding of the CRD's priorities and commitments for regional parks and regional trails going forward.

This Plan applies to the overall management of regional parks and regional trails. The Plan's vision, mission, values and principles, priorities, actions and targets will be implemented through the various plans, policies, regulations and programs guiding regional parks and regional trails (Figure 7). Where existing park plans and policies are inconsistent with the Strategic Plan, updates will be undertaken to bring them into alignment. Financial support for implementation will be determined through operating and capital budgets approved by the Board.

FIGURE 7. STRATEGIC PLAN WITHIN THE HIERARCHY OF OTHER PLANNING DOCUMENTS



Since 2012, the CRD has adopted a number of key strategies, including the Regional Growth Strategy and Climate Action Strategy, and has committed to support reconciliation with First Nations that have traditional territory in the region. This Plan reflects how the regional parks and regional trails system can support the current CRD Board priorities 2019-2022, and the initiatives identified in the related CRD strategies identified in Figure 8 (Appendix D). Related CRD strategies are available at: www.crd.bc.ca/plans

FIGURE 8. CRD STRATEGIES WITH STRONG LINKS TO THE REGIONAL PARKS AND TRAILS STRATEGIC PLAN





3.1 Regional Park Classifications

A park classification system establishes the intended purpose for each park type. The concept of establishing a spectrum of regional park classifications was first adopted in the Official Regional Park Plan, 1987, and continued in the CRD Parks Master Plan, 2000, and the Regional Parks Strategic Plan 2012-2021. The regional park classification system is established in Figure 9. Existing regional parks are classified as shown on Map 5, and Appendix E, and include: 11 Conservation Areas, 3 Wilderness Areas, and 18 Natural Recreation Area parks. Appendix E shows the current proportion of the regional parks system by classification type. A new Conservancy Area classification has been established in anticipation of emerging interests to protect natural or cultural features, primarily for their intrinsic value to First Nations. Consideration of a new park classification by the CRD Board would constitute a major amendment to this Plan. Consideration of classifying new regional park land or reclassifying existing lands by the CRD Board will constitute a minor amendment to this Plan.

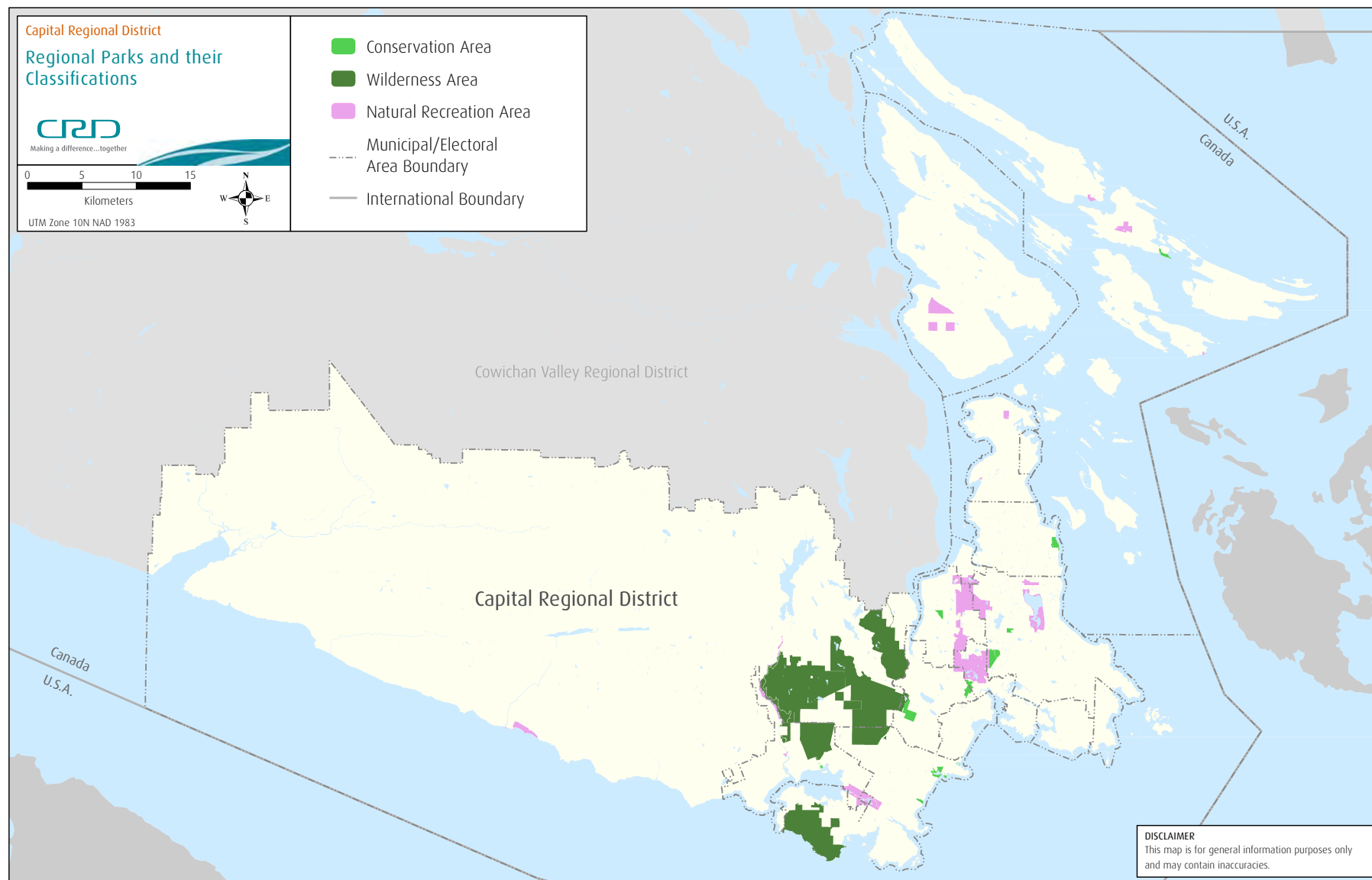
Park management plans set the policy approach for regional parks and will be reviewed and updated to align with this Plan. Of the 32 regional parks in the system in 2022, 18 have management plans, 1 has interim management guidelines, and 13 are without management plans. Of the 18 management plans, 8 have been approved within the past 15 years. Upon acquisition, a park is dedicated by bylaw and a park management plan is prepared and approved by the CRD Board to guide how that park is to be developed and what services will be offered. Park management plans that are informed by assessments of what regional park values are present, input from First Nations, stakeholder groups and the public provide a foundation for evidence-based decision-making and reflect current and future visitor use of regional parks in order to anticipate future pressures on the park and to respect interests and values. Park zoning is used to define appropriate uses, facilities and services offered within different areas of a park based on the present values. It is important that park management plans forecast challenges and opportunities that may impact a park over time, and include mitigation measures and financial considerations to guide decision-making. Regular monitoring and reporting on park management plan implementation provides accountability and transparency.

FIGURE 9. REGIONAL PARK CLASSIFICATIONS



Park Classification	Purpose
Conservation Area	To protect species or ecological communities at risk and to offer visitor opportunities that are primarily focused on interpretation of natural and cultural features.
Wilderness Area	To protect large, connected tracts of natural areas and to offer visitor opportunities that are primarily focused on remote and secluded compatible outdoor recreation.
Conservancy Area	To protect natural assets and areas primarily for their intrinsic cultural use value and to offer visitor opportunities that enhance understanding and appreciation for Indigenous cultural use where appropriate .
Natural Recreation Area	To protect a connected system of natural areas and to offer visitor opportunities that are primarily focused on compatible outdoor recreation.

MAP 5. REGIONAL PARK CLASSIFICATIONS



3.2 Regional Trail Classifications

A trail classification system establishes the intended purpose for each regional trail type. This Plan builds on the regional trail classification system established in the Regional Parks Strategic Plan 2012-2021 and is established in Figure 10. Existing regional trails are classified as shown on Map 6 and include: Urban Bike and Pedestrian and Rural Bike and Pedestrian. Consideration of a new trail classification by the CRD Board would constitute a major amendment to this Plan. Consideration of classifying new regional trails or reclassifying existing regional trails by the CRD Board will constitute a minor amendment to this Plan.

The CRD's 2016 Regional Trails Management Plan and 2018 Gulf Islands Regional Trails Management Plan set the current policy approach for regional trails and will be reviewed and updated to align with this Plan. Regional trail management plans are prepared to guide how regional trails will be developed and what facilities are offered. Regional trail management plans are informed by the classification system, as well as by related strategies such as the CRD's 2014 Regional Transportation Plan, input from First Nations, interest groups and the public, and are approved by the CRD Board. It is important the regional trail management plans forecast challenges and opportunities that may impact the regional trails over time and include financial considerations to guide decision-making. Regular monitoring and reporting on regional trail management plan implementation provides accountability and transparency.



Selkirk Trestle - Galloping Goose Regional Trail



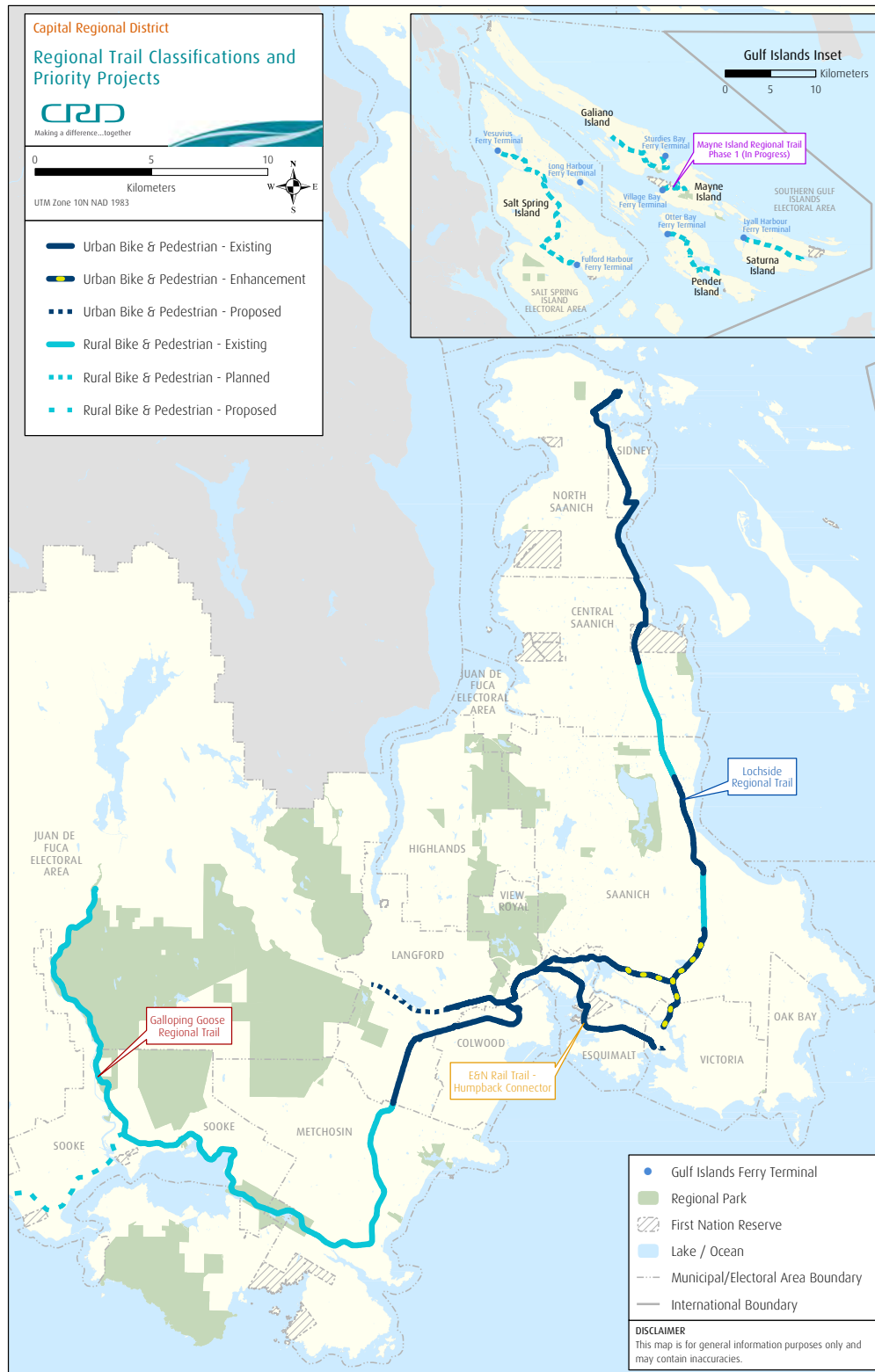
Credit: Bill Irvine

FIGURE 10. REGIONAL TRAIL CLASSIFICATIONS



Trail Classification	Purpose
Urban Bike & Pedestrian	To provide an off-street trail corridor in urban areas that is primarily for high volumes of active transportation at peak travel times and accommodates regular recreational use. Trail separation and lighting design standards will be applied to areas with high user volumes and greater trail user differential.
Rural Bike & Pedestrian	To provide an off-street trail corridor in rural areas that is primarily for active transportation and recreation with higher volumes during the summer season and on weekends. Trail design will be dual-direction, shared use with gravel surface, except in areas of higher user volumes or on-street separated facilities, where a paved surface may be considered.

MAP 6. REGIONAL TRAIL CLASSIFICATIONS AND PRIORITY PROJECTS





The CRD recognizes there are competing priorities for enhancing and expanding the regional trails network. The following priority projects are identified for the upcoming decade and are shown on Map 6:

- Enhance Urban Bike & Pedestrian trails in high use sections with a separated use pathway and lighting;
- Complete the E&N regional trail;
- Develop the Gulf Islands regional trail network;
- Plan for and develop an extension of the Galloping Goose to connect to Sooke and the Juan de Fuca Electoral Area.

The following criteria will be applied when prioritizing planning, enhancing and expanding the regional trails system:

- Tenure is established for the route corridor;
- Route has a greenway character that is primarily separated from motor-vehicle traffic;
- Route addresses an existing gap in the network that connects to communities;
- Public safety, regulatory requirements and critical infrastructure renewal takes precedent over regional trail expansion projects;
- User volume and user type differential data will inform where enhancements are prioritized;
- Enhancement projects can align with other planned work;
- Funding is secured.

The following guiding principles will be applied to minimize service disruptions on regional trails whenever possible:

- Isolate worksite to allow regional trail to remain open during the work activity;
- Minimize footprint of work site;
- Schedule work activity outside of peak visitation times;
- Provide early and ongoing communication to users;
- Provide a higher standard of care for detours on Urban Bike and Pedestrian trails.



4. Strategic Priorities

Strategic Priorities have been developed to guide the CRD towards its desired vision for regional parks and regional trails. The Strategic Priorities are presented in the following theme categories: Reconciliation; Conservation; Visitor Experience; Climate Action & Resiliency; Access & Equity. Supporting actions and timelines for implementation are provided for each priority.



Reconciliation

Goal 1: Strong, collaborative and mutually beneficial relationships with First Nations through working in partnership.

This Regional Parks and Trails Strategic Plan is a refreshed outlook on strengthening government-to-government relationships and understanding between the CRD and First Nations in the region.

The CRD commits to maintain an open dialogue with First Nations to confirm that Indigenous cultural values and cultural uses are respected and that the priorities and actions remain relevant and meaningful. The Plan will support ongoing engagement with First Nations in the operation of regional parks and regional trails in years to come. Currently, CRD staff are participating in training to better understand Indigenous harvesting rights and practices in regional parks. Work is also underway to formalize traditional use agreements with First Nations to better recognize traditional harvesting rights. At the same time, it is recognized that reconciliation initiatives will be long-lasting and evolve over time.

The CRD's Truth and Reconciliation Calls to Action Dashboard highlights a number of areas where the CRD can focus program or policy development in regional parks and regional trails to support reconciliation. The CRD recognizes that each First Nation has individual interests, needs and capacity to engage in these initiatives. In addition to the reconciliation goal and supporting priorities and actions identified here, this Plan identifies many priorities and actions related to working with First Nations **that are intended to reflect the items identified in Truth and Reconciliation Calls to Action Dashboard that relate to regional parks and trails.**

The CRD will work with First Nations as Treaty settlements are committed and as the *Declaration on the Rights of Indigenous Peoples Act* and action plan is implemented. The CRD supports working with First Nations on common interests and recognizes that how this is achieved will be an ongoing discussion with each First Nation and will evolve as priorities, capacities, and governance structures shift over time. This Plan supports the journey towards strengthened relationships with First Nations and overall increased cultural awareness and respect to improve management of regional parks and trails.



Culturally Modified Tree

The inner bark (known as *slə'wi7* in SENĆOŦEN) of the western red cedar (known as *xpéy'* in SENĆOŦEN and *Hə́łqəmiḥə́h*) is harvested in the spring from the sunrise side of the tree to encourage healing. The bark is then prepared for weaving by soaking it in water and beating it between two stones. It can then be woven into baskets, blankets, mats and hats.

Priority 1-1

Incorporate First Nation worldviews and knowledge in the ongoing management and operation of regional parks and regional trails.

Actions	Timing
1-1a Work collaboratively with First Nations to develop and implement priority initiatives related to regional parks and regional trails, such as: <ul style="list-style-type: none">• Integrating First Nations stories, names and other information on park and trail signage and communications material;• Recognizing traditional place names;• Identifying, monitoring and restoring species of cultural significance to First Nations;• Developing cooperative management agreements, traditional use protocols and access agreements;• Information sharing without limiting the ability of traditional knowledge holders to share within their own community;• Involving First Nations in land acquisition and park management planning and operations.	Ongoing
1-1b Develop a policy for supporting and clarifying Indigenous rights to access parks for cultural use and how cultural safety can be improved in regional parks.	Short-term

Priority 1-2

Work collaboratively with First Nations governments in service delivery initiatives.

Actions	Timing
1-2a Encourage and invite First Nations interpreters in regional parks.	Ongoing
1-2b Partner with First Nations in conservation and restoration projects.	Ongoing
1-2c Support First Nations guardians in the region.	Ongoing
1-2d Support business relations with First Nations that provide value-added and compatible services in regional parks and regional trails, such as campground operations.	Ongoing



Conservation

Goal 2: Regional parks protect the region's natural assets and cultural heritage for future generations

Regional parks contribute to a large system of connected natural areas that protect natural assets, maintain ecological health, function and integrity, and provide important refuge for a diversity of species, from the threatened blue-grey taildropper slug to large carnivores, including wolves, bears and cougars. **Regional parks also include an abundance of species and landscapes that are culturally important to Indigenous peoples.** This complex and diverse system of protected areas is vital to ensuring long-term viability of natural areas, conserving biodiversity and building resilience to changing climates and increasing pressures on the landscape.

Regional parks also contribute to the protection of the region's cultural heritage and archaeological sites protected under the *Heritage Conservation Act*. Careful protection and monitoring of these sites is important to ensure impacts from visitor use and climate change do not degrade their integrity. The CRD's Protection and Conservation of Heritage Sites Policy provides protocol and procedure for ground-altering works near registered archaeological sites and in areas of high potential. Increased staff awareness and involvement by First Nations in the assessment of these sites, **as well as other culturally spiritual places**, allows for traditional knowledge to be incorporated into efforts to protect these sites in perpetuity.

New approaches have been adopted by local governments across Canada to recognize that natural assets, such as forests, wetlands, lakes and streams, can provide equivalent or better services compared to engineered facilities, and at reduced costs. Through **efforts to conserve natural areas**, the region can **better** sustain ecosystem goods, such as clean air and water, and ecosystem services, such as nutrient cycling, water storage and purification. Important social, cultural and spiritual values can also be improved through natural asset management. **The CRD's regional parks play a key role in protecting important natural assets that provide beneficial ecosystem goods and services.**



Northern Red-legged Frog Species of Special Concern (Blue listed)
Credit: Rick Eppler

The Northern Red-legged Frog *Rana aurora* can be found in many of CRD's regional parks. Frogs, **known as pipá:rh in Hə́hą́mihə́rh or wáxas in SENĆOŦEN**, are often an indicator species, and when their numbers decline, it is often a sign of declining ecosystem health overall. Currently, the Northern Red-legged Frog is provincially listed as special concern in British Columbia. It is designated as a species of Special Concern in Canada.

Ensuring ecological health and integrity of natural assets over the long term is challenging as stressors on the park system increase, such as higher visitor use and extreme weather events related to climate change. Understanding the current ecological values and health status of regional parks is fundamental to their effective management and protection.

Across the region, information about the ecology of the landscape has been documented for many years. First Nations people have been developing Traditional Ecological Knowledge (TEK) since time immemorial in order to sustain their way of life. This knowledge is often specific to a location and includes the relationships among people, plants, animals, natural phenomena, landscapes and natural cycles. Euro-centric understandings of how to conserve the natural world are beginning to learn from and braid with TEK to more fully understand and steward lands and waters. Supporting and partnering with First Nations communities, researchers and other agencies to share and improve ecological knowledge will be especially important to sustain the regional parks system.

On a global scale, the United Nations Convention on Biological Diversity has released a global biodiversity framework for managing nature through 2030 which includes the target for at least 30% of the planet under effective conservation by 2030. Other ambitious movements to halt loss of global biodiversity are being undertaken by organizations, including the European Union, International Union for Conservation of Nature and the High Ambition Coalition, aiming to achieve protection of at least 30% of the planet's land and water. Canada is also working to conserve 25% of the nation's land and water by 2025 and 30% by 2030. The CRD can support these targets through the land acquisition program and through partnering with First Nations, government partners and other organizations to protect and conserve important species and habitats across the region.

The CRD's Regional Growth Strategy aims to protect the region's landscape character, natural heritage and biodiversity by protecting, conserving, and actively stewarding lands in accordance with the guiding principles of prioritizing ecosystem health and recognizing the benefits derived from healthy ecosystems.

The CRD Board Priorities for 2023-2026 also reinforce the need to protect and enhance the region's natural areas to support environmental resilience. The CRD can directly support the protection and enhancement of the region's natural areas and cultural heritage through land acquisition, research, monitoring and restoration.

Conservation efforts require a coordinated approach at global, national, provincial and local levels and are to include TEK. The CRD aims to use the most current information, both within the parks system and at a regional scale, to support monitoring and protection of ecological and cultural heritage values over time.

An approach that strengthens partnerships and supports evidence-based and transparent decision-making is critical in supporting conservation priorities in regional parks. The CRD will take a leadership role to proactively manage, restore, and protect ecological and cultural values, in regional parks and to support broader conservation efforts in the region.

In doing this, it is important to be mindful of the ways in which conservation efforts have withheld First Nations Peoples from accessing their traditional lands and how integrating traditional ecological knowledge into park management can help reconnect First Nations People to the land and better incorporate a stewardship relationship to the land.



Deltoid balsamroot
Listed as Endangered under the Species at Risk Act
Credit: Andrea Rangel

Priority 2-1

Take action to increase protection of biodiversity, ecological integrity and natural assets in the region through improved knowledge, proactive stewardship and land acquisition.

Actions	Timing
2-1a Complete a State of Natural Values in Regional Parks Report that includes: a review of existing ecological values and an assessment of the ecological health in regional parks.	Short-term
2-1b Prepare and implement a Natural Areas Conservation Plan that includes: an analysis of current and future ecological data needs, including TEK; goals and targets for research, protection, restoration and enhancement, and watershed management; impact mitigation strategies and methods for long-term monitoring and reporting.	Short-term
2-1c Protect, restore, enhance and mitigate impacts to important habitat and sensitive ecosystems in regional parks by developing and implementing Impact Assessment and Best Management Practice Guidelines that are informed by research and incorporate traditional ecological knowledge.	Short-term
2-1d Develop a set of Demand Management Tools to mitigate ecological, cultural and recreation carrying capacity in regional parks.	Medium-term
2-1e Support global, national and local conservation targets by increasing protection of the region's large and connected natural areas, rare and at-risk species and ecosystems, natural assets, and representation of diverse ecosystems.	Long-term
2-1f Restore and enhance disturbed and fragmented habitats and ecosystems within regional parks.	Ongoing

Priority 2-2

Respect and protect cultural heritage sites and traditional cultural use practices.

Actions	Timing
2-2a Ensure parks staff receive training to improve understanding of cultural heritage conservation and Indigenous cultural use in regional parks.	Ongoing
2-2b Invite and incorporate First Nations knowledge in the implementation of the CRD's Protection and Conservation of Heritage Sites Policy in regional parks.	Ongoing
2-2c In partnership with First Nations, develop Cultural Heritage Protection Plans to identify, protect and monitor cultural heritage sites in regional parks.	Long-term

Priority 2-3

Work with **and support** partners in taking care of the region's species, habitats and natural areas.

Actions	Timing
2-3a Support, collaborate, participate and lead initiatives to share knowledge with First Nations, other government partners , institutions and organizations on regional topics of conservation, biodiversity, species at risk, restoration and invasive species management.	Ongoing
2-3b Enhance opportunities to improve regional conservation knowledge by collaborating with partners to share open, transparent and accessible information on the region's natural values while respecting First Nations traditional ecological knowledge and information sharing protocols.	Long-term
2-3c Proactively seek, support and lead partnership opportunities.	Long-term
2-3d Work with First Nations to understand and monitor plants and animals of significance to Indigenous cultural use in regional parks.	Ongoing



Visitor Experience

Goal 3: Visitors to regional parks are involved in stewardship and have **access to** enjoyable outdoor recreation **opportunities**

Outdoor recreation plays an important role in the quality of life that attracts people to this region, benefiting mental and physical health, promoting social and community connectivity, and being relatively low-barrier to access. The motivating factors, or user objectives, for visiting regional parks and trails is unique to each individual and depends on the characteristics of the recreation setting. The CRD aims to support a fit for life approach in regional parks by providing a range of different opportunities for broad public use while supporting and protecting ecological values. Regional parks offer a range of visitor use experiences that benefit broad public enjoyment and that are compatible with other park users and with the natural setting.

Compatible outdoor recreation in regional parks:

- Is immersed in and reliant on the natural environment and the natural environment is integral to the activity;
- Does not degrade the ecological and cultural integrity of the park;
- Is human-powered, with the exception of mobility aids and electric assist devices; and
- Encourages an appreciation for and understanding of natural and cultural values.



These visitors are well prepared for a challenging hike over rugged terrain in Sea to Sea Regional Park.



With the increasing popularity of outdoor recreation come challenges for meeting user objectives, including ensuring safety, mitigating environmental damage, and resolving conflict between users. Providing quality outdoor recreation **opportunities** can have positive impacts on increasing environmental and cultural awareness, enhancing stewardship values, and promoting user etiquette and compliance. Opportunities to encourage outdoor recreation, through group training, competitions and events supported through the permit program, are recognized as positive contributions to promoting healthy lifestyles, fostering social connections, and providing economic benefit to the region, provided such activities are sited appropriately and remain secondary to broad public use of regional parks and trails.

The involvement of not-for-profit organizations in stewardship of regional parks and trails can be mutually beneficial. Through formal agreements, organizations may contribute expertise, labour and materials to maintenance and restoration projects that result in improved facility design and user experience, and contribute by disseminating information through their membership. Stewardship opportunities in regional parks and trails offer participants an opportunity to develop a deeper understanding of park management challenges, such as human impacts on the natural environment. The CRD invites guidance in these efforts from First Nations, as long-term stewards of the land and water.

Interpretive programs offered in regional parks have a positive effect on educating the public about natural and cultural values and connect people with nature. Programs can be further improved through incorporating First Nations world views. Continued emphasis on interpretive programming and communication material, especially aimed at youth, can encourage a new generation of stewards. Effective communication and messaging, through in-person and media outlets, can also increase public awareness of human impacts on the environment, improve users' preparedness for participating in outdoor activities, and increase awareness of regional park values. Consistent messaging can also target improved behaviour of regional parks and trail users, rather than relying on compliance and enforcement. Over time, rates of voluntary compliance with park regulations are expected to increase, as a result of improved communication and education efforts.

Continued engagement with park users helps the CRD to understand visitor use trends in regional parks. In addition, data sources, such as vehicle and trail counters and resident surveys, inform planning and operational decisions that enhance enjoyment of regional parks.

Priority 3-1

Offer compatible outdoor recreation **opportunities** that are enjoyable, healthy, safe and immersed in nature.

Actions	Timing
3-1a Develop and implement an Outdoor Recreation Plan that takes into account a range of desired user objectives , compatibility, recreation setting characteristics, and establishes a method for long-term monitoring and reporting.	Short-term
3-1b Develop, update and implement Facility Standards and Outdoor Recreation Activity-Specific Guidelines that establish design standards, risk mitigation and level of service requirements.	Medium-term
3-1c Undertake Resident Surveys to assess visitor use satisfaction and emerging trends related to regional parks and regional trails.	Every 5 years
3-1d Update Park Use Permit opportunities giving consideration to Indigenous cultural safety, protection of cultural heritage and ecosystem integrity, park land carrying capacity, park classifications, equity and non-tax revenue generation needs.	Medium-term
3-1e Update Emergency Response Plans for regional parks.	Ongoing
3-1f Expand compatible outdoor recreation opportunities in previously disturbed areas or areas with lower conservation values.	Long-term

Priority 3-2

Foster stewardship through program delivery, knowledge sharing and collaboration.

Actions	Timing
3-2a Develop and implement an Interpretive Program Plan and provide programs that deliver natural and cultural heritage information, climate change education, promote health benefits of nature-based activities and visitor compliance.	Medium-term
3-2b Develop a Volunteer Plan that includes a diversity of opportunities for individuals and organizations to participate in and contribute to regional parks.	Medium-term
3-2c Work with First Nations to provide park visitors with information about First Nations history and cultural use and to improve cultural safety in regional parks.	Ongoing



Climate Action & Resiliency

Goal 4: Regional parks and regional trails are resilient and take action on climate change

The CRD Board declared a climate emergency in 2019 and has since committed to take action to address climate change within operations at the regional level and to take a leadership role to pursue carbon neutrality. The CRD's 2021 Climate Action Strategy recognizes that greenhouse gas (GHG) emissions must be reduced and sequestered. In order to respond to climate impacts, efforts must focus on understanding vulnerabilities, ensuring natural assets are resilient and ecological integrity is maintained, and preparing the region's infrastructure and lands.

The CRD can contribute to regional GHG reductions in regional parks and trails by integrating the corporate climate lens framework, making operational choices that reduce GHG emissions, and through the planning, design, and operation of the regional trails system, which serves as the anchor of the region's active transportation network. The CRD's 2014 Regional Transportation Plan put forth a multi-modal transportation network concept for the region that includes sections of regional trails functioning as separated, off-street active transportation corridors. Canada's Active Transportation Strategy, BC's South Island Transportation Plan and the CRD's Regional Growth Strategy target increased active transportation as a personal mobility choice and for enhancing individuals' health and wellbeing. As almost half of the region's GHG emissions come from transportation, the CRD can directly support a shift to low-carbon mobility choices by accelerating infrastructure improvements in regional parks and regional trails that support active transportation and low-carbon mobility choices.

Natural areas provide important ecosystem goods and services, such as carbon storage, water supply and temperature buffering functions, as well as improve resilience to extreme weather events. The CRD can manage ecosystem health and integrity in regional parks to support nature's capacity to mitigate against and adapt to a changing climate. This can be done through acquiring new lands, actively managing and restoring natural areas, building community awareness on climate action, and providing opportunities to engage in stewardship activities.



Yellow Sand-verbena
Species of Special Concern (Blue listed)
Credit: Sean Rangel

Yellow Sand-verbena *Abronia latifolia* is a Species of Special Concern that grows in coastal sandy habitats. This flowering plant is the sole source of food for the endangered Sand-verbena Moth, which is dependent on the plant for every stage of its life. Both species face further peril from rising sea levels due to climate change.

Extreme weather events such as flooding, drought and fire could have severe long-term detrimental effects on the regional parks land base, values, and fragile resources, such as archaeological sites, rare and sensitive ecosystems, outdoor recreation spaces, and critical infrastructure and facilities. Understanding and preparing for possible climate impacts to regional parks and regional trails is critical to assessing climate mitigation and adaptation measures and to making informed decisions. Information sharing and incorporating traditional ecological knowledge can further inform climate action and adaptation decisions, thereby increasing resiliency.

Effectively achieving the vision for regional parks and regional trails in the face of increased regional population growth, urban development pressure, changing visitor use expectations and use patterns, and major infrastructure renewal needs requires substantial investment and effective financial management. There are significant funding challenges and competing priorities for expenditures relating to acquiring and opening new parks, upgrading and replacing existing infrastructure, and funding programs to plan and manage the regional parks and trails system. Funding existing and future service delivery demands is also a challenge as the region becomes increasingly diverse and is exposed to disruptive and unpredictable events due to climate change.

Resident surveys conducted in 2017 provided evidence that the public supported an increase in funding to operate regional parks and regional trails and for continuation of the Land Acquisition Fund. These opinions about the level of funding demonstrate support for funding the following priorities over the next five years: repair and maintenance of facilities, environmental restoration projects, and acquisition of more parkland.

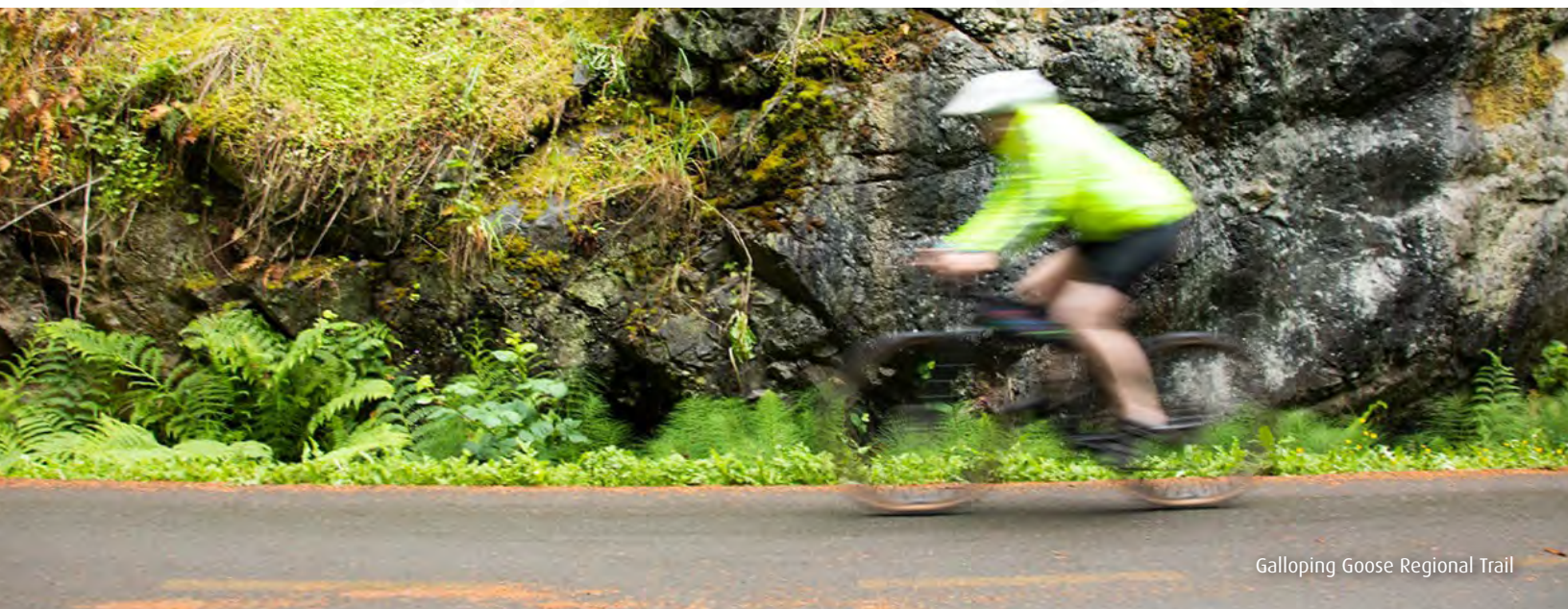
The CRD applies an asset management approach to build organizational resilience. Fundamental to adopting an asset management approach is ensuring consistent, systematic and standardized information about facilities to inform decision-making. The CRD embarked on an asset management program with the Regional Parks Sustainable Service Delivery Report Card in 2019, which focused on critical infrastructure renewal needs. Further development of an asset management program will assist with managing each facility's life cycle and determining appropriate levels of service and risk. Consideration can also be given to determining the feasibility of broadening the scope of asset management to include natural assets in the regional parks system.

It is important to balance the capacity of the CRD to operate and manage the system in a fiscally responsible manner, while continuing to expand and improve service, and to balance risks and benefits. In 2019, the CRD Board made it a priority to ensure appropriate funding for regional parks and trails infrastructure, improvements and maintenance. On finalization of this Strategic Plan, a financial plan will be prepared that will comprehensively address all aspects of the funding necessary for the CRD to achieve its vision for regional parks and regional trails.

Priority 4-1

Advance regional active transportation opportunities that contribute to greenhouse gas reduction.

Actions	Timing
4-1a Update the Regional Trails Management Plan with consideration to regional trail classifications, design standards, priority regional trail projects and increasing connectivity.	Short-term
4-1b Plan for and implement priority regional trail enhancement and expansion projects.	Ongoing
4-1c Prepare a funding strategy to support implementation of priority regional trail enhancement and expansion projects.	Short-term
4-1d Work with municipalities to develop and implement Operational Guidelines for regional trail service disruptions.	Short-term
4-1e Develop and implement a Micromobility Policy that gives consideration to the use of electric micromobility devices, such as electric-assist bikes and electric scooters, in regional parks and regional trails.	Medium-term
4-1f Support, participate and collaborate in the planning and implementation of a regional active transportation network that improves connectivity, identifies system gaps and establishes desired design standards and service levels.	Ongoing



Galloping Goose Regional Trail

Priority 4-2

Support the development of complete and connected communities by improving access to regional parks by transit, electric vehicles, micromobility, walking or cycling.

Actions	Timing
4-2a Advocate for expanded transit service to regional parks.	Ongoing
4-2b Align implementation of parking fees where regional parks can be easily accessed by transit, walking or cycling as a disincentive to motor vehicle use, excluding vehicle parking for people with disabilities.	Short-term
4-2c Prioritize regional park and regional trail projects that improve multi-modal access between parks and communities.	Ongoing
4-2d Undertake a study of regional parks access points to inform parking lot safety improvements, multi-modal access and low-carbon mobility incentives.	Medium-term
4-2e Plan for and implement bike parking and E-Bike, Electric Vehicle and Electric Micromobility charging stations at high-use regional park accesses.	Medium-term

Priority 4-3

Align service delivery and infrastructure improvements in regional parks and regional trails with climate action.

Actions	Timing
4-3a Incorporate a Climate Action Lens into service delivery, facility development and asset renewal that prioritizes low-carbon and energy efficient investment in regional parks and regional trails.	Medium-term
4-3b Determine the feasibility of considering natural assets in an asset management plan for regional parks.	Long-term
4-3c Develop and implement an Asset Management Plan for regional parks and regional trails that achieves critical infrastructure life cycle renewal, is well-planned, managed and funded, is consistent with legislative requirements and receives First Nations input.	Medium-term
4-3d Conduct a Service Level Review of regional trails to understand current levels of service, forecast emerging needs and required adjustments.	Short-term



CRD Regional Parks crew aiding with a fire.

Priority 4-4

Ensure the long-term and consistent management of regional parks and protected natural areas.

Actions	Timing
4-4a Implement a Park Management Planning Process that is efficient, adaptable, evidence-based and addresses service level needs, financial implications and climate mitigation measures.	Ongoing
4-4b Engage and involve First Nations governments, stakeholders and the public in the preparation and implementation of park management plans to ensure transparency, knowledge sharing and adaptability.	Ongoing
4-4c Support protection of the CRD's Greater Victoria Water Supply Area from unauthorized activities, incompatible adjacent land uses, and from climate-related weather events through park management, land acquisition and sharing information.	Ongoing
4-4d Work with partners to share knowledge, assess and identify options to improve regional parks capacity to mitigate against and adapt to a changing climate, including ecosystem services such as carbon sequestration, water storage and buffering severe weather events.	Medium-term
4-4e Support monitoring of ecosystem health in the CRD's Greater Victoria Water Supply Area and investigate expanding to regional parks.	Ongoing

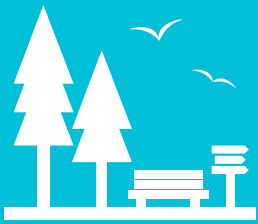
Priority 4-5

Strategically acquire and manage natural areas to address climate mitigation, urban containment and access to green space for a growing population.

Actions	Timing
4-5a Work in collaboration with First Nations, Municipalities and Electoral Areas, and organizations to identify regionally significant park land and determine alignment of goals and objectives.	Ongoing
4-5b Work in collaboration with First Nations to update land acquisition criteria to incorporate cultural use values and areas of cultural significance.	Ongoing
4-5c Update regional park land acquisition criteria and prioritize land acquisition that reflects the values in this Plan, including consideration of areas that contribute to climate change mitigation, enhance biodiversity, buffer urban development, increase connectivity of natural areas, improve ecological integrity and provide increased area and diversity of outdoor recreation opportunities.	Ongoing
4-5d Support the long-term protection of the region's natural assets through inventories, monitoring, land acquisition and partnerships.	Ongoing



Volunteers removing invasive species in Mill Hill Regional Park.



Access & Equity

Goal 5: Regional parks and regional trails are inclusive and accessible

Regional parks and regional trails are a public good that belong to everyone in the region. The benefits of experiencing and interacting with nature for physical and mental well-being are felt by many. Medical professionals from the World Health Organization to Doctors of BC are advocating for equitable access to nature to safeguard the physical and psychological wellbeing of residents. Factors such as lack of access to transportation and **distance** to parks can be barriers preventing members of society from enjoying the benefits of parks and trails. Increased benefits of accessing nature and public spaces can be realized when they adapt to the needs of diverse populations, such as people of all ages, ethnic backgrounds, mobility levels and income brackets. The CRD's Regional Growth Strategy supports development of complete communities that include more opportunities to walk, cycle and use public transit conveniently. Ideally, recreation and green space can be easily accessed in a 10-minute walk or 15-minute bike ride. BC's Active Transportation Guide recommends specifications to be followed in the development of active transportation infrastructure while offering design choice to improve the user experience for all ages and abilities.

The concept of equity recognizes that people may require different resources or opportunities to meet a goal, as they have different needs and circumstances. Aspects of equity relate to procedural and distributive fairness. Procedural equity is the representation of multiple perspectives in decision-making. Distributive equity refers to spatial or locational access to a service and the related social factors affecting access to those services. Efforts to increase equitable, or fair, access to parks and protected areas are being promoted by the Convention on Biological Diversity (Aichi Target 11) at the global scale to provincial initiatives offering free park passes. Understanding barriers to accessing parks and trails in the CRD is limited, but a new partnership initiative to apply a gender equity lens to regional trails is being piloted in 2022.



Accessibility mats like this one located at Thetis Lake's main beach allow for access to the water for visitors with mobility aids.



Accessibility is about creating communities and offering services that enable everyone to participate fully without barriers. The 2018 *Accessible Canada Act* aims to achieve a barrier-free Canada by 2040 by identifying, addressing and preventing accessibility obstacles. The *Accessible British Columbia Act* and upcoming regulation will require public-sector organizations to develop accessibility plans and public-feedback mechanisms. A barrier is anything that hinders the full and equal participation in society of persons with a physical, mental, intellectual, cognitive, learning, communication or sensory impairment or functional limitation. New accessibility standards being developed and applied at the federal and provincial levels will inform regional efforts to improve accessibility.

Priority 5-1

Enhance health and well-being by providing equitable access to regional parks and regional trails.

5-Actions	Timing
5-1a Develop and apply an Equity Lens to inform management and operation of regional parks and regional trails.	Ongoing
5-1b Conduct an Inclusion and Accessibility Assessment of regional parks and regional trails that assesses barriers and deterrents to access.	Short-term
5-1c Replace the 2003 Universal Access Plan for Regional Parks with new Accessibility Guidelines that provide objective information about the visitor experience, such as descriptions of trail terrain, length and slope to empower visitors to make appropriate individual choices and to better align user expectations with self-preparedness and ability.	Medium-term
5-1d Develop a Park Use Permit Policy that gives consideration to providing equitable access to programs, ensuring events and commercial activities align with the values in this Plan, and that fees reflect impacts on park facilities and users.	Medium-term
5-1e Work with First Nations to improve Indigenous cultural safety in regional parks and on regional trails.	Ongoing



East Sooke Regional Park
Credit: Rosemary Neering

5. Monitoring & Reporting

Over the next ten years, the actions contained within this Strategic Plan will form the basis of service plans and work plans that are approved by the Board annually as part of the financial planning process. Collaboration with First Nations governments, municipalities, park agencies, CRD divisions, and stakeholders will be integral to this process. **Capacity for undertaking this work will need to be determined and appropriate resources assigned during implementation.**

As progress is made in the implementation of this action plan, knowledge and understanding of regional parks and regional trails will continue to develop. To remain flexible and adaptable, and to support consistent implementation over time, CRD staff will:

- **Continue on journey of reconciliation with First Nations;**
- Prepare a funding strategy to accompany implementation;
- Continue to identify opportunities for external grant funding and partnerships;
- Share knowledge and best practices with others;
- Participate in professional development to improve service delivery;
- Continue to monitor data to track progress over time;
- Evaluate progress and adjust actions, as needed; and
- **Continue to improve on current practices.**

5.1 Performance Indicators and Reporting

Progress on the implementation of the 10-year Regional Parks and Trails Strategic Plan will be reported annually. Figure 11 summarizes the intended reporting indicators identified for each strategic priority area proposed for annual reporting. For each goal area, an action status will reflect general progress made towards all actions supporting that goal. This helps to summarize at-a-glance progress made on actions that may not be easily measurable or reflected in another indicator, such as actions that are ongoing or taking place over a long period. For other measures, an icon is provided to indicate the desired direction of the indicator over time (increasing or decreasing), if applicable.

Minor amendments to the Strategic Plan will be brought forward when necessary to update factual information and to update the park and trail classifications, as new additions to the system are identified and established.

Major amendments to the Strategic Plan will involve First Nations, stakeholder and public engagement and will be considered by the CRD Board for approval.



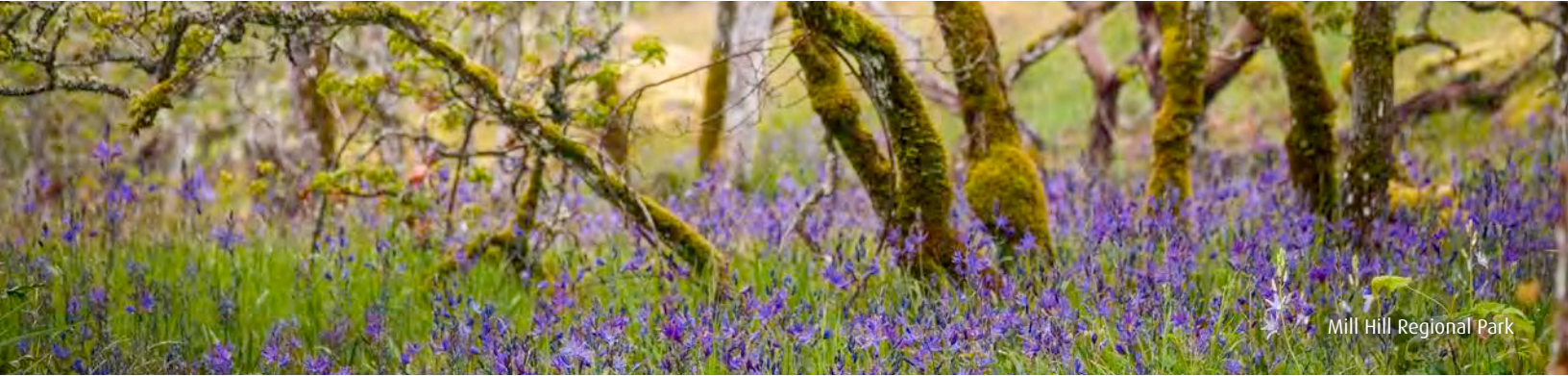
Thetis Lake Regional Park

FIGURE 11. ANNUAL INTENDED REPORTING INDICATOR

Goal area	Intended reporting indicator
 Goal 1: Reconciliation	 1-1 Reconciliation workplans are developed with each First Nation
	 1-1 Traditional use agreements are initiated with all First Nations in the region
	 1-2 Increased participation in Indigenous perspectives programs and presentations
	 1-2 Increased number of conservation and restoration projects in partnership with First Nations
	 1-2 Increased number of economic opportunities made available to First Nations
 Goal 2: Conservation	 2-1 Increased area of regional park land protected
	 2-1 Increased area of regional park land restored
	 2-1 Increased protection of at risk species and ecosystems in regional parks
	 2-2 Increased percentage of First Nations collaborating with CRD on cultural heritage protection projects
	 2-2 All staff receive cultural awareness training
	 2-3 Increased conservation and research partnerships
 Goal 3: Visitor Experience	 3-1 Maintain high rates of visitor satisfaction
	 3-1 Increased area available for compatible outdoor recreation
	 3-2 Review and update interpretive program content every 4 years
	 3-2 Increased number of volunteer hours

FIGURE 11. ANNUAL INTENDED REPORTING INDICATOR

Goal area	Intended reporting indicator
 Goal 4: Climate Action & Resiliency	 4-1 Increased use of regional trails
	 4-1 Completed regional trail priority projects
	 4-1 Minimized regional trail service disruptions
	 4-2 Increase Electric Vehicle charging stations at park accesses
	 4-3 Reduced operational greenhouse gas emissions
	 4-3 Maintain critical infrastructure in good condition
	 4-4 Increase the percentage of parks with management plans less than 15 years old
	 4-5 Increased area of regional park land
	 4-5 Increased representation of all regional park classifications
 Goal 5: Access & Equity	 5-1 Improved accessibility to regional parks and regional trails
	 5-1 Cultural awareness information is incorporated into new park kiosks



Appendix A: Glossary

Archaeological Site: A heritage site or object protected by the *Heritage Conservation Act*.

Accessibility: The quality of being easily used, approached or understood by a wide range of people and, in some cases, adapted for specific uses.

Biodiversity: The variability among living organisms from terrestrial, marine and other ecosystems, and includes variability at the genetic, species and ecosystem levels.¹

Conservation: The practice of preserving, protecting and/or restoring the natural and cultural environment and species within for future generations.

Cultural Heritage: Includes tangible and intangible heritage embedded into artifacts, sites or monuments that have a diversity of symbolic, historic, artistic, aesthetic, ethnological, anthropological, scientific or social values.²

Ecosystem Goods and Services: Provision of services by natural systems that benefit the region and thereby offset, complement or, in some cases, eliminate the need for engineered solutions, such as but not limited to soil quality and stability, water treatment and storage, recharge of aquifers and air quality regulation.

Facility: A piece of equipment, infrastructure or amenity in a regional park or regional trail, such as but not limited to: trails, signs, benches or bridges.

Fit-for-Life: Describes the majority of individuals' level of participation in an activity, where their motivation for participation is driven primarily by the enjoyment of engaging in the physical activity; participation may include recreational-level competition and training but is not the primary motivation.³

Invasive species: Any species not native to a particular ecosystem whose introduction causes, or is likely to cause, economic or environmental harm or harm to human health.⁴

Level of Service: a measure of the quantity, quality and reliability of service performance in relation to service performance goals, including consideration of legal requirements, community expectations and technical standards.

Micromobility Device: Small, lightweight modes of transportation designed for individual use that may have an electric motor, such as but not limited to, bicycles, electric bicycles, scooters, electric scooters and self-balancing devices.

Natural Assets: A biophysical or biological attribute of a natural ecosystem.

Outdoor Recreation: Physical, social and intellectual activities that are immersed in a natural outdoor setting, are dependent on the natural landscape, are compatible with and relatively low-impact on the natural environment, and that directly or indirectly foster appreciation for the natural environment.

Recreation Setting Characteristics: The qualities and conditions of a specific area that influence users' experiences and motivations to recreate there.⁵

Resilience: The capacity of social, economic and environmental systems to cope with a hazardous event, trend or disturbance, responding to reorganizing in ways that maintain their essential function, identify, and structure while also maintaining the capacity for adaptation, learning and transformation.⁴

Stewardship: Responsible use and protection of the environment and cultural heritage through conservation and sustainable practices to improve ecosystem resilience and human wellbeing.

Sustainable service delivery: the process of providing services to the community with the lens of economic, social and environmental well-being, today and into the future.⁶

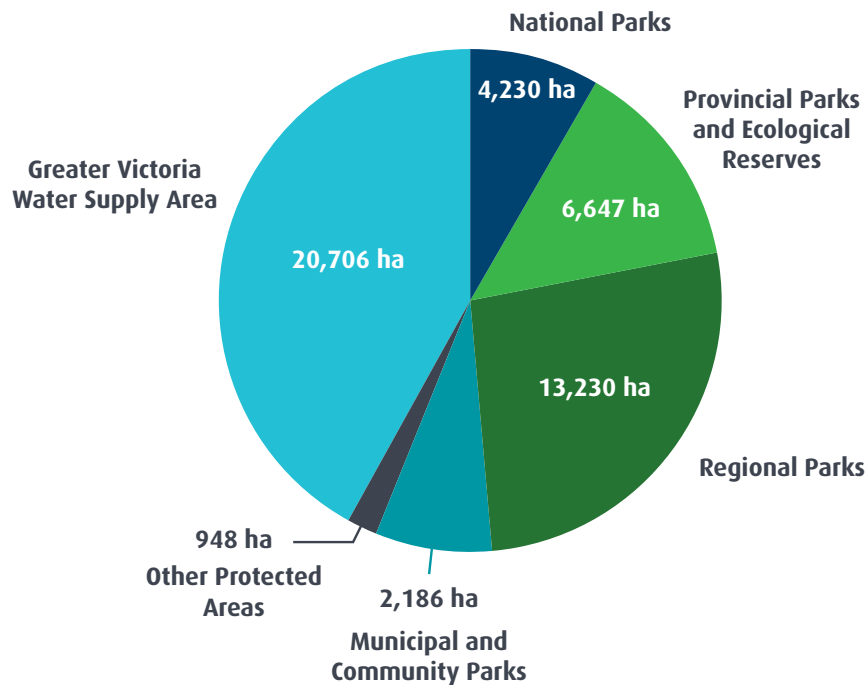
Traditional Ecological Knowledge: The knowledge, practice and belief concerning the relationships of living beings to one another and to the physical environment that has been developed by First Nations **since time immemorial through** living as part of the environment.

References:

1. IPCC, 2014, Climate Change 2014: Impacts, Adaptation, and Vulnerability.
2. Adapted from: UNESCO Institute for Statistics, 2009 UNESCO Framework for Cultural Statistics.
3. Adapted from: Sport For Life, Long-term Development in Sport and Activity Framework.
4. BC Ministry of Forests, 2008, Glossary of forestry terms in British Columbia.
5. Bureau of Land Management, Planning for Recreation and Visitor Services.
6. CRD, 2019, Corporate Asset Management Strategy.

Appendix B: Parks and Protected Areas in the CRD

Parks and Protected Areas



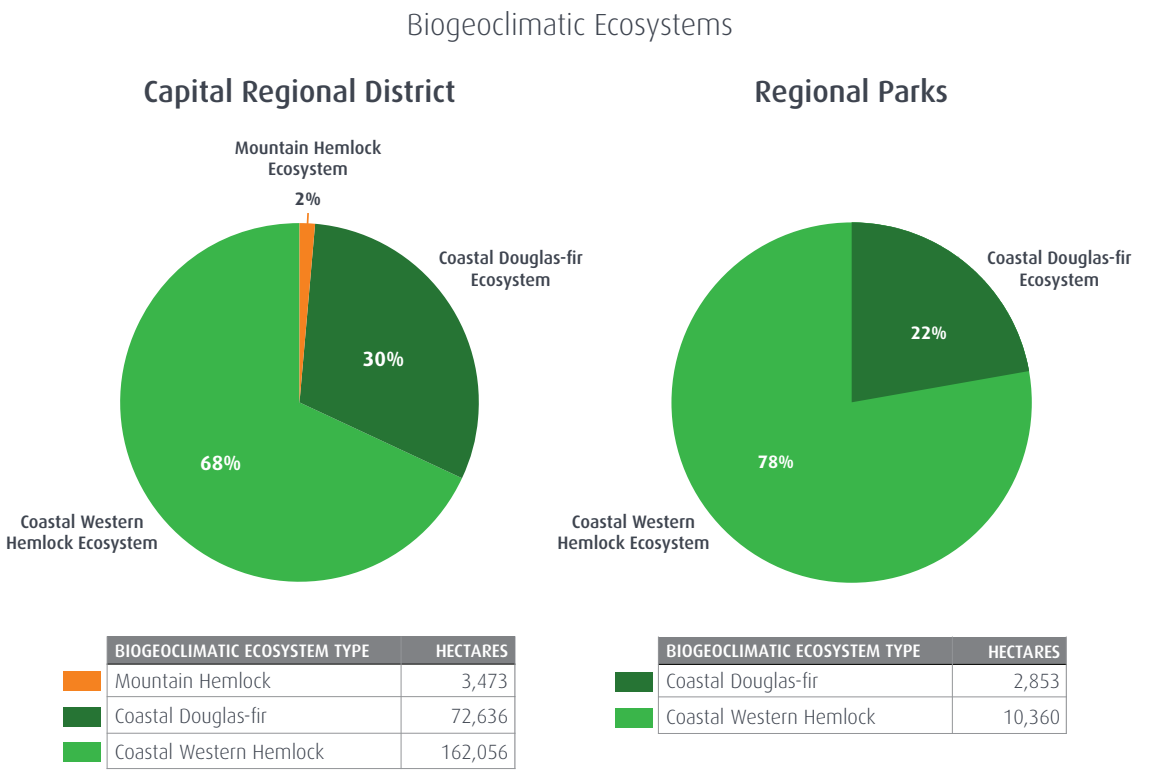
PROTECTED AREA TYPE	HECTARES	% of CRD Land Base
National Parks	4,230	1.78%
Provincial Parks and Ecological Reserves	6,647	2.79%
Regional Parks	13,230	5.56%
Municipal and Community Parks	2,186	0.92%
Other Protected Areas*	948	0.40%
Greater Victoria Water Supply Area	20,706	8.7%

Total Parks and Protected Areas	47,947	20.15%
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Total CRD land base	238,000
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*Note, this may not include a complete data set of privately protected lands that are protected in fee simple or conservation covenants

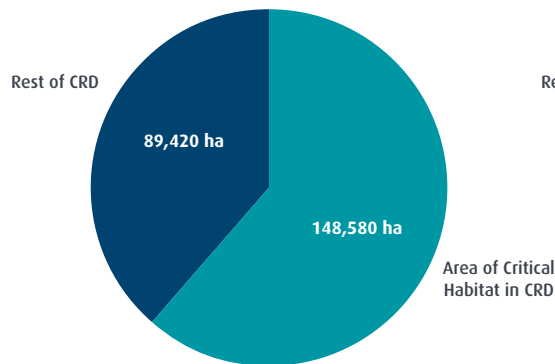
Appendix C: Ecosystems and Species at Risk in the CRD



Appendix C: Cont.

Area of Critical Habitat designated for Species at Risk

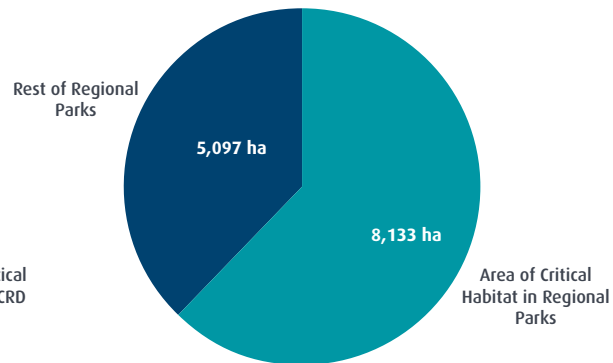
Capital Regional District



CRITICAL HABITAT (AREA)	HECTARES
Area of Critical Habitat*	148,580
Rest of CRD	89,420

* Identified for species at risk

Regional Parks



CRITICAL HABITAT (AREA)	HECTARES
Area of Critical Habitat*	8,133
Rest of Regional Parks	5,097

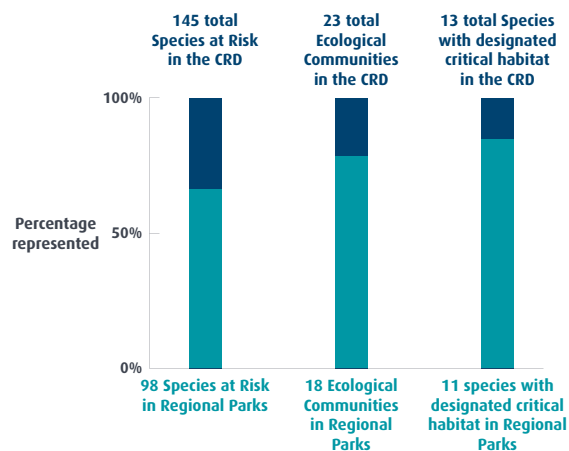
* Identified for species at risk

Regional Parks Representation of Species at Risk, Ecological Communities, and Critical Habitat in the CRD

SPECIES AT RISK	COUNT
In the CRD	145
In Regional Parks	98

ECOLOGICAL COMMUNITIES	HECTARES
In the CRD	23
In Regional Parks	18

CRITICAL HABITAT	COUNT
In the CRD	13
In Regional Parks	11



Appendix D: Related CRD Strategies and Plans

CRD Plans intersecting with regional parks and trails	Regional Parks and Trails Strategy Goal				
	1	2	3	4	5
2019-2022 Board Priorities	•	•	•	•	•
Advocacy Strategy (2019)	•	•	•	•	•
Climate Action Strategy (2021)		•	•	•	•
Corporate Asset Management Strategy (2019)			•	•	•
Corporate Plan (2019-2022)	•	•	•	•	•
First Nations Task Force Final Report (2018)	•	•		•	•
Regional Food and Agriculture Strategy (2016)				•	
Regional Green/Blue Spaces Strategy (1997)		•		•	
Regional Growth Strategy (2018)		•	•	•	•
Regional Parks Land Acquisition Strategy (2020-2021)		•	•		
Regional Parks Strategic Plan (2012-2021)		•	•	•	
Regional Trails Management Plan (2015)			•	•	•
Regional Transportation Plan (2014)			•	•	•
Regional Water Supply Strategic Plan (2017)				•	
Statement of Reconciliation	•	•		•	•

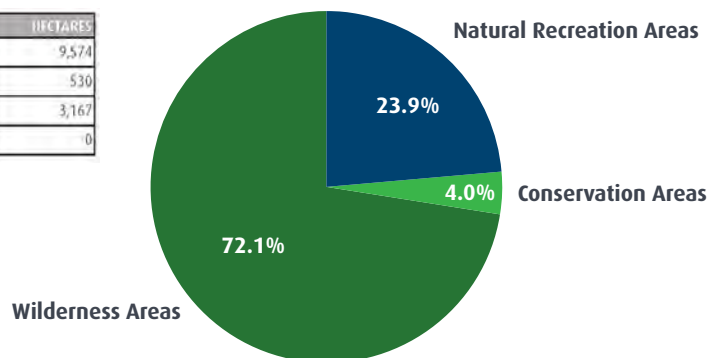
Appendix E: Regional Park Classifications

	REGIONAL PARK	CONSERVATION AREA	WILDERNESS AREA	NATURAL RECREATION AREA	HECTARES
1	Albert Head Lagoon				7
2	Ayum Creek				6.4
3	Bear Hill				48.7
4	Brooks Point				6
5	Coles Bay				3.6
6	Devonian				13.5
7	East Point				0.8
8	East Sooke				1,458
9	Elk/Beaver Lake				443
10	Francis/King				107
11	Gonzales Hill				1.8
12	Horth Hill				36
13	Island View Beach				52
14	Jordan River				100
15	Kapoor				12.6
16	Lone Tree Hill				31
17	Matheson Lake				157
18	Matthews Point				24
19	Mill Farm				315
20	Mill Hill				71.6
21	Mount Parke				91
22	Mount Wells				121
23	Mount Work				754
24	Mountain Forest				19.8
25	Roche Cove				160
26	Sea to Sea				3,979
27	Sooke Hills Wilderness				4,120
28	Sooke Potholes				72
29	Sooke River				7
30	St. John Point				27
31	Thetis Lake				923
32	Witty's Lagoon				56

* Conservancy Area classifications for CRD Regional Parks currently total to zero and are not represented in the chart above.

Regional Parks Land Base by Classification

PARK CLASSIFICATION	NUMBER OF PARKS	HECTARES
Regional Wilderness Areas	3	9,574
Regional Conservation Areas	12	530
Regional Natural Recreation Areas	18	3,167
Regional Conservancy Areas	0	0







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Regional Parks & Trails Strategic Plan

First Nations Engagement Report

Capital Regional District | June 2023

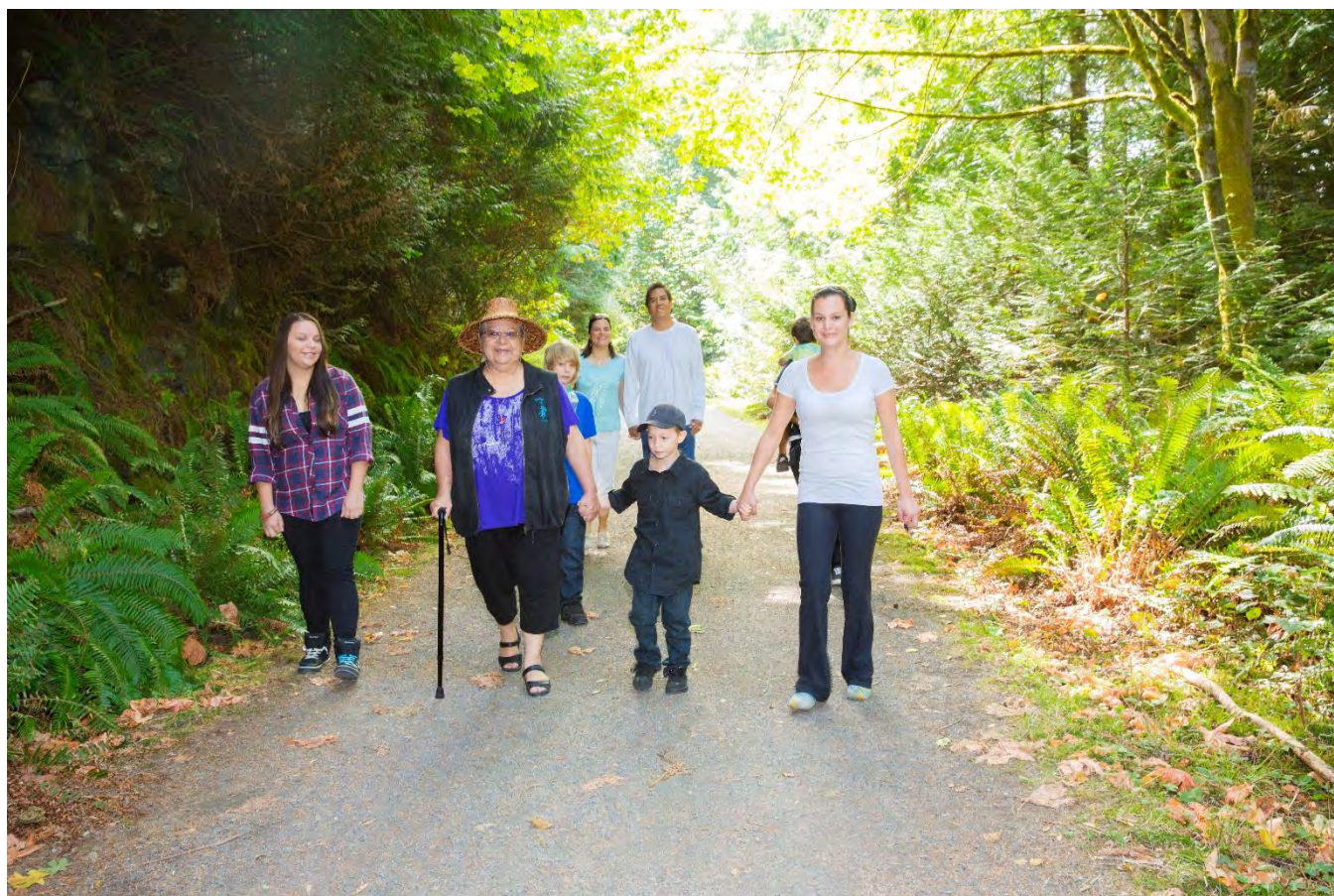


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1. Executive Summary

The Capital Regional District (CRD) Board has stated its commitment to engage First Nations communities respectfully and appropriately in regional strategies, decision making and shared interests. Input on the Regional Parks and Trails Strategic Plan 2022-2032 has been sought from First Nations whose traditional territories overlap the CRD and whose ancestors have been taking care of the land since time immemorial.

First Nations input on the Strategic Plan update received between February and May 31, 2022 was provided to the CRD Board on July 13, 2022. Given the restricted timeframe for engagement on the Strategic Plan update and the intense demands on First Nations communities over the past two years, the input received was not considered reflective of the interests and concerns of all First Nations, nor was it considered comprehensive in all cases, given time constraints. At that meeting, the CRD Board approved the renewed Regional Parks and Trails Strategic Plan 2022-2032 on an interim basis for one year, while engagement with First Nations continued.

This report summarizes the input received from 15 First Nations between August 2022 and April 2023, and is reflective of key interests expressed by First Nations who were willing and available to participate.

Key themes heard during the engagement include: the importance of a broader relationship between CRD and First Nations at the governance level; the need for more proactive steps towards truth and reconciliation; concern regarding the alienation of land from Indigenous Peoples; the protection of areas within regional parks for cultural use and harvesting activities; proactive public education with an aim to improve cultural safety; incorporating Indigenous stewardship approaches and traditional knowledge; the need for ongoing consultation and increased capacity to engage.

Edits to the Interim Regional Parks and Trails Strategic Plan 2022-2032 are proposed to incorporate the feedback received from First Nations during this process. Proposed edits relate to the manner in which the vision for regional parks and trails should be achieved, a new mission statement to support reconciliation, reframing conservation goals and objectives to incorporate Indigenous stewardship approaches; a willingness to collaborate on the operation and management of regional parks and trails; and acknowledgement of the resourcing and capacity required to implement the Strategic Plan with First Nations involvement.

The Strategic Plan presents a renewed direction for regional parks and trails over the next several years with focus on five goal areas and 57 priority actions. The Plan also presents an openness to further adaptation during Plan implementation as new ways of collaborating are explored. Implementation of the Strategic Plan will include a commitment to work together and to increase First Nations' capacity to participate in ongoing consultation and engagement.

2. Introduction

The CRD Board initiated an update of the previous Regional Parks Strategic Plan 2012-2021 on December 8, 2021, and a workshop was held with the Regional Parks Committee in January 2022 to set the direction for the Strategic Plan update. On February 9, 2022, the CRD Board approved a proposed vision, values, mission statement, and priorities for engagement and to apply a lens of conservation and protection of biodiversity to the priorities and process.

The CRD Board directed staff to engage all First Nations in the region in an early, meaningful and ongoing manner in the development of the Strategic Plan. Consistent with the CRD Corporate Plan goal to strengthen relationships with First Nations, and CRD Board priority to work with First Nations to create new regional planning and decision-making systems together on their traditional territories. The CRD embarked on consultation with First Nations regarding the Strategic Plan update in February 2022, with assistance from a consulting firm. A separate engagement process was conducted with agencies, stakeholders and the public and feedback was summarized in a report provided to the CRD Board in July 2022.

The renewed CRD Regional Parks & Trails Strategic Plan was brought forward to the CRD Board for approval in July 2022 on an interim basis while engagement with First Nations in the region continued. The CRD acknowledges that many First Nations have competing priorities that limited their ability to engage on the Strategic Plan development and invites ongoing dialogue with First Nations to implement the Plan.

3. Purpose of the Engagement Report

The purpose of this report is to summarize the engagement process with First Nations and to highlight responses and key themes received related to the proposed vision, values, mission, and key priorities incorporated into the CRD Interim Regional Parks & Trails Strategic Plan. Additional information about how First Nations Governments wish to work with the CRD on matters relating to regional parks and trails and which initiatives are of interest to focus on are also included.

4. Engagement Period

This report includes a summary of the engagement activities completed and responses received from First Nations between August 2022 and April 2023. Engagement with First Nations is ongoing and will continue throughout implementation of the Strategic Plan.

5. Focus of Engagement

The CRD is committed to involving First Nations respectfully and appropriately in the development of regional strategies, decision making and shared interests. The aim of this engagement process was to inform First Nations with traditional territories in the CRD about the CRD Regional Parks & Trails Strategic Plan update process, to seek input and information from interested and affected Nations on the proposed vision, mission, values and key priorities for the Strategic Plan update, and to discuss interests and ideas to assist the CRD with future decision making about regional parks and trails. Other goals of the engagement process included information sharing, dialogue and discussion, building ongoing relationships, developing understanding, and producing a Strategic Plan that reflects First Nation's interests, organizational needs and public interests.

6. Who Was Engaged

First Nations whose traditional territory lies within the CRD boundary were identified to engage in the Strategic Plan update process. Engagement on the CRD Interim Regional Parks & Trails Strategic Plan has included the following First Nations:

1. BOŶĖĆEN (Pauquachin) First Nation
2. xʷsepsəm (Esquimalt) Nation
3. xeláltxw (Halalt) First Nation
4. Lyackson First Nation
5. MÁLEXEL (Malahat) Nation
6. P'a:chi:daʔaht (Pacheedaht) First Nation
7. Spune'luxutth (Penelakut) Tribe
8. Cowichan Tribes
9. Sc'ianew First Nation
10. Semiahmoo First Nation*
11. Snuneymuxw First Nation*
12. Songhees Nation
13. SʔÁUTW (Tsawout) First Nation
14. Stz'uminus (Chemainus) First Nation
15. Sc̓əwaθən məsteyəxʷ (Tsawwassen) First Nation*
16. T'Sou-ke Nation
17. Ts'uubaa-asatx (Lake Cowichan) First Nation*
18. WJOLĖĖP (Tsartlip) First Nation
19. WŚIKEM (Tseycum) First Nation

*The First Nations identified above with an asterisk were not contacted in the first round of engagement on this Regional Parks and Trails Strategic Plan and were added at the direction of CRD.

For reasons of community relationships, capacity constraints and efficiencies, some First Nations responded together.

Qw'utsun Nation (QN) represents Lyackson First Nation, xeláltxw (Halalt) First Nation, Spune'luxutth (Penelakut) Tribe, Stz'uminus (Chemainus) First Nation, and Cowichan Tribes. At times, these five First Nations work together on projects and topics of mutual interests. For the purposes of engagement with the CRD, these communities came together through QN to respond to the Regional Parks and Trails Strategic Plan.

WŚÁNEĆ Leadership Council (WLC) represents WŚÍKEM (Tseycum) First Nation and WJOLÉLP (Tsartlip) First Nation. For the purposes of engagement with the CRD, these communities came together through WLC to respond to the Regional Parks and Trails Strategic Plan.

7. Engagement Methods

The scope of engagement for the CRD Regional Parks & Trails Strategic Plan update was approved by the CRD Board in February 2022 and extended in July 2022 for a year. A team of consultants were retained by the CRD to facilitate engagement. To accomplish engagement that provides meaningful opportunities for input within the timeframes identified for the project, the consultants used a number of approaches to engage First Nations, including phone calls, written correspondence and in-person and virtual meetings. The consultants approach engagement and consultation with First Nations with awareness and consideration for the effects of colonialism and associated trauma on Indigenous communities and in a manner that is grounded in respect for the lived experiences, knowledge, priorities, available time, interests and perspectives of each Indigenous group, and with the understanding that a Nation's priorities are often not those of another organization. Engagement timelines and expectations are communicated respectfully, but also with an understanding that engagement activities may need to be flexible as Indigenous communities are disproportionately impacted by factors such as the COVID 19 pandemic. Hence, engagement methods varied depending on the preferences and priorities identified by each First Nation.

7.1. Letters

All First Nations were provided with a letter from the consultants in September 2022, inviting feedback and notifying of the CRD's approval of the Regional Parks & Trails Strategic Plan 2022-2023 on an interim basis for one year while engagement with First Nations continues. The letters provided background on the engagement process, attached a copy of the Interim Strategic Plan, included a request to meet and discuss the Plan, an offer of participation funding to support the Nation's review, and referenced any previous correspondence.

7.2. Meetings, Emails and Phone Calls

All First Nations were contacted by both phone and email with follow-up information, meeting requests and other details, as requested. Reasonable efforts were made to reach all identified First Nation groups. Multiple efforts were made through several communication channels (letters, emails, phone calls, etc.) to contact First Nations. Meetings took place with individual First Nations either in person or virtually, as requested. Follow up meetings

occurred to ensure feedback shared was properly captured and to gather any additional feedback. Feedback was provided by individual First Nations through meetings, phone calls, emails and written submissions according to their preferences.

8. Responses

Input on the CRD's Interim Regional Parks and Trails Strategic Plan was requested from 19 First Nations with traditional territory overlapping the CRD boundary. Between August 2022 and April 2023, input was received from 15 First Nations. Feedback was provided through meetings, phone calls, emails and written submissions, according to the preferences of each First Nation. Meetings were held with three First Nations during this period who were not able to provide feedback by April 2023. These 15 Nations accepted offers of participation funding. No feedback was received from four First Nations during this engagement period.

8.1 Feedback Received

The following is a summary of the feedback received from First Nations between August 2022 and April 2023, related to the CRD Regional Parks & Trails Strategic Plan update. This summary has not been reviewed by First Nations.

Feedback received from First Nations on the Strategic Plan has been summarized into the following general themes:

Relationship Building: All First Nations indicated the importance of a broader relationship with the CRD at the governance level. The importance of ongoing communication and clear dialogue with leadership was stressed as a critical component of building lasting and productive relationships. Regular scheduled meetings and frequent and ongoing communication was noted of importance to some First Nations.

A number of First Nations expressed interest in having a voice in decision making at the CRD in order to have meaningful engagement and advance reconciliation and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), stressing the importance of Free, Prior and Informed Consent when it comes to decision making.

Co-management of regional parks and trails, traditional use and access agreements, revenue sharing, equal decision-making roles and First Nations representation on the CRD Board were governance topics of interest raised by many First Nations.

Reconciliation ACTION: All First Nations noted that reconciliation requires action, and more proactive steps need to be moved forward by the CRD to support greater First Nation inclusion in all aspects. Some First Nations called on the CRD to further define reconciliation. Some First Nations expressed interest in how the Strategic Plan will be implemented with First Nations involvement and how to advance work plans and priority initiatives. Some First Nations expressed that the pace of reconciliation efforts by CRD is too slow and that actions should be taken immediately to protect Indigenous rights in regional parks.

Land Back: The reference to 'Land Back' was raised by many First Nations, with some noting that their main objective is to obtain land from the federal or provincial government through treaty tables or reconciliation discussions.

All First Nations expressed concern regarding the alienation of land and resources from Indigenous People. It was noted that park lands often alienate Indigenous People from their relationship to the land as many members do not feel safe to practice their traditional activities given public access and recreational use.

Many First Nations expressed concern with the CRD's Land Acquisition Program and many First Nations stated they do not support further land acquisition in their territory without a meaningful partnership that involves some form of co-management. Some First Nations expressed an interest in working with the CRD to review criteria for land acquisition in order to inform the Land Acquisition Strategy.

Some First Nations highlighted again the importance of UNDRIP and Free, Prior and Informed Consent when it comes to decisions affecting land. One First Nation requested a right of first refusal for any lands CRD is considering acquiring or disposing of.

Cultural Use & Activities: Many First Nations stated that the protection of areas within regional parks for cultural use was essential, stressing the importance of Indigenous harvesting rights. Some First Nations stated that this includes the right to hunt in parks and that they would like to work with CRD to ensure members are able to practice their Section 35 Aboriginal rights.

Agreements were mentioned as a possible way to protect these interests and some First Nations expressed an interest identifying periods in the year, times of day, and locations that cultural use activities, like hunting, are practiced. One First Nation felt that the Strategic Plan could go further to protect cultural use and support Indigenous rights.

Some First Nations stated that plants of cultural significance needed to be protected as many of these are harvested by members for cultural use. Some suggested mutually beneficial opportunities that could be pursued with the CRD to protect and cultivate medicinal plants.

A number of First Nations expressed concerns that recreational use is often in direct conflict with cultural use. Public access and increased foot traffic can deter members from practicing cultural activities and further alienate Indigenous People from the land.

Public Education: Many First Nations felt that proactive education for the public was necessary as the lack of awareness by user groups can create real problems for their members. This specifically relates to First Nation cultural safety in parks and the alienation of Indigenous Peoples from the land. Suggestions included hiring First Nation interpreters and guardians in regional parks, developing signage and printed materials in collaboration with First Nations, and providing Parks staff with cultural acumen training. It was stressed that First Nations must be involved and lead this work and that there should be 'nothing about us, without us.'

Some First Nations stated that providing the public with information wasn't enough and proper measures must be in place to support Indigenous access to cultural areas. It was also noted that in areas that may be

reserved for cultural use activities, signage could attract more visitors, and so the use of interpretative signs should be carefully considered.

Stewardship & Conservation: Some First Nations noted their historic role as stewards of the land and the need for the CRD to acknowledge and support their community's contribution to these lands through information sharing, capacity support, and collaboration. It was noted that Western ideologies are often in conflict with traditional ways and traditional knowledge. Core concepts of 'taking care of the land' and 'only taking what you need' should be integrated into the Strategic Plan.

One First Nation stressed that priority should be given to working with and supporting Indigenous partners in taking care of the species, habitats, and natural areas in this region. In addition, it was expressed that conservation is a colonial ideology that can often prevent Indigenous People from accessing their lands.

Some First Nations stated that conservation and recreational use are not compatible uses, and that recreational trails can further alienate Indigenous People from their land and conflict with the CRD's broader stewardship goals. Concerns were shared that increased public access impacts wildlife habitat and creates disturbance to ecosystems.

Meaningful Consultation: Consultation on CRD's plans for regional parks was noted as an ongoing need and interest. Some First Nations highlighted that significant funding would need to be made available to have continued discussions about CRD parks and trails and projects like the land acquisition strategy.

8.2 Incorporating Feedback Received

The following table summarizes how the feedback received by First Nations during the engagement period has been incorporated into the Strategic Plan:

Theme	Edits proposed	Section
Relationship Building	Added new mission statement to support reconciliation.	1.2 Mission p.6
	Included examples of collaborative approaches to park management and expanded reference to DRIPA.	2.2 Cultural Setting p.15
	Removed requirement for a traditional use agreement between CRD and local First Nations as these are desired and applicable in a multitude of park operation and management scenarios, not only in Conservancy Areas.	3.1 Conservancy Area p. 31
	Included reference to Truth and Reconciliation Calls to Action Dashboard related to regional parks and trails.	Goal1: Reconciliation p.38

ReconciliACTION	Stated CRD's commitment to reconciliation with First Nations.	1. Introduction p.4 5. Monitoring & Reporting p.56
	Revised Reconciliation Value to include principles of collaboration, respect, reciprocity and responsibility.	1.3 Values p.7
	Inserted word 'collaboratively' to reflect how we will work.	Goal 1: Reconciliation p.39
Land Back	Recognition of need to support First Nations access to and use of land and understanding ways parks can alienate First Nations.	1.1 Vision p.5
	Acknowledgement of First Nations interest in land acquisition and need for meaningful engagement.	2.7 Land Acquisition p.27
	Inserted word 'collaboratively' to reflect First Nations interest in land.	Priority 4-5 p.53
Cultural Use & Activities	Recognition of First Nations rights.	1.1 Vision p.5
	Added initiative to identify culturally significant species.	Priority 1-1a p.39
	Reworded priority action to strengthen language around Indigenous rights and access.	Priority 1-1b p.39
	Revised timeline to ongoing for inviting and incorporating First Nations knowledge in the implementation of CRD's Protection and Conservation of Heritage Sites Policy.	Priority 2-2b p.44
	Revised compatible outdoor recreation to address cultural integrity.	Goal 3: Visitor Experience p.45
Public Education	Inserted need for implementation approach to reinstate Indigenous place names.	2.4 Visitor Experience p.21
	Added that visitor opportunities would be offered where appropriate, indicating there would be input from First Nations about this.	3.1 Conservancy Areas p.31

	Added collaboration to priority actions to reflect ‘nothing about us, without us’.	Goal 1: Reconciliation p.39
	Included Indigenous language and artwork.	Throughout
Stewardship & Conservation	Human use added as a threat to ecological values.	2.3 Physical Setting p.17
	Revamped conservation lens to better incorporate traditional knowledge.	Goal 2: Conservation p.41; Glossary p.61
	Advanced Natural Areas Conservation Plan as short term.	Priority 2-1b p.43
	Included role of supporting partners.	Priority 2-3 p.44
Meaningful Consultation	Added to territorial acknowledgement and CRD’s statement of reconciliation.	Territorial Acknowledgement inside cover
	Reflected continued engagement with 19 First Nations.	1.2 Engagement Process p.8-9
	Identified capacity needs for implementation.	Monitoring & Reporting p.56

Table 1: Feedback incorporated into the Strategic Plan.

9. Limitations

This report is not reflective of the views of all First Nations identified for engagement on the CRD Interim Regional Parks and Trails Strategic Plan. Relationships between the CRD and First Nations in the region are continuing to develop and engagement protocols are not currently in place to streamline communication on processes such as the Strategic Plan. Dialogue is ongoing to deepen an understanding of the issues and interests raised by First Nations during this process and this feedback will be reflected in the ongoing work of the CRD and is not included in this report. The CRD understands that First Nations communities may face resource constraints which limits opportunities for dialogue on the Strategic Plan update. Another limitation of engagement on the Strategic Plan was the interest of some First Nations to address broader CRD issues related to governance before providing input on individual projects and plans.

Regional Parks and Trails Strategic Plan 2022 – 2032

June 28, 2023
Regional Parks Committee

Presentation Outline



1 Strategic Plan Update Process

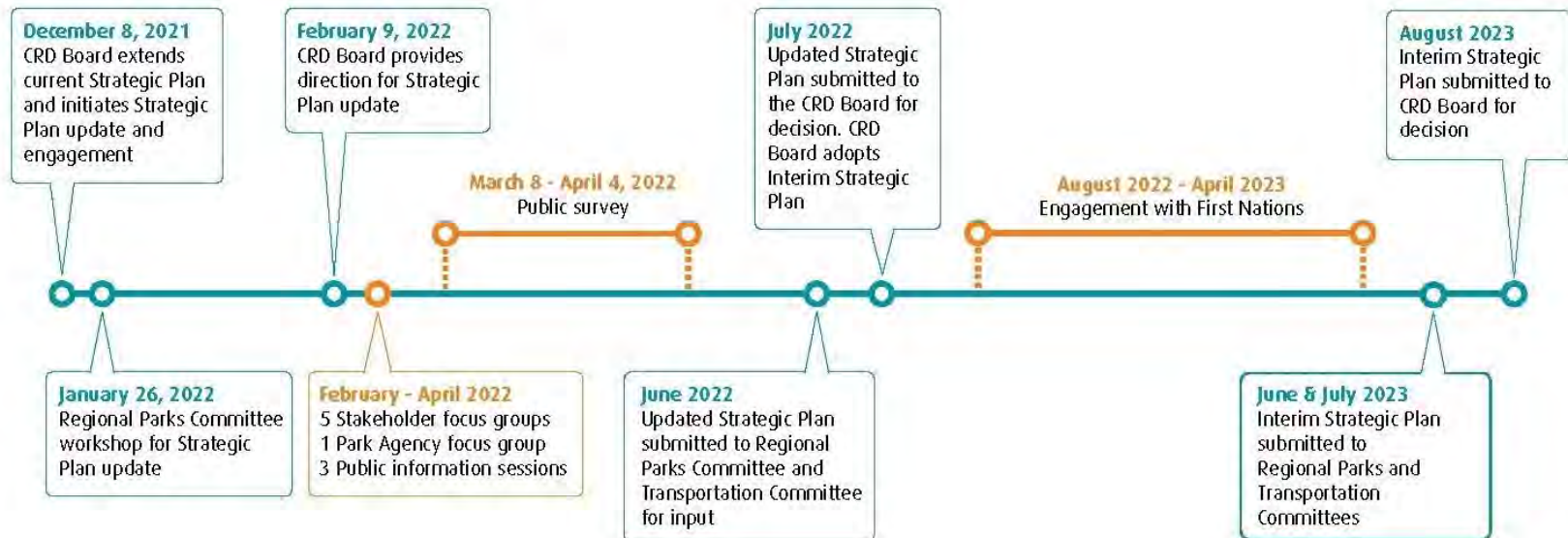
2 Engagement

3 What We Heard

4 Other Proposed Edits

Strategic Plan Update Process

CRD



Engagement

CRD



2,400

Visits to project webpage



44

Stakeholder groups attended
5 focus groups



1,228

Completed surveys



26

Attended 3 public information
sessions



19,000

Reached on Social Media



19

First Nations invited to engage
long-term

The CRD acknowledges the following First Nations who participated in the development of this plan:

- Sc'ianew First Nation
- BOKÉĆEN (Pauquachin) First Nation
- MÁLEXEŁ (Malahat) Nation
- P'a:chi:da?aht (Pacheedaht) First Nation
- Spune'luxutth (Penelakut) Tribe
- Songhees Nation
- SṪÁUTW (Tsawout) First Nation
- T'Sou-ke Nation
- WJOŁEŁP (Tsartlip) First Nation (represented by WŚÁNEĆ Leadership Council)
- WŚÍKEM (Tseycum) First Nation (represented by WŚÁNEĆ Leadership Council)
- x^wsepsəm (Esquimalt) Nation
- xeláltxw (Halalt) First Nation
- Lyackson First Nation
- Stz'uminus (Chemainus) First Nation
- Semiahmoo First Nation
- Snuneymuxw First Nation
- Sčəwaθən məsteyəx^w (Tsawwassen) First Nation
- Ts'uubaa-asatx (Lake Cowichan) First Nation
- Cowichan Tribes

- **Relationship Building** – government-to-government dialogue, revenue sharing opportunities, decision-making roles, co-management arrangements
Edits to: Mission, Cultural Setting, Conservancy Area, Goal 1: Reconciliation
- **ReconciliACTION** – proactive steps to include First Nations, implement Plan with First Nations involvement, set work plans for priority initiatives
Edits to: Introduction, Values, Goal 1: Reconciliation, Monitoring & Reporting
- **Land Back** – obtain land through treaty or other means, right past alienation from traditional territories from formation of parks, meaningful partnerships in future land acquisitions
Edits to: Vision, Land Acquisition, Priority 4-5

- **Cultural Use & Activities** – recognize Indigenous rights, improve cultural safety in parks, conflicts between recreation and conservation interests, opportunities for inventories and restoration projects
Edits to: Vision, Priority 1-1a, 1-1b, 2-2b, Goal 3: Visitor Experience
- **Public Education** – increase awareness, utilize Indigenous interpreters and guardians, co-develop material, ‘nothing about us without us’
Edits to: Visitor experience, Conservancy Areas, Goal 1: Reconciliation, throughout

- **Stewardship & Conservation** – knowledge sharing, integrate traditional concepts for taking care of the land, conflicts between public access and conservation efforts

Edits to: Physical setting, Goal 2: Conservation, Priority 2-1b, 2-3

- **Meaningful Consultation** – address capacity and resource needs, ongoing need and interest

Edits to: Territorial Acknowledgement, Engagement process, Monitoring & Reporting

Other Proposed Edits



- Compatible outdoor recreation terminology.
- Brooks Point Regional Park classified as a Conservation Area in alignment with the management plan approved in 2014.
- Priority action 4-2e: Bike parking and e-bike charging stations added.
- Minor edits and corrections to:
 - Section 2.3 Physical Setting and Appendix B calculations;
 - Map 6 Regional Trail Classifications and Priority Projects to show Phase 5 of the E&N Rail Trail as proposed (not yet planned or designed);
 - Correct regional park names;
 - Adjust timing of select priority actions.

* No edits are proposed to include a 25% by 2032 target as the document already confirms the CRD's role in contributing to the national and international target of protecting 30% of land and water by 2030.

**REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, JUNE 28, 2023**

SUBJECT **Ditch Maintenance for Mosquito Control – Island View Beach Regional Park**

ISSUE SUMMARY

To report back on the March 2023 Capital Regional District (CRD) Board-approved motions arising and the May 24 Regional Parks Committee meeting notice of motion.

BACKGROUND

On February 22, 2023, a staff report was presented to the Regional Parks Committee reporting on the 2022 ditch maintenance activities at Island View Beach Regional Park (IVBRP). Several motions arose and were carried by the Regional Parks Committee in response to the staff report. The following motions arising were approved by the CRD Board at its meeting of March 8, 2023:

1. *That a comparison of ditch depths differences between the baseline data in 2011 and 2022 work be brought forward as soon as possible through the Regional Parks Committee.*
2. *To authorize, if possible, to capture aerial drone footage of the ditch system to capture the foliage patterns.*
3. *That the CRD convene a meeting with participants (including the Tsawout, Central Saanich and FOIVB “Friends of Island View Beach”) to present and discuss the mosquito abatement program at Island View Beach Regional Park and report back to the April Regional Parks Committee.*
4. *That Central Saanich staff be invited by CRD staff to all meetings pertaining to the update work being done by GreatPacific and Aqua-Tex.*

At the May 24 Regional Parks Committee, a notice of motion was presented recommending to the CRD Board:

That staff be directed to report back on creating an engineering working group with Tsawout First Nation, CRD and Central Saanich to conduct a holistic assessment of the drainage of the Island View Beach area this year so that improvements to the drainage system can be made to address the pest mosquito issues.

CRD staff have completed the work necessary to respond to each motion and the results are presented below and in the appendices.

2011-2022 Ditch Survey Comparison

GreatPacific Engineering Ltd. (GreatPacific) was retained to prepare a comparison of the 2011 ditch survey completed by Andy Blaine Consulting and a 2022 ditch survey completed by GreatPacific. The survey comparison (Appendix A) confirms that much of the ditch system is below sea level and the low elevation of the area poses drainage challenges. The elevations and drainage trends between the 2011 and 2022 surveys are generally co-aligned. There are some areas where differences in elevations of channel bottoms were evident between the two surveys, and GreatPacific noted that the discrepancies are likely the result of natural transportation

sediment and accretion, as well as annual maintenance efforts. Important limitations and considerations when comparing the two surveys include:

- the survey location points varied between the 2011 and 2022 surveys and gradients between survey points may not have been entirely represented;
- each survey contained gaps where the ditches were inaccessible; and
- the accuracy of ditch elevation measurements may include potential errors, such as not being able to identify the exact lowest point in the ditch channels, the degree of penetration of the survey rod into very soft sediments and the accuracy of the survey instruments.

Aerial Drone Imagery and Foliage Patterns

The CRD undertook an aerial drone survey of the ditch system at IVBRP. The survey captured two aerial images at 59 locations (waypoints) along the entire ditch system (Appendix B). Field crews were also deployed to capture two ground images at each waypoint. A total of 236 aerial and ground images are presented in Appendix C. The CRD also processed existing Lidar data of IVBRP to help describe foliage patterns in the park (Appendix D). The Lidar data indicates that foliage in the park consists of:

Vegetation Type	Percent Coverage
Bare Ground and Low Vegetation (<0.5m)	45%
Grasses, Forbs, and Small Shrubs (0.5m - 2m)	32%
Shrubs and Small Trees (2m - 5m)	13%
Large Trees (>5m)	10%
Seasonal Pond	<1%
No Data	<1%

Meeting with Participants to Present and Discuss the Island View Beach Regional Park Mosquito Abatement Program

In response to the Board motion, a meeting to present and discuss the IVBRP mosquito abatement program was held on April 12 at the Tsawout First Nation office. Meeting participants included the Tsawout First Nation Chief, councillors and staff; District of Central Saanich staff; members of the FOIVB; and CRD staff and Board Directors. A Tsawout First Nation Elder opened the meeting with a prayer, and four presentations were delivered by consultants and FOIVB on the mosquito control program and ditching system. The meeting included time for questions and discussion. Two Worlds Consulting was hired to facilitate the meeting and to produce a summary report of the key discussion points (Appendix E). Approximately 88% of participants completed a meeting evaluation form (Appendix F). Results indicated that virtually all respondents were satisfied to very satisfied with the meeting and that it met their expectations for information sharing.

The CRD, Central Saanich and the Tsawout collaborate in information sharing through regular meetings organized by the group members. The meetings provide a venue to discuss topics of interest, including mosquito control and ditch maintenance activities, as well as other issues that affect the three partners. A meeting was held on May 9 at the Tsawout First Nation office to discuss the work undertaken in response to the Board motions. The meeting also included a discussion of the recommendations presented by FOIVB during the April 12 community meeting.

These recommendations are included in the Two Worlds Consulting meeting summary notes (Appendix E, p. 3). The FOIVB recommendations will be discussed again with the group and a recommendation will be made to engage a consultant to assess the feasibility of the recommendations as a first step in responding to the FOIVB.

The partners are committed to working with industry professionals to help guide the mosquito control program and other operational issues at Island View Beach (IVB). The existing IVB Working Group, at its upcoming June 26 meeting, will discuss conducting a holistic assessment of the drainage of the IVB area using qualified professionals. Creating a second working group focused on engineering is deemed to be redundant to the group that is currently established.

Invitation to CRD Meetings to Discuss IVBRP

The CRD, Central Saanich and Tsawout First Nation continue to collaborate and share information on initiatives related to drainage and mosquitos in the IVB area. On March 22, the CRD hosted a meeting at IVBRP and invited GreatPacific Engineering, Aqua-Tex Consulting, Tsawout First Nation and Central Saanich staff to share information on the previous and planned work each agency has in the area. Central Saanich staff attended the meeting and the CRD will continue to invite them to all meetings pertaining to work being done by GreatPacific Engineering and Aqua-Tex Consulting at IVBRP.

IMPLICATIONS

Intergovernmental Implications

The CRD continues to partner with the District of Central Saanich and the Tsawout First Nation on maintaining and improving drainage infrastructure to help manage nuisance mosquitos within the IVB area. The CRD relies on qualified professionals to help guide and advise on these efforts.

Social Implications

The IVB area provides significant cultural, residential, recreational, and agricultural opportunities. Adult mosquito annoyance can have a significant impact on residents, visitors and workers in the area, negatively impacting the ability of people to enjoy being outdoors. The CRD is committed to maintaining and improving its mosquito control and ditch maintenance activities at IVBRP to enhance the visitor experience and to contribute to greater public enjoyment of the surrounding area.

Financial Implications

The following expenditures, totalling \$22,600 and approximately 157 hours of staff time, were made by CRD Regional Parks to respond to the Board motions. The expenses were covered by the Regional Parks core budget.

- 2011-2022 Ditch Survey Comparison: GreatPacific Report – \$2,600 and ~14 hours of staff time
- Aerial Drone Imagery and Foliage Patterns: Data collection/analysis/reporting: ~93 hours of staff time
- April 12 Participant Meeting: Facilitation/Meeting Expenses: ~\$20,000 and ~50 hours of staff time

Service Delivery Implications

CRD staff expend hundreds of hours each year on maintaining the IVBRP ditch system, following recommendations around vegetation management and ditch clearing made by qualified professionals, such as Aqua-Tex and GreatPacific. The work involves both hand work and machine work over the course of many months. The effort required to maintain the IVBRP ditch system impacts service delivery for the entire regional parks system.

Alignment with Existing Plans & Strategies

The actions undertaken to manage mosquito populations and drainage within IVBRP are consistent with the direction provided in the approved 1989 Island View Beach Regional Park Management Plan.

CONCLUSION

Staff were directed by the CRD Board in March 2023 to respond to motions attached to the February 2023 Regional Parks Committee staff report about the 2022 Island View Beach Regional Park ditch maintenance activities. The motions directed staff to undertake a ditch level comparison study between 2011 and 2022; an aerial survey of the Island View Beach ditch system and foliage patterns; organize a meeting with participants to present and discuss the mosquito abatement program at Island View Beach; and invite Central Saanich to meetings on IVBRP. Staff completed the work necessary to respond to each motion, as presented in this staff report, and will continue to work with partners in managing nuisance mosquitos within the Island View Beach area.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Jeff Leahy, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

Appendix A: GreatPacific – Comparison of 2011 and 2022 Ditch Surveys (April 28, 2023)

Appendix B: Ditch System Aerial Imagery – Photo Waypoints

Appendix C: Photo Point Monitoring – Island View Beach Ditching System

Appendix D: Island View Beach Regional Park – Vegetation Cover – Map

Appendix E: Two Worlds Consulting – Community Meeting Summary (April 12, 2023)

Appendix F: Community Meeting Flipchart Notes and Evaluation Form (April 12, 2023)



202-2780 Veterans Memorial Parkway
Victoria, BC V9B 3S6
Phone: 778.433.2672
Web: www.greatpacific.ca
Email: gpinfo@greatpacific.ca

April 28, 2023

Capital Regional District
490 Atkins Avenue
Victoria, BC V9B 2Z8

Attention: Mr. Stuart Walsh, Park Operations Supervisor

RE: Island View Beach Regional Park - Comparison of 2011 and 2022 Ditch Surveys

GreatPacific Consulting Ltd. (GreatPacific) was retained in 2022 by the Capital Regional District (CRD) to complete a drainage assessment at Island View Beach Regional Park (IVBRP, or, the Park) and has subsequently been providing engineering support for various tasks relating to the Park's drainage system. At CRD request, GreatPacific prepared this memorandum to provide a comparison of both recent, and historical topographic survey of the ditching system at IVBRP.

1 Background:

IVBRP is a well utilized public recreational area operated and maintained by the CRD, which contains a network of ditch systems understood to have been constructed circa 1930's to provide drainage for the Park lands. The Park exhibits flat topography, and is low lying relative to sea level, with much of the park elevations being below high tide, and much of the ditch system existing below mean sea level. The low lying, and flat nature of the park lands and associated ditching poses drainage challenges.

In Spring 2022, GreatPacific undertook a drainage study at IVBRP, the results of which were presented in the report entitled *Ditch Drainage Study - Island View Beach Regional Park* (GreatPacific, July 2022). Within the scope of the drainage study, GreatPacific completed topographic survey of the Park's ditch system utilizing a Real-Time Kinematic topographic survey instrument (Hemisphere S321) to supplement previous historical survey of the park.

Previous topographic survey within the park was completed in August 2011 by Andy Blaine Consulting. This 2011 survey was undertaken throughout the Park, as well as areas of "Puckle Farm", and the adjacent Island View Beach Municipal Park (Central Saanich). The 2011 survey was reported to have been completed with a Leica 1105 total station.

Although the general elevation and drainage trends between the two surveys co-aligned, differences in elevations of channel bottoms were evident between the two surveys, with ditch bottom elevations varying in select locations by up to approximately 35 centimeters.

2 Comparison Results:

Elevation profiles of the IVBRP ditch system incorporating survey points from both the 2011 and 2022 surveys are presented in Appendix A. The surveys generally conformed with one another with respect to drainage and flow pathways. Notable discrepancies between the two surveys may generally be explained by natural transport/accretion of sediment, as well as from ongoing debris removal and cleaning efforts by the CRD.

It was apparent in both surveys that there were areas of non-positive gradients towards the outfall, meaning there were depressions within the ditch channels. In some cases, depressions were lower than downstream culvert inverts, which are intended to drain the upstream areas. This could result in ponded water behind a culvert, below its pipe invert.

3 Limitations and Survey Notes

In considering the comparison between the 2011 and 2022 surveys, some important limitations and considerations should be recognized, which include:

- Survey point shots, from both surveys, were taken intermittently, spaced along the ditches. The 2022 survey points were not in the same locations as the 2011 survey points. Gradients were linearly interpolated between survey point shots, and localized features (i.e. depressions, high points) between survey shots may not be entirely represented.
- Both the 2011 and 2022 surveys contained areas of ditching which were unable to be accessed due to the presence of dense vegetation. Some of the areas which could not be accessed in 2011 were able to be captured in the 2022 survey, and vice versa. However there remained some ditch areas which were not surveyed in either of the individual surveys (these areas are identified in the Appendix - Figure 1).
- The 2022 survey was limited to the CRD IVBRP lands. The 2011 survey covered ditching in the IVBRP area, as well as a small fenced-in area of "Puckle Farm", and lands of the neighboring Island View Beach Municipal Park (Central Saanich). Neither survey evaluated the ditching system of the neighboring Tsawout Nation Lands.
- The presence of sediments and debris within the ditches can affect the accuracy of ditch invert elevation measurements. There were potential errors introduced to the data such as being able to identify the exact lowest point in the ditch channels inundated with water, the degree of penetration of the survey rod into very soft sediments, and the accuracy of the survey instruments.

4 Closing

We thank you for the ongoing opportunity to work with the CRD at Island View Beach Regional Park. We trust this provided memo is sufficient to assist the CRD in their ongoing management of the Park. Should there be any questions please do not hesitate to contact the undersigned.

Sincerely,

Reviewed by,



Permit to Practice: 1000737

Brandon Powers, P.Eng.
Civil Engineer

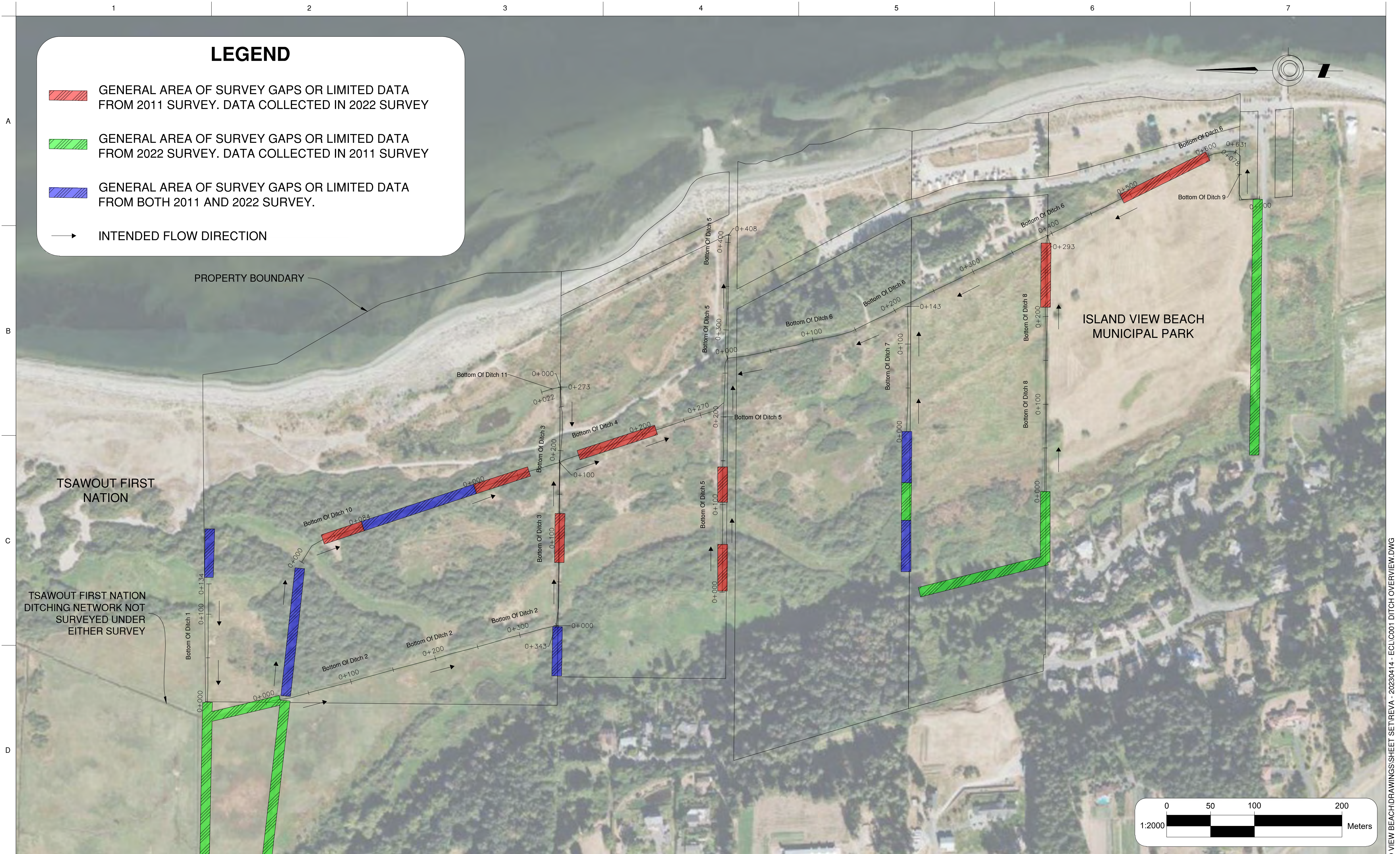


Jason Clarke, P.Eng.
Director/ Marine Pipelines and Aquatic Sciences

Appended:

Figure 1: Ditch Overview

Figure 2, 3: Ditch Profiles



23-04-28	REFERENCE FIGURE	SJM/ECL	BP	BP
DATE	DESCRIPTION	DRAWN	DESIGNED	APPROVED

 **GREATPACIFIC**
ENGINEERING & ENVIRONMENT

GREATPACIFIC CONSULTING LTD
202-2780 VETERANS MEMORIAL PARKWAY
VICTORIA, BC V9B 3S6
778-433-2672
www.greatpacific.ca

PERMIT/STAMP:

GENERAL NOTES:

1. SURVEY PERFORMED BY GREATPACIFIC ON 2022/04/22 & 2022/05/03 USING HEMISPHERE S321 RTK WITH LOCALIZATION TO NAD 83 UTM ZONE 10 & CGVD 1928 DATUM'S PROVIDED BY CANADIAN PRECISE POINT POSITIONING.
2. ALL ELEVATIONS MEASURED IN METERS FROM GEODETIC (CGVD 28) DATUM.
3. HISTORICAL SURVEY PERFORMED 2011/08/20 IN GEODETIC DATUM

CLIENT:


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PROJECT NUMBER:

1039 - 004

ISLAND VIEW BEACH
REGIONAL PARK
TOPOGRAPHIC SURVEY
DITCH OVERVIEW

DRAWING NUMBER:

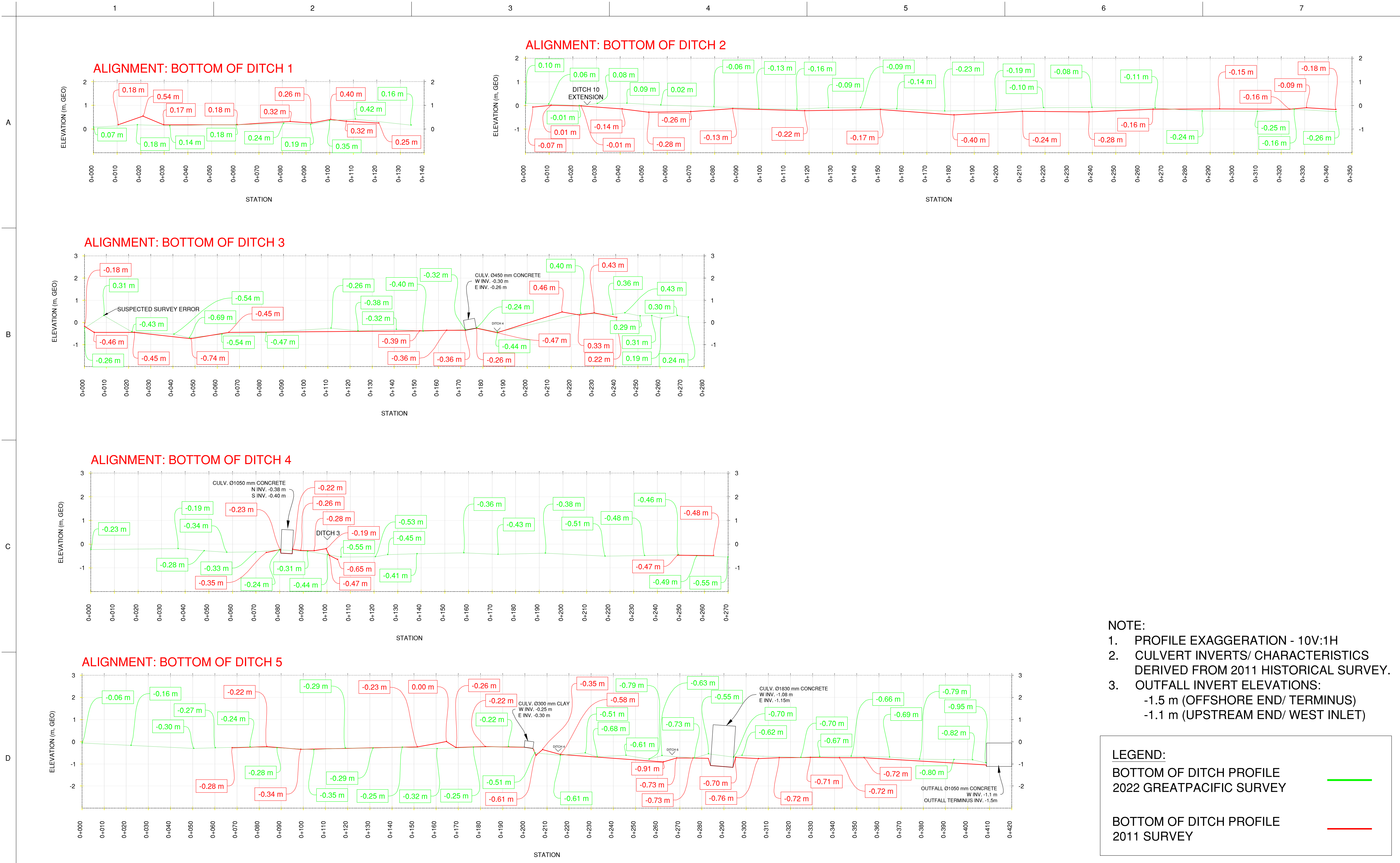
FIGURE 1

SCALE:

1:2000

REV:

0



23-04-28	REFERENCE FIGURE	SJM/ECL	BP	BP
DATE	DESCRIPTION	DRAWN	DESIGNED	APPROVED



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GENERAL NOTES:

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- ALL ELEVATIONS MEASURED IN METERS FROM GEODETIC (CGVD 28) DATUM.
- HISTORICAL SURVEY PERFORMED 2011/08/20 IN GEODETIC DATUM

CLIENT:



CRD

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PROJECT NUMBER:

1039 - 004

ISLAND VIEW BEACH
REGIONAL PARK
TOPOGRAPHIC SURVEY COMPARISON
DITCH PROFILE VIEWS 1

DRAWING NUMBER:

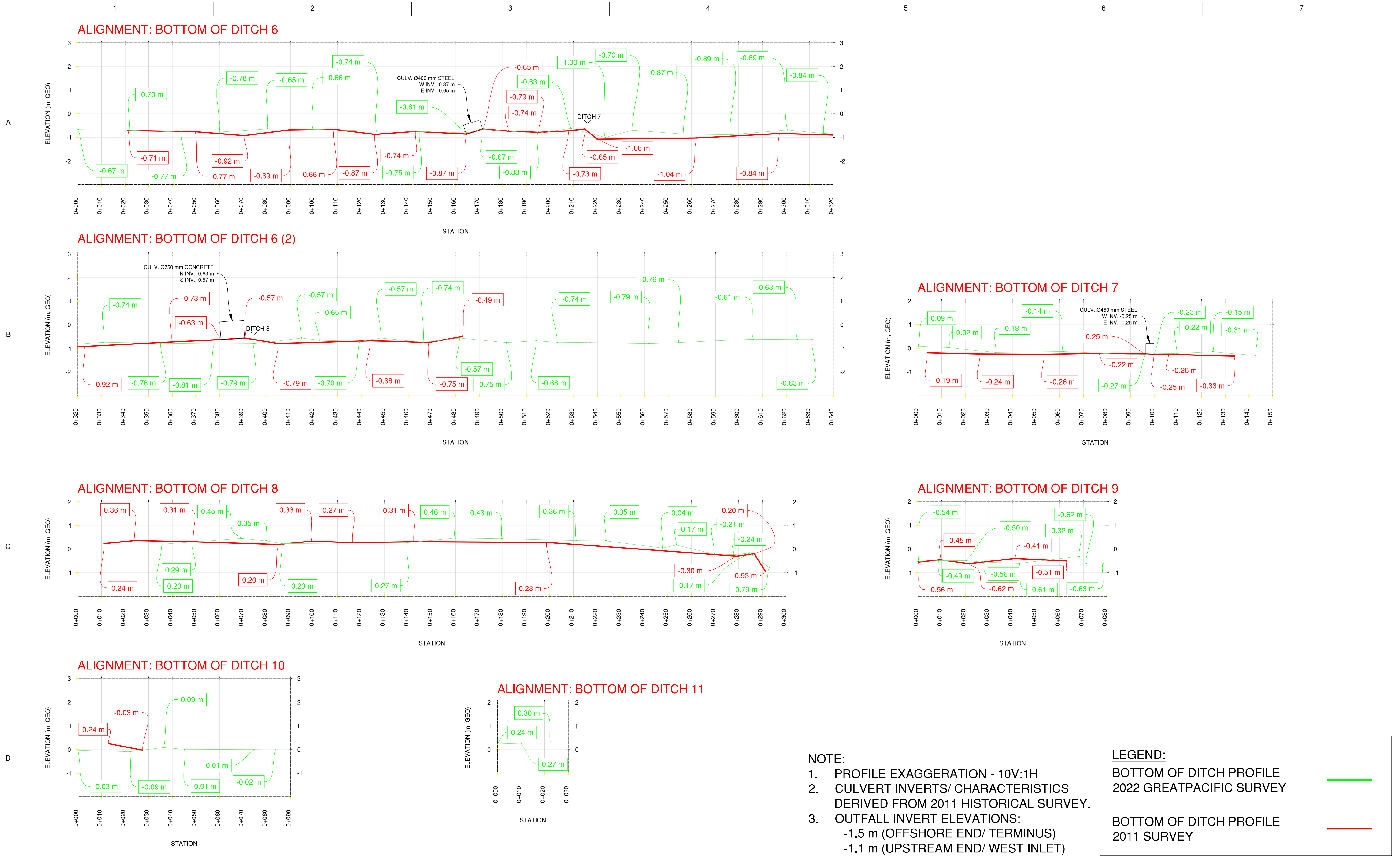
FIGURE 2

SCALE:

1:750, 10V:1H

REV:

0



23-04-28	REFERENCE FIGURE	SJM/ECL	BP	BP
DATE	DESCRIPTION	DRAWN	DESIGNED	APPROVED



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PERMIT/STAMP:

GENERAL NOTES:

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- ALL ELEVATIONS MEASURED IN METERS FROM GEODETIC (CGVD 28) DATUM.
- HISTORICAL SURVEY PERFORMED 2011/08/20 IN GEODETIC DATUM

CLIENT:



PROJECT NUMBER:

1039 - 004

ISLAND VIEW BEACH
REGIONAL PARK
TOPOGRAPHIC SURVEY COMPARISON
DITCH PROFILE VIEWS 2

DRAWING NUMBER:

FIGURE 3

SCALE:

1:750, 10V:1H

REV:

0

NOTE:

- PROFILE EXAGGERATION - 10V:1H
- CULVERT INVERTS/ CHARACTERISTICS DERIVED FROM 2011 HISTORICAL SURVEY.
- OUTFALL INVERT ELEVATIONS:
-1.5 m (OFFSHORE END/ TERMINUS)
-1.1 m (UPSTREAM END/ WEST INLET)

LEGEND:

BOTTOM OF DITCH PROFILE
2022 GREATPACIFIC SURVEY



BOTTOM OF DITCH PROFILE
2011 SURVEY





Photo Waypoint 1



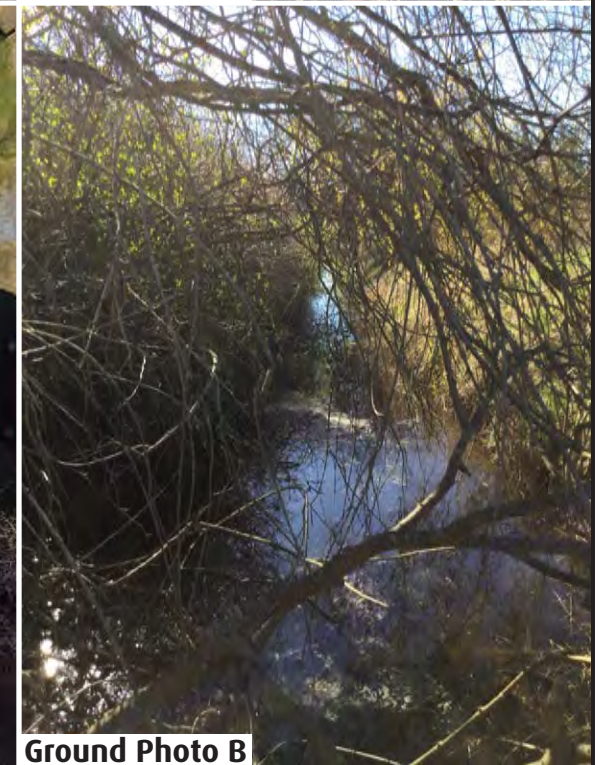
45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

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Photo Waypoint 2



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 3



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

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Photo Waypoint 4



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 5



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 6



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 7



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude

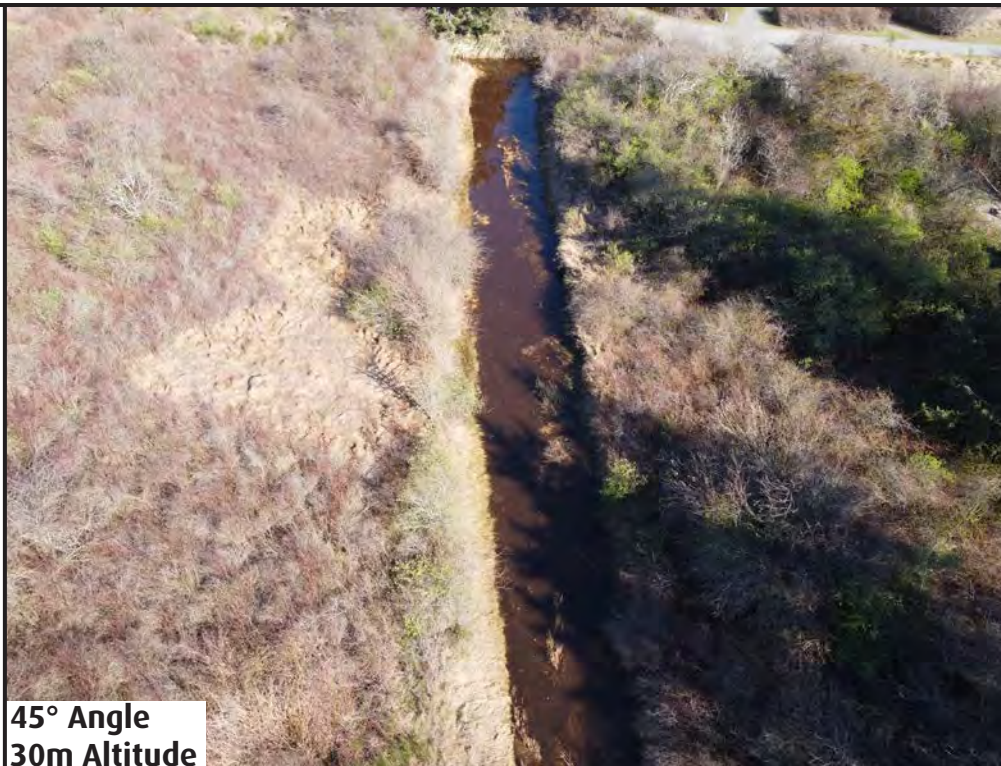


Ground Photo B

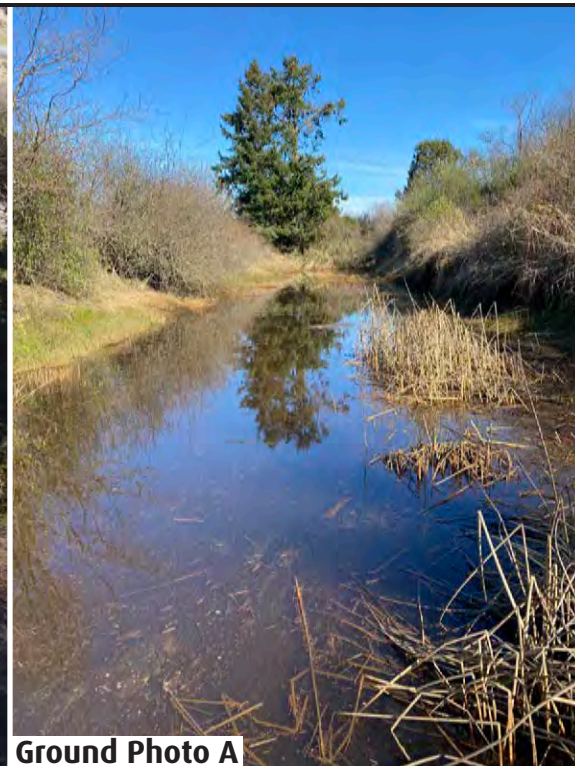
ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 8



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 9



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

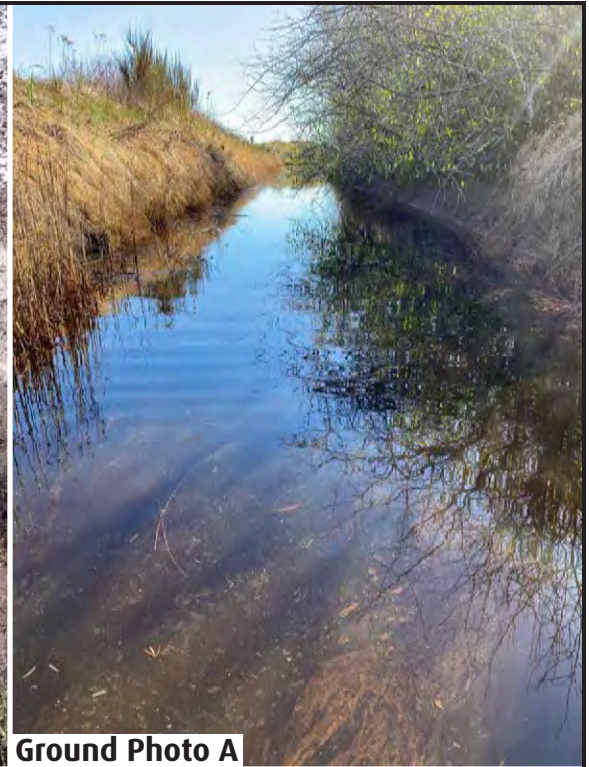


Top Down
30m Altitude

Photo Waypoint 10



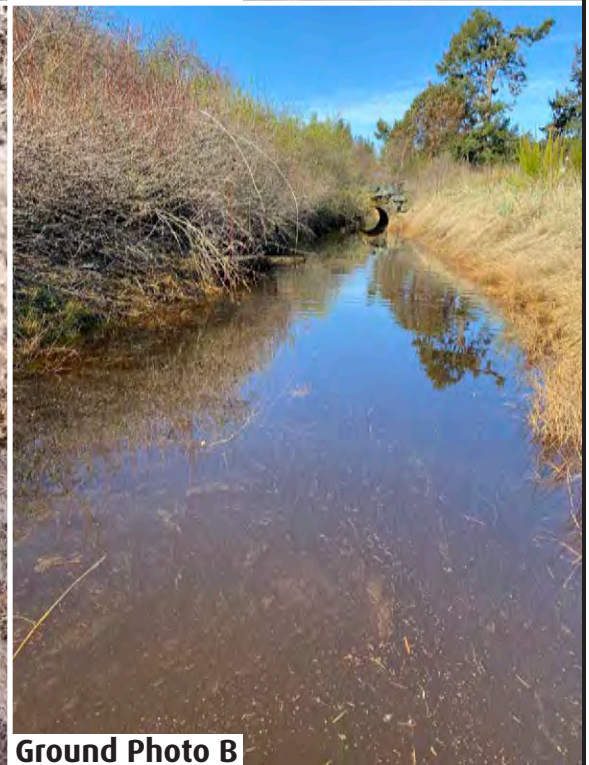
45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 11



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 12



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 13



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 14



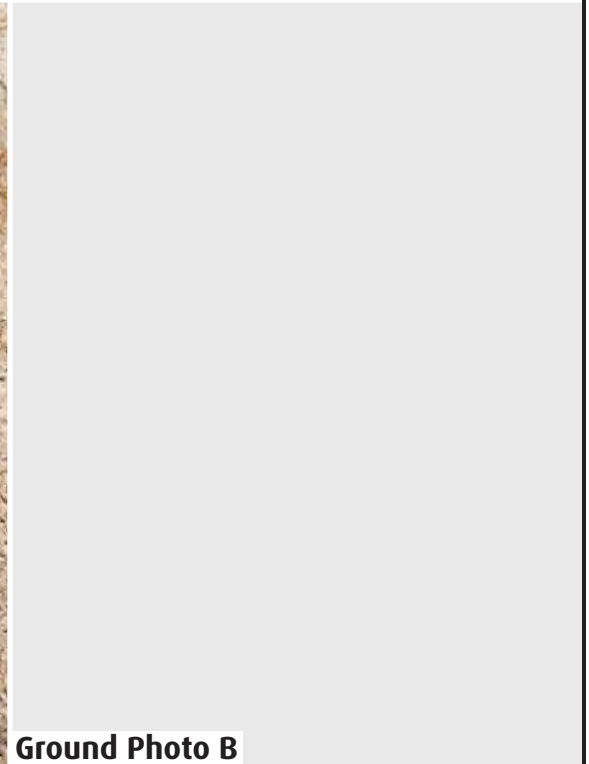
45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 15



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 16



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

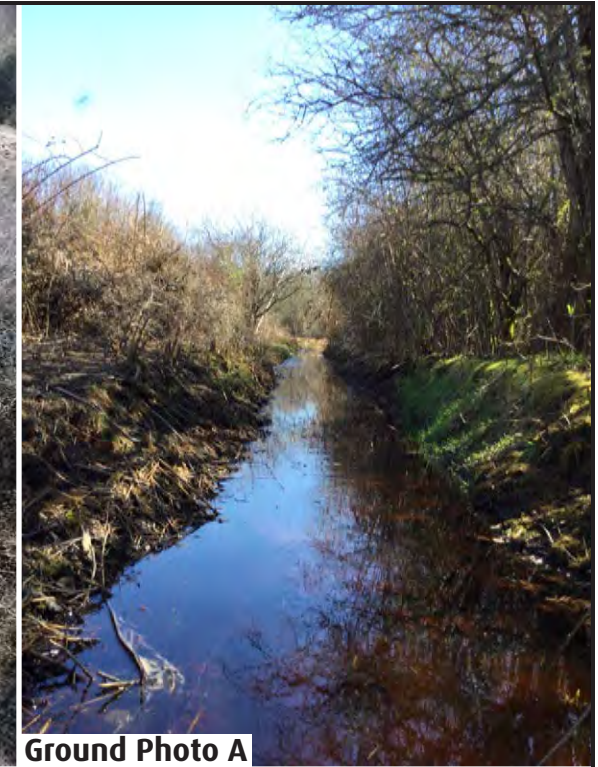
ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 17



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 18



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 19



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Top Down
30m Altitude

Photo Waypoint 20



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 21



45° Angle
30m Altitude

Ground Photo A



Top Down
30m Altitude

Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 22



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 23



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 24



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

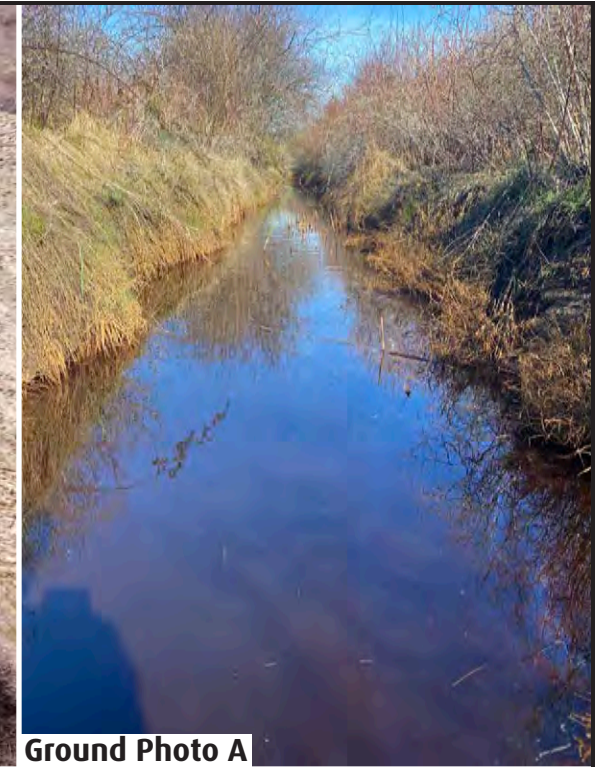


Top Down
30m Altitude

Photo Waypoint 25



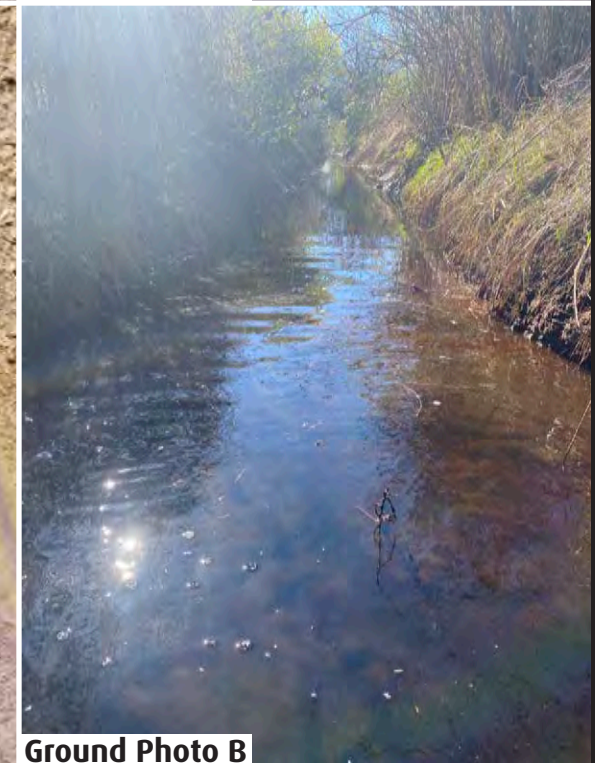
45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 26



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

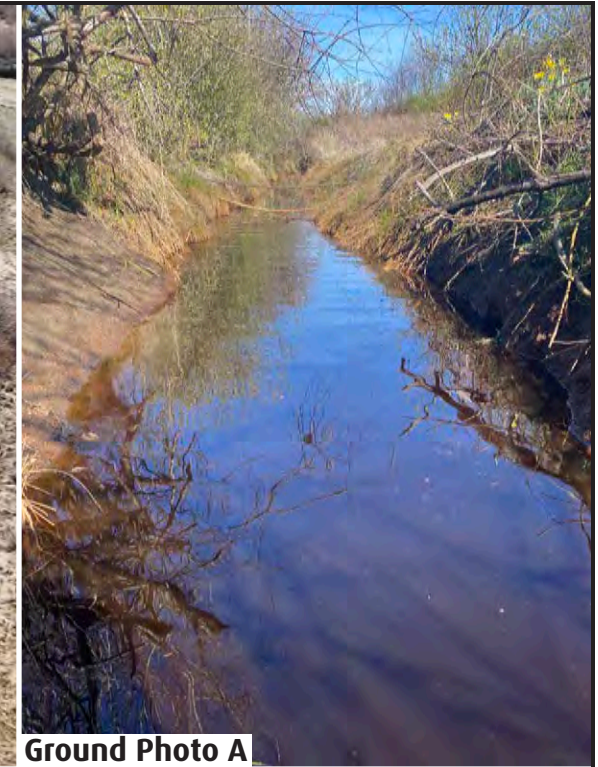
ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 27



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 28



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 29



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 30



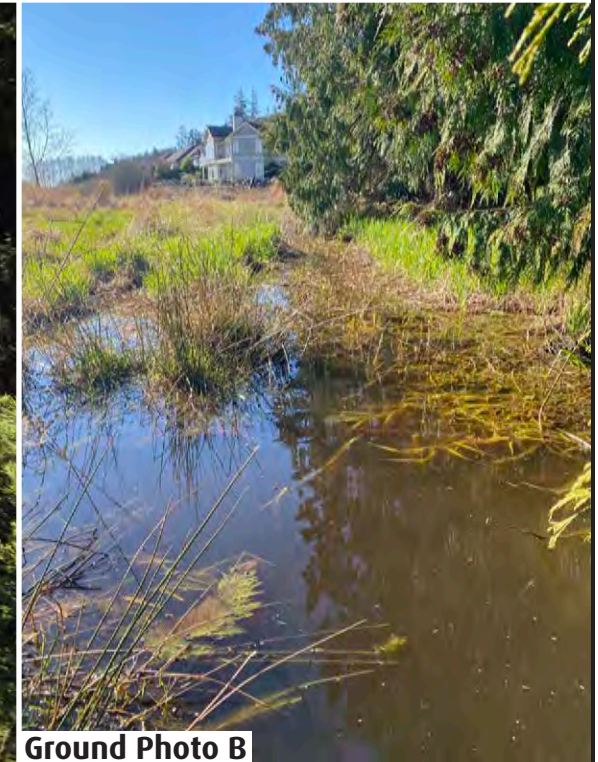
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30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 31



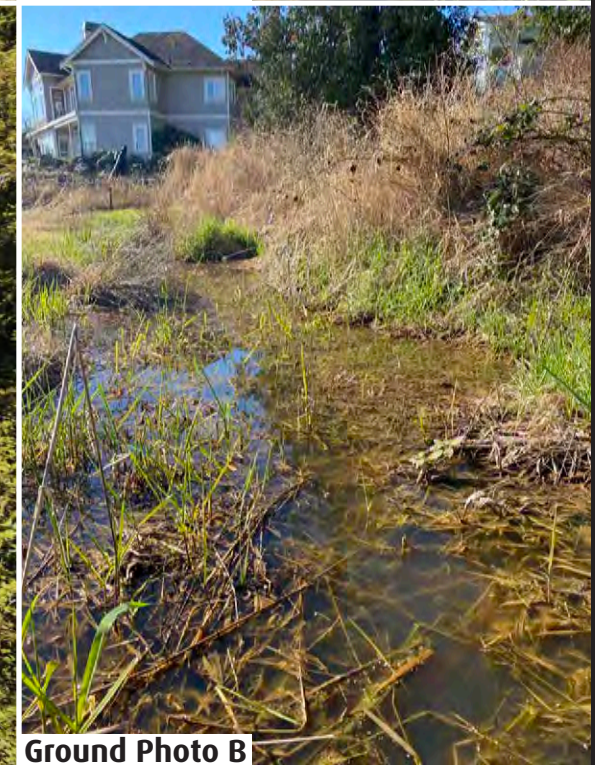
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Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 32



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 33



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 34



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 35



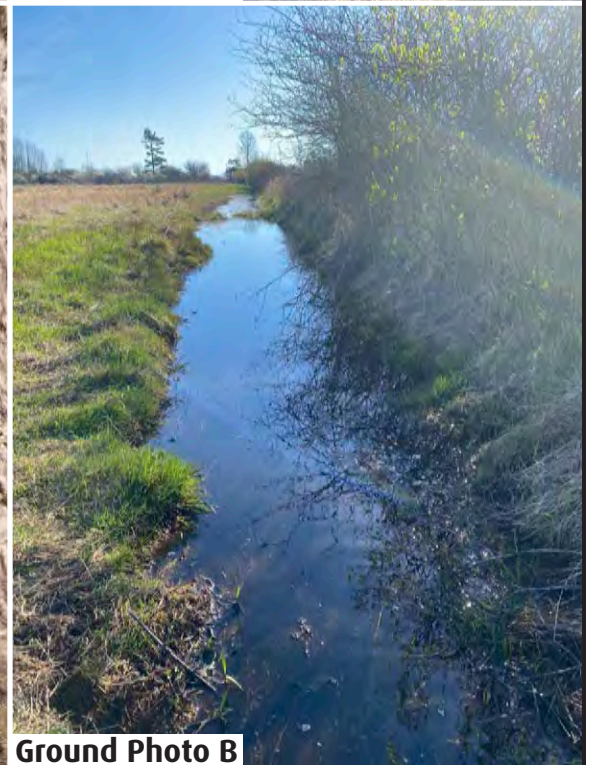
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Ground Photo A



Top Down
30m Altitude



Ground Photo B

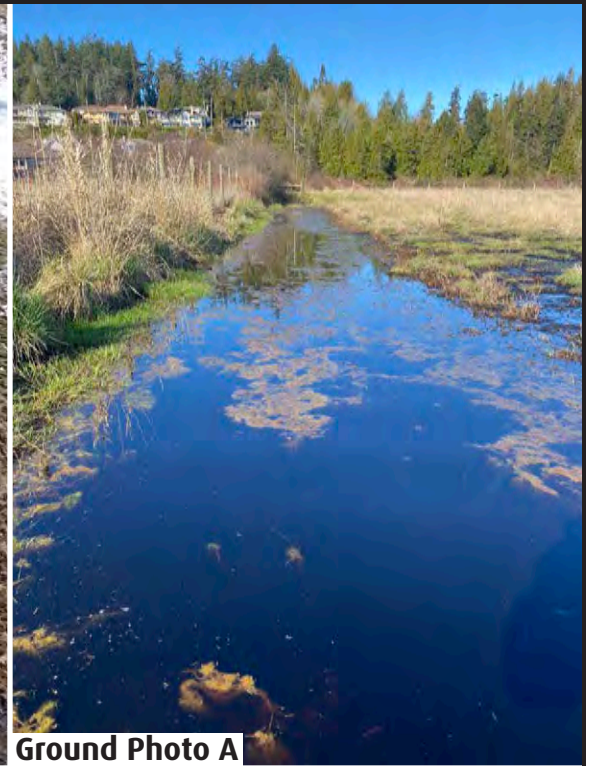
ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 36



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 37



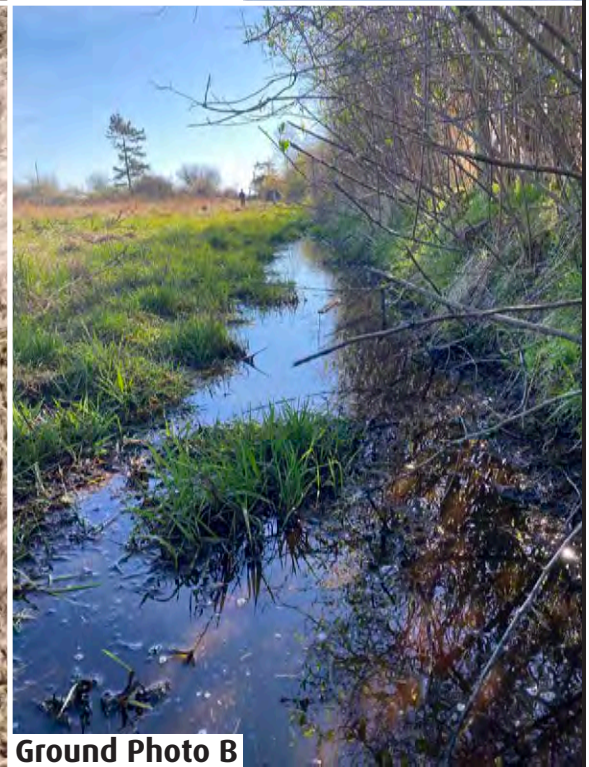
45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 38



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Top Down
30m Altitude

Photo Waypoint 39



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 40



45° Angle
30m Altitude

Ground Photo A



Top Down
30m Altitude

Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 41



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 42



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 43



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 44



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 45



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 46



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 47



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 48



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 49



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 50



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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Photo Waypoint 51



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 52



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
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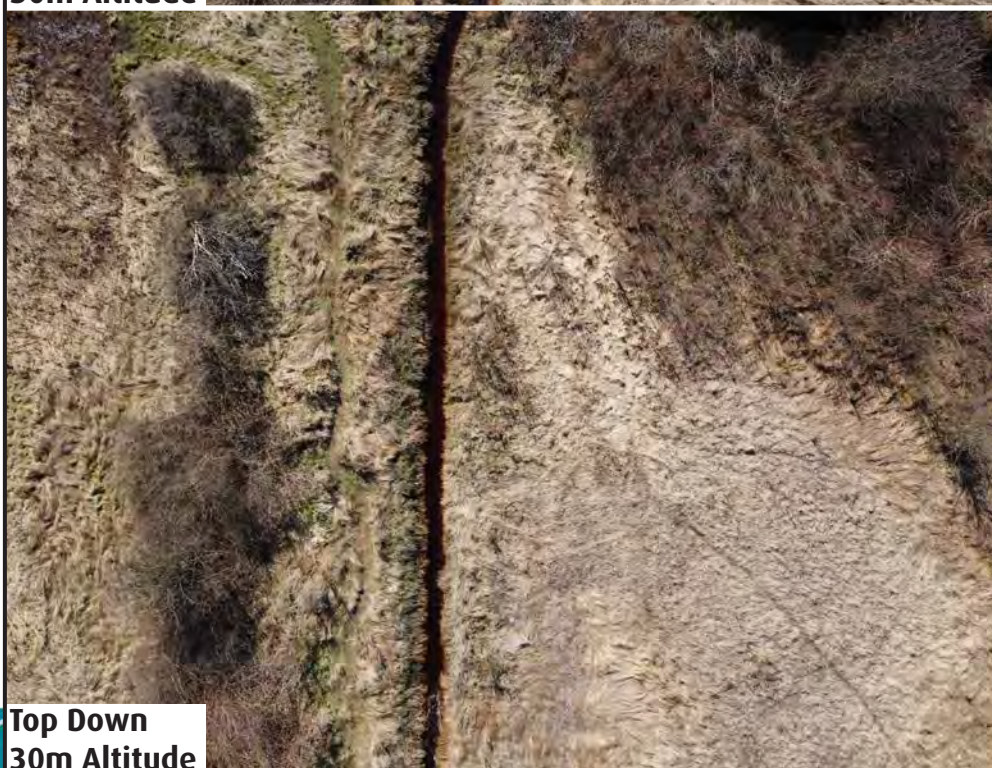
Photo Waypoint 53



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 54



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 55



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 56



45° Angle
30m Altitude

Ground Photo A



Top Down
30m Altitude

Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Photo Waypoint 57



45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023

CRD
Making a difference...together

Photo Waypoint 58



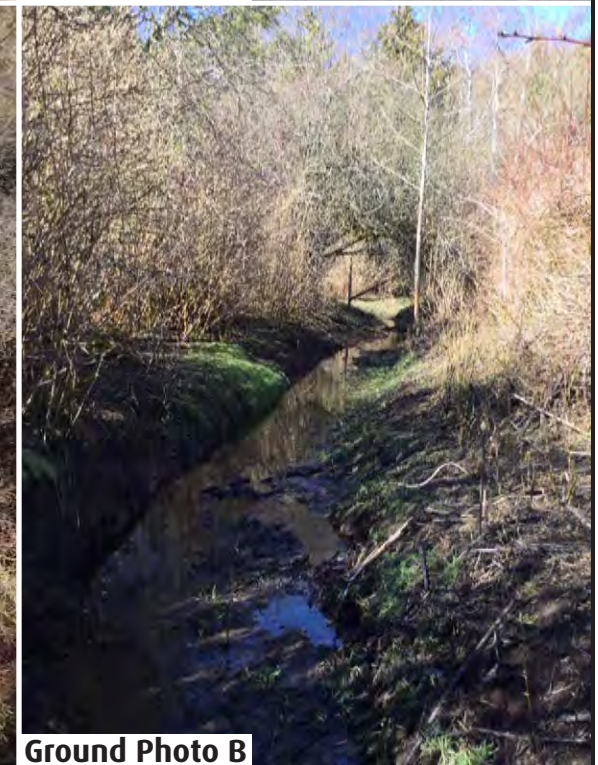
45° Angle
30m Altitude



Ground Photo A



Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023



Top Down
30m Altitude

Photo Waypoint 59



45° Angle
30m Altitude



Ground Photo A



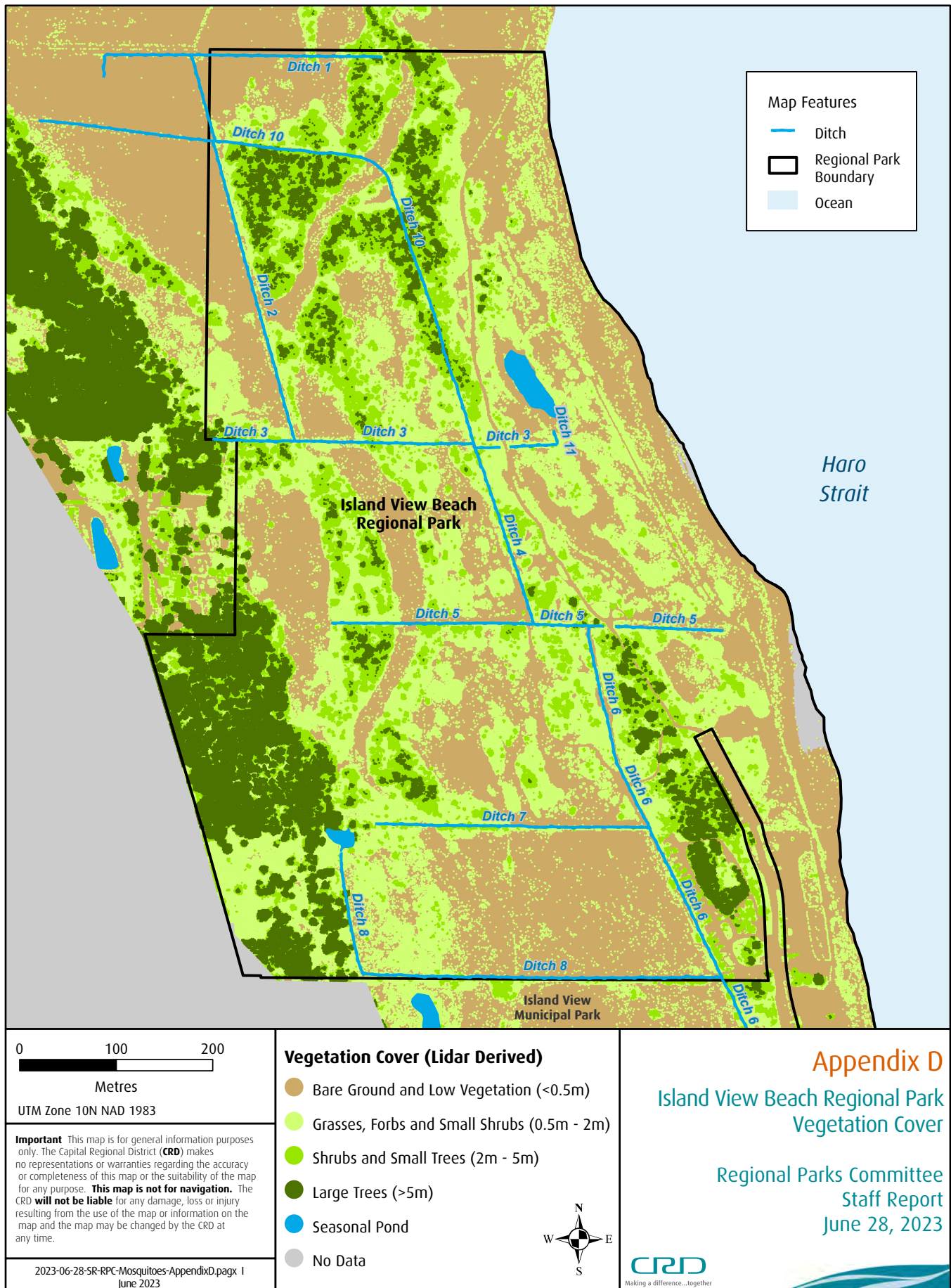
Top Down
30m Altitude



Ground Photo B

ISLAND VIEW BEACH
REGIONAL PARK
MARCH 29, 2023







**Capital Regional District (CRD) Island View Beach
Mosquito Control Program
Community Meeting Agenda
April 12, 2023**

Subject	Capital Regional District (CRD) Island View Beach Mosquito Control Program Community Meeting
Prepared By	Two Worlds Consulting
Groups Involved	Capital Regional District (CRD) and CRD Board Tsawout First Nation District of Central Saanich Friends of Island View Beach (FOIVB) CRD Contractors: <ul style="list-style-type: none">• GreatPacific Engineering and Environment• Duka Environmental Services Limited• Aqua-Tex Scientific Consulting
Date/Time	April 12, 2023, 6-9PM, Tsawout First Nation offices, 7728 Tetayut Rd, Saanichton, British Columbia V8M 2E4

Meeting Objectives

- To respond to the CRD Regional Parks Committee Board motion of February 22, 2023, directing staff to convene a meeting with participants (including Tsawout, Central Saanich, and Friends of Island View Beach [FOIVB]) to present and discuss the mosquito abatement program at Island View Beach Regional Park and report back to the Regional Parks Committee
- To bring together various groups to share information and experiences among the interested groups regarding the mosquito control question in the Island View Beach area

Meeting Agenda

- Welcome prayer and opening remarks - Tsawout
- Territorial acknowledgement and opening remarks - CRD
- Site safety and logistics - Tsawout
- Introductions - Two Worlds Consulting
- Presentations - (1) FOIVB; (2) GreatPacific; (3) Duka; (4) Aqua-Tex
- Open discussion - all
- Close-out and next steps – all
- Feedback forms – all



Key Issues Raised, Topics Discussed

Tsawout First Nation Opening Remarks - Elder Mavis Underwood

- How can we bring diverse groups of people together with no harm coming to each other through our words?
- When we come together with big ideas, we do not have to be afraid of diversity
- What is critical for all of us is clean air and water
- It is paradise here, it is important for us to keep the balance, to take care of the salmon. Mosquitos are food for the birds
- We are also not the highest power. We are not the Creator who knows better than us that there is a place for everything, and we cannot always contain it
- Mentioned a study regarding ancestral remains at Cordova Bay and the partnerships that Tsawout First Nation has been working with for this study, including nearby municipalities and University of Victoria

CRD Opening Remarks – Colin Plant, CRD Board Chair

- Thank you, Mavis Underwood, and Tsawout First Nations for hosting the meeting
- Everyone at the meeting has busy lives. Words can bring people together
- It is important to the CRD to maintain good relationships with its neighbours, and I note that the CRD's boundaries intersects with 20 First Nations
- I also acknowledge the attendance of representatives from Central Saanich, Saanich, and the CRD, along with members of the public, the FOIVB, and consultants
- I have personal connections to the area, first as a young person growing up on Island View Beach Road and now as a member of the CRD Board and as a teacher at Claremont Secondary

Presentation by FOIVB – Jason Austin

- Provided an overview and history of the ditch system, noting the ditches and gate infrastructure were created in 1936 by the federal government
- The north flapper gate needs repair as it has become blocked by debris and wood. When blocked open, saltwater pours through the north gate and into the ditch system. Seaweed can be seen in the ditch due to this failed flapper gate
- Saltwater is pooling due to the failed gate and increasing the number of summer salt marsh mosquitos in the area, which only breed in saltwater, are aggressive, and impact farming operations
- Saltwater in this area is poisoning the land, as the area is not supposed to be a saltmarsh, a saltmarsh is not good land for farming



Key Recommendations from FOIVB:

- Until the Northern gate is repaired or replaced:
 - Block the back side of the northern gate during the mosquito season of March to August so no seawater can get through
 - Put a short ditch to connect the North ditch system to the South ditch system (35m) to drain fresh water from the Tsawout lands
- Other recommendations:
 - The east/west ditch along the northern boundary of the park is cut off by the Puckle Road Farm property. There should be a new CRD ditch that runs from that orphaned CRD ditch south to the other CRD ditches below
 - A grill should be placed over the front and back of the Northern flapper gate to stop debris blocking the gate in an open position
 - Put in place a process for the mosquito control contractor to report whenever the northern ditch overflows, because this will signal that the flapper gate is blocked open
 - We urge Central Saanich to engage actively with the CRD and insist on cooperation as required by the park management plan bylaw around mosquito abatement and the drainage ditches

Discussions Related to North Gate Failure and Repair

- **Response to north gate failure discussion from Tsawout First Nation:** There are plans for this summer to fix the north flapper gate, by putting a new seal on the gate. The cost of this inherited problem will be \$70,000.00 initially and paid by Tsawout First Nation. Later, additional modifications to the road and gate will occur to prevent the infiltration of saltwater into the area on Tsawout First Nation Lands. These improvements will occur when Tsawout First Nation's water treatment facility undergoes a significant upgrade. Tsawout First Nation is paying for repairs to this inherited problem from a limited budget as it has a small tax base, noting the membership is providing funds for this infrastructure fix that they did not put there. Tsawout First Nation sees everyone as our neighbours and wants good relationships as well
- **Clarifying question to Tsawout First Nation on north gate repair:** What scope of work is being conducted for the \$70,000.00 work on the north flapper gate?
- **Response from Tsawout First Nation regarding scope:** The culvert system is being replaced, along with repairs to the retaining wall in the road and the flapper gate seal

Discussion Related to Additional Channel Recommendation by FOIVB

- **Response from GreatPacific Engineering:** Engineers have not assessed the connectivity of a new ditch. Surveys of the area would need to be conducted to determine if a new ditch connecting the two existing systems or other mitigation measures are feasible or recommended. They also noted that for any proposed infrastructure, additional considerations, such as grading and ecological impacts, would need to be identified



-
- **Response from Duka Environmental Services Ltd.:** Another consideration with this proposed new channel is that you are changing the flow of water into the other ditch system that was not originally designed to handle it

Presentation by GreatPacific Engineering & Environment – Brandon Powers

- Undertook an overview of studies in the Island View Beach area, such as the assessment of the condition of the infrastructure and factors influencing its performance
- Limitations to our study of the ditch system included a short field program timeline and spatial scope limited to the park lands. These limitations provided a two-week snapshot in time of the area at that point in time and cannot be extrapolated to other areas or to other points in time
- Mosquitos do not respect boundaries and any engineering proposals also have an ecological impact
- **Summary of Key Findings:** The tidal gate was not effective at keeping saltwater out, and some reverse grades exist within the ditches. There are areas within the park that do not have surface drainage connectivity with the ditches. Areas of vegetation overgrowth and debris within the channel were visible and impacted our ability to conduct a full ditch assessment
- **Recommendations made by GreatPacific Engineering & Environment on Project Management:** The first is the remediation of gates as they are not functioning properly, which could involve increased maintenance to target damage, debris, and vegetation, and the consideration of alternative styles of gates as this gravity style of gate is not perfect. Another recommendation is the rectification of the reverse grades within the ditch system; however, the gains in this area would be small due to the low-lying nature of the lands, and lack of gain in grading change compared to the ecological impact. Another option is the consideration of additional drainage, which would require capital and be highly involved. Overall, GreatPacific supports a stepwise program, with the remediation of the gates first, followed by an assessment of this approach's effectiveness, before considering moving forward with additional measures

Discussion Related to the Creation of Dams Instead of Flapper Gates

- **Questions from FOIVB for GreatPacific:** Instead of repairing the flapper gate, could there be a dam placed instead to prevent saltwater from entering the ditch system?
- **Response from GreatPacific:** A dam would not prevent saltwater from entering the area due to water-level increases from storm surges and king tides during which saltwater goes over the berms. The dam would also prevent the draining of freshwater, and this freshwater pooling is also not ideal. The ponding caused by the dam would increase the number of mosquito development sites in the area. There needs to be a positive balance of water flowing out versus increasing ponding
- **Response from Tsawout First Nation:** A dam would prevent any water, salt or fresh, from leaving the area and lead to greater mosquito populations and the erosion of land resulting in less land, specifically less Tsawout First Nation Lands. Drainage of the area is important to keep water from pooling and our land mass from eroding



Presentation by Duka Environmental Services Ltd. – Curtis Fediuk

- Overview of varieties of mosquitos and the distribution of the mosquitos and various habitats for mosquitos, in and around the Island View Beach Area. Within the local area there are 165 mosquito development sites
- Provided a summary of annual service requests to deal with mosquitos made between 2009 and 2022, noting that in 2009 there were 64 requests. Between 2010-2012, there were fewer calls, down to 3 calls in 2012, immediately following the fixing of the gate in 2011. An increase in requests occurred in 2021 and 2022, with an increase to over 20 service requests/year
- The number of treatments in the area and amount of Vectobac used followed a similar trend, with an immediate drop after the gate was fixed in 2011, decreasing 70% from 2012 levels. Recently, there has been a 325% increase over the previous average amount of Vectobac used. Acknowledged that Tsawout First Nation has covered increased costs associated with increases in required treatments to address the increase in service requests
- Historically treatments were initiated in April/May of each year. Since 2010, treatments started in February, so the treatment season is being extended. Mosquitos' larvae can be found within the development sites at all times of year in this area

Discussion Related to Vectobac

- **Comment from Tsawout First Nation related to Vectobac:** We have been happy with the control of populations using Vectobac, as it only impacts the larvae of the mosquitos
- **Questions from Aqua-Tec Scientific Consulting:** With the increase in supply chain concerns, is there sustainable supply of Vectobac?
- **Response from Duka:** Duka has plenty of supply of Vectobac on hand. The company that supplies Vectobac also has plenty of supply as it forecasts for increasing demand. Issues with supply chains often stem from trucking supplies, not the supplier itself
- **Comment from FOIVB:** DDT (dichloro-diphenyl-trichloroethane) and other similar chemicals used to be sprayed to reduce blackfly populations in Quebec and Ontario. These chemicals were sprayed into streams, and this had negative effects on invertebrates in the stream, and on the swimming ability of fish

Presentation By Aqua-Tex Scientific Consulting – Patrick Lucey

- Aqua-Tex oversees the annual ditch maintenance program. Noted that the Island View Beach ditch system was created to drain farmland
- The level of water in the ditch system is influenced by both ground and surface water levels
- Lack of positive drainage and in-stream vegetation blocks flow, so that water is not draining
- The program goals are to provide maintenance, create positive drainage, avoid over excavation, maintain aquatic and mesic habitats, and report any invasive species to the CRD
- Mosquitos also do not have a lot of predators, so they proliferate easily



-
- It is important to create vegetative cover and to shade the ditch, to prevent vegetation from growing in the ditches and impacting drainage
 - Work is conducted during windows of less risk to species such as nesting birds. Nesting birds are in the area from March through to August. Fish (three spine sticklebacks) are in the area predominantly from June through September
 - This area experiences various weather and seasonal conditions, so inspections are conducted after ground water drops and tides have been checked. Based on inspections, recommendations are made for ditch maintenance
 - Geo-tagged photographs are taken throughout the area during inspection. Sample photographs show areas of the drainage system and the amount of vegetation that has grown in those areas over a span of 1 year to highlight the amount of growth that has occurred. Provided photography examples of newly dredged areas with positive flow. The flow of water in the ditches slows when there is more vegetation in them
 - Careful removal of vegetation is required to remove emergent vegetation with a skeleton bucket
 - The maintenance process used is called checkerboard vegetation control. This is where specific short sections of ditch vegetation are initially cleared, and the next section over is cleared during the next maintenance cycle. This results in a pattern that looks like a checkerboard moving down the length of the ditch. This method maintains the habitat and limits in-channel growth of vegetation without slowing the flow of water
 - If widespread clearing was conducted, such as using a Gradall excavator, to create bare-earth channels, there would be high levels of sediment present that would cause havoc on the drainage and ecosystems
 - With positive drainage and the careful removal of vegetation, along with maintaining the ecological values, rainfall and seawater will be allowed to flow out of the area and prevent the pooling of water. We want to avoid over excavation, the creation of standing water, and working within risk windows, while maintaining the ability to conduct our observations

Remarks from Tsawout First Nation

- In the past, there were many more mosquitos in the area, children were impacted by the bites. Twenty-five years ago, we became more concerned of diseases, such as the West Nile Virus that spread through mosquitos
- It is a tough balancing act weighing the importance of the ecosystem, and the presence of mosquitos
- Remedies for the situation all cost money
- Right now, we have healthy water sources, you can tell by the presence of frogs bellowing, singing birds, migrating birds, otters, and raccoons
- Although we try to reduce the number of mosquitos, they can lay dormant for 20 years
- We now also have more extreme weather events, such as the 1-in-100-year rainfalls, and it is amazing to see the number of larvae in a bucket that has filled overnight



- When we make decisions on what to do, we have a Council and Membership to consider—we all must agree as well. We need to consider if this is the right decision? What can we do? What are the solutions?
- Right now, it is a working marsh, and other places are trying to reclaim their wetlands
- There is the integrity of the land that we also need to consider that the land remains
- There is an ecological balance to consider, everything that eats the mosquitos and everything in relation to it

Discussion Related to the Marsh

- **Comments from FVOIB:** Noted that children and farm workers have been impacted by mosquitos as well. Questions were raised by members of FOIVB, whether this area was a natural marsh or a salt marsh that had been created from the infrastructure built in the area, and the malfunctioning of this infrastructure
- **Response from Tsawout First Nation:** Expressed gratitude to neighbours and FOIVB for sharing information about the development of the infrastructure by the federal government in 1936 and re-iterated how Tsawout First Nation is trying to find solutions for how to deal with the legacy of government-built infrastructure. Tsawout First Nation recognized that everyone was affected by mosquitos, and they want to find solutions and to have good relationships with their neighbours. Tsawout First Nation will be completing upgrades to the north flapper gate and road to reduce the amount of saltwater entering the marsh through these features

Additional Ideas from Open Discussion

- Everyone at the meeting has a personal connection to Island View Beach
- Tsawout First Nations have been in this area for many generations
- The Michell family has been farming in the area since the 1800s
- Based on climate change impacts and the erosion of the tideline, we will see an increase in saltwater infiltration in the Island View Beach Area
- Approaches must be sustainable for Tsawout First Nation as there are many challenges for families on the foreshore
- Discussion of on-going partnerships between the CRD, Central Saanich, and Tsawout First Nation. There is currently a working group that occurs, and the consulting firms present at the meeting continue to support the management of the Island View Beach Area
- There has not been a holistic view of the full drainage system to date
- Discussion of fix of flapper gate near Puckle Farm to prevent salt water from pooling occurred. Engineering firm indicated that it is freshwater pooling in that area and not saltwater
- Discussion of quality of the soil in the area, the presence of muskeg and that building additional ditches may not have the desired effect as water infiltrates through the porous



ground. GreatPacific indicated that as the tide goes up, there is a relationship to increases in ground water levels

- Permission is required from Tsawout First Nation to conduct studies on Tsawout Lands. Tsawout land includes parcels owned by family members (holding Certificates of Possession), so individual access permissions would need to be requested
 - Trail cameras are an option for monitoring water levels and flows in the Island View Beach area
-



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MEETING NOTES

TO: Island View Beach Regional Park – Mosquito Control Program File

DATE: April 18, 2023

FILE: 6130-30

SUBJECT Island View Beach Mosquito Control Program; flipchart notes and evaluation form

EVENT

Capital Regional District (CRD) Island View Beach (IVB) Mosquito Control Program Community Meeting

LOCATION

Tsawout First Nation offices, 7728 Tetayut Rd, Saanichton, BC V8M 2E4; April 12, 2023, 6-9 p.m. Auditorium

PARTICIPANTS

FACILITATORS:

Erin Prelypchan, Facilitator, Two Worlds Consulting
Jessica Lansfield, Notetaker, Two Worlds Consulting

CRD: Ted Robbins, CAO

Larisa Hutcheson, GM P&ES
Jeff Leahy, Senior Manager
Lynn Wilson, Park Planner
Larissa Rathwell, Administrative Assistant
Erin Bildfell, FNRD First Nations Advisor

CRD BOARD:

Colin Plant, Board Chair (Saanich Councillor)
Cliff McNeil-Smith, Chair RPC (Sidney Mayor)
Ryan Windsor, Director (Central Saanich Mayor)

CENTRAL SAANICH:

Dale Puskas, Director of Engineering

TSAWOUT:

Mavis Underwood, Elder
Harvey Underwood, Chief
Abraham Pelkey, Councillor
Stan Sam, Councillor
Micah Claxton, Public Works Manager
Wayne Helgason, Operations Manager
Chrissy Chen, Fisheries Manager and Principal Negotiator

FOIVB/PARK NEIGHBORS:

Brian Draper, Park Neighbor
Wayne Cox, FOIVB
Dr. George Kruzynski, FOIVB
Dr. Tawni Silver, FOIVB
Karen Harris, FOIVB
Jamie VanDenbossche, FOIVB
Tom Michell, Park Neighbor

PRESENTERS:

Curtis Fediuk, Duke Environmental
Patrick Lucey, Aqua-Tex
Brandon Powers, GreatPacific
Jason Clarke, GreatPacific
Jason Austin, Friends of Island View Beach (FOIVB)

MEETING OBJECTIVES

1. To respond to the Capital Regional District (CRD) Regional Parks Committee Board motion of early 2023 directing staff to bring together Tsawout First Nation, Central Saanich, and FOIVB to present findings and facilitate discussions about the mosquito control program
2. To introduce in person various groups interested in the mosquito control program in the Island View Beach area
3. To share information and establish a common basis of knowledge among the interested groups regarding the mosquito question in the Island View Beach area
4. To understand interested groups' values related to the land and land uses, and how these interact with the mosquito question
5. To understand common needs and interests that we can build on, that could lead toward options for improvement or collaboration

MEETING AGENDA

Welcoming prayer (Tsawout Elder); CRD welcome (Board Chair); housekeeping (Tsawout); introductions (facilitator); presentations (FOIVB, GreatPacific, Duka, Aqua-Tex); discussion (all); closing and evaluation form (all)

FLIPCHART NOTES

Two Worlds Consulting has prepared a separate meeting summary report from notes taken during the meeting. These meeting notes are limited to ideas that were written down on flip charts and IVB maps and are not included in the Two Worlds Consulting summary report. They are for CRD background information.

1. The following questions were written on flipchart paper affixed to three similar IVB maps located outside of the meeting room. Participants were invited to respond using small post-it notes during the meeting. Responses are deemed to be out of scope for this meeting but are included FYI.

Question 1: *What do you want most for the future of IVB area?*

Responses: -Keep dogs off leash, penalize if they are chasing birds
-Get serious about dog owners who let dogs chase birds and spoil it for the rest of dog owners

Question 2: *What matters most to you about the IVB area?*

Responses: -Maintain horse access
-Maintain mosquito control
-Replenish wild bird prey food source with rabbits

Question 3: *What do you most value about the IVB area?*

Response: -Running our dogs off-leash

2. The following **VALUES** were captured by the facilitator on a flipchart in the meeting room during the discussion following the presentations:
 - The sustainability of the Tsawout's lands (as a receiving environment)
 - Thinking long-term
 - Being good neighbors
 - Collaborating
 - Capital intensity (\$)
 - Avoiding sensitive times for wildlife (birds + fish)
 - Ecological value
 - Essential community infrastructure (e.g., sewers)
 - Addressing legacy issues
 - Integrity of the land
 - Ecological balance
 - Sustainable supply of goods
 - Health of volunteers
 - Sustainable food donations from Lamott Road farms
 - Saving money on ditch mowing
 - Environmental health
 - Climate resilience
 - Park visits
 - Western science
 - Data accuracy
 - Engineering feasibility
3. The following **IDEAS** were captured by the facilitator on a flipchart in the meeting room during the discussion following the presentations:
 - Block the flapper gate March – August
 - Create a short ditch between Tsawout salt marsh and CRD land at IVB
 - Put protective grills on the flapper gates
 - Report on ditch overflows
 - Machine mow one side of ditches
 - Central Saanich and CRD cooperation
 - Remediate tidal gates (i.e., new configuration or style?)
 - Improve ditching system
 - Improve grade (slope) of ditches
 - Maintain a "checkerboard" approach to vegetation management
 - Selective removal of vegetation
 - Shade ditches from the top with vegetation
 - Survey the ditch system (holistic view) – with the CRD, Central Saanich, and Tsawout
 - Dam the north flapper gate
 - Put in an experimental flapper gate at the wooden pedestrian bridge (i.e., install an additional flapper gate in this location)

MEETING EVALUATION FORMS

Participants were asked to complete a Community Meeting Feedback Form at the end of the meeting. There were 31 registered persons for the meeting, but 24 were eligible to complete the feedback form (i.e., the two facilitators and two CRD support staff did not complete the form, $n = 4$; and some participants had to leave before the end of the meeting $n = 3$). The total number of completed forms was 21, for a response rate of 87.5%. The results of the feedback forms are presented below.

Q1. How satisfied were you with how *informative* this community meeting was, on a scale from 1 (very satisfied) to 5 (very unsatisfied)? Please check one and explain your responses below.

Very Satisfied: n = 8
Satisfied: n = 10
Okay: n = 2
Unsatisfied: n = 0
Very Unsatisfied: n = 0

Comments:

- Excellent opportunity for sharing diverse opinions
- Good information from all participants in maintaining IVB mosquito control
- Most information was already known – more time to discuss would have been productive
- Lots of good information
- Lots of expertise; an important aspect regarding the issue
- Loved having the experts from different areas presenting along with feedback from attendees
- Good exchange of information
- Some new information and perspectives
- I was pretty familiar with the work that was done
- All comments = some kind of solution. Combination of solutions mentioned
- Lots of information and good ideas, but need dollars to fix the problems
- Transparent on how complex the situation is

Q2: How satisfied are you about this meeting as an opportunity to *share your thoughts, feelings, and experiences*? Please check one and explain your response below.

Very Satisfied: n = 9
Satisfied: n = 9
Okay: n = 3
Unsatisfied: n = 0
Very Unsatisfied: n = 0

Comments:

- Great to keep presentations on time and limit questions/comments until “discussion time.” Excellent!
- It was very productive in bringing the parties together
- Yes, good opportunity to speak
- Although I didn’t participate opinion-wise, it was interesting to hear others’ thoughts
- Everyone who had something to say had an opportunity to share their opinions/expertise
- Good
- Expertise is always interesting
- I was given a fair opportunity to speak
- Friendly environment
- Try to bring in more information to help move on a better meeting
- Felt safe
- Well facilitated meeting

Q3: What did you like most about the community meeting? What could we do better to improve future community meetings? Please briefly explain your response below.

- Respectful and moderated discussion – well facilitated!
- There was a good amount of time for dialogue
- Great format. Moderator kept things on track. Uncertain if or when the ideas and questions that were brought out will be dealt with. No future meetings set
- Opportunity for presentations to understand technical issues and to hear different interests and perspectives
- Broad range of ideas; great room for size of group
- Liked the open and facilitated dialogue. Kept to schedule. Could have been longer
- Need the facilitator to be more forceful
- Great, lots of interaction
- Well done, great organization. Thank you
- More opportunity to discuss and exchange information
- Calibre of participants
- Less control and more discussion to allow ideas and solutions
- Everyone who wanted to speak had a chance
- Tsawout was clear on challenges they have with mitigations
- I really appreciated how respectful the meeting was

Q4. Please feel free to share any comments or questions that you may have.

- First of an ongoing series of meetings. For every complex problem there is a solution that is simple, neat, and wrong. This is a wicked problem
- I think it would have been beneficial to have a representative explain an overview of the intended function of the drainage system. Fifteen minutes per presenter is too tight to explain both an overview and details of technical disciplines
- Using a working microphone that people have to use and be told how to use, it would help a lot. Put the mike to your lips, not by your chest
- The shutting down the discussion at 9 p.m. is pointless and arbitrary. A waste of opportunity to pursue ideas
- Well done in keeping speakers to the limit of talking time
- Health in the future, example is West Nile virus

Prepared by:	Lynn Wilson, Park Planner, Regional Parks 4/18/23
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**REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, JUNE 28, 2023**

SUBJECT **Consideration of Regional Parks Land for Foodlands Access Program**

ISSUE SUMMARY

To seek conditional approval for the use of the eastern portion of Bear Hill Regional Park as the site of a new foodlands access program.

BACKGROUND

On April 13, 2022, the Capital Regional District (CRD) Board directed staff to proceed with the next phase of work to consider establishing a regional foodlands access service by identifying the operational requirements, service participants and funding strategy needed to establish a service.

Regional and Strategic Planning is currently developing a Foodlands Access Program for the proposed service. The program would seek to support new and young farmers by providing affordable access to productive farmland.

In 2022, Kwantlen Polytechnic University completed a business case on behalf of the CRD that examined three potential properties for use as a new farmer incubator site. The eastern portion of Bear Hill Regional Park (Bear Hill) has emerged as the preferred site due to the existing agricultural assets, viability of farming on the site and the overall cost of getting the incubator farm operational on the site. See Appendix A for the site map.

The property was originally acquired in 1992 as a part of a larger acquisition of the wooded eastern slopes of Bear Hill. The portion of the land under consideration is in the Agricultural Land Reserve, has land use designations that permit farming, has deer fencing, an irrigation system, an untenanted house and other farming supportive equipment. Regional Parks staff have determined that this portion of the property is well suited for increased agricultural use.

The fenced portion of the property is encumbered until 2035 with a License Agreement granting user rights to the City of Victoria, which previously operated a nursery on the site. The City has not used the land since 2013. A portion of the property was sub-leased to the Garry Oak Meadow Preservation Society, which expired in 2019.

The five-acre Bear Hill farm site is a valuable CRD asset that is currently underutilized but has excellent farming infrastructure already in place. The Regional Parks Committee indication of support at this time is not a full commitment to the program. See Appendix B for a summary of the Foodlands Access Program.

Operational details will be determined through the service establishment process. Decision points in the service establishment process are: confirm availability of a non-profit operator for the site, prepare a draft service establishment bylaw, confirm service participants, seek formal Regional Parks Committee approval for the use of the site, discuss the status of the License Agreement with the City of Victoria and secure CRD Board approval for service establishment.

The first step in this process is to confirm that the Bear Hill site can be used on a trial basis to test program viability as a new farmer incubator site.

ALTERNATIVES

Alternative 1

The Regional Parks Committee recommends to the Capital Regional District Board:
That conditional approval be given to use the Bear Hill site as a test location for the Foodlands Access Program's new farmer incubator.

Alternative 2

That the Bear Hill Farm site as a test location for the Foodlands Access Program's new farmer incubator be denied.

Alternative 3

That the Consideration of Regional Parks Land for Foodlands Access Program report be referred back to staff for additional information.

IMPLICATIONS

Intergovernmental Implications

First Nations have expressed an interest in being more involved with CRD Regional Parks during the land acquisition and disposition process. First Nations will be engaged through the service establishment process. Should a service be established, First Nations will be engaged on the implementation of the service to determine interest in program participation.

Regional Growth Strategy Implications

The proposed Foodlands Access Program supports implementation of the Regional Growth Strategy objective 6.1, which is focused on fostering a resilient food and agriculture system. It strives to protect the region's food and farmlands, enhances local food security, expands food system economic opportunities, and provides opportunities to new and young farmers to gain access to productive agricultural lands.

Financial Implications

At this time, there are no direct financial implications of this decision, as the proposal simply asks for conditional approval in concept. Financial implications of the full program will be addressed in the new service establishment process.

A key assumption is that the Foodlands Access Program can activate an underutilized CRD asset without the need to purchase the asset from the Regional Parks Service during the program viability testing phasing. A property appraisal estimates the market value of the site under consideration at \$1.6 million. The trade-off in allowing the proposed program use of the land is that it limits the Regional Parks Service from disposing of the asset and raising funds for future land acquisition. There would be significant financial implications for the proposed service should the land not be available.

A second assumption is that the Foodlands Access Program would be a fully funded initiative that will not require CRD Regional Parks resources to operate.

Service Delivery Implications

Use of the site under consideration for the proposed Foodlands Access Program will not have a significant impact on service delivery for CRD Regional Parks. The site is not currently in use as public park land and the park management plan does not contemplate expanding park uses to the site. The proposed program could be facilitated through a license agreement, similar in nature to the current agreement with the City of Victoria that lasts until 2035.

Alignment with Board & Corporate Priorities

Conditional approval for the use of the Bear Hill site supports delivery of CRD Corporate Plan initiative 8b-1: *consider establishment of a new foodlands access service*. Further consideration of service establishment cannot proceed without this conditional approval.

Alignment with Existing Plans & Strategies

Development of a new foodlands access service responds to direction from the CRD Food and Agriculture Strategy (2016) and Regional Growth Strategy objective 6.1 on Food Systems. Initial service design has been informed by the CRD Regional Foodlands Access Program Feasibility Study (2019) and the Kwantlen Polytechnic University Foodlands Trust Business Case (2022).

CONCLUSION

The CRD Board directed staff to consider establishing a foodlands access service. The purpose of the service is to support new and young farmers by providing affordable access to productive farmland. An underutilized portion of Bear Hill Regional Park is the preferred site for use as a new farmer incubator. Conditional approval for the use of the Bear Hill site is needed prior to considering any further requirements associated with service establishment.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:
That conditional approval be given to use the Bear Hill site as a test location for the Foodlands Access Program's new farmer incubator.

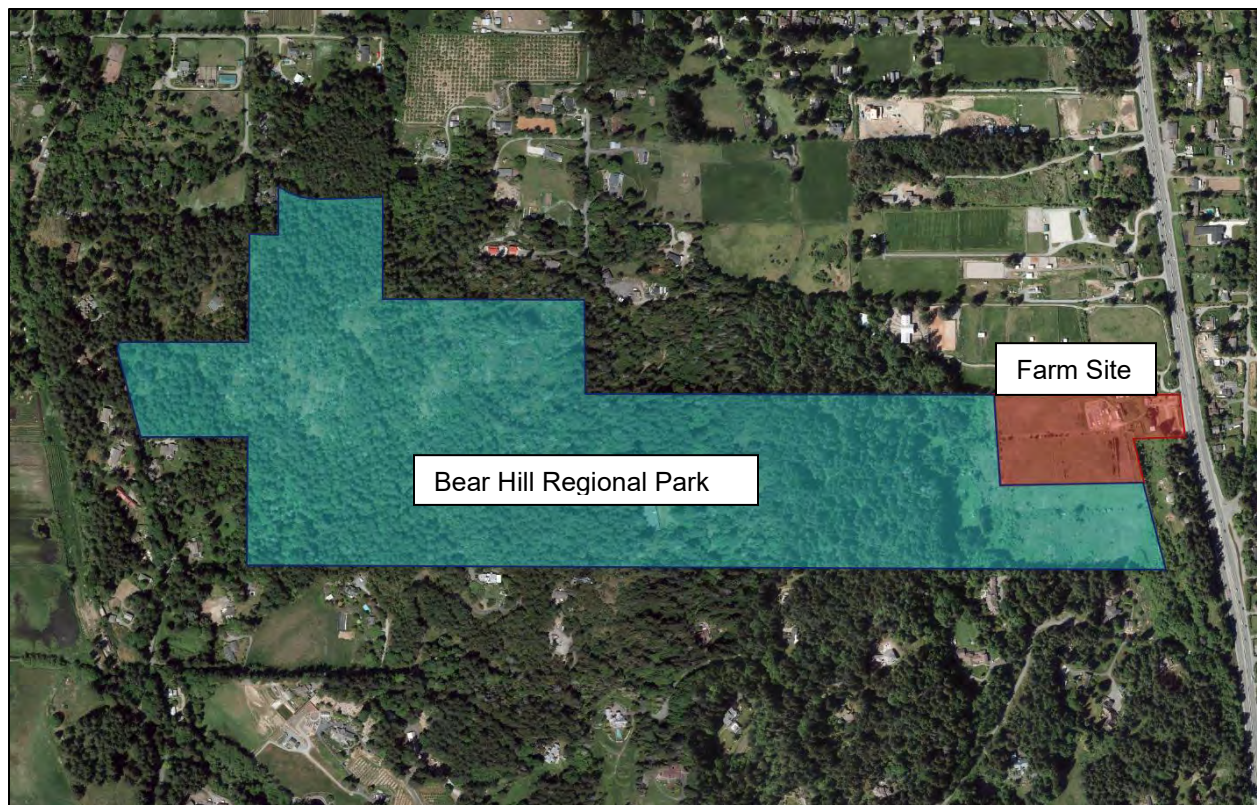
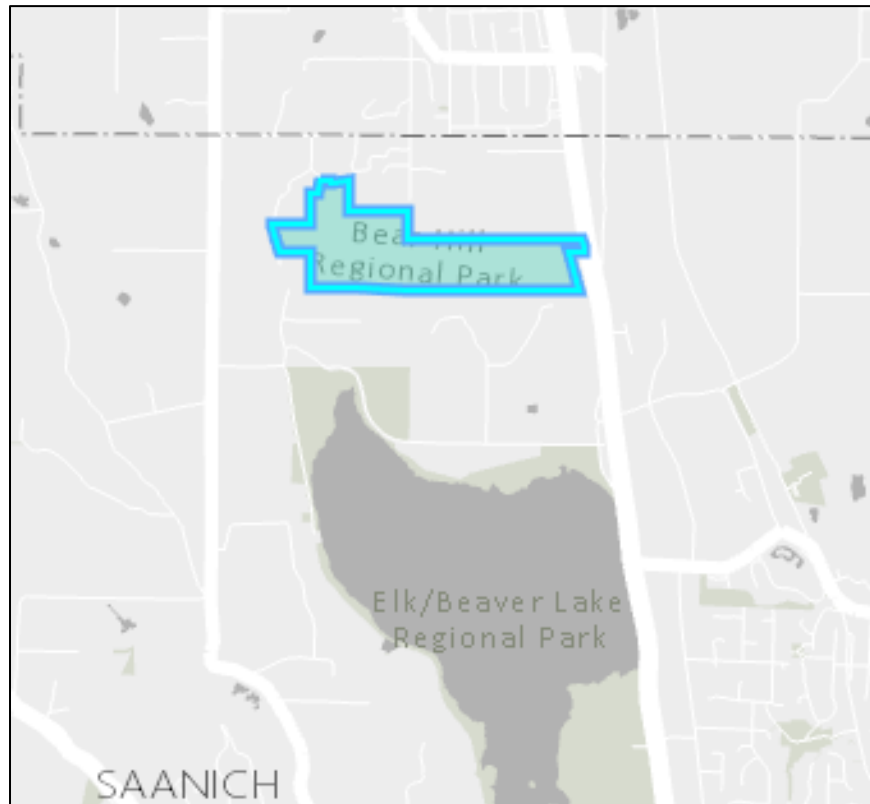
Submitted by:	Jeff Leahy, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

Appendix A: Bear Hill Regional Park – Site Map

Appendix B: Foodlands Access Program Description

Bear Hill Regional Park - Site Map



Foodlands Access Program Description

June 2023

The Foodlands Access Program is intended to increase the amount of productive agricultural land in the Capital Regional District (CRD) and give opportunities to young and new farmers seeking access to land. The proposed program has two delivery streams.

- **Stream #1 – Surplus Land Conversion:** Convert surplus publicly owned land to agricultural use and offer affordable leases to new and young farmers. A qualified non-profit operator would provide farm site management and offer incubator services. Incubator services include new farmer education and support for matters such as production and marketing. The CRD would secure surplus properties, manage leases, provide capital investments to bring land into production and provide program oversight.
- **Stream #2 – Grants:** Provide a granting function to support agricultural lease agreements. The granting function would leverage an existing land matching initiative offered by Young Agrarians that connects landowners with new farmers.

Phased Implementation: Trial Site at Bear Hill Regional Park

Staff propose to phase the implementation of the Foodlands Access Program, beginning with a trial phase to test the viability of converting surplus public lands for farming purposes. The preferred trial site is the eastern portion of Bear Hill Regional Park, which is in the Agricultural Land Reserve (ALR). The site has existing agricultural assets, land use designations that permit farming, and is estimated to have the lowest overall costs to bring the land into food production. The proposed program could be facilitated through a license agreement in accordance with the Regional Parks Bylaw.

The proposed concept for the trial phase is to:

- Create 10 to 15 farmer plots of 0.25 to 0.5 acres each.
- Partner with an agriculture focused non-profit organization (NPO) with experience in farm site management and farmer incubator programs.
- Offer affordable leases to young and new farmers, as well as incubator services through the NPO.
- Undertake key capital investments at the site to support farming efforts.
- Commit to a minimum five-year test period to gain experience in running a farm site, and to explore the CRD's capacity to convert surplus lands to productive agricultural spaces.

It is proposed that CRD Regional Parks maintains ownership of the site during the test period. The new service would likely not have the funds at the outset to acquire property.

The program would be reviewed after a five-year test period to determine next steps for the foodlands access service and ongoing use of the site.

Next Steps:

The CRD needs new service and funding authorities to deliver this work. CRD staff need to confirm that an NPO is available to provide farm site management and offer new farmer incubator services. CRD staff must also prepare a draft service establishment bylaw, canvas local

governments and electoral areas for interest in service participation and finalize the funding approach. Once these matters are confirmed, staff will seek direction from the Board to initiate the service establishment process.

Timing is anticipated as follows:

- | | |
|-------------------|--|
| Q2 2023 | <ul style="list-style-type: none">• Seek CRD Regional Parks Committee conditional approval for use of the Bear Hill site for agriculture. |
| Ongoing | <ul style="list-style-type: none">• Engage First Nations on use of Bear Hill site and participation in the proposed Foodlands Access Program. |
| Q3 2023 | <ul style="list-style-type: none">• Confirm availability of farm site NPO.• Seek input from agricultural stakeholders and local government staff.• Prepare draft service establishment bylaw. |
| Q4 2023 | <ul style="list-style-type: none">• Present draft service establishment bylaw to CRD Board.• Canvas local governments for interest in participating in service.• Seek Regional Parks Committee approval for use of the Bear Hill site. |
| Q1-Q2 2024 | <ul style="list-style-type: none">• Finalize service establishment bylaw and deliver service establishment bylaw process. |
| 2024-2025 | <ul style="list-style-type: none">• Develop detailed operational requirements and activate Bear Hill site for agriculture and initiate grant program. |

**REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, JUNE 28, 2023**

SUBJECT **Island View Beach Regional Park Campground – Operating Season Extension Pilot Project**

ISSUE SUMMARY

Capital Regional District (CRD) staff are seeking approval to undertake an operating season extension pilot project at Island View Beach Regional Park campground.

BACKGROUND

On February 10, 2023, the CRD submitted a temporary use permit renewal application to the District of Central Saanich to allow the operation of the Island View Beach Regional Park (IVBRP) campground for an additional three years. The campground consists of 18 recreational vehicle (RV) sites, 5 small trailer sites and 24 tent sites (Appendix A). The application was approved on May 24, 2023.

During the application review process, Central Saanich Council expressed interest in having the CRD extend the camping season on a trial basis. CRD staff agreed to explore the extension of the 2023 camping season and brought it to the attention of the Regional Parks Committee at its May 24, 2023 meeting. The Regional Parks Committee subsequently carried the following motion arising:

That staff report at the July Capital Regional District Board meeting on adding a pilot to extend the IVB camping season beyond the current end of season on Labour Day.

Typically, the CRD operates the campground from the beginning of the Victoria Day long weekend in May until the end of the Labour Day long weekend in September. For the 2023 season, this would be from May 20 to September 4. CRD staff are proposing to extend the camping season by 35 days, until the end of the Thanksgiving long weekend on October 9, approximately one month longer than the typical season.

ALTERNATIVES

Alternative 1

The Regional Parks Committee recommends to the Capital Regional District Board:

1. That the 2023 operating season for the Island View Beach Regional Park Campground be extended to the end of the Thanksgiving long weekend, October 9, 2023, as a pilot project; and
2. That CRD staff review the success of the pilot project and report back to the Regional Parks Committee and Board in early 2024.

Alternative 2

That the operating season for the Island View Beach Regional Park Campground be maintained as present, from the beginning of the Victoria Day long weekend in May until the end of the Labour Day long weekend in September.

IMPLICATIONS*Intergovernmental Implications*

Recognizing shared interest in the land, the CRD has partnered with the District of Central Saanich and Tsawout First Nation to pursue some aspects of managing IVBRP, such as mosquito abatement. Central Saanich Council has expressed interest in collaborating with the CRD and consulting with the Tsawout First Nation to extend the camping season. CRD staff will be discussing the camping season extension with staff from Tsawout First Nation and the District of Central Saanich at the next IVB working group meeting.

Social Implications

The CRD owns three frontcountry campgrounds in the region: the Jordan River Regional Park campground, which operates year-round by first come, first served self-registration; the Spring Salmon Place (KWL-UCHUN) campground, which is operated seasonally on a first come, first served basis by the T'Sou-ke First Nation; and the Island View Beach Regional Park campground, which operates seasonally on a reservation system. Other public and private frontcountry campgrounds exist in the region, including the nearby SMONEĆTEN campground in North Saanich, which is operated by Parks Canada from May 15 to September 30, annually.

Island View Beach Regional Park offers a uniquely picturesque setting on the east coast of the Saanich Peninsula, which attracts many visitors from across the region and beyond. Extending the camping season at IVBRP will offer a greater diversity of frontcountry camping options to the public through the early fall, while the weather remains relatively mild. Due to change of season and that many children and young adults return to school in early September, it is anticipated that the number of occupied sites at the campground will decrease during the extended camping period. Bookings are anticipated to be primarily on weekends, with the RV and tent trailer sites receiving the highest occupancy rates.

Financial Implications

Camping at IVBRP is a subsidized recreational activity. For the 2022 season, the camping fees were \$15/night for the 29 inland tent and tent trailer sites, and \$20/night for the 18 beachfront RV sites. The net revenue collected from camping fees was approximately \$79,000 and the cost for staffing and facility maintenance was approximately \$94,000, resulting in a net operating cost of approximately \$15,000.

Based on the total number of sites available and prescribed fees, the maximum revenue for the 2022 operating season was \$795/day with 100% occupancy. As shown in Table 1, a peak revenue of \$784/day was earned during the month of August, when occupancy was estimated to be near 100%. A low revenue of \$430/day was earned during the month of September, when occupancy was estimated to be near 50%.

Table 1: Island View Beach Regional Park Campground – 2022 Net Revenue

Month	Operating Days	Fee Revenue	Avg \$ / Day	Occupancy Rate (est.)
May	12	\$8,689.73	\$724.14	91%
June	30	\$21,011.43	\$700.38	88%
July	31	\$23,407.01	\$755.06	95%
August	31	\$24,316.53	\$784.40	99%
September	4	\$1,719.46	\$429.86	54%
Total	108	\$79,144.16	\$678.77	85%

For the 2023 operating season, camping fees have been raised and standardized to \$25/night, plus \$10 per additional vehicle, for all 47 sites. Discounting additional vehicle fee revenue, the maximum camping fee revenue for the 2023 season is \$1,175/day.

As shown in Table 2, staff estimate that an additional cost of approximately \$20,000 for staff and facility maintenance would be incurred to operate the campground over the 35-day extension period. Based on information provided by Parks Canada on the September occupancy rates at the nearby SMONEĆTEN campground, occupancy is estimated to remain near 50% over the extension period, generating an estimated fee revenue of approximately \$20,000, or \$570/day. This will result in an estimated no net profit/loss over the extension period.

Table 2: Island View Beach Regional Park Campground – Estimated 2023 Extension Period Cost and Revenue

Operating Days	Fee Revenue (+GST)	Revenue / Operating Days	Cost for Staff + Maintenance	Total Operating Cost / Profit	Occupancy
35	\$20,000	\$570.00	\$20,000	\$0.00	50%

Service Delivery Implications

Managing the campground over the extension period will require a full-time park maintenance worker to take on additional workload. Additionally, two seasonal park maintenance worker contracts will need to be extended, as their positions are only currently funded until the Labour Day weekend.

Alignment with Existing Plans & Strategies

The CRD began operating the campground in 2010. The CRD did not own the land on which the existing campground is located when the Island View Beach Regional Park Management Plan Bylaw No. 1, 1989 was approved in 1989, nor when it was amended in 1996 and 1997. An update to the management plan was initiated in 2015 but abandoned due to a need to reevaluate the planning process used, particularly regarding First Nations consultation. Subsequently, there is no specific management direction for the campground at present.

The Regional Parks and Trails Strategic Plan 2022-2032, which received interim approval by the Board on July 13, 2022, does not include management direction for the campground but does include the following Reconciliation Priority Action:

- 1-2d *Support business relations with First Nations that provide value-added and compatible services in regional parks and regional trails, such as campground operations.*

Additionally, the Strategic Plan contains the following Visitor Experience Strategic Priority, which provides high-level support for the operation of the campground:

- Priority 3-1 *Offer compatible outdoor recreation experiences that are enjoyable, healthy, safe and immersed in nature.*

It is anticipated that the forthcoming development of the Outdoor Recreation Plan (Strategic Plan priority action 3-1a) will provide a better understanding of frontcountry camping demand in the region.

CONCLUSION

The Regional Parks Committee carried motions arising at the May 24, 2023, Regional Parks Committee meeting, directing staff to explore extending the Island View Beach Regional Park campground operating season beyond the Labour Day long weekend as a pilot project. Staff determined that while there would likely be decreased visitation in the early fall, there may be public interest in having additional outdoor recreation opportunities within the region. Furthermore, operating costs and fee revenue are estimated to be equal over the extension period, resulting in no net profit/cost. Staff recommend that the 2023 IVB camping season be extended by 35 days and that at the end of the operating season, staff conduct a review of visitation rates, fee revenue and cost to operate the campground over the extension period and report back to the Regional Parks Committee and Board in early 2024.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:

1. That the 2023 operating season for the Island View Beach Regional Park Campground be extended to the end of the Thanksgiving long weekend, October 9, 2023, as a pilot project; and
2. That CRD staff review the success of the pilot project and report back to the Regional Parks Committee and Board in early 2024.

Submitted by:	Jeff Leahy, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: Island View Beach Regional Park Campground – Map

Capital Regional District

Island View Beach Regional Park

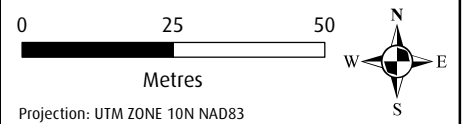
Campground



- | | |
|-------------------|--------------------------|
| Drinking Water | Parking |
| Fire Ring | RV Site #1-18 |
| Garbage/Recycling | Tent Site #24-47 |
| Hiking | Tent Trailer Site #19-23 |
| Information | Toilet |

- Hiking Trail
- Reserve Camping Site*
- Burweed Management Area
- Facility Area
- Island View Beach Regional Park
- Island View Beach Municipal Park
- Ocean

* All sites are only reservable with no first-come first-serve.



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.

