Island View Beach Regional Park

Park Management Plan

Capital Regional District | **November 2016**

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Cover Photo: Family enjoying a picnic at Island View Beach Regional Park. Photo Credit: CRD.

Executive Summary

Capital Regional District Regional Parks staff have prepared a management plan to guide decision-making for Island View Beach Regional Park ("park"). The 48 hectare park is located on the Saanich Peninsula facing Haro Strait, and is the largest protected area along the eastern side of the Saanich Peninsula between Mt. Douglas Municipal Park and Swartz Bay. The park and surrounding landscape has been home to the Tsawout people for thousands of years, and their reserve forms the northern boundary of the park.

The park is the third most visited regional park in the system, with almost 384,000 visits in 2015. People visit the park to enjoy activities such as walking, dog walking, camping, bird-watching, sun-bathing, swimming, and nature study.

Island View Beach Regional Park is classified in the CRD Board-approved Regional Parks Strategic Plan as a Regional Conservation Area based on its unique and sensitive ecosystems. The park is primarily comprised of a coastal sand ecosystem, coastal wetland ecosystem, and a bluff ecosystem, which are considered rare on southern Vancouver Island.

A four-step public participation process to update the existing 1989 park management plan was undertaken between 2014 and 2016. The four-step process involved presentation of natural history information about the park, identification of issues and interests, development of a draft plan outlining options to address the issues, and public feedback on the draft plan. The public participation process generated extensive input and feedback, and the comments received were incorporated into this park management plan. A summary of changes between the draft and final plan is presented in Appendix 5.

The park management plan identifies a vision and goals for the park, a zoning plan, development concept, and direction statements, objectives, and policies for visitor experience, cultural heritage management, environmental conservation, and park operations and development. An implementation plan identifies key action items as high, medium, low, and on-going priorities.

The overall goal for park development is to provide ample opportunity for the public to enjoy the park while protecting the most sensitive ecosystems and habitats. The park zoning and development concept identifies how this will be accomplished.

Some of the key actions proposed in the plan include developing a new multi-use Wetland Loop Trail to provide access into an undeveloped part of the park; improving accessibility and facilities on the Coast Loop Trail; developing beach access points; opening areas closed due to carpet burweed to public use; designating the Natural Environment Zone as an off-trail and off-leash area for dogs; integrating equestrian use into the park; developing an education and outreach strategy; installing new park signs; actively restoring the coastal sand ecosystem north of the Lamont Road right-of-way; creating a no-access area along the northern park boundary; and installing fencing to protect critical park features.

Park management plans are in effect upon CRD Board approval. The plan will be monitored and periodically reviewed to ensure the plan remains an effective and useful guide for decision-making.

Acknowledgements

The Island View Beach Regional Park management plan could not have been completed without the generous assistance of the people of the Capital Region, who, over the period of several years, gave their time to attend many stakeholder meetings, town hall meetings, open houses and meetings in the park, and wrote emails and completed online response forms. The feedback received through this process has strengthened the park management plan immensely. The development of the plan has also benefitted from professional facilitation provided by Alan Dolan and his staff during public participation steps 3 and 4. Alan Dolan's public participation summary reports have helped to clarify what the public wants to see in the park management plan and what type of park experience they wish to have. The Tsawout First Nation have participated in this management planning process from the beginning, helping to lay the foundation for an enduring relationship that will benefit Island View Beach and TIXEN far into the future.

An avian visitor at Island View Beach Regional Park. Photo Credit: CRD.

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Beach logs and dune plants at Island View Beach Regional Park. Photo Credit: CRD.

An Island View Beach Regional Park vista. Photo credit: Mary Sanseverino.

1. INTRODUCTION

1.1 Purpose of the Management Plan

This management plan provides a framework to guide decision making for the long-term management of Island View Beach Regional Park, including:

- overarching management direction through the park classification, park vision, park zoning and management goals
- a park development concept
- objectives and policies for addressing key issues
- an implementation strategy for achieving the management plan

1.2 Park Description

Island View Beach Regional Park (park) is approximately 48 hectares in size and was established in 1966. It is located in the District of Central Saanich (Map 1). The park is also located in the traditional territory of the Tsawout First Nation; the Tsawout people have lived in this area for thousands of years and they maintain a deep and abiding connection to the land and the nearby coastal waters.

Visitation statistics indicate that the park received almost 384,000 visits in 2015. This makes it the third most visited park in the regional park system. High visitation is attributed to the easily accessible natural environment which visitors can enjoy year-round. Overnight tent and RV camping was introduced in 2010 and is a popular summertime activity. The park is a favorite of long-time visitors, some of whom have visited the park for decades, and many of whom come to the park almost daily. The park also attracts new visitors from throughout the region and from further afield.

The park provides a range of opportunities for people to experience the park's spectacular landscape, while also playing an essential role in protecting regional biodiversity. The park is the largest coastal protected area on the east side of the Saanich Peninsula north of Mt. Douglas Municipal Park in Saanich. The park is adjacent to the Sidney Channel Important Bird Area, which is an international designation reflecting the rich diversity of resident and migratory marine birds which frequent the area.

The park is situated within a rural residential and farming community and much of the park was used for agriculture prior to park establishment. The park borders the District of Central Saanich's Island View Municipal Park along its southern boundary, privately-owned lands on its western boundary, Haro Strait along the eastern boundary, and the Tsawout First Nation reserve along its northern boundary. A mosaic of interrelated ecosystems binds these coastal lands into a contiguous landscape extending from Cowichan Head in the south to Cordova Spit in the north, and James and Sidney Islands in the east (Map 2).

1.3 Regional Context

1.3.1 Purpose and Goals of Regional Parks

The Capital Regional District (CRD), through Regional Parks, protects and manages more than 13,000 hectares of spectacular and easily accessible natural areas in a system of 30 regional parks and 3 regional trails. The regional park system received over 6 million visits in 2015. In 2012, the CRD Board adopted the Regional Parks Strategic Plan 2012-2021 (Strategic Plan). The Strategic Plan sets the direction for regional parks and trails over that decade and provides the long-term vision, mission, and goals of regional parks.

The vision for Regional Parks is one where (p. 6):

> "CRD parks and trails secure the region's ecology and quality of life by establishing, in perpetuity, an interconnected system of natural lands. Parks protect and restore our region's biodiversity, offer compatible outdoor recreation and education opportunities and accessible, nourishing, joyful connection with the natural world and our cultural heritage."

The fundamental goals of Regional Parks include two complementary pillars:

- To protect the biodiversity of the region and the ecological integrity of the park land; and
- To provide for a range of opportunities for people to experience the land and water. (p. 68)

The Strategic Plan identifies how the two goals work together to protect the natural world and provide outdoor recreation opportunities (p. 68-69):

> "Residents of the region have said that while they want Regional Parks to emphasize both parts of the goals, protecting the natural environment remains their top priority. Therefore, the conservation of the natural environment needs to be incorporated into all planning, management and operational decisions and actions across the organization.
>
> Maintaining or restoring ecological integrity by protecting natural resources and processes will therefore be Regional Parks' first priority when considering planning, management and operational actions.
>
> Outdoor recreation and nature appreciation are a significant part of the lifestyle of CRD residents, so providing satisfying opportunities for outdoor experiences and activities is also a major part of what Regional Parks does."

1.3.2 Park Classification

The Strategic Plan also sets out a classification system for all regional parks. The classification system is a method of distinguishing the different roles that individual parks play in achieving the overall purpose of regional parks. The regional parks classification system includes: Wilderness Area, Conservation Area, Natural Area, and Recreation Area (Appendix 2). A park's classification can only be changed by a resolution of the CRD Board.

Island View Beach Regional Park is classified as a **Regional Conservation Area.** The primary purpose of a Regional Conservation Area is protection of regionally significant natural environments that contain sensitive and threatened ecosystems, including rare or endangered plant and wildlife species and their supporting ecosystems.

Outdoor recreation is permitted in a Regional Conservation Area, provided the activities have minimal impact on the natural environment. Regional Conservation Areas generally have basic facilities, such as trails, parking areas, toilets, picnic areas, benches, and signage.

1.4 Planning Process

The CRD began the process to update the 1989 park management plan in January 2011. During the 2011 planning process, a number of issues emerged related to mosquito control, drainage, the coastal berm, and protection of species at risk. In July 2011, the CRD Regional Parks Committee put the planning process on hold so Regional Parks staff could take the time necessary to address these issues. In July 2012 the CRD Regional Parks Committee resumed the planning process with this motion:

That the Island View Beach Regional Park management planning process resume and that the following policy direction be included in the draft management plan when it moves forward for CRD Board approval:

a. *Maintain the existing berm and as part of policy direction (d) examine the implications of extending the berm to the north and maintaining the existing berm;*

b. *Maintain the existing drainage ditch system and monitor its effectiveness in reducing mosquito habitat and its effect on the coastal wetland ecosystem;*

c. *Continue the mosquito abatement program and monitor its effectiveness in reducing mosquitoes;*

d. *Examine possible actions to protect and restore the coastal sand ecosystem; and*

e. *Develop a trail through the coastal wetland ecosystem.*

In March, 2013, the CRD Regional Parks Committee considered policy direction “a” above in more detail and passed the following motion related to the coastal berm:

1. *Draft the Island View Beach draft Park Management Plan to include a policy statement regarding the berm to:*
   a. *Maintain the coastal berm in its current state and reassess its function as part of the coastal sand ecosystem restoration work; and*
   b. *If the berm is breached, to repair it to its existing form, and do not upgrade or extend it.*

These policy directions guide management actions related to the drainage ditches and associated berm, mosquito abatement, coastal sand ecosystem restoration and trail development.

In May 2014, the CRD Regional Parks Committee approved a four-step public participation process to guide the completion of the park management plan (Appendix 3). The four steps of the public participation process included:

Step 1 – Provide information about the park's natural environment and seek public feedback

Step 2 – Identify park management issues and interests that should be considered in the plan

Step 3 – Hold a community dialogue session to identify possible options for addressing the issues

Step 4 – Prepare and present a draft plan, seek feedback, and prepare a final plan

Step 1 Natural Environment

The purpose of Step 1 was to develop a common understanding of the natural environment found within the park, and to add to the information base about the natural environment through public feedback.

Staff held stakeholder meetings and two public meetings to present the information on the park's natural environment and to gather feedback.

A Step 1 Summary Report was presented to the CRD Regional Parks Committee in April 2015. The results of Step 1 were used to inform Steps 2 through 4 of the public participation process.

Step 2 Issues and Interests

The purpose of Step 2 was to gather information about issues and interests that the public believed should be addressed in the park management plan. The results of Step 2 were used to identify the issues to be addressed during Step 3, and in preparing the park management plan during Step 4. During Step 2, Regional Parks staff met with a number of stakeholder groups representing a diversity of interests, and staffed an information booth in the park five times to listen to park visitors talk about their issues and interests.

A Step 2 Summary Report was presented to the CRD Regional Parks Committee in September 2015.

Step 3 Community Dialogue Session

The purpose of Step 3 was to provide a forum for those people with an interest in the management of the park to come together through a facilitated community dialogue session to jointly identify and discuss how the issues raised in Step 2 could be addressed in the management plan.

A Step 3 Summary Report was presented to the CRD Regional Parks Committee in January 2015. The issues identified in Step 2 and discussed in Step 3 formed the basis of the February 2016 Draft Park Management Plan.

Step 4 Prepare Draft Plan, Seek Public Feedback, Finalize Plan for CRD Board Approval

Step 4 of the public participation process included developing a draft park management plan. The CRD Regional Parks Committee approved sending the draft management plan out for public feedback in February 2016 in order to finalize the plan for CRD Board approval in the fall of 2016.

The Step 4 process was primarily conducted between May and July, 2016. Step 4 included two town hall meetings, individual stakeholder meetings, and staff presence in the park. The public were also invited to complete an online response form. Email and written responses about the draft plan were also received.

The Step 4 Summary Report provides a complete record of public comments received, along with a list of issues to be addressed in the final management plan, identification of several broad themes that emerged during the public participation process, and a high-level summary of comments themed by issue and sub-issue. The Step 4 Summary Report is available on the CRD website.

The comments received through the Step 4 public participation process have been considered in the development of this park management plan. A Table of Changes (Appendix 5) has been prepared to highlight how this park management plan differs from the February 2016 Draft Park Management Plan. The Table of Changes also provides a rationale for why the changes were made.

1.5 Management Themes

A number of management themes were identified during the background information gathering and public participation phases of the planning process. Section 4 defines objectives and policies for these management themes.

1.5.1 Accessibility

Throughout the planning process, many participants expressed a desire for improved accessibility throughout the park. This included both a desire for improved access to some parts of the park for visitors with mobility challenges, and a wish to access and enjoy areas of the park where there are currently no facilities. Visitor facilities in the day use area and the Coast Loop Trail will be universally accessible. Other improvements, such as designated beach access points, will be made to improve accessibility for visitors.

1.5.2 Providing Recreational Opportunities

The park provides many outstanding recreational opportunities within a spectacular natural environment. Current recreational use within the park includes walking, dog walking, nature study, beach access, picnicking, sightseeing, photography, group activities, camping, and similar activities. To ensure a sustainable balance of conservation values and recreational activities, the park will be managed to provide for compatible recreational opportunities in some areas, while maintaining wildlife and ecosystem values in other areas. Recognizing the important role of the park in providing easily accessible nature-based recreation is a cornerstone of this park management plan.

1.5.3 Community Engagement

Regional Parks staff seek to engage with the public around park management on an ongoing basis. This is desirable from a number of perspectives, including:

- Collaboration with adjacent landowners is critically important for building understanding and support for park management goals beyond park boundaries.
- The public is interested in regional parks and want to help protect, maintain, rehabilitate, steward, promote, educate, and benefit from parks.
- Public participation builds support for the parks system, and provides people with opportunities to connect with nature, Regional Parks staff, and each other in healthy and meaningful ways.

Within the park, Regional Parks staff will engage with the public through volunteer opportunities, stewardship initiatives, special events, and other types of activities and initiatives.

1.5.4 Education and Interpretation

Communicating current and accurate information about regional parks helps park visitors gain an improved appreciation of the park environment and awareness of appropriate behaviours in the park. Park visitors require information in a variety of formats, including those offered by new technologies. Increased environmental awareness leads to public support for management initiatives and involvement in long-term stewardship activities to protect and conserve these resources. Participants in the management planning process have indicated strong support for an active education and interpretation program at the park that will inform and engage visitors in many aspects of stewardship and recreation.

1.5.5 First Nations

The park and surrounding landscape has been home to the Tsawout people for thousands of years, and their reserve forms the northern boundary of the park. Thus, the Tsawout First Nation and the regional park are neighbours and share a common landscape. This provides an opportunity to work together on common issues, and to integrate Tsawout beliefs and knowledge into park management as appropriate. By engaging with the Tsawout First Nation, there is also the opportunity for visitors to benefit from learning about the Tsawout's rich history and culture and their enduring connection to the land.

1.5.6 Protecting Cultural Values

Information about the cultural values in the regional park is limited. Park managers will work with the Tsawout and others to improve knowledge of First Nations and post-contact cultural values in the park.

1.5.7 Dog Management

Management of dogs was one of the most contentious issues raised during the planning process for the park. Many visitors highly value the experience of bringing their dog to the park for off-leash exercise in a natural setting. Others felt that inappropriately managed dogs result in environmental disturbance and habitat/species decline, and can adversely affect the experience of other park users who are not comfortable encountering dogs off leash.

This plan attempts to strike a balance between these perspectives. Significant areas of the park will be made available for off-leash dogs and their owners; however, these areas will be monitored and assessed to document whether unacceptable visitor and/or environmental impacts are occurring. Some areas of the park will be off-limits to dogs and people to protect habitat for species at risk. Rules regulating dogs, and identification of off-limit areas or time periods will be clearly stated in park communications materials.

1.5.8 Equestrian Management

A challenge for many horse owners on the Saanich Peninsula is finding safe and enjoyable places to ride. General equestrian use was not permitted in the 1989 park management plan, but that use has occurred at the park through the years. The park's location, natural environment, and trail system provides enjoyable riding opportunities for equestrians. Equestrian use in the park will be incorporated into the management plan in a manner that will respect existing recreational activities, visitor use, and environmental values.

1.5.9 Protecting Ecological Values

A variety of ecosystems are found in the park, creating a diversity of habitat for plants and animals. Some of these species and ecosystems are designated as a conservation risk by the BC Conservation Data Centre. There are also several non-native species in the park which can have a negative effect on natural ecosystems. The management of environmental values in the park will focus on ecological restoration to protect and restore identified habitat for species at risk including the targeted management of invasive species.

1.5.10 Climate Change

The park is a naturally low-lying coastal wetland (Map 4) and it may be significantly impacted by climate change and sea level rise in the future. The CRD has undertaken some initial studies that look at potential impacts of sea level rise at key locations along the CRD coastline, including at the park. Mapping for the park indicates that it will be subject to increasing periodic inundation by storm surges over the coming decades.

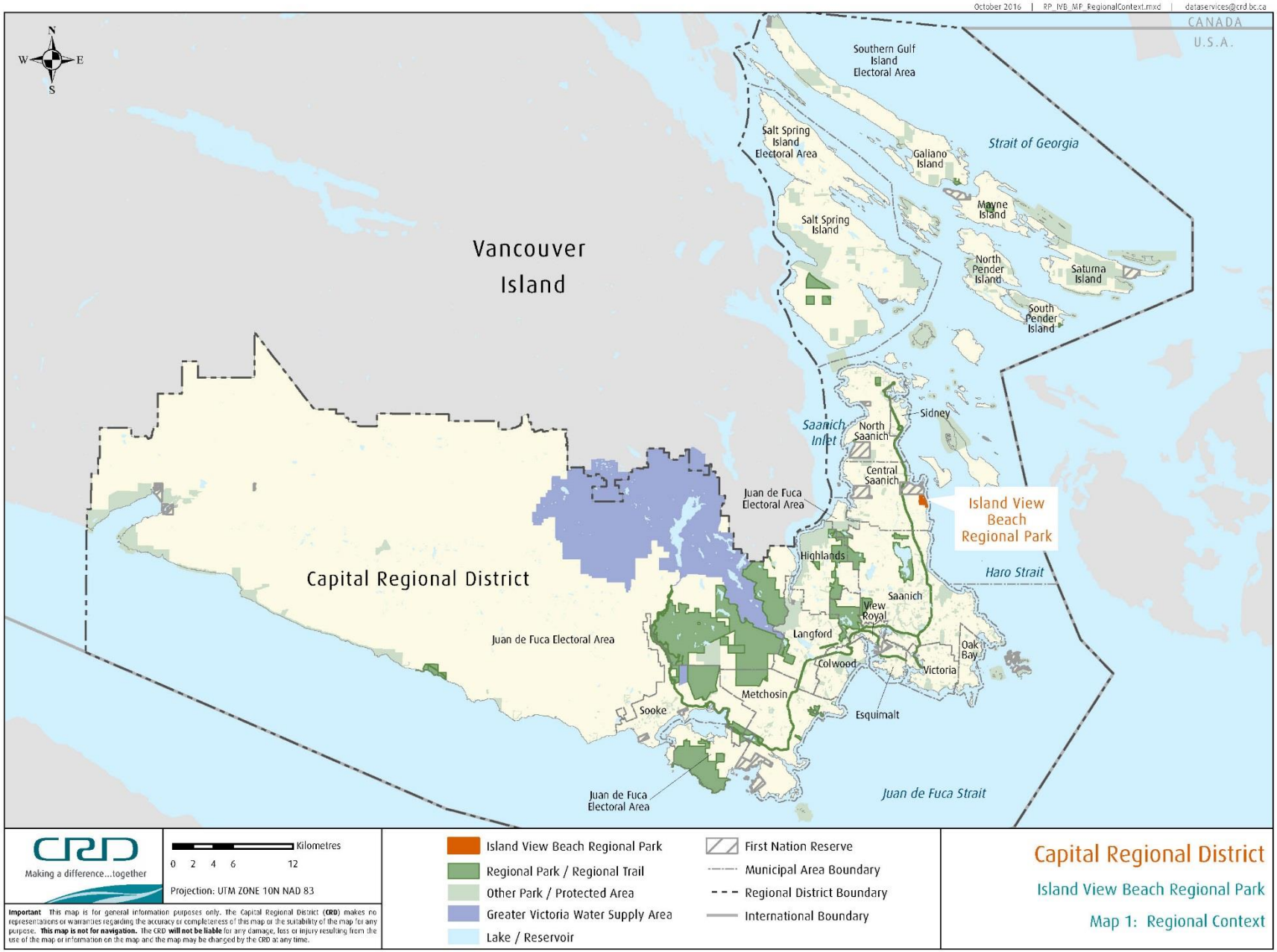
The science of predicting impacts from climate change and sea level rise is rapidly evolving, and models vary as to the potential effects that might occur along the Saanich Peninsula. More information is needed to better understand potential impacts to the park, and to prepare responsive adaptation strategies. Regional Parks staff will continue to support data acquisition and analysis to aid in decision-making in response to climate change and sea level rise.

1.5.11 Mosquitos, Berm, Ditches

The park has a constructed coastal berm, a system of drainage ditches, and an on-going mosquito control program. The drainage ditches prevent water from collecting in the back area of the park, while the coastal berm helps to prevent flooding of the park during winter storms. The aim of the mosquito control program is to reduce the number of nuisance mosquitos on park visitors and surrounding residents. Regional Parks staff will continue to maintain these programs as part of this management plan, according to the policy direction passed by the CRD Regional Parks Committee in 2012 and 2013.

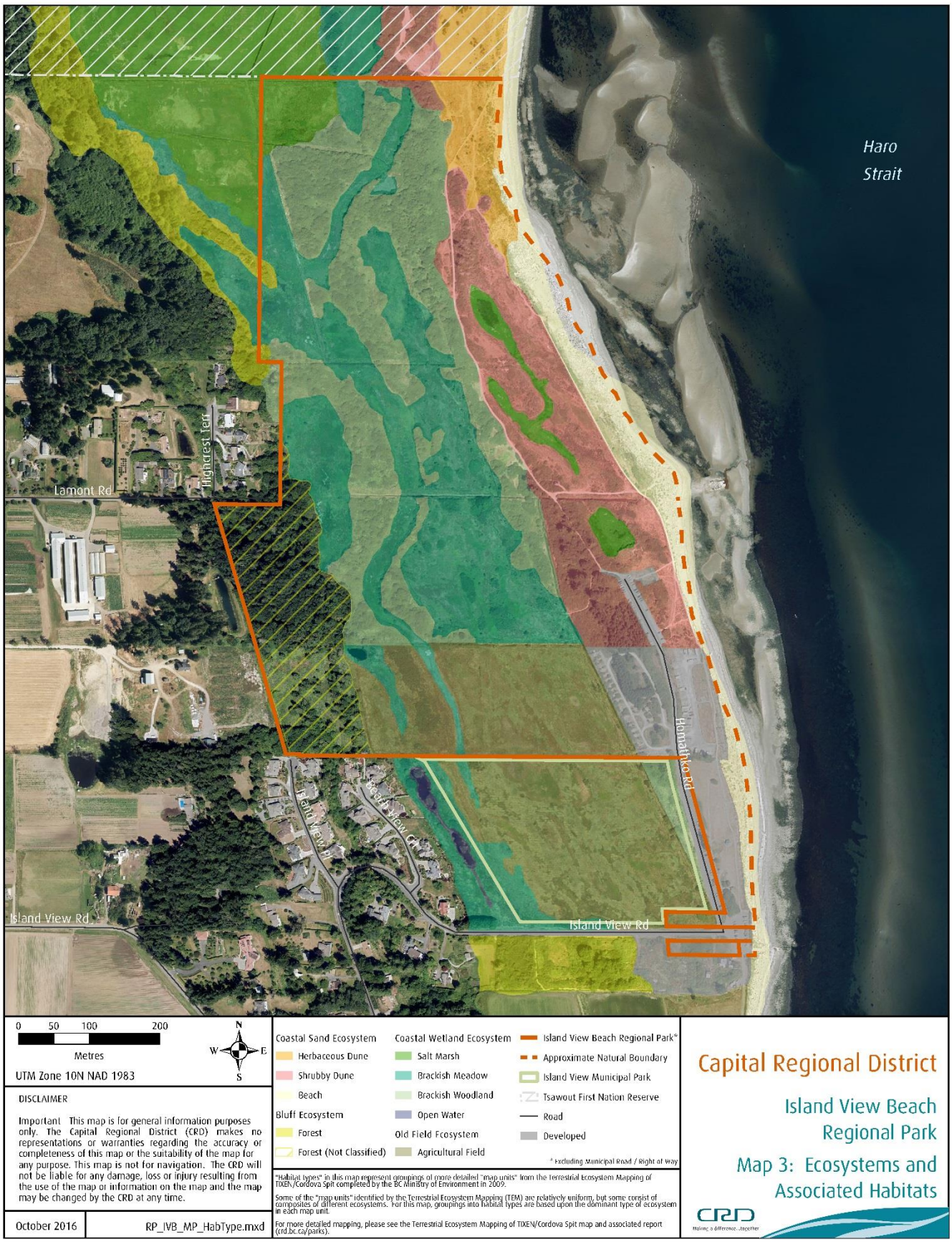
The CRD Regional Parks Committee also passed policy direction in 2012 and 2013 to monitor the effectiveness of the mosquito control program and the ditches in reducing mosquito habitat, as well as assess their impact on the coastal wetland habitat. CRD Regional Parks Committee policy direction requires that the coastal berm be maintained and repaired to its current form if breached, and that its function be assessed as part of the coastal sand ecosystem restoration work.

Log-strewn beach adjacent to Island View Beach Regional Park. Photo Credit: CRD.



Map 1. Regional Context

Map 2. Local Context



Map 3. Ecosystems and Associated Habitats

Map 4. Terrain

Enjoying a walk next to the berm at the northern end of Island View Beach Regional Park. Photo Credit: CRD.

2. PARK CHARACTERISTICS

2.1 Regional Setting

2.1.1 Jurisdictional Context

Island View Beach Regional Park is part of a larger landscape that is subject to different jurisdictional authorities. Although the management plan addresses issues only within the jurisdictional authority of the CRD, the plan recognizes the necessity of working with others on issues affecting the park. Regional Parks staff will seek to work collaboratively with:

- **Tsawout First Nation:** The Island View Beach landscape has been home to the Tsawout people for thousands of years, and is used extensively by them for life-sustaining purposes. The regional park and the Tsawout First Nation are neighbours and share a common landscape. This provides an opportunity to work together on planning and management issues, and to integrate Tsawout knowledge into relevant policies and processes. By engaging with the Tsawout, there is also an opportunity for visitors to the park to benefit from learning about the Tsawout's rich history and culture, and their enduring connection to the land.

- **Adjacent Landowners:** The non-aboriginal history of the area around the park goes back over 150 years, with early agriculturalists and settlers shaping the land to increase its productivity and usefulness for a growing region. In more recent times, residential developments have sprung up on the landscape and these newer inhabitants have also developed deep ties to the park. It is important for the CRD to engage with these landowners in park planning and management activities as good neighbours and to benefit from their keen interest and knowledge of the Island View Beach landscape.

- **Stakeholders:** A number of stakeholder groups have an avid interest in the park. Some stakeholders are keenly interested in conservation, protection, and restoration of the park's natural environment, and others are advocates for maintaining and enhancing the park's visitor experience. In all cases, the CRD benefits from engaging with these stakeholders in integrating visitor use and environmental conservation at the park.

- **Federal Government (Environment Canada):** Environment Canada administers several key pieces of federal legislation that affect park management, including regulations around migratory birds, and the designation of federal Species at Risk (SAR) and their Critical Habitat. A number of species at risk are dependent on the park environment, and for some species, the federal government has designated areas of critical habitat in the park. The CRD works with Environment Canada to protect these species and their habitat and to meet its obligations under the *Species at Risk Act.*

- **Provincial Government (Ministry of Environment):** The Provincial Government, through the Ministry of Environment, documents critical information about species and ecosystems in the park. The Conservation Data Centre (CDC) collects and disseminates information about rare and endangered species identified at the park, and Ministry staff have undertaken terrestrial

ecosystem mapping (TEM) to delineate the ecosystems found in the Island View Beach area. The Province also retains management responsibility for the foreshore adjacent to the park. Regional Parks staff will work with the Province to understand and protect sensitive ecosystems and species at the park.

- **The District of Central Saanich:** The District of Central Saanich (District) is responsible for the municipal road rights-of-way and associated infrastructure throughout the park, and Island View Municipal Park, adjacent to the regional park. The District manages activities that take place on municipal roads and parking lots, and it shares responsibility with the CRD in keeping the system of ditches clear and the coastal berm repaired. The District enforces municipal bylaws on the beach area, including a ban on beach fires. It is important for Regional Parks staff and the District to collaborate on issues that affect both jurisdictions.

2.1.2 Existing Park Boundaries

The park was established in 1966, and additional parcels of land were acquired in 1992, 1996, and 2009 to make up the existing park boundaries.

The total area of the park in 2016 is approximately 48 hectares. The legal surveyed boundaries of the park are approximately 52 hectares. The difference in size is due to the location of the current natural high tide line. The natural high tide line is dynamic and can shift, resulting in either an eroded shoreline or a built up shoreline that starts to differ from the legal surveyed boundaries over time. Land below the high tide line belongs to the Crown, while any accreted land belongs to the upland owner.

The parcels of land that make up the park include (see Map 5):

1. **PID 009418598**. Section 9, Range 6 East, South Saanich District, (Easement Northerly 66 feet DD362267-I Appurtenant to Section 9, Range 5 East South Saanich District – Said Easement being for the purpose of access to the foreshore of Section 9, Range 5).
    - Acquired 1966. Current size 15.6 hectares.
2. **PID 005811864**. Lot 2, Section 10, Range 6 East, South Saanich District, Plan VIP7056.
    - Acquired 1966. Current size 9.3 hectares.
3. **PID 009418521.** Plan DD 29323-I, Parcel "C". Section 11, South Saanich Range 6E. Described as commencing on a point at high water mark on Cordova Channel within said Section 11, the same being situated 33 feet north of the southern boundary of said Section; thence westerly parallel to and distant 33 feet from said southern boundary for a distance of 33 feet; thence north 5…
    - Acquired 1966. Current size 0.26 hectares.
4. **PID 006765246.** Lot 14, Section 12, Range 5 East and Section 12, Range 6 East, South Saanich District, Amended Plan 1851.
    - Acquired 1966. Current size 0.25 hectares.

5. **PID 000298654.** Lot 1, Section 10, South Saanich Plan VIP34623, Except Plan VIP55401, Ranges 5 and 6E.
    - Acquired 1992. Current size 12.3 hectares.
6. **PID 023618591.** Lot 1, Section 11, Range 6E, South Saanich Plan VIP64434.
    - Acquired 1996. Current size 1.4 hectares.
7. **PID 000298671.** Lot 2, Section 11, South Saanich Plan VIP 34623, Except Plan VIP87585, 5 & 6E.
    - Acquired 2009. Current size 9.7 hectares.

No additional parcels of land have been identified for acquisition at this time.

2.1.3 Existing Park Facilities

Existing park facilities include an interpretive kiosk, a group picnic shelter, and toilet in the day-use area at the southern end of the park. There is also a tent and RV campground, and another toilet in the middle of the park. The park has a built up coastal berm with a natural surface trail, and a service road that serves as a trail along the interior coastal sand ecosystem. The roads and parking lots in the park are on District of Central Saanich owned property. A boat ramp extends into the provincial foreshore next to the parking lot at the very south end of the park, which is not owned or managed by the CRD.

2.2 Natural Environment

2.2.1 Natural History

There is a rich natural history interwoven with human presence at the park. Particularly over the last 150 years, the park landscape has been significantly modified to fulfill human needs. These modifications have resulted in changes to local hydrology, soils and vegetation patterns resulting in today's landscape.

Since the end of the last glaciation about fifteen thousand years ago, the park and adjacent landscape has evolved as a dynamic bluff/dune/spit complex. The sand and gravel that make up the active shoreline of the park originate from Cowichan Head – the large coastal bluffs to the south. Sediments move from this source of active erosion (Cowichan Head) along a transport zone (Island View Beach) to an area of deposition (Cordova Spit). Far back from the active shoreline there is evidence of shifts between marine and terrestrial landscapes. There are forested bluffs rising up behind the park that indicate the low lying coastal lands now act as a natural buffer to the energy of the sea.

Repeated aerial photographs starting in 1930 reveal more recent landscape changes. The mosaic of open sand dunes, wetlands, low shrubs, meadow and old field habitats have undergone considerable changes through time. Low lying wetland habitats have diminished while forest and shrub cover has increased. The gradient of vegetation from north to south illustrates the pattern of land use changes in the park over this time. More native species occur in the north while more introduced species and agricultural grasses occur in the south (Map 3).

Prior to the ditching program that drained the coastal wetlands in the 1930s, a large portion of Island View Beach Regional Park was under water for much of the year. Dewatering of these coastal wetlands has changed the hydrology and shifted vegetation toward dryer conditions. Water from the park's neighbours to the south and west is directed to the ocean through the ditch system and an outfall managed by the District of Central Saanich along the Lamont Road Right of Way. This network of ditches is complimentary to the drainage ditch system on the Tsawout First Nations lands to the north of the park.

The park retains high ground water levels. Measurements taken in 2013 indicate that almost the entire area is saturated or showing standing water in winter and late spring. In summer, the water table is lower but remains within 50 to 70 cm of the surface in much of the park. Ground water at the park is brackish (a mix of salt and fresh water). Although surface flooding is limited to the highest of tides and storm surges, the influence of salt water also occurs through intrusion (groundwater seepage). The influence of freshwater is dictated by precipitation and runoff from higher ground. This salt/fresh water dynamic changes on a seasonal basis (dry season and wet season).

2.2.2 Ecology

Plants and animals and their physical environment make up ecosystems. The park is best known for its coastal sand and wetland ecosystems. Coastal sand ecosystems are relatively rare on the rocky shores of southern Vancouver Island. The Status Report on Coastal Sand Ecosystems in British Columbia (2011) recognizes Island View Beach Regional Park as an important location for coastal sand ecosystems in a provincial context.

Coastal sand ecosystems (Figure 1) are characterized by a transition from intertidal areas at the ocean edge to more stable terrestrial areas at the back side of the dunes, known as the dune slack. The boundaries between these areas are always changing. The foredunes right above the tideline, and often interspersed with drift logs, are often sparsely vegetated with species like sea rocket, black knotweed, dune wildrye, yellow sand verbena and large-headed sedge. Moving shoreward, the sand becomes more stable allowing vegetation cover and species diversity to increase. Plants like fescue grasses, gumweed, yarrow, and dune beach pea are more common. Water is often retained in the depressions creating suitable conditions for wetland species like coast silverweed and seashore salt grass.

Most of the remaining park is a complex of wetlands, mature dunes and old fields (Figure 2). These sites are regularly flooded during the wetter seasons but are often dry in the summer. Wet meadows form a transition between aquatic and terrestrial ecosystems and are dominated by grasses, rushes or reeds like the American bulrush, seashore saltgrass and coast silverweed. Low-growing shrubs like snowberry or Nootka rose occur in the transition between shallow marshes and upland areas. Meadow and marsh habitat is delineated by the low elevation areas that are subjected to more frequent high water table, seasonal flooding and high salinity (Map 4). Moving further upland, high shrubs and forested communities occur on the most stable landscapes especially on higher elevations. Linear patterns become more obvious towards the south end of the park reflecting the old field areas most recently subjected to agricultural activities like mowing and grazing.

Figure 1. Typical sand ecosystems at Island View Beach Regional Park.

Figure 2. Typical wetland Ecosystems at Island View Beach Regional Park.

2.2.3 Species and Habitats

There are many species of plants and animals found at the park. Plants and animals can be native or introduced, rare or common. Some spend their whole life residing in the park while others may use the park for specific needs like roosting or hunting. Some migratory species may only use the park for a few days a year.

There have been 67 species of vascular plants identified; of these, 16 are introduced and 6 are species at risk. The Georgia Basin bog spider and the black widow are two of 89 spider species known to occur in the park although there is a very large invertebrate fauna that is relatively unknown.

Birds may use the park directly on an intermittent basis and may be resident seasonally or year-round, or may be using areas immediately adjacent to the park. For example, the Sidney Channel Important Bird Area is recognized by BirdLife International, a global alliance of non-governmental organizations, for its marine birds and their habitats.

Numerous shorebirds utilize the beaches and intertidal zone just outside of the park boundary while others, like the spotted sandpiper, may also utilize the backshore above the high tide line to nest and raise their young. Based on 2015 data, a total of 181 bird species were identified in and around the park.

Many of the conservation threats to both rare and common species are linked to modification of habitat and disturbance by human activities. In many cases, species are at risk because they rely on special or uncommon habitats. Species identified as endangered or threatened under the Species at Risk Act of Canada require Recovery Strategies.

Recovery Strategies are planning documents that identify what needs to be done to arrest or reverse the decline of a species. Designation of Critical Habitat is provided in Recovery Strategies and the CRD is obliged to provide effective protection in these areas.

Contorted pod evening primrose (*Cammisonia contorta*)

In active sand habitats, you can find the contorted pod evening primrose (*Cammisonia contorta*). This species has a conservation risk of "endangered" in Canada. There is one small population at the park, and within BC it is now restricted to seven small populations on the south coast. The Canadian populations are estimated to have declined by 35% in recent years and the Island View Beach Regional Park population has been reduced to less than 150 plants based on surveys in 2014. Surveys back to 2002 indicate that the population has shrunk steadily in both abundance and extent and is considered to be in moderately poor condition.

The Recovery Strategy for this species, prepared by Environment Canada, identifies the spatial extent of Critical Habitat currently recognized at Island View Beach which coincides with the dune habitat at the northern end of the park. The strategy suggests that recreational use, including heavy trampling associated with visitors (e.g., from hiking, dog-walking, sunbathing and picnicking) constitutes an ongoing threat to sandy backshore habitats at almost all sites within the Canadian range including at Island View Beach Regional Park.

Other threats include exotic and invasive species and climate change. The Recovery Strategy sets out goals for conserving existing populations and allowing for their expansion to support a viable population in the future.

Sand-verbena moth (*Copablepharon fuscum*)

Anyone who walks the beaches at Island View Beach Regional Park has likely seen the bright flowers of the yellow sand verbena (*Abronia latifolia*). It is found on sites where there is active erosion and deposition of sand by wind and waves. Although this species is not federally listed, it has a conservation rank of "special concern" for BC. This plant, however, has an important role to play for another species known as the sand-verbena moth (*Copablepharon fuscum*).

This moth has a global and national conservation risk status of "critically imperiled" and known to exist in only ten populations in the Strait of Georgia and Puget Sound. The sand-verbena moth is entirely dependent on the yellow sand-verbena plant. Adult moths feed on the nectar and lay eggs in the flowers; and larvae feed on its leaves and flowers.

The Species Recovery Strategy produced by Environment Canada under the *Species at Risk Act* identifies Critical Habitat within a bounded area covering most of Island View Beach Regional Park and extending to include areas of the shoreline and backshore north to the tip of Cordova Spit. Within this general area, the presence of established yellow sand verbena plants and the soil both under and within 5 meters of any plant are considered Critical Habitat.

The Recovery Strategy recommends undertaking habitat restoration and habitat protection to increase yellow sand verbena plant cover by 20% and then including these restored sites as Critical Habitat as they meet the criteria.

Based on data compiled in 2015, there are 33 Species at Risk in and around the park and nine are confirmed as seasonal or year-round residents in the park (Table 1). At the park, both federally and provincially listed species are present and some share conservation designations (Table 1).

Knowledge of species at risk at the park is compiled primarily from information provided by the BC Conservation Centre (CDC), which is the repository for species at risk occurrence information in the province.

Species at risk are those plants and animals which are at risk of disappearing from nature. Species that are lost from a portion of their natural range are called extirpated from that area. Species that are extinct are lost from the entire world.

Many of the ecological communities associated with the park have been assessed by experts at the CDC (Table 2) and are known to be Red- or Blue-listed. Red-listed species and ecological communities are Extirpated, Endangered, or Threatened in British Columbia. Blue-listed species and ecological communities are of Special Concern.

This designation and assessment indicates their provincial conservation status and identifies several threats that have the potential to affect conservation of these ecological communities, including: introduced species, altered disturbance regimes, development, and recreational activities.

Yellow sand-verbena plant. Photo Credit: Nick Page.

Table 1. Species at Risk Documented at Island View Beach Regional Park		
Species	**Conservation Status**	**Comments**
Yellow Sand Verbena Moth	COSEWIC designated as Threatened, Provincially Red-listed	Federal *Species at Risk Act* critical habitat designated in the park
Contorted Pod Evening Primrose	COSEWIC designated as Threatened, Provincially Red-listed	Federal *Species at Risk Act* critical habitat designated in the park
Yellow Sand Verbena	Provincially Red-listed	Critical to support life processes of Yellow Sand Verbena Moth
Black Knotweed	Provincially Blue-listed	
Beach Bindweed	Provincially Red-listed	
Common Nighthawk	COSEWIC designated as Threatened, provincially Yellow-listed	Last nesting record in the park was 1980's. Last sighting in park was 2015. This species not tracked by the CDC.
Georgia Basin Bog Spider	COSEWIC designated as Special Concern, not provincially listed	COSEWIC status report indicates nationally and globally imperiled.
American Glehnia	Provincially Red-listed	Some uncertainty regarding the exact location of this species. Follow up surveys are required.
Fleshy Jaumea	Provincially Blue-listed	Some uncertainty regarding the exact location of this species. Follow up surveys are required.

Table 2. Ecological Communities with Conservation Concerns Documented at Island View Beach Regional Park	
Ecological Community	**Conservation Status**
Seashore saltgrass	Provincially Blue-listed
Dune wildrye—beach pea	Provincially Red-listed
Large-headed sedge	Provincially Red-listed
Black knotweed—yellow sand verbena sparse vegetation	Provincially Red-listed
Tufted hairgrass—meadow barley	Provincially Red-listed
Arctic rush—Alaska plantain	Provincially Red-listed
American glasswort—sea milkwort	Provincially Red-listed

2.2.4 Ecological Restoration

The Society for Ecological Restoration defines ecological restoration as a process to assist in the recovery of an ecosystem that has been degraded, damaged, or destroyed. To be successful, the International Union for the Conservation of Nature (IUCN) recommends that ecological restoration in protected areas adhere to three underlying principles: 1) Effective ecological restoration re-establishes and maintains protected area values toward restoring natural and associated cultural values related to ecosystem structure and function; 2) Efficient ecological restoration maximizes beneficial outcomes while minimizing costs in time, resources and effort, and 3) Engaging ecological restoration is collaborative with partners and stakeholders, promoting participation and enhancing the visitor experience.

The reasons for implementing restoration projects may include the recovery of individual species, the strengthening of ecosystem function or connectivity, improvement of visitor experience opportunities, and the re-establishment or enhancement of various ecosystem services like carbon capture or storm water management. Although understanding historic conditions is important for restoration, an ecosystem will not necessarily recover its former state.

In general, restoration consists of removing or modifying a specific disturbance, thereby allowing ecological processes to bring about an independent recovery. Often, human actions can reinforce ecosystem function through informed stewardship. Ecological restoration may consider indigenous ecological management practices and traditional ecological knowledge as well as contemporary local knowledge, cultural values, conditions and constraints.

Ecological restoration requires thoughtful planning and a long-term commitment to meet clearly stated goals linked to measurable objectives that address ecological, cultural, and economic concerns. Goals and objectives are critical for evaluating whether objectives were achieved or if adaptation is required.

The priority areas for restoration at Island View Regional Park are identified in the development concept map (see Map 6 in Section 3) and reflect, in part, Critical Habitat, as defined by Environment Canada under the Species at Risk Act of Canada for the **contorted-pod evening-primrose** and the **sand verbena moth** (see text boxes on pp. 25 and 26 for more information). Achieving the recovery goals for these species at risk will have a net benefit for other species reliant on coastal sand ecosystems as well. CRD Regional Parks staff will develop a restoration plan that will set out site specific restoration objectives and prescriptions.

For example, restoration at Island View Beach may require the reintroduction of native species that have been lost, the reduction of non-native species where they pose an ecological threat to indigenous species, and active management to mimic natural processes that have been interrupted, such as sand transport. The restoration plan will also outline the details of work on the ground in the context of strategies, costs, partnerships and funding opportunities. The restoration work will be considered in the context of other regional priorities through the CRD service planning process

2.3 Outdoor Recreation

The park has been a favorite destination of regional residents for many years. Recreational opportunities include access to a long, sandy beach for exploring, sunbathing, picnicking, and swimming. Kayakers, wind surfers and kite boarders use the park to launch into the adjacent waters. Park trails provide opportunities for hiking, dog walking, equestrian use, nature study, bird watching, and photography.

2.3.1 Camping

Since 2010, the park has operated a seasonal self-contained campground for recreational vehicles (RV's), trailers, and tents under a commercial use permit with the District of Central Saanich. Prior to the Capital Regional District acquiring the campground in early 2010, it operated for many years as a private campground.

Today, the campground offers an affordable and easily accessible family vacation destination. The campground consists of 18 RV sites, five small trailer sites, and 24 tent sites. Limited services are provided (i.e. potable water, seasonal toilets, and garbage facilities). The campground operates without a campground host on a first-come, first-serve, cash only basis. There is a 14-day limit on staying in the campground.

Anecdotal evidence collected through voluntary comment cards received between 2010 and 2013 indicate overall satisfaction with the campground experience. Campground data collected from the 2016 camping season also indicates the following:

- Campers come primarily to the park for the campground
- Campers typically spend between 1-3 nights in the campground
- Campers are satisfied with the campground fee and the park setting
- Most campers have heard about the campground from previous visits
- The majority of campers are residents of the Capital Regional District

The RV campground alongside the Coast Loop Trail. Photo Credit: CRD.

2.4 Visitor Use Characteristics

The park is the third most visited park in the Regional Parks system. In 2015, the estimated number of visits was 383,519. This is derived from a vehicle counter placed at the entrance to the park, using a multiplier of 2.5 people per vehicle. This number is up from 2010, the first year the current traffic counter devices were installed. The 2010 estimated visits was 330,133, while in 2014, there were an estimated 366,424 visits.

Regional Parks staff also keep statistics on the number of park use permits given out. Approximately 45-50 permits are given out each year, primarily for use of the group picnic shelter.

In addition, schools and summer camps often use the park for their programs. An on-line Park Use Confirmation Form is available for teachers and summer camp staff to complete which provides Regional Parks staff with details about the park visits. During 2015, 817 school children visited the park between May and August. In 2016, 969 school children visited the park between June and August.

The park has an active interpretive program. The current interpretation programs include spring school programs, year-round public programs such as guided walks, larger drop in events, and staff roving events. The interpretive technique known as “roving” involves an interpreter who moves around freely on a particular site to make him or herself available to visitors.

The end of June is an especially busy time for local schools coming for beach days; interpretive staff rove the beaches with etiquette messaging during this time. More recent additions to the interpretive programs include popular guided ethnobotany walks with experts from the Tsawout First Nation.

During 2015 and 2016, almost 1,780 students participated in school programs at the park; around 650 people attended public programs; over 1800 people participated in drop-in events; and staff engaged with around 225 people during roving events. In total, approximately 4,400 people participated in interpretive events at the park during 2015 and 2016.

Regional Parks staff maintain an active volunteer program at the park. In 2015 and 2016, two volunteer Park Stewards were active at the park, each committing to walk the park once a week and submitting a weekly Park Steward Activity Report.

The volunteer program also oversees community group events, such as shoreline clean-ups. In 2015, six different volunteer groups with a total of 274 people contributed 476 hours to shoreline clean-ups at the park, while in 2016 between January and October, five different volunteer groups with a total of 98 people contributed 189 hours for shoreline clean-ups. The volunteer groups represent schools, non-profit organizations, and businesses.

2.4 Cultural History

The park's cultural history encompasses both First Nations and post-contact history.

Tsawout First Nation

The Tsawout First Nation borders the park's northern boundary. The Tsawout are one of five bands that constitute the Saanich Nation (the other bands being the Tsartlip, Tseycum, Malahat, and Pauquachin). The Tsawout have a population of about 1600 (2006 est.) living on East Saanich IR No. 2 which borders Saanichton Bay in the District of Central Saanich. The Tsawout speak the SENĆOŦEN language.

The Tsawout people have lived in this area for thousands of years, and they retain a vital and enduring connection to the land, including the land that constitutes the present day park. According to the Tsawout, "The Tsawout and Saanich people's traditional territory is the lands and seas that we traditionally used throughout every season. Names were given to all the places we knew—every bay, stream, village, mountain, lake, inlet, and island. Our language, place names, stories, and history is what defines our territory and speaks to our long standing relationship to the land and waters."

A noted Tsawout First Nation ethnobotanist giving a tour at Island View Beach Regional Park. Photo Credit: CRD.

Post-Contact History

The Hudson's Bay Company began to colonize Vancouver Island in the mid-1800s. After the Douglas Treaties were signed in the 1850s, settlers moved to the area and they began farming. Some of the earliest noted families that settled were the Michells, Matthews and O'Connors. The Michell family has been in the area since the 1860s. Between 1892 and 1906, much of the uncultivated land was cleared and cropped below the forested bluffs forming the western boundary of the park, including the present day coastal wetland and sand ecosystems. Crops included oats, wheat, hay, and potatoes, along with cattle and sheep grazing.

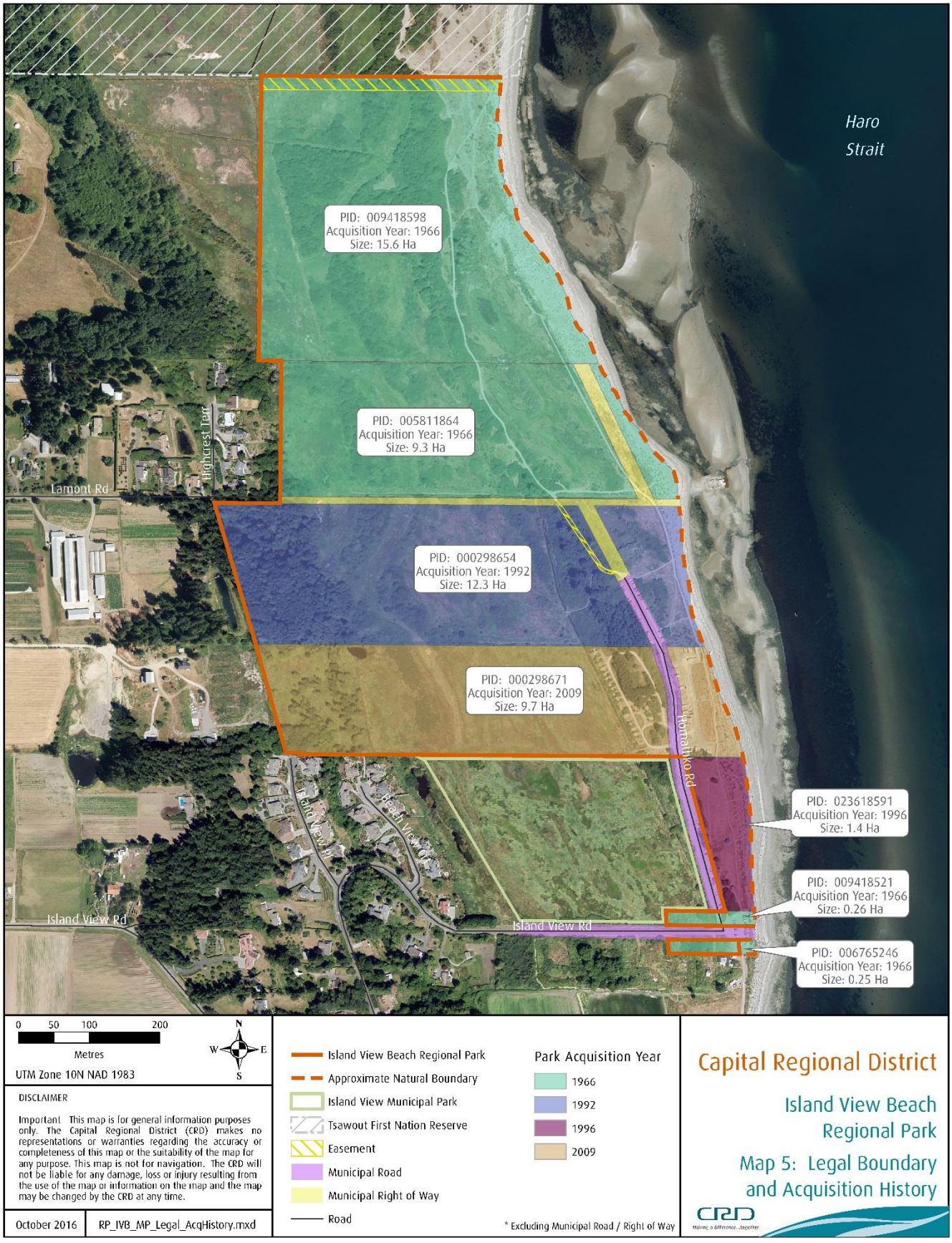
Between 1930 and 1984, the park area experienced four major floods. Exact dates are unknown; however, there is photographic evidence of the extent of flooding in the 1950s and 1960s (see photo below). Through the years, work has been undertaken to build, repair and maintain a coastal berm and drainage system.

Island View Beach during a flood stage. Photo credit: Unknown.

The original drainage ditches constructed in 1936 effectively reduced mosquito numbers; however, mosquitos continued to be a nuisance to farmers and residents. The District of Central Saanich initiated a mosquito control program at Island View Beach in 1987, and the CRD and the Tsawout First Nation began cost-sharing the program in 1988.

More recently, residential housing has been developed along the western edge of the park. Island Beach Estates and homes off of Highcrest Terrace are now visible from the park (see photo below). These newer neighbours are ideally situated to enjoy the beauty of the landscape, and many are frequent park visitors.

Residential homes nestled on the bluff above the park. Photo Credit: CRD.



Map 5. Legal Boundary and Acquisition History

A view into the wetland at Island View Beach Regional Park. Photo credit: CRD.

3. THE MANAGEMENT PLAN

3.1 Park Vision

The vision for the park in 20 years is:

Island View Beach Regional Park is a regional showcase for ecological restoration of sensitive coastal ecosystems and habitats, as well as for successfully integrating recreational visitor opportunities with environmental conservation. The visitor experience is primarily relaxed and nature-based with a variety of compatible activities to engage in including beachcombing, hiking, nature study, birdwatching, and picnicking.

Public understanding and support for coastal ecosystem restoration is well established, based on years of active education, interpretation, and volunteer involvement. Species and their habitats are flourishing in the park, hand in hand with a strong environmental stewardship ethic. Restoration of species at risk and their Critical Habitat has advanced toward stated recovery objectives.

Knowledge and understanding about climate change has steadily increased and park managers and the public are collaborating on feasible adaptation strategies for the park within an adaptive management framework.

Through the years, equestrians and dog walkers have grown to be an important part of the visitor experience, providing health and wellness benefits for many park visitors. Pet owners promote and practice responsible behaviour, resulting in a clean and safe park environment alongside areas where plants and animals can live free from direct human disturbance.

Park development has remained at a minimal level to retain the natural feeling of the park, but also meets visitor needs and provides for a safe and enjoyable park visit.

Understanding the park's cultural history has become an important part of the park experience, and it is well documented and interpreted by a variety of means, providing an enriching learning environment for the public. The Tsawout First Nation are a key part of the park experience, contributing their cultural perspectives on the land that they have called home for thousands of years. Some of the area's founding farming families actively contribute their knowledge of local history and sense of place to enrich the interpretive fabric of the park.

An active research program continues to provide new information to help with park management, and volunteer involvement in the park is well established and growing.

The park is in good shape to take on the next 20 years with the help of its many friends and supporters.

3.2 Park Goals

The park management goals express the desired direction for the future management and development of the park. All objectives and policy statements are directed and limited by the goals. Therefore, the goals are the cornerstone of the plan.

The park management goals are:

- To promote and encourage use and enjoyment of the park.
- To provide opportunities for a variety of environmentally compatible activities for people of all ages and ability levels.
- To develop appropriate park facilities and to manage visitor activities to utilize the natural recreational potential of the park while avoiding deterioration of the park's natural features and setting.
- To minimize conflicts between recreational users.
- To improve access to the park's features for those with mobility limitations.
- To incorporate equestrian use into the park.
- To provide a cost-effective and enjoyable overnight camping experience for park visitors.
- To present and interpret, through a variety of approaches, the natural and cultural history of the park.
- To provide clear information on the park's rules and regulations to enable the public to make appropriate decisions while visiting the park.
- To nurture a positive relationship with the Tsawout First Nation to ensure park development, operations, and management is respectful of the interests and needs of both the CRD and the Tsawout.
- To cooperate with the District of Central Saanich, the Tsawout First Nation, and adjacent land owners in implementing the management plan.
- To protect the natural resources and character of the park, particularly the coastal sand ecosystem, the coastal wetland ecosystem, and species at risk.
- To undertake activities to restore the coastal sand ecosystem.

3.3 Park Management Direction Statements

The following direction statements have been developed for visitor experience, cultural heritage management, environmental conservation, and park operations and development.

3.3.1 Visitor Experience

People come to the park to enjoy an easily accessible encounter with the natural environment through participation in compatible, nature-based activities. The park will be managed to maintain existing, and provide new, opportunities for public appreciation and enjoyment of the park's environment, while ensuring protection for key environmental values. Public information will allow visitors to understand what to expect when they visit the park and it will help facilitate enjoyable experiences.

3.3.2 Cultural Heritage Management

The park's complex cultural heritage will be documented, protected, and celebrated through community outreach, partnerships, research, interpretation, and special events.

3.3.3 Environmental Conservation

Environmental conservation in the park will focus on providing effective protection for identified critical habitat of species at risk in the park and providing space where plants and animals are undisturbed by human presence. Efforts will be undertaken to restore sections of the coastal sand ecosystem. Public outreach and education will be key in building public support and involvement in on-going environmental conservation efforts at the park.

3.3.4 Development and Operations

Consultation during the development of the management plan indicates that the public values the park for its undeveloped natural environment and wants this to remain a central feature of their experience. Park operations and development will be limited to that necessary to accommodate the existing high level of public use, and to minimize visitor impacts to the environment.

3.4 Park Development Concept

A park development concept provides general direction for how the park will be managed and developed over time.

The development concept for the park is to keep it natural, with minimal and appropriate visitor facilities and services. Most new park development will continue to be concentrated in the existing day use and campground area, with some improvements being undertaken in other areas of the park to enhance the visitor experience.

The existing day use area will be maintained as currently, with no new major infrastructure proposed. New access points to the beach will be provided from the day use area to improve accessibility and to

reduce trampling of sensitive vegetation along the backshore dune area. Education and communication materials will educate park visitors about the importance of using designated beach access points.

The District of Central Saanich will continue to maintain and enforce its bylaws on the roads and parking areas that it owns.

The campground will be assessed to determine how well it is meeting visitor needs, and some changes may be implemented to improve the camping experience and improve the experience for day-use visitors. For instance, the RV section of the campground will be reconfigured to provide a new naturalized day-use area along the shoreline section for all park visitors to enjoy. Additionally, some of the fenced off carpet burweed areas may be restored and opened to public use. Additional RV sites may be considered for the tenting side of the campground.

Improvements to the trail system will be undertaken. This includes re-routing the northern end of the coastal berm trail to meet habitat conservation goals and to create a more accessible trail surface. It will be named the Coast Loop Trail. The Coast Loop Trail will also feature a new toilet, park kiosk, and an access to a new multi-use trail through the wetland area of the park. This wetland trail will accommodate equestrians seasonally, and walkers and dogs year-around as conditions permit (it may be flooded during winter months). It will be named the Wetland Loop Trail.

Several beach access points will be established along the Coast Loop Trail to improve access to the beach for visitors with limited mobility and to discourage random access through this area of critical habitat for species at risk. Signs and fencing will be installed informing park visitors about the importance of this habitat type and why they should stay off it.

A fence will be installed on the interior of the Coast Loop Trail to keep people and dogs out of this sensitive habitat. This area will be one focus of restoration efforts. A fence will also be installed across the northern part of the park south of the boundary with the Tsawout reserve to discourage trespassing onto Tsawout lands and to establish an area free of direct human disturbance to improve protection for wildlife. First Nations' resource harvesting may occur in the park, subject to conservation and public safety considerations.

Additional fencing may be installed if monitoring shows that it is required to effectively protect specific sensitive areas and/or active restoration sites. Dogs will be allowed off-leash in areas not fenced off, although they must remain under control and on the trail in The Environmental Protection Zone.

A significant new feature in the park is the designation of an extensive area (the Natural Environment Zone) where visitors may roam off-trail. Dogs will be allowed off-leash, but under control in this area, which will be accessed from a spur trail off of the northern parking lot.

The CRD will work with the District of Central Saanich during the development of their parks and trails master plan to explore the feasibility of the development of a new pedestrian access into the park from Lamont Road to provide nearby residents and visitors with an additional entry into the middle of the park along the Lamont Road right-of-way.

Horses will be allowed in the park on a seasonal basis on the Wetland Loop Trail. A beach access point will be designated for equestrians to use near the north parking lot and at the top of the Coast Loop Trail. Horses can also access the beach at the southern end of the park from the municipal parking lot.

The development and access concept is generally illustrated on Map 6, while the access concept for dogs is shown on Map 7, and the access concept for horses is shown on Map 8.

3.5 Park Zoning

Park zones define which activities a park or trail can accommodate and what type of visitor experience the management of the zone aims to provide. Regional Parks staff have developed zone types to identify areas with similar management needs. The zone types determine which activities the lands in each category can support. Populations of rare species may appear in any zone, and must be managed individually as ecologically sensitive areas or features.

Based upon existing background information about the park's natural environment, current park development patterns, recreational preferences, and public input during the planning process, three zones have been applied to the park.

The three park zones and their primary objectives are:

- **Environmental Protection Zone (EPZ)**: To protect ecologically significant areas within regional parks through long-term science-based land stewardship.
- **Natural Environment Zone (NEP)**: To provide easily accessible natural areas within parks, and to provide areas within parks that can be used for more active recreational pursuits.
- **Outdoor Recreation Zone (ORZ)**: To provide areas within a regional park that can accommodate concentrated recreation use.

The table in Appendix 4 provides further information on these zones, including their environmental values, preferred visitor experience and activities, and typical infrastructure.

Areas in the park needing the highest degree of protection have been designated an **Environmental Protection Zone.** There are two sub-units of the Environmental Protection Zone (EPZ) in the park:

- **EPZ 1**: No access – wildlife sanctuary/quiet area
- **EPZ 2**: Limited access –park visitors, dogs, and horses must stay on designated trails

An area of the park with less environmental sensitivity and greater resilience to visitor use has been designated as a **Natural Environment Zone**. This area provides visitors with the opportunity to go off-trail and dogs can be off-leash. Horses are seasonally allowed in this zone on the Wetland Loop Trail.

Areas with the highest degree of landscape modification and human use have been designated as an **Outdoor Recreation Zone**. These areas occur in the southern part of the park. This zone requires dogs to be on-leash during the summer according to CRD Bylaws. Horses are not allowed in this zone except

at designated beach and trail access points. However, horses are permitted by the District of Central Saanich to use municipal roads in the park.

There are two sub-units of the Outdoor Recreation Zone in the park:

- **ORZ 1**: Campground
- **ORZ 2**: Day use area

Based on public feedback during the park planning process and in consideration of the current condition of much of the park's natural environment, every effort has been made to allow visitor access to the majority of the park. Only those areas deemed most important for environmental conservation and/or active restoration have been zoned for the highest level of environmental protection. The park zones are shown on Map 6.

3.6 Park Management Objectives and Policies

Park management objectives and policies have been developed to guide future management decisions, and are described below under the headings Visitor Experience, Cultural Heritage Management, Environmental Conservation, and Park Development and Operations.

3.6.1 Visitor Experience

Objectives:

- To explore outreach and stewardship opportunities with park visitors, community-based organizations, agencies, academics, and the Tsawout First Nation.
- To provide opportunities for visitors to learn about the park's values, features, and management issues.
- To manage outdoor recreation in a way that promotes enjoyment, appreciation, and understanding, and minimizes environmental impacts and conflicts between visitors.
- To provide a variety of visitor uses and experiences in the park.
- To retain the majority of the park in an undeveloped condition with facilities concentrated in the areas with the highest visitor use.

Policies:

3.6.3.1 Accessibility

- Provide universally accessible park facilities, such as washrooms, picnic shelters, picnic tables, benches, and signage in the day-use area.
- Work with advocacy groups to address park accessibility issues.
- Enhance accessibility on the Coast Loop Trail and to the beach:
    - Provide accessible beach access points along the trail
    - Provide a smooth trail surface on the Coast Loop Trail as feasible
    - Improve the north end of the trail to enhance accessibility

3.6.3.2 Commercial Services

- Require individuals or businesses interested in operating commercial services to have the written authorization of the General Manager or a valid park use permit allowing the activity, according to CRD Parks Bylaw No. 3682.

3.6.3.3 Community Outreach

- Provide various opportunities for public involvement with the park to advance park management goals and objectives, taking into account evolving public needs and interests.

3.6.3.4 Cyclists

- Cyclists are not permitted on official trails or in open space areas of the park.
- Cyclists are permitted in the campground according to the campground rules.
- Cycling is permitted on municipal roads and parking lots within the park.

3.6.3.5 Dogs

- Designated areas for dogs are as follows (see Map 7):
    - Environmental Protection Zone 1 (No access - Wildlife Sanctuary): Dogs are not permitted in this zone.
    - Environmental Protection Zone 2 (Limited access): Dogs are allowed in this zone. They may be off-leash, but must stay on designated trails. The designated trails in EPZ2 are the Wetland Loop Trail and the Coast Loop Trail north of the Lamont Road right-of-way.
        - If it is determined through a monitoring program that dogs are consistently off-trail in this zone, increased restrictions may be instituted by park managers.
    - Natural Environment Zone: Dogs are allowed off-leash and off-trail in this zone.
    - Outdoor Recreation Zone 1 (Campground): Dogs must be on-leash in the campground.
    - Outdoor Recreation Zone 2 (Day Use Area): This zone is a designated beach and picnic area under CRD Bylaw No. 3682. Dogs are allowed in this zone subject to seasonal restrictions between June 1 and September 15. During this period, dogs must be on leash and only passing through this zone. Dogs can be off-leash and off-trail in this zone between September 16 and May 31.
- Work with dog owners and the public to promote good dog stewardship and behaviour in the park.
- Support research and data collection to increase understanding about dogs in the park, and communicate results to the public.
- Clearly sign and post dog rules in the park.

3.6.3.6 Education, Interpretation, Communications

- Develop an education and interpretation strategy to inform and engage park visitors about the park's diverse values and features.
- Regularly communicate with the public about the park utilizing electronic, personal, and non-personal approaches.

3.6.3.7 Horses

- Horses will be managed as follows in the park (see Map 8):
    - Allow equestrians on the Wetland Loop Trail from April 1 to October 31
    - Allow equestrians to access the Wetland Loop Trail at the designated entry points, as shown on Map 8
    - Work with the District of Central Saanich to determine the potential for an equestrian trail connection through the municipal park to connect with the Wetland Loop Trail
    - Allow equestrians to access to the beach at designated points as shown on Map 8
    - Develop an on-going relationship with equestrian groups to communicate and address equestrian interests in the park
    - Work with equestrian groups and the District of Central Saanich to develop options for providing horse trailer parking at the park

3.6.3.8 Hunting and Firearms

- Hunting and firearms are not permitted at Island View Beach Regional Park as per CRD Parks Bylaw No. 3682.

3.6.3.9 Overnight Parking

- Overnight parking for car top boat users is currently provided by the District of Central Saanich through a permit system.
    - Support the District of Central Saanich's existing permit system for overnight parking for boaters on municipal property
    - Work with the District of Central Saanich, as appropriate, to improve the overnight parking permit system

Walking dogs on the Coast Loop Trail at Island View Beach Regional Park. Photo Credit: CRD.

3.6.3.10 Volunteers

- Actively engage with volunteers utilizing a variety of approaches, including as park stewards, volunteer naturalists, restoration volunteers, and at special events.

3.6.2 Cultural Heritage Management

Objectives:

- To work with the Tsawout First Nation to understand past and current use of park lands, and inform park visitors about those uses.
- To educate park visitors about the park's historical and cultural heritage.
- To preserve and present important historical and cultural heritage features in the park.

Policies:

3.6.2.1 First Nations

- Engage with the Tsawout First Nation to identify and address issues of interest to them.
- Develop management strategies to protect and/or interpret significant cultural heritage resources.
- Work with the Tsawout First Nation to incorporate culturally relevant messaging into park education, interpretation, and communications.

3.6.2.2 Post-Contact

- Work with interested members of the public to document the park's post-contact history.
- Include information about the park's post-contact history in park education, interpretation, and communications materials.

Equestrians enjoying a ride along the beach adjacent to Island View Beach Regional Park. Photo Credit: CRD.

3.6.3 Environmental Conservation

Objectives:

- To raise public awareness and understanding of the park's ecological systems.
- To actively restore natural vegetation in identified areas of the Environmental Protection Zone to support the maintenance of natural biodiversity and species at risk.
- To improve public understanding of the possible effects of climate change and sea level rise on the park.

Policies:

3.6.1.1 Climate Change

- Continue to collect, analyze, and apply data on climate change and sea level rise as it relates to the park environment and surrounding landscape.
- Develop adaptation strategies as appropriate to respond to projected or perceived climate change and sea level rise risks to the park.
- Include information about climate change and sea level rise in public outreach and communications materials.

3.6.1.2 Ecosystems and Species

- Improve understanding of ecosystems, habitats, and species in the park through research, data collection, collaboration, and management.
- Provide effective protection to Critical Habitat for federally-listed species at risk.
- Include information about ecosystems and species in public outreach and communications materials.
- Designate areas of the park as restricted access to provide a wildlife sanctuary and to aid in specific ecosystem and species recovery efforts. These areas may be fenced to prevent access by visitors and pets.

3.6.1.3 Invasive Species

- Acknowledge that not all invasive species can be eradicated from the park; integrate priority invasive species management with ecological restoration strategies.
- Include information about invasive species in public outreach and communications materials.

3.6.1.4 Restoration

- Develop site restoration plans to protect existing critical habitat and facilitate expansion into identified critical habitat areas. Take into account factors including benefits to other species, feasibility, cost, and desired outcomes.
- Undertake active site restoration for priority sites in the Environmental Protection Zone.

3.6.4 Park Operations and Development

Objectives:

- To preserve the park's natural character and visitor enjoyment through appropriate facility design, placement, and maintenance.
- To collaborate with adjoining land managers on cross-boundary management issues.
- To continue to operate the campground for tenting, trailer, and RV use.
- To maintain the mosquito control program, the ditching system, and the coastal berm according to policy direction passed by the CRD Regional Parks Committee in 2012 and 2013.
- To work collaboratively with others to support boating access.

Policies:

3.6.4.1 Beach Access

- Develop and maintain designated beach access points along the Coast Loop Trail.
    - Once the access points are developed, unrestricted beach access will be prohibited to reduce trampling on sensitive sand ecosystem species
    - Beach access points will be signed for designated uses, i.e. some access points will allow horses and some will not, as shown on Map 8
    - Beach access locations may be adjusted based on physical terrain and species needs

3.6.4.2 Boating Access

- Regional Parks staff recognize that there is some public support for maintaining small boat access in this area. Regional Parks staff will collaborate with the District of Central Saanich and others on developing options for boating access.

3.6.4.3 Camping

- Continue to offer camping in the park as follows:
    - Maintain tenting and trailer camping opportunities on the west side of Homathko Road
    - Maintain RV camping opportunities on the east side of Homathko Road
    - Retain the current service level and operational model, but consider feasible modifications to improve the visitor experience
    - Do not install utilities including water, electricity, or telephone service
    - Reduce the number of RV spaces to a single line along the Homathko Road border and create a one-way pull through for RVs
        - Fence along the eastern boundary of the RV site to delineate the campground area

- Eradicate carpet burweed and remove the carpet burweed fencing along the front of the RV camping area; return this area to year-round public day-use
    - Improve this area by re-naturalizing the site with native vegetation, and adding visitor facilities, such as benches, picnic tables, a communal fire-pit, and interpretive signage
- Investigate the possibility of restoring carpet burweed areas in the tenting side of the campground and opening these areas to public use, including the possibility of adding new camp sites and/or open space areas

- Over the long-term, review the feasibility of camping at the park in relation to predicted climate change and sea level rise impacts, regional park system strategic objectives, and evolving public expectations.

3.6.4.4 Coastal Berm

- As directed by the CRD Regional Parks Committee, the CRD will:
    - *Maintain the coastal berm in its current state and reassess its function as part of the coastal sand ecosystem restoration work*
    - *If the berm is breached, the CRD will repair it to its existing form, and not upgrade or extend it*
- Maintain an accessible walking trail on the top of the berm and designate beach access points from the berm.
- Fence the berm trail along both sides in a style designed to fit into the natural environment, as part of a strategy to protect the sand ecosystem restoration areas.

3.6.4.5 District of Central Saanich

- Collaborate with the District of Central Saanich on common park management issues:
    - Island View Municipal Park, and municipal roads and rights-of-way within the park
    - Maintenance of the ditching system through the municipal and regional parks
    - The coastal berm and the mosquito control program
    - Emergency management and response
    - Policing and bylaw enforcement
    - Overnight parking for kayakers on municipal roads
    - Trail access options into the park from the Lamont Road rights-of-way
    - Relationships with adjacent landowners, the Tsawout First Nation, contractors, agencies, and the public
    - The boat ramp and adjacent parking area

3.6.4.6 Drainage

- As directed by the CRD Regional Parks Committee, the CRD will:
    - *Maintain the existing drainage ditch system and monitor its effectiveness in reducing mosquito habitat and its effect on the coastal wetland ecosystem*
- Undertake a yearly inspection of the drainage system and complete any recommended actions to ensure the free flow of water through the ditches.
- Collaborate with the District of Central Saanich in the management of the ditch system.

3.6.4.7 Fencing

- A fence will be maintained in the following areas:
    - Along the inside of the Coast Loop Trail and on the outside of the berm section
    - Designated beach access points
    - Along the southern boundary of Environmental Protection Zone 1
    - The campground, day use area, and other identified areas as required

3.6.4.8 Fire Management

- Fires are prohibited in the park except in the campground at the communal fire pit, under the direction of park operations staff.

3.6.4.9 Garbage

- Maintain the current level of garbage management.
- Dog owners are expected to dispose of their dog waste in existing garbage containers, or to remove it entirely from the park.
- Work with volunteers and the public to promote deposition of dog waste into garbage cans.

3.6.4.10 Mosquito Control

- A mosquito control program will be maintained in the park according to policy direction passed by the CRD Regional Parks Committee in 2012:
    - *Continue the mosquito abatement program and monitor its effectiveness in reducing mosquitoes*
- The CRD will maintain a collaborative approach to mosquito control with the District of Central Saanich and the Tsawout First Nation.
- The CRD will encourage and support research to improve the understanding of mosquito biology, mosquito control, and the relationship between mosquitos and the park's natural environment.

3.6.4.11 Parking

- Parking is provided by the District of Central Saanich on municipal roads that run through the park:
    - Cooperate with the District of Central Saanich on issues related to the roads and rights-of-ways in the park
    - Support the provision of overnight parking for kayakers on municipal property

3.6.4.12 Picnic Areas

- Additional group picnic facilities will be considered if visitor use information demonstrates that the demand exceeds the capacity of the existing facility.
- When the front section of the RV campground is converted into a public day-use area, provide picnic tables, benches, and other facilities to enhance the visitor experience.
- Ensure that designated picnic areas are universally accessible.
- Ensure that the designated day use area is well-signed to inform park visitors that they are subject to seasonal on-leash dog restrictions.

3.6.4.13 Toilets

- Maintain the existing toilet facilities, but phase in the following changes to the toilets at the park:
    - Develop a toilet at the northern end of the Coast Loop Trail as identified on Map 6
    - Develop a toilet at the campground; locate it so that it is also available for public day use year-around
    - Enlarge the main day-use toilet and add a change room
    - Consider closing and removing the toilet on the Lamont Road right-of-way at the end of its lifespan, and once other toilet improvements have been implemented

3.6.4.14 Trails

- The proposed trail system is outlined on Map 6.
- A Coast Loop Trail will be provided as shown on Map 6.
    - Clearly marked paths will provide access to the Coast Loop Trail
    - Clearly designated beach access points will be developed from the Coast Loop Trail to protect sensitive sand ecosystem habitat
    - The Coast Loop Trail is closed to equestrians, except to access the Wetland Loop Trail or beach as shown on Map 8
    - The north end of the Coast Loop Trail will be improved and re-routed to protect sensitive sand ecosystem habitat and to improve accessibility

- Park visitors and dogs are required to stay on the Coast Loop Trail in the Environmental Protection Zone.
- The trail will be fenced along its interior perimeter and along the ocean side to support active restoration of the sand ecosystem habitat and critical habitat

- A multi-use Wetland Loop Trail will be developed as shown on Map 6.
  - Access to the Wetland Loop Trail will be from the north parking lot and the north end of the Coast Loop Trail. Additional access points may be considered if they are in alignment with park management goals
  - The Wetland Loop Trail is seasonal for equestrians (April 1- October 31) and year-around for other park visitors
  - Park visitors, dogs, and horses are required to remain on the Wetland Loop Trail in the Environmental Protection Zone; and horses in the Natural Environment Zone
  - The Wetland Loop Trail is in a seasonally wet portion of the park. The trail may not be accessible during some times of the year
  - Some types of trail improvements may be considered, but the trail is primarily a natural surface trail subject to seasonal flooding
- A fence will be installed along the southern boundary of Environmental Protection Zone 1, adjacent to the northern edge of the Wetland Loop Trail.
- A trail from Lamont Road into the park may be considered in the future if an access point is recommended in the District of Central Saanich parks and trails master plan.

Walking along the Coast Loop Trail at Island View Beach Regional Park. Photo Credit: CRD.

Map 6. Park Zoning and Development Concept

Map 7. Access -- Dogs

Map 8. Access -- Horses

Looking across a section of the coastal wetland at Island View Beach Regional Park. Photo credit: CRD.

4. PLAN IMPLEMENTATION, MONITORING AND REVIEW

4.1 Plan Implementation

The prioritization of actions in Table 3 below is provided to assist Regional Parks staff in capital planning and annual work planning processes.

The actions in the Island View Beach Regional Park Management Plan are prioritized as high, medium, low, and on-going priorities. The annual mosquito control program and maintenance of the ditch system and the coastal berm are included in the core budget of the Regional Parks service.

Key implementation actions identified in the management plan will be addressed through available core funding and submission to the Board through the service planning process. Service planning allows for the identification and introduction of previously unidentified priority items to the CRD's budgeting process.

Although all of the actions listed in the implementation table below are important, five are noted as having the greatest strategic priority. It is recommended that these actions be the first major projects to be undertaken.

Strategic Priorities

1. **Develop key park facilities.** Develop the Wetland Loop Trail and the Coast Loop Trail as identified on Map 6, with associated access points, infrastructure, and signage.
2. **Develop an education and outreach strategy.** Develop and implement a strategy to address the communications and engagement needs identified in this management plan.
3. **Update the park's signage.** Develop a sign plan for the park including informational, directional, regulatory, and interpretive signs.
4. **Develop a restoration plan for the coastal sand ecosystem.** Develop and implement a plan to protect and restore the coastal sand ecosystem as identified on Map 6.
5. **Install fencing to protect identified environmental protection areas.** Install fencing in the Environmental Protection Zone to protect critical areas from visitor impacts and to achieve specific environmental conservation goals.

A panoramic view from Island View Beach Regional Park. Photo Credit: CRD.

4.1.1 Key Actions

Table 3. Key Implementation Actions			
No.	**Management Action**	**Category**	**Priority**
High			
1	Improve the Coast Loop Trail as described in this management plan.	Park Development & Operations	H
2	Develop the Wetland Loop Trail as described in this management plan.	Park Development & Operations	H
3	Develop designated beach access points as identified on Map 6.	Park Development & Operations	H
4	Develop a new toilet facility and access node on the Coast Loop Trail as identified on Map 6.	Park Development & Operations	H
5	Develop a new access node in the Natural Environment Zone as identified on Map 6.	Park Development & Operations	H
6	Develop and install a new sign plan for the park.	Park Development & Operations	H
7	Develop an education and outreach strategy.	Visitor Experience	H
8	Work with the Tsawout First Nation to incorporate culturally relevant messaging into park education, interpretation, and communications.	Cultural Heritage Management	H
9	Develop and implement a site restoration plan for the coastal sand ecosystem as identified on Map 6.	Environmental Conservation	H
10	Install fencing or other effective barriers in the Environmental Protection Zone as noted in this plan.	Environmental Conservation	H
Medium			
1	Reconfigure the RV section of the campground to provide a day-use area along the Coast Loop Trail.	Park Development & Operations	M
2	Remove carpet burweed in the campground and open closed areas to the public as appropriate.	Park Development & Operations	M
3	Work with dog owners and the public to promote good dog stewardship and behaviour in the park.	Visitor Experience	M

Table 3. Key Implementation Actions			
No.	**Management Action**	**Category**	**Priority**
4	Work with equestrians and the District of Central Saanich to develop horse trailer parking and a connector trail to the Wetland Loop Trail through the municipal park as appropriate.	Visitor Experience	M
5	Undertake an assessment of the mosquito control program.	Environmental Conservation	M
6	Develop restoration plans for lower priority habitats.	Environmental Conservation	M
Low			
1	Enlarge the day-use area toilet facility and include a change room.	Park Development & Operations	L
2	Build a toilet facility in the campground.	Park Development & Operations	L
3	Remove or reduce the size of the Lamont Road toilet facility as it reaches the end of its lifespan.	Park Development & Operations	L
4	Consider adding an access into the park from Lamont Road if supported by the District of Central Saanich in its parks and trails master plan.	Park Development & Operations	L
5	Undertake additional analysis of potential impacts of climate change and sea level rise in the park.	Environmental Conservation	L
On-going			
1	Collaborate with key stakeholders on implementation of the park management plan.	All	O
2	Engage with the Tsawout First Nation to identify and address issues of interest to them.	All	O
3	Protect federally-listed species at risk and their critical habitat.	Environmental Conservation	O
4	Increase public awareness and understanding of the park's environmental and cultural heritage values.	Environmental Conservation	O

Table 3. Key Implementation Actions			
No.	**Management Action**	**Category**	**Priority**
5	Engage the public in a variety of park stewardship activities on a regular basis.	Visitor Experience	O

School children exploring the beach during an interpretive program offered at Island View Beach Regional Park. Photo Credit: CRD.

4.2 Plan Monitoring and Review

Regional Parks staff will monitor the implementation of the plan over the years, and will gauge the effectiveness of actions taken as part of normal operational reviews.

This park management plan will be regularly reviewed by Regional Parks staff to link recommended actions into its annual operations plans, and service and budget planning processes. Periodic reviews will also be undertaken to assess progress on implementation of the plan.

An updated park management plan will be prepared for the park as part of the on-going park management planning processes; however, this typically does not take place within 10 years from date of adoption of the plan unless a compelling reason exists for undertaking a new management planning process at an earlier date.

Coast Silverweed at Island View Beach Regional Park. Photo Credit: Nick Page.

An inviting walk along the west side of the Coast Loop Trail in summer. Photo Credit: CRD.

5. APPENDICES

1 References and Further Reading

2 Park Classification Chart

3 Four-Step Public Participation Process

4 Park Zoning Chart

5 Table of Changes

Dune plants with large-headed sedge at Island View Beach Regional Park. Photo Credit: CRD.

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Baird's Sandpiper. Photo Credit: Dave Appleton

Wilderness Area

- A Regional Wilderness Area is characterized by:
  - a large land base, generally more than 1,000 hectares;
  - the conservation of ecosystems, with minimal human interference;
  - opportunities for backcountry recreation and camping;
  - the provision of few, if any, redimentary services and facilities; and
  - the experience of remoteness, solitude, and harmony with nature.
- Maintaining wilderness areas in the region is an important part of the regional parks function. Wilderness is critical to sustain wildlife and plants that rely on sizable natural areas for their survival and to provide wilderness outdoor experiences and activities. They are places where residents can experience wilderness close to their home.
- East Sooke, Sea to Sea Green Blue Belt and Sooke Hills regional parks are the sole examples of Regional Wilderness Areas in the Capital Region.

Conservation Area

- A Regional Conservation Area protects regionally significant environments that contain sensitive and threatened ecosystems (e.g. they have significant Garry oak, old-growth forest, salt marsh, or estuary ecosystems). The size of a Regional Conservation Area should be sufficient to ensure that natural features can be protected and remain viable over the long-term.
- Outdoor activities will be permitted in a Regional Conservation Area, provided they have minimal impact on the natural environment. In most cases, the main activity will be hiking. These areas will generally have basic facilities, such as trails, parking areas, toilets and signage.
- Examples of a Regional Conservation Area are Witty's Lagoon, Mill Hill, Francis/King, Matthews Point, and Island View Beach regional parks.

Natural Area

- A Regional Natural Area protects the natural environment and provides opportunities for a range of appropriate outdoor experiences and activities. These natural areas are not as ecologically sensitive or diverse as those found in a Regional Conservation Area, although they may contain some sensitive and threatened ecosystems. These ecosystems will be identified in the park management plan, and conservation will be the priority on those areas. Regional Natural Areas also protect key greenspaces that are important to the natural character of the region.
- These areas will try to accommodate a range of appropriate outdoor experiences and activities. The exact uses will be outlined in the park management plan.
- Examples of a Regional Natural Area are Mount Parke, Coles Bay and Horth Hill regional parks.

Recreation Area

- A Regional Recreation Area provides opportunities for many outdoor experiences, activities and events, and will be managed to accommodate a relatively high number of visitors. Facilities will be developed to support this level of use. The area must lend itself to development for a variety of uses that meet recreational needs, and it must be able to withstand intensive public use.
- This classification is distinct from other parks classifications in a number of ways:
  - The emphasis is on outdoor experiences and activities, although protecting the natural environment will be addressed in all decision-making about visitor use and facilities.
  - The range of acceptable recreational activities in these areas will be the widest within the regional parks and trails system.
  - Recreation activities may include competitive sports.
  - Recreation facilities operated by non-profit groups may be permitted.
  - Opportunities and facilities may be provided for celebrations such as festivals, and group functions (e.g. picnics).
- Elk/Beaver Lake is an example of a Regional Recreation Area. It is the only regional park in the capital region with this classification.

WORK PLAN
ISLAND VIEW BEACH REGIONAL PARK
MANAGEMENT PLANNING PUBLIC PARTICIPATION PROCESS

Guideline for Public Participation

Based on the Capital Regional District's (CRD) Public Participation Framework and the spectrum for public participation identified in this Framework, Regional Parks will work with the public throughout the planning process to ensure that issues and associated interests are acknowledged, understood, documented and considered in preparing the park management plan. The public is defined as park visitors, adjacent landowners, interest groups and residents of the region. This level and type of public participation in the planning process will also apply to Regional Parks' engagement with the federal and provincial governments, District of Central Saanich and Tsawout First Nation.

Regional Parks' commitment to the public is that it will:

- keep the public informed about the planning process
- work with the public to exchange information, ideas and concerns
- provide objective information written in plain language to assist the public in understanding the park management planning situation, issues and management direction
- provide opportunities for the public to review and comment on the information used for park planning and the draft park management plan
- provide feedback to the public on how their input was considered and influenced decisions in preparing the management plan

This public participation process respects that the final decision for approval of a park management plan rests with the CRD Board.

The Regional Parks Committee approved the public participation process on May 21, 2014, and amended it on January 21, 2015, and April 15, 2015.

Action	Objective	Form of Public Consultation	Amended Timeline
STEP 1 – Provide Information and Seek Feedback			
Provide factual technical and scientific information about the natural environment found in the park. • Regional geographic setting • Natural features of the Park: - Ecosystems - Terrain, hydrology - Species at risk (flora & fauna)	To assist in developing an understanding of the natural environment found within Island View Beach Regional Park and how this information will be considered in park management planning. To add to the information base on the natural environment through feedback.	Regional Parks' staff will meet with federal and provincial government staff, District of Central Saanich Council and staff, Tsawout First Nation Land Use Committee and staff and the public to review natural **environment** information and seek feedback. Report to Regional Parks Committee on the feedback from the above involvement.	Winter 2015
STEP 2 – Identify Issues and Interests			

Action	Objective	Form of Public Consultation	Amended Timeline
Gather information about issues and interests.	To ensure there is an understanding by Regional Parks and the Regional Parks Committee of the issues and interests. To accurately define the issues that need to be addressed and to identify the interests associated with each issue. Interests are why people care about an issue, what motivates them, and what they deem important.	Regional Parks' staff will meet with and interview adjacent landowners and interest groups, staff with federal and provincial governments, District of Central Saanich staff, and the Tsawout First Nation. Staff will visit the park to hear park visitors' issues and interests. A response form will be available to document issues and interests. Regional Parks' staff will report to the Regional Parks Committee on the results of this work. A copy of the report on the results of this work will be provided to all participants and available on the CRD website.	Spring 2015
STEP 3 – Community Dialogue			
Hold roundttable dialogue sessions.	To provide a forum for those people who have an interest in the management of Island View Beach Regional Park to come together to jointly identify and discuss the ecological, cultural and visitor values of the park and share their ideas and work together to identify and discuss how the park should be managed.	Hold round table dialogue sessions and invite the federal and provincial government, District of Central Saanich, Tsawout First Nation and the public to participate. Provide the results of steps 1 and 2 to all participants in the roundtable. Report to Regional Parks Committee on the results of the roundtable dialogue sessions.	Fall 2015
STEP 4 – Present Draft Plan, Seek Feedback and Prepare Final Plan			
Regional Parks staff prepare draft management plan.	To submit a draft management plan for review and feedback and to complete a final management plan for the Regional Parks Committee's review and subsequent recommendation to the CRD Board for approval.	Meet with adjacent landowners and interest groups involved in steps 1, 2 and 3 to review the draft plan and hear and record their feedback. Report to Regional Parks Committee on results of these meetings. Forward draft management plan to the federal and provincial governments, District of Central Saanich Council and the Tsawout First Nation for review and comment. Submit draft plan to Regional Parks Committee. Hold public town hall meetings at two locations within the CRD. Report to Regional Parks Committee on the outcome of the above work. Submit final park management plan to Regional Parks Committee for recommendation to CRD Board for approval.	Winter 2016

Management Zones	Objectives	Environmental Values	Visitor Experience and Activities	Typical Infrastructure
Environmental Protection Zone	• To protect ecologically significant areas within regional parks through long term science-based land stewardship	• Areas with rare or endangered species and ecosystems needing the highest degree of ecological protection • In some areas, visitor access may be restricted.	• Nature study • Environmental interpretation • Visitor experience is centered around appreciation of natural features.	• Low-impact nature trails and other infrastructure that enhance appreciation of the natural feature(s)
Cultural Heritage Protection Zone	• To protect culturally significant areas and features through a long term cultural resource management strategy	• Ecological features associated with culturally significant sites may be protected as part of the culturally significant features of the park or trail (e.g. heritage orchards)	• Cultural appreciation and interpretation • Historical appreciation • Visitor experience is one of appreciating and understanding the cultural context of the feature	• Low-impact nature trails and other infrastructure that enhance appreciation of the cultural feature(s)
Regional Wilderness Zone	• To keep large natural systems functioning and provide a regional wilderness experience for park visitors	• Contiguous land areas large enough to protect the natural values • Areas with outstanding natural features that create a memorable visitor experience • Ecosystems are functioning in a sustainable fashion	• Activities dispersed over a wide area • Some backcountry areas could be available for hiking, cycling, and horseback riding • Visitor experience is one of being in a wilderness setting • Backcountry camping may be permitted	• Long distance hiking, equestrian and cycling trails • Trails to viewpoints
Natural Environment Zone	• To provide easily-accessible natural areas within the parks • To provide areas within the parks that can be used for more active recreational pursuits	• Areas where outdoor activities take place in conjunction with protection of natural features • Less remote than wilderness • Can act as a buffer between wilderness and recreation zones	• Activities less dispersed than in a wilderness zone, and more accessible to visitors • Horseback riding, cycling and hiking, shoreline activities • Visitor experience is one of participating in outdoor activities in a natural setting.	• Hiking, walking, equestrian and cycling trails • Viewpoints • Pathways • Picnic areas • Open fields
Outdoor Recreation Zone	• To provide areas within a regional park that can accommodate concentrated recreation use	• Outstanding recreation features • Natural values may be compromised to allow higher level of activity	• Activities more concentrated-e.g., beach activities, swimming, boating, fishing, picnicking, multi-use trails, group picnic areas • Visitor experience includes active participation in outdoor recreation activities	• Change rooms • Concessions, • Boat launch sites • Beaches • Group picnic shelters • Nature houses
Park Services Zone	• To provide areas within a park needed to support park services	• Natural values secondary to park service needs • Considerable landscape modification allowed	• Visitor-oriented and park operation services	• Parking lots • Storage areas • Washroom buildings • Park operations buildings

Appendix 5 Table of Changes

ISLAND VIEW BEACH REGIONAL PARK – TABLE OF CHANGES 2016 DRAFT-TO-FINAL MANAGEMENT PLANS			
ISSUE	**DRAFT PLAN**	**FINAL PLAN**	**RATIONALE**
Access - Beach	• Beach access not specifically mentioned.	• Develop and maintain designated beach access points along the Coast Loop Trail. • Once designated beach access points are developed, random access from the Coast Loop Trail and the day use area to the beach will be prohibited.	• Designated beach access points enable a wider range of park visitors to get to the beach, which supports accessibility objectives. • Beach access points are necessary to reduce trampling sensitive beach vegetation and to support site restoration goals.
Access - Park	• Access was restricted to designated trails. • Provided no designated access to the wetland section of the park. • Provided no horse access.	• Off-trail access allowed in the Natural Environment Zone for public and dogs; on-trail for horses. • Identifies a new Wetland Loop Trail. • Improves accessibility on the Coast Loop Trail. • Connects the Coast Loop Trail with the Wetland Loop Trail.	• The park can support higher visitor use in the Natural Environment Zone. • Enables park visitors to experience the coastal wetland portion of the park. • Provides improved trail connectivity and beach access opportunities. • Provides opportunities for horses in the park. • Increases trail access to areas of the park that had no designated trails.
Boating Access	• Stated that the boat ramp is outside of park boundaries and will not be managed by the CRD. • Stated that the CRD will work with others to address water access needs within the area.	• States that the boat ramp is outside of the park. • Recognizes that some public support exists for maintaining small boat access in this area. • Commits Regional Parks staff to work with others on options for boating access as appropriate.	• Commits the CRD to collaborate with others to look at options as appropriate, recognizing that cooperation with adjacent land owners is necessary to resolve this issue.

ISLAND VIEW BEACH REGIONAL PARK – TABLE OF CHANGES

2016 DRAFT-TO-FINAL MANAGEMENT PLANS

ISSUE	DRAFT PLAN	FINAL PLAN	RATIONALE
Camping	• Stated that camping will be continued in the short- and medium-term, but in the long-term, the campground may be relocated or removed. • Recommended that the front part of the RV site be re-purposed to increase day use opportunities and restore more natural conditions.	• Maintains camping opportunities under the current operating model in the short- and medium-term. • Identifies the conversion of the front part of the RV section into a year-around day use area with some amenities. • Identifies the eradication of carpet burweed areas.	• Camping is a popular activity which will continue for the foreseeable future. • Responds to public support for opening the front of the RV campground for year around day-use.
Dogs	• Recommended dogs be on-leash and on-trail north of Lamont Road right-of-way (ROW). • Proposed an enclosed off-leash dog area. • Proposed that all dogs must be on-leash once the off-leash area is established. • Proposed to develop a dog management strategy once the plan is approved. • Proposed a study to characterize and quantify dog use in the park. • Proposed a background review of dog management practices in other areas. • Did not allow dogs in the Environmental Protection Zone south of Lamont Road ROW.	• Dogs are allowed to be off-leash everywhere that visitors are permitted in the park, except in the campground and day-use area during the summer. • Dogs are required to stay on trails in the Environmental Protection Zone. • Dogs can run free in the Natural Environment Zone. • Rules for dogs will be clearly posted in the park. • Establishes an area in the north of the park that is off-limits to dogs and people. • Provides that if dogs are consistently off trail in the Environmental Protection Zone, increased restrictions may be instituted by park managers.	• Responds to public opinion that clearly indicated that many park visitors want dogs to be allowed off-leash in as much of the park as possible. • There was little support for the proposed enclosed dog off-leash area and the dog management strategy. • Recognizes that some areas of the park are able to accommodate off-trail/off-leash dogs. • Areas of the park have been identified as off-limits to dogs to protect habitat for species at risk. • Provides an area where wildlife can be free of disturbance from off-leash dogs, and minimizes the potential for off-leash dogs to stray into the Tsawout First Nation Reserve.

ISLAND VIEW BEACH REGIONAL PARK – TABLE OF CHANGES

2016 DRAFT-TO-FINAL MANAGEMENT PLANS

ISSUE	DRAFT PLAN	FINAL PLAN	RATIONALE
Ecological Restoration	• Did not specifically define a restoration area. • Stated that Regional Parks staff will work with key partners to identify priority areas and features for conservation or restoration. • Stated that restoration plans will be developed and implemented for priority areas and features.	• Identifies the sand ecosystem as the focus of active restoration efforts and defines the active restoration area as shown on Map 6. • Creates a "no access" area at the northern end of the park to aid in ecological restoration.	• Responds to public concern that statements in the draft plan around ecological restoration were too vague and did not provide enough detail about what was going to be restored, where the restoration areas were located, and what type of public access would be allowed.
Environmental Stewardship	• Stated that effective protection of critical habitat for species at risk is a priority. • Recommended restoration of degraded or damaged ecological features. • Promoted collaborative research initiatives.	• Focuses restoration in the identified Active Restoration Area (Map 6). • Identifies the need to increase public awareness and understanding of the park's ecological systems. • Recommends that Environmental Protection Zone 1 and the Active Restoration Area be fenced off to provide effective protection for these areas. • Identifies the need to improve public understanding of the possible effects of climate change on the park.	• Provides more clarity to the public about what is being proposed around environmental protection and restoration, and what this will mean for the visitor experience. • Responds to public feedback that fencing of defined areas to protect species & habitats would be preferable to excluding park visitors from large areas of the park. • Recommends fencing to allow dogs to be off-leash, on-trail on the Coast Loop Trail through a portion of the Active Restoration Area; keeps people and dogs out of Environmental Protection Zone 1. • Identifies more precisely the location of the area designated for active restoration of the coastal sand ecosystem (as shown on Map 6).

ISLAND VIEW BEACH REGIONAL PARK – TABLE OF CHANGES 2016 DRAFT-TO-FINAL MANAGEMENT PLANS			
ISSUE	**DRAFT PLAN**	**FINAL PLAN**	**RATIONALE**
			• Clarifies how visitors will be accommodated in the active restoration areas.
Facilities	• The draft plan did not propose any major new infrastructure be developed. • Indicated that a wetland trail will be developed, but did not define its location, amenities, or access. • Considers interpretive signs in the park. • Promoted universal accessibility for some visitor facilities.	• Identifies new park infrastructure at the north end of the Coast Loop Trail; at the proposed day-use area adjacent to the campground; and at the access point into the Natural Environment Zone. • Identifies the Wetland Loop Trail route and how it will be accessed. • The north end of the Coast Loop Trail will be improved to enhance accessibility. • Recommends that a sign plan be developed, including interpretive signs.	• Responds to public feedback that more precise information was needed about park facilities to enable people to understand what is being proposed for the park. This includes a new toilet facility and interpretive kiosk at the north end of the Coast Loop Trail, a new multi-use Wetland Loop Trail, new park signage, and new beach access points. • Responds to the public desire to have access to the coastal wetland. • Responds to public desire for a toilet at the north end of the Coast Loop Trail. • Responds to the need for better and more accurate park information to help park visitors make good decisions in the park.
Garbage	• Committed park operations staff to reviewing current operational practices regarding waste management, including provision of recycling bins in the park.	• Maintains the current level of garbage management. • Emphasizes the responsibility of dog owners to properly dispose of dog waste. • Doesn't recommend doggy bags.	• The current level of visitor use does not warrant the increased costs of providing a higher level of waste management service. • Responds to public concerns about dog waste not making it into garbage containers.

ISLAND VIEW BEACH REGIONAL PARK – TABLE OF CHANGES

2016 DRAFT-TO-FINAL MANAGEMENT PLANS

ISSUE	DRAFT PLAN	FINAL PLAN	RATIONALE
Horses	• Stated that horses are allowed on park roads only, but not on park trails or in open areas of the park.	• Allows horses to use the Wetland Loop Trail from April 1 – October 31. • Promotes working with equestrian groups and the District of Central Saanich on equestrian interests in the municipal and regional parks. • Provides two beach access points for horses.	• Responds to public consultation during Step 4 of the planning process that identified some support for allowing equestrians to use parts of the park. • Acknowledges that there are ways to safely integrate horses into the park experience.
Trails	• Did not propose any alignment changes to the coastal berm trail. • Proposed a wetland trail in the middle of the park, but did not identify an alignment. • Did not identify any beach access points. • Proposed that Regional Parks staff would work with the District of Central Saanich to assess the feasibility of developing a trail connection from Lamont Road into the park.	• Re-defines the berm trail and the service road as an improved "Coast Loop Trail." • Identifies a new "Wetland Loop Trail" through Environmental Protection Zone 2; this trail will be seasonal for horses, and open year-round for people and dogs. • Provides several designated beach access points from the Coast Loop Trail. • Commits the CRD to work with the District of Central Saanich during their Parks and Trails Master Plan process to explore the feasibility of developing a trail connection from Lamont Road into the park.	• Responds to public requests to access the wetland area of the park, including through the Environmental Protection Zone, while still protecting sensitive species/habitats. • Improving the northern end of the Coast Loop Trail will improve accessibility and protect sensitive species and ecosystems. • Maintained beach access points will make it easier for people with limited mobility to access the beach, and discourages random beach access through species at risk habitat. • Responds to public support for accessing areas of the park without maintained trails in the Natural Environment Zone.
Zoning	• Identified three park zones: Outdoor Recreation, Natural	• Identifies the same three park zones.	• Provides increased public access, while protecting the most sensitive areas of the park.

ISLAND VIEW BEACH REGIONAL PARK – TABLE OF CHANGES 2016 DRAFT-TO-FINAL MANAGEMENT PLANS			
ISSUE	**DRAFT PLAN**	**FINAL PLAN**	**RATIONALE**
	Environment, and Environmental Protection. • The Environmental Protection Zone did not allow access except on the berm and service road trails, and prohibited access to the wetland area of the park. • The Natural Environment Zone included the back dune area of the day-use area. • The Natural Environment Zone had very limited access, except on the service road and berm trail. This effectively prevented access to the wetland area of the park.	• Allows access to the Environmental Protection Zone 2 on the Wetland Loop Trail and the Coast Loop Trail. • Identifies two sub-units of the Environmental Protection Zone – Environmental Protection Zone 1 is no access, and Environmental Protection Zone 2 is on-trail access. • Identifies two sub-units in the Outdoor Recreation Zone – Outdoor Recreation Zone 1 is the campground, and Outdoor Recreation Zone 2 is the designated day-use area. • Identifies the Natural Environment Zone as an off-trail, off-leash area, which increases access to the wetland area of the park.	• Responds to limited public support for the draft plan zoning scheme and public demand for increased access to different areas of the park, especially the wetland area. • Environmental Protection Zone 1 buffers the boundary with the Tsawout First Nation and provides a wildlife sanctuary/quiet area.

Coastal sand ecosystem at north end of Island View Beach Regional Park. Photo credit: CRD.

A child exploring Island View Beach Regional Park on a winter's day. Photo Credit: CRD.

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