



## Notice of Meeting and Meeting Agenda Regional Parks Committee

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Wednesday, October 23, 2024

9:30 AM

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

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C. McNeil-Smith (Chair), J. Brownoff (Vice Chair), C. Coleman, S. Goodmanson, 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. [24-1049](#) Minutes of the September 25, 2024 Regional Parks Meeting

**Recommendation:** That the minutes of the Regional Parks Committee meeting of September 25, 2024 be adopted as circulated.

**Attachments:** [Minutes - September 25, 2024](#)

### 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](http://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](mailto:crdboard@crd.bc.ca).*

### 6. Committee Business

#### 6.1. [24-988](#) Mountain Forest Regional Park - Interim Management Guidelines

**Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board: That the Mountain Forest Regional Park Interim Management Guidelines be adopted.

**Attachments:** [Staff Report: Mountain Forest Regional Park - Interim Management Guidelines](#)  
[Appendix A: Mountain Forest Regional Park – Interim Management Guidelines](#)

**6.2.**      [24-989](#)      Water Safety Pilot Program at Thetis Lake and Elk/Beaver Lake  
Regional Parks - Summer 2024 Update

**Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board:  
That the Water Safety Program be continued at Elk/Beaver Lake Regional Park and  
Thetis Lake Regional Park for the foreseeable future.

**Attachments:**      [Staff Report: Water Safety Pilot Program Update](#)  
[Appendix A: Personal Flotation Device and Life Ring Loaner Stations](#)

**6.3.**      [24-987](#)      Bylaw No. 4640: Amendment to the Capital Regional District Parks  
Services and Facilities Fees and Charges Bylaw No. 3675

**Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board:  
1. That Bylaw No. 4640, "Capital Regional District Regional Parks Services and  
Facilities Fees and Charges Bylaw No. 1, 2010, Amendment Bylaw No. 11, 2024", be  
introduced and read a first, second and third time; and  
2. That Bylaw No. 4640 be adopted.

**Attachments:**      [Staff Report: Bylaw No. 4640 - Amendment to Bylaw No. 3675](#)  
[Appendix A: Bylaw No. 4640](#)

**7. Notice(s) of Motion**

**8. New Business**

**9. Adjournment**

The next meeting is November 27, 2024.

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

## Meeting Minutes

### Regional Parks Committee

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Wednesday, September 25, 2024

9:30 AM

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

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#### PRESENT

Directors: C. McNeil-Smith (Chair), J. Brownoff (Vice Chair) (9:48 am) (EP), C. Coleman, S. Goodmanson, C. Harder (for L. Szpak), G. Holman, M. Tait (EP), K. Williams, R. Windsor, C. Plant (Board Chair, ex officio) (9:43 am) (EP)

Staff: T. Robbins, Chief Administrative Officer; N. Chan, Chief Financial Officer; R. Smith, Acting General Manager, Parks, Recreation & Environmental Services; M. MacIntyre, Senior Manager, Regional Parks; S. May, Senior Manager, Facilities Management and Engineering Services; G. Tokgoz, Manager, Regional Trails and Trestles Renewal, Facilities Management and Engineering Services; M. Medland, Senior Financial Advisor, Financial Services; M. Lagoa, Deputy Corporate Officer; T. Pillipow, Committee Clerk (Recorder)

EP - Electronic Participation

Regrets: Directors L. Szpak, S. Tobias

The meeting was called to order at 9:30 am.

#### 1. Territorial Acknowledgement

Director Coleman provided a Territorial Acknowledgement.

#### 2. Approval of Agenda

**MOVED** by Director Goodmanson, **SECONDED** by Director Coleman,  
That the agenda for the September 25, 2024 Regional Parks Committee meeting  
be approved.  
**CARRIED**

#### 3. Adoption of Minutes

3.1. [24-743](#) Minutes of the July 24, 2024 Regional Parks Meeting

**MOVED** by Director Coleman, **SECONDED** by Director Goodmanson,  
That the minutes of the Regional Parks Committee meeting of July 24, 2024 be  
adopted as circulated.  
**CARRIED**

#### 4. Chair's Remarks

Chair McNeil-Smith asked that the committee be mindful of the time while reviewing the Regional Parks Service - 2025 Operating and Capital Budget at today's meeting.

#### 5. Presentations/Delegations

There were no presentations or delegations.

#### 6. Committee Business

##### 6.1. [24-868](#) Safety on Multi-Use Trails

G. Tokgoz spoke to Item 6.1.

Discussion ensued regarding:

- prioritization of sections of the trail system for improvement
- methods for residents to report bylaw or personal safety concerns on the trails
- collecting baseline data to measure and report on changes over time

**Director Plant joined the meeting electronically at 9:43 am.**

**Director Brownoff joined the meeting electronically at 9:48 am.**

**MOVED by Director Goodmanson, SECONDED by Director Williams,  
The Regional Parks Committee recommends to the Capital Regional District Board:**

- 1. That staff engage a consultant to develop a study to build on previous efforts and provide recommendations to further enhance safety on the CRD's multi-use trails in light of the evolving characteristics of trail users, including the increasing prevalence of motorized personal mobility devices, such as e-bikes.**
- 2. That staff report back to the Regional Parks Committee on the findings of the safety study through bi-annual Regional Trestle Renewal, Trail Widening and Lighting Project updates.**

**CARRIED**

##### 6.2. [24-921](#) Regional Parks Service - 2025 Operating and Capital Budget

M. MacIntyre spoke to Item 6.2.

Discussion ensued regarding:

- clarification of internal allocations as it relates to park services
- the impact to requisitions if the transportation service is established
- dam infrastructure (licensed under the *Water Sustainability Act*) upgrades
- confirmation that land acquisition funding has transitioned from levy to debt financing
- significant drivers of increased operating costs
- potential capital grant opportunities
- the budget for government to government relations
- clarification as to why the parks service budget projections outpaces the total consolidated requisition
- 2025 provisions for regional trails on Salt Spring Island

**MOVED** by Director Windsor, **SECONDED** by Director Williams,  
The Regional Parks Committee recommends the Committee of the Whole  
recommend to the Capital Regional District Board:  
That Appendix A, Operating & Capital Budget - Regional Parks Service be  
approved as presented and form the basis of the Provisional 2025-2029 Financial  
Plan.  
**CARRIED**

**7. Notice(s) of Motion**

7.1. [24-757](#)

Motion with Notice: Island View Beach Regional Park Boat Launch  
(Director Windsor)

Discussion ensued regarding the timeline and potential additional resources  
required to prepare this report.

**MOVED** by Director Windsor, **SECONDED** by Director Goodmanson,  
The Regional Parks Committee recommends to the Capital Regional District  
Board:  
**Be it resolved that staff reexamine and report to the Regional Parks Committee  
on the feasibility of reconstructing the marine access ramp at Island View Beach  
regional park as a regional asset including all necessary steps (permits, etc) and  
consulting Tsawout First Nation and other relevant stakeholders.**  
**CARRIED**

**8. New Business**

There was no new business.

**9. Adjournment**

**MOVED** by Director Coleman, **SECONDED** by Director Goodmanson,  
That the September 25, 2024 Regional Parks Committee meeting be adjourned at  
10:58 am.  
**CARRIED**

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CHAIR

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RECORDER



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## REPORT TO REGIONAL PARKS COMMITTEE MEETING OF WEDNESDAY, OCTOBER 23, 2024

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**SUBJECT** Mountain Forest Regional Park – Interim Management Guidelines

### **ISSUE SUMMARY**

Capital Regional District (CRD) staff are seeking approval to implement the Mountain Forest Regional Park Interim Management Guidelines (IMG). The purpose of the IMG is to guide the operation of the Mountain Forest Regional Park property (the property) prior to a park management plan being in place.

### **BACKGROUND**

The CRD and the Habitat Acquisition Trust (HAT) partnered to purchase the 19.86-hectare (49-acre) property on November 29, 2021. This acquisition was primarily funded by the CRD, with additional support from HAT and a donation by the former long-term landowner through Canada's Ecological Gifts Program. A conservation covenant, registered in favour of HAT, requires that the CRD manage the property to protect its unique ecological features, as outlined in a Baseline Documentation Report. Additionally, under the Ecological Gifts Program, the CRD is responsible for preserving the property's biodiversity and environmental heritage in perpetuity.

In time, CRD staff will initiate the development of a park management plan for the property. This process will involve engagement with First Nations, stakeholders and the public to establish a 10-year vision for the park and outline the management actions needed to achieve it. Prior to a new management plan being in place, direction is needed to guide the interim management of the property. Staff developed the IMG (Appendix A), which prioritizes building relationships and gathering information needed to better understand the property's ecological, recreational and cultural values and inform the eventual development of a park management plan. The IMG further guides the securement of the property and establishes how it is to be utilized on an interim basis. Once a park management plan is developed and approved by the CRD Board, the IMG will no longer be used to manage the property.

### **ALTERNATIVES**

#### *Alternative 1*

The Regional Parks Committee recommends to the Capital Regional District Board:  
That the Mountain Forest Regional Park Interim Management Guidelines be adopted.

#### *Alternative 2*

That the Mountain Forest Regional Park Interim Management Guidelines be referred back to staff with direction for revision.

### **IMPLICATIONS**

#### *Alignment with Existing Plans & Strategies*

The IMG broadly supports the five priority areas within the Regional Parks and Trails Strategic Plan (Strategic Plan), approved by the CRD Board on July 12, 2023. It provides guidance to establish collaborative working relationships with First Nations to continue the CRD's

reconciliatory action. It further guides gathering information needed to inform conservation, visitor experience, climate action and resiliency, and access and equity-related park management actions that could be implemented through a future park management plan.

### *Environmental & Climate Action*

As outlined within a Baseline Documentation Report that was prepared during its acquisition, the property contains arbutus, Douglas-fir and Garry oak woodlands that are among Canada's most sensitive and biologically diverse ecosystems. It further contains habitat for several species at risk, though further research is needed to verify which species are present. The IMG includes interim management actions that support ongoing and future research and conservation initiatives aimed at better understanding and protecting the property's unique natural values. It further includes actions that support planning for climate change mitigation and adaptation measures, which could be implemented through a future park management plan.

### *First Nations Implications*

The new Strategic Plan provides direction for CRD staff to involve First Nations in land acquisition and park management planning (Reconciliation Action 1-1a). As the property was acquired prior to the Strategic Plan being in place, First Nations involvement in the acquisition was limited. Six First Nations governments have since been identified as having asserted territory over the property. CRD staff recently forwarded a draft copy of the IMG to these Nations for information and committed to working with them to identify and pursue opportunities that respect and support their rights and self-determination. CRD staff intend to collaborate with interested Nations to establish a name for the park, replacing the temporary designation of Mountain Forest Regional Park (also known as Mountain Road Forest) assigned during its acquisition.

### *Equity, Diversity & Inclusion*

The IMG includes an interim management action that supports the identification of barriers to access and equity within the property that could be addressed through a future park management plan.

### *Financial Implications*

Implementation of the IMG will be included in the CRD's regular annual budgeting process.

### *Service Delivery Implications*

Prior to acquisition, the property served as a valuable greenspace and enhanced connectivity for the surrounding neighbourhood. Since the acquisition, CRD staff have begun repairing and improving sections of existing trails to ensure they are safe for public use and minimize impacts to the natural environment. Current public uses are primarily dog walking, hiking and running, as well as cycling and horseback riding on select trails. CRD staff recommend maintaining most of the existing trails as hiking trails and maintaining the northernmost trail connecting Mountain Road and Excelsior Road as a mixed-use hiking/cycling/equestrian trail to maintain connectivity for existing user groups while mitigating impacts to ecologically sensitive areas.

### *Social Implications*

Implementing the IMG communicates to the public how the CRD intends to manage the property and what recreation opportunities are available while it's in place. The IMG includes flexibility to

adapt management activities based on public feedback and new information while the CRD continues to learn more about the property.

**CONCLUSION**

Capital Regional District (CRD) staff are seeking approval to implement the Mountain Road Forest Interim Management Guidelines (IMG) to guide the operation of the property prior to a park management plan being in place. The IMG supports Strategic Plan direction and prioritizes building relationships and gathering information needed to inform the development of a park management plan. It further guides the securement of the property and how it is to be utilized on an interim basis. Once a park management plan is developed and approved by the CRD Board, the IMG will no longer be used to manage the property.

**RECOMMENDATION**

The Regional Parks Committee recommends to the Capital Regional District Board:  
That the Mountain Road Forest Interim Management Guidelines be adopted.

Submitted by:	Mike MacIntyre, Senior Manager, Regional Parks
Concurrence:	Glenn Harris, Ph.D., R.P.Bio., Acting General Manager, Parks, Recreation & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Mountain Forest Regional Park – Interim Management Guidelines



# Mountain Forest Regional Park



## Interim Management Guidelines

Capital Regional District | October 2024



Capital Regional District | Regional Parks  
490 Atkins Avenue, Victoria, BC V9B 2Z8  
T: 250.478.3344 | [www.crd.bc.ca/parks](http://www.crd.bc.ca/parks)

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# 1. Context

## 1.1 Background

The Capital Regional District (CRD) and the Habitat Acquisition Trust (HAT) partnered to purchase the 19.86-hectare (49-acre) Mountain Forest Regional Park property (the property) on November 29, 2021. This acquisition was primarily funded by the CRD, with support from HAT through a fundraising campaign that attracted over 1,440 donors. The former landowner additionally contributed through Canada's Ecological Gifts Program, which encourages private landowners to donate ecologically sensitive land for habitat conservation and offers tax incentives.

The property is located in the District of Saanich and the traditional territory of multiple First Nations, who have stewarded the land since time immemorial (Map 1). Prior to its acquisition, the property served as a valuable greenspace for the surrounding neighbourhood. Community members maintained a network of pathways that connect to surrounding areas and offer valuable nature-based recreation opportunities. Since the acquisition, CRD staff have begun repairing and improving sections of existing trails to ensure they are safe for public use and minimize impacts to the natural environment. Current public uses are primarily dog walking, hiking and running, as well as cycling and horseback riding on select trails.

Located within the Coastal Douglas-fir Moist Maritime Biogeoclimatic Zone, the property is primarily covered by mature, second-growth Coastal Douglas-fir forest. It additionally includes areas of Garry oak meadow, rock outcrop and arbutus, which comprise some of Canada's rarest and most imperiled ecosystems. Several species at risk have historically been observed within the property, including little brown myotis (*Myotis lucifugus*), northern red-legged frog (*Rana aurora*), common nighthawk, (*Chordeiles minor*), western screech owl (*Megascops kennicottii kennicottii*), band-tailed pigeon, (*Patagioenas fasciata*) and olive-sided flycatcher (*Contopus cooperi*). Further research is needed to verify the presence and location of these species within the property. Excelsior Creek flows through the property and is part of the Colquitz River watershed, an important river system in the region that supports native salmon and trout species. A Baseline Documentation Report was prepared for the HAT prior to the acquisition of the property which provided a detailed account of its ecology, as well as potential threats and mitigation measures.

Under Saanich's *Official Community Plan Bylaw 2023*, the property is located in rural Saanich and is designated as Parks. The Rural Saanich Local Area Plan provides additional context and land use planning direction for the property at the neighbourhood level. Under Saanich's *Zoning Bylaw 2003*, the property is zoned Recreation and Open Space (P-4). A conservation covenant, registered on title by HAT, ensures the property is managed to protect its unique natural features. Additionally, under the Ecological Gifts Program, the CRD is responsible for maintaining the property's biodiversity and environmental heritage values in perpetuity.

## 1.2 First Nations Reconciliation

Reconciliation Goal 1, within the *Regional Parks and Trails Strategic Plan 2022-2032* (Strategic Plan), is to pursue “Strong, collaborative and mutually beneficial relationships with First Nations through working in partnership.” Priority action 1-1a within the Strategic Plan supports this goal and sets out that the CRD will “Work collaboratively with First Nations to develop and implement priority initiatives related to regional parks and regional trails, such as: Involving First Nations in land acquisition and park management planning and operations.”

To date, six First Nations have been identified as having asserted Territory over the property. These include the x̄sepsum (Esquimalt Nation), BOKÉCEN (Pauquachin First Nation), Songhees Nation, WJOLÉLP (Tsartlip First Nation), S̄ÁUTW (Tsawout First Nation) and the WSIKEM (Tseycum First Nation). CRD staff will collaborate with First Nations, during the lifespan of this Interim Management Guidelines (IMG) and beyond, to identify and pursue opportunities that respect and support First Nations’ rights and self-determination. The CRD will collaborate with interested Nations to establish a name for the park and upon completion of the park management plan will replace the temporary designation of Mountain Forest Regional Park (also known as Mountain Road Forest) assigned when it was acquired.

## 1.3 Purpose and Connection to the Parkland Acquisition and Management Planning Processes

Securing and managing parks and protected areas is a resource-intensive process that benefits from collaboration with external partners. The CRD frequently engages with various organizations and agencies to identify and acquire new regional parkland. The acquisition of the property is an example of such a collaborative effort and involved partnering with HAT to identify the property as a valuable addition to the CRD’s regional parks and trails system. The acquisition was then facilitated through the CRD’s Land Acquisition Strategy 2020-2021 and supported by the CRD’s Land Acquisition Fund. The process involved working closely with HAT and local community members, evaluating the property against a comprehensive set of acquisition criteria, negotiations with the property owner and securing approval from the CRD Board.

The purpose of this IMG document is to guide how CRD staff will manage the property prior to a park management plan being in place. This includes providing guidance on site securement and how the property is to be utilized on an interim basis. It further guides building relationships and gathering information needed to inform a future management planning process.

The development of a park management plan is a multi-year process which involves extensive First Nations, stakeholder and public engagement, and approval by the CRD Board. The management plan will specify actions aimed at achieving a long-term vision for the park. Once a park management plan has been prepared, the IMG will no longer be used to manage the property.



<p>0 0.5 1 Kilometres</p> <p>UTM Zone 10N NAD 1983</p>	<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: #c47a3b; border: 1px solid black; margin-right: 5px;"></span> Mountain Forest Regional Park</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: #4f81bd; border: 1px solid black; margin-right: 5px;"></span> Other Regional Park</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: #d9ead3; border: 1px solid black; margin-right: 5px;"></span> Other Park / Protected Area</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: #f4cccc; border: 1px solid black; margin-right: 5px;"></span> Hartland Landfill</li> <li><span style="display: inline-block; width: 15px; border-bottom: 1px dashed black; margin-right: 5px;"></span> Municipal / Electoral Area Boundary</li> <li><span style="display: inline-block; width: 15px; border-bottom: 2px solid blue; margin-right: 5px;"></span> Lochside Regional Trail</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: #add8e6; border: 1px solid black; margin-right: 5px;"></span> Lake / Ocean</li> <li><span style="display: inline-block; width: 15px; border-bottom: 1px solid blue; margin-right: 5px;"></span> Creek / River</li> <li><span style="display: inline-block; width: 15px; border-bottom: 3px solid black; margin-right: 5px;"></span> Highway</li> <li><span style="display: inline-block; width: 15px; border-bottom: 1px solid black; margin-right: 5px;"></span> Major Road</li> <li><span style="display: inline-block; width: 15px; border-bottom: 1px dashed black; margin-right: 5px;"></span> Minor Road</li> </ul>	<p><b>Capital Regional District</b>  <b>Mountain Forest Regional Park</b>  <b>Map 1: Local Context</b></p>
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Date: 11/09/2024 | Document Name: RP\_MC\_1000.aprx | data@crd.bc.ca

## 2. Park Classification

The Strategic Plan establishes a park classification system that is used to assign each regional park one of four classifications based on the intended management outcome. Due to its ecological significance and to support the conservation covenant registered on title and terms of Canada's Ecological Gifts Program, the property is classified as a **Conservation Area**. As outlined within the Strategic Plan, the purpose of this classification is "to protect species or ecological communities at risk and to offer visitor opportunities that are primarily focused on interpretation of natural and cultural features." Other similar parks with the Conservation Area classification include Mill Hill, Witty's Lagoon, Francis/King, and Island View Beach.

## 3. Interim Park Management Goals

The following interim park management goals are applicable to all park acquisitions and establish the outcomes of implementing the IMG to help to prioritize efforts and resources. They are intended to provide the necessary groundwork for securing the site and undertaking the future development of a park management plan.

- 1** **Build Relationships**  
Identify First Nations, local governments, partners and stakeholders interested in the management of the property and develop working relationships to identify shared goals and future opportunities for collaboration.
- 2** **Gather Information**  
Gather baseline archaeological, cultural heritage, ecological, outdoor recreation and infrastructure information to identify park values and priorities to be included within a future park management plan.
- 3** **Protect Park Values**  
Conduct site securement, including addressing interim operational, cultural, conservation and outdoor recreation needs to protect known and potential park values.

## 4. Interim Management Actions

The following table outlines a series of interim management actions that will guide the operation of the property over the lifespan of the IMG.

Interim Management Actions	Timing
<b>Reconciliation</b>	
<ul style="list-style-type: none"> <li>Work with involved First Nations to identify the property's archaeological and cultural significance, including areas, features and species of importance, prior to conducting ground altering works</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>The management of archaeological and cultural heritage sites will be undertaken in accordance with provincial legislation and following discussions with involved First Nations</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Identify opportunities to partner with involved First Nations to undertake conservation and restoration projects aimed at protecting and strengthening cultural values that could be included as actions within a future park management plan</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Collaborate with involved First Nations to establish a name for the park, in accordance with the CRD's <i>Regional Parks and Regional Trails Naming Convention Policy</i></li> </ul>	Short-term
<b>Conservation</b>	
<ul style="list-style-type: none"> <li>Inventory and monitor ecological values and recreational use impacts to identify potential threats and implement necessary mitigation measures, such as decommissioning or rerouting trails, modifying permitted activities or park use</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Implement the CRD's <i>Impact Assessment Process</i> and best management practices to mitigate potential impacts on the natural environment</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Identify and manage property encroachments</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Explore opportunities to acquire land around the property that contains sensitive habitat and/or improves connectivity to surrounding areas</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Identify opportunities to restore and enhance ecological values in the park, including critical and sensitive habitat</li> </ul>	Medium-term
<ul style="list-style-type: none"> <li>Complete an assessment of priority invasive species within the property and identify appropriate management actions</li> </ul>	Medium-term
<b>Visitor Experience</b>	
<ul style="list-style-type: none"> <li>Identify visitor safety hazards</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Document visitor-use patterns to better understand recreational values</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Enforce <i>Capital Regional District Parks Regulation Bylaw No. 1, 2018</i></li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Under the CRD's <i>Dog Management Policy Framework</i>, dogs may be off leash but must remain under effective control at all times</li> </ul>	Ongoing

- Maintain the existing trail connecting Mountain Forest Road and Excelsior Road as a mixed-use hiking/cycling/equestrian trail and all other established trails as hiking trails to maintain connectivity for existing user groups while mitigating impacts to sensitive habitat Ongoing
- Assess visitor needs and identify potential locations for a future park entrance hub (typically includes an entrance sign, vehicle parking area, information kiosk, bicycle rack, toilet building and waste receptacles) and other visitor amenities Ongoing
- Prepare an interim sign plan to guide the installation of necessary park orientation and regulation signage at key trail accesses and intersections Short-term
- Provide information on the CRD’s website informing the public of what outdoor recreational opportunities are available on the property and what visitor amenities can be expected in the interim Short-term
- Install minimum amount of park infrastructure needed to secure the site Short-term
- Assess a rerouting of the entrance trail at the north end of Mountain Forest Road to provide an increased buffer from adjacent private properties Medium-term
- If visitation rates increase, consider repurposing the cleared area, where the former landowner’s residence was located, as an interim parking area for four to six vehicles and remediating the existing informal parking area at the Quayle Road park entrance Long-term

### Climate Action & Resiliency

- Identify opportunities to mitigate climate change, including facilitating active transportation to and from the property and identifying how park trails can support regional active transportation that could be included as actions within a future park management plan Ongoing
- Identify opportunities to adapt to climate change, including identifying natural hazards to and from the property and necessary mitigation measures that could be included as actions within a future park management plan Long-term

### Access & Equity

- Consider undertaking an assessment to identify accessibility and equity barriers and opportunities for improvement that could be included as actions within a future park management plan Long-term

## 5. Implementation Strategy

### 5.1 Interim Development Plan

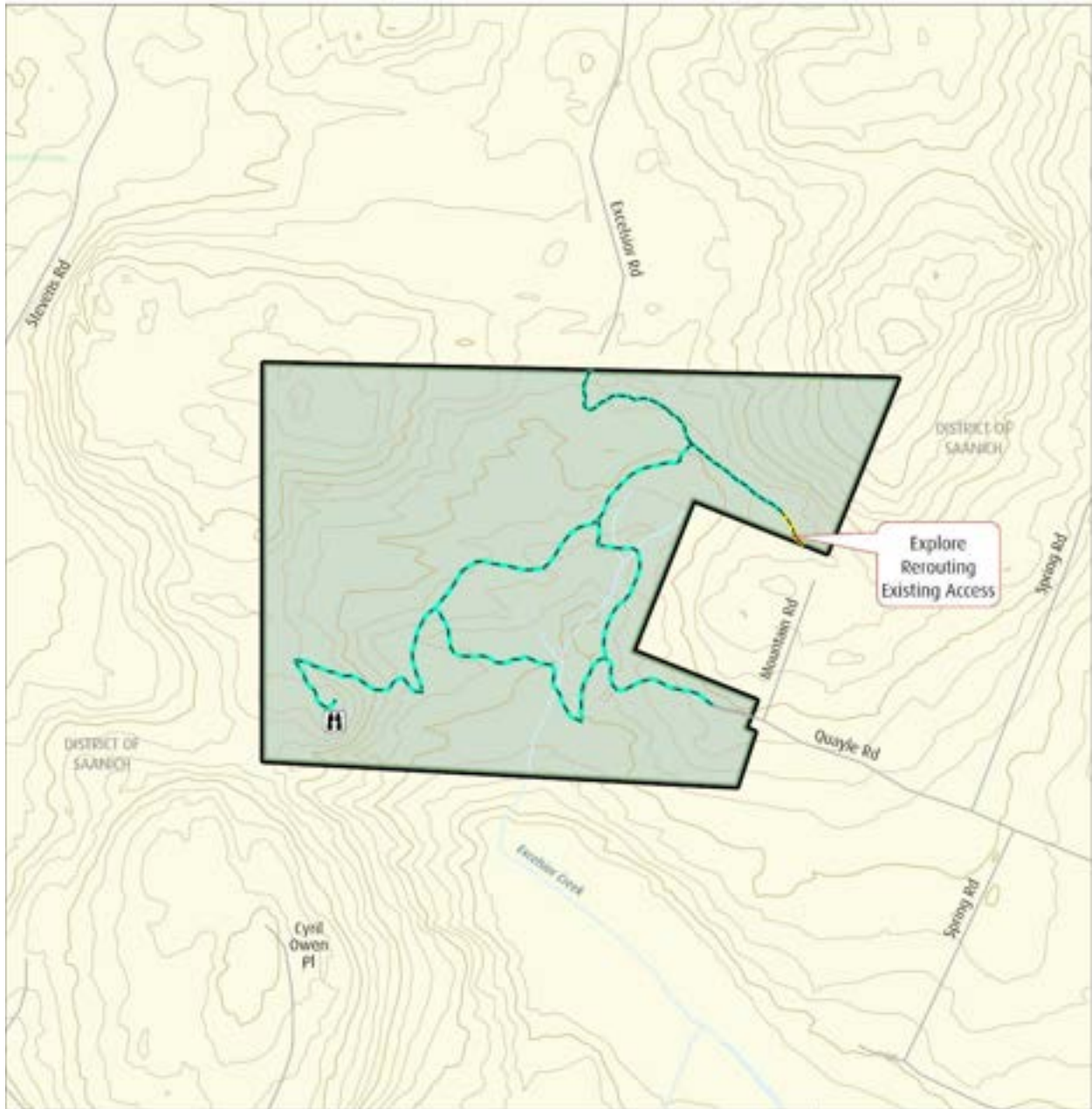
The Interim Development Plan establishes the location of key infrastructure and visitor amenities that will be available while the IMG is in place (Map 2). It should be noted that this plan is temporary and subject to change once a park management plan has been prepared for the property. The management planning process will include opportunities for First Nations, stakeholders and the public to provide



feedback on the development plan, including what park infrastructure and visitor amenities are included. The types of infrastructure and resources dedicated to installation during the IMG stage are therefore limited and selected accordingly.

## 5.2 Monitoring and Review

At the beginning of each year, CRD staff will prepare an annual operating plan (AOP) for the property, which will outline the interim management actions that are to be completed within the property over the year, including estimated timelines and required resources. Monitoring of the implementation status of the IMG will occur during the preparation of the AOP and will provide an opportunity for staff to review implementation progress, identify outstanding management actions or new actions that are to be completed and evaluate the success of completed or ongoing management actions.



<p>0 50 100 Metres</p> <p>Projection: UTM ZONE 10N NAD 83</p>	<ul style="list-style-type: none"> <li> Mountain Forest Regional Park</li> <li> Viewpoint</li> <li> Hiking Trail</li> <li> Hiking / Cycling / Equestrian Trail</li> </ul>	<ul style="list-style-type: none"> <li> Trail section to reroute</li> <li> Park Road</li> <li> Saanich Road</li> <li> Creek</li> <li> Contour - 20m interval</li> <li> Contour - 5m interval</li> </ul>
<p style="text-align: right;"><b>Capital Regional District</b> <b>Mountain Forest Regional Park</b></p> <p style="text-align: right;"><b>Map 2:</b> <b>Interim Development Plan</b></p>		

Date: 9/1/10/2024 | Document Name: RP\_00\_386.aprx | dataservices@crd.bc.ca



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## REPORT TO REGIONAL PARKS COMMITTEE MEETING OF WEDNESDAY, OCTOBER 23, 2024

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**SUBJECT**     **Water Safety Pilot Program at Thetis Lake and Elk/Beaver Lake Regional Parks – Summer 2024 Update**

### **ISSUE SUMMARY**

In the summer of 2024, the Capital Regional District (CRD) Board directed staff to implement a pilot program to provide personal floatation devices and life rings at Thetis Lake (Main Beach) and Elk Lake (Hamsterly Beach) and report back after one season of implementation.

### **BACKGROUND**

Within the CRD, there are 18 regional parks with known fresh and saltwater swimming locations. The most frequented freshwater swimming areas are Thetis Lake, Elk/Beaver Lake, Sooke Potholes, Durrance Lake and Matheson Lake. Island View Beach, Witty's Lagoon and Jordan River contain popular beaches for recreation and water access.

Following a staff report brought to the July 10, 2024, CRD Board meeting, the Board directed staff to implement a pilot program to provide personal floatation devices (PFD) and emergency life rings at Thetis Lake Regional Park (Main Beach) and Elk/Beaver Lake Regional Park (Hamsterly Beach). These two beaches were identified due to the high levels of visitation during the summer months.

The pilot program was operationalized on July 12, 2024, with the installation of PFD loaner stations and temporary emergency life rings at both beaches. Permanent emergency life rings, near the water's edge, were installed at both locations by August 8, 2024. Each PFD loaner station provides nine PFDs, in three sizes, suitable for children up to a weight of 41 kg.

The pilot program was completed on September 30, 2024, at which time all PFDs were removed for the winter; however, emergency life rings will remain at both locations throughout the year.

### **ALTERNATIVES**

#### *Alternative 1*

The Regional Parks Committee recommends to the Capital Regional District Board: That the Water Safety Program be continued at Elk/Beaver Lake Regional Park and Thetis Lake Regional Park for the foreseeable future.

#### *Alternative 2*

That the Water Safety Program be referred back to staff for updates.

### **IMPLICATIONS**

#### *Alignment with Existing Plans & Strategies*

This pilot project aligns with the CRD's *Regional Parks and Trails Strategic Plan 2022 – 2032* Priority 5-1: Enhance health and well-being by providing equitable access to regional parks and

**Regional Parks Committee – October 23, 2024**  
**Water Safety Pilot Program at Thetis Lake and Elk/Beaver Lake – Summer 2024 Update 2**

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

*Intergovernmental Implications*

In addition to the provision of emergency life rings and PFD loaner stations at two locations, during the summer of 2024, CRD Regional Parks’ rangers conducted one joint patrol with the boating safety officer from Transport Canada at Thetis Lake Regional Park. These patrols focused on educating those recreating on the water about the requirements for PFDs.

Furthermore, CRD bylaw officers and CRD park rangers completed over 1,550 hours of patrols at Thetis Lake and Elk/Beaver Lake regional parks so far in 2024. In the summer, in particular, these patrols primarily focused on addressing regulatory issues and dangerous behaviors, such as alcohol/drug consumption and cliff jumping at Thetis Lake Regional Park.

*Financial Implications*

The pilot program was delivered for a total cost of \$6,673.70, including all equipment and supplies.

<b>Item</b>	<b>Cost (including tax)</b>
Personal Flotation Devices	\$ 913.31
Life Rings	\$3,122.01
Signage	\$2,016.00 plus CRD sign shop costs
Miscellaneous	\$ 147.74
<b>Total</b>	<b>\$6,673.70</b>

Throughout the pilot program, one PFD at Thetis Lake Regional Park required replacement.

It is anticipated for ongoing delivery of the program; PFDs would be required to be replaced every two years at the cost of \$1,000.

*Service Delivery Implications*

Ongoing staff requirements to deliver this program includes weekly condition checks of the PFDs to ensure no damage, daily inspection of the life rings to ensure they are in a suitable condition for deployment and end of season PFD maintenance and storage.

In future years, this program will provide PFDs for a 17-week period through the summer, from June 1 to September 30. It is estimated that delivery of the program requires 50 hours of staff time; this includes annual set up, weekly inspections and program shut down.

The operational costs of delivering this program are funded through core budget sources.

*Social Implications*

Swimming and other water-based outdoor recreation opportunities, including kayaking, canoeing and stand-up paddleboarding, are popular with regional park visitors. PFD usage monitoring was undertaken weekly throughout the duration of the pilot program, from July 25 to September 30. Throughout the duration of the PFD use monitoring, at least one PFD was in use on 76% of the monitoring visits. On average, throughout the monitoring period, three PFDs were in use at the time of monitoring, the total number in use ranged from zero to nine. At 13% of monitoring visits

all the PFDs were in use. There have been no reports of, or recorded deployments of, the life rings at either Thetis Lake or Elk/Beaver Lake regional parks.

To support the PFD loaner stations and in-park signage, between May 10 and August 30, the CRD posted six social media posts across Facebook, Instagram and X (Twitter), focused on water safety in regional parks. The social media posts had a combined reach of 2,989.

In addition to CRD social media water safety messaging, the Lifesaving Society's WaterWise team, through funding from Island Health and with on-the-ground support of CRD staff, delivered 22 pop-up informational events at Elk/Beaver Lake, Thetis Lake, Matheson Lake, Mount Work and Sooke Potholes regional parks.

#### *Equity, Diversity & Inclusion Implications*

The cost of PFDs can be a barrier to accessing safe water-based outdoor recreation. The installation of PFD loaner stations provides all families with access to PFDs, therefore providing access to important water safety equipment to children from all socio-economic backgrounds.

Language barriers and unfamiliarity with common hazards in BC lakes remain a factor to consider. Each emergency life ring is accompanied by a sign which includes an image and colours that are internationally recognizable as safety equipment. Furthermore, CRD staff will continue to work with the Lifesaving Society to consider further work that could be undertaken to increase education and awareness for non-English-speaking visitors.

### **CONCLUSION**

At the July 10, 2024, Capital Regional District Board meeting, staff were directed to implement a pilot program to provide personal floatation devices (PFD) and life rings at Thetis Lake Regional Park (Main Beach) and Elk/Beaver Lake Regional Park (Hamsterly Beach). PFDs and life rings were installed at the two popular beaches for a period of 11 weeks, from July 12 to September 30, 2024. Staff have completed the pilot program and assessed the implications and impacts and will continue this program at the two locations on a long-term basis. Emergency life rings will be available year-round and PFD loaner stations will be installed seasonally from June 1 to September 30 annually.

### **RECOMMENDATION**

The Regional Parks Committee recommends to the Capital Regional District Board:  
That the Water Safety Program be continued at Elk/Beaver Lake Regional Park and Thetis Lake Regional Park for the foreseeable future.

Submitted by:	Mike MacIntyre, Senior Manager, Regional Parks
Concurrence:	Glenn Harris, Ph.D., R.P.Bio., Acting General Manager, Parks, Recreation & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Personal Flotation Device and Life Ring Loaner Stations – Elk/Beaver Lake (Hamsterly Beach) and Thetis Lake (Main Beach) Regional Parks

**Personal Flotation Device and Life Ring Loaner Station  
Elk/Beaver Lake Regional Park (Hamsterly Beach)  
Summer 2024**



**Personal Flotation Device and Life Ring Loaner Station  
Thetis Lake Regional Park (Main Beach)  
Summer 2024**





Making a difference...together

**REPORT TO REGIONAL PARKS COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 23, 2024**

**SUBJECT**     **Bylaw No. 4640: Amendment to the Capital Regional District Parks Services and Facilities Fees and Charges Bylaw No. 3675**

**ISSUE SUMMARY**

To amend the Capital Regional District (CRD) Parks Services and Facilities Fees and Charges Bylaw No. 3675, Schedule A.

**BACKGROUND**

Schedule A of the CRD Parks Services and Facilities Fees and Charges Bylaw No. 3675 outlines the fees and charges for regional parks. As new services are introduced, or as fees are reviewed and revised, Schedule A is amended (Appendix A). On December 13, 2023, the CRD Board passed the following motion regarding gradual pay parking increases at Thetis Lake and Sooke Potholes regional parks:

*That pay parking at Thetis Lake and Sooke Potholes regional parks receive a gradual rate adjustment to fair market value starting in 2025, and to continue over three years, and the introduction of a short-term rate.*

The bylaw amendment will allow the following changes to the fee schedule:

<b>Year</b>	<b>Short-Term (2 hours)</b>	<b>Daily</b>	<b>Season</b>
2024	n/a	\$2.25	\$20.00
2025	\$2.00	\$4.00	\$30.00
2026	no change	\$5.50	\$45.00
2027	no change	\$7.00	\$60.00

**ALTERNATIVES**

*Alternative 1*

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

1. That Bylaw No. 4640, "Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010, Amendment Bylaw No. 11, 2024", be introduced and read a first, second and third time; and
2. That Bylaw No. 4640 be adopted.

*Alternative 2*

That Bylaw No. 4640, "Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010, Amendment Bylaw No. 11, 2024" be referred to staff for changes.



## **IMPLICATIONS**

### *Environmental & Climate Implications*

The CRD's Regional Parks and Trails Strategic Plan 2022-2032 identifies a priority action to align implementation of parking fees (and subsequent fee increases) where regional parks can be easily accessed by transit, walking or cycling – as a disincentive to motor vehicle use and related greenhouse gas emissions. This action supports the priority (4-2) to foster the development of complete and connected communities by improving access to regional parks by transit, electric vehicles, micro mobility, walking or cycling.

Thetis Lake Regional Park is easily accessed by the above modes of transport and Sooke Potholes Regional Park is easily accessed via the Galloping Goose Regional Trail. Keeping pay parking in place with minor increases over the next three years in these two parks encourages visitors to consider alternative, greener modes of transportation to these popular destinations.

### *Social Implications*

Park fees, as utilized in other parks systems, can be a barrier for accessing nature and recreational opportunities. Additionally, currently only two regional parks have pay parking in place, which can be perceived as unfair to those communities in which these parks are located.

### *Financial Implications*

Bringing the price for pay parking in these two parks up to fair market value could ultimately generate \$400,000 in additional annual revenue. With visitation to regional parks and trails increasing by over 40%, from 6.3 million in 2014 to 8.9 million in 2023, there is pressure to continually expand and service parking lots to accommodate personal vehicles, particularly in peak season at these popular destinations.

Demand management in parks systems is often achieved through parking management such as pay parking or day use permits, and parking fees collected during the peak season help offset increasing operational costs for the rest of the year.

### *Service Delivery Implications*

Pay parking systems and enforcement in both Thetis Lake and Sooke Potholes regional parks are currently overseen by a contractor, therefore there are no major service delivery implications related to the increase of pay parking rates in these two regional parks.

### *Alignment with Existing Plans & Strategies*

The Regional Parks and Trails Strategic Plan (2022-2032) identifies priority action 5-1d to “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.” Over the last decade, existing fees in CRD Regional Parks have not been adjusted to keep up with impacts on park facilities or market changes. These fee changes will ensure that fees better reflect impacts on regional park facilities.

**CONCLUSION**

As new services are introduced, or as fees are reviewed and revised, Schedule A of the Capital Regional District (CRD) Facilities Fees and Charges Bylaw is required to be amended. Over the last decade, existing fees in CRD Regional Parks have not been adjusted to keep up with market changes, and no longer reflect impacts on park facilities and users. In 2020, staff undertook a market review to understand how fees relate to broader provincial revenue generation patterns and proposed adjustments based on that review. On December 13, 2023, the CRD Board approved gradual pay parking increases at Thetis Lake and Sooke Potholes regional parks.

**RECOMMENDATION**

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

1. That Bylaw No. 4640, “Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010, Amendment Bylaw No. 11, 2024”, be introduced and read a first, second and third time; and
2. That Bylaw No. 4640 be adopted.

Submitted by:	Mike Macintyre, Senior Manager, Regional Parks
Concurrence:	Glenn Harris, Ph.D., R.P.Bio., Acting General Manager, Parks, Recreation & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Bylaw No.4640: Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010, Amendment Bylaw No. 11, 2024

CAPITAL REGIONAL DISTRICT  
BYLAW NO. 4640

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A BYLAW TO AMEND BYLAW NO. 3675 WHICH PROVIDES FOR  
PARK USE PERMIT FEES AND CHARGES PAYABLE FOR REGIONAL PARKS SERVICES  
AND FACILITIES WITHIN THE CAPITAL REGIONAL DISTRICT

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**WHEREAS:**

- A. Under Bylaw No. 3675, "Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010", the Regional Board outlines the fees and charges for Regional Parks services and permits;
- B. As new services are introduced, or as fees are reviewed and revised, Schedule "A" of the Capital Regional District (CRD) Regional Parks Services and Facilities Fees and Charges Bylaw is amended to update fees and charges; and
- C. The Board wishes to amend Bylaw No. 3675 to confirm that it is a continuing fee schedule with no fixed end date and to remove transitional provisions for mid-year annual fee changes;

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

- 1. Bylaw No. 3675, "Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010" is hereby amended by deleting Schedule "A" in its entirety and replacing it with the attached Schedule "A".
- 2. This bylaw may be cited for all purposes as "Capital Regional District Regional Parks Services and Facilities Fees and Charges Bylaw No. 1, 2010, Amendment Bylaw No. 11, 2024"

READ A FIRST TIME THIS \_\_\_\_\_ day of \_\_\_\_\_  
READ A SECOND TIME THIS \_\_\_\_\_ day of \_\_\_\_\_  
READ A THIRD TIME THIS \_\_\_\_\_ day of \_\_\_\_\_  
ADOPTED THIS \_\_\_\_\_ day of \_\_\_\_\_

\_\_\_\_\_  
CHAIR

\_\_\_\_\_  
CORPORATE OFFICER

**SCHEDULE "A"**  
**PARK USE PERMIT FEES AND CHARGES**  
**BYLAW NO. 4640**

<b>CAMPING AND PARKING</b>	<b>PERMIT FEE</b> (APPLICABLE TAXES NOT INCLUDED, UNLESS OTHERWISE NOTED)
<p>1. <b>Camping</b> – in designated campsites at:</p> <p>Island View Beach Regional Park Campground</p> <ul style="list-style-type: none"> <li>• Overnight Recreational Vehicle or Tent Camping \$25.00/night</li> <li>• Additional Vehicle \$10.00/night</li> <li>• Cancellation fee for on-line reservation One night rate</li> </ul> <p>Jordan River Regional Park Campground</p> <ul style="list-style-type: none"> <li>• Overnight Recreational Vehicle or Tent Camping \$25.00/night</li> <li>• Additional Vehicle \$10.00/night</li> </ul> <p>Sooke Potholes Regional Park Campground</p> <ul style="list-style-type: none"> <li>• Overnight Recreational Vehicle or Tent Camping \$25.00/night</li> <li>• Tent Pad for Cyclists \$15.00/night</li> <li>• Additional Vehicle \$10.00/night</li> <li>• Firewood \$9.00/bundle</li> </ul> <p style="text-align: right;">(includes applicable taxes)</p>	
<p>2. <b>Pay Parking</b> – in designated areas at:</p> <p>Thetis Lake Regional Park (May 1 to September 30)</p> <p>Sooke Potholes Regional Park (May 1 to September 30)</p>	<p style="text-align: center;"><b>2025</b></p> <p>\$2.00/short-term (2 hours)  \$4.00/daily rate  \$30.00/seasonal pass</p> <p style="text-align: right;">(includes applicable taxes)</p> <hr/> <p style="text-align: center;"><b>2026</b></p> <p>\$2.00/short-term (2 hours)  \$5.50/daily rate  \$45.00/seasonal pass</p> <p style="text-align: right;">(includes applicable taxes)</p> <hr/> <p style="text-align: center;"><b>2027</b></p> <p>\$2.00/short-term (2 hours)  \$7.00/daily rate  \$60.00/seasonal pass</p> <p style="text-align: right;">(includes applicable taxes)</p>
<p>3. <b>Electric Vehicle Charging</b> – at designated charging stations in regional parks</p>	<p>\$1.00/hour</p>

<b>PARK USE PERMIT SPECIAL USE CATEGORIES</b>	<b>PERMIT FEE</b> (APPLICABLE TAXES NOT INCLUDED, UNLESS OTHERWISE NOTED)
4. <b>Commercial Filming</b> – motion picture, television and photography.	Filming Outdoor locations \$500/day Parking \$300/day Staff time for monitoring to be assessed on a case-by-case basis and charged at \$50/hour Indoor locations to be assessed on a case-by-case basis Filming more than 10 days to be assessed on a case-by-case basis
5. <b>Commercial Service or Activity*</b> – such as guided programs or recreational training. <ul style="list-style-type: none"> <li>• Single trip: 1 day</li> <li>• Seasonal: 4 month period</li> <li>• Annual: January 1 – December 31 inclusive</li> </ul>	\$80.00/permit \$215.00/permit \$320.00/permit
<b>PARK USE PERMIT SPECIAL USE CATEGORIES</b>	<b>PERMIT FEE</b> (APPLICABLE TAXES NOT INCLUDED, UNLESS OTHERWISE NOTED)
6. <b>Commercial Dog-Walking</b> – Annual (January 1 – December 31 inclusive)	\$465.00/permit
7. <b>Picnic Shelter</b> – Use of group picnic shelters at Beaver Lake, Eagle Beach, Island View Beach or Aylard Farm.	\$50.00/permit
8. <b>Research Activity*</b> – Such as specimen collections, surveys, inventories and monitoring plots.	\$40.00/permit
9. <b>Special Event or Activity*</b> – Such as a festival, tournament, competition, show or outdoor ceremony that attracts participants and spectators.	\$145.00/permit Staff time for monitoring to be assessed on a case-by-case basis and charged at \$50/hour
10. <b>Temporary Service Access*</b> – access/ occupancy through a regional park or trail for such purposes as accessing a private property, utility or public works.	\$360.00/permit
<p><b>*Fee Exemptions:</b>            Special Event or Activity: Fee exemption may be made when all participants are under 18 years of age.            Research Activity and Temporary Service Access: Fee exemption may be made when the activity provides a benefit or improvement to the park or Regional Parks and Trails system.            Commercial Service or Activity: No fees are applied to self-guided programs.</p>	
<b>INTERPRETATION</b>	<b>FEE</b> (APPLICABLE TAXES NOT INCLUDED, UNLESS OTHERWISE NOTED)
11. <b>School Programs</b>	\$70.00/class (non-taxable)
12. <b>Enhanced Naturalist Programs</b> – specialty programs with limited registration or featuring guest experts	\$8.00/person
13. <b>Special Request Program</b>	\$100.00