

Notice of Meeting and Meeting Agenda Transportation Committee

Wednesday, July 19, 2023

9:30 AM

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

D. Murdock (Chair), L. Szpak (Vice Chair), P. Brent, S. Brice, J. Caradonna, Z. de Vries,
B. Desjardins, S. Goodmanson, D. Kobayashi, C. McNeil-Smith, M. Tait, D. Thompson,
C. Plant (Board Chair, ex officio)

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

1. Territorial Acknowledgement

2. Approval of Agenda

3. Adoption of Minutes

3.1. [23-370](#) Minutes of the May 17, 2023 Transportation Committee Meeting

Recommendation: That the minutes of the Transportation Committee meeting of May 17, 2023 be adopted as circulated.

Attachments: [Minutes - May 17, 2023](#)

4. Chair's Remarks

5. Presentations/Delegations

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

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

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

[23-523](#) Delegation - Corey Burger; Representing Capital Bike: Re: Agenda Item 6.1: Regional Trails Widening and Lighting Project - Funding Options

6. Committee Business

6.1. [23-492](#) Regional Trails Widening and Lighting Project - Funding Options

Recommendation: The Transportation Committee recommends to the Capital Regional District Board:
1. That the Regional Trails Widening and Lighting Project be accelerated by the inclusion of the Project in the 2024-2028 Financial Plan and that project funds be secured by way of debt; and
2. That staff continue to develop partnerships, pursue grant opportunities and report back to the Regional Parks Committee at the September 27, 2023 meeting with options to generate additional funds through non-tax revenue.

Attachments: [Staff Report: Regional Trails Widening and Lighting Project - Funding Options](#)
[Appendix A: Regional Trail Widening & Lighting - Map](#)
[Appendix B: Separated Use Pathway Design/Implementation Priorities](#)
[Appendix C: Project Scope and Timing - Alternative 1](#)
[Appendix D: Alternative 1 - Debt Servicing Profile & Requisition Increase](#)
[Appendix E: Project Scope and Timing - Alternative 2](#)
[Presentation: CRD Regional Trails Widening and Lighting Funding Model](#)

6.2. [23-520](#) Final Regional Parks and Trails Strategic Plan - 2022-2032

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

Attachments: [Staff Report: Final Regional Parks & Trails Strategic Plan 2022-2032](#)
[Appendix A: Final Regional Parks & Trails Strategic Plan – 2022-2032](#)
[Appendix B: Report to RPC - FNs Feedback on Strategic Plan \(June 28, 2023\)](#)
[Presentation: Regional Parks & Trails Strategic Plan 2022-2032](#)

6.3. [23-408](#) Previous Minutes of Other CRD Committees and Commissions for Information

Recommendation: There is no recommendation. The following minutes are for information only.
a) Traffic Safety Commission minutes of April 11, 2023
b) Traffic Safety Commission minutes of May 9, 2023
c) Traffic Safety Commission minutes of June 13, 2023
d) Transportation Working Group minutes of June 26, 2023

Attachments: [Minutes: CRD Traffic Safety Commission - April 11, 2023](#)
[Minutes: CRD Traffic Safety Commission - May 9, 2023](#)
[Minutes: CRD Traffic Safety Commission - June 13, 2023](#)
[Minutes: Transportation Work Group - June 26, 2023](#)

7. Notice(s) of Motion**8. New Business****9. Adjournment**

The next meeting is September 13, 2023 at 9:00 am.

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

Meeting Minutes

Transportation Committee

Wednesday, May 17, 2023

9:30 AM

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

PRESENT

Directors: D. Murdock (Chair), L. Szpak (Vice Chair), P. Brent (9:49 am), S. Brice, J. Caradonna, Z. de Vries (EP), B. Desjardins, S. Goodmanson, D. Kobayashi, C. McNeil-Smith, M. Tait (EP), D. Thompson, C. Plant (Board Chair, ex officio) (9:40 am)

Staff: T. Robbins, Chief Administrative Officer; L. Hutcheson, General Manager, Parks and Environmental Services; K. Lorette, General Manager, Planning and Protective Services; J. Leahy, Senior Manager, Regional Parks; E. Sinclair, Senior Manager, Regional and Strategic Planning; J. Hicks, Senior Transportation Planner, Regional and Strategic Planning; M. Lagoa, Deputy Corporate Officer; T. Pillipow, Committee Clerk (Recorder)

EP - Electronic Participation

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

1. Territorial Acknowledgement

Director Szpak provided a Territorial Acknowledgement.

2. Approval of Agenda

**MOVED by Director Kobayashi, SECONDED by Director Brice,
That the agenda for the May 17, 2023 Transportation Committee meeting be
approved.
CARRIED**

3. Adoption of Minutes

3.1. [23-362](#) Minutes of the March 15, 2023 Transportation Committee Meeting

**MOVED by Director Desjardins, SECONDED by Director Brice,
That the minutes of the March 15, 2023 Transportation Committee meeting be
adopted as circulated.
CARRIED**

4. Chair's Remarks

Chair Murdock noted that today's meeting will focus on the direction given by the CRD Board via the strategic plan.

5. Presentations/Delegations

There were no presentations or delegations.

6. Committee Business

6.1. [23-357](#) Regional Trails Closure Policy

K. Lorette introduced staff in attendance. J. Leahy presented Item 6.1. for information.

Discussion ensued regarding:

- detour routes in rural areas
- collaboration with municipalities regarding detours

Director Plant joined the meeting at 9:40 am.

6.2. [23-364](#) Transportation Governance Concepts and Next Steps

K. Lorette and E. Sinclair spoke to Item 6.2.

Director Brent joined the meeting at 9:49 am.

Discussion ensued regarding initial cost estimates.

**MOVED by Director Caradonna, SECONDED by Director Desjardins,
The Transportation Committee recommends to the Capital Regional
District Board:**

**That the CRD Board seek input from local governments, electoral areas,
the province, and relevant partner agencies according to the
engagement approach as presented.**

Discussion ensued regarding:

- municipal concern over ceding jurisdictional authority
- funding strategies and financial sustainability of this service
- presenting a fulsome engagement strategy for each municipality
- the amount of work needed to reach each of the three levels of service
- engaging with the school districts re: bussing
- geographical challenges to creating a new service
- level of consensus needed for success

**MOVED by Director Desjardins, SECONDED by Director Caradonna,
That the motion be amended to include the wording "including Island
Corridor Foundation" after "partner agencies" and replace the wording
"as presented" with "as amended".**

CARRIED

Discussion ensued regarding:

- available data regarding the complexity of this issue

- local First Nations participation

The question was called on the main motion as amended:

The Transportation Committee recommends to the Capital Regional District Board:

That the CRD Board seek input from local governments, electoral areas, the province, and relevant partner agencies, including Island Corridor Foundation, according to the engagement approach as amended.

CARRIED

6.3. [23-282](#)

Previous Minutes of Other CRD Committees and Commissions for Information

The following minutes were received for information:

- a) Traffic Safety Commission minutes of February 14, 2023
- b) Traffic Safety Commission minutes of March 14, 2023
- c) Traffic Safety Commission minutes of Apr 11, 2023
- d) Transportation Working Group minutes of April 17, 2023

7. Notice(s) of Motion

There were no notice(s) of motion.

8. New Business

Director Goodmanson extended an invitation to the Building Cities Better Presentation by Brent Toderian, taking place at Belmont High School tonight.

Director Plant would like to invite the Traffic Safety Commission to make a presentation to the CRD Board in the coming months providing an update on the organization's strategic planning work.

9. Adjournment

**MOVED by Director Brent, SECONDED by Director Thompson,
That the May 17, 2023 Transportation Committee meeting be adjourned at 11:21 am.**

CARRIED

CHAIR

RECORDER

**REPORT TO TRANSPORTATION COMMITTEE
MEETING OF WEDNESDAY, JULY 19, 2023**

SUBJECT **Regional Trails Widening and Lighting Project – Funding Options**

ISSUE SUMMARY

To provide funding options for the renewal of critical infrastructure and the widening and lighting of priority sections of the Galloping Goose and Lochside regional trails.

BACKGROUND

The Capital Regional District's (CRD) 2016 CRD Regional Trails Management Plan identifies the need to study options for trail widening, separation of users and installation of lighting on the busiest sections of the Galloping Goose and Lochside regional trails. Critical infrastructure on these sections of trail includes the Selkirk, Brett Avenue and Swan Lake trestles, all of which require renewal (Appendix A).

The CRD Regional Trails Widening Study was presented to the CRD Board on February 10, 2021. At that meeting, the Board directed staff to conduct public engagement on the proposed 6.5 m separated-use pathway design with lighting and implementation priorities, as recommended in the study (Appendix B). The Board further directed that detailed designs be expedited, with a view toward having a shovel-ready project. The results of public engagement conducted in the spring of 2021 indicated strong support for the project.

On October 13, 2021, the Board directed staff to develop partnerships and pursue grant opportunities to support the implementation of the separated-use pathway design with lighting. On May 11, 2022, the Board directed staff to develop a funding strategy for regional trails to support the Regional Parks and Trails Strategic Plan, including the widening and lighting project. To date, project financing had been reliant on core operating and capital reserve funds.

Staff continue to engage First Nations, municipal and provincial partners on the project to identify project synergies, collaborate on design and pursue funding. Aligning infrastructure renewal with trail widening and lighting improvements is a key outcome of this engagement.

ALTERNATIVES

Alternative 1

The Transportation Committee recommends to the Capital Regional District Board:

1. That the Regional Trails Widening and Lighting Project be accelerated by the inclusion of the Project in the 2024-2028 Financial Plan and that project funds be secured by way of debt; and
2. That staff continue to develop partnerships, pursue grant opportunities and report back to the Regional Parks Committee at the September 27, 2023 meeting with options to generate additional funds through non-tax revenue.

Alternative 2

The Transportation Committee recommends to the Capital Regional District Board:

1. That the Regional Trails Widening and Lighting Project be advanced, prioritizing critical infrastructure renewals, by securing project funds through the CRD Regional Parks core operating budget; and
2. That staff continue to develop partnerships, pursue grant opportunities and report back to the Regional Parks Committee at the September 27, 2023 meeting with options to generate additional funding through non-tax revenue.

Alternative 3

That this report be referred to staff for additional information.

IMPLICATIONS

Service Delivery Implications

The project represents an increased level of service to the region's active transportation infrastructure. The enhanced service provided through the delivery of the Regional Trails Widening and Lighting Project will result in additional operating and maintenance costs. Nearing project completion, an Initiative Business Case will be presented through the service planning review process.

As the Galloping Goose and Lochside regional trails are already heavily utilized, an approach to delivering the project that will minimize service disruptions is desirable. Accelerating the project by securing project funds through debt will allow for a six-year phased project completion timeline. This accelerated approach aims to minimize trail closures and realize efficiencies in permit and engagement processes, environmental and cultural monitoring, and construction mobilization.

Alternatively, advancing the project solely reliant on securing project funds through the CRD Regional Parks core budget and partnerships, grant programs, and options to generate non-tax revenue, will lengthen the project delivery timeline to greater than 20 years. Project phasing will be dependent on the availability of funds, and system-wide critical infrastructure repairs and renewals will need to be met before service level improvements can be considered.

Social Implications

The CRD Regional Trails Widening Study (2020) estimated the busiest sections of the Galloping Goose and Lochside regional trails see approximately 2,700 users per day in peak times for active transportation, recreation and tourism. Updated counts from July 2022, utilizing new sensors, indicate user volumes are 40% more than estimated in the study.

With summer daily volumes in July 2022 reaching upwards of 3,750 users, the projected 2040 user volume of 4,500 presented in the CRD Regional Trails Widening Study (2020) could soon be exceeded, much sooner than anticipated. Current 20-year user volume predictions include a projected increase of 2.5% per year, with the Galloping Goose Regional Trail section between

Selkirk Trestle and Switch Bridge reaching approximately 5,900 users per day by 2040 based on new baseline data.

The project area trail segments prioritized for widening to the proposed 6.5 m separated-use pathway design connect key urban growth nodes identified in the Regional Growth Strategy and the Saanich Official Community Plan. These nodes are meant to accommodate future population and employment growth and will require connected, high-quality multi-modal infrastructure so that people can choose to walk or cycle to their destinations.

Meeting public expectations of a quality user experience is a high priority. Safety concerns related to high volumes and speed differentials are documented, and with e-mobility increasing, user conflict is likely to increase. The widening and lighting project will improve user safety and personal security and will increase accessibility for All Ages and Abilities (AAA).

The CRD Board approved AAA facility criteria in April 2023, based on the BC Active Transportation Design Guidelines. Based on use volumes, the project area trail segments do not meet the AAA facility criteria. Widening to the proposed 6.5 m separated-use pathway design is needed to meet the AAA facility criteria.

Intergovernmental Implications

Moving forward with separated-use pathway design with lighting and critical infrastructure repair requires collaboration and coordination among government agencies and community partners. Staff-level discussions with government agencies to date indicate strong willingness to support the project.

The CRD, Ministry of Transportation and Infrastructure (MoTI) and the BC Transportation Financing Authority are operating within a Memorandum of Understanding (MOU) agreement established in 2015. A separate MOU agreement was established in 2021 to collaborate on the Regional Trails Widening and Lighting Project design and implementation, with an aim to achieve active transportation targets.

The project has been introduced to STÁUTW (Tsawout) First Nation, BOKEĆEN (Pauquachin) First Nation, x̱wsep̱səm (Esquimalt) Nation, Songhees Nation, and to the W̱SÁNEĆ Leadership Council on behalf of W̱JOŁEŁP (Tsartlip) and W̱SÍKEM (Tseycum) First Nations, and regular updates are being provided. Feedback from the Nations to date indicates interest in understanding the archaeological and environmental implications of the project and an expressed interest to have cultural monitors present during land altering activities. Project staff will work closely with First Nations by sharing information, seeking input into design and place-making and finding mutually beneficial ways for involvement.

Environmental & Climate Implications

Both the Regional Transportation Plan and the Pedestrian and Cycling Master Plan identify the regional trail system as an “active transportation spine” connecting active transportation networks in the region.

The project supports a regional effort to shift new trips and portions of existing trips from motor vehicles to walking, cycling and transit. The regional mode share target has been set at 45% of trips being taken by walking, cycling and transit use, with a mode share target of 15% for cycling. Currently, the region's mode share is 26.6%, with 5.1% of trips taken by cycling and 13.7% taken by walking (source: 2017 Origin and Destination Household Travel Survey).

With transportation being the largest source of regional greenhouse gas (GHG) emissions, it is critical to expand and improve the regional trail system as the region grows to support mode shift objectives that will ultimately reduce regional GHGs. Improvements to the busiest sections of the regional trails will support more people choosing cycling for their travel, resulting in reduced GHG emissions. Preliminary GHG emission savings associated with active transportation infrastructure projects indicate the project could save 120 tonnes of CO₂e per year.

Alignment with Existing Plans & Strategies

Preparing a funding strategy to support the implementation of priority regional trail enhancement and expansion projects for the CRD's regional parks and trails is a 2023-2026 CRD Corporate Plan priority. The Regional Trails Widening and Lighting Project is also identified as a priority action in the Regional Parks and Trails Strategic Plan 2022-32 (4-1b), as is the short-term priority action to prepare a funding strategy to support implementation of priority regional trail enhancement and expansion projects (4-1c). Completion of the Regional Trails Widening and Lighting Project supports the regional transportation priority for active transportation.

Financial Implications

Alternative 1

The estimated cost of the Regional Trails Widening and Lighting Project (including critical infrastructure renewal), based on Class-D and contingency estimates, is \$53.5 million. Financing the project by securing \$50.0 million in project funds through debt is proposed as the best way to achieve an accelerated project completion timeline within six years (Appendix C).

To support the repayment of loans used to fund the project, debt servicing over a 15-year repayment schedule will require the CRD to delay other regional parks projects, such as upgrading dams and repairing bridges identified in the 2023-2027 Capital Plan, and to seek CRD Board approval to increase requisition. Using the 2023 requisition year as a proxy for the borrowing period, it is estimated that debt servicing (based on BC Municipal Finance Authority indicative rates) during the peak years would be equivalent to \$28 per average household (Appendix D) or an increase of approximately 7% to the 2023 CRD regional requisition.

Through use of benchmarks established by capital reserve guidelines, the Regional Parks Service was identified as having a low use of debt to deliver mandated services. Through operational planning, a significant portion of upcoming capital investment was directed for land and infrastructure replacement, which are assets characterized with a long, useful life.

The capital reserve guidelines balance the implications of savings and borrowing, recommending an optimal blend or ratio as part of a financing strategy. This project is of a long, useful life and the use of debt ties the cost of the project to the benefit received.

When evaluating the reserve balance guidelines, the Regional Parks Service has significant borrowing capacity, and increased use of debt can be a tool to balance large expenditures over time.

To date, staff have submitted three grant applications, totalling \$16.2 million: one in partnership with MoTI to the federal Active Transportation Fund Program; and two to the Union of BC Municipalities Strategic Priorities Fund Program. The CRD was not successful in securing funds through the Strategic Priorities Fund Program, and confirmation of the federal Active Transportation Grant Program funds is not anticipated prior to summer 2023. A Growing Communities Fund application for the project has been submitted following the CRD internal program guidelines.

Alternative 2

Advancing the project without securing funds through debt will result in the prioritization of up to \$12.6 million of the CRD Regional Parks core budget to complete Selkirk, Brett Avenue and Swan Lake trestle critical renewals to meet safety and current service delivery requirements (Appendix E). This portion of the project alone will place significant strain on the Regional Parks Capital Program and would still be a significant acceleration of the current plan, which has been prepared in anticipation of significant grants to complete these components of the project.

Without debt, funding to support trail widening, separation of users and installation of lighting will need to be secured after critical renewals are complete on the three trestles; this work would be done during a project completion timeline of more than 20 years.

Legislative Implications

Regional park and trail borrowing, as per section 3 of the Regional District Liabilities Regulation, only requires consent of at least two-thirds of service participants and permits consent by municipal councils and electoral area directors, rather than a more formal elector assent or alternative approval process.

The loan authorization bylaw requires three readings followed by participant consent and then Inspector of Municipalities approval. After this, it requires adoption by the Board. Upon final approval, borrowings of up to \$50 million will be authorized. Security issuing bylaws also require Board approval and must be enacted before a borrowing request may be submitted to the BC Municipal Finance Authority.

To ensure optimization of interest and timing of long-term debt, issuance of a temporary borrowing bylaw will be proposed upon approval of the loan authorization bylaw by the Board. The request for borrowing will be based on the timing of expenditures.

CONCLUSION

On May 11, 2022, the CRD Board directed staff to develop a funding strategy for regional trails to support the Regional Parks and Trails Strategic Plan, including the widening and lighting plan. Financing the project by securing project funds through debt has been proposed as the best way to achieve an accelerated project completion timeline of six years with minimal service disruptions. Staff will continue to develop partnerships, pursue grant opportunities and explore

options to generate non-tax revenue to reduce loan and debt servicing amounts.

RECOMMENDATION

The Transportation Committee recommends to the Capital Regional District Board:

1. That the Regional Trails Widening and Lighting Project be accelerated by the inclusion of the Project in the 2024-2028 Financial Plan and that project funds be secured by way of debt; and
2. That staff continue to develop partnerships, pursue grant opportunities and report back to the Regional Parks Committee at the September 27, 2023 meeting with options to generate additional funds through non-tax revenue.

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

ATTACHMENTS

Appendix A: Regional Trail Widening and Lighting Project Area – Map

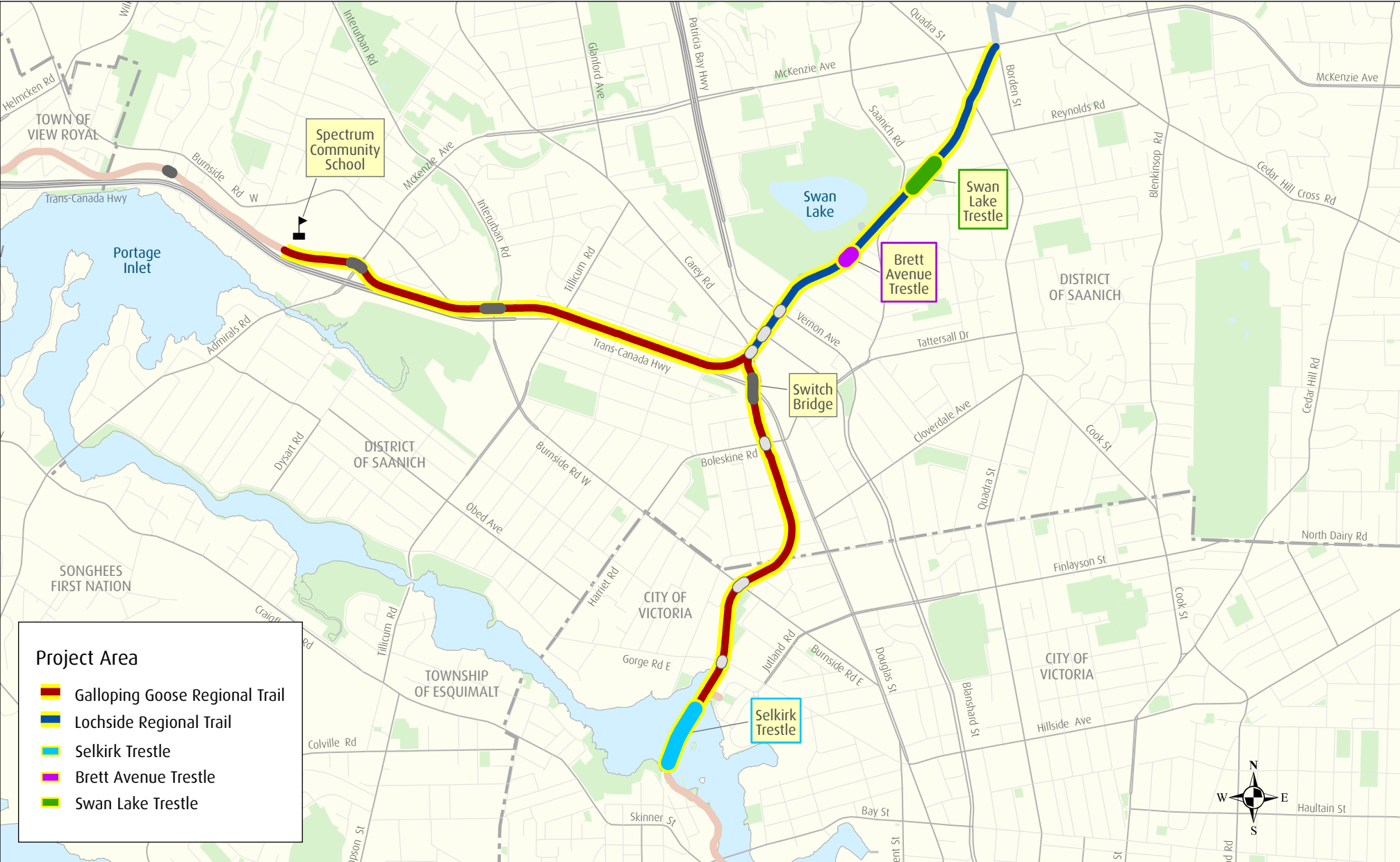
Appendix B: CRD Regional Trails Widening Study – Separated Use Pathway Design and Implementation Priorities

Appendix C: Project Scope and Timing – Alternative 1

Appendix D: Alternative 1 – Debt Servicing Profile and Requisition Increase

Appendix E: Project Scope and Timing – Alternative 2

Appendix F: Presentation – CRD Regional Trails Widening and Lighting Funding Model



Project Area

- Galloping Goose Regional Trail
- Lochside Regional Trail
- Selkirk Trestle
- Brett Avenue Trestle
- Swan Lake Trestle

Making a difference...together

0 500 1000 Meters

Projection: UTM ZONE 10N NAD 83

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.

- Bridge / Trestle - Underpass - Major Road - Local Road	- Municipal Boundary - Park / Protected Area - First Nation Reserve - Lake / Ocean	- Spectrum Community School Outside Project Area - Galloping Goose Regional Trail - Lochside Regional Trail
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Appendix A

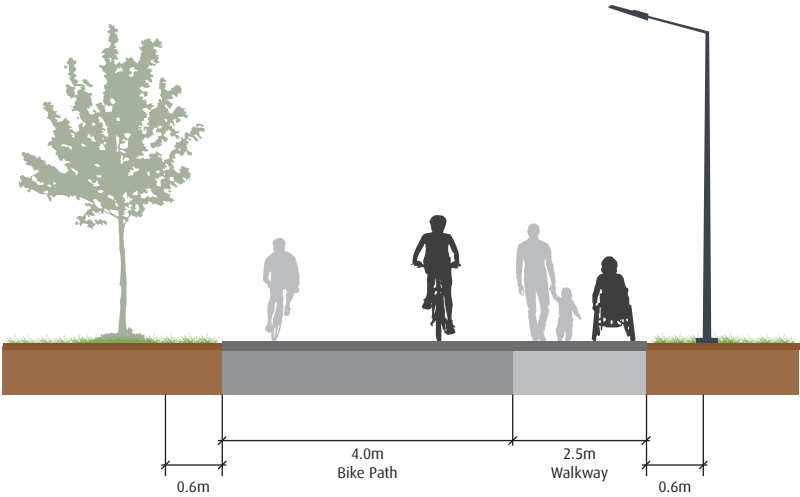
Regional Trail Widening and Lighting Project Area

Transportation Committee Staff Report

July 19, 2023

CAPITAL REGIONAL DISTRICT (CRD) REGIONAL TRAILS WIDENING STUDY
APRIL 28, 2020

SEPARATED USE PATHWAY DESIGN



IMPLEMENTATION PRIORITIES



Regional Trails Widening and Lighting Project Definition (Selkirk, Swan Lake and Brett Avenue Trestles, and Sections A, B, and C)

Project Scope and Timing – Alternative 1

Accelerate Project with CRD Board Authorization Loans

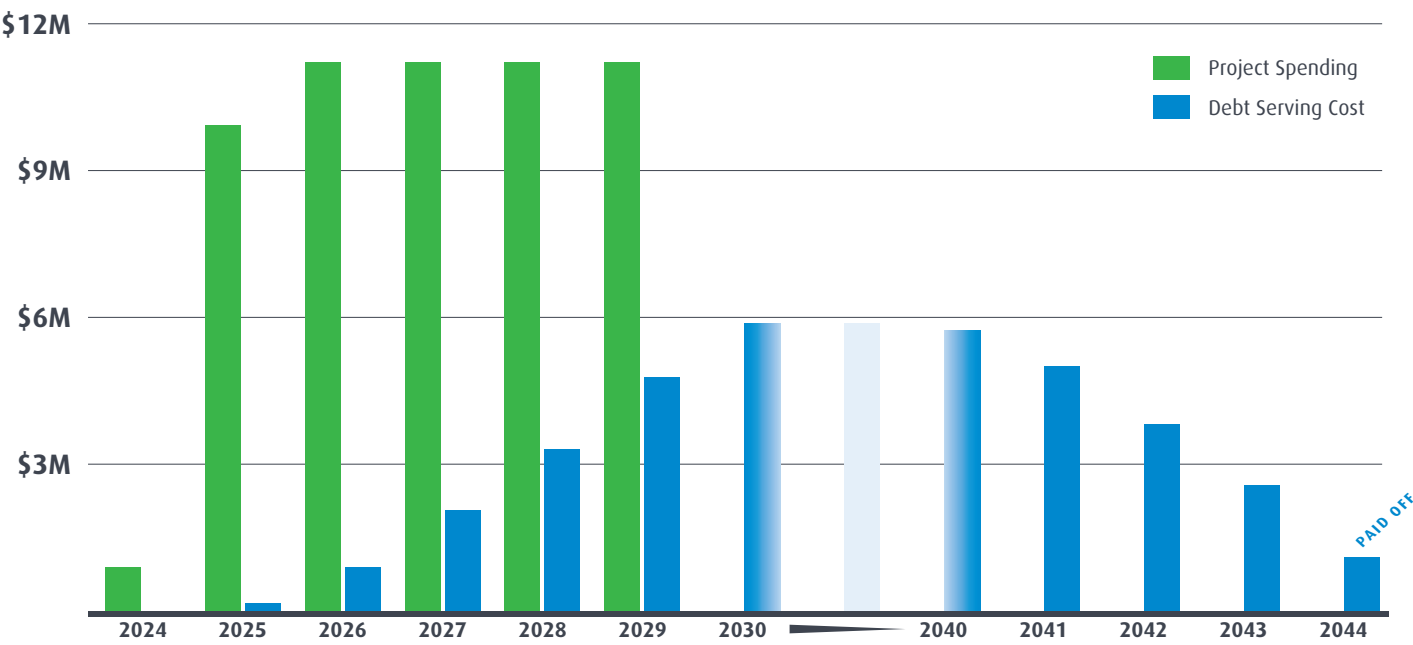
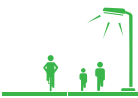
Project Cost Estimates: Low Range/High Range (Class D + Contingency Estimates 2023)

Selkirk Trestle Rehabilitation 300 m (GGRT)	Low Range	\$6.1 M
	High Range	\$8.3 M
Section A: GGRT Selkirk Trestle to Switch Bridge 2 km	Low Range	\$6.8 M
	High Range	\$8.9 M
Section B: GGRT Switch Bridge to McKenzie 2 km	Low Range	\$9.9 M
	High Range	\$13 M
Section C: Lochside Trail Switch Bridge to McKenzie 2 km	Low Range	\$7 M
	High Range	\$9.2 M
Swan Lake Trestle Rehab 145 m (Lochside Trail)	Low Range	\$8.6 M
	High Range	\$10.9 M
Brett Ave Trestle Rehab 25 m (Lochside Trail)	Low Range	\$2.2 M
	High Range	\$2.9 M
Project Totals	Low Range	\$40.8 M
	High Range	\$53.5 M



**INCLUDES CRITICAL INFRASTRUCTURE
AND FULL 6.5 m WIDENING AND
LIGHTING ENHANCEMENT**

CRD BOARD AUTHORIZATION LOAN (UP TO \$50M)
DEBT SERVICING 2024 TO 2044



Sample financial model presented is based on an assumed 6-year project life; Year 1 project planning; including phasing, coordination with partner organizations including First Nations and detailed design. Years 2 to 6 project construction, estimated to be relatively consistent for modeling purposes.

Both long-term and short-term borrowing have been estimated as 5.3% based on current BC Municipal Finance Authority (BCMFA) indicative rates. The model also assumes the full loan authorization amount of \$50 million is borrowed over the period of the project.

During the years 2031-2040 the maximum debt serving cost occurs and using the 2023 requisition data as a proxy would result in a requisition per average household of approximately \$28 for debt servicing.

Advance Project by Prioritizing Critical Infrastructure Renewals (without CRD Board Authorization Loans)

Project Cost Estimates: Low Range/High Range (Class D + Contingency Estimates 2023)

		Rehabilitation or Replace in-kind (same width, timber)	With Widening 6.5 m	With Widening & Lighting
Selkirk Trestle Rehabilitation 300 m (GGRT)	Low Range High Range	\$3.4 M \$4.6 M	\$5.5 M \$7.6 M	\$6.3 M \$8.4 M
Swan Lake Trestle Rehab 145 m (Lochside Trail)	Low Range High Range	\$5.2 M \$6.6 M	\$8.4 M \$10.6 M	\$8.7 M \$11 M
Brett Ave Trestle Rehab 25 m (Lochside Trail)	Low Range High Range	\$1.1 M \$1.4 M	\$1.7 M \$2.2 M	\$1.8 M \$2.3 M
Section A: GGRT Selkirk Trestle to Switch Bridge 2 km	Low Range High Range	\$0 M \$0 M	\$0 M \$0 M	\$ 0 M \$ 0 M
Section B: GGRT Switch Bridge to McKenzie 2 km	Low Range High Range	\$0 M \$0 M	\$0 M \$0 M	\$ 0 M \$ 0 M
Section C: Lochside Trail Switch Bridge to McKenzie 2 km	Low Range High Range	\$0 M \$0 M	\$0 M \$0 M	\$ 0 M \$ 0 M
Project Totals	Low Range High Range	\$9.7 M \$12.6 M	\$15.6 M \$20.4 M	\$ 16.8 M \$ 21.7 M

LIKE FOR LIKE
REPLACEMENT OF
CRITICAL
INFRASTRUCTURE ONLY

REPLACEMENT WITH
ENHANCEMENT OPTIONS
FOR CRITICAL
INFRASTRUCTURE ONLY

The background image shows a wide wooden boardwalk bridge with a metal railing, curving along a body of water. Several people are riding bicycles on the boardwalk. In the background, there are green trees and modern multi-story buildings under a clear blue sky.

CRD Regional Trails Widening and Lighting Project Funding Model

Presented to the
CRD Transportation Committee
July 19, 2023

Timeline (2016 – 2023)

CRD



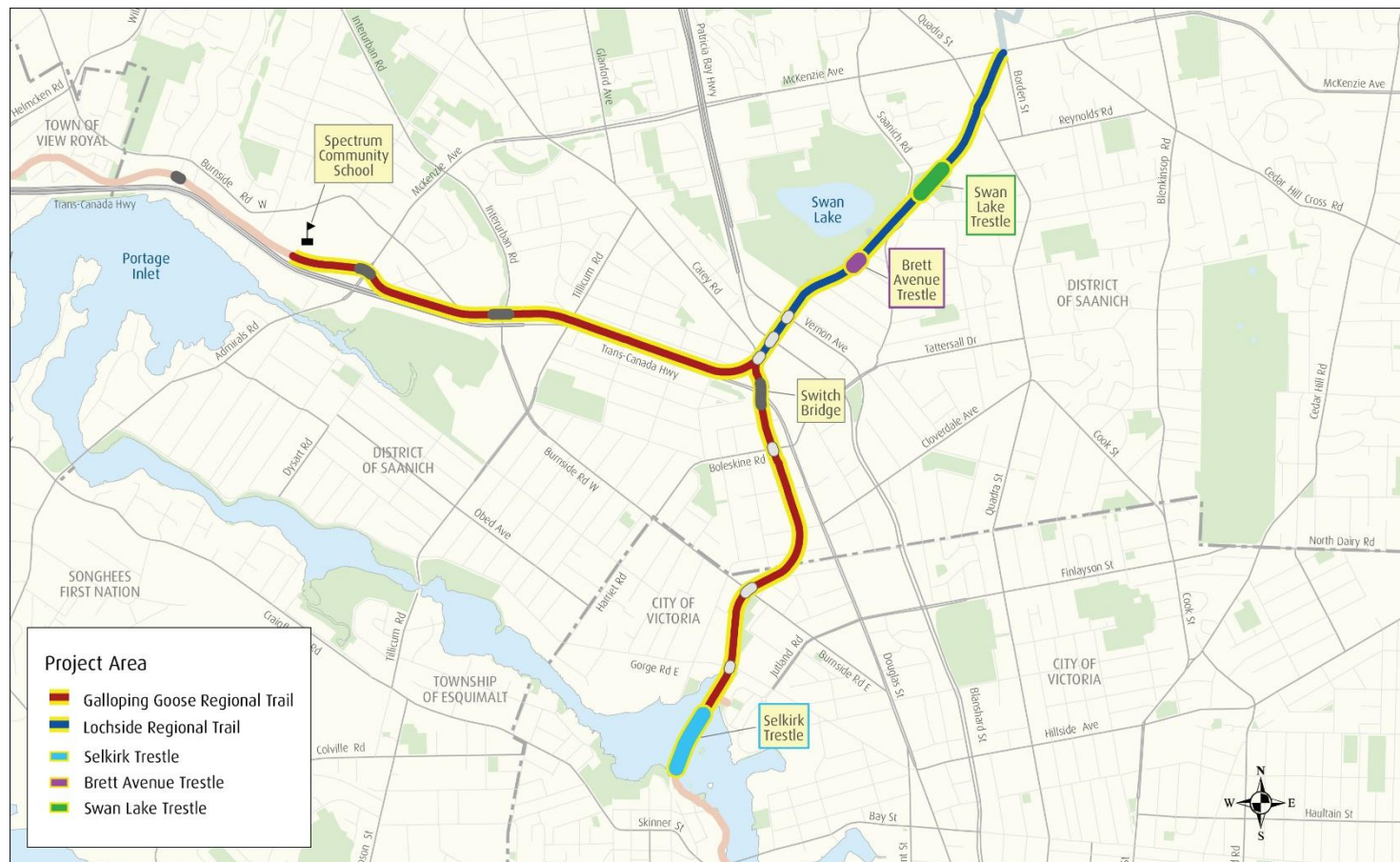
CRD Corporate Plan 2023-2026

- 4c Goal: Support investments, expansion and equitable access to active transportation and low carbon transportation
 - 4c-1 Update the Regional Trails Management Plan
 - 4c-2 Prepare a funding strategy to support implementation of priority regional trail enhancement and expansion projects at Regional Parks

Regional Parks and Trails Strategic Plan (Interim) 2022 - 2032

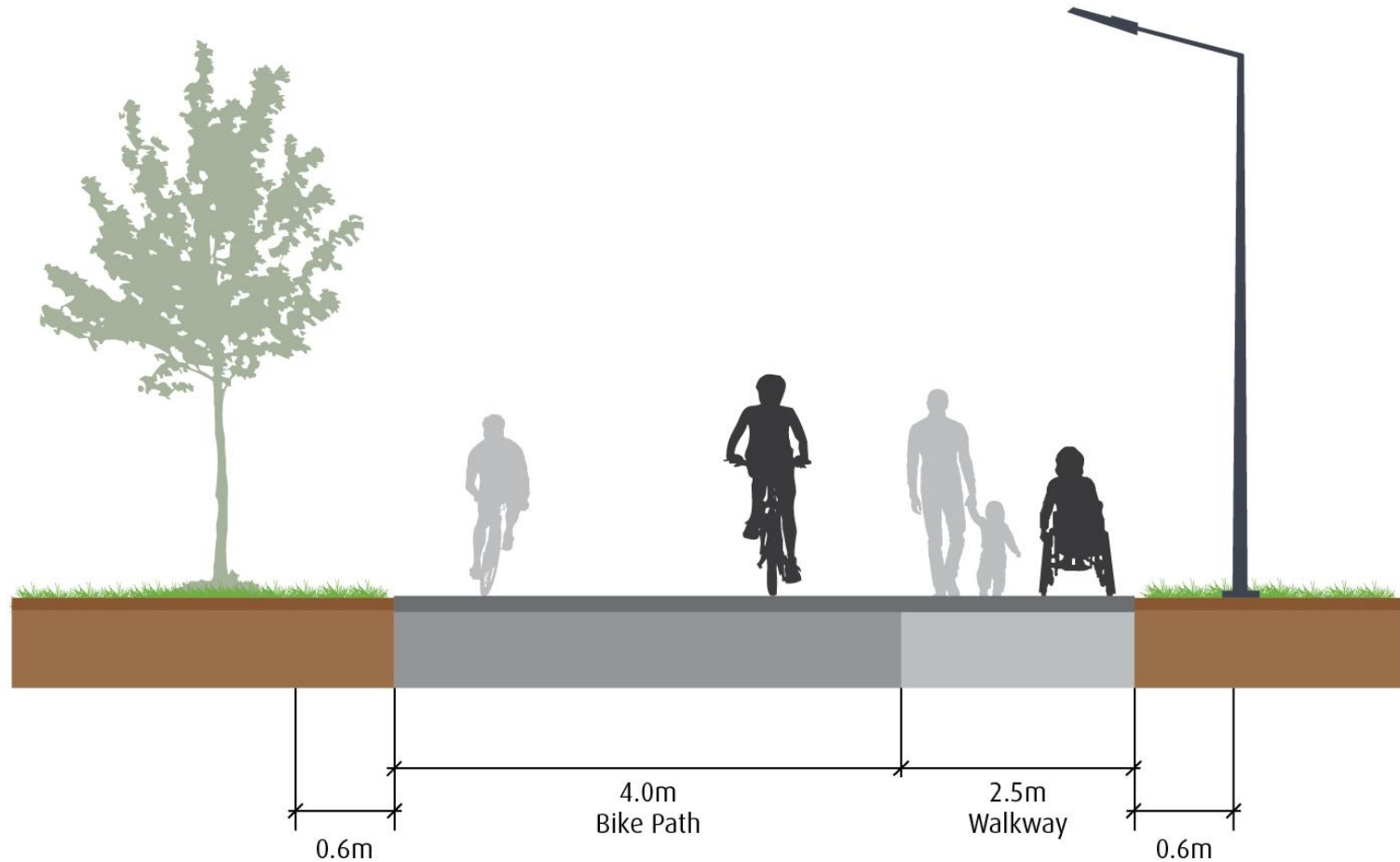
- Priority 4-1b Plan for and implement priority regional trail enhancement and expansion projects
- Priority 4-1c Prepare a funding strategy to support implementation of priority regional trail enhancement and expansion projects.
- Priority 4-3d Conduct a service level review of regional trails to understand current levels of service, forecast emerging needs and required adjustments
- Reporting Indicators include:
 - 3-1 Maintain high rates of visitor satisfaction
 - 4-1 Complete regional trail priority projects and minimize regional trail service disruptions
 - 4-3 Maintain critical infrastructure in good condition

- Critical infrastructure renewal for the Selkirk, Swan Lake and Brett Avenue trestles
- Six kilometres of Regional Trail enhancement (6.5m separated use pathway design with lighting)



Separated Use Pathway Design

CRD



Implementation Priorities



Regional Trail Widening and Lighting Project Definition (Selkirk, Swan Lake, and Brett Avenue Trestle, Sections A, B, and C)

1st Priority

2nd Priority

3rd Priority

4th Priority

5th Priority



Potential higher priority based
on Condition Assessment
(Swan and Brett Trestle)

Estimated Project Cost (\$53.5 M)

CRD

Critical Infrastructure Renewal and Enhancement Projects	Budget Estimate (Low)	Budget Estimate (High)
Selkirk Trestle	\$6,156,358	\$8,367,368
Swan Lake Trestle	\$8,641,173	\$10,943,792
Brett Avenue Trestle	\$1,778,560	\$2,910,507
Regional Trails Widening and Lighting (6 kilometres)	\$23,767,003	\$31,240,784
Total Budget Estimate	\$40,343,094	\$53,462,451



Secure Project Funds Through:

CRD Board Authorization Loans



Offset loan reliance through:

Partnership and Grant Opportunities



Regional Park Core Budget



Non-tax Revenue

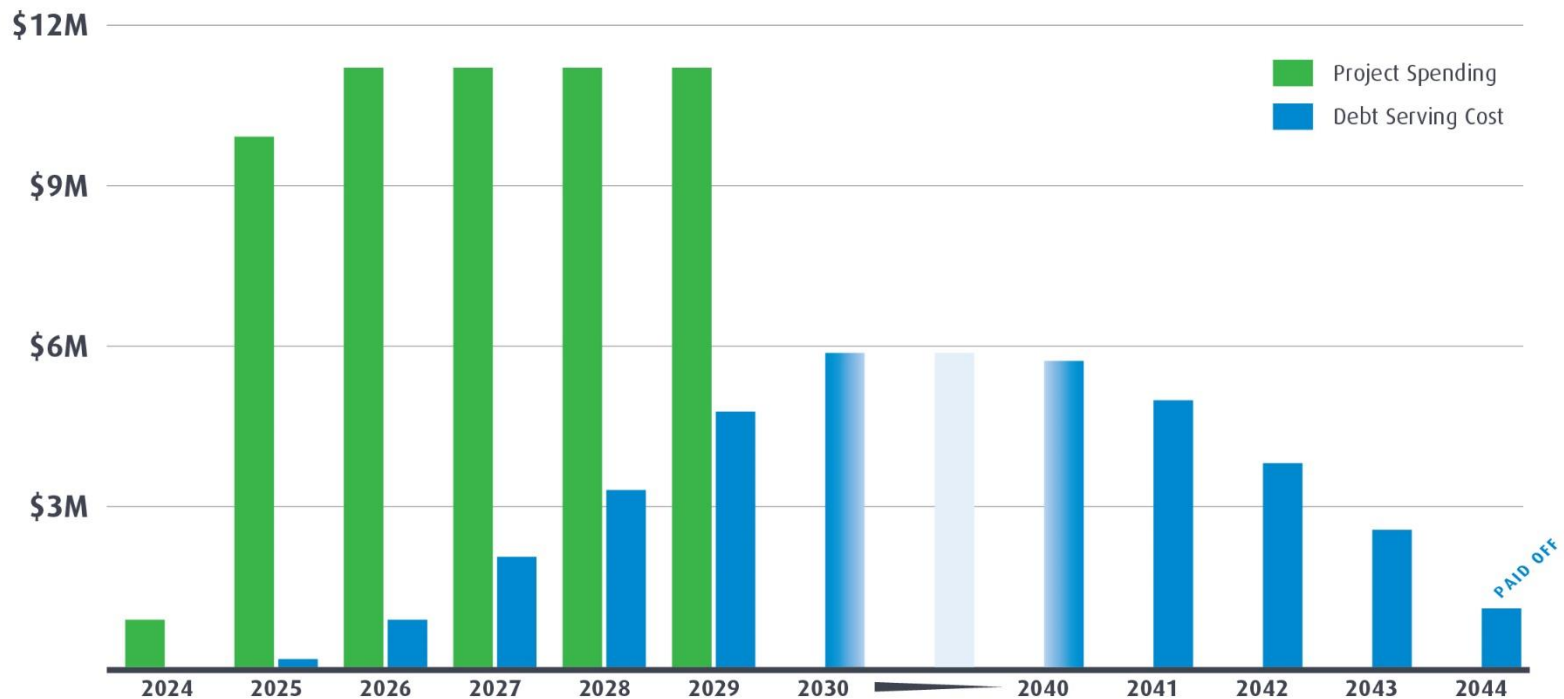


Project Funding Model

CRD

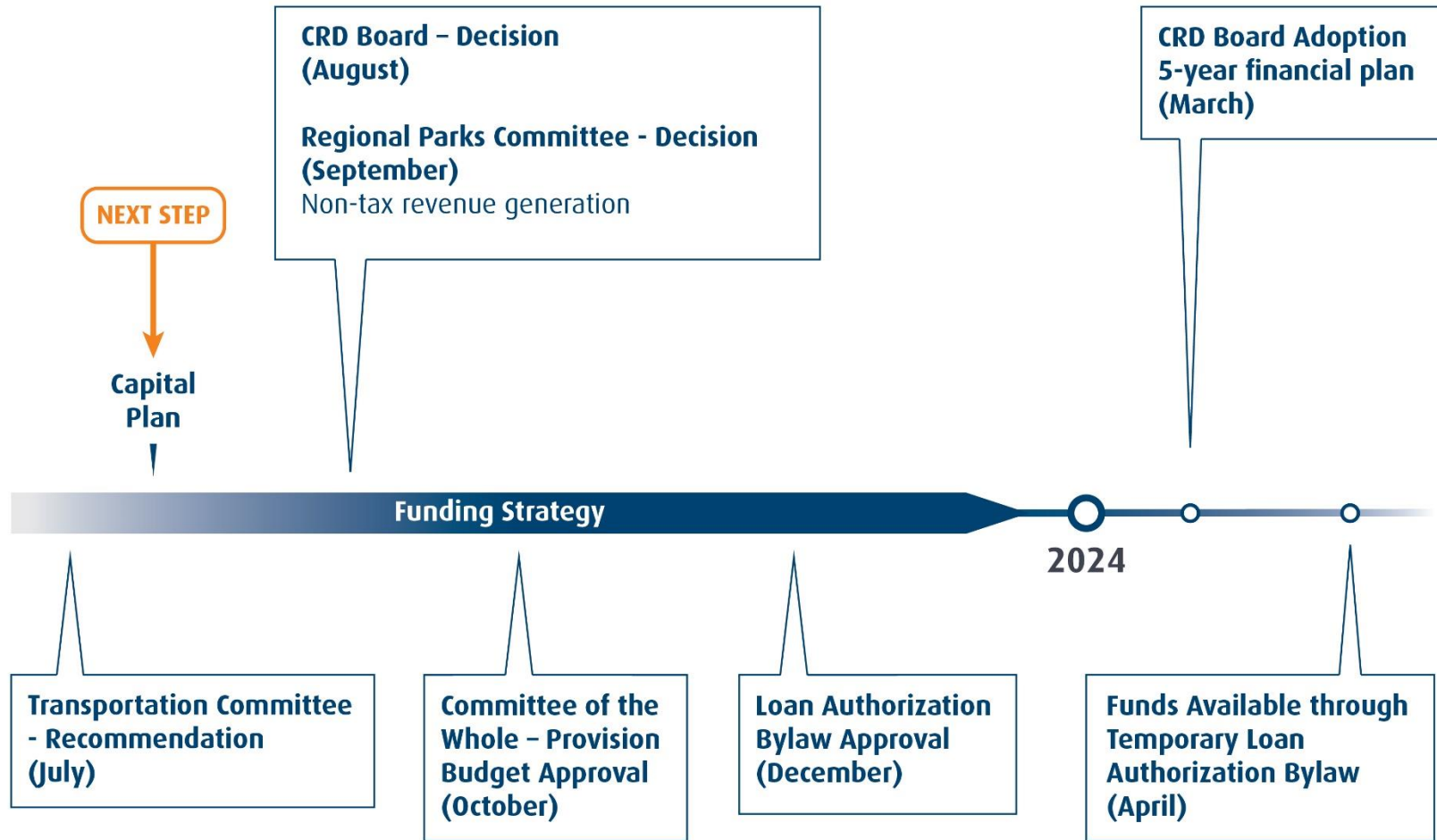
Alternative 1

CRD BOARD AUTHORIZATION LOAN (UP TO \$50M)
DEBT SERVICING 2024 TO 2044



CRD Governance

CRD



**REPORT TO TRANSPORTATION COMMITTEE
MEETING OF WEDNESDAY, JULY 19, 2023**

SUBJECT **Final Regional Parks and Trails Strategic Plan – 2022-2032**

ISSUE SUMMARY

To present the final Regional Parks and Trails Strategic Plan – 2022-2032.

BACKGROUND

At its meeting of July 12, 2023, the Capital Regional District (CRD) Board approved the final CRD Regional Parks and Trails Strategic Plan – 2022-2032 (Appendix A). Background information is found in the staff report presented at the June 28, 2023 Regional Parks Committee meeting (Appendix B). At that meeting, it was decided to add the words “biodiversity” and “science” to the mission statement, and staff revised the plan accordingly.

CONCLUSION

The CRD Board approved the Regional Parks and Trails Strategic Plan – 2022-2032 in July 2022 on an interim basis for one year while engagement with First Nations continued. Nineteen First Nations were invited to engage on the Interim Strategic Plan and are invited to continue being involved during implementation. Edits to the Strategic Plan drew on input received from First Nations in the region between August 2022 and April 2023. Additional edits were made to correct errors and grammar, to clarify the scope of ‘compatible outdoor recreation’, and to reclassify Brooks Point Regional Park as a Conservation Area. The Strategic Plan includes 13 strategic priorities and 57 sub-actions to guide the CRD in achieving its vision for regional parks and trails over the next ten years. Board approval of the CRD Regional Parks and Trails Strategic Plan 2022-32 occurred on July 12, 2023, accomplishing a key initiative in the CRD Corporate Plan 2023-26.

RECOMMENDATION

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

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

ATTACHMENTS

Appendix A: Final Regional Parks and Trails Strategic Plan – 2022-2032

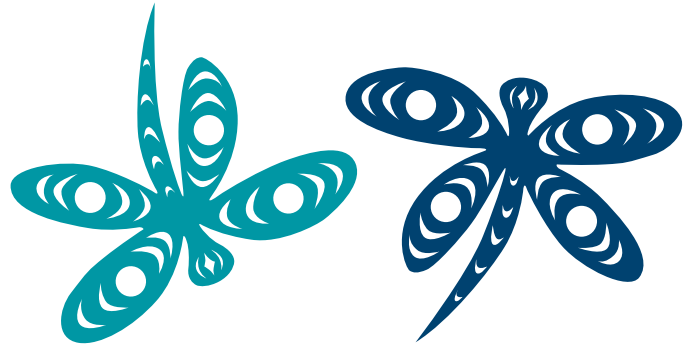
Appendix B: Staff Report to CRD Regional Parks Committee – First Nations Feedback on the Regional Parks and Trails Strategic Plan – 2022-2032 – June 28, 2023

Regional Parks and Trails Strategic Plan 2022-2032

Approved by CRD Board
July 12, 2023

Territorial Acknowledgement

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



Dancing Dragonflies by Chris Paul

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

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

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

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Cover photo credit: Andrea Rangel

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

Organizational Overview

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

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

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

Ḳekoo Ḳekoo! (Diitiidʔaaʔtx)
Huy ch q'a (Hə́hǵəmiǵəh)
HÍSW̱KE (SENĆOŦEN)
Hay'sxw'qa si'em (LKWUNGEN)
Klecko Klecko (Nuu-chah-nulth)
Thank You



Transformation (Raven)
by Darlene Gait of
Esquimalt Nation

Executive Summary

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

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

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

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

1. Introduction

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

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



Sea to Sea Regional Park



1.1 Vision

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

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

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

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

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

1.2 Mission

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

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



Horth Hill Regional Park

1.3 Values

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

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

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

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

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

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

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

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

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

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

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

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



1.4 Engagement Process

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

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

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

FIGURE 1. ENGAGEMENT PROCESS TIMELINE

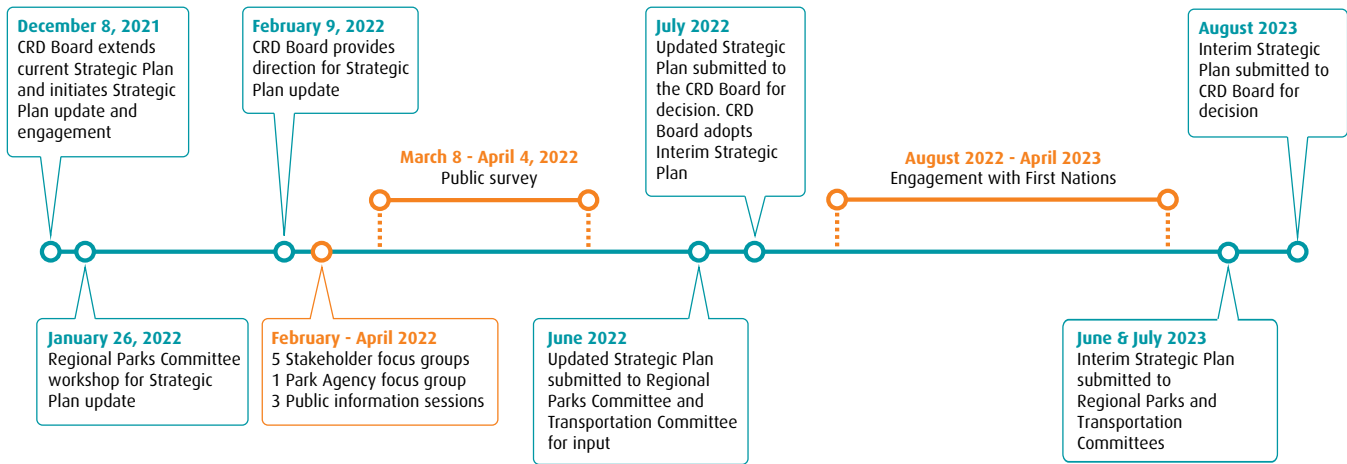
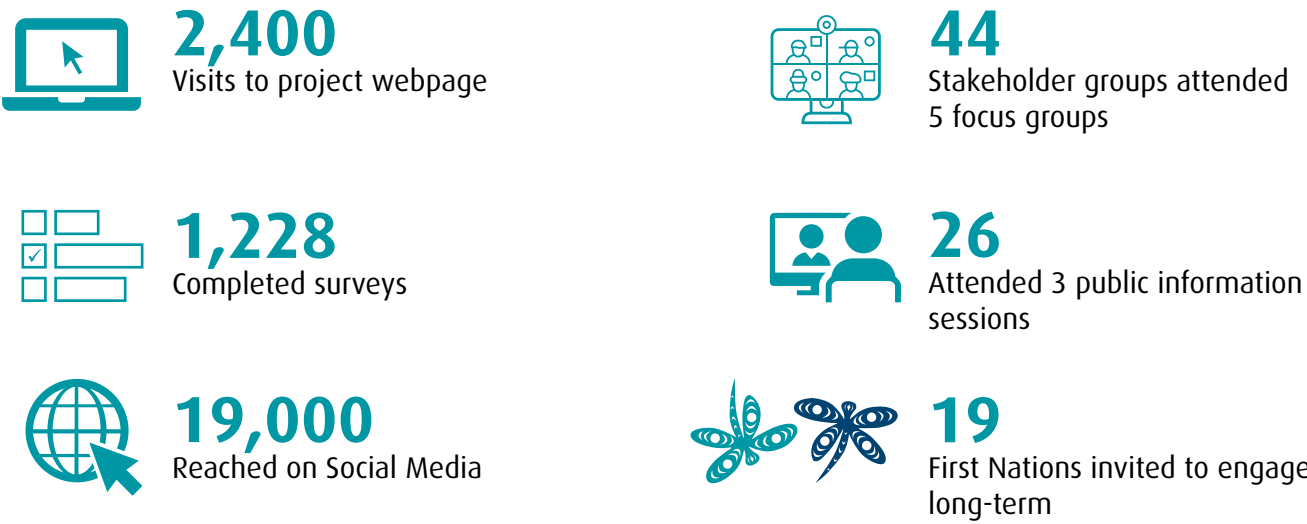


FIGURE 2. ENGAGEMENT OVERVIEW





2. Regional Parks and Trails in 2022

2.1 Regional Parks Service

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

The CRD provides over 200 services in the following categories:

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

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

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

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

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

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

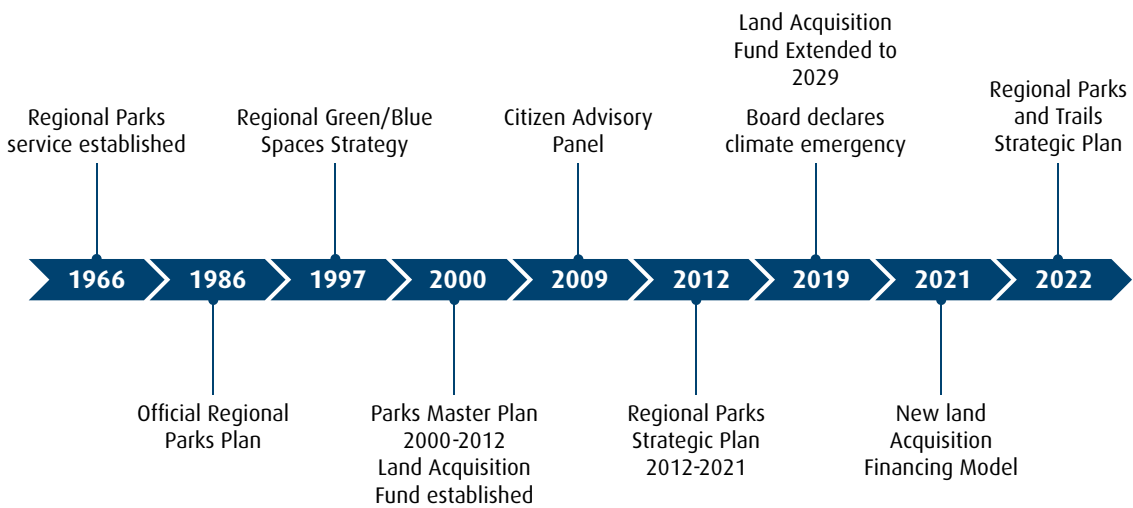




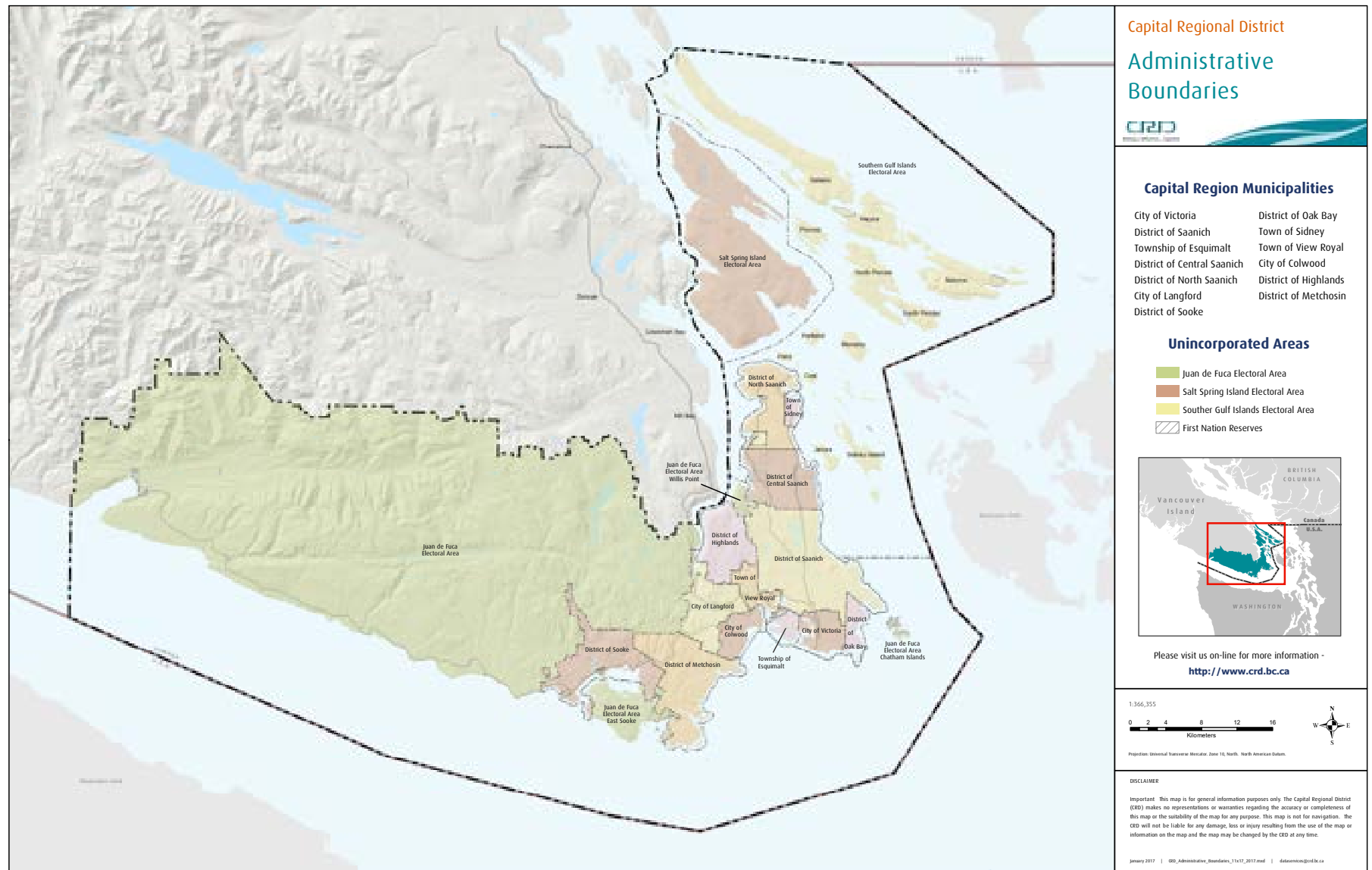
Elk/Beaver Lake Regional Park

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

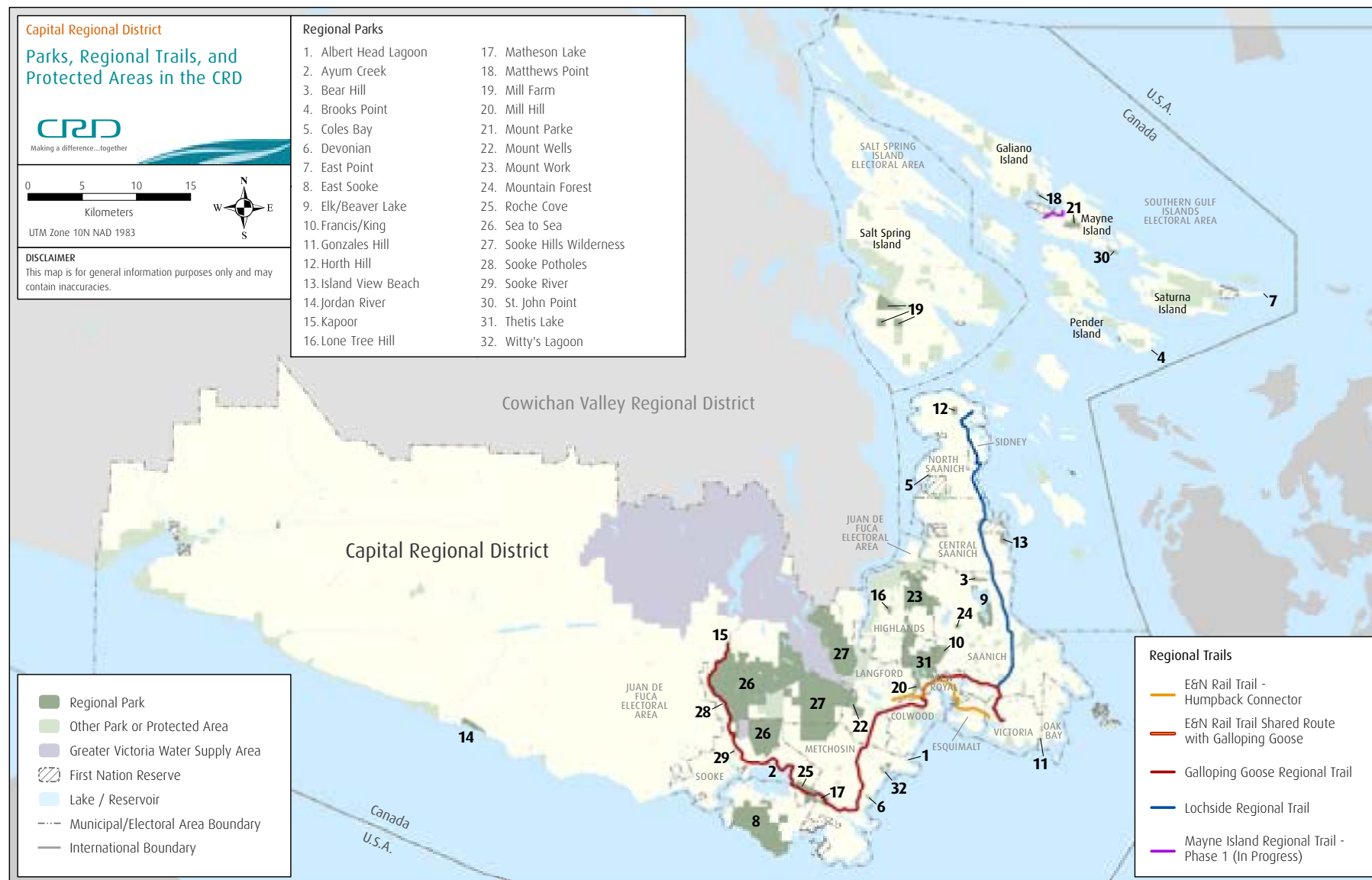
FIGURE 3. ACTION THROUGH THE YEARS



MAP 1. ADMINISTRATIVE BOUNDARIES



MAP 2. PARKS AND PROTECTED AREAS IN THE CRD





2.2 Cultural Setting

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

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

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

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

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



Sooke Hills Wilderness Regional Park
Credit: Rich Mably

2.3 Physical Setting

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

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

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

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

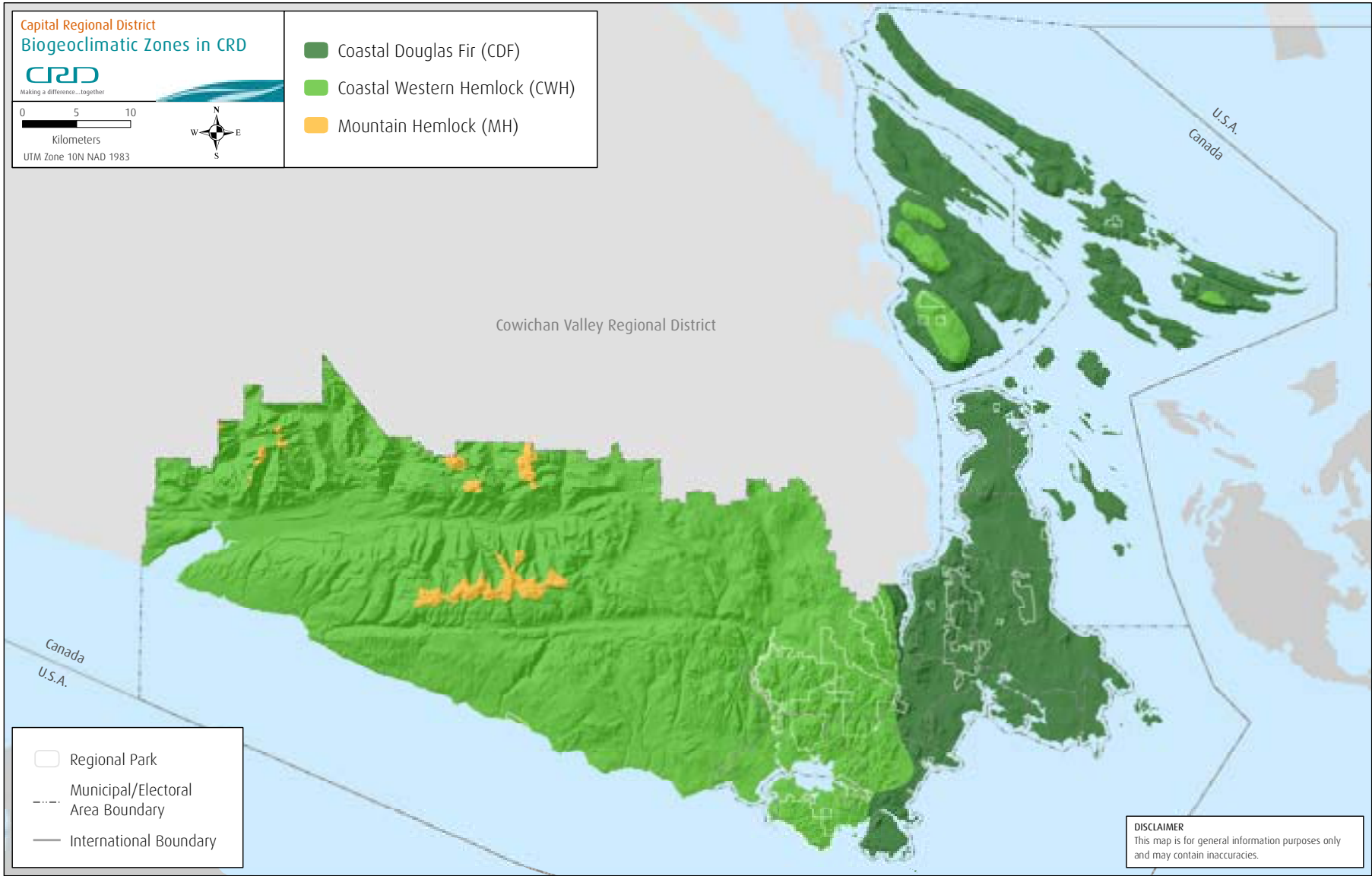
There are several species and ecological communities within the CRD at risk of becoming extinct. The *Species at Risk Act* (SARA) provides federal legal protection for species at risk, and their associated critical habitat, in an effort to recover the species. Critical habitat is identified under SARA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

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

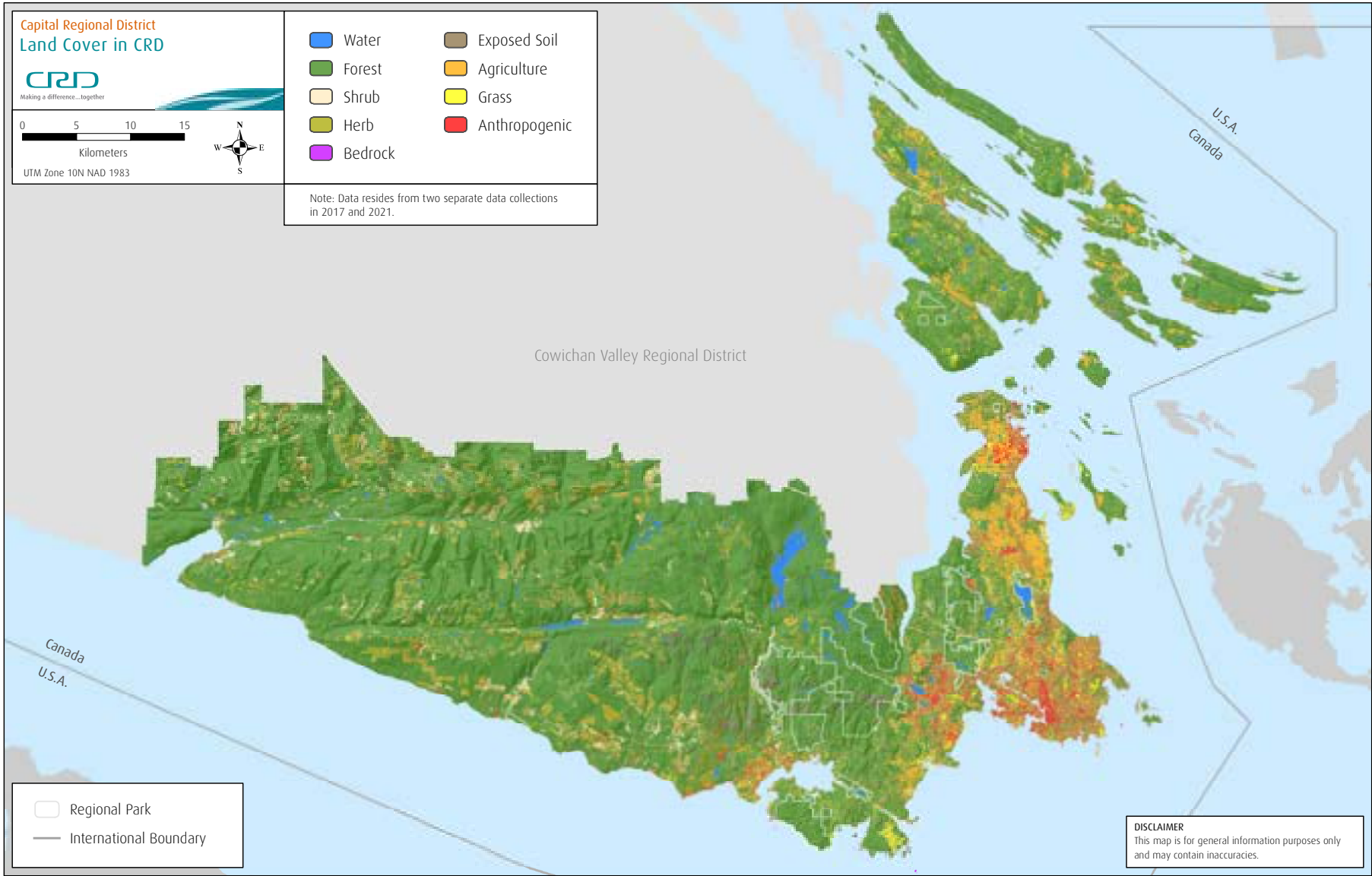
The region includes a mosaic of different land cover types that have changed significantly over the years. Map 4 provides a snapshot in time of the land cover categories comprising the region. The majority of regional park land is dominated by forest land cover (86%) with herb and water (lakes, streams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

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

MAP 3. BIOGEOCLIMATIC ZONES IN CRD



MAP 4. LAND COVER ANALYSIS



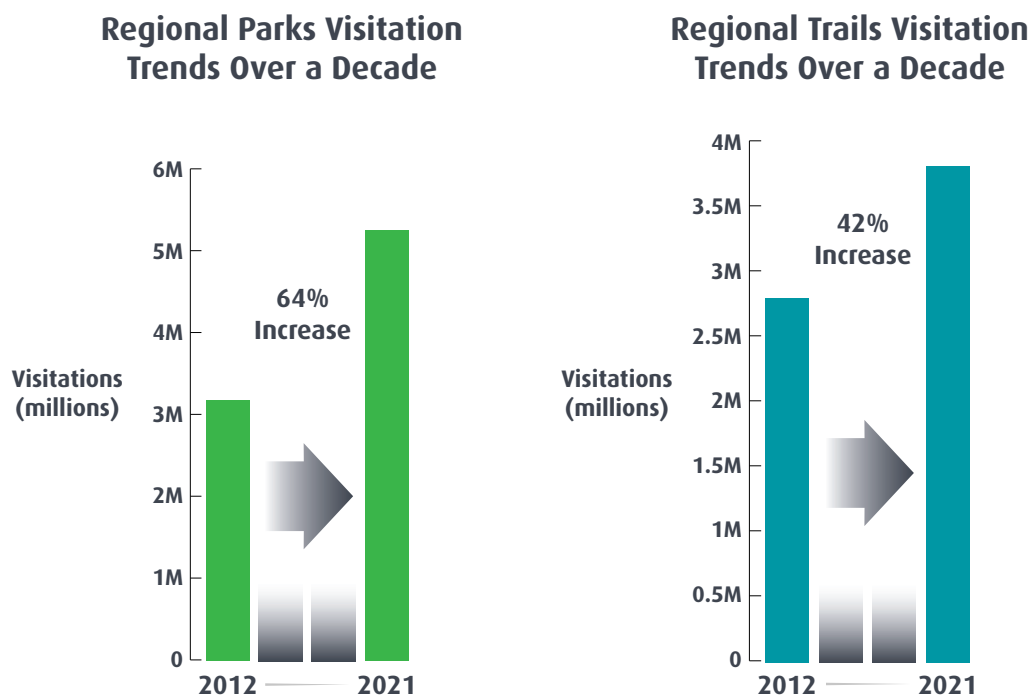
2.4 Visitor Experience

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

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

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

FIGURE 4. 10 YEAR VISITATION TRENDS



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

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





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

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

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

FIGURE 5. USE IN REGIONAL PARKS AND REGIONAL TRAILS





Todd Creek Trestle - Galloping Goose Regional Trail

2.5 Park and Trail Facilities

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

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

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

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

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

2.6 Investment

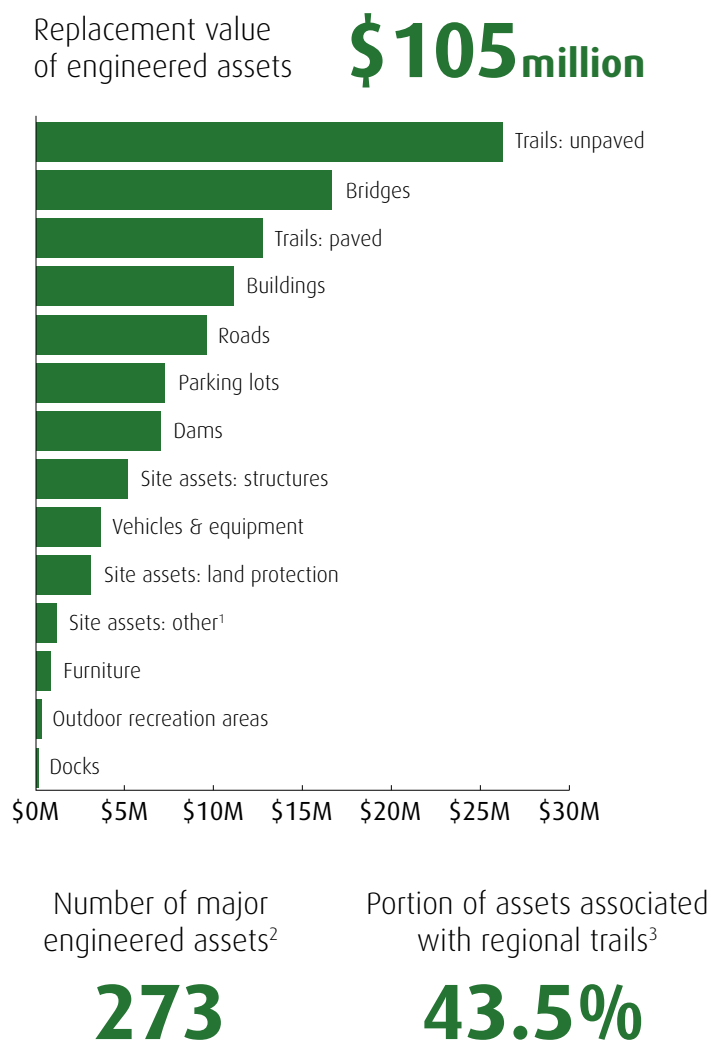
The regional parks and regional trails service is funded primarily through a regional property tax requisition. In 2022, the annual operating budget for regional parks and regional trails was \$16.7 million. The CRD Board Strategic Plan 2019-2022 prioritizes ensuring appropriate funding for parks and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

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

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

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

FIGURE 6. 2019 REPLACEMENT VALUE OF ENGINEERED ASSETS



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

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

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

2.7 Land Acquisition

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

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

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

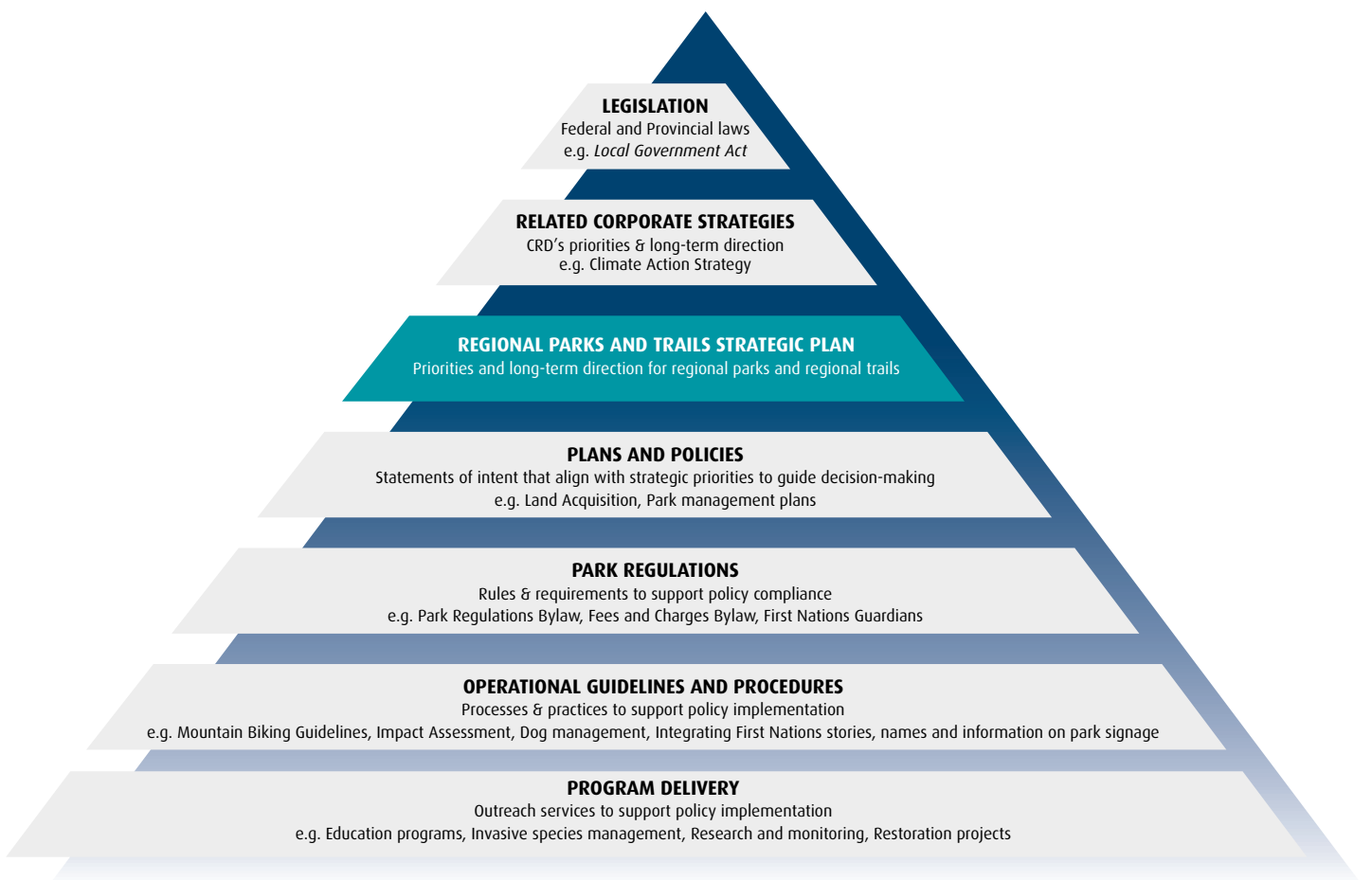
The CRD's Regional Growth Strategy (RGS) requires municipalities to identify regionally significant park lands in the municipal context statements in their Official Community Plans. The CRD is committed to having meaningful discussions with First Nations, municipal, provincial and federal parks agencies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

3. Planning Framework

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

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

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



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

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





East Sooke Regional Park

3.1 Regional Park Classifications

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

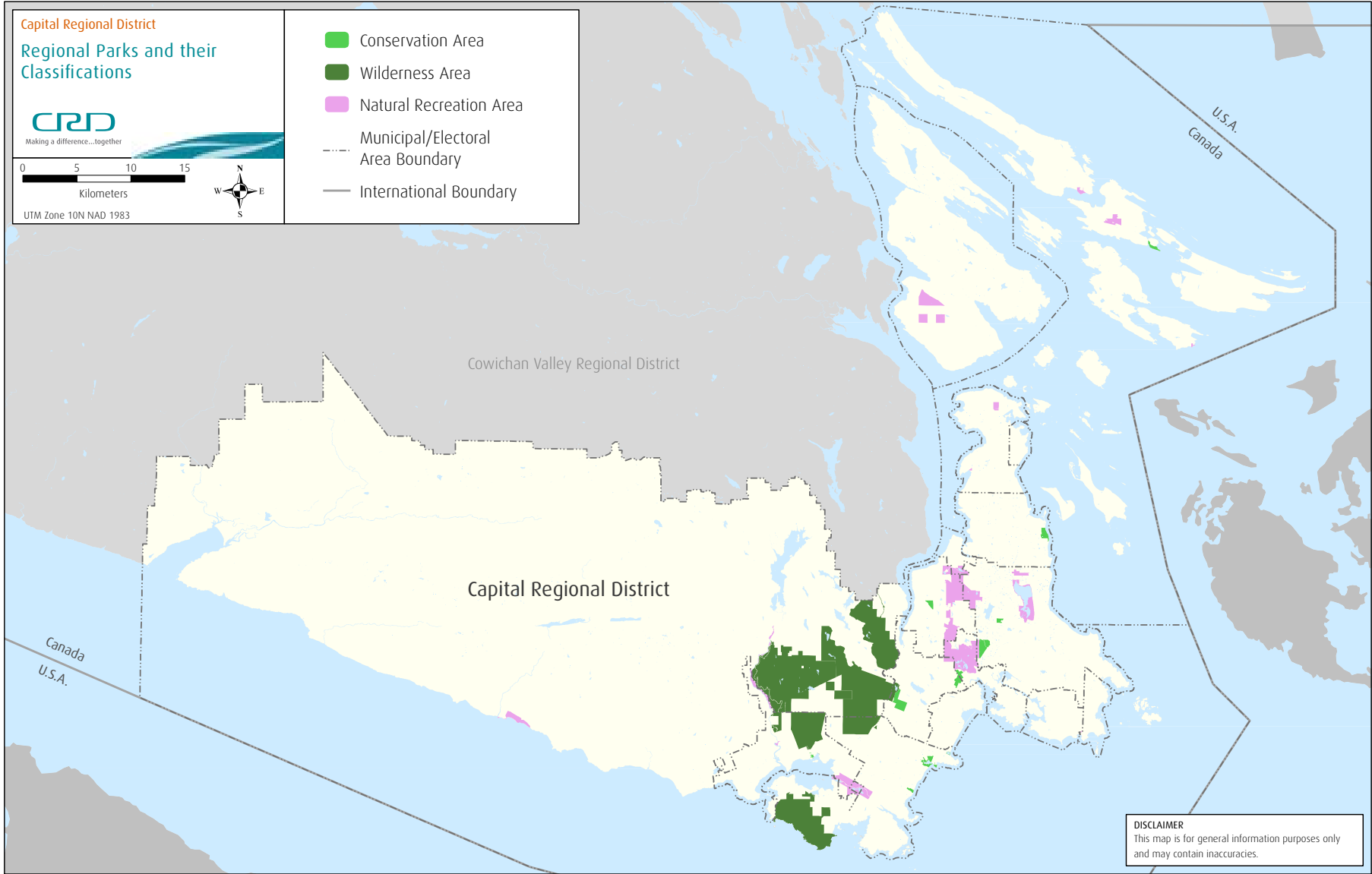
Park management plans set the policy approach for regional parks and will be reviewed and updated to align with this Plan. Of the 32 regional parks in the system in 2022, 18 have management plans, 1 has interim management guidelines, and 13 are without management plans. Of the 18 management plans, 8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

FIGURE 9. REGIONAL PARK CLASSIFICATIONS



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

MAP 5. REGIONAL PARK CLASSIFICATIONS



3.2 Regional Trail Classifications

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

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



Selkirk Trestle - Galloping Goose Regional Trail



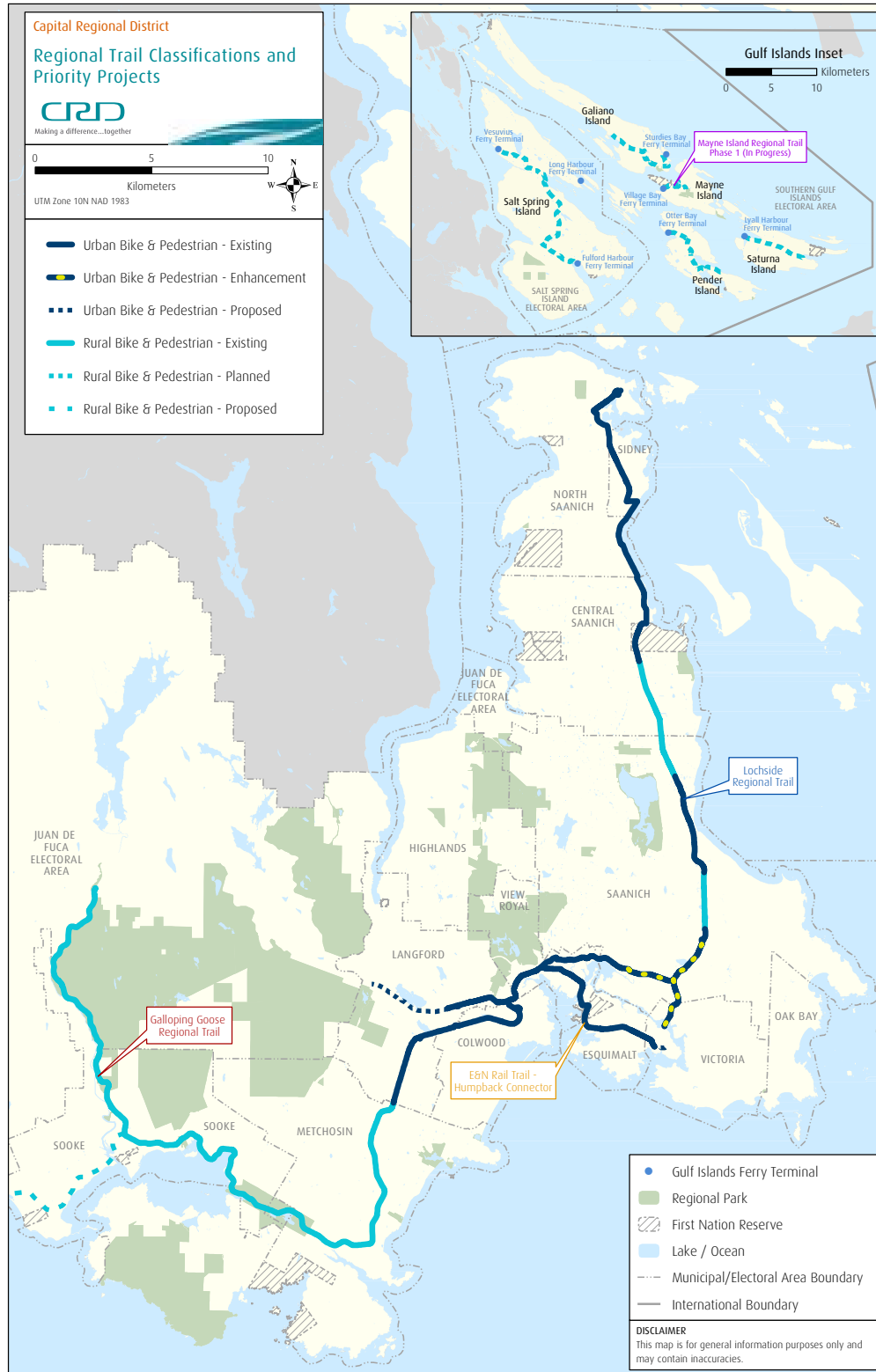
Credit: Bill Irvine

FIGURE 10. REGIONAL TRAIL CLASSIFICATIONS



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

MAP 6. REGIONAL TRAIL CLASSIFICATIONS AND PRIORITY PROJECTS





Lochside Regional Trail

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

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

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

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

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

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



4. Strategic Priorities

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



Reconciliation

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

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

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

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

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



Culturally Modified Tree

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

Priority 1-1

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

Actions	Timing
1-1a Work collaboratively with First Nations to develop and implement priority initiatives related to regional parks and regional trails, such as: • Integrating First Nations stories, names and other information on park and trail signage and communications material; • Recognizing traditional place names; • Identifying, monitoring and restoring species of cultural significance to First Nations; • Developing cooperative management agreements, traditional use protocols and access agreements; • Information sharing without limiting the ability of traditional knowledge holders to share within their own community; • Involving First Nations in land acquisition and park management planning and operations.	Ongoing
1-1b Develop a policy for supporting and clarifying Indigenous rights to access parks for cultural use and how cultural safety can be improved in regional parks.	Short-term

Priority 1-2

Work collaboratively with First Nations governments in service delivery initiatives.

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



Conservation

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

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

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

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



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

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

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

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

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

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

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

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

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

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



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

Priority 2-1

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

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

Priority 2-2

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

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

Priority 2-3

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

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



Visitor Experience

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

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

Compatible outdoor recreation in regional parks:

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



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



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

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

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

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

Priority 3-1

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

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

Priority 3-2

Foster stewardship through program delivery, knowledge sharing and collaboration.

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



Climate Action & Resiliency

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

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

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

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



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

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

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

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

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

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

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

Priority 4-1

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

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



Gallopig Goose Regional Trail

Priority 4-2

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

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

Priority 4-3

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

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



CRD Regional Parks crew aiding with a fire.

Priority 4-4

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

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

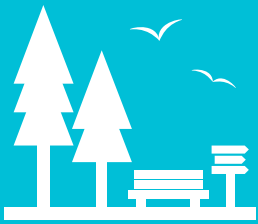
Priority 4-5

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

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



Volunteers removing invasive species in Mill Hill Regional Park.



Access & Equity

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

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

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



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



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

Priority 5-1

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

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



East Sooke Regional Park
Credit: Rosemary Neering

5. Monitoring & Reporting

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

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

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

5.1 Performance Indicators and Reporting

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

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

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



Thetis Lake Regional Park

FIGURE 11. ANNUAL INTENDED REPORTING INDICATOR

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

FIGURE 11. ANNUAL INTENDED REPORTING INDICATOR

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

Appendix A: Glossary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

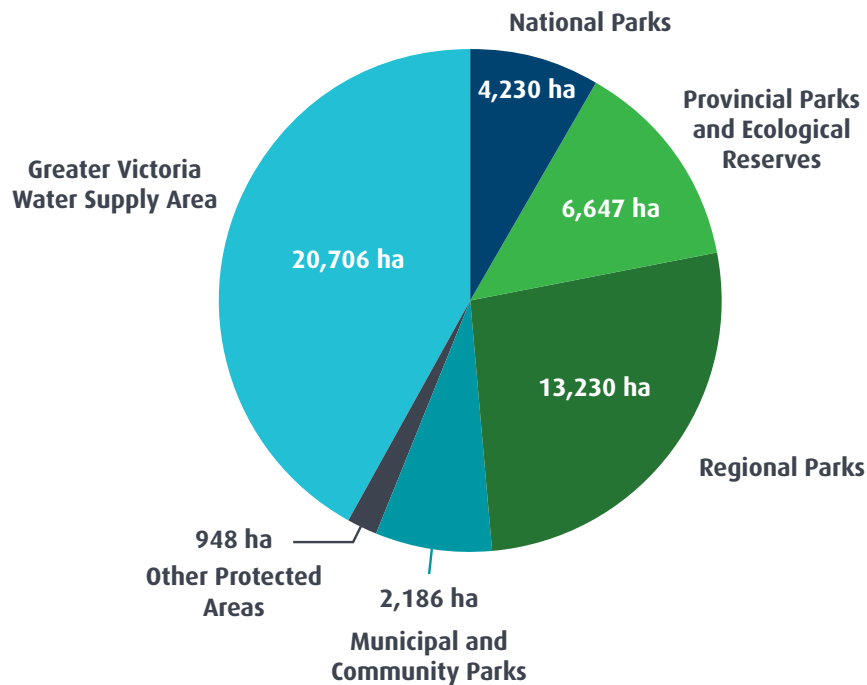
Traditional Ecological Knowledge: The knowledge, practice and belief concerning the relationships of living beings to one another and to the physical environment that has been developed by First Nations since time immemorial through living as part of the environment.

References:

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

Appendix B: Parks and Protected Areas in the CRD

Parks and Protected Areas



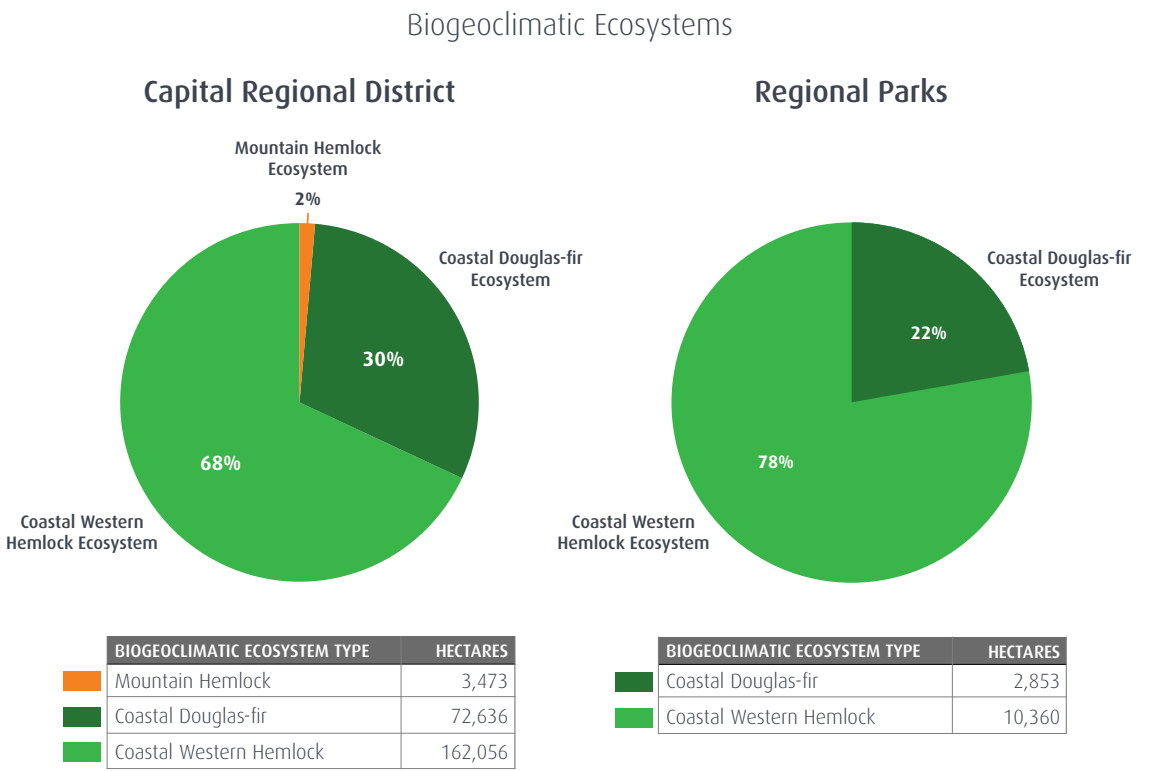
PROTECTED AREA TYPE	HECTARES	% of CRD Land Base
National Parks	4,230	1.78%
Provincial Parks and Ecological Reserves	6,647	2.79%
Regional Parks	13,230	5.56%
Municipal and Community Parks	2,186	0.92%
Other Protected Areas*	948	0.40%
Greater Victoria Water Supply Area	20,706	8.7%

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

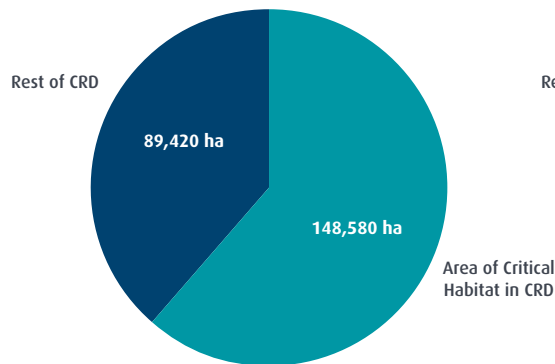
Appendix C: Ecosystems and Species at Risk in the CRD



Appendix C: Cont.

Area of Critical Habitat designated for Species at Risk

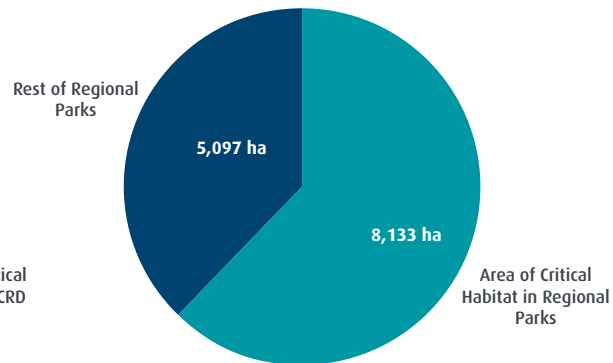
Capital Regional District



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

* Identified for species at risk

Regional Parks



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

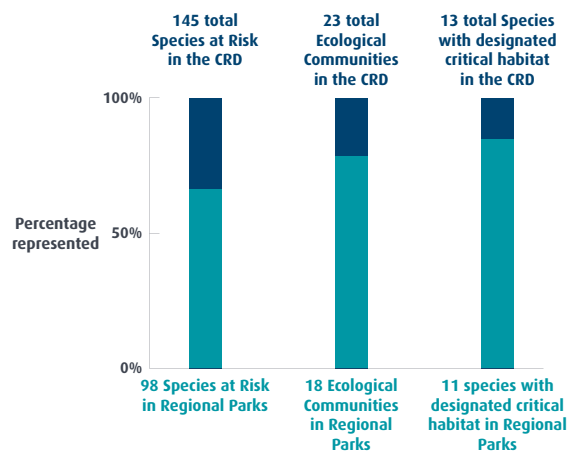
* Identified for species at risk

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

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

ECOLOGICAL COMMUNITIES	HECTARES
In the CRD	23
In Regional Parks	18

CRITICAL HABITAT	COUNT
In the CRD	13
In Regional Parks	11



Appendix D: Related CRD Strategies and Plans

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

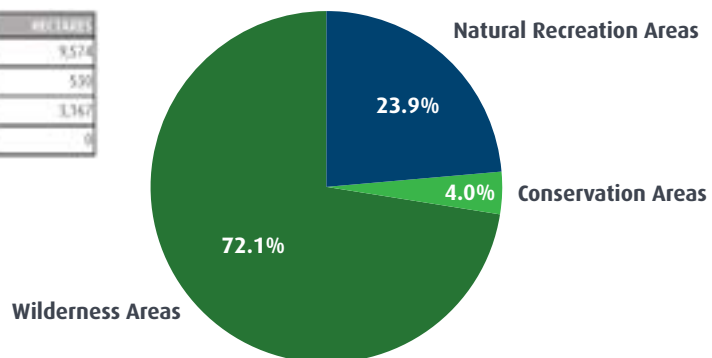
Appendix E: Regional Park Classifications

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

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

Regional Parks Land Base by Classification

PARK CLASSIFICATION	NUMBER OF PARKS	HECTARES
Regional Wilderness Areas	3	9,574
Regional Conservation Areas	17	590
Regional Natural Recreation Areas	34	3,747
Regional Conservancy Areas	0	0







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

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

ISSUE SUMMARY

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

BACKGROUND

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

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

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

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

First Nations Engagement

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

Protected Area Targets

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

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

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

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

Other Proposed Edits

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

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

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

ALTERNATIVES

Alternative 1

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

Alternative 2

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

IMPLICATIONS

Environmental & Climate Implications

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

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

Intergovernmental Implications

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

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

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

Social Implications

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

Financial Implications

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

Alignment with Board & Corporate Priorities

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

Alignment with Existing Plans & Strategies

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

CONCLUSION

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

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

RECOMMENDATION

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

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

ATTACHMENTS

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

Regional Parks and Trails Strategic Plan 2022-2032

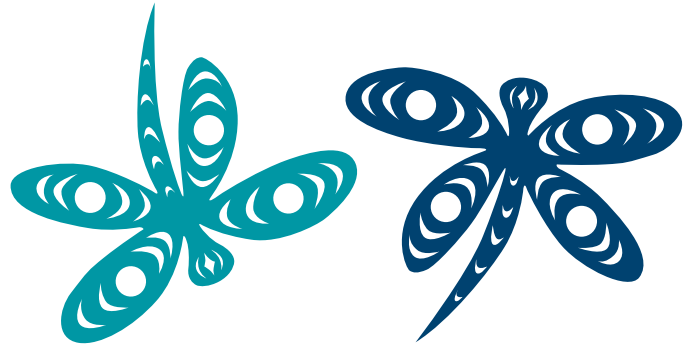
June 2023



Making a difference...together

Territorial Acknowledgement

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



Dancing Dragonflies by Chris Paul

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

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

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

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Cover photo credit: Andrea Rangel

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

Organizational Overview

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

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

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

Áekoo Áekoo! (Díitiidʔaaʔtx)
Huy ch q'a (Hə́hǫ́əmiḱəh)
HÍSW̱KE (SENĆOŦEN)
Hay'sxw'qa si'em (LKWUNGEN)
Klecko Klecko (Nuu-chah-nulth)
Thank You



Transformation (Raven)
by Darlene Gait of
Esquimalt Nation

Executive Summary

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

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

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

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

1. Introduction

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

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





1.1 Vision

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

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

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

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

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

1.2 Mission

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

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



Horth Hill Regional Park

1.3 Values

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

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

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

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

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

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

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

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

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

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

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

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



1.4 Engagement Process

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

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

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

FIGURE 1. ENGAGEMENT PROCESS TIMELINE

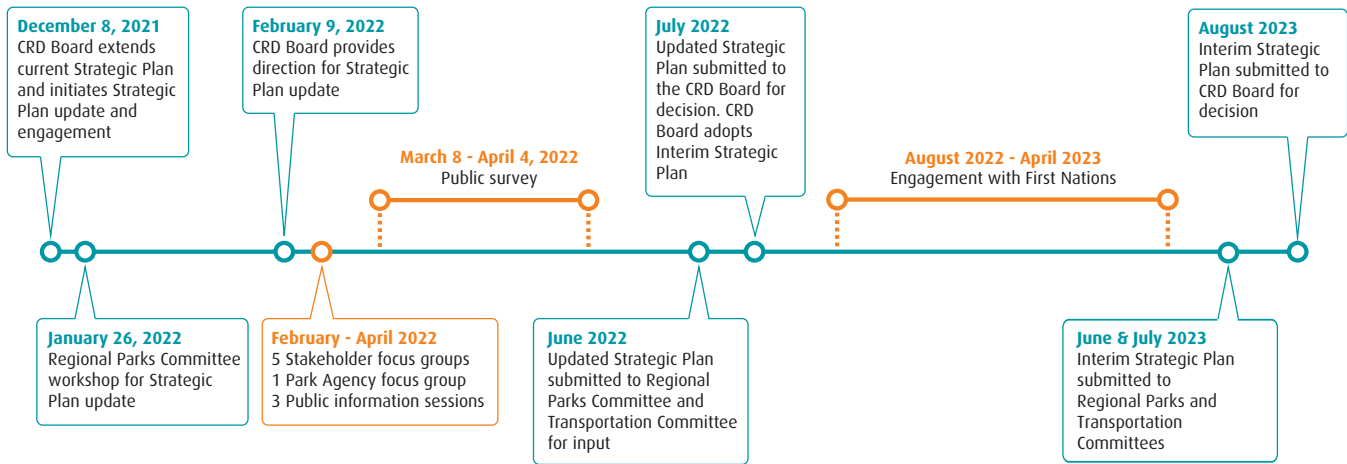


FIGURE 2. ENGAGEMENT OVERVIEW





2. Regional Parks and Trails in 2022

2.1 Regional Parks Service

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

The CRD provides over 200 services in the following categories:

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

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

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

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

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

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

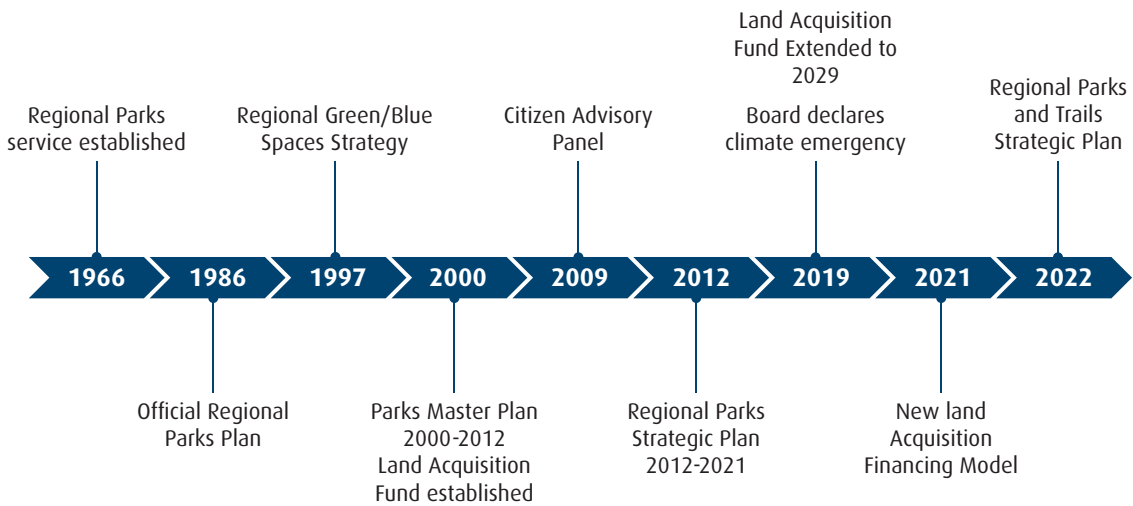




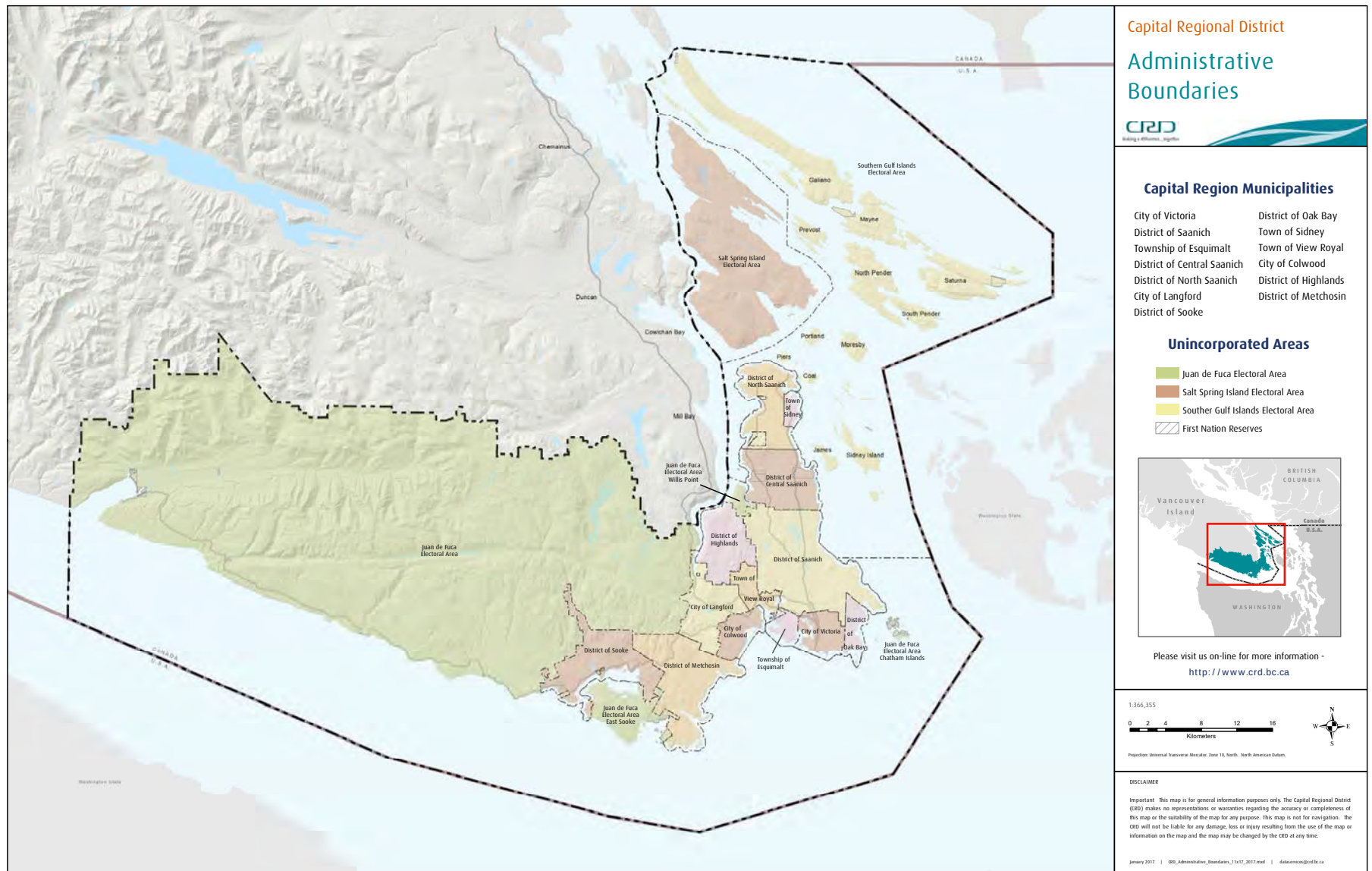
Elk/Beaver Lake Regional Park

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

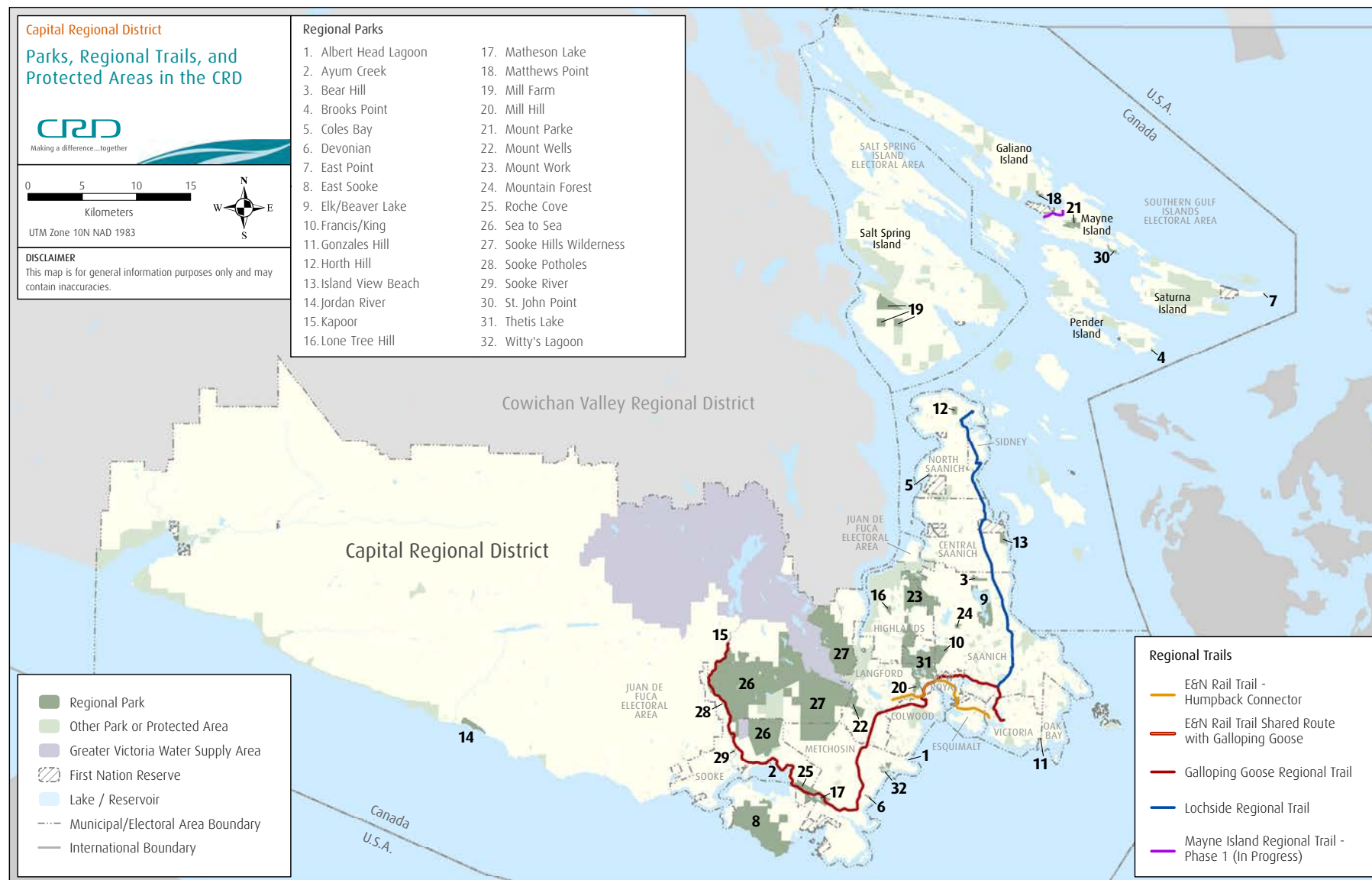
FIGURE 3. ACTION THROUGH THE YEARS



MAP 1. ADMINISTRATIVE BOUNDARIES



MAP 2. PARKS AND PROTECTED AREAS IN THE CRD





2.2 Cultural Setting

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

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

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

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

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



2.3 Physical Setting

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

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

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

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

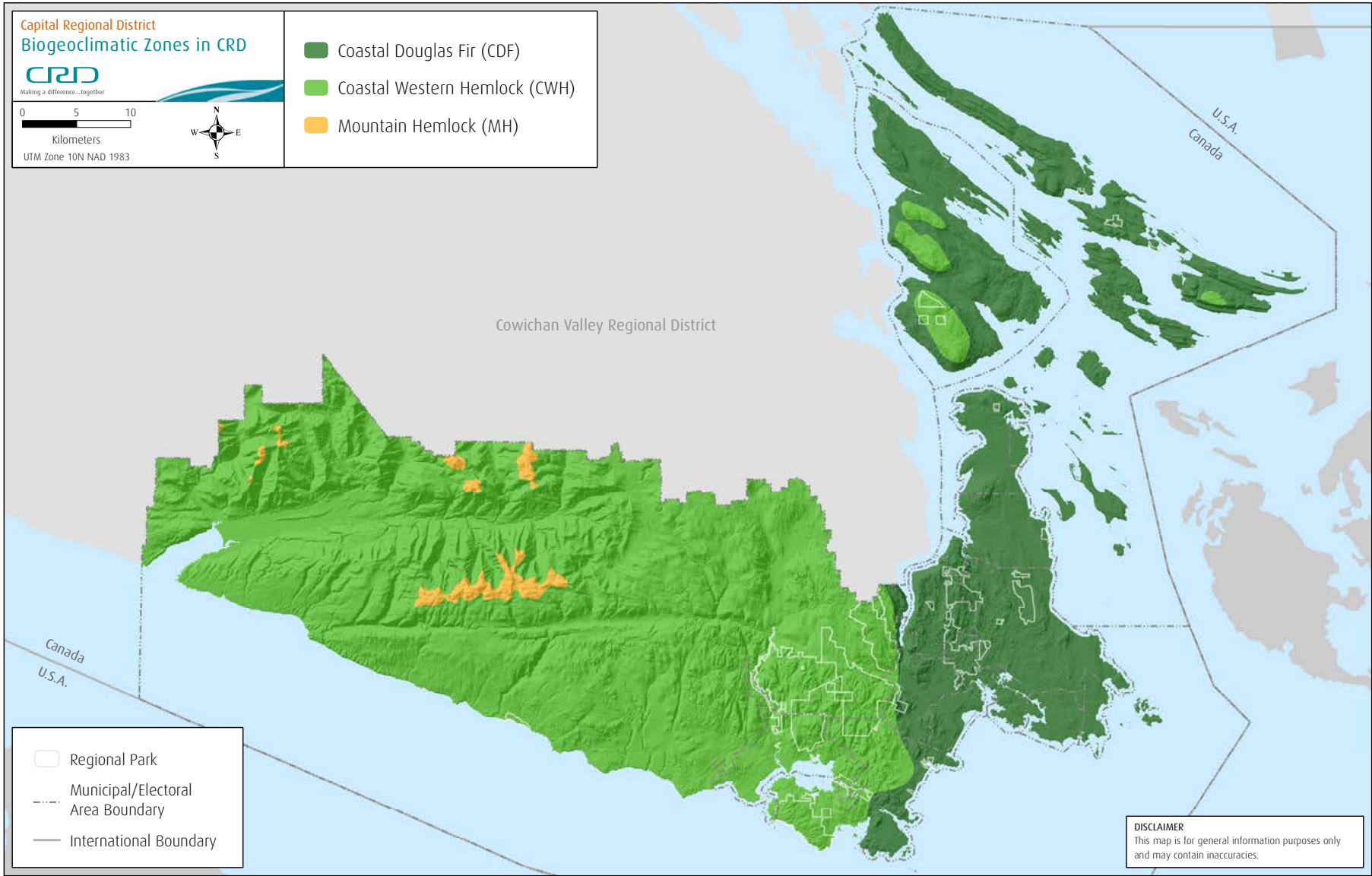
There are several species and ecological communities within the CRD at risk of becoming extinct. The *Species at Risk Act* (SARA) provides federal legal protection for species at risk, and their associated critical habitat, in an effort to recover the species. Critical habitat is identified under SARA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

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

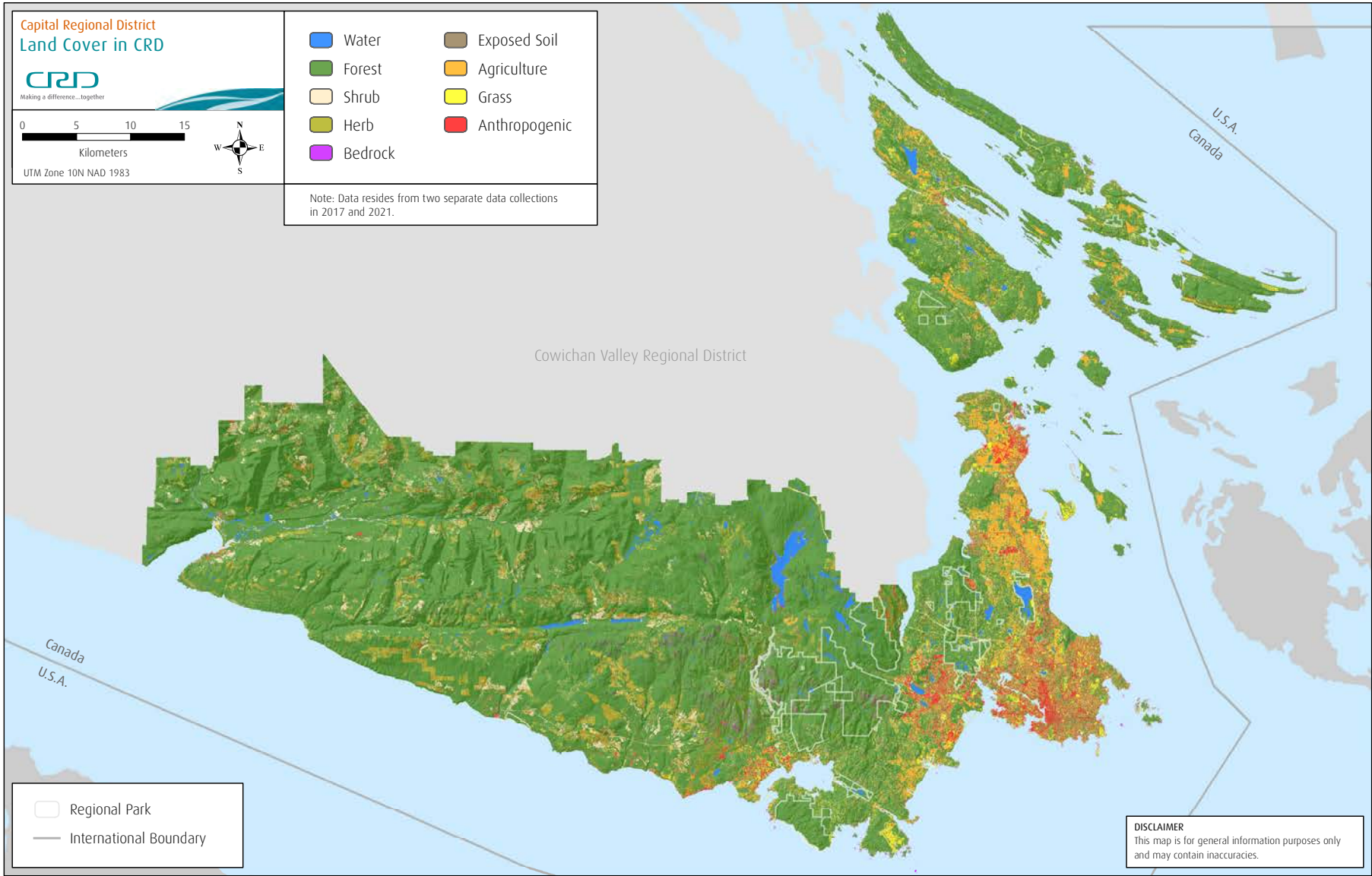
The region includes a mosaic of different land cover types that have changed significantly over the years. Map 4 provides a snapshot in time of the land cover categories comprising the region. The majority of regional park land is dominated by forest land cover (86%) with herb and water (lakes, streams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

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

MAP 3. BIOGEOCLIMATIC ZONES IN CRD



MAP 4. LAND COVER ANALYSIS



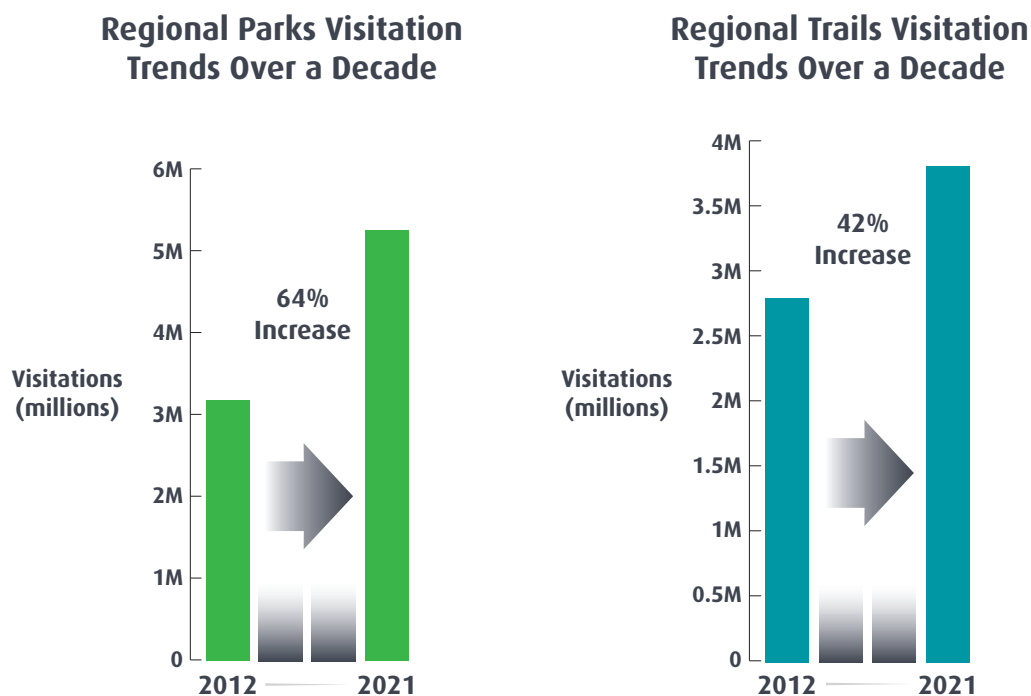
2.4 Visitor Experience

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

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

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

FIGURE 4. 10 YEAR VISITATION TRENDS



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

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





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

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

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

FIGURE 5. USE IN REGIONAL PARKS AND REGIONAL TRAILS





2.5 Park and Trail Facilities

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

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

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

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

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

2.6 Investment

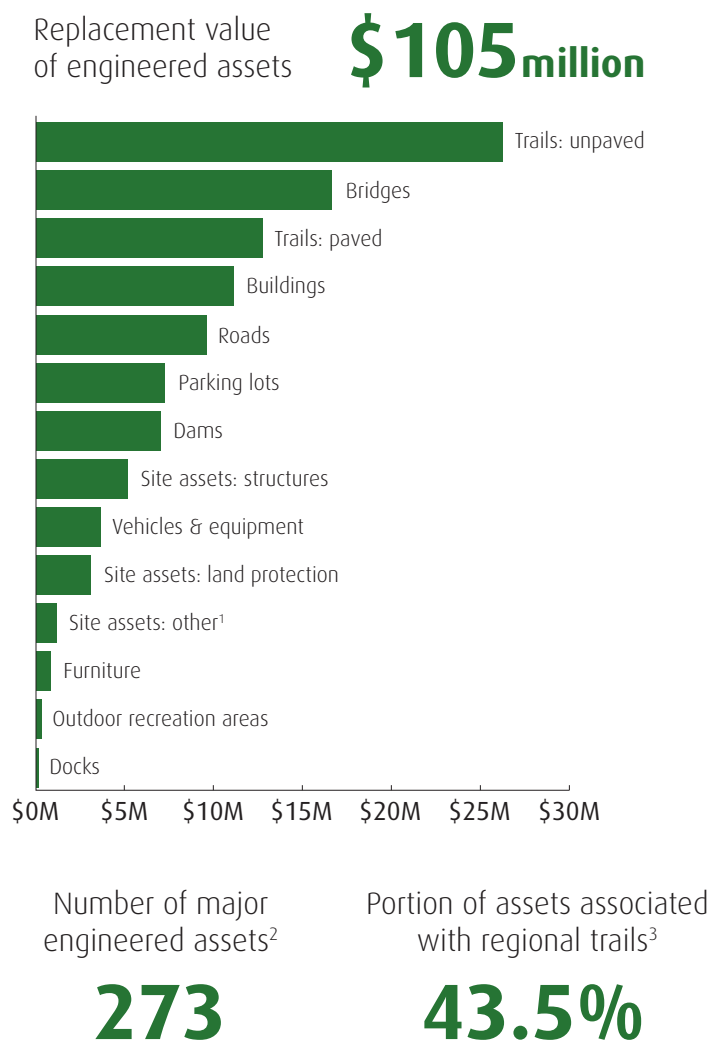
The regional parks and regional trails service is funded primarily through a regional property tax requisition. In 2022, the annual operating budget for regional parks and regional trails was \$16.7 million. The CRD Board Strategic Plan 2019-2022 prioritizes ensuring appropriate funding for parks and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

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

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

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

FIGURE 6. 2019 REPLACEMENT VALUE OF ENGINEERED ASSETS



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

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

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

2.7 Land Acquisition

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

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

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

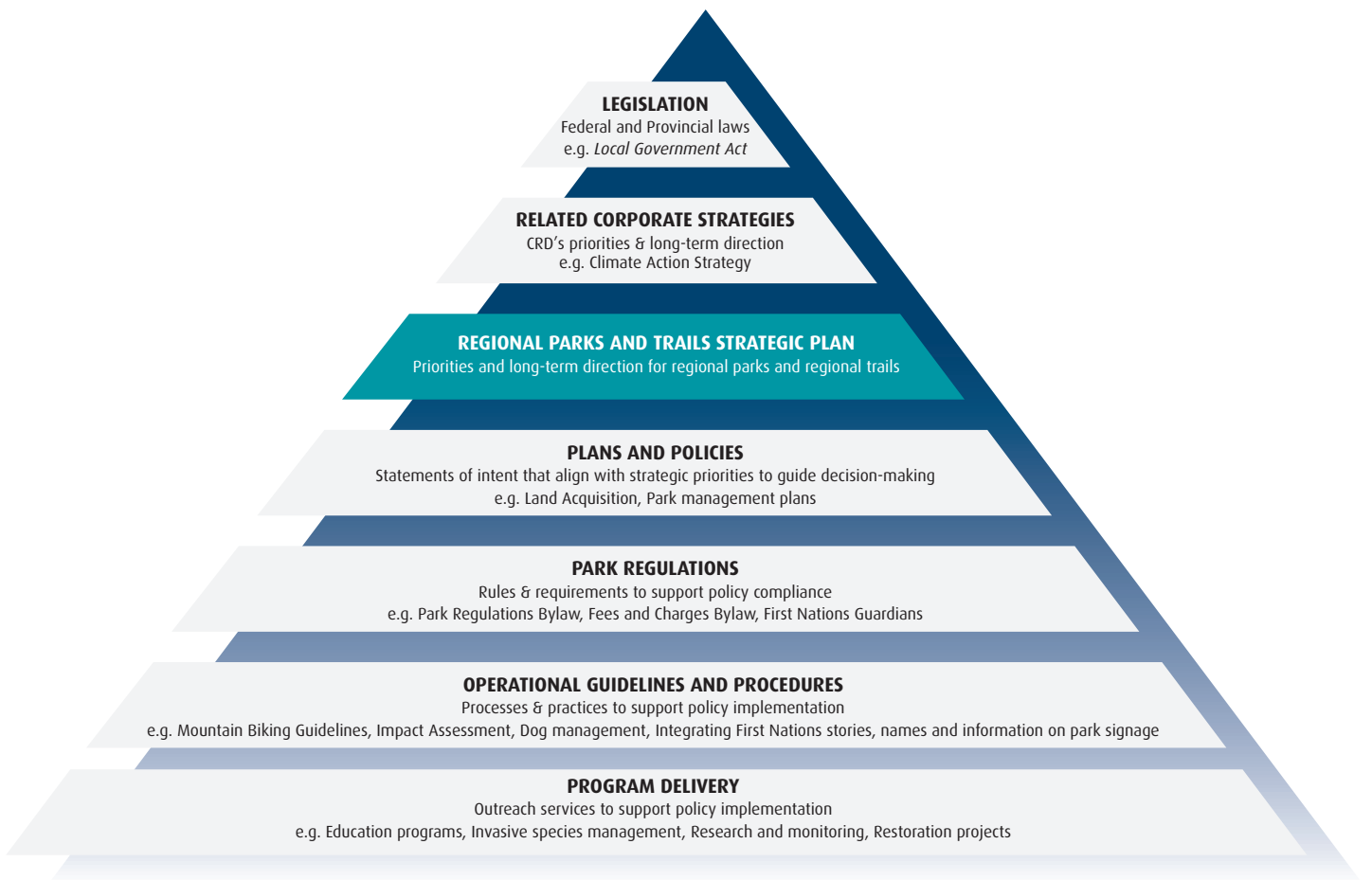
The CRD's Regional Growth Strategy (RGS) requires municipalities to identify regionally significant park lands in the municipal context statements in their Official Community Plans. The CRD is committed to having meaningful discussions with First Nations, municipal, provincial and federal parks agencies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

3. Planning Framework

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

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

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



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

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





3.1 Regional Park Classifications

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

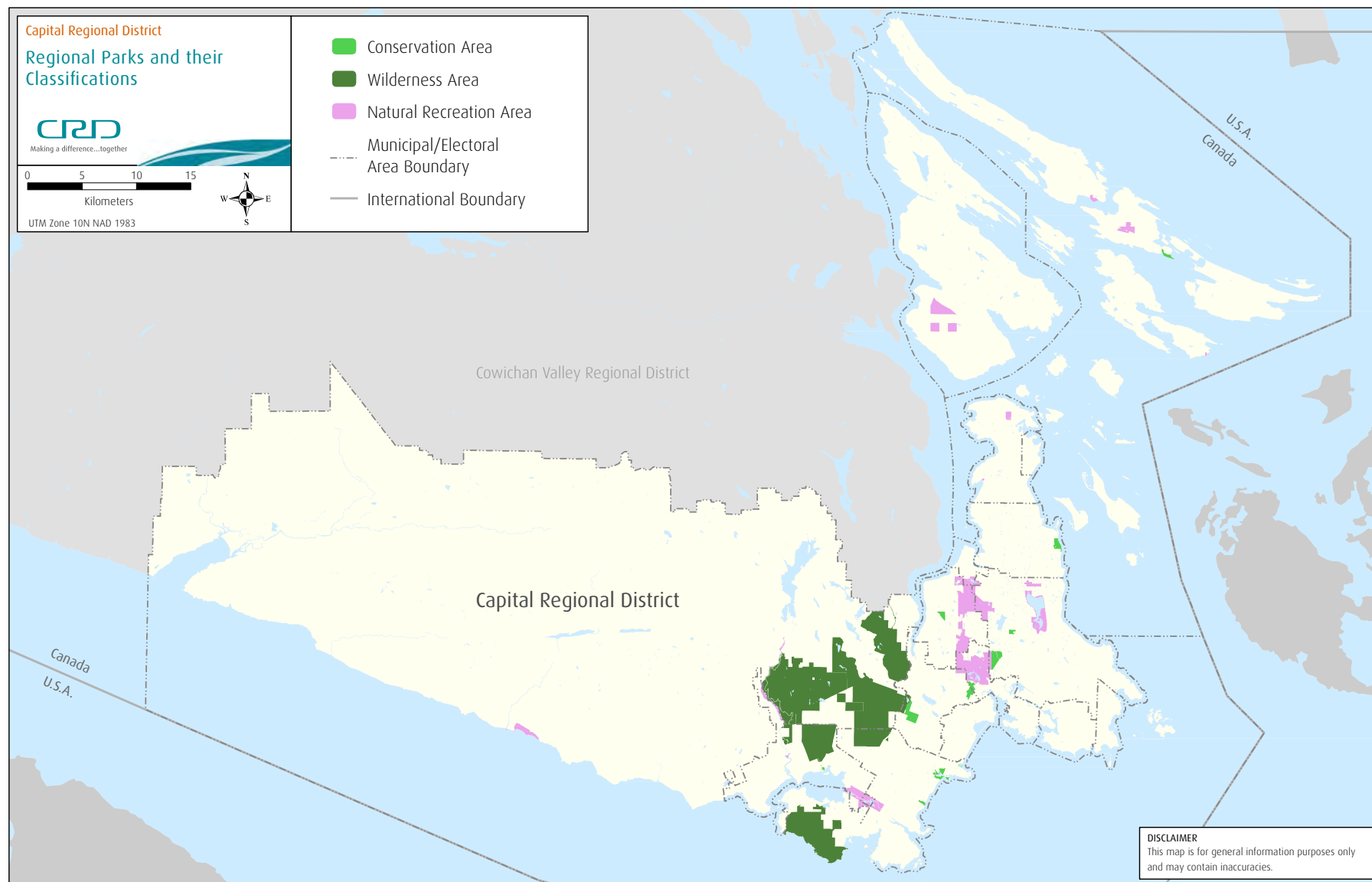
Park management plans set the policy approach for regional parks and will be reviewed and updated to align with this Plan. Of the 32 regional parks in the system in 2022, 18 have management plans, 1 has interim management guidelines, and 13 are without management plans. Of the 18 management plans, 8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

FIGURE 9. REGIONAL PARK CLASSIFICATIONS



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

MAP 5. REGIONAL PARK CLASSIFICATIONS



3.2 Regional Trail Classifications

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

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



Selkirk Trestle - Galloping Goose Regional Trail



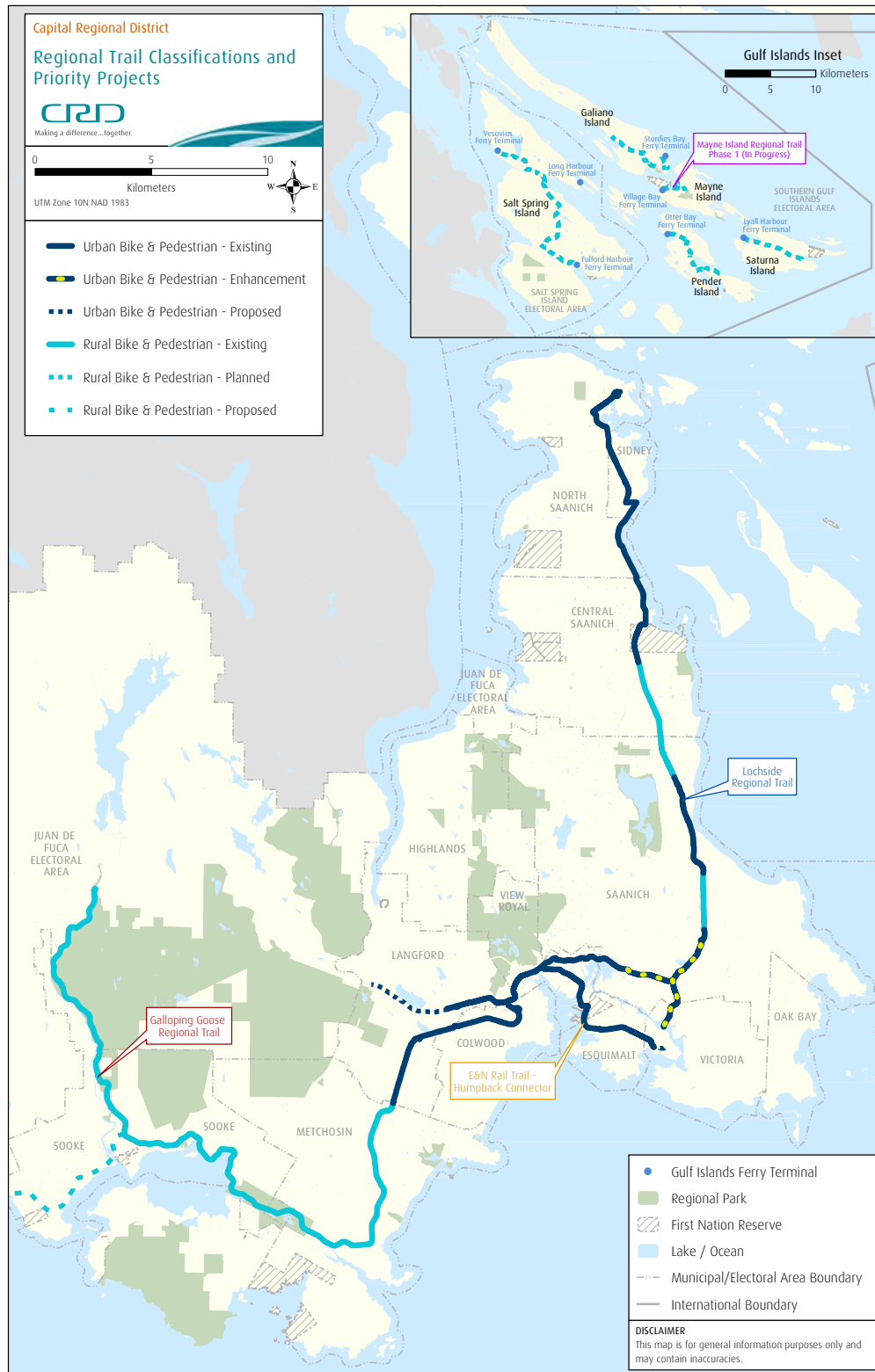
Credit: Bill Irvine

FIGURE 10. REGIONAL TRAIL CLASSIFICATIONS



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

MAP 6. REGIONAL TRAIL CLASSIFICATIONS AND PRIORITY PROJECTS





Lochside Regional Trail

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

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

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

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

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

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



4. Strategic Priorities

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



Reconciliation

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

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

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

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

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



Culturally Modified Tree

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

Priority 1-1

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

Actions	Timing
1-1a Work collaboratively with First Nations to develop and implement priority initiatives related to regional parks and regional trails, such as: • Integrating First Nations stories, names and other information on park and trail signage and communications material; • Recognizing traditional place names; • Identifying, monitoring and restoring species of cultural significance to First Nations; • Developing cooperative management agreements, traditional use protocols and access agreements; • Information sharing without limiting the ability of traditional knowledge holders to share within their own community; • Involving First Nations in land acquisition and park management planning and operations.	Ongoing
1-1b Develop a policy for supporting and clarifying Indigenous rights to access parks for cultural use and how cultural safety can be improved in regional parks.	Short-term

Priority 1-2

Work **collaboratively** with First Nations governments in service delivery initiatives.

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



Conservation

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

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

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

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



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

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

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

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

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

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

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

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

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

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



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

Priority 2-1

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

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

Priority 2-2

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

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

Priority 2-3

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

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



Visitor Experience

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

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

Compatible outdoor recreation in regional parks:

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



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



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

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

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

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

Priority 3-1

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

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

Priority 3-2

Foster stewardship through program delivery, knowledge sharing and collaboration.

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



Climate Action & Resiliency

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

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

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

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



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

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

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

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

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

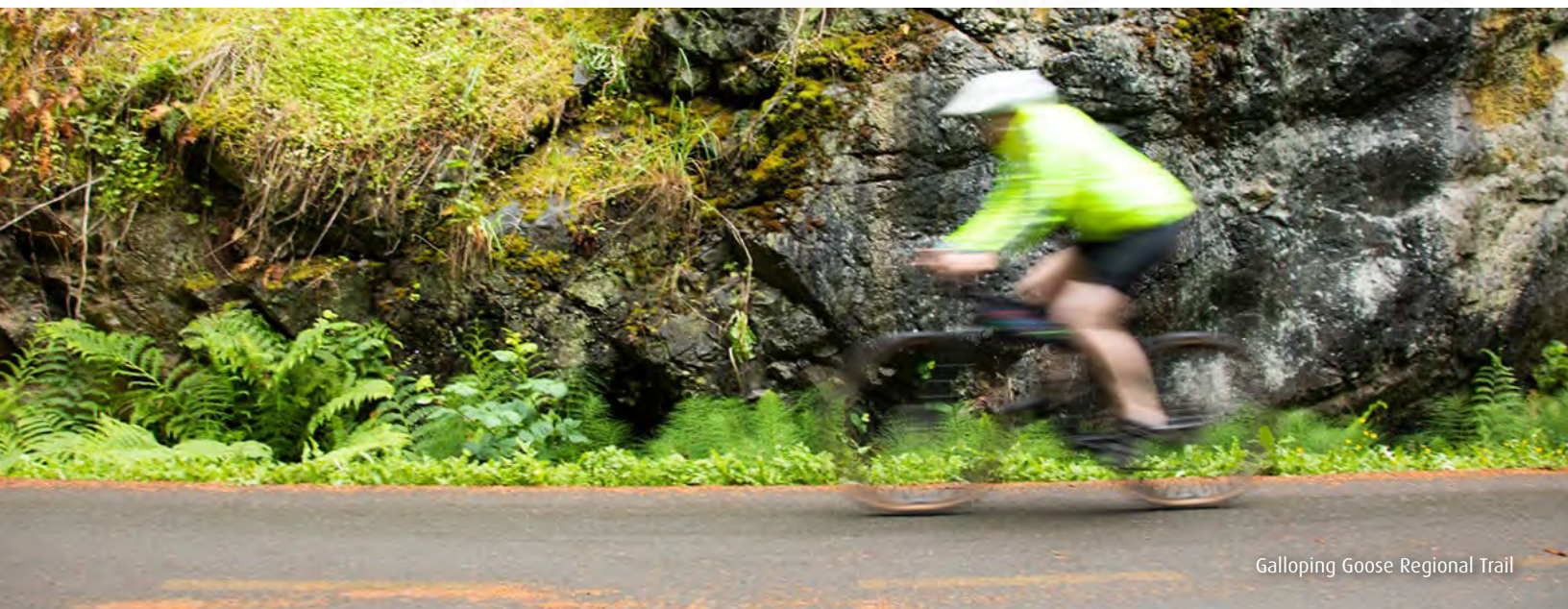
The CRD applies an asset management approach to build organizational resilience. Fundamental to adopting an asset management approach is ensuring consistent, systematic and standardized information about facilities to inform decision-making. The CRD embarked on an asset management program with the Regional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

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

Priority 4-1

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

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



Galloping Goose Regional Trail

Priority 4-2

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

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

Priority 4-3

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

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



CRD Regional Parks crew aiding with a fire.

Priority 4-4

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

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

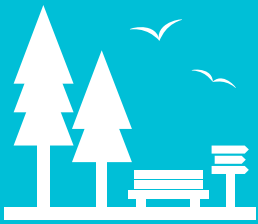
Priority 4-5

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

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



Volunteers removing invasive species in Mill Hill Regional Park.



Access & Equity

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

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

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



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



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

Priority 5-1

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

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



East Sooke Regional Park
Credit: Rosemary Neering

5. Monitoring & Reporting

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

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

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

5.1 Performance Indicators and Reporting

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

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

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



Thetis Lake Regional Park

FIGURE 11. ANNUAL INTENDED REPORTING INDICATOR

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

FIGURE 11. ANNUAL INTENDED REPORTING INDICATOR

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



Appendix A: Glossary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

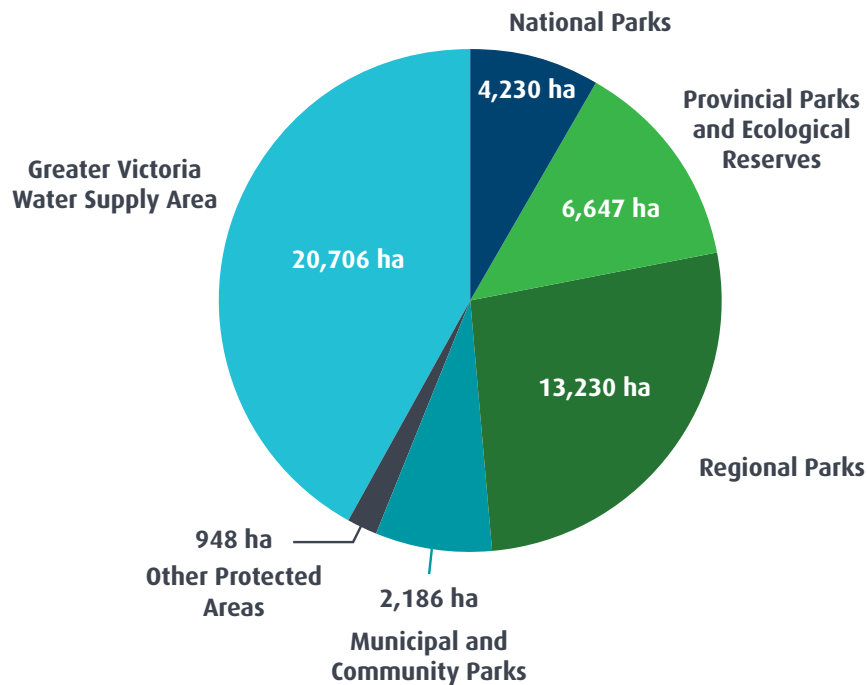
Traditional Ecological Knowledge: The knowledge, practice and belief concerning the relationships of living beings to one another and to the physical environment that has been developed by First Nations **since time immemorial through** living as part of the environment.

References:

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

Appendix B: Parks and Protected Areas in the CRD

Parks and Protected Areas



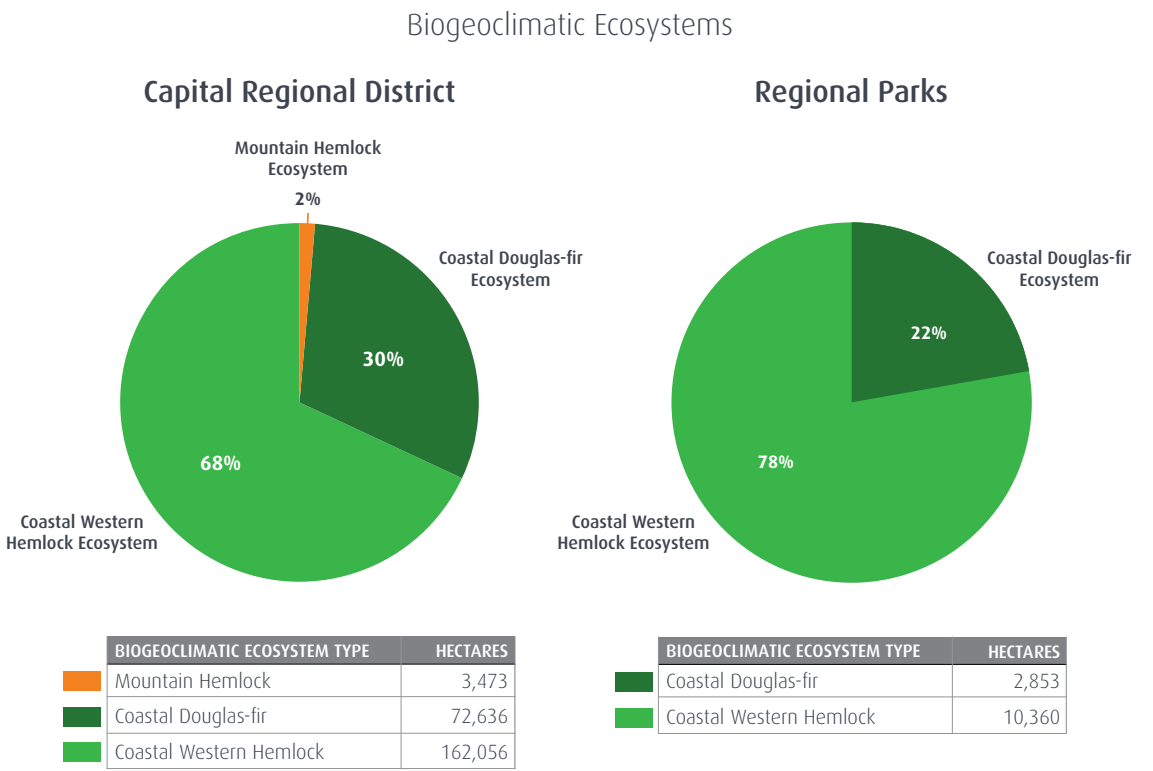
PROTECTED AREA TYPE	HECTARES	% of CRD Land Base
National Parks	4,230	1.78%
Provincial Parks and Ecological Reserves	6,647	2.79%
Regional Parks	13,230	5.56%
Municipal and Community Parks	2,186	0.92%
Other Protected Areas*	948	0.40%
Greater Victoria Water Supply Area	20,706	8.7%

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

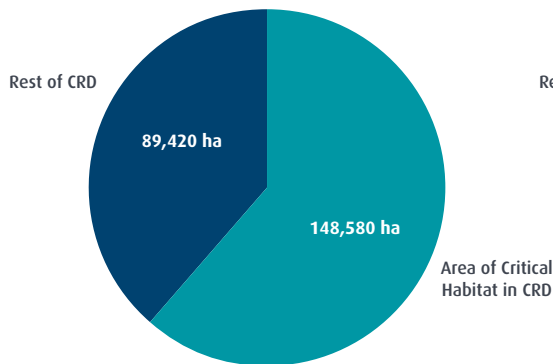
Appendix C: Ecosystems and Species at Risk in the CRD



Appendix C: Cont.

Area of Critical Habitat designated for Species at Risk

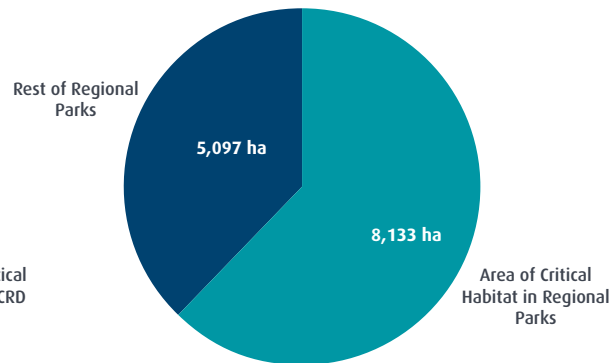
Capital Regional District



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

* Identified for species at risk

Regional Parks



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

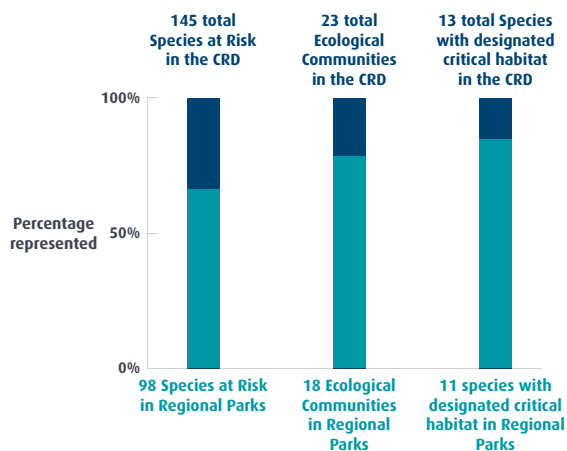
* Identified for species at risk

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

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

ECOLOGICAL COMMUNITIES		HECTARES
	In the CRD	23
	In Regional Parks	18

CRITICAL HABITAT		COUNT
	In the CRD	13
	In Regional Parks	11



Appendix D: Related CRD Strategies and Plans

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

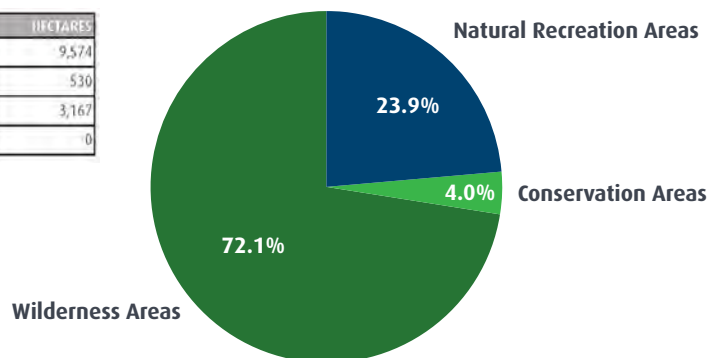
Appendix E: Regional Park Classifications

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

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

Regional Parks Land Base by Classification

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







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Regional Parks & Trails Strategic Plan

First Nations Engagement Report

Capital Regional District | June 2023

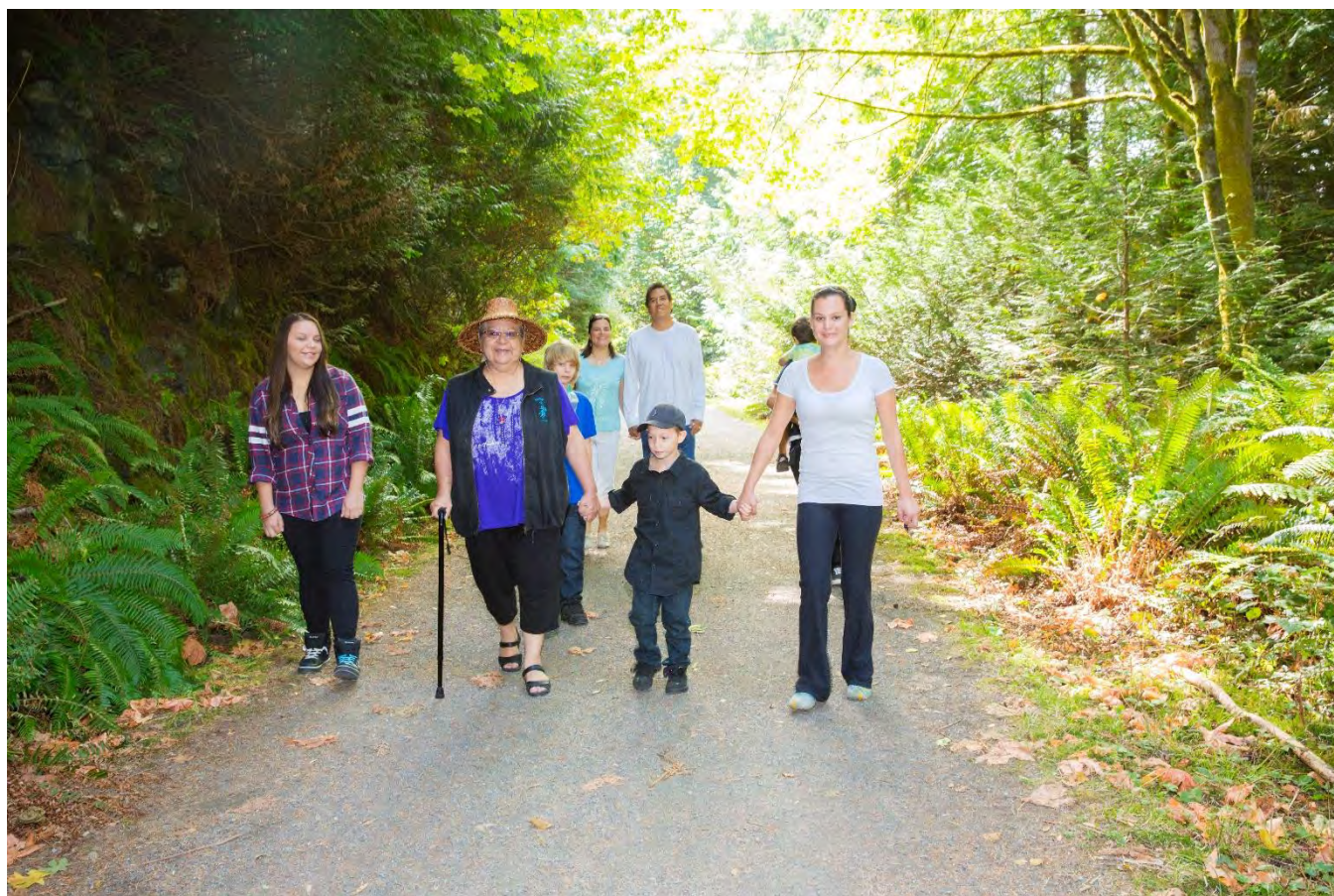


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1. Executive Summary

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

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

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

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

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

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

2. Introduction

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

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

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

3. Purpose of the Engagement Report

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

4. Engagement Period

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

5. Focus of Engagement

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

6. Who Was Engaged

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

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

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

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

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

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

7. Engagement Methods

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

7.1. Letters

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

7.2. Meetings, Emails and Phone Calls

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

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

8. Responses

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

8.1 Feedback Received

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

8.2 Incorporating Feedback Received

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

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

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

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

Table 1: Feedback incorporated into the Strategic Plan.

9. Limitations

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

Regional Parks and Trails Strategic Plan 2022 – 2032

June 28, 2023
Regional Parks Committee

Presentation Outline



1 Strategic Plan Update Process

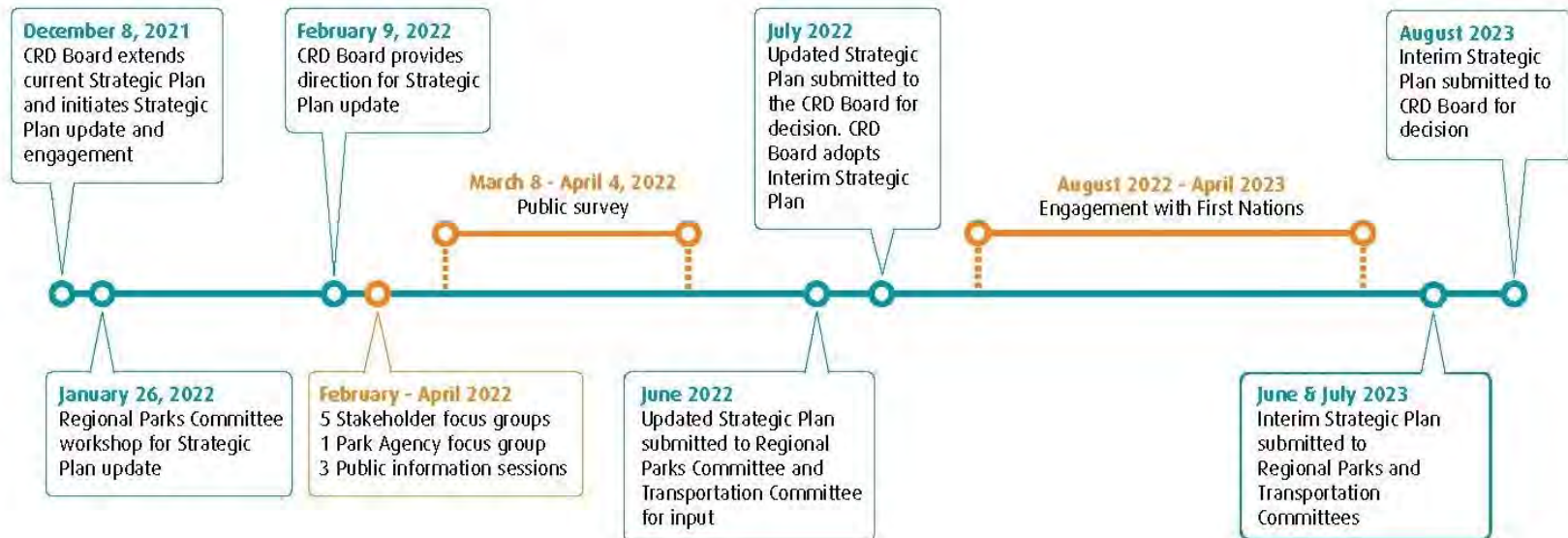
2 Engagement

3 What We Heard

4 Other Proposed Edits

Strategic Plan Update Process

CRD



Engagement

CRD



2,400

Visits to project webpage



44

Stakeholder groups attended
5 focus groups



1,228

Completed surveys



26

Attended 3 public information
sessions



19,000

Reached on Social Media



19

First Nations invited to engage
long-term

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

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

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

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

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

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

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

Other Proposed Edits



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

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Regional Parks and Trails Strategic Plan 2022 – 2032

July 19, 2023
Transportation Committee

Presentation Outline



1 Strategic Plan Update Process

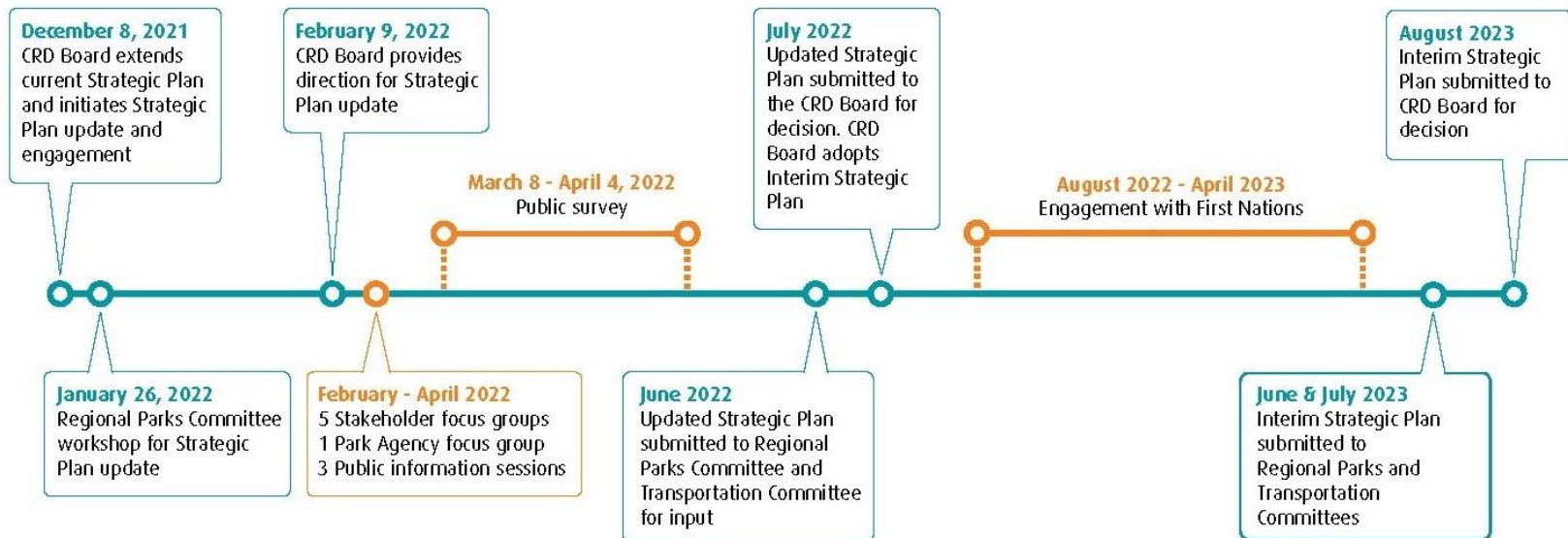
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Engagement

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Edits to: Visitor experience, Conservancy Areas, Goal 1: Reconciliation, throughout

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

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

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

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**CRD TRAFFIC SAFETY COMMISSION
MINUTES OF MEETING
Tuesday, April 11, 2023**

Members: Neil Arason, Island Health
Ron Cronk, Vancouver Island Safety Council
Dr. Murray Fyfe, Island Health
Natalia Heilke, RoadSafetyBC
Todd Litman, Walk On, Victoria
Steve Martin, Community Member
Dean Murdock, CRD Board
Dr. Paweena Sukhawathanakul, Institute on Aging and Lifelong Health, UVic

Associates: Natalie Bandringa, CRD (for John Hicks)
S/Sgt. Doug Cripps, Saanich Police
Cpl. Andres Sanchez, Sidney North Saanich RCMP

Regrets: Hailey Bergstrom-Parker, Child Passenger Safety Program, BCAA Community Impact
Corey Burger, Capital Bike
Dr. Frederick Grouzet, Centre for Youth and Society, UVic
Sgt. Andy Harward, CRD Integrated Road Safety Unit
Myke Labelle, Commercial Vehicle Safety and Enforcement
Joe Perkins, Media
Owen Page, Ministry of Transportation and Infrastructure
Colleen Woodger, ICBC Road Safety and Community Involvement

Recording Secretary: Arlene Bowker

The meeting was called to order at 1:15 pm.

1. Territorial Acknowledgement

Chair Murdock provided a territorial acknowledgement.

2. Approval of Agenda

MOVED by Ron Cronk, **SECONDED** by Murray Fyfe, that the agenda be approved with the following addition: **CARRIED**

- Traffic Safety Commission annual report to the Transportation Committee

3. Approval of Minutes – March 14, 2023

MOVED by Paweena Sukhawathanakul, **SECONDED** by Steve Martin, that the minutes of the meeting held on March 14, 2023 be approved. **CARRIED**

4. Chair's Remarks

Chair Murdock thanked those members who were able to attend today's meeting and said he looks forward to our session on strategic planning.

5. Business Arising from Previous Minutes

➤ **Update on Transportation Working Group**

At the last meeting of the Transportation Working Group, members reviewed options on how to advance their work and what type of reporting structure was needed. The working group looked at a draft policy to develop guidelines re upcoming CRD trail work and also approved the Triple AAA criteria presented by the CRD. Saanich staff presented Saanich's Road Safety Action Plan and the current state of road safety. The City of Victoria discussed a regional ride hailing business license idea. Saanich and Victoria staff presented a joint proposal to ask the CRD Board to advocate for modernization of the Motor Vehicle Act.

At their next meeting on April 17, all partners will be sharing their priorities to identify any alignments. The Ministry of Transportation and Infrastructure will be doing a presentation on where they are with the modernization of the Motor Vehicle Act and next steps. Transportation governance will also be discussed.

6. Priority Business

➤ Budget Update

There are no changes to the budget. The surplus carryover from last year is \$43,000.

➤ Strategic Planning

Update on Data Review Project

Under the direction of Dr. Paweena Sukhawathanakul, Helia Sehatpour, a doctoral student in environmental psychology, provided an overview of her work on the Commission data review project to document factors that contribute to serious injury and fatal collisions in the Capital Regional District and the Malahat Highway. This project was approved last October in order to develop a foundation for planning by looking at what the data and evidence show about where fatalities and serious crashes are occurring, and to identify data gaps. Copies of the full report have been provided to Commission members. The link to today's presentation is <https://vimeo.com/815743974>. A summary of the presentation follows.

The report provides a descriptive analysis of motor vehicle related crashes, injuries and fatalities in the CRD from 2017-2021. The objectives were to identify crash, injury and fatality rates for local municipalities of the CRD and the CRD as a whole; compare traffic safety performance indicators with peer jurisdictions in Canada and internationally; identify crash contributing factors and various crash types; and examine collisions specifically involving vulnerable road users as well as motor vehicle occupants.

Datasets used for the report were ICBC claim reports, ICBC traffic accident system police reports and the Ministry of Health discharge abstract database which includes hospitalizations resulting from road injuries in the CRD. Only municipal regions of the CRD were included, and the Gulf Islands, rural areas and off-road accidents were excluded. The Malahat region is reported in municipal breakdowns but not included in aggregate CRD stats.

The first table shows CRD road safety highlights for crashes, injuries and fatalities from 2017-2021. There was a downward trend in crashes and injuries from 2017-2020, with an uptick in 2021. In the report there is a comparison of the CRD's fatality and injury rates by population with various cities with similar population distribution. Cities such as Berne, Switzerland; Helsinki, Finland; and Oslo, Norway all show lower rates of injuries and fatalities by population than the CRD.

The next section examines motor vehicle collisions involving vulnerable road users. This section reports on crashes, injuries and fatalities involving pedestrians, cyclists, and motorcyclists and includes trends by year and comparison with provincial statistics. The crash injuries involving vulnerable road users follow the same pattern as overall injury trends, with a downward trend from 2017-2020, and an increase in 2021. Pedestrians and cyclists show similar numbers of injury occurrences over the years. Motorcyclists follow the same trend.

The percentage of total fatalities by road-user type is shown in a graph. Drivers constitute the largest percentage of all traffic-related fatalities standing at more than 50 percent. Pedestrian fatalities constitute almost 30 percent of all fatalities, followed by passengers and cyclists. Pedestrian fatalities constitute a much larger portion of all fatalities than cyclists. Data on motorcyclist fatalities was not available for comparison.

The next section describes the contributing factors to crashes and injuries and is mainly sourced from police reported data. The top five factors are distracted and inattentive driving; road condition; weather condition; speeding; and impaired driving. Injury numbers from these factors show a downward trend from 2017. Impaired driving seems to be the only contributing factor where the number of injuries in 2021 was almost as high as in 2017.

Crash, injury and fatality data were also broken down by municipality. The municipality section includes the Malahat as well as the 13 municipalities of the CRD. Both claim reported and police reported crashes are shown. Victoria and Saanich have the highest number of crashes and

injuries and largest populations. Saanich has a higher number of more severe crashes and injuries reflected in the number of police reports, as well as a high number of fatalities.

The third dataset shows hospitalization data retrieved from the Ministry of Health's discharge abstract database. Cyclists have the highest number of hospitalizations, followed by car occupants and pedestrians. There are also some demographic variables available for fatalities and hospitalized victims. Individuals between the ages 55-70 have the highest number of hospitalizations among the other age groups. A large number of these individuals were reported to be vulnerable road users.

The day of the week and month of the year were also looked at to see how they were associated with crashes. The percentage of total police-reported crashes and injuries were highest in December and January, and lowest in April. Weekdays also seem to have higher numbers of claim reported crashes and injuries compared to the weekend.

There are two separate sections at the end of the report which summarize pedestrian only and cyclist only road safety statistics.

There were some limitations faced in the preparation of this report, particularly the limitation around data access constrictions when it came to municipal information. The claims reported and police reported databases are both managed by ICBC which made only certain subsets of data available for access at a time. To maintain crash victims' privacy, various factors associated with collisions were not available in conjunction with municipal information. This limited the ability to tease apart the most serious factors leading to the most severe injuries and fatalities on roads in the CRD. Future efforts to standardize reporting practices and an aim for better transparency of data would be helpful in creating improved and more accurate reports.

Another limitation was regarding municipal boundaries. Municipal boundaries could not be verified across all datasets. There is a need for consistent municipal boundaries across reporting agencies. Also, there was not enough information to verify the exact location of the road accidents for the hospitalization data. The data represents the location of the hospitalized patients living in the CRD. Therefore, future work should make sure that municipal boundaries and geographical locations of crashes are clearly defined and consistent across the various reporting agencies so that we can more accurately assess the road safety of each distinct municipality.

Members can email Helia at hsehatpour@uvic.ca with any questions or comments.

Discussion followed the presentation.

- Todd Litman – Some jurisdictions will be significantly reducing traffic speed limits and he would like to explore how we can collect data to evaluate the impacts of these changes. Would need detailed information to do it well.
- Neil Arason – This report will be a major reference document for the Commission for the next couple of years. It was interesting to see so many other cities do so much better re the number of casualties and that speaks dramatically to the amount of progress that is possible.
- Paweena Sukhawathanakul – The report was done as comprehensively as possible, but they were limited in terms of how this could be presented in a more accessible way. Possibly it could be sent to John Hicks' office to assist with getting it in a format so that it can be used as an official Commission document and posted on the Commission website. Looking at the data was challenging and to get it standardized took a lot of time.
- Todd Litman – Would like to see a broader scope of comparisons with other jurisdictions. It would be interesting to compare with other Canadian and North American cities.
- Neil Arason – The European cities that were included are "best in class" due to changes they made and are models to look at. We could have one-quarter of the amount of trauma we currently have.

➤ **Strategic Planning**

A summary of last month's strategic planning session was distributed and discussion continued on Commission priorities.

Todd Litman suggested the following three items.

- Study of impacts of reduced speed limits
- Currently there is no way to find out where there are gaps in the sidewalk and bicycle networks. If we are serious about wanting to improve active transportation conditions, one of the starting points is to get an inventory of what the conditions are
- Some sort of catalogue of all the potential Vision Zero actions

Neil Arason recommended that we should focus on a small number of things. From today's presentation, pedestrians do stand out re fatality numbers. If there was one thing we could give priority to it would be pedestrians crossing at intersections and crosswalks. Why isn't every intersection a leading pedestrian interval? We could hugely reduce the number of people walking with a walk signal that are hit by a left or right turning vehicle. We could also look at more protected turning movements, so drivers only need to look for one thing at a time. Both these interventions are proven and are low cost, and we could make them our priorities.

Discussion was held on the Commission's role in communication, education and advocacy for traffic safety initiatives and the relationship between the Commission, the Transportation Committee and the Transportation Working Group. More clarification on this will be provided in the governance presentation next month.

Steve Martin commented that there is active and passive advocacy, and we should break these strategies down. One is more action oriented, and one is more information oriented. One example would be the Malahat pilot which would be something where we could be more active, looking at it and providing some analysis behind it and actively making action-oriented proposals. Another one is on the topic of enforcement which in the hierarchy of road safety has a much greater impact than information. At last month's meeting the issue of police spending a lot of time in traffic court rather than on the street doing enforcement was raised. We could advocate for strategies that would reduce the amount of people challenging traffic tickets, e.g., having deep discounts for traffic fines if paid online, so there is no court involved.

Murray Fyfe remarked that he agrees with the focus on pedestrians, and we could do some education around that. The issue around advocacy is actually about making recommendations and that is something that we have been invited by the CRD Board to do. The Commission did that with the recommendation around interval speed cameras on the Malahat and we could do something similar with respect to leading pedestrian intervals. We have the data and evidence to support a recommendation to the Board to communicate this out to the municipalities and it would be something the Commission could assist with.

Neil Arason suggested two major priorities for the Commission would be to make recommendations to the Board and the second would be all the work we do around campaigns and education. Within those two priorities, we would need to prioritize and narrow the scope of our focus. Steve Martin proposed that based on what we know about what works in road safety and what we know about the data, we could ask John Hicks and his staff to line things up for us. Chair Murdock commented that it would be a helpful next step to have this prioritized based on a number of inputs, including our discussion here.

Todd Litman said that recommended actions are somewhat different in different jurisdictions, i.e., urban and rural, so should have a framework that allows us to say that the priorities may vary according to the area.

Members agreed that "making noise" about issues can help to make change happen and we should use our voice to do this.

➤ **Governance Presentation**

Deferred to the May meeting

➤ **BCACP Calendar**

- March – Distracted Drivers Campaign/Occupant Restraint Campaign
- May – High Risk Driving Campaign
- July – Summer Impaired Driving Campaign (Alcohol/Drug)

- September – Distracted Drivers Campaign/Occupant Restraint Campaign
- October – Drive Relative to Conditions Campaign
- December – Winter Impaired Driving Campaign

The purpose of putting the BCACP calendar initiatives on our agenda is to act as a reminder for the Commission re the focus of our partners and to try and frame our advertising to support them. We could do the advertising ourselves or support any of our partners with additional funding to expand their campaigns.

7. Other Business

- **Traffic Safety Commission annual report to the Transportation Committee**
Deferred to the May meeting

8. Member Updates

Deferred to the May meeting

- **RoadSafetyBC - Natalia Heilke**
- **ICBC – Colleen Woodger**
- **Youth and Children – Hailey Bergstrom-Parker**
- **Institute on Aging and Lifelong Health – Dr. Paweena Sukhawathanakul**
- **CRD – John Hicks**
- **Integrated Road Safety Unit – Sgt. Andy Harward**
- **Commercial Vehicle Safety Enforcement – Myke Labelle**
- **Vancouver Island Safety Council – Ron Cronk**
- **Capital Bike – Corey Burger**
- **Walk On, Victoria – Todd Litman**
- **Municipal Police Forces/RCMP**
- **BC Transit – Dallas Perry**
- **Ministry of Transportation and Infrastructure - Owen Page**
- **Island Health – Neil Arason**
- **Working Group for UVic Centre on Youth and Society Joint Project – Dr. Frederick Grouzet**

9. Next Meeting

The next meeting will be held on May 9, 2023 at 1:00 pm. On motion, the meeting adjourned at 2:31 pm.

CRD TRAFFIC SAFETY COMMISSION
MINUTES OF MEETING
Tuesday, May 9, 2023

Members: Neil Arason, Island Health
Corey Burger, Capital Bike
Dr. Frederick Grouzet, Centre for Youth and Society, UVic
Natalia Heilke, RoadSafetyBC
Todd Litman, Walk On, Victoria
Steve Martin, Community Member
Dean Murdock, CRD Board
Colleen Woodger, ICBC Road Safety and Community Involvement

Associates: S/Sgt. Doug Cripps, Saanich Police
John Hicks, CRD

Regrets: Hailey Bergstrom-Parker, Child Passenger Safety Program, BCAA Community Impact
Ron Cronk, Vancouver Island Safety Council
Dr. Murray Fyfe, Island Health
Sgt. Andy Harward, CRD Integrated Road Safety Unit
Myke Labelle, Commercial Vehicle Safety and Enforcement
Owen Page, Ministry of Transportation and Infrastructure
Dr. Paweena Sukhawathanakul, Institute on Aging and Lifelong Health, UVic

Recording Secretary: Arlene Bowker

The meeting was called to order at 1:10 pm.

1. Territorial Acknowledgement

Chair Murdock provided a territorial acknowledgement.

2. Approval of Agenda

MOVED by Colleen Woodger, **SECONDED** by Corey Burger, that the agenda be approved as distributed. **CARRIED**

3. Approval of Minutes – April 11, 2023

MOVED by Colleen Woodger, **SECONDED** by Corey Burger, that the minutes of the meeting held on April 11, 2023 be approved. **CARRIED**

4. Chair's Remarks

We all share a common interest in ensuring people are safe as they are travelling around our region, and we are here to work collaboratively towards that goal. We should remember that although we have various interests and backgrounds, we are here for the same purpose, and keep our discussions positive and optimistic.

5. Business Arising from Previous Minutes

➤ **Update on Transportation Working Group**

At the last meeting, the Group received an update from the Ministry of Transportation and Infrastructure policy department who are working on an amendment to the Motor Vehicle Act which focused mainly on improving road safety for vulnerable users. The Group also had a detailed discussion about the pilot programs which are in place and relate largely to e-mobility. The pilot program as it stands will cease as of April 2024 and under the new Motor Vehicle Act amendment, there is potential for geographic exemptions to the Motor Vehicle Act for pilot programs. The Group will continue to work with the Province as that is rolled out. The next meeting of the Transportation Working Group will be in June.

John Hicks provided a brief update on governance in the CRD and how the Commission relates back into that. The CRD Board is made up of the 13 mayors across the region and the 3 electoral area directors, plus additional seats are provided based on population, for a total of 24 Board members. The Board makes determination on regional matters which fall under their jurisdiction.

Under the Board there are a series of different committees, including the Transportation Committee which the Commission falls under. The current priority of the Transportation Committee is governance in terms of transportation in the region. A staff report highlighting that will be going forward next week to the Committee with some recommendations and we will get a better indication of what that looks like after the meeting.

The Transportation Working Group falls under the Transportation Committee and is representative of operational staff (largely the Director of Engineering) from each of the municipalities and electoral areas within the region. Meetings are held every two months. A key focus for the Group is bringing forward the initiatives and priorities that have been determined by the Committee and the Board and getting alignment of regulations and bylaws across the region. There is currently a lot of diversity in simple things such as street and trail crossing, paint work requirements, signage, placement of bollards, etc., and the Group is working closely to move these things forward. It will make a big difference as to how people travel across the region.

The Traffic Safety Commission is an entity upon itself and is under a commission structure, rather than a committee structure. The commission structure gives more flexibility in terms of membership, hence we have a large number of voting members from representative bodies which allows for a voice from a diverse range of people with a lot of expertise and gives the ability to push information out to members' work groups or stakeholders. It was set up in a unique way as it didn't sit under a committee and reported indirectly to the Board. Initially, it was done largely through Island Health. As things changed it was determined that the role of the Commission needed to be more defined in terms of roles and responsibilities and it was brought back into the CRD and now there is a direct reporting structure through the Commission back up to the Transportation Committee. It's not clear at this time how the Transportation Working Group and the Commission relate back to each other and that is something that is being worked on. Any advocacy piece which comes back to us impacts the operational requirements of the municipalities so we would need the buy in from the engineers. It is important that these two voices speak with synergy. Later this year we will have a better idea of what that correlation will look like.

The membership of the Commission is determined by the service establishment bylaw. Chair Murdock commented that Commission membership is something we may want to think about to ensure that we have the representation we want to achieve to make certain we are being considerate of the viewpoints that need to come to bear in terms of road safety.

Corey Burger commented that the Province has adopted accessibility legislation which creates legal requirements for municipalities and regional districts to create a disability committee. The CRD is in the process of setting that up so that may be something we need to think about in terms of how the Commission will interact with that committee.

➤ **Commission Annual Report to Transportation Committee**

The Commission annual report to the Transportation Committee is likely going to be done in July. Steve Martin will present on behalf of the Commission. As we finalize our strategic priorities today, we should also be thinking about what items we would like to share with the Committee.

6. **Priority Business**

➤ **Budget Update**

We have approximately \$40,000 for advertising, some of which is pre-committed for our contract with CHEK. We also have about \$43,000 for third party payments, which is basically our grant program.

As mentioned at our February meeting, the Board has recommended that we do a review of e-bikes and micro-mobility as it relates to personal use and safety in the CRD. This is something we could coordinate through UVic to have a student do the research.

Action: John Hicks will work with Dr. Paweena Sukhawathanakul to move this forward

Corey Burger referred to the presentation on the Commission data review project given at the last meeting and suggested that additional data is needed to bring equity into decision making on

transportation projects. John Hicks commented that Saanich is doing that work already and we can learn from the approach they are taking, rather than creating something new.

Action: Add to June meeting agenda for further discussion

➤ **Governance Presentation**

Note: See governance update given under Item 5 – Update on Transportation Working Group

➤ **Strategic Planning**

Vice-Chair Martin provided a draft outline on strategic priority setting that he compiled from the member comments and discussion at the March and April meetings and the data presentation at the April meeting. He looked at what the top issues were that came through from the data, then considered the member input, and looked for alignment between the evidence and member comments. The evidence is clear from the UVic work that the top three contributing behavioral factors are distracted driving, speeding and impaired driving. The top three fatalities ranked by victim are driver, pedestrian and passenger. Intersections are by far the leading location for all injuries and also represent the greatest risk for vulnerable road users. The top three locations for crashes and injuries are urban residential, urban business/shopping and rural residential. Vice-Chair Martin noted there was alignment between member input and evidence in the following areas: pedestrians crossing at intersections and crosswalks, intersections (all users), Malahat speed interval cameras, support impaired, driver inattention and speed campaigns and promote leading jurisdictions “best in class” measures that would address top road safety issues. In terms of continuous improvement what came through was the need to collect and refine evidence in relation to top road safety issues, foster a relationship with Mothers against Drunk Drivers (MADD), fill Commission member vacancies, review “best in class” road safety measures in relation to addressing evidence-based top road safety issues. Our two main avenues to pursue our strategic priorities are education and awareness and advocacy, but we also support enforcement, municipal road safety plans and the CRD Transportation Committee and the Transportation Working Group.

Chair Murdock commented that after having a couple of sessions on strategic planning, we need to move ahead with setting our priorities. Discussion followed as summarized below.

- Sgt. Doug Cripps would like to see a simple advertising campaign on crosswalk safety with three ads targeting each mode of transportation - pedestrians, drivers and cyclists. He noted that in Saanich, fatalities or serious injuries are usually occurring at intersections or crosswalks. There is often inattentiveness by kids and adults running for buses. They press the button and cross the street without waiting to make sure traffic has stopped. Frederick Grouzet commented that this is good timing as youth focus groups are currently being held ahead of creating new ads this summer and the issue of crosswalk safety has already been identified in the focus groups.
- The Commission could support municipal road safety plans by doing education campaigns as new infrastructure such as elephant’s feet and pedestrian leading intersections are rolled out.
- There are new reduced speed limits in Victoria, Saanich, Oak Bay, View Royal and Esquimalt. It would be helpful in areas that have reduced speed limits to post the yellow signs indicating a new speed limit, rather than just a sign that states the new speed. It was also noted that data has shown speed reduction seems to have more success when it is put in place over a larger area.
- Neil Arason voiced his support for the proposed strategic priorities, with the two major activities being education and awareness and advocacy, along with working at system changes whatever they are. He questioned whether we should be using the term “advocacy” and discussion on that followed. Chair Murdock said that the Committee expects some level of advocacy from the Commission so he doesn’t see it as an issue. Vice-Chair Martin noted that the advocacy refers to the top three road safety issues of distracted driving, speeding and impaired driving as identified by the evidence. Some members stated they would have to abstain from voting on motions which advocated to government as it would be a conflict of interest. Todd Litman suggested we use the term “identify new opportunities for safety actions” rather than “advocate.”

- Colleen Woodger noted that looking at the draft outline, there are obvious items that we could move ahead with to develop ads over the summer, so they are ready to go for fall. We need to move forward and come up with something tangible soon.
- Corey Burger suggested the Commission put together some information on what the evidence says is the best way to lower speed limits to assist some municipalities who are looking for additional data. This could help fill the information gap.
- Todd Litman referenced Neil Arason's December presentation on road safety best practices and commented that it would be an interesting exercise to look at those safety strategies and see how we could support them being implemented. A particular perspective is that local, regional and provincial government all have vehicle travel reduction strategies and there is overlap between safety and vehicle travel reduction targets. Could we explore that and make sure that our safety interventions support the vehicle reduction targets.
John Hicks noted that the VTK topic has come up a lot and the challenge is that there is no way of measuring it. It is a target that has been put in place without a way to measure the results. The CRD has taken a bit of a step back until the Province has determined how this can be rolled out.

Chair Murdock commented that members are seeing their priorities reflected in the draft document at a high level, and although there may be specific initiatives that are not identified, we haven't precluded the opportunity for those initiatives. One thing that has emerged that may require modification is the use of the term "advocacy." Vice Chair Martin said that he believes that people understand what advocacy is and although he accepted some members may have to recuse themselves from voting in some instances, we shouldn't confuse the issue by using a different term that isn't well understood. Members agreed to move ahead using the term "advocacy."

MOVED by Colleen Woodger, **SECONDED** by Neil Arason, that we work with the UVic Centre for Youth and Society to develop ads for an intersection safety campaign showing the perspective of all road users. **CARRIED**

MOVED by Corey Burger, **SECONDED** by Neil Arason, that inattentive driving, speeding and impaired driving be approved as the Commission's strategic priorities for 2023 and that these form the focus of the education awareness and advocacy campaigns of the Commission.

CARRIED

Action: Neil Arason to distribute list of low-cost safety measures

Action: Add strategic planning actions to June meeting agenda

➤ **BCACP Calendar**

- March – Distracted Drivers Campaign/Occupant Restraint Campaign
- May – High Risk Driving Campaign
- July – Summer Impaired Driving Campaign (Alcohol/Drug)
- September – Distracted Drivers Campaign/Occupant Restraint Campaign
- October – Drive Relative to Conditions Campaign
- December – Winter Impaired Driving Campaign

The purpose of putting the BCACP calendar initiatives on our agenda is to act as a reminder for the Commission re the focus of our partners and to try and frame our advertising to support them. We could do the advertising ourselves or support any of our partners with additional funding to expand their campaigns.

7. **Other Business**

8. **Member Updates**

- **RoadSafetyBC - Natalia Heilke**

- May is Motorcycle Safety Awareness Month. Natalia will send information out to members.

- **ICBC – Colleen Woodger**
 - The provincial speed campaign is up and running with volunteers and police out on the road. There will be a media push through various municipalities to remind motorists to observe the speed limit. Colleen will send out information to members and asks it be shared where possible.
- **Youth and Children – Hailey Bergstrom-Parker**
No update
- **Institute on Aging and Lifelong Health – Dr. Paweena Sukhawathanakul**
No update
- **CRD – John Hicks**
 - Next week there will be CRD volunteers out on the roads doing bike counts and they will be counting gender, children and volume at intersections and pathways across the region.
 - The annual Sarah Beckett Memorial Scholarship is open, and applications will be accepted until July 7. The application form and criteria are posted on the Commission website.
- **Integrated Road Safety Unit – Sgt. Andy Harward**
No update
- **Commercial Vehicle Safety Enforcement – Myke Labelle**
No update
- **Vancouver Island Safety Council – Ron Cronk**
No update
- **Capital Bike – Corey Burger**
 - Spring Go by Bike Week is May 29 – June 4
- **Walk On, Victoria – Todd Litman**
No update
- **Municipal Police Forces/RCMP**
No update
- **BC Transit – Dallas Perry**
No update
- **Ministry of Transportation and Infrastructure - Owen Page**
No update
- **Island Health – Neil Arason**
 - May 14-20 is Trauma Awareness Week and their theme is road safety which they will be promoting with a number of road safety messages and social media posts.
- **Working Group for UVic Centre on Youth and Society Joint Project – Dr. Frederick Grouzet**
No update

9. **Next Meeting**

The next meeting will be held on June 13, 2023 at 1:00 pm. On motion, the meeting adjourned at 2:31 pm.

**CRD TRAFFIC SAFETY COMMISSION
MINUTES OF MEETING
Tuesday, June 13, 2023**

Members: Douglas Baer, Capital Bike (for Corey Burger)
Ron Cronk, Vancouver Island Safety Council
Dr. Murray Fyfe, Island Health
Dr. Frederick Grouzet, Centre for Youth and Society, UVic
Sgt. Andy Harward, CRD Integrated Road Safety Unit
Natalia Heilke, RoadSafetyBC
Steve Martin, Community Member (Vice-Chair)
Dean Murdock, CRD Board (Chair)
Dr. Paweena Sukhawathanakul, Institute on Aging and Lifelong Health, UVic

Associates: John Hicks, CRD
Cst. Deane Johnston, Oak Bay Police
Sgt. Manny Montero, Oak Bay Police

Regrets: Hailey Bergstrom-Parker, Child Passenger Safety Program, BCAA Community Impact
Todd Litman, Walk On, Victoria
Myke Labelle, Commercial Vehicle Safety and Enforcement
Owen Page, Ministry of Transportation and Infrastructure
Colleen Woodger, ICBC Road Safety and Community Involvement

Recording Secretary: Arlene Bowker

The meeting was called to order at 1:05 pm.

1. Territorial Acknowledgement

Chair Murdock provided a territorial acknowledgement.

2. Approval of Agenda

MOVED by Murray Fyfe, **SECONDED** by Andy Harward, that the agenda be approved as distributed.
CARRIED

3. Approval of Minutes – May 9, 2023

MOVED by Steve Martin, **SECONDED** by Natalia Heilke, that the minutes of the meeting held on May 9, 2023 be approved.
CARRIED

4. Chair's Remarks

Chair Murdock welcomed everyone to the meeting. There are several items that we need to discuss to move forward on the key priorities that were approved as part of our strategic planning process over recent months, and we will talk about some of the actions coming out of that.

5. Business Arising from Previous Minutes

➤ **Update on Transportation Working Group**

The Transportation Working Group is representative of engineers from across each municipality, along with BC Transit and the Ministry of Transportation and Infrastructure. Meetings are held every other month. At the next meeting the two priority areas of discussion will be licensing in terms of ride hailing services, and governance for regional transportation.

➤ **Commission Annual Report to Transportation Committee**

Steve Martin will be presenting on behalf of the Commission. The presentation this year will be to the Board, rather than the Committee. Murray Fyfe commented that the Board are looking for advice from us, not just information, so we may want to think of any recommendations or advice that should be included in the annual report.

➤ **Discussion re Equity Data**

Removed from agenda

6. Priority Business

➤ Budget Update

We have approximately \$25,000 for advertising, and about \$36,000 for third party grant applications. Funds can be moved across from one to the other if needed.

➤ Strategic Planning – Action Items

John Hicks is working on a summary sheet of our priorities. This will assist with communicating the information back up through the Working Group, the Committee and the Board so that we have a consistent level of language. The grant application will also be updated to reflect the priorities.

Murray Fyfe commented on an item related to speeding, which is one of the Commission's strategic priorities. The Island Health Provincial Injury Prevention Committee has repeated a survey that was done about five years ago looking at public support for speed enforcement. It was done in a way that gives a sufficient sample size for all parts of the province. A preliminary look at the data shows support for speed enforcement has increased.

In discussion about this survey, it was noted that there should be a strategy prepared before the survey results are made public because there are certain interest groups that have long rallied against speed enforcement. There should be good talking points ready to counter the potential criticisms. It was also suggested that other people in the community be enlisted for support. Another point raised was that there is a strong occupational health and safety component to this as there is significant risk posed to enforcement along certain corridors in the province.

Action: John Hicks to provide background correspondence on the request for interval speed cameras on the Malahat to Natalia Heilke and Steve Martin

Action: Natalia Heilke to provide updates on (1) status of interval speed cameras on the Malahat; and (2) status of intersection cameras on the island being activated for speed

➤ BCACP Calendar

- March – Distracted Drivers Campaign/Occupant Restraint Campaign
- May – High Risk Driving Campaign
- July – Summer Impaired Driving Campaign (Alcohol/Drug)
- September – Distracted Drivers Campaign/Occupant Restraint Campaign
- October – Drive Relative to Conditions Campaign
- December – Winter Impaired Driving Campaign

The purpose of putting the BCACP calendar initiatives on our agenda is to act as a reminder for the Commission re the focus of our partners and to try and frame our advertising to support them. We could do the advertising ourselves or support any of our partners with additional funding to expand their campaigns.

7. Other Business

➤ Review of E-bikes and Micro-mobility

As noted last month, the Board has directed that we do a review of e-bikes and micro-mobility as it relates to personal use and safety in the CRD. John Hicks has discussed this with Paweena Sukhawathanakul regarding getting a student to complete this work. Paweena noted that this relates well to a project she is working on this summer for a small pilot study looking at active transportation, particularly for older adults 60+. The study would look at how infrastructure influences frequency of engaging in active transportation and relates to cognition and physical and mental health. The contract for the student working on this project could be extended for a couple of months through September to conduct the micro-mobility review at a cost of about \$7,000.

MOVED by Ron Cronk, **SECONDED** by Murray Fyfe, that the Commission move forward with the review of e-bikes and micro-mobility as it relates to personal use and safety in the CRD, and that funding up to \$7,000 be provided for a student to complete this work.

CARRIED

The following items were brought forward by John Hicks on behalf of Colleen Woodger who was unable to attend today's meeting.

Colleen is very keen for the Commission to build on the work that Fred Grouzet and the students are doing with Chek. She is asking that a social media package be created that can be posted on various social media platforms and sent to our partner agencies to be distributed. John advised this work can be done internally so there wouldn't be additional cost. Colleen believes it is important that we start amplifying our message as much as possible. It is requested that members provide information on a contact name for their organization who can assist with promotion of the campaigns through their social media platforms.

Action: John Hicks will request social media contact names from members

It is also requested that members who work in larger organizations consider seeing if their health and safety committees would have an interest in using some of the work that Fred Grouzet has done to channel through staff internal communications directly.

Another piece is working with municipalities to promote our shared messaging. That is going to come across into the Transportation Working Group discussions and we are planning to try and get shared messaging across our key campaign areas. There has been a lot of recognition of the work that the Commission has been doing and a request has been received recently from the Alberta Motor Association asking if they can have access to our ads. That is a big plus for all the work Fred Grouzet and his students have done.

In response to a question about evaluating the results of the advertising campaign, Fred noted that it is planned to test the videos on youth in the fall to see their perception.

Murray Fyfe noted there are a couple of municipalities not supporting the Commission and asked if we should be acting to get them on board. John Hicks said they had previously been asked to participate but nothing has moved forward yet. Chair Murdock commented that if there is anything those municipalities are looking at that would add value to their participation in the Commission, we would be ready to listen.

➤ **Funding for UVic Society for Youth and Society re Advertising Campaign**

Discussion was held at last month's meeting re ongoing production of ads, however funds were not allocated. When this project was originally approved several years ago, there was an in-principle concept to continue support over a longer period of time, but funding needs to be committed on an annual basis. Fred Grouzet requested funding in the amount of \$15,000 for this fiscal year and requested an additional \$15,000 for work done during the COVID time period but not funded. John Hicks suggested that \$15,000 be allocated for now and he will go back and look at the budget more closely to see about reimbursement of expenses from previous years.

MOVED by Murray Fyfe, **SECONDED** by Ron Cronk, that funding in the amount of \$15,000 for the current fiscal year be approved to support the UVic Centre for Youth and Society to continue to produce relevant traffic safety advertising for the Commission.

CARRIED

➤ **Commission Vacancies**

There are several vacancies on the Commission and John Hicks said he will work through CRD Legislative Services to get a letter out and try to get the vacancies filled. In the case of the BC Ambulance Service, we are unlikely to get a representative as they have delegated their staff back into on-the-road positions. Other member vacancies are school districts, media and BC Coroners Service. Also, representatives from Commercial Vehicle and Safety Enforcement and the Child Passenger Safety Program of the BC Automobile Association have been unable to attend meetings.

Steve Martin raised the possibility of contacting Mothers against Drunk Driving to see about interacting with the Commission. It was noted that they could attend meetings to provide information and support but would not be able to be a voting member as they are not identified in the membership listed in the Commission Establishment Bylaw. Discussion took place around opening up the Establishment Bylaw so that additional organizations could be added to the Commission membership. It was suggested we should have one more voting police member, and another non-

voting advocacy group representative. John Hicks commented that this is an issue that is likely to come up through the transportation governance discussion at the Transportation Committee in terms of the role between the Working Group, the Committee and the Commission. Until that bigger discussion has happened, there would likely be some reluctance to opening up the bylaw. It was suggested that Steve could bring this topic up to the Board when he is making his presentation to them next month.

As there are two media positions on the Commission, Murray Fyfe asked if it would be possible to have a communications person from an organization as well as someone from the media. Also, as it is unlikely we will be able to get a representative from the Coroners Service, could that membership spot be switched to another organization? John Hicks commented that this is the kind of information that would need to be sorted out before the bylaw is opened for changes.

➤ **Sarah Beckett Memorial Scholarship**

The scholarship is open to applicants until July 7, and it is hoped to get the message out to as many people as possible. John Hicks will forward information that can be shared on social media. The following members expressed interest in sitting on the subcommittee to review the scholarship applications: Colleen Woodger, Andy Harward, Ron Cronk, Neil Arason or Murray Fyfe, and Douglas Baer.

8. **Member Updates**

• **RoadSafetyBC - Natalia Heilke**

- Driver medical examination reports have been reactivated after being paused during Covid. Exam reports will now be done at 80, 85, then every two years.
- The current state of e-ticketing is that all municipal and RCMP traffic enforcement are now equipped with e-ticketing that contains all the MVA and MVAR offences but doesn't include liquor and cannabis. Working on getting this for general duty officers as well. Tickets can be paid online. Also working on digitization of prohibition and suspension forms for impaired driving.
- Sgt. Andy Harward commented that it speeds up the process. Re the impaired driving forms, IRSU is one of the pilot agencies for the 24-hour suspension forms. Eticketing has resulted in more tickets being issued. The question was raised as to whether that results in more tickets being challenged in court and more enforcement being taken off the road. It is difficult to answer that at this point because of the Covid backlog which still exists in traffic court, and which will probably take another year to work through. There is a small discount for paying within a specified time and not contesting it.

Action: Revisit this issue in a year

- Sgt. Manny Montero commented that in other provinces, members of the public contesting a ticket can go straight to the Crown's office without bringing the officer into court. BC doesn't have that.
- **ICBC – Colleen Woodger**
No update
- **Youth and Children – Hailey Bergstrom-Parker**
No update
- **Institute on Aging and Lifelong Health – Dr. Paweena Sukhawathanakul**
 - Paweena met with Murray Fyfe, Fred Grouzet, and Neil Arason to talk about ways they can help facilitate the evaluation of the PARTY Program (Prevent Alcohol and Risk Related Trauma). It's a program that is focused on educating young people. Before the pandemic it was always done in person, usually at the hospital. The program has just started again, but it is being done virtually so the question is how effective the program is now that it is not in person. Murray Fyfe said they are looking at the UVic Centre for Youth and Society helping with an evaluation and it might be something we want to bring back to see if the Commission would be interested in providing funding. Amelia Smit, Island Health Injury and Violence Prevention Consultant, will be invited to do a presentation at next month's Commission meeting.

- **CRD – John Hicks**
 - There have had to be some changes made to the CRD Ready Step Roll Program in relation to SD 61's decision re school liaison officers. Staff are in the process of looking at how that program will operate without the support of some of the police officers.
 - Also, the first surveys of the DND and Seaspam workplace engagement program have just been done. This program is very similar to the Ready Step Roll Program in schools. There were 800 responses to the initial survey, and they were generally very positive.
- **Integrated Road Safety Unit – Sgt. Andy Harward**
 - Working with MOTI covering construction zone safety on Highway 14 and Gillespie Road. Once that project wraps up, will be moving resources over to Highway 17.
 - Re the BCACP calendar, last month was the high-risk driving component and they were out looking for excessive speed, seat belt use and cell phone use. There is still work to do to take high risk drivers off the road. Members wrote 1000 violation tickets last month alone. Impaired driving is also part of that campaign.
 - There are a lot of complaints from community associations across the region re speed. Saanich Police traffic spent the last month in the Prospect Lake area trying to educate people on the new speed zones.
 - Happy to be part of the Sarah Beckett Scholarship Subcommittee.
- **Commercial Vehicle Safety Enforcement – Myke Labelle**
No update
- **Vancouver Island Safety Council – Ron Cronk**
 - The rider refresher training course which the Commission provided a grant for is running from April-July. The first week of July will wrap up the fourth session. It was slow to start, but it is steadily increasing, and they have definitely found the target group they want. Early outcomes are positive, and students are reporting back that they are seeing an increase in their skill level, their motorcycle safety awareness on the road, and a boost of confidence. It will likely be a couple more years in the works before they can really get the course out there. Will have more data in October.
- **Capital Bike – Douglas Baer**
 - In the process of reviewing active transportation plan updates across the region. They will be contacting various municipalities with any concerns.
- **Walk On, Victoria – Todd Litman**
No update
- **Municipal Police Forces/RCMP**
No update
- **BC Transit – Dallas Perry**
No update
- **Ministry of Transportation and Infrastructure - Owen Page**
No update
- **Island Health – Murray Fyfe**
 - July 5 is National Injury Prevention Day. The focus will be the role that alcohol plays in a whole range of injuries and the messaging is going to be to use judgement and caution.
- **Working Group for UVic Centre on Youth and Society Joint Project – Dr. Frederick Grouzet**
No update

9. Next Meeting

The next meeting will be held on July 11, 2023 at 1:00 pm. On motion, the meeting adjourned at 2:29 pm.

Notes of a Meeting of the Regional Transportation Working Group Held Monday, June 26, 2023 via MS Teams

PRESENT: Staff: K. Lorette, General Manager, Planning and Protective Services; E. Sinclair, Senior Manager, Regional and Strategic Planning; I. Lawrence, Senior Manager, Juan de Fuca Electoral Area Planning; J. Starke, Manager Service Delivery, Southern Gulf Island Electoral Area; J. Hicks, Senior Transportation Planner, Regional and Strategic Planning; N. Bandringa, Research Planner, Regional and Strategic Planning; J. Douillard, Research Planner, Regional and Strategic Planning; E. Taylor, Planner, Regional Parks; L. Hube (recorder).

Also present: B. DeMaere, Town of Sidney; C. Davie, Township of Esquimalt; I. Leung, Town of View Royal; J. Bendle, Province of British Columbia Ministry of Transportation, and Infrastructure (MoTI); J. Rosenberg, City of Colwood; K. Balzer, City of Langford; M. Squires, District of Saanich; S. Webb, City of Victoria; S. Button, BC Transit; S. Rennick, District of Oak Bay.

REGRETS: B. Martin, District of North Saanich; D. Puskas, District of Central Saanich; J. Carter, District of Sooke; J. Leahy, Senior Manager, Regional Parks; J. Clary, Town of Sidney; J. Baylis, City of Colwood; K. Campbell, Senior Manager, Salt Spring Island Electoral Area; K. Lesyshen, District of Metchosin; L. Beckett, District of the Highlands; M. Pearson, MoTI; M. MacIntyre, Capital Regional District; R. Mattson, District of Sooke; R. Kenny, City of Victoria; T. McKay, District of Saanich; Y. Sylvestre, District of Central Saanich.

The meeting was called to order at 10:00 am.

1. Welcome and Introductions

E. Sinclair welcomed members of the Regional Transportation Working Group (working group) and provided a Territorial Acknowledgement.

2. Approval of Agenda

The working group members approved the agenda with a change in wording *Launch of Uber* to *Launch of large-scale ride hailing companies* and the addition of an item for information, *Very Light Rail - View Royal Exercise*.

3. Transportation Committee/Capital Regional District (CRD) Board Update

E. Sinclair, Senior Manager of Regional and Strategic Planning provided a look back / look ahead update on CRD Transportation Committee business. At its May 17, 2023 meeting, the committee directed staff to begin an engagement process with local governments, electoral areas and agency partners on regional transportation governance. The upcoming July 19, 2023 meeting will focus regional trail widening and lighting. J. Hicks, Senior Transportation Planner, Regional and Strategic Planning, noted the committee has indicated support on numerous occasions for the Transportation Working Group working together on items like the AAA definition, elephant's feet, etc.

4. Transportation Governance – CRD Board Direction

E. Sinclair presented a backgrounder on the forthcoming Transportation Governance Engagement Workbook, including priorities, regional transportation goals, a comparison of authorities, the requirements for getting to a full authority, incremental steps toward

governance change, and the scope, example questions, and timeline for engagement. The group discussion clarified roles and expectations.

CRD will engage partners on governance concepts through a workbook and questionnaire sent to Mayor and Councils on July 11, 2023, to be completed and returned by September 15, 2023. CRD is seeking a shared definition on governance and consensus on the desired scope and scale of governance change. This information will be used to determine a preferred governance concept and to begin business case development.

- **Action:** CRD to send Transportation Governance Engagement Workbook to Mayor and Councils on July 11, 2023.
- **Action:** Members are encouraged to reach out to John Hicks if additional one-on-one meetings are desired to discuss the workbook.
- **Action:** Members are encouraged to reach out sooner than later should they wish to have CRD staff present at a July, August, or September meeting.
- **Action:** CRD to create a templated version of Emily's presentation to support Members in providing background/context for workbook.

5. Communications/Education and Encouragement

J. Hicks provided a general update reminding Members that this section is to discuss gap areas in the Regional Transportation Plan (RTP) and share what we are doing on communications/education and encouragement campaigns. He gave examples of campaigns the CRD is undertaking, including the parks etiquette campaign and the Traffic Safety Commission campaign to target youth, and reminded the group that there is open opportunity for local governments and community groups to work with the TSC on campaigns and education.

N. Bandringa provided an update on Ready Step Roll (RSR), where the CRD has initiated work with four new schools and their respective municipalities for 2023-2024. She also shared an update regarding the new Pilot, Sustainable Commute Planning (SCP), working with CFB Esquimalt, Seaspan, and relevant municipal partners. The workplace pilot also uses a 7E's approach to increase the use of active and sustainable transportation modes. The initial surveys for both RSR and SCP boasted impressive participation/response rates and the data will be analyzed by staff over the summer. CRD staff will reach out to municipalities with any concerns and opportunities for consideration into workplans to improve road safety for all users.

- **Action:** If Members ever have something that should be raised or flagged or could benefit from a campaign with the Traffic Safety Commission, please reach out to John.
- **Action:** Members to share that the Beckett Memorial scholarship is open for anyone wanting to enter policing/enforcement.
- **Action:** Members to respond to J. Douillard's request for information on infrastructure changes made in the last year.

6. Launch of large-scale ride hailing companies

J. Hicks shared that the requirement for business licensing across the region is a carry-forward item for the next meeting. The City of Victoria has done a lot of work to get this moving forward.

7. Grants – Complete Communities Fund and Growing Communities Fund

E. Sinclair shared details about the CRD's application to UBCM's Complete Communities Fund (funded by the Province) to complete a growth and mobility study. She also discussed the Province's Growing Communities Fund and was curious about what other communities are doing with this funding.

- **Action:** CRD may be asking for Road Network and other Transportation-related layers.

8. Update on Parks Trail Widening and Lighting

E. Taylor, Planner at Regional Parks, discussed the previous work that considered various options for widening, separating, and lighting on regional trails. Public engagement on the project was completed in 2022 and Parks was directed to pursue partnerships and grant opportunities to advance the work. While there is a pending application with the Federal Active Transportation Fund, two other applications were unsuccessful. Thus, they are looking at other ways of advancing the project and will be going to Transportation Committee and Board in July to propose different funding models for expediting the work and reducing reliance on grant funding opportunities.

- **Action:** Members are asked to contact E. Taylor to discuss any questions and related work.

9. Very Light Rail in View Royal

I. Leung shared that View Royal Council has tasked staff with finding a corridor for the trial of Very Light Rail. Staff are taking a high level look at it and will be reporting to Council in July with potentially viable options as well as disclaimers to consider in mitigating risk.

- **Action:** Members to reach out to I. Leung with any questions or support needed.
- **Action:** View Royal to CC: Regional Parks on relevant communications with MoTI Real Estate, BC Transit, Island Corridor Foundation, etc. to manage expectations.

10. Adjournment

The working group meeting was adjourned at 11:24 am.

The next meeting will be held via MS Teams on Monday September 11, 2023 from 10:30 am to 12 pm.