



Notice of Meeting and Meeting Agenda Regional Parks Committee

Wednesday, February 23, 2022

9:30 AM

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

R. Mersereau (Chair), G. Young (Vice Chair), G. Holman, B. Isitt, R. Martin,
J. Ranns, D. Screech, L. Seaton, M. Tait, N. Taylor, 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. [22-141](#) Minutes of the January 26, 2022 Regional Parks Committee Meeting

Recommendation: That the minutes of the Regional Parks Committee meeting of January 26, 2022 be adopted as circulated.

Attachments: [Minutes - January 26, 2022](#)

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 for "Addressing the Board" on our website 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.

6. Committee Business

- 6.1.** [22-149](#) 2022 Regional Parks Committee Terms of Reference - Revised
- Recommendation:** That the Regional Parks Committee recommend to the Capital Regional District Board:
That the Regional Parks Committee 2022 Terms of Reference, attached as Appendix A, be approved as amended.
- Attachments:** [Staff Report: 2022 RPC Terms of Reference – Revised](#)
[Appendix A: 2022 RPC Terms of Reference](#)
[Appendix B: 2022 RPC Terms of Reference \(redlined\)](#)
[Appendix C: Board Approved 2022 RPC Terms of Reference](#)
- 6.2.** [22-055](#) Elk/Beaver Lake Remediation - Project Update
- Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board:
That the CRD Regional Parks Elk/Beaver Lake Remediation Update be received for information.
- Attachments:** [Staff Report: Elk/Beaver Lake Remediation - Project Update](#)
- 6.3.** [22-139](#) Conservation Strategy Framework Review
- Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board:
That the 2010 Framework for the Conservation Strategy for Capital Regional District - Regional Parks: Providing strategic direction for parkland management not be adopted on an interim basis, and a new conservation plan be developed by staff for Board decision following the strategic plan update.
- Attachments:** [Staff Report: Conservation Strategy Framework Review](#)
[Appendix A: Draft Conservation Strategy Framework - March 2010](#)
- 6.4.** [22-129](#) 2021 Regional Parks Compliance and Enforcement Program
- Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board:
That the 2021 Regional Parks Compliance and Enforcement Program staff report be received for information.
- Attachments:** [Staff Report: Regional Parks Compliance & Enforcement Program](#)
[Appendix A: Regional Parks Compliance & Enforcement Summary](#)

7. Notice(s) of Motion

8. New Business

9. Adjournment

The next meeting is April 27, 2022.

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

Meeting Minutes

Regional Parks Committee

Wednesday, January 26, 2022

9:30 AM

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

PRESENT

Directors: R. Mersereau (Chair), G. Young (Vice Chair) (EP), G. Holman (EP), B. Isitt (10:13 am EP), R. Martin (EP), J. Ranns (EP), D. Screech (EP), L. Seaton (EP), M. Tait (9:56 am), N. Taylor (EP), C. Plant (Board Chair, ex officio) (EP)

Staff: R. Lapham, Chief Administrative Officer; L. Hutcheson, General Manager, Parks and Environmental Services; J. Leahy, Senior Manager, Regional Parks; S. May, Senior Manager, Facilities Management and Engineering Services; M. MacIntyre, Planning Manager, Regional Parks; E. Taylor, Planner, Regional Parks; M. Lagoa, Deputy Corporate Officer; S. Orr, Senior Committee Clerk; J. Dorman, Committee Clerk; T. Pillipow, Committee Clerk (Recorder)

EP - Electronic Participation

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

1. Territorial Acknowledgement

Chair Mersereau provided a Territorial Acknowledgement.

2. Approval of Agenda

MOVED by Director Young, **SECONDED** by Director Ranns,
That the agenda for the January 26, 2022 Regional Parks Committee meeting be approved.
CARRIED

3. Adoption of Minutes

3.1. [22-041](#) Minutes of the November 24, 2021 Regional Parks Committee Meeting

MOVED by Director Young, **SECONDED** by Director Ranns,
That the minutes of the Regional Parks Committee meeting of November 24, 2021 be adopted as circulated.
CARRIED

4. Chair's Remarks

Chair Mersereau spoke of the importance of today's discussions regarding the Regional Parks Strategic Plan.

5. Presentations/Delegations

- 5.1. [22-088](#) Delegation - Rob Thomas; Representing South Island Disc Golf Society:
Re: Agenda Item 6.2. : Regional Parks - Strategic Plan Update
R. Thomas spoke to Item 6.2.

6. Committee Business

- 6.1. [22-048](#) 2022 Regional Parks Committee Terms of Reference
Discussion ensued on the intersectionality of trails between transportation and parks.

**MOVED by Director Young, SECONDED by Director Ranns,
That the Regional Parks Committee receive the 2022 Terms of Reference,
attached as Appendix A.**

DEFEATED

**OPPOSED: Holman, Martin, Mersereau, Plant, Ranns, Screech, Seaton, Taylor,
Young**

**MOVED by Director Plant, SECONDED by Director Ranns,
That the Terms of Reference be referred back to the Board Chair to work with
staff, the Chair and Vice Chair of the Regional Parks Committee, and the Chair of
the Transportation Committee to bring back a Terms of Reference to reflect the
intersectionality of regional trails between Parks and Transportation.**

CARRIED

- 6.2. [22-056](#) Regional Parks - Strategic Plan Update

L. Hutcheson spoke to Item 6.2.

Discussion ensued on the following:

- the criteria required to be considered a stakeholder
- the gap in stakeholder representation
- the need to engage the broader public
- the definition of conservation within this document
- having conservation-compatible recreation in parks
- reporting, in hectares, the amount of municipal land reserved
for conservation/legislated protection
- applying First Nation world views and knowledge to the strategic plan

**MOVED by Director Tait, SECONDED by Director Ranns,
That the Rules of Procedure be suspended to facilitate a roundtable discussion
on Item 6.2. before considering the recommendation.**

CARRIED

Director Isitt joined the meeting at 10:13 am.

**MOVED by Director Tait, SECONDED by Director Young,
The Regional Parks Committee recommends to the Capital Regional District
Board:
That the proposed vision, values and mission statements and proposed priorities
be accepted for stakeholder, First Nations and public input.**

MOVED by Director Holman, **SECONDED** by Director Martin,
That the motion be amended to include the wording "...amended as follows: to include the word "compatible" in front of the words "outdoor recreation" in the second Mission Statement and in the Recreation Statement under Values & Principles.

DEFEATED

OPPOSED: Mersereau, Plant, Ranns, Seaton, Tait, Taylor, Young

MOVED by Director Plant, **SECONDED** by Director Taylor,
That the motion be amended to remove the wording "vision," after the wording "the proposed".

CARRIED

MOVED by Director Isitt, **SECONDED** by Director Taylor,
That the motion be amended to add the wording, "and that the order of the items in the mission and values statements be revised for the Board meeting to give priority to items relating to First Nations and conservation", after the words "and public input,".

DEFEATED

OPPOSED: Martin, Mersereau, Plant, Ranns, Seaton, Tait, Young

Director Ranns left the meeting at 11:24 am.

Director Screech left the meeting at 11:39 am.

MOVED by Director Isitt, **SECONDED** by Director Plant,
That the motion be amended to include the wording "That the items in the missions, and values and principles be revised prior to the Board meeting so that they appear in alphabetical order.".

MOVED by Director Tait, **SECONDED** by Director Young,
That the amending motion be further amended to remove the wording "missions, and" in front of the wording "values and principles..."

DEFEATED

OPPOSED: Isitt, Martin, Mersereau, Plant, Taylor

The question was called on the amending motion.

MOVED by Director Isitt, **SECONDED** by Director Plant,
That the motion be amended to include the wording "That the items in the missions, and values and principles be revised prior to the Board meeting so that they appear in alphabetical order.".

CARRIED

OPPOSED: Seaton

The question was called on the main motion as amended.

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

1. That the proposed values and mission statements and proposed priorities be accepted for stakeholder, First Nations and public input. And;
2. That the items in the missions, and values and principles be revised prior to the Board meeting so that they appear in alphabetical order.

CARRIED

MOVED by Director Plant, **SECONDED** by Director Tait,
That we refer the vision statement back to staff for further revision and have it presented as an option at the February Board meeting with this report.

CARRIED

Director Ranns rejoined the meeting at 12:00 pm.

MOVED by Director Tait, **SECONDED** by Director Taylor,
That the Regional Parks Committee recommend to the Capital Regional District Board:

That the following parties that deliver key services throughout Sooke and JDF Region, be invited to participate as key stakeholders in the strategic planning process: Sooke Region Historical Society (Museum and Visitor Info Centre), Wildwise Sooke and the Sooke Region Community Health Network (SRCHN).

MOVED by Director Plant, **SECONDED** by Director Tait
That the motion be amended to add the wording, "...That the following stakeholder groups be considered:" before the wording "That the following...".
CARRIED

MOVED by Director Ranns, **SECONDED** by Director Taylor,
That the South Island Disc Golf Society be considered for the list of stakeholders.

MOVED by Director Plant, **SECONDED** by Director Isitt,
That the amending motion be further amended to replace the words, "considered for" with the words "added to".
CARRIED

MOVED by Director Taylor, **SECONDED** by Director Ranns,
That the motion "That the South Island Disc Golf Society be considered for the list of stakeholders." be tabled.
CARRIED

MOVED by Director Taylor, **SECONDED** by Director Isitt,
That the motion be amended to add the following groups:
"Our Earth Our Future and Climate Justice Victoria" for consideration.
CARRIED
OPPOSED: Young

MOVED by Director Holman, **SECONDED** by Director Isitt,
That the motion be amended to add the following group:
"Salt Spring Island Trail and Nature Club" for consideration.
CARRIED

MOVED by Director Isitt, **SECONDED** by Director Young,
That the motion be amended to add the following groups:
"Victoria Community Association Network, and Saanich Community Association Network" for consideration.

MOVED by Director Isitt, **SECONDED** by Director Taylor,
That the amending motion be further amended to add the wording "and community associations in Colwood, Oak Bay, Highlands and elsewhere in the

region" for consideration, after the wording "Saanich Community Association Network".

CARRIED

The question was called on the amending motion as amended.

MOVED by Director Isitt, **SECONDED** by Director Young,
That the motion be amended to add the following groups: "Victoria Community Association Network, Saanich Community Association Network, and community associations in Colwood, Oak Bay, Highlands and elsewhere in the region" for consideration.

CARRIED

The question was called on the main motion as amended.

MOVED by Director Tait, **SECONDED** by Director Taylor,
That the Regional Parks Committee recommends to the Capital Regional District Board:

That the following stakeholder groups be considered:

- a) That the following parties that deliver key services throughout Sooke and JDF Region, be invited to participate as key stakeholders in the strategic planning process:
 - Sooke Region Historical Society (Museum and Visitor Info Centre), Wildwise Sooke and the Sooke Region Community Health Network (SRCHN),
- b) Our Earth Our Future, Climate Justice Victoria, Salt Spring Island Trail and Nature Club, Victoria Community Association Network, Saanich Community Association Network, and community associations in Colwood, Oak Bay, Highlands and elsewhere in the region.

CARRIED

The question was called on the tabled motion as amended.

MOVED by Director Ranns, **SECONDED** by Director Taylor,
That the Regional Parks Committee recommends to the Capital Regional District Board:

That the South Island Disc Golf Society be added to the list of stakeholders.

CARRIED

OPPOSED: Director Holman

6.3. [22-055](#)

Elk/Beaver Lake Remediation - Project Update

MOVED by Director Tait, **SECONDED** by Director Taylor,
That this item be postponed until the next meeting of the Regional Parks Committee.

CARRIED

7. Notice(s) of Motion

There were no notice(s) of motion.

8. New Business

There was no new business.

9. Adjournment

MOVED by Director Tait, **SECONDED** by Director Taylor,
That the January 26, 2022 Regional Parks Committee meeting be adjourned at
1:11 pm.

CARRIED

CHAIR

RECORDER

**REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 23, 2022**

SUBJECT 2022 Regional Parks Committee Terms of Reference – Revised

ISSUE SUMMARY

This report is to provide the revised 2022 Regional Parks Committee Terms of Reference for the Committee's review.

BACKGROUND

Under the *Local Government Act* and the Capital Regional District (CRD) Board Procedures Bylaw, the CRD Board Chair has the authority to establish standing committees and appoint members to provide advice and recommendations to the Board.

On December 8, 2021, the Regional Board approved the 2022 Terms of Reference for standing committees. Terms of Reference (TOR) serve to clarify the mandate, responsibilities and procedures of standing committees and provide a point of reference and guidance for the Committees and members. The Board approved version is attached as Appendix C for reference.

For 2022, the mandate for Regional Trails was added to the defined purpose of the Transportation Committee and removed from the Regional Parks Committee TOR.

At the January 26, 2022 Regional Parks Committee, the motion to receive the 2022 Terms of Reference was defeated and the following motion arising was carried:

That the Terms of Reference be referred back to the Board Chair to work with staff, the Chair and Vice Chair of the Regional Parks Committee, and Chair of the Transportation Committee to bring back a Terms of Reference to reflect the intersectionality of regional trails between Parks and Transportation.

The Board Chair, Regional Parks Committee and Transportation Committee Chairs, and Regional Parks Committee Vice-Chair subsequently met with CRD staff. The revised TOR are provided here for consideration by the Committee (Appendix A). Any proposed revisions to the TOR will require ratification by the Board. A redlined copy of the revised 2022 Regional Parks Committee TOR is attached as Appendix B.

CONCLUSION

Terms of Reference serve to clarify the mandate, responsibilities and procedures of committees and provide a point of reference and guidance for the committees and their members.

RECOMMENDATION

That the Regional Parks Committee recommend to the Capital Regional District Board:
That the Regional Parks Committee 2022 Terms of Reference, attached as Appendix A, be approved as amended.

Submitted by:	Kristen Morley, JD, General Manager and Corporate Officer, Corporate Services
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENTS

Appendix A: 2022 Regional Parks Committee Terms of Reference

Appendix B: 2022 Regional Parks Committee Terms of Reference (Redlined)

Appendix C: Board Approved 2022 Regional Parks Committee Terms of Reference



REGIONAL PARKS COMMITTEE

PREAMBLE

The Capital Regional District (CRD) Regional Parks Committee is a standing committee established by the CRD Board and will oversee and make recommendations to the Board regarding regional parks.

The Committee's official name is to be:

Regional Parks Committee

1.0 PURPOSE

- a) The mandate of the Committee includes overseeing and making recommendations to the Board regarding the following functions:
 - i. Regional parks, including land acquisition, management, operations and programs
 - ii. Regional Parks Strategic Plan (Regional Trails and Regional Parks), Land Acquisition Strategy

2.0 ESTABLISHMENT AND AUTHORITY

- a) The Committee will make recommendations to the Board for consideration; and
- b) The Board Chair will appoint the Committee Chair, Vice Chair and Committee members annually.

3.0 COMPOSITION

- a) Committee members will be appointed CRD Board Members;
- b) All Board members are permitted to participate in standing committee meetings, but not vote, in accordance with the CRD Board Procedures Bylaw; and
- c) First Nation members are permitted to participate in standing committee meetings at their pleasure, in accordance with the CRD Procedures Bylaw, where the Nation has an interest in matters being considered by the committee.

4.0 PROCEDURES

- a) The Committee shall meet on a monthly basis, except August and December, and have special meetings, as required;
- b) The agenda will be finalized in consultation between staff and the Committee Chair and any Committee member may make a request to the Chair to place a matter on the agenda through the Notice of Motion process;
- c) With the approval of the Committee Chair and the Board Chair, Committee matters of an urgent or time sensitive nature may be forwarded directly to the Board for consideration; and
- d) A quorum is a majority of the Committee membership and is required to conduct Committee business.

5.0 RESOURCES AND SUPPORT

- a) The General Manager of Parks & Environmental Services will act as liaison to the committee; and
- b) Minutes and agendas are prepared and distributed by the Corporate Services Department.

Approved by CRD Board _____



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Approved by CRD Board _____



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- c) With the approval of the Committee Chair and the Board Chair, Committee matters of an urgent or time sensitive nature may be forwarded directly to the Board for consideration; and
- d) A quorum is a majority of the Committee membership and is required to conduct Committee business.

5.0 RESOURCES AND SUPPORT

- a) The General Manager of Parks & Environmental Services will act as liaison to the committee; and
- b) Minutes and agendas are prepared and distributed by the Corporate Services Department.

Approved by CRD Board December 8, 2021

**REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, JANUARY 26, 2022**

SUBJECT Elk/Beaver Lake Remediation – Project Update

ISSUE SUMMARY

To provide an update on the Elk/Beaver Lake Remediation Project to the committee.

BACKGROUND

Water quality issues at Elk and Beaver Lake were identified in the 1980s and studies indicate that high phosphorous loading has had a significant impact on the environmental and recreational values of the lake system.

In May 2019, a preliminary design to address the issue for both lakes was estimated to be \$1.4 million. In March 2021, the CRD was awarded a provincial grant of \$750,000 from the Ministry of Forests, Lands, Natural Resource Operations and Rural Development, with a completion date of March 31, 2022.

Following a Request for Proposals process, a detailed design contract was signed in July 2021 with Arcadis Canada Inc., which has a technical expert on the design team with vast experience in this specialized field. A design memo was received in November 2021 that recommended a more cost effective technology solution; however, more comprehensive sampling was also necessary to complete the design. This additional sampling work is underway and expected to be completed by the end of February.

Arcadis identified that the current plan to install treatment systems simultaneously in both Elk and Beaver lakes is not the recommended approach. The oxygen deficiency of Beaver Lake has been found to be just 5% of that for Elk Lake. As Elk Lake and Beaver Lake are connected water bodies, it is anticipated that an oxygenation system installed in Elk Lake may have a positive impact on Beaver Lake. As a result, the size of the Beaver Lake remediation system could be reduced if it were to be designed following installation and operation of the Elk Lake system.

The project is approximately three months behind the original schedule due to the availability of the consultants and the additional sampling that has been required. Based on current progress, the timelines to acquire the required permits and to procure the supply and installation of the equipment cannot be completed by the grant deadline of March 2022.

IMPLICATIONS

Financial Implications

The design consultant has indicated that the existing budget is not sufficient to cover the cost of a system for Elk Lake and a system for Beaver Lake. The project will proceed with a focus on Elk Lake within the existing project budget, and when the Elk Lake system is fully evaluated, staff will work with consultants to determine the most appropriate solution for Beaver Lake. Additional funding for this second phase will be identified at that time.

CONCLUSION

The Elk/Beaver Lake remediation project is approximately three months behind the original schedule. A 12-month extension of the Ministry of Forest, Lands, Natural Resource Operations and Rural Development project agreement associated with a \$750,000 grant has been secured. The project will proceed with implementation of remediation equipment in Elk Lake. Successful implementation of the Elk Lake system will provide the information required to properly size the system for Beaver Lake, to be delivered as a second future phase.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:
That the CRD Regional Parks Elk/Beaver Lake Remediation Update be received for information.

Submitted by:	Stephen May, P.Eng., Senior Manager, Facilities Management & Engineering Services
Concurrence:	Jeff Leahy, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

**REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 23, 2022**

SUBJECT Conservation Strategy Framework Review

ISSUE SUMMARY

This report provides an information update in response to a motion arising on the advisability of adopting the 2010 conservation strategy framework on an interim basis, pending a more fulsome update.

BACKGROUND

At the October 27, 2021 Regional Parks Committee meeting, staff provided an information update on the ecological values in regional parks and current management of those parks with regard to conservation. The report also provided historical context for the development of the *Framework for the Conservation Strategy for Capital Regional District – Regional Parks: Providing strategic direction for parkland management*. This conservation strategy framework was first brought to the Regional Parks Committee for decision in March 2010, and again in September 2010. During those 2010 meetings, the framework was referred back to staff for further editing.

Updates have not been made to the 2010 draft conservation strategy framework.

At the October 2021 Committee meeting, the following motion arising was introduced and carried:

That the matter be referred to staff to report back to the Committee by January 2022 on the advisability of adopting the conservation strategy on an interim basis pending the updating of that strategy.

Following this motion, staff have conducted a thorough review of the 2010 conservation strategy framework and provided the following recommendation based on their findings.

ALTERNATIVES

Alternative 1

The Regional Parks Committee recommends to the Capital Regional District Board:
That the 2010 *Framework for the Conservation Strategy for Capital Regional District – Regional Parks: Providing strategic direction for parkland management* not be adopted on an interim basis, and a new conservation plan be developed by staff for Board decision following the strategic plan update.

Alternative 2

That this report be referred back to staff for additional information.

IMPLICATIONS

Environmental & Climate Implications

The 2010 conservation strategy framework supporting data, tools and approach are now more than ten years out of date. The regional parks system has grown and diversified the types of ecosystems and species protected in those parks. There are also new and increasing pressures on the park system, which is not fully represented in the framework. The framework also takes a more reactionary approach to mitigating identified threats or stressors on the ecological values within the park system, rather than identifying opportunities for proactive conservation planning. The framework does not appropriately respond to the actions identified within the Capital Regional District's (CRD) Climate Action Strategy to support the five-year action plan, including climate-focused decision making and resilient and abundant nature, ecosystems and food systems.

Adopting the 2010 conservation strategy framework would implement out-of-date conservation practices and approaches that are no longer relevant. In some areas, staff are currently operating beyond the scope of that framework and are using more current data, tools and approaches to inform decision-making and conservation planning.

Intergovernmental Implications

The framework does not appropriately acknowledge the importance and role of collaborative partnerships with First Nations, local government and community. More specifically, it does not reflect the CRD's commitment to reconciliation, summarized in the CRD's Statement of Reconciliation.

Alignment with Board & Corporate Priorities

The framework is not aligned with current Board priorities (2019-2022), including the CRD's commitment to climate change and environmental stewardship, as well as reconciliation with First Nations. A new plan would align with existing CRD plans, strategies and priorities and would be timed to appropriately reflect the updated CRD Regional Parks Strategic Plan, once completed.

Financial Implications

The additional resources provided to regional parks to support the conservation program through the 2022 budget are sufficient to enable the development of a new conservation plan.

Service Delivery Implications

To date, staff have led priority conservation actions within regional parks without a conservation strategy or plan. While a plan is important in providing clear direction and guide priorities and strategic management actions, staff can continue to conduct work following current board priorities, industry best practices, and direction in the existing CRD Regional Parks Strategic Plan, management plans and current conservation tools, until a new plan is developed and adopted.

CONCLUSION

The 2010 conservation strategy framework no longer reflects up-to-date data, planning tools and best practices in conservation. It does not appropriately respond to the current needs, priorities and pressures on the park system, which have significantly changed since 2010. The framework is not aligned with current Board priorities, specifically the CRD's current commitment to First Nations reconciliation and climate change mitigation measures. Staff will continue to utilize existing best practices and other operational conservation tools until a new conservation plan is in place.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:
That the *2010 Framework for the Conservation Strategy for Capital Regional District – Regional Parks: Providing strategic direction for parkland management* not be adopted on an interim basis, and a new conservation plan be developed by staff for Board decision following the strategic plan update.

Submitted by:	Jeff Leahy, RPF, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENT

Appendix A: Framework for the Conservation Strategy for Capital Regional District – Regional Parks: Providing strategic direction for parkland stewardship (March 17, 2010)

Conservation Strategy for **DRAFT** Capital Regional District - Regional Parks | *Providing strategic direction for parkland stewardship*

March 17, 2010

F R A M E W O R K



MILL HILL REGIONAL PARK

CRD

Making a difference...together

CONSERVATION VISION

CRD Regional Parks are comprised of vibrant, functional ecosystems, with healthy populations of native species and a secure future for rare plants, animals, fungi, and other organisms. All of us—policy makers, parks staff, volunteers, visitors, and neighbours, and the general public—are aware of and respect the ecological values of CRD Regional Parks. Together, we steward regional parks and take care that our activities help the ecosystems, ecological communities, and species flourish for the long term.

Introduction

British Columbia's Capital Regional District (CRD), covering the southern tip of Vancouver Island and the southern Gulf Islands, encompasses a unique area in Canada, with a complex geography and climate and a diverse range of ecosystems dominated by Coastal Douglas-fir and Coastal Western Hemlock forests. Home to Coast Salish and Nuu-chah-nulth First Nations peoples for thousands of years, in recent times it has been increasingly settled and developed. The intersection of intense development and unique ecosystems has made the area one of Canada's focal points for conservation concerns. Protected areas, including lands set aside for conservation purposes by parks agencies and land trusts, are quickly becoming the only remaining areas of natural habitat within the developed landscape of the CRD. This fact underscores the critical importance of ongoing appropriate stewardship of acquired lands, to protect and restore native biodiversity over the long term.

The CRD Regional Parks system currently includes 28 parks and four regional trails ranging in size from 1.8 to over 4,000 hectares and totaling more than 11,500 hectares of land. Parklands help to protect a broad diversity of native ecosystems, ecological communities, and species, including dozens of species and ecological communities at risk of disappearing from the wild. Parklands also provide a range of critical ecosystem services, such as carbon storage, climate regulation, flood control, and many others. The *CRD Regional Parks Master Plan (2000)* states that the two primary purposes for CRD Regional Parks are:

1. To establish and protect a network of regional parks in perpetuity that represent and help maintain the diverse range of natural environments in the Capital Regional District.
2. To provide opportunities for outdoor experiences and activities that foster appreciation and enjoyment of, and respect for, the region's natural environments.

The Master Plan also affirms that protecting the natural environment is CRD Regional Parks' core value and primary responsibility, and that protecting the natural environment provides the means by which people can partake in the outdoor experiences that put them in close touch with nature. The Master Plan outlines a commitment to incorporate environmental conservation, defined as the careful protection, use, and planned management of living organisms and their vital processes, to prevent their depletion, exploitation, destruction or waste, into all aspects of park management and operation.

The *CRD Strategic Plan* similarly upholds the importance of protecting the natural environment by identifying environmental protection as one of the five priorities for 2009-2011. The Strategic Plan further identifies "effective stewardship of regional park lands and protected areas" as a desired outcome of this strategic priority. However, given intense pressures on the parks system from factors originating both within and without park boundaries, managing parks to protect and maintain the diverse range of ecosystems, ecological communities, and species is an enormous challenge. This Conservation Strategy provides guidance for meeting that challenge.



MOUNT WELLS REGIONAL PARK PHOTO RICK EPPLER

Context

The ecological values and conditions within the CRD Regional Parks system include:

- Representation of two biogeoclimatic zones, the Coastal Douglas-fir and the Coastal Western Hemlock, of the three that occur in the CRD, and three of 9 different subzone variants that occur within the CRD. All 3 of the variants, the Coastal Douglas-fir Moist Maritime and the Eastern and Western Very Dry Maritime Coastal Western Hemlock variants, are globally significant because of their limited distributions and unique ecosystems. Those variants not represented within regional parks are located west of the Sooke River, an area that to date does not include any regional parks.
- All nine different ecosystems of conservation significance mapped by the federal-provincial *East Vancouver Island and Gulf Islands Sensitive Ecosystems Inventory*.
- Forest cover dominating 85% of the land base within regional parks, interspersed with other ecosystems.
- Documented disruptions to natural disturbance regimes in all regional parks, most commonly logging history, and numerous developments such as roads, buildings, parking lots, and utility corridors.
- Many invasive exotic plants invading non-forested areas, and some species invading forested areas.
- One-third of regional parks having excellent or good connectivity with other natural areas, the remainder being more or less isolated “islands” of habitat within the greater landscape.
- Reported occurrences of 59 different nationally and/or provincially-listed plant species, 31 animal species, and 12 ecological communities at risk, distributed among 26 of the regional parks and trails. How many of these occurrences are extant is not currently known.
- Potential habitat for 9 different regionally significant wildlife species or species groups that require large areas of relatively undisturbed habitat and/or specific important habitat elements. Five native salmonid species are distributed among 10 different regional parks and trails.

Purpose of the Conservation Strategy

The Conservation Strategy outlines a practical, science-based approach to reduce key stressors, or factors that can negatively affect ecological values within CRD Regional Parks. It is system-wide in scope, and follows the analysis of ecological values, ecosystem stressors, and organizational context presented in *Towards a Conservation Strategy for Capital Regional District – Regional Parks: Situational Analysis*.

The Strategy develops the following series of logically-linked desired outcomes:



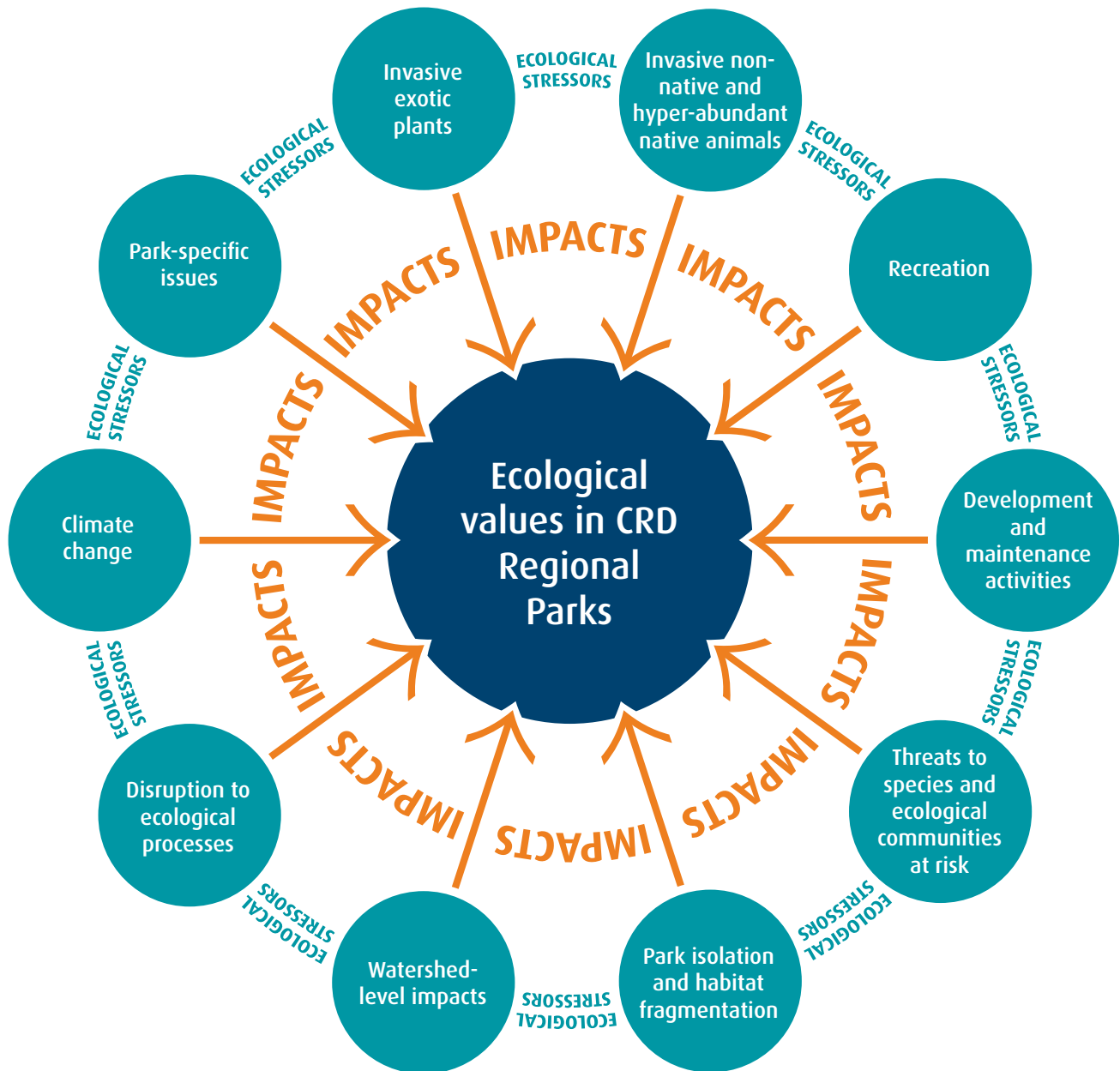
1. A **goal** statement for each stressor.
2. A list of target changes in **condition or state** associated with each stressor. These are changes that are aimed at the longer term and require significant changes in policies and practices, which must be achieved through shorter term changes in human behaviour.
3. For each change in ecological condition, a list of associated changes in human behaviour, described as **policies and practices required**. Often considered the “medium-term” outcomes, identifying these required changes in behaviour helps in the process of identifying appropriate short-term outcomes and outputs that will achieve the longer term change in condition.
4. **Potential participants**, or groups of people who would likely have a role to play in achieving each of these changes in policies and practices.
5. The **information and understanding** the potential participants would need to have the motivation as well as the technical tools and capacity to participate.



ROUGH-SKINNED NEWT

Strategic Approaches

Ecological Stressors, goals and targets



The ecological stressors, their associated goals, and the target states and conditions outlined in the Strategy are:

1. Invasive exotic plants

Goal: The presence and impacts of invasive exotic plants are minimized.

- New invasions are prevented to the extent possible.
- Early invasions are eradicated (“early detection and rapid response”).
- Select species of invasive exotic plants (including legally designated noxious weeds, species posing human health hazards, and other priority species) are eliminated from park lands.
- Select species of established invasive exotic plants are managed at priority sites.
- Regional Parks policies appropriately address the threat to ecosystems and species from invasive exotic plants.



JAPANESE KNOTWEED - INVASIVE EXOTIC PLANT

2. Invasive non-native and hyper-abundant native animals

Goal: The presence and impacts of invasive non-native and hyperabundant native animals are minimized.

- New invasions of non-native animals are prevented to the extent possible.
- Early invasions of non-native animals are eradicated where possible.
- Select species of established invasive non-native animals and hyperabundant native animals are managed at priority sites.
- Impacts of invasive non-native animals and hyperabundant native animals are mitigated.
- Regional Parks policies appropriately address the threat to ecosystems and species from invasive non-native and hyperabundant native animals.

3. Recreation

Goal: Recreational activities within CRD Regional Parks are compatible with protection of ecosystems and species.

- Recreational impacts are prevented to the extent possible.
- Impacted ecosystems are restored.
- Regional Parks policies appropriately address current and potential impacts to ecosystems and species from recreation.

4. Development and maintenance activities

Goal: Development and maintenance activities within CRD Regional Parks are compatible with protection of ecosystems and species.

- Ecological impacts of development and maintenance activities are prevented or mitigated.
- Impacted ecosystems are restored.
- Regional Parks policies appropriately address current and potential impacts to ecosystems and species from development and maintenance activities.

5. Threats to species and ecological communities at risk

Goal: Species and ecological communities at risk thrive within CRD Regional Parks at current or improved population levels and/or distributions.

- Threats to species and ecological communities at risk are mitigated.
- Essential attributes of critical habitat for species at risk are protected and restored.
- Additional recovery actions are implemented.
- Regional Parks policies appropriately address protection and recovery of species and ecological communities at risk.



NATIONALLY ENDANGERED BLUE-GREY TAILDROPPER PHOTO KRISTIINA OVASKA

6. Park isolation and habitat fragmentation

Goal: The impacts of park isolation and habitat fragmentation are minimized.

- Within-park habitat fragmentation is minimized.
- Within-park habitat connectivity is restored where possible.
- Connectivity between parks and other natural areas is protected and enhanced.
- Habitat buffers surrounding parks are protected and enhanced.
- Activities of park neighbours do not compromise ecological values within parks.
- Regional Parks policies appropriately address impacts to ecosystems and species from park isolation and habitat fragmentation.

7. Watershed-level impacts

Goal: Healthy aquatic ecosystems exist in CRD Regional Parks, with excellent water quality and water flows within natural ranges.

- Degradation of water quality from upland conditions and activities is reduced or eliminated.
- Disruptions to water flow from upland conditions and activities is reduced or eliminated.
- An interconnected network of aquatic and riparian ecosystems is protected and restored.
- Regional Parks policies appropriately address watershed-level impacts to aquatic and riparian ecosystems and species.

8. Disruptions to ecological processes

Goal: Natural ecological processes are protected and restored.

- Disruptions to ecological processes are prevented or minimized.
- Ecological processes that have been disrupted are restored or the impacts are mitigated.
- Regional Parks policies appropriately address protection and restoration of ecological processes.

9. Climate change

Goal: Ecosystems and species in CRD Regional Parks retain their natural potential to mitigate and are resilient to climate change.

- Carbon storage capacity of ecosystems is protected.
- Degraded carbon storage capacity of ecosystems is restored.
- Ecosystem and species diversity support ecosystem resilience to climate change.
- Protection of key ecological functions of species and species groups support ecosystem resilience to climate change.
- Land management interventions consider ecosystem resilience to climate change.
- Amelioration of all ecosystem stressors considers predicted changes from, and supports ecosystem resilience to, climate change.
- Regional Parks policies appropriately address climate change mitigation and adaptation.



DEAD AND DYING WESTERN REDCEDARS. PHOTO RICHARD HEBDA. FROM MITIGATING AND ADAPTING TO CLIMATE CHANGE THROUGH THE CONSERVATION OF NATURE IN BRITISH COLUMBIA, PUBLISHED BY LAND TRUST ALLIANCE OF BC, 2008.

10. Park-specific issues

Goal: Impacts on ecological values from park-specific stressors are minimized.

- Impacts on ecological values from unique proposed developments or activities are prevented to the extent possible.
- Impacts from former and current developments and activities are mitigated and/or sites are restored.
- Regional Parks policies appropriately address current and potential impacts to ecosystems and species from park-specific issues.

Next Steps

The next steps in developing a comprehensive conservation program will entail developing action plans outlining the outputs, consisting of activities, services, events, and products that would provide the information and understanding required by the potential participants, as defined in this Strategy, and thereby support the participants to make each of the designated changes in policies and practices.



The actions plans need to define objectives that are SMART – specific, measureable, achievable, realistic, and time-bound.

The conservation program outlined in this Strategy is an ambitious undertaking involving a wide range of participants and partners, and will require significant commitments of internal and external resources. A suggested initial sequence for Strategy implementation is:

1. Invasive exotic plants and threats to species and ecological communities at risk, based upon the immediacy of the conservation issues and the potential consequences of delaying action.
2. Recreation and development and maintenance activities, based upon the feasibility and likely effectiveness of implementation.

This implementation sequence should not be equated with overall priority. Most of the other stressors are more complex, yet likely the most important, to address, given their impacts on fundamental ecological attributes that structure and maintain ecosystems at the broadest scales. CRD Regional Parks will build as much capacity as possible to address the stressors in the coming years.

Resource challenges notwithstanding, this Conservation Strategy provides an important and innovative program for protecting and maintaining the regionally, provincially, nationally, and globally significant ecological values represented in CRD Regional Parks. The CRD has a tremendous responsibility to steward the natural resources under its jurisdiction and a critical role to play in protecting and restoring the ecological values so they can persist into the future. This comprehensive and integrated conservation program that systematically addresses all of the key risks to ecological values offers the best hope for success.



MATHESON LAKE REGIONAL PARK



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Capital Regional District-Regional Parks

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Making a difference...together

REPORT TO REGIONAL PARKS COMMITTEE MEETING OF WEDNESDAY, FEBRUARY 23, 2022

SUBJECT **2021 Regional Parks Compliance and Enforcement Program**

ISSUE SUMMARY

To update the Regional Parks Committee on the Capital Regional District (CRD) Regional Parks 2021 Compliance and Enforcement Program.

BACKGROUND

Recognizing that a Compliance and Enforcement Program, with a focus on compliance education, is one of the best tools to help alleviate the pressures on regional parks and trails and protect park values, the CRD Board supported the creation of a park ranger position with the first permanent park ranger hired in early 2018. Since that time, the program has responded to the increasing system size and visitation and, in 2021, was comprised of 1 senior ranger and 3.5 full-time park ranger positions, augmented by 4 auxiliary rangers who worked over the April to October core season.

With more than 8.6 million visits annually to regional parks and trails, the ranger program has a key role in helping to ensure park visitors have a positive, safe and respectful visit in regional parks and that park values are protected.

Park rangers support a broad range of events, activities and issues, such as:

- serving as friendly ambassadors for CRD regional parks and trails, building relationships and assisting park visitors
- deterring negative activities through a uniformed, diplomatic and authoritative presence
- promoting voluntary compliance by educating the public about park regulations, such as smoking, dogs on-leash and illegal camping
- supporting and monitoring permitted events
- working with bylaw enforcement, police, fire and rescue service, BC Ambulance and other departments and agencies on issues found in regional parks and on regional trails
- responding to homelessness and connecting individuals with support services
- participating in facility and trail maintenance
- undertaking routine inspections in response to complaints or incidents
- investigating alleged non-compliance with legislation when enforcement action is being contemplated
- providing wildfire support outside of municipal fire districts in the form of wildfire mop-up duties
- educating park visitors on parks values
- supporting regional parks as a culturally safe place for Indigenous community members to practice their traditional rights

CRD Regional Parks also supplements compliance and enforcement patrols with CRD bylaw officers. In 2021, bylaw officers provided approximately 1,860 hours of patrol at a cost of almost \$161,000. The combination of park rangers and bylaw enforcement officers provides a regular presence in regional parks and on regional trails.

In 2021, park rangers and bylaw officers had an increased presence at Thetis Lake Regional Park in an effort to reduce non-compliance with the parks regulations, and to address hazardous behaviors (e.g., cliff jumping, drinking, etc.) before accidents can happen. This reduces the burden on other municipal response agencies. Park rangers and bylaw officers spent a total of 1,360 and 957 hours respectively patrolling Thetis Lake Regional Park during the peak season, which resulted in no major incidents or call outs for municipal resources.

The CRD Regional Parks Compliance and Enforcement Program also piloted the use of restorative justice as an alternative to court action, in response to an unsanctioned wedding that took place in Brooks Point Regional Park in summer 2021. The wedding resulted in disturbance and damage to important environmental values, including the mowing and trampling of federally designated critical habitat, as well as disturbance and disruption to other park users. Restorative Justice is a voluntary system of justice that focuses on the rehabilitation of the offenders through reconciliation with victims and the community at large. It is an alternative to the court system and is commonly used for offences such as vandalism, mischief, minor theft, causing a disturbance, etc. The restorative justice process can result in significant cost savings to the CRD relative to court actions and can help create lifelong stewards with a better understanding of the values that CRD Regional Parks protect.

In 2021, park rangers and park interpreters worked together to provide information on key regional parks management issues, such as social distancing, dog management, impacts of off-trail travel, carnivore awareness and wilderness park visit preparedness. By keeping education as the first and most important step on the compliance spectrum, visitors are provided with the information they need to be respectful park visitors, which reduces the need for enforcement actions.

Appendix A provides a summary of compliance and enforcement actions in 2021 within regional parks and trails.

IMPLICATIONS

Intergovernmental Implications

Park rangers work with bylaw enforcement, police, fire and rescue service, BC Ambulance and other departments and agencies on issues found in regional parks and on regional trails. By having a coordinated approach and by providing a consistent presence in the regional parks system, it helps reduce the number of incidents requiring municipal response.

Social Implications

With increasing visits to the regional parks system, it is important to manage and minimize possible impacts to ecological and cultural integrity caused by recreational activities. Educating park visitors about their role in parks stewardship through voluntary compliance with parks regulations is an integral step in protecting sensitive ecosystems, cultural values and biodiversity.

Service Delivery Implications

As part of the 2022 budget, additional resources have been provided to regional parks to support the ranger program with the addition of 1.5 FTEs.

Alignment with Board & Corporate Priorities

The Compliance and Enforcement Program supports CRD Board priorities and CRD Regional Parks' strategic goals around climate action, environmental stewardship and protecting the natural environment by ensuring park visitors use regional parks and trails in a way that is safe and consistent with the principles driving those strategic directions.

CONCLUSION

In 2021, the CRD Regional Parks rangers were instrumental in addressing a number of compliance and enforcement issues across the system at the same time providing safe and enjoyable experiences for visitors. The CRD Regional Parks Compliance and Enforcement Program will continue to focus on compliance education as one of the best tools to help alleviate the pressures and challenges the system faces.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:
That the 2021 Regional Parks Compliance and Enforcement Program staff report be received for information.

Submitted by:	Jeff Leahy, RPF, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENT

Appendix A: 2021 CRD Regional Parks Compliance and Enforcement Summary

2021 CRD REGIONAL PARKS COMPLIANCE AND ENFORCEMENT SUMMARY

February 2022

Table 1: 2021 Enforcement Action Summary

Actions	Park Rangers	Bylaw Officers	Totals
Patrol hours	2,738 hours	1,858 hours	4,596 hours
Voluntary compliance	2,539	N/A	2,539
Written warnings	254	201	455
Evictions	66	N/A	66
MTI's issued	67	142	209

Note: The use of bylaw officers increases Regional Parks' compliance and enforcement present in the parks during peak seasonal visitation. Their focus is ensuring compliance with specific regulations (e.g., possession or consumption of alcohol, dogs on-beach, illegal parking and failure to obey signs with respect to high risk activities, such as cliff jumping, etc.) and, as such, they don't track non-violations and voluntary compliance interactions. Park rangers interact with the public on a broader approach with the goal of generating voluntary compliance and, as such, track a broader range of public interactions.

Table 2: 2021 Municipal Ticket Informations (MTIs) Issued

Section	Offence	Park Rangers	Bylaw Officers	Total
4(1)	Obstruction of Park or Peace Officer	-	3	3
4(3)	Failure to Obey Sign or Posted	-	50	50
4(4)	Possession or Consumption of Liquor	11	18	29
4(6)	Breach of Curfew	-	1	1
4(11)	Disturbs the Peace	1	-	1
6(1)(B)	Cause Disturbance between 10pm and 7am	-	1	1
6(4)	No Camping	21	15	36
7(1)	Destroying or Damaging Park	-	1	1
7(4)	Illegal Dumping	-	1	1
7(5)	Illegal Fire	1	-	1
7(8)	Smoking	3	5	8
8(1)(A)	Dog Not Under Control	-	1	1
8(1)(B)	Dog Off Leash	2	2	4
8(1)(C)	Dog in Picnic/Beach Area	-	1	1
8(1)(D)	Dog Feces not Removed	-	1	1
8(1)(F)	Dog Disturbing People or Wildlife	1	1	2
10(1)	Vehicle off Road	2	1	3
10(3)	Illegal Parking	23	40	63
11(1)(B)	Commercial Activity Without a Permit	1	-	1
12(9)	Breach of Park Use Permit	1	-	1
	Total	67	142	209