

Brooks Point Regional Park

Park Management Plan

Capital Regional District | October 2014



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List of Acronyms

COSEWIC	Committee on the Status of Endangered Wildlife in Canada
CRD	Capital Regional District
GINPR	Gulf Islands National Park Reserve
HAT	Habitat Acquisition Trust
MOTI	Ministry of Transportation and Infrastructure
MPAG	Management Plan Advisory Group
NCC	Nature Conservancy of Canada
PICA	Pender Islands Conservancy Association
TLC	The Land Conservancy of British Columbia

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Robert Dill	Friends of Brooks Point
Kate Emmings	Islands Trust Fund
Tim Ennis	Nature Conservancy of Canada
David Greer	Member-at-Large
Jan Kirkby	Representative of the Brooks Family
Paul Petrie	Pender Islands Conservancy Association
Wendy Tyrell	Habitat Acquisition Trust

Cover Photo: chocolate lilies are an iconic symbol for Brooks Point Regional Park because of their delicate beauty and extraordinary abundance on both Brooks Point and Gowlland Point. Photo: David Greer

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The chocolate lilies are so abundant in the park in May that other flowers are less easily noticed. The blue camas at top was prized by Coast Salish peoples for its edible bulbs. The aptly named death camas (the white flower) has sometimes been a fatal choice for livestock put out to graze in wildflower meadows. Photo: Paul Petrie.

Executive Summary

The 2012-2021 Regional Parks Strategic Plan (Strategic Plan) adopted by the Capital Regional District (CRD) Board in May 2012 sets out the broad strategic goals for the regional parks system.¹ The Strategic Plan also sets the direction for park management plans, and outlines the goals and principles for managing regional parks. CRD Regional Parks follows an approved process for the preparation of park and trail management plans.

A park management plan was approved for Brooks Point Regional Park in 2008, and an update to the park management plan was completed in 2014. The purpose of the 2014 update was to incorporate a 2010 land acquisition into the existing park management plan. CRD Regional Parks was assisted by a Management Plan Advisory Group (MPAG) during preparation of the 2008 and 2014 Brooks Point park management plans.

The purpose of the Brooks Point Regional Park management plan is to articulate a conservation-oriented vision for the future of the park. The plan describes broad goals, objectives, and actions needed to fulfil this vision in a manner consistent with CRD Regional Parks' policies and the registered conservation covenants on the park.²

Brooks Point is located on the south-eastern tip of South Pender Island in the Gulf Islands (Map 1). This 6.03 hectare park consists of five parcels of undeveloped shoreline with a mix of grassy meadows and forest lands. It has minimal facilities, and is treasured by locals and visitors alike for its sense of naturalness and its expansive vistas facing Boundary Pass.

Brooks Point Regional Park is an ecological gem. It contains rare coastal bluff ecosystems, mature forests, and rare and endangered plant and animal communities. It has a spring wildflower display that is envied throughout the islands, particularly its fields of chocolate lilies. Because of its high quality natural features, Brooks Point has been classified by CRD Regional Parks as a Regional Conservation Area. This is the highest level of protection for the natural environment provided for in the regional parks system. An overarching priority is to maintain or enhance the park's natural features and biodiversity.

The management of Brooks Point Regional Park is focused on the need to maintain and improve the quality of the natural environment. The plan does this by defining Direction Statements under four key areas:

Key differences between the 2008 and 2014 park management plans relate to:

- *Plan reorganization and branding;*
- *Stronger environmental conservation statements;*
- *Updated park vision, direction statements, park management goal, objectives and actions;*
- *Updated list of high-priority implementation actions with cost estimates; and*
- *Addition of guidelines for environmental conservation.*

¹ CRD Regional Parks Strategic Plan (2012-2021): <https://www.crd.bc.ca/docs/default-source/parks-pdf/regional-parks-strategic-plan-2012-21.pdf?sfvrsn=0>.

² Existing covenants are with the Nature Conservancy of Canada/Islands Trust Fund (ITF) (Brooks Point parcels), and The Land Conservancy of British Columbia (Gowlland Point). Concurrent with the update of the park management plan, the CRD is working with the ITF and Habitat Acquisition Trust to register a covenant on the 2010 land acquisition; the CRD will also work with all the covenant holders to develop a consolidated covenant for the park.

- Environmental conservation
- Visitor experience
- Cultural heritage
- Park operations and facilities

Direction Statements provide a framework around what items and priorities will be considered in a park management plan and how these issues will be addressed through the development of goals, objectives, and actions. Direction Statements are included in every CRD Regional Parks management plan.

The Direction Statements for Brooks Point Regional Park are:

Environmental Conservation: Brooks Point Regional Park will be managed to protect and conserve its ecological integrity which includes endangered plants, wildlife and natural ecosystems. Conservation of natural systems is the primary management direction and takes precedence over other activities. Restoration of disturbed natural features and control of invasive species are important components of the environmental conservation strategy.

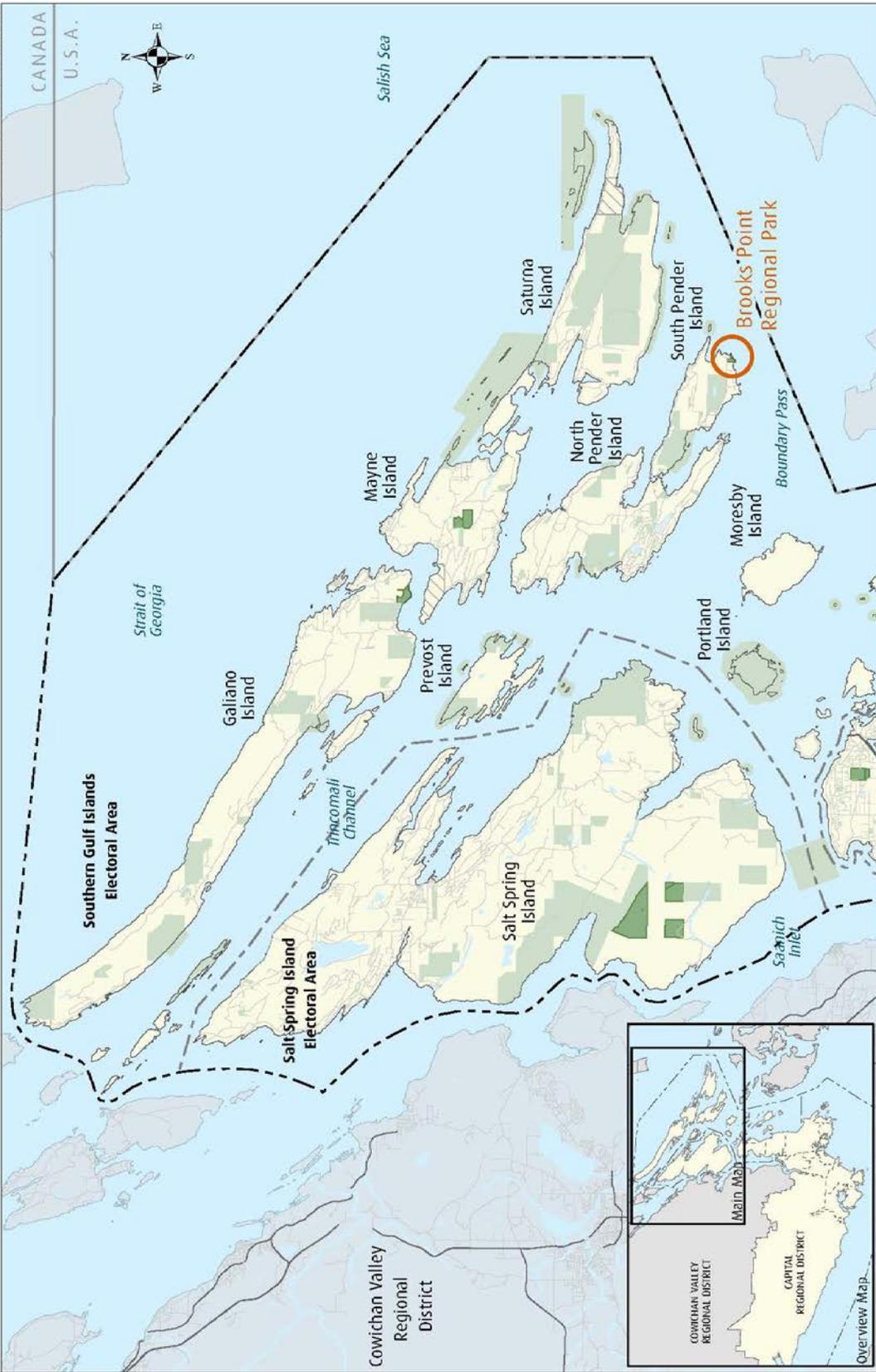
Visitor Experience: Brooks Point Regional Park will be managed to promote an enriching experience for visitors who appreciate its wild and scenic nature, respect and safeguard its ecological integrity, and engage in low-impact activities such as walking, viewing wildlife, and photography. High impact and large group activities that stress fragile ecosystems will not be allowed as they incrementally defeat the overall purpose of the plan.

Cultural Heritage: Brooks Point Regional Park will be managed in a manner that acknowledges and respects past, present and future human relationships with the land which supports its ecological integrity.

Park Operations and Facilities: Brooks Point Regional Park will be managed as a Regional Conservation Area, emphasizing the protection of the natural environment above all other objectives. Park facilities will be kept to the minimum necessary to ensure visitor safety, access, and communication of important park messages. Park maintenance operations will be carried out with sensitivity to key environmental and cultural values.

The park contains two zones: 1) Natural Environment Zone, and 2) Environmental Protection Zone. These zones reflect the presence of sensitive or rare ecosystem types and species, and denote the type of visitor use and facility development that can occur in each zone.

Park management plans are effective upon CRD Board adoption. Implementation of an approved plan is subject to the availability of staff and budget resources, and as supported by system-wide strategic priorities, the Management Plan Advisory Group, and the covenant holders. Priority implementation actions for Brooks Point include preparation of a conservation strategy, removal of remnant structures and unnecessary trails, installation of stairs for safe beach access at Gowlland Point, the preparation of a fire management strategy, and the establishment of a Volunteer Park Steward program. An updated Communication Plan will be prepared to ensure that changing seasonal information and important park messages can be effectively communicated to the public.



Management Plan
Brooks Point Regional Park
 Regional Context
 Map 1

- Regional Park
- Other Park / Protected Area
- First Nation Reserve
- Lake / Reservoir
- Municipal / Electoral Area Boundary
- CRD Boundary
- International Boundary
- Major Road
- Local Road
- River / Stream

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Projection: UTM, ZONE 10N, NAD 83

Scale: 0 2 4 6 Kilometres

Overview Map

Map1. Regional Context

1. Plan Overview

1.1 Description of Brooks Point Regional Park

Brooks Point Regional Park, which includes Gowlland Point, Brooks Point and the adjoining land between, is located on the southeastern tip of South Pender Island in the southern Gulf Islands. The park comprises five parcels, totaling 6.03 hectares (Map 2).

The relatively undeveloped oceanfront park is a mix of rocky coastal bluffs and grassy meadows, with forest components that include a number of veteran Douglas-fir trees. There are expansive views of Boundary Pass and the San Juan Islands to the south, and views east across the Salish Sea (Georgia Strait) to Mount Baker. The offshore waters have abundant marine life, including orca whales, which can often be seen from the points. In the spring, the meadows are covered with wild flowers, including an unusually prolific population of chocolate lilies. Interesting geological formations are on both points, which are connected by a fine gravel beach partially covered by driftwood.³

Present park facilities are limited to minor trails through the woodlands and grasslands, a narrow boardwalk through the wetland portion of the park, a park kiosk and informational signs, a bike rack, and an accessible toilet building. The park also contains remnant structures from previous owners, and a navigational beacon marking Gowlland Point.

The park is frequented by local residents (the permanent population of the Pender Islands according to 2011 census data is ~2,375), and by visitors to the island. Poets Cove Resort and Spa in Bedwell Harbour is within walking distance of the park. The Gulf Islands National Park Reserve (GINPR) covers over 30% of South Pender Island at 280.3 hectares, and local CRD community parks total 10.8 hectares. These protected areas contribute significantly to the protection of the island's biodiversity and enhance the value and importance of Brooks Point Regional Park.

1.2 Acquisition History

In 1997 the CRD Board agreed to contribute funds towards purchasing land for a regional park on South Pender Island and a significant portion of the purchase price was raised by conservation partners. The Pender Islands Conservancy Association (PICA), along with Friends of Brooks Point, the Nature Conservancy of Canada (NCC), The Land Conservancy of British Columbia (TLC), Habitat Acquisition Trust (HAT), and the Islands Trust Fund (ITF), raised the remaining funds needed to complete the purchase. In January 2000, two parcels of land were purchased from the Brooks family, keen naturalists and conservationists, who generously donated a third parcel to complete this portion of the park. In September 2000, CRD Regional Parks and TLC jointly purchased an additional 0.87 hectares of land on South Pender Island that includes Gowlland Point.

³ (2006), Patterson, K. *Summary description of rock outcroppings at Gowlland and Brooks Points, South Pender Island, B.C.*

In 2010, the CRD borrowed funds to purchase the remaining parcel of land connecting Brooks Point and Gowlland Point in partnership with TLC. Subsequently, PICA, ITF and HAT were instrumental in raising the community and conservation partner share of the acquisition funding. The acquisition was also supported by a substantial Habitat Stewardship Program grant from Environment Canada for protection of the Garry oak ecosystem and the endangered sharp-tailed snake habitat.

1.3 Conservation Covenant

In January 2000, NCC and ITF registered a Section 219 covenant on Lots 16, 17, and 18 at Brooks Point,⁴ and in November 2000, TLC registered a Section 219 covenant on Lot C at Gowlland Point.⁵ In 2014, ITF and HAT will register a Section 219 covenant on Lot 19 (Map 3). The covenants restrict the permitted uses on the land and determine the overall management framework for the park.

The ITF/HAT covenant states, *"The Lands contain significant natural area values and amenities including the endangered sharp-tailed snake (Contia tenuis) and other flora, fauna and natural features with great importance to the CRD, the Covenant Holders and the public"*.

Associated with the ITF/HAT covenant will be a right of access granted to each covenant holder that will allow the covenant holders to access and inspect the land to monitor for compliance of the covenant agreement.

The CRD and the covenant holders are working towards a consolidated covenant for all five parcels to be held by the ITF Board and HAT, with the NCC and TLC relinquishing their covenants in favour of a single ITF/HAT covenant for the entire park.

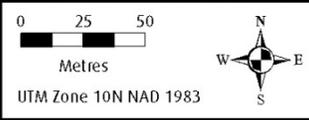
A consolidated covenant will reduce duplication of effort and streamline conservation covenant monitoring and administration.



Visitors love the diversity of landscapes a walk in the park provides—tall-grass meadows and open forestland provide a backdrop for an intertidal zone with striking geological formations. Photo: CRD Regional Parks.

⁴ Registered Covenant between the CRD (Grantor) and Nature Conservancy of Canada and Islands Trust Fund Board (Grantees), for Lots 16, 17, and 18, Pender Island, Cowichan District, Plan 6670, dated January 13, 2000. On file with the Land Title Office, Victoria.

⁵ Registered Covenant between the CRD (Grantor) and TLC The Land Conservancy of British Columbia (Grantee), for Lot C, Section 1, South Pender Island, Cowichan District, Plan 16049, dated November 2, 2000. On file with the Land Title Office, Victoria.



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Aerial photo flown 2013

Map 2	Oct. 2014	BP_MP_Detail.mxd
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- Potential and Existing Feature
- - - Hiking Trail
- - - Unofficial Trail (not maintained)
- Service Vehicle Access
- Road
- Building
- Parking Lot
- Lot Boundary
- Brooks Point Regional Park

Management Plan
Brooks Point Regional Park
 Park Detail

Map 2. Park Detail



<p>0 25 50 Metres</p> <p>UTM Zone 10N NAD 1983</p>	<p>— Road</p> <p>□ Lot Boundary</p> <p>▣ Brooks Point Regional Park</p>	<p>Management Plan</p> <p>Brooks Point Regional Park</p> <p>Park Parcels</p>	
<p>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.</p> <p>Aerial photo flown 2013</p>			
<p>Map 3</p>	<p>Oct. 2014</p>	<p>BP_MP_Parcels.mxd</p>	

Map 3. Park Parcels

1.4 Purpose of the Plan

The Brooks Point Regional Park Management Plan articulates a conservation oriented vision for the future. The plan describes the goals, objectives, and actions needed to fulfil this vision in a manner consistent with CRD Regional Parks' policies and the registered conservation covenant.

To achieve this, the plan will:

1. Provide park management direction based upon the best information available.
2. Set out park management goals and objectives for protecting the natural environment and cultural features of the park, and define specific actions for achieving them.
3. Identify the types of outdoor recreation uses that will be allowed, and indicate where in the park they will be accommodated.
4. Identify the types and locations of any park facilities and outline what services will be provided.
5. Provide for ongoing monitoring and assessment to ensure identified actions are effective and achieving the desired outcomes.

1.5 Park Classification

Because of its conservation focus, Brooks Point Regional Park is classified as a Regional Conservation Area. The primary purpose of a Regional Conservation Area is the protection of the natural environment. Only outdoor recreation activities that have minimal impact on the natural environment will be permitted. The main activities will be walking, nature study and wildlife viewing. Conservation areas generally have only the basic facilities needed to safely and sensitively access the natural areas.

1.6 Public Engagement

The management plan has been prepared with input from a Management Plan Advisory Group (MPAG) which has assisted with reviewing information, participating in the public open houses, and reviewing the management plan. The purpose of the MPAG is to bring together a diverse group of people with an interest in planning, management, use and operation of Brooks Point Regional Park and to provide ongoing advice regarding the park management plan. The MPAG is made up of seven people: five representatives of groups identified in the covenant placed on the three Brooks Point properties at the time of acquisition (January 2000), the covenant holders for the 2010 land acquisition, and one member-at-large who regularly uses the park but does not represent a specific group or interest. The MPAG is made up of representatives of the following specific groups or interests:

- The Nature Conservancy of Canada
- The Islands Trust Fund

- Habitat Acquisition Trust
- Friends of Brooks Point
- The Pender Islands Conservancy Association
- A representative of the Brooks family
- A Member-at-Large

The MPAG provides advice and assistance in preparing the park management plan. CRD Regional Parks works with the MPAG and covenant holders to reach agreement on the plan before it is submitted to the Regional Parks Committee for review and a recommendation to the CRD Board for adoption.

The public has been engaged in the development of the plan. The first public open house was held on Pender Island in November 2006 to provide initial feedback on the development of the first park management plan. A second public open house was held in November 2007 to allow the public to review the draft plan. Suggestions from that meeting and additional input from the MPAG were incorporated into the final plan that was adopted in 2008.

In the summer of 2014, The Friends of Brooks Point and PICA each consulted with community members about the management plan update. A meeting was also held with the MPAG in September to provide advice on updating the plan, and a community meeting was held on North Pender Island in October 2014 to gather feedback on the draft plan. The results of the engagement process are reflected in the 2014 park management plan.

1.7 Archaeological and Cultural Sites

In early 2007, CRD Regional Parks retained the services of Golder Associates Ltd. to assist in researching the cultural significance of Brooks Point Regional Park, and to identify any significant archaeological or historical features that should be noted in the 2008 park management plan.⁶ CRD Regional Parks' and Golder Associates staff also visited Brooks Point Regional Park with an elder from the Cowichan Tribes to get a First Nations historical perspective on the area's rich cultural history and use by aboriginal peoples.

Golder prepared a brief summary of the aboriginal and colonial cultural history of the park, and made a number of recommendations regarding protection of the cultural values within the park. They identified archaeologically significant areas within and near the park, and recommended that these be protected. They suggested that there may be a number of yet unidentified sites within the park that may be of cultural significance, and recommended that before any new facilities are placed within the park, a detailed inspection take place. The report was not specifically designed to address issues of traditional First Nations use of the property, and did not constitute a traditional use study.

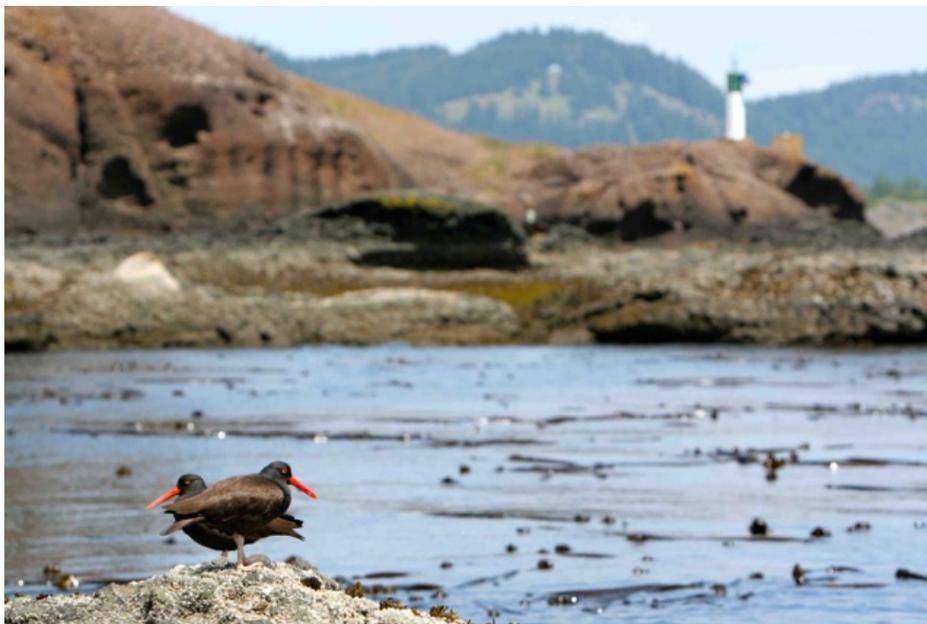
⁶ (2007), Golder Associates, Ltd. *Cultural Context Statement for Brooks Point, Pender Island, Preliminary Draft Report*. Victoria, BC.

1.8 Links to Other Plans

The management plan for Brooks Point Regional Park is informed by and linked to a number of other plans including the [Regional Parks Strategic Plan \(2012-2021\)](#), the [Pender Islands Parks Commission Parks and Trails Master Plan \(2008\)](#), the [Gulf Islands National Park Reserve Draft Management Plan \(2013\)](#), the [Islands Trust Fund Regional Conservation Plan \(2011-2015\)](#), the [Nature Conservancy of Canada's Salish Sea Natural Area Conservation Plan \(2010\)](#), and plans for a proposed [Southern Strait of Georgia National Marine Conservation Area Reserve](#).



The CRD acquisition of private land adjoining Brooks and Gowlland points, made possible with the help of community fund-raising and NGO conservation partner contributions, completed the six-hectare park in 2014. Photo: Paul Petrie.



Black oystercatchers are among the more colourful (and by far the noisiest) birds often seen where the land meets the sea in the park. Photo: David Greer.



The Coast Salish people who relied on the lands and waters of this area for sustenance believed that all things are connected. Centuries later, biologists arrived at the same conclusion and began to understand ecosystems as being like webs of life in which every strand is crucial, no matter how seemingly insignificant. Human enjoyment of parkland is a byproduct of conservation, but the most important beneficiary is the ecosystem itself. Photo: David Greer.



Like all ecosystems close to settled areas, the park contains a varied mix of native and non-native species. This pretty little plant on the Brooks Point cliffs is a member of the mustard family and not native to the area; it may have been a gift from the livestock that once grazed the meadows. One of the objectives of this plan is to control invasive species that threaten the ability of native plants to survive and thrive. Appendix 1 provides an overview of non-native species of particular concern. Photo: David Greer.

2. Brooks Point Regional Park Management Plan

2.1 Park Vision

The vision for Brooks Point Regional Park was developed by the MPAG and CRD Regional Parks to describe the ideal future state of the park and to provide a focal point for the development of the management plan.

Brooks Point Regional Park Vision

Brooks Point Regional Park is a protected, special place and focal point for community pride. The park provides a natural surrounding that remains as untouched as possible to maintain a healthy environment for species and ecosystems and to provide a unique and enjoyable experience for all visitors. Within the protection of the park, natural systems are restored and treasured ecosystems are encouraged to thrive. Ancient firs continue to bend in the breeze, blankets of wildflowers spread through the open spaces, and clear water laps the shoreline. Park facilities are kept minimal, with the least possible environmental footprint. As a result, the park provides a lasting refuge for people, plant and animal species, and ecosystems, its beauty cherished by all who visit this island sanctuary.

2.2 Direction Statements

The following Direction Statements have been prepared to guide the development of goals, objectives and actions for environmental conservation, visitor experience, cultural heritage, and park operations and facilities.

2.2.1 Environmental Conservation

Environmental Conservation Direction Statement

Brooks Point Regional Park will be managed to protect and conserve its ecological integrity including endangered plants, wildlife and natural ecosystems. Conservation of natural systems will be the primary management direction and take precedence over all other activities. Consequently, restoration of disturbed natural features and control of invasive species will be an important component of the environmental conservation strategy.

The context for environmental conservation comes from several sources. Most important are the conservation covenants registered on the park parcels. The ITF, NCC and TLC annually monitor their covenants to ensure the terms of the covenants are being met. In the 2014 monitoring report, ITF and TLC concluded that Brooks Point Regional Park covenant requirements were being met. A consolidated covenant will streamline the environmental conservation philosophy and annual monitoring for the park.

In the spring and summer of 2006 an ecological inventory was completed for the Brooks Point and Gowlland Point parcels.⁷ In 2012, a similar ecological inventory was completed for the 2010 parcel acquisition.⁸ In 2014 a baseline documentation report was prepared for the entire park, to be attached to the ITF/HAT conservation covenant.⁹ Overall, these inventories provide baseline information and recommendations for environmental restoration, species at risk, and invasive species management.

These three inventories describe the park ecosystems. Of note are the coastal grasslands and coastal bluff communities, which are among the rarest ecosystems in British Columbia. At-risk plant species are known to occur in typical coastal shoreline locations such as Brooks and Gowlland points. In 2013, the endangered sharp-tailed snake was positively identified in a Garry oak ecosystem in the park. The locations of sensitive species and ecosystems have been identified so they can be avoided when locating park facilities.

List of At-risk Species and Communities Identified at Brooks Point Regional Park

Red listed

Sharp-tailed snake (*Contia tenuis*)

Also listed as Endangered in Schedule 1 of the federal Species at Risk Act

Western redcedar – Douglas-fir/Oregon beaked-moss (*Thuja plicata – Pseudotsuga menziesii/Eurhynchium oregonum*)

Potential Garry oak/California brome (*Quercus garryana/Bromus carinatus*)

Blue listed

Band-tailed pigeon (*Patagioenas fasciata*)

Also listed as a Species of Special Concern in Schedule 1 of the federal Species at Risk Act

Barn swallow (*Hirundo rustica*)

Listed as Threatened by COSEWIC

NOTE: Additional at-risk species and ecological communities may exist at the site; further field work and mapping are needed to identify and map these elements.

Figure 1

⁷ (2006), Fairbarns, M. *Ecological Inventory of Brooks Point Regional Park Reserve*. Prepared for Capital Regional District Parks, Victoria, BC.

⁸ (2012), Fairbarns, M. *Ecological Assessment of a Proposed Addition to Brooks Point Regional Park*. Prepared for Capital Regional District Parks, Victoria, BC.

⁹ (2014). Masselink, M. *Baseline Report, Schedule B (attached to and forming part of the Covenant Agreement between the Trust Fund Board, Habitat Acquisition Trust, and the Capital Regional District (Owner), dated July 22, 2014) for Brooks Point Regional Park, South Pender Island*. Pender Island, BC.

The park has an exceptional concentration of chocolate lilies, a native wildflower, that are a key natural feature of the park, and one cherished by park visitors. The ecological inventories concluded that areas of Douglas-fir woodlands could recover their natural understorey now that the land is being managed as a Regional Conservation Area. The investigations also concluded that invasive species and deer browsing are the greatest threat to the ecological integrity of the park, and that action must be taken to reverse the invasion of non-native species and to protect young plants from browsing activity.

The invasive species of particular concern at Brooks Point are Scotch broom, gorse, laurel-leaved daphne, English holly, English hawthorn, Himalayan blackberry, and Canada thistle. The reports further concluded that the management of invasive species should form the basis of an ecological restoration plan for the park. The 2014 covenant baseline report identified specific invasive plant threats within the park and should be consulted for invasive species management (Appendix 1).

Brooks Point Regional Park has over 620 meters of marine shoreline and the interface between the marine environment and the land is an important natural feature of the park. Offshore are beds of bull kelp which provide important fish and invertebrate habitat, and the beaches have been identified in Islands Trust mapping as having suitable spawning areas for surf smelt and Pacific sandlance, which are cornerstone species in the marine food web.

Marine and coastal species will be affected by visitor use of the shoreline. To minimize the impact on these important biological features, shoreline activities must be low impact and construction avoided along the shoreline, other than for restoration, habitat conservation, or public safety purposes.

2.2.2 Visitor Experience

Visitor Experience Direction Statement

Brooks Point Regional Park will be managed to promote an enriching experience for visitors who appreciate its wild and scenic nature, respect and safeguard its ecological integrity, and engage in low impact activities such as walking, viewing wildlife, and photography. High impact and large group activities that stress fragile terrestrial and marine ecosystems will not be allowed, as they incrementally defeat the overall purpose of the plan.

The visitor use context was derived from a number of sources, including meetings with the MPAG and visitors to Brooks Point Regional Park. This input has been augmented by public comments received during the development of the 2008 park management plan and the 2014 plan update, including at several open houses on Pender Island, and from comment forms, letters and emails sent to CRD Regional Parks.

The key message from the MPAG and the public is a desire to keep the park as natural and undeveloped as possible. Although visitors want minimal facilities in the park, they would like the existing boardwalk extended to keep visitors from widening the path and to avoid muddy sections. They would also like to utilize the information kiosk near the entrance of the park to highlight seasonal phenomena such as spring wildflower displays, and to communicate important park messages to visitors. Very few additional signs were deemed necessary.

There was consensus that visitor use should be limited to passive activities, such as walking, nature study, and photography, and that the visitor experience should depend on the park environment being kept in a wild, natural state for visitors to enjoy. The exception is the installation of facilities needed for public hygiene and safety, such as a toilet building and safe beach access stairs at Gowlland Point.

2.2.3 Cultural Heritage

Cultural Heritage Direction Statement

Brooks Point Regional Park will be managed in a way that acknowledges and respects past, present and future human relationships with the land and supports its ecological integrity.

In 2006, CRD Regional Parks retained the services of Golder Associates Ltd. (Golder) to assist in researching the cultural significance of the park, and to identify any significant archaeological or historic features that should be noted in managing the park. To obtain a First Nations historical perspective, in 2006, Golder staff and CRD Regional Parks' staff visited Brooks Point Regional Park with 'Luschiim,' an elder from the Cowichan Tribes. Luschiim shared his knowledge of the area's rich cultural history and traditional uses of the land and water.

According to Golder Associates, Pender Island, as part of the Gulf Islands, has been home to the Central Coast Salish Peoples for thousands of years, including those represented today by the Hul'qumi'num Treaty Group, Tseycum Treaty Group, and Sencot'en Alliance. In Hul'qumi'num, Pender Island is known as "Tl'e'ult-hw", meaning 'settled'.

The Gulf Islands were traditionally used by First Nations for hunting, fishing and gathering, according to the seasonal availability of resources. For instance, in the spring, shellfish and herring fisheries were particularly important, while salmon runs were central to summer and fall activities. Bluffs such as at Gowlland Point would have



Today, black-tailed deer are frequent and protected visitors to Brooks Point Regional Park, but in the past Coast Salish peoples actively hunted them. Photo: David Greer.

been a good vantage point for watching for fish and marine mammals, important food sources, which would have been cooked over a fire or dried.

Gathering of plants for ceremonial and medicinal purposes was on-going with the seasons. The forest was both grocery store and pharmacy. Meadows were regularly burned to 'sweeten' the soil, making it better for camas and other edible bulbs and plants. Thinning dense patches of food plants encouraged the growth of larger bulbs and berries.

In the words of Luschiim, an elder of the Cowichan Tribes:

Mukw'stem'ó s-ihilhukw'tul
"Everything is connected"

Golder Associates identified archaeological sites within and near the park. They recommended that no park development occur on or near these known sites. In addition, Golder Associates suggested that upon more detailed archaeological investigation, other parts of the park might contain sites of cultural significance. They recommended that a detailed site specific investigation take place prior to the development of any new facilities that could impact culturally significant sites.

According to Golder Associates, the post-contact history of the site began in 1791, when Spanish explorers Juan Pantoja and Jose Maria Narvaez charted the Gulf Islands. Around this time, Pender Island was surveyed by Francisco-Eliza, commandant at Nootka. Pender Island was named for Daniel Pender, who charted the British Columbia coast between 1857 and 1870 aboard the H.M.S. Plumper. Gowlland Point was named for Staff Commander John Thomas Gowlland who was assisting with the survey of this coast during this time.

It was not until the 1870s that Euro-Canadian settlers arrived on Pender Island, primarily from Scotland and England. New immigrants cleared land for both subsistence farming and, later, commercial farming. Rough tracks through dense old growth forest connected widely scattered homesteads, such as those located at Brooks Point.

2.2.4 Park Operations and Facilities

Park Operations and Facilities Direction Statement

Brooks Point Regional Park, as a Regional Conservation Area, will emphasize the protection of the natural environment above all other objectives. Park facilities will be kept to a minimum to ensure visitor safety, and the park will be supported by maintenance operations carried out with sensitivity to important environmental and cultural values.

CRD Regional Parks maintains Brooks Point Regional Park from its headquarters on Vancouver Island through regularly scheduled visits to the park. CRD Regional Parks' staff will also work with Volunteer Park Stewards, covenant holders, and park visitors to respond to reported hazards or misuse of the park.



The existing boardwalk to Brooks Point through the Natural Environment Zone will be maintained and extended over muddy areas. Photo: Paul Petrie.

CRD Regional Parks will maintain all facilities to regional parks standards, with public safety a keystone of park operations. As a Regional Conservation Area, park operations staff will tailor all operations to accommodate the environmental conservation, visitor experience and cultural heritage objectives of the management plan and will operate in compliance with the conservation covenant(s) registered on the lands.

in consultation with the Pender Islands Fire Department and park neighbours, a protocol for fighting any fires within the park, and for assisting neighbours as much as possible in the event of a fire on an adjacent property.

Brooks Point Regional Park contains large areas of grasslands that get very dry in summer. CRD Regional Parks will develop,

No dock facilities or shoreline modifications will be developed within the park. A safe beach access will be developed at Gowlland Point in consultation with the MPAG.

2.3 Park Zones

Although the classification of Brooks Point Regional Park as a Regional Conservation Area sets out the general context for park management, different areas within the park require finer scale zoning. CRD Regional Parks has developed zone types to identify areas with similar ecological and management needs. The zone types determine which activities the lands in each category can support. Populations of rare species may appear in any zone, and must be managed individually as ecologically sensitive areas.

Based upon the 2006, 2012, and 2014 ecological inventories, and consultation with the MPAG, the park has two zones. Due to the presence of rare ecosystem types and endangered species (sharp-tailed snake), much of the land within Brooks Point Regional Park is in the Environmental Protection Zone, while the remainder of the park is in the Natural Environment Zone (Map 4).

2.3.1 Environmental Protection Zone

Lands that have exceptionally high ecological significance or high sensitivity to disturbance require special attention. Recreational activities and facilities that can negatively affect these areas will be restricted. Specific areas are so fragile and subject to damage that they need to be managed to protect the species at risk. At Brooks Point, access within the Environmental Protection Zone will be limited to a few well-placed trails of narrow width and surface type so as to reduce the risk of introducing invasive species, compromising the soil complex, or enhancing erosion. An access staircase to safeguard public safety at Gowlland Point will be considered if it can be located outside of identified archaeological sites.

In areas where damage has already occurred, restoration of the natural systems may be warranted. The Environmental Protection Zone applies to the majority of the park area due to the presence of so many sensitive ecosystems and species. This zone is approximately 4.43 hectares, or 72% of the park area, and occupies the middle and southern portions of the park, including Brooks Point, Gowlland Point, the connecting shoreline, and the sharp-tailed snake habitat identified in the 2014 baseline report. The marine foreshore is also an area of high conservation value, and every effort should be made to ensure that upland activities do not interfere with the natural systems on the foreshore.

2.3.2 Natural Environment Zone

This zone occupies the northern section of the Brooks Point properties. It contains good examples of Douglas-fir, grand fir, bigleaf maple, and red alder habitat; however, due to higher levels of historic and current human disturbance and resultant changes to condition and composition of natural ecosystems, this zone is not considered to be as environmentally sensitive as the Environmental Protection Zone. There is more flexibility in locating trails, structures and directing visitor activities in this zone. Although the acceptable levels of human use and management activities are somewhat higher here than in the Environmental Protection Zone, there is still a need to manage this area in a way that does not compromise its natural values. Recreation activities and facilities are trail oriented, but can include additional signage and entrance information. This zone is approximately 1.73 hectares, or 28% of the park area.



The vista across Haro Strait from Brooks Point includes Stuart Island, the northernmost of the American San Juan Islands. Photo: Paul Petrie.

Brooks Point Regional Park Management Zone Guidelines				
Management Zones	Objectives	Environmental Values	Visitor Experience and Activities	Typical Infrastructure
<i>Environmental Protection Zone</i>	To provide the maximum level of protection to ecologically significant areas within regional parks for long term land stewardship.	Highest degree of ecological protection for rare or endangered species and ecosystems (e.g. Garry oak meadows, areas with species at risk, fish habitat).	Passive visitor experience only including nature study and appreciation of natural features. Some areas possibly set aside with no visitor access.	Limited to low impact nature trails, boardwalks, safe beach access, and minimum signage to protect ecologically sensitive areas.
<i>Natural Environment Zone</i>	To provide a significant level of protection to protect and regenerate the natural environment within regional parks.	Protect and regenerate the forest to sustain a buffer protecting the Environmental Protection Zone.	Visitor experience is one of taking part in low impact outdoor activities in a natural setting. Activities support the protection of natural features.	Access trails, narrow boardwalk through marshy area, information kiosk and signage at entrance. Bike rack and toilet facility.

Figure 2



Brooks Point provides an ideal location to admire wildflowers close-up and to gaze on distant islands. Photo: David Greer.



<p>0 25 50 Metres</p> <p>UTM Zone 10N NAD 1983</p>	<ul style="list-style-type: none"> Natural Environment Zone Environmental Protection Zone Hiking Trail Unofficial Trail (not maintained) Service Vehicle Access Road Lot Boundary Brooks Point Regional Park 	<p>Management Plan</p> <p>Brooks Point Regional Park</p> <p>Park Management Zones</p>			
<p><small>DISCLAIMER</small> 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.</p> <p><small>Aerial photo flown 2013</small></p>					
<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="padding: 2px;">Map 4</td> <td style="padding: 2px;">Oct. 2014</td> <td style="padding: 2px;">BP_MP_Zoning.mxd</td> </tr> </table>	Map 4	Oct. 2014	BP_MP_Zoning.mxd		
Map 4	Oct. 2014	BP_MP_Zoning.mxd			

Map 4. Park Management Zones

2.4 Management Goal, Objectives, and Actions

A single overarching park management goal has been created to guide the development of management plan objectives and actions. The park management goal for Brooks Point Regional Park maintains a logical connection between the Regional Parks Strategic Plan, the focus of the park management plan, and the registered conservation covenant.

2.4.1 Park Management Goal

To ensure critical environmental, cultural heritage and visitor experience values are protected and sustained in accordance with the conservation covenant and through the use of best management practices.

Best management practices include, but are not limited to, the following:

- On-going collection, analysis, and use of data in planning and conservation work.
- Reliance on science, and professional and traditional knowledge, as the foundation of decision making, in accordance with the conservation covenant.
- Use of the precautionary principle to guide park management decisions.
- Application of an adaptive management framework to monitor and assess the effectiveness of park management actions.
- Adherence to transparent and accountable decision making.
- Effective utilization of resources.
- Use of an array of communications strategies to relay key park messages.
- Working in partnership with covenant holders, community organizations, park users, agencies, government, and First Nations to achieve park management objectives.

Based on the overarching goal, park management objectives and actions have been developed for the following key areas:

- Environmental conservation
- Visitor experience
- Cultural heritage
- Park operations and facilities

2.4.2 Environmental Conservation

Objectives:

- To conserve and protect the park's natural systems, and its rare and endangered plants, wildlife and ecosystems.
- To restore disturbed natural features and manage invasive species.

Actions:

- Develop an environmental conservation strategy based on the 2014 baseline report, and the 2006/2012 ecological assessments.
- Implement environmental conservation management actions in accordance with the recommendations identified in the 2014 baseline report (Appendix 1) until an environmental conservation strategy for the park is approved by all parties.
- Manage the park to conserve its rare and endangered species and ecosystems, particularly the rare coastal bluff ecosystems on the steep bluffs above the shorelines of both Brooks and Gowlland points.
- Maintain trails to minimize impacts on sensitive ecosystems and protected species.
- Direct visitors to remain on designated trails through signage or subtle control measures to minimize trampling of native wildflowers, particularly the chocolate lily population.
- Update the CRD Regional Parks Bylaw No. 3682 to require dogs to be on leash in the Environmental Protection Zone, and on trails in the Natural Environment Zone.

2.4.3 Visitor Experience

Objectives:

- To manage the park to promote an enriching experience for visitors who appreciate its wild and scenic nature, respect and safeguard its ecological integrity, and engage in low impact activities such as walking, viewing wildlife, and photography.
- To prohibit high impact and large group activities that stress fragile ecosystems, as they incrementally defeat the overall purpose of the plan.

Actions:

- Provide park amenities that support only passive recreational activities such as walking, nature study, photography, and wildlife viewing.
- Manage the park so that visitors are encouraged to leave no trace of their visit by not providing garbage cans and requesting that visitors pack out what they bring into the park.

- Prohibit motorized vehicles (with the exception of necessary park service or emergency vehicles), bikes and equestrian use in the park.
- Strictly limit the issuance of Special Park Use Permits. Such permits should support the park's purpose and vision and not negatively impact the natural environment.
- Do not permit organized, high impact events that may negatively impact the park, such as formal weddings or large family gatherings.
- Prepare a Communication Plan for relaying key park messages to the public. Consider using a variety of communications tools, such as a park brochure, web page, social media, kiosk, and interpretive, directional, and regulatory signs.
- Establish a CRD Volunteer Park Steward program to support on-going park management.

2.4.4 Cultural Heritage

Objectives:

- To manage the park in a manner that acknowledges and respects past, present and future human relationships with the land and that supports its ecological integrity.

Actions:

- Conduct a detailed archaeological assessment before constructing park facilities, particularly along the shoreline or within or adjacent to a provincially identified archaeological site.
- Do not construct park facilities on archaeological sites identified by the province or registered archaeologists without appropriate consultations and permits in place.
- Where possible, include information about First Nations' use of the land and water in park communications.
- Obtain the consent of the covenant holders before removing significant post-contact artifacts, except for safety or emergency purposes.
- Consider restoration objectives for cultural features in the environmental conservation strategy.
- Follow provincial guidelines and regulations for addressing aboriginal sites, features, or artifacts in the park.

2.4.5 Park Operations and Facilities

Objectives:

- To manage the park as a Regional Conservation Area, emphasizing the protection of the natural environment above all other objectives.

- To limit park facilities to those necessary to address visitor access, safety and communications.
- To undertake park maintenance operations with sensitivity to environmental and cultural values.

Facilities Actions:

- Limit facilities in the Environmental Protection Zone to natural paths, low impact beach access, and minimum signage in order to support conservation objectives and not disrupt the sweeping vistas or wild character of the park.
- Limit park facilities in the Natural Environment Zone to those necessary for visitor access, safety and communications. These include minimal, well-placed park signage, connecting trails, a toilet facility, bike rack, possible bench, and possible “doggy pots.”
- Maintain the boardwalk through the Natural Environment Zone; extend over muddy areas just beyond the present boardwalk and keep to its current width.
- Consider the addition of a second kiosk near the trailhead to Brooks Point to highlight seasonal natural phenomena, park etiquette, and other park management messages.
- Keep parking on Gowlland Point Road. If the Ministry of Transportation and Infrastructure (MOTI) requires off street parking in the future, obtain covenant holder input and approval for creating an acceptable parking area within or adjacent to park boundaries.
- Install MOTI-approved signage at the entrance to Kloshe Road to inform park visitors that there is no parking or turn around area at the end of the road.
- Maintain the shoreline in a natural condition and do not place rip rap or construct docks, piers, breakwaters, seawalls, or other “hard structures.”
- Provide safe shoreline access at Gowlland Point, avoiding identified archaeological sites; utilize minimal and low impact construction methods wherever possible.

Operations Actions:

- Maintain all park facilities to regional park standards and provide CRD contact information on the park kiosk for visitors to report violations or safety issues.
- Operate the park with public safety and environmental conservation as primary considerations.
- Locate and maintain signs, trails and the kiosk in such a way that they support the conservation direction of the park.
- Obtain MOTI approval for locating a section of the Gowlland Point trail across the southern end of Kloshe Road (to connect with the Brooks Point trail).
- Work with the fire chief, the local volunteer fire department, and park neighbours to develop a Fire Management Strategy for the park.



The most ancient Douglas-firs on Gowlland Point have lost countless limbs to winter storms over the centuries, yet soldier on. Though they may look decrepit, their contribution to the life of their ecosystem is far greater than younger trees: pileated woodpeckers with jackhammer bills feast on insects below the bark, bald eagles take full advantage of the good visibility offered by high bare branches, and the decaying limbs they have dropped become nurse logs for new generations of flora and fauna. Photo: David Greer.

3. Plan Implementation, Monitoring and Evaluation

3.1 Plan Implementation

Park management plans are in effect upon CRD Board approval. Implementation actions will be considered in relation to CRD Regional Parks' overall strategic priorities, service plan, annual work plans, and as supported by the MPAG and the covenant holders.

High priority actions that should commence upon plan adoption are shown below. Costs associated with implementing these high priority actions will come from CRD Regional Parks' core budget.

High Priority Implementation Actions	Estimated Cost
1. Prepare a conservation strategy, based on the 2006/2012 ecological assessments and the 2014 baseline report.	\$5,000
2. Prepare a fire management strategy in consultation with the Pender Island fire department and park neighbours.	N/A
3. Remove unnecessary trails in conjunction with ecological restoration goals identified in the conservation strategy and extend the boardwalk over muddy areas.	\$2,000
4. Construct a safe beach access at Gowlland Point with appropriate consultations and permits in place; conduct an archaeological assessment prior to determining the location of the access.	\$23,000
5. Remove identified structures in accordance with a scope of work that addresses environmental considerations and cultural values.	\$8,000
6. Prepare and implement a communications plan that includes a range of communication tools for conveying important park management messages to the public.	\$2,000
7. Establish a Volunteer Park Steward program to assist with park management and to enhance the visitor experience.	N/A
Total Estimated Cost to Implement High Priority Actions:	\$40,000

3.2 Plan Monitoring and Evaluation

Because of the overriding conservation directions in this plan, site restoration and invasive species management will be a major contributor to the success of the plan. Identification of monitoring and evaluation measures will be an integral part of the restoration and invasive species management plans for the park, and conservation outcomes will be tracked and reported on by staff to meet park management objectives.

As restoration occurs, invasive species removed, and the land managed as a regional conservation area, the quality of the natural environment will gradually change towards that outlined in the Park Vision. Success of the plan will be measured by comparing the current conditions to desired future condition, with the current ecological inventory providing a baseline for the on-going evaluation of the plan's success. In this way the plan will be updated as needed in consultation with the covenant holders and the MPAG until there is a demonstrated need for a complete review (i.e. in conjunction with the update of the CRD Regional Parks Strategic Plan, or in the event of further park expansion).

If at any time management of the land changes in such a way as to potentially contravene the restrictions in the covenant, the covenant holders will be consulted.



Turkey vultures are a common sight on South Pender. Though frequently solitary, they group together (on Brooks Point in this case) either to feed on carrion or, in early fall, to prepare for their migration south. Photo: Paul Petrie.



From the perspective of a sailor, Brooks Point Regional Park is a picturesque headland and useful landmark. And when a colourful spinnaker is raised to catch a breath of wind, sailboats can make a nice addition to the vista to be enjoyed by a park visitor. Photo: David Greer.



The mature Douglas-firs on Gowlland Point contrast with the open tall-grass meadows that flourish on its sister to the west, Brooks Point. Photo: Paul Petrie.



The conservation orientation of the park is geared towards low-impact visitors who leave no trace—walkers, birdwatchers, even lone musicians who serenade the passing orcas. High-impact visits by larger groups are not permitted because of the potential for damage to delicate ecosystems. Photo: David Greer.

References

All references are on file with the CRD and Covenant Holders

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Appendix 1

Environmental Conservation Guidelines¹⁰

SOURCE: 2014 Baseline Report for Brooks Point Regional Park (Masselink, M.)

Invasive plant species pose a risk to the integrity of several of the Vegetation Types in the park and to the future restoration of a Garry oak woodland. Sharp-tailed snake habitat on Gowlland Point is also compromised by invasive plant species.

- Although some invasive plants were not prevalent such as spurge laurel, English ivy, English holly and creeping buttercup, they have the potential to become problematic and should be removed while still possible with relative ease. Scotch broom and gorse are being successfully managed throughout the park.
- Several invasive species are problematic. Introduced blackberries threaten to cover the red-osier dogwood in Vegetation Type 4 as well as the shrub area of Vegetation Type 7.¹¹ Exotic hawthorn, while being kept in check somewhat by deer browsing, is becoming established throughout Vegetation Types 5, 7, and 8, as are the non-native roses. These species should be removed from Vegetation Types 4 and 7; however, great care is needed to remove them from Vegetation Types 5 and 8 so as not to disturb wildflower bulbs. In these areas, it would be safer to cut them back at the base.
- There are numerous invasive grass species in Vegetation Types 5 and 8 that have likely displaced the native grasses that are part of a woodland ecosystem. Orchard grass is the most prevalent of these; however, this species is playing an important function in protecting the woodland flowers (most notably the chocolate lilies) from emergence through to their seed dispersal stage, by limiting foot traffic to the pathways (due to its height > 1.5 m) and limiting browsing by deer. It would also be difficult to remove this species without compromising flower bulbs.
- Canada thistle is also becoming established throughout Vegetation Types 5 and 8. Its numbers can be reduced by annually cutting its flower stems off just before flowering. This prevents seed dispersal and exhausts the root system without disturbing the soil.
- Garry oak saplings should be protected – a deer exclusion plot in the vicinity of the existing mature Garry oak trees should be considered.
- Dense blackberries, Scotch broom and gorse patches shade potential sharp-tailed snake habitat.

¹⁰ These guidelines should be referred to until replaced by an approved conservation strategy for the park.

¹¹ For Vegetation Type locations, see Map 4; for Vegetation Type photographs, see accompanying photo log.

Visitor traffic poses a risk to the coastal rock bluff, grassland ecosystem (Vegetation Type 6) as well as two potential sharp-tailed snake egg laying sites. Toward the end of both Gowlland Point and Brooks Point, the trails become several meters wide due to foot traffic. Wildflowers are being trampled and the soils compacted. While most of the plants of this ecosystem are used to harsh conditions and are managing to persist, it would be best to limit the width of the trails. As outlined in the Brooks Point Regional Park Management Plan (2008), the park is to be maintained as natural and undeveloped as possible.

- Improving the definition of the existing trail may help visitors understand its extent and discourage them from wandering off the path. This subtle intervention may help reduce the impact to this sensitive ecosystem.
- Dogs should be leashed particularly in these areas, with perhaps an off leash beach area as compensation.
- Extra signage, just as exiting the forest out onto each point, restating the need to protect the sensitive ecosystems of the park and that dogs need to be leashed, may be helpful.
- Allow the grasses to grow up in both the old pasture area and on Gowlland Point. They act as a passive barrier to foot traffic and help protect wildflowers.

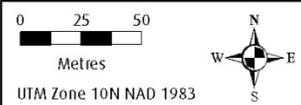
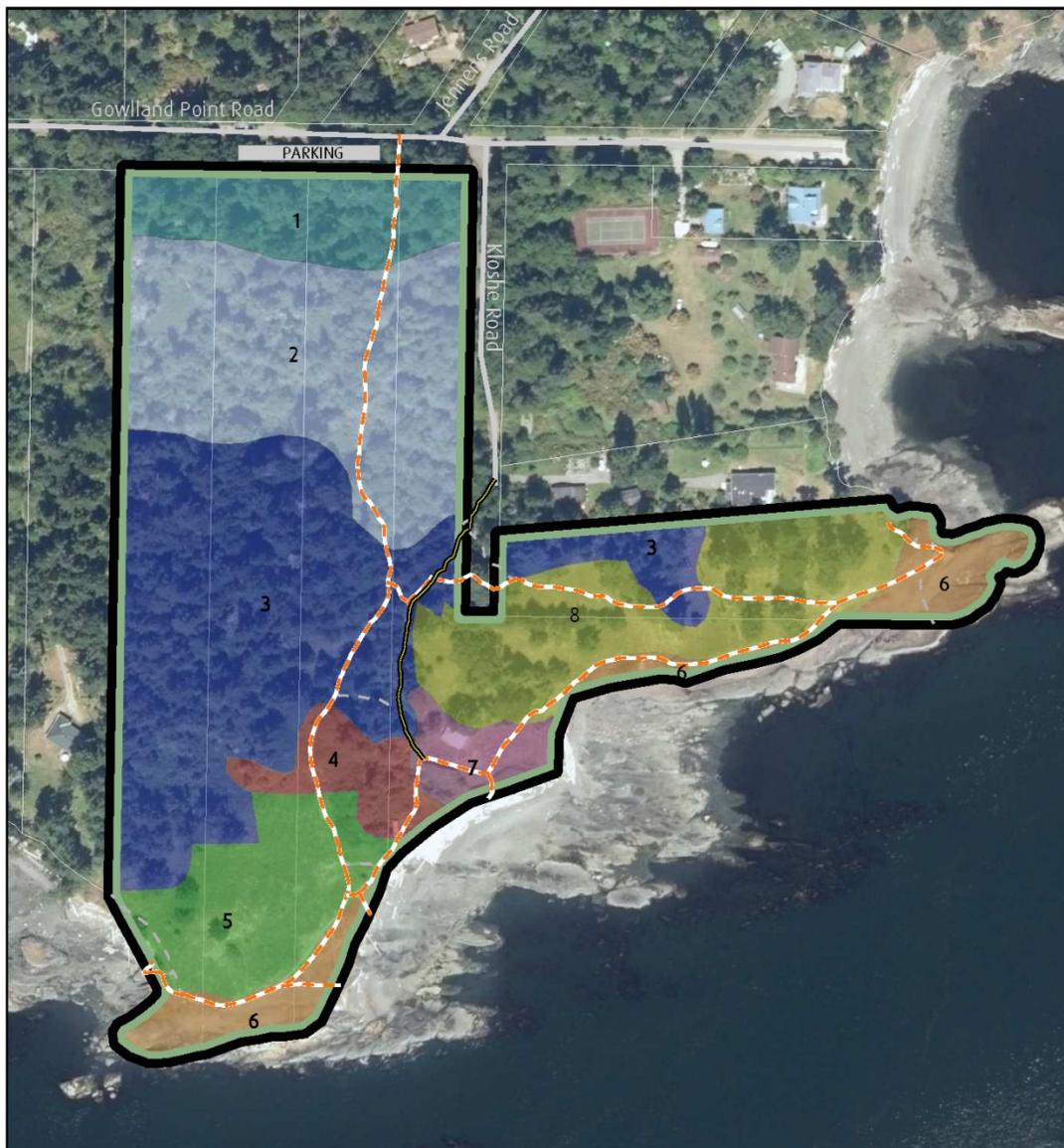
Maintenance of the grass fields poses a threat to the sharp-tailed snakes.

- Cutting tall and dense grass to, for example, create fire breaks, should take place when the sharp-tailed snake is hibernating in November, December, and January, as they might inhabit the lower reaches of the grass land.

Foundations of the building could be used by the sharp-tailed snake, and should be left alone, unless they are removed one piece at a time to avoid crushing a snake.



The tiny sharp-tailed snake is listed as endangered under the federal Species at Risk Act and provincially is red-listed, the category reserved for the most endangered species. Photo: Chris Engelstoft.



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Aerial photo flown 2013

Map 5	Oct. 2014	BP_MP_Vegetation.mxd
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- Vegetation Type**
- 1 - Douglas-fir/grand fir/bigleaf maple
 - 2 - Red alder/grand fir/salmonberry
 - 3 - Douglas-fir/grand fir/western redcedar - oceanspray
 - 4 - Willow species and red-osier dogwood
 - 5 - Douglas-fir-woodland/pasture
 - 6 - Coastal bluff ecosystem
 - 7 - Mixed shrub/abandoned settlement
 - 8 - Douglas-fir - Garry oak

Management Plan
Brooks Point Regional Park
 Vegetation Types

Map 5. Vegetation Types (from 2014 Baseline Report)

Vegetation Types – Photo Gallery. Photo credit M. Masselink.



Vegetation Type 1 – Douglas-fir/grand Fir/bigleaf maple



Vegetation Type 2: Red alder/grand fir/salmonberry



Vegetation Type 3: Douglas-fir/grand fir/western redcedar – oceanspray



Vegetation Type 4: Willow species and red-osier dogwood



Vegetation Type 5: Douglas-fir-woodland/pasture



Vegetation Type 6: Coastal bluff ecosystem



Vegetation Type 7: Mixed shrub/abandoned settlement



Vegetation Type 8: Douglas-fir – Garry Oak



The thousands of chocolate lilies on Brooks and Gowlland points get little attention once their blooms fade, but the seedpods they produce as summer progresses are equally beautiful in a far more subtle way, and their efficiency in seed dispersal is the guarantee of next year's spring spectacle. Photo: David Greer.

