REGIONAL
DISTRICT
OF NANAIMO
RECREATION AND PARKS

COMMUNITY PARKS & TRAILS STRATEGIC PLAN

Electoral Areas E, F, G & H

January 2014

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ACKNOWLEDGEMENTS

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The **Community Parks and Trails Advisory Committee** provided guidance and insight during development of this strategic plan and participated at public workshops.

- George Holme, Electoral Area 'E' Director
- Julian Fell, Electoral Area 'F' Director
- Joe Stanhope, Electoral Area 'G' Director
- Bill Veenhof, Electoral Area 'H' Director
- Councillor Michael Recalma, Qualicum First Nation
- Parks and Open Space Advisory Committee (POSAC) Representatives: Robert Rogers (Electoral Area E), Barbara Smith (Electoral Area F), Brian Coath (Electoral Area G), Dagmar Seydel (Electoral Area H).

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- Dave Palidwor, CPTS Project Manager
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RDN Staff oversaw, coordinated and provided input and review in the plan.

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- Joan Michel, Parks and Trails Coordinator
- Elaine McCulloch, Parks Planner
- Tom Osborne, General Manager of Recreation & Parks Services

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- Tom Sohier, GIS Coordinator
- Stuart Barker, GIS Technician

EXECUTIVE SUMMARY

Introduction

As Electoral Areas within the Regional District of Nanaimo (RDN) develop, there is a need to continue creating a community parks and trails system that provides access to parks and recreation opportunities for the local community.

The overall goal of the Community Parks & Trails Strategy (CPTS) for Electoral Areas E, F, G, and H is to provide a systematic approach to parks and trails planning and development at the community level. This document is not intended to be a detailed guide for implementation of individual parks and trails; rather it provides a framework for identifying and evaluating opportunities.

The focus for this project is the four northern Electoral Areas:

- Electoral Area E: Nanoose Bay;

- Electoral Area F: Coombs, Hilliers, Errington, Whiskey Creek;

- Electoral Area G: French Creek, San Pareil, Dashwood, Englishman River; and

- Electoral Area H: Bowser, Qualicum Bay, Horne Lake, Spider Lake.
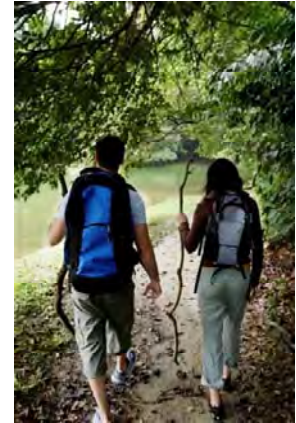
Planning Process

The Community Parks and Trails Strategy was completed over the course of 2013. A Working Group comprised of the Project Manager, RDN Community Parks Planner, Parks and Trails Coordinator and Manager of Parks Services coordinated development of the strategy and an Advisory Committee was formed to support the process and to review the document. Two Open Houses in each of the four Electoral Areas were held during the development of the CPTS and these events were supported by online surveys.

Two related studies were developed concurrently with the CPTS:

- A Cultural Mapping Summary was completed by Aquilla Archaeology to provide overview information for culturally sensitive mapping and protocols; and

- Parks and Trails Design Guidelines were prepared by Stantec Consultants Ltd. (see Section 1.3.4 for more information).

Evolution of Community Parks & Trails

Since its inception in the 1960s, the community parks and trails system has been growing at an accelerating pace. In Electoral Areas E, F, G and H community park area has grown from approximately 2 hectares of parkland in 1965 to almost 190 hectares in 2012.

When the community parks function began, the focus was largely on obtaining and preserving parkland and open space. In these early days, parkland was typically held in a natural undeveloped state with few or no amenities. Given the rural nature of the Electoral Areas, demand and capacity for more urban-style parks was limited. During this time, staff and funding resources were very restricted and did not support substantial park development.

Due to population increase and densification of communities, as well as increased awareness about the value of access to parks, public demand for improved parkland has been growing steadily. Over time, the community parks function has evolved from a mechanism for preserving open space to a function that supports strategic planning, design, development and operation of parkland.

Community Parks & Trails Today

The amount of existing community parks and trails varies between the four Electoral Areas. *Table 1* provides a summary of existing community and regional parks and trails in the RDN.

Table 1: Existing parks and trails summary

Existing Parks & Trails	Electoral Area E	Electoral Area F	Electoral Area G	Electoral Area H
Electoral Area population (2011)	5,674	7,422	7,158	3,509
Number of existing community parks	31	16	32	40
Area of existing community park (hectares/acres)	29.7 ha 73.4 ac	34.6 ha 85.5 ac	57.0 ha 140.9 ac	55.6 ha 137.3 ac
Community parkland (hectares/acres) per 1,000 people	5.2 ha 12.9 ac	4.7 ha 11.5 ac	8.0 ha 19.7 ac	15.8 ha 39.1 ac
Number of existing regional parks	2	1	2	1
Area of existing regional park (hectares/acres)	35.4 ha 87.5 ac	44.0 ha 108.7 ac	207.0 ha 511.5 ac	118.7 ha 269.3 ac
Total area of community & regional parks (hectares/acres)	65.1 ha 160.9 ac	78.6 ha 194.2 ac	264.2 ha 652.8 ac	164.5 ha 406.6 ac
Number of potential water access sites (road ends)	60	TBD	32	49
Length of community trails	0.72 km	3.05 km	2.03 km	1.30 km
Length of regional trails	0 km	0 km	10.00 km	17.50 km

Planning Framework for Community Parks & Trails

The CPTS is intended to provide a framework for decision-making for community parks and trails. The following goals are provided for acquisition and development of community parks:

■ **Connect People and Places:** Develop an inter-connected system of parks and trails that supports active transportation (travel to destinations), recreation (exercise) and nature appreciation (spiritual), and is accessible to all community residents.

■ **Provide Social and Recreation Opportunities:** Create a community where a variety of public spaces provide local opportunities for active living, social interaction and play.

■ **Protect the Environment:** Safeguard the natural setting and character of the community and surrounding environmental functions.

■ **Support Community Partnerships:** Encourage community spirit and energy when implementing the strategy.

Classification for Community Parks & Trails

There are five park classes proposed for the community park system:

1) Neighbourhood Park
2) Natural Park
3) Linear Park
4) Water Access
5) Surplus

There are three trail classes proposed for the RDN:

1) Type 1 – Hard/Compacted Surface Trail
2) Type 2 – Soft Surface Trail
3) Type 3 – Natural Surface Trail

Community Parkland Acquisition Criteria

One of the challenges encountered when planning for community parks is evaluating whether new acquisitions fit the needs of the overall system. To support this evaluation, a number of community parkland acquisition criteria are proposed. These criteria will:

■ Support RDN staff and Parks and Open Space Advisory Committee (POSAC) members in evaluating potential community park and trail acquisitions;

■ Provide developer clients a set of clear criteria in advance of proposing dedication; and

■ Increase consistency and objectivity in assessments over time.

The criteria are organized under six categories and are designed to align with the proposed park classes (neighbourhood, natural, linear, water access, and surplus). The six categories include:

■ **General Demographics & Public Values:** These values typically apply to all types of community parks. Parks that score high in this category may be well suited for acquisition and addition to the community parks system.

■ **Neighbourhood Park Values:** These values are desirable for establishing neighbourhood parks with amenities. Parks that score high in this category may be most suitable for neighbourhood parks.

■ **Ecological Park Values:** These values include protection and enhancement of natural environments. Parks that score high in this category may be most suitable for ecological park development.

■ **Linear Park Values:** These values include connectivity and trail potential. Parks that score high in this category may be most suitable for trail development.

■ **Water Access Values:** These values pertain to water sites. Parks that score high in this category may be most suitable for water access development.

■ **Affordability:** These values include costs for acquiring, developing and maintaining park properties and typically apply to all community parks. Parks that score high in this category will be more cost effective.

Actions

The outcome of this plan is a set of actions that support the implementation of the vision, objectives and priorities generated through the CPTS process. These actions are provided for Board, staff and POSAC consideration within the context of annual community planning and budget considerations.

Two types of actions are provided for the CPTS: operational actions, and project actions.

1. Operational Actions:

These include ideas for planning initiatives, resources, education, and awareness planning. Operational actions include:

Planning Initiatives

1) **Complete Regular Updates of the CPTS:** Update the CPTS in 2018 and complete a new study with public consultation in 2023.

2) **Use Park & Trail Classifications & Criteria:** Encourage all RDN departments and committees to use the Community Park Classifications and Criteria for Community Parkland Evaluation identified in this document and the 2013 Parks & Trails Design Guidelines to evaluate and plan parkland that is proposed within development applications.

3) **Follow Archaeological Guidelines:** Follow guidelines developed in the Aquilla Report for considering cultural and heritage potential when planning or developing community parks and trails.

4) **Review Parks Policies during OCP Updates:** Incorporate the CPTS actions into OCP updates and review the vision for parks and potential projects for specific Electoral Areas during the update process.

5) **Review POSAC Structure & Mandate:** Complete regular reviews of the POSAC structure and mandate to review efficiency, roles and contributions in the evolving parks and trails system.

6) **Establish POSAC Chair Meetings:** Establish regular POSAC chair meetings to support collaboration, discussion and identification of issues and opportunities within the larger community park system.

7) **Create a Volunteer Policy & Guidelines:** Consider developing a clear volunteer policy and guidelines that provide more information about involvement with community parks and trails.

8) **Establish Partner Communications:** Seek to establish a system for ongoing partnership communications with other municipalities, Regional Districts and First Nations that provide community parks and trails services.

9) **Create a Developer Information Package:** Develop a clear information package for developers to outline expectations for community park and trail dedications. This information should be provided to all developer applicants at the concept stage of their projects.

10) **Support Community Projects:** Encourage and support community interest groups to enter into trail building and/or management agreements with the province for key recreational trails located on Crown land.

11) **Prepare an Active Transportation Plan:** Prepare an Active Transportation Plan that encourages access for all levels of mobility for the District 69 Electoral Areas based on work completed to date in the Regional Parks & Trails Plan, CPTS and Parks & Trails Guidelines.

12) **Consider a DCC Bylaw:** Consider creating a Development Cost Charges (DCC) bylaw for each Electoral Area to support acquisition and development of select park amenities (as permitted by the Local Government Act).

13) **Develop a Disposition Policy:** Develop a Community Parkland Disposition Policy to dispose of underutilized parklands that are costly to maintain for consideration by the RDN Board.

14) **Subdivision Application Process Review:** Review and update the RDN's "Review of the Consideration of Parkland in Conjunction with the Subdivision Application Process" policy (Updated 2006) to streamline the subdivision review process. Include the proposed Community Parkland Evaluation Criteria Checklist (see Appendix C).

Resources & Capacity

15) **Match Service Levels & Funding Allocations:** Match level of service expectations with funding allocations for community parks and trails.

16) **Create Park Maintenance Plans:** Develop a park maintenance plan as a component of all new park planning and development as per the Parks and Trails Design Guidelines. Update annual operating budgets for parks based on these plans.

Education & Awareness

17) **Increase Park Signage:** Increase community park and trail signage in developed parks as budget allows.

2. Project Actions:

In addition to operational actions that span the entire CPTS, several project actions and ideas were gathered for each Electoral Area during this process. These actions should be considered as potential priority projects when planning and budgeting community park development. See Section 4.2 for details.
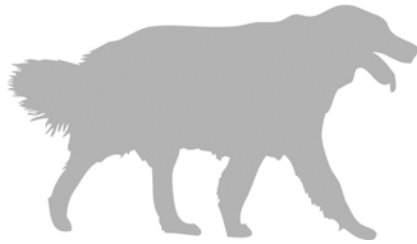
1.0 INTRODUCTION

1.1   Purpose of a Community Parks & Trails Strategy

As the Electoral Areas within the Regional District of Nanaimo (RDN) develop, there is a need to continue creating a community parks and trails system that provides access to parks and recreation opportunities for the local community. To date, community parks and trails provision has often been *ad hoc* and reactive – acquiring and developing parks as opportunities arise, rather than being systematically planned for an entire area. As the RDN Electoral Area communities grow, the Community Parks & Trails Strategy (CPTS) is intended to guide informed decision-making about future park acquisition and development.

1.1.1 Why are we Creating a Strategy?

Since the first community park was established in 1959, the RDN's community parks and trails program has been growing and evolving. In the late 1960s the program managed about 8 hectares (ha) of community parks and trails; today the system has grown to include almost 190 community parks in Electoral Areas A through H, with over 600 ha of land.

In addition to the size of land base, the function of community parks has also evolved. In the early days, when parkland was established, it was typically protected as undeveloped conservation area or open space. As population density increased in the Electoral Areas, a shift in demand from more natural parks to neighbourhood parks with amenities began to occur. This shift, along with the number of parks the RDN manages, makes it increasingly important to plan and prioritize improvements to the system.

Community parks and trails provide outdoor recreation opportunities for local community members.

1.1.2 How to Use the Strategy

The overall goal of the CPTS for Electoral Areas E, F, G, and H is to provide a systematic approach to parks and trails planning and development at the community level. The CPTS is intended to be used in harmony with key RDN planning documents to:

- Clarify the mandate of the community parks and trails function;

- Provide a community park classification system;

- Map existing and proposed community parks and trails;

- Support a consistent level understanding about community parks and trails functions and priorities between RDN Staff, Board Members, Parks and Open Space Advisory Committee (POSAC) Members, Developers and the Public;

- Provide consistent evaluation criteria for reviewing and selecting potential community parks;

- Identify priorities for park acquisition and development;

- Position the RDN to respond to grant opportunities and negotiations during the land development process;

- Provide strategic directions and actions regarding land acquisition and disposition; and

- Show a clear link between park development and funding requirements.

This document is not intended to be a detailed guide for implementation of individual parks and trails; rather it provides a framework for identifying and evaluating opportunities.

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1.1.3 Electoral Areas Covered in the CPTS

The Regional District of Nanaimo encompasses approximately 207,000 ha of land on the central east coast of Vancouver Island[1]. The region includes four municipalities –City of Nanaimo, City of Parksville, Town of Qualicum Beach and Village of Lantzville, along with a large rural land base which is divided into seven Electoral Areas.

This focus for this project is the four northern Electoral Areas (*see Figure 1*):

■   Electoral Area E: Nanoose Bay;

■   Electoral Area F: Coombs, Hilliers, Errington, Whiskey Creek;

■   Electoral Area G: French Creek, San Pareil, Dashwood, Englishman River; and

■   Electoral Area H: Bowser, Qualicum Bay, Horne Lake, Spider Lake.

A future process may be completed to develop strategic actions for Electoral Areas A through C.
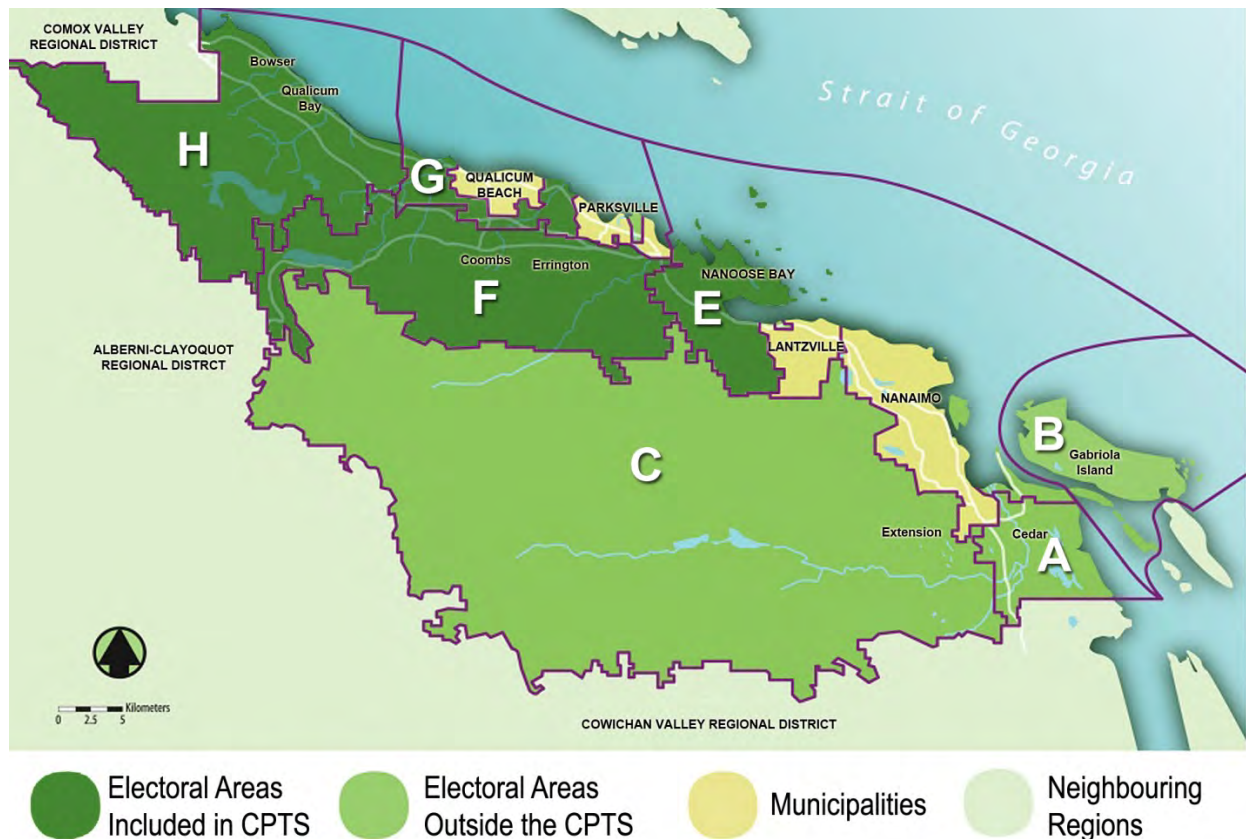
Figure 1: Study Area Map

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[1] Regional District of Nanaimo Bylaw 1615: Regional Growth Strategy, 2011.

1.2   What are Community Parks & Trails?

1.2.1 Park Context

Community parks and trails form part of the larger parks and trails network in our Electoral Areas (*see Figure 2*). While the CPTS focuses on community parks, it is intended to be complementary to the larger parks and greenways system and to consider connections and context with neighbouring electoral areas, municipalities and First Nations.
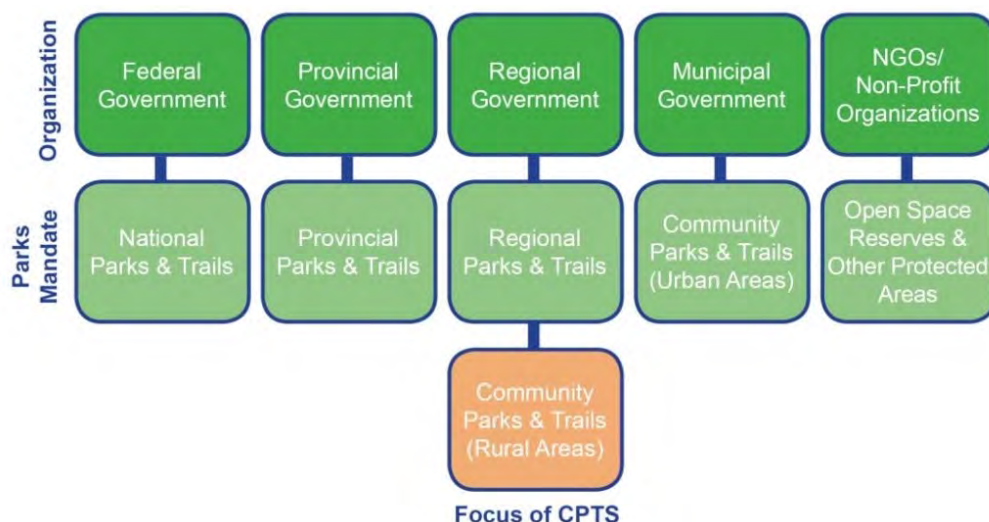
Figure 2: Parks Network Context

The RDN is responsible for two levels of parks – regional parks and community parks in the rural Electoral Areas. These mandates are administered under separate programs and provide different levels of service within the RDN. *Table 2* provides a brief summary of the differences between regional and community parks in the RDN.

Table 2: Overview of differences between regional & community parks

	Regional Parks	Community Parks
Key Mandate	Environmental protection and nature-based recreation	Provision of park amenities for local neighbourhoods
Target Population	All RDN constituents and tourists	Local Electoral Area constituents
Tax Base	All of RDN	Individual Electoral Areas
Typical Acquisition	Lease or Purchase	Parkland Dedication through Subdivision or Rezoning
Size	Large land areas	Smaller land areas

As seen in *Figure 2* on the previous page) community parks and trails also exist within urban centres; however, these resources are the responsibility of the municipal level of government. In the RDN, this means that community parks and trails within the City of Nanaimo, City of Parksville, District of Lantzville and Town of Qualicum Beach are administered by the respective municipal governments, not by the RDN. With their higher populations, urban areas typically have a significantly larger tax base than rural Electoral Areas, which allows a generally higher standard of parks service in urban communities.

1.2.2 Community Parks & Tails in RDN Electoral Areas

Community parks in the RDN are intended to provide for the needs of each of the local Electoral Area communities. These parks are usually smaller and distributed throughout existing and developing residential neighbourhoods to provide local, publicly accessible green spaces for residents. These park sites often provide a variety of uses, including sports, passive recreation, environmental protection, water access or preservation of unique natural or culturally significant features.

Community trails are becoming an increasingly important part of the local recreation network.

Community trails provide local connections for non-motorized access to destinations such as parks, schools, community facilities, beaches, commercial areas and points of interest. Today there are few existing community trails in the Electoral Areas due to past development patterns, land availability and funding limitations. As a result, local roads are often used for non-motorized travel.

As Electoral Area populations grow and density increases, the community parks and trails function becomes increasingly important. These spaces are a vital resource for people to have access to safe and convenient outdoor recreation and non-motorized travel opportunities.

1.2.3 Acquisition, Development & Maintenance of Community Parks & Trails

Each Electoral Area has a separate tax base and funding system to acquire, develop and manage community parks and trails. Because these areas are locally funded, community parks and trails are developed to primarily benefit the residents that live in each Electoral Area.

Table 3 and *Table 4* (on the following pages) provide an overview of methods for acquiring and developing community parks and trails.

Table 3: Acquisition methods for community parks and trails

Acquisition Method	Description
Land Dedication at Time of Subdivision	Land dedication is the primary acquisition tool for community parks and trails. The BC Local Government Act (Section 941) permits local governments to require up to 5% land dedication for park at the time of property subdivision (except where fewer than three additional lots will be created or where the smallest lot is larger than 2 ha in size). Policies related to park dedication can be included in an Official Community Plan.
Parkland Acquisition Reserve Fund	In some occasions the RDN may require cash-in-lieu, rather than land dedication at subdivision, in an amount equivalent to 5% of the assessed value (prior to subdivision) of the land being subdivided.
Community Amenity Contribution through Rezoning	In some instances, a contribution of parkland or cash towards purchase of park land, can be secured through the rezoning process. Policies in OCPs outline when this would occur. Most often park land is provided in return for an increase in the amount of development permitted.
Donation	Land dedication from private land owners may provide additional land area to the system. These lands may carry a park land use stipulation or covenant.
Provincial Lease or License	Lands owned by the Province, including Crown lands and Ministry of Transportation and Infrastructure (MoTI) lands, can be developed under a permit for community park and trail use (see Section1.2.5).
Private Lease or License	Legal agreements can be formed with private land owners to use a portion of land for public parks or trails. These types of agreements could include licensing of trails on private forestry lands.
Development Cost Charges (DCCs)	Regional Districts can collect DCCs from development projects for infrastructure improvements that are necessary to support community growth. The Local Government Act (Sections 932 to 937) enables municipalities to collect DCCs for parkland acquisition and minor park land improvements. Currently, Electoral Areas do not have DCC bylaws for community parks.
Purchase through Borrowing	In some cases, it may be desirable to secure park land before funds can be made available. Often these types of circumstances occur when there is risk of opportunities being lost. In these cases, borrowing with repayment through Electoral Area operating budgets is an option.

Table 4: Financing methods for community park and trail development

Acquisition Method	Description
Community Amenity Contribution through Rezoning	In some instances, in addition to land dedication at subdivision, a contribution to construct park amenities and trails can be secured through the rezoning process. Policies in OCPs outline when this would occur. Most often, park amenities are provided in return for an increase in the amount of development permitted.
Electoral Area Capital Budget	Property taxes are collected in each Electoral Area for providing services to residents. These services include the development of community parks and trails, among other services which must be prioritized. Because the tax base is smaller in rural areas due to lower populations, a limited amount of funding is typically available for park improvements.
Grants	Private or government grants are available to assist local and regional governments at various stages of parks planning and development. These grants often target elements like trail development, environmental stewardship and recreation, and can be a significant source of funding for park development.
Donation & Fundraising	Donors may give money, materials or time for the purposes of enhancing community parks and trails. In cases where there is strong community support for park projects, fundraising may be undertaken.
Development Cost Charges (DCCs)	Park improvements that may be completed using DCCs include trails, fencing, landscaping, drainage, irrigation, playground equipment, playing field equipment and washrooms. Currently, Electoral Areas in the RDN do not have DCC bylaws for community parks.

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1.2.4 Community Parks Budgets
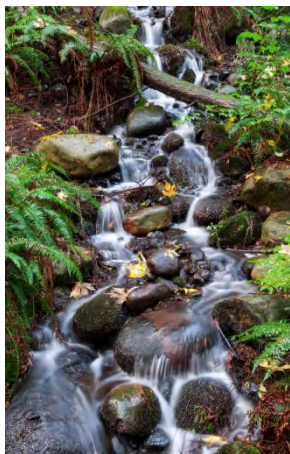
Annual Electoral Area Budgets

Annual budgets provide funding for each Electoral Area and are financed through tax requisitions from the Electoral Area. The amount of funds allocated to community park improvements, studies and transfers is determined through the five year project planning process with the POSACs, discussions with Electoral Area Directors and annual approval by the Regional Board. Expenses in this budget include:

- Minor park improvements and upgrades;
- Major park improvements;
- Safety review and maintenance (*e.g.,* hazard tree pruning, debris removal, park repairs, etc.);
- Routine maintenance (*e.g.,* waste receptacles, grass cutting, weeding, painting, etc.) by contractors;
- Legal and professional fees (*e.g.,* geotechnical studies, lot surveys, archeology reviews, design development, etc.);
- Staffing and overhead costs;
- Equipment maintenance and repairs;
- Transfers to operation reserve funds;
- Transfers to other organizations (*e.g.,* community halls); and
- Transfers for other RDN services (*e.g.,* bylaw enforcement, mapping).

Reserve Funds

The Reserve Fund is a pool of money created by yearly transfers from the Community Parks Budget. The amount of money transferred varies between each Electoral Area and changes annually. The amount transferred depends on upcoming projects, and the priorities of the Area Director and the POSAC. Reserve funds can be used to fund large capital projects or to purchase parkland. Large projects can be funded solely through reserve funds or combined with the Community Parks Budget, grant funds and donations.

Parkland Acquisition Fund

This fund is created by the cash-in-lieu from subdivisions and can only be used to purchase parkland in the Electoral Area of the development that generated the contribution.

Other Reserve Funds

In some cases, developers, through subdivision or rezoning, will contribute funds for specific park upgrades. These funds are placed in separate reserve funds dedicated for the intended project.

1.2.5 Park Jurisdictions (Crown, Lease, MOTI)

Community parks include lands owned by the RDN, as well as lands that the RDN manages but does not own outright. In some cases, the Regional District enters into land use agreements with other agencies and landowners to manage non-RDN owned lands for community park functions.

Table 5 provides an overview of jurisdictional arrangements the RDN uses for community parks.

Table 5: Community park jurisdiction arrangements

Jurisdiction	Description
Regional District	Parkland that is owned and managed by the RDN. Parks acquired through subdivision are RDN jurisdiction.
Crown Parks	Some RDN parkland, dedicated prior to current regulations, may remain vested in the ownership of the Provincial Crown. Under the Land Title Act, the RDN, as the regional government, has authority to manage these areas as community parks.
Crown Lease/ License of Occupation	Crown lands can be leased or licensed to the RDN by the province for use as community park or trails. Nanoose Park (in Electoral Area E) is an example of a lease while Malcolm Park (in Electoral Area F) is an example of a licensed tenure.
Ministry of Transportation & Infrastructure License	Lands owned by MoTI may be used for community parks and trails. Permits to construct on MoTI lands are common in undeveloped road right of ways (ROWs) for creation of trail corridors and unused road ends that front the foreshore can be used as water access sites.
Water Access	If a property borders a body of water, the *Land Title Act*, and *Bareland Strata Regulation*s, require that a 20 m wide right-of-way access to the water be provided at intervals of not less than 200 m, or in rural areas, where new parcels exceed 0.5 ha, 400 m intervals. If land is to be included in a bareland subdivision adjoins a body of water, a strip of land not exceeding 7 m width along the bank or shore for public access may be required. These accesses are provided as dedicated road owned by the Crown and may be important points of public access to the water. These water accesses can be improved by the RDN under license with the Province.

In cases where parkland is leased or licensed, the land remains under the ownership of the province, but the RDN has rights to develop and manage the area as a park. These arrangements may include some commitment from the RDN for liability, and while they are typically long-term arrangements, do not guarantee the land will remain as a park indefinitely.

1.3   Policy Context

The following documents form the policy context for the Community Parks and Trails Strategy.

1.3.1 Regional Growth Strategy

The RDN's Regional Growth Strategy (RGS) encompasses the entire region and outlines broad goals and general direction for region-wide policies, planning and actions. The following policies from the RGS inform community parks and trails:

- Adopt Official Community Plans (OCPs) and zoning bylaws that support the development of places to live, work, learn, play, shop and access services within a walkable area that are located in designated mixed-use centres inside Growth Containment Boundaries;

- Adopt OCPs and Park Plans that include strategies and policies to protect and conserve Environmentally Sensitive Areas (ESAs);

- Adopt OCPs that include strategies and policies to identify and protect important historic and cultural resources and sites; and

- Create complementary uses that are located in rural areas including rural residential, parks, open spaces, environmental protection and recreation.

1.3.2 Official Community Plans

The intent of Official Community Plans (OCPs) is to guide land use and development decisions and to provide detailed planning direction with respect to community development. Each Electoral Area has an OCP. These plans outline the goals and objectives the community has for the Electoral Area. Relevant OCPs that inform the CPTS include:

- Nanoose Bay Official Community Plan Bylaw # 1400 (2005)
- Electoral Area F Official Community Plan Bylaw #1152 (1999)
- Electoral Area G Official Community Plan Bylaw #1540 (2008)
- Electoral Area H Official Community Plan Bylaw #1335 (2003)

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The current OCPs vary in the amount of direction provided on acquisition and development of community parks and trails – one OCP provides specific acquisition criteria for new parks and trails, while others contain very little direction on park acquisition. In general, newer OCPs contain more detailed policy on parks and trails. OCPs, as policy documents, do not contain park or trail construction standards.

The CPTS is intended complement Electoral Area OCPs by providing land suitability criteria to improve clarity and promote consistency for community park dedication and development. The CPTS also provides a greater level of detail on potential priority projects. When OCP reviews are undertaken, the CPTS should provide a basis for policies on community parks and trails.

1.3.3 Regional Parks & Trails Plan (2005)

The Regional Parks and Trails Plan 2005-2015, provides direction for the establishment of regional parks and trails including classification systems, service standards and implementation strategies. While the plan does not address community parks and trails, it provides context on which to build the community parks and trails function. The Regional Parks & Trails Plan and the CPTS are intended to be complementary and integrated documents.

1.3.4 Parks & Trails Design Guidelines (2013)

The guidelines provide direction for planning community and regional parks and trails, staging areas and amenities. The document includes a proposed planning process, trails classifications system, staging area classification system, signage hierarchy and maintenance processes. The document also provides general guidelines for park and trail design, such as accessibility, hazards, environmental protection, structures and furnishings. The CPTS refers to the trail types described in this document and the guidelines should be referenced when planning and developing community parks and trails.

1.3.5 Other Documents

Various other RDN documents are related to the CPTS including:

- Water Sites, Inventory & Site Descriptions for Electoral Area H (2000);
- A Parks and Open Space Plan for Nanoose Bay (2001);
- Electoral Area A Community Trails Study (2002);
- Community Active Transportation Plan, Electoral area A (2009);
- Lakes District Neighbourhood Plan, Nanoose Bay (2011); and
- Schooner Cove Neighbourhood Plan, Nanoose Bay (2011).

1.4 CPTS Planning Process Summary

The Community Parks and Trails Strategy was completed over the course of 2013 (*Figure 3*: Schedule and Process Diagram). A Staff Working Group comprised of the RDN Community Parks Planner, Parks and Trails Coordinator and Manager of Parks Services coordinated the development of the strategy. Other RDN staff resources including GIS Mapping, Parks Operations staff and Long-Range Planning staff provided technical support and information review.

Figure 3: Schedule and Process Diagram

1.4.1 Project Team

The development of the CPTS was completed by the RDN and key consulting resources. To support the process, a Community Parks & Trails Strategy Advisory Committee was created to provide:

- Input on materials for public review including: the vision, goals and objectives, summaries from public input, park classifications, parkland provision guidelines, land suitability criteria and implementation; and

- Review of and comment on the draft plan prior to presentation to the Regional Board.
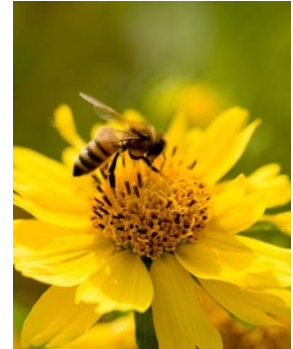
Advisory Committee Composition:

The terms of reference for the project invited a number of groups to participate in the Advisory Committee, including:

- Each POSAC for Electoral Areas E, F, G, and H;
- Qualicum First Nation;
- K'omoks First Nation;
- Snaw-Naw-As First Nation;
- Snuneymuxw First Nation; and
- Sliammon First Nation.

Those that participated in the Advisory Committee included:

- 2 representatives from each POSAC for Electoral Areas E, F, G, and H; and
- 1 representative from Qualicum First Nation.

Related Studies:

Two related studies were developed concurrently with the CPTS:

- A Cultural Mapping Summary was completed by Aquilla Archaeology to provide overview information for culturally sensitive mapping and protocols; and

- Parks and Trails Design Guidelines were prepared by Stantec Consultants Ltd. (see Section 1.3.4 for more information).

The public open houses were an opportunity to meet with community residents and discuss their vision and ideas for the future.

1.4.2 Public Consultation

The CPTS included public consultation through:

- Open Houses;
- Online surveys;
- Project webpage;
- Facebook and Twitter social media; and
- Email and telephone correspondence.

Public Events & Input Opportunities

Two Open Houses were held in each of the four Electoral Areas during the development of the CPTS, along with 2 online surveys and opportunities for review. *Table 6* provides a summary of public input opportunities.

Table 6: Summary of opportunities for public input

Open House #1 Summary	
Timing	February 27th to March 6th, 2013
Location	Each of the 4 Electoral Areas
Survey	Online and Hardcopy surveys open for two weeks
Purpose	- Locate sites the public identified for consideration for future parks; - Suggest improvements for existing community parks and trails; and - Increase public knowledge about the extents of formal parkland, including the difference between RDN park land and informal trails on Crown land or private forest land.
Displays	- Planning process; - Goals and objectives; - Purpose of the CPTS; - Proposed park types; and - Maps showing existing parks and trails in relation to land ownership in the Electoral Areas.

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Open House #2 Summary	
Timing	May 6th to June 5th, 2013
Location	Each of the 4 Electoral Areas
Survey	Online and hard copy surveys open for two weeks
Purpose	▪ Review of mapping showing a proposed community trail network; ▪ Gaps in the distribution of neighbourhood parkland; and ▪ Priority directions for implementation.
Displays	▪ Engagement summaries from OH#1; and ▪ Revised plans showing a proposed trail network and distribution of community parkland.

Final Concept Plan Review	
Timing	August 10th to August 30th, 2013
Location	Online
Survey	Online for two weeks
Purpose	▪ Public viewing and comment on the final concept maps.

Public Input Themes

There were several reoccurring themes identified during the public engagement process:

▪ Demand for more community trails for recreation, nature appreciation and commuting to local destinations;

▪ Desire for increased access to the oceanfront using undeveloped Road Rights of Way (ROWs);

▪ Continued and improved access to trails on Crown land;

▪ Belief that the Electoral Areas are reasonably well served by neighbourhood parkland and that taking cash-in-lieu is generally supported, except in areas where there are gaps in service provision;

▪ Support for more park amenities with signage as the first priority, followed by benches and picnic tables;

▪ General feeling of safety using parks and trails, but concerns about using road shoulders for non-motorized travel; and

▪ Identification of typical park uses, the most common being exercise, nature appreciation and dog walking.

1.4.3 Archaeology Review

While the CPTS was being developed, Aquilla Archaeology was retained by the RDN to complete a Cultural Mapping Project to describe known and potential cultural and heritage resources in the four Electoral Areas to be included in the CPTS. The objective of this work was to identify potential issues and opportunities in relation to cultural and heritage values in new and existing community parks and water access sites. The study provides an overview of heritage sites compiled from community based archives, the provincial Heritage Conservation Act (HCA), archaeological site registry, and available grey literature (informally published reports). First Nations, whose territories overlap with the four Electoral Areas, were also consulted. The assessment is not a detailed Archaeological Impact Assessment (AIA) but rather provides an overview of potential sensitivities. The information developed in the study was entered into an internal database and mapped for analysis and reference. Archaeological sites are not made publicly accessible due to the risk of vandalism associated with these sites.

The Aquilla Archaeology report (see **Appendix B: Cultural Mapping Project Summary**) recommends that cultural data and mapping information be integrated with community parks planning and operations. The report outlines a process for review and recommends various protocols, depending on whether a site is registered, what the potential may be, possible strategies such as avoidance or alteration and regulatory channels.

The archaeological review is intended to support the RDN in applying due diligence when planning or constructing in areas that have potential archaeological sensitivity to proactively help protect cultural and heritage resources and reduce the risk and potential costs associated with unintentional impacts.

2.0 COMMUNITY PARKS & TRAILS TODAY

2.1 Overview of the Existing System

Each Electoral Area has unique landscape, character, demographics, growth rates and socio-economics. This means that these areas will each have their own requirements and priorities for community parks and trails.

2.1.1 Overview of Electoral Areas E, F, G, H

Table 7 provides a summary of population and land use statistics for Electoral Areas E, F, G and H.

Table 7: Electoral Area summary

Statistics (2011 Census)	Electoral Area E	Electoral Area F	Electoral Area G	Electoral Area H
Total area	75 km^2	264 km^2	50 km^2	277 km^2
Total population (2011)	5,674	7,422	7,158	3,509
Population density (per km^2)	75.5	28	145	12.6
Public land (includes Provincial, Federal, RDN) (hectares/acres)	1,127 ha 2,785 ac (15%)	3565 ha 8,810 ac (13%)	712 ha 1,760 ac (14%)	6,179 ha 15,269 ac (22%)
First Nation land (hectares/acres)	31 ha 77 ac (0.4%)	30 ha 74 ac (0.1%)	164 ha 408 ac (3.3%)	6 ha 15 ac (0.2%)
Private land (hectares/acres)	3,148 ha 7,781 ac (42%)	9,096 ha 22,477 ac (34%)	2,903 ha 7,173 ac (58%)	5,865 ha 14,493 ac (21%)
Private forestry land (hectares/acres)	2,945 ha 7,277 ac (40%)	14,164 ha 35,000 ac (53%)	953 ha 2,355 ac (19%)	15,985 ha 39,500 ac (58%)

Settlement Patterns

Electoral Areas E and G have smaller land bases, relatively high population densities, and more suburban settlement patterns. Areas F and H, have larger land bases and are more rural in nature. The RDN Regional Growth Strategy aims to direct a greater proportion of growth within the Growth

Crown lands are popular destinations for back country recreation. Often it is not clear that while Crown lands are typically accessible for public use, they are not part of the community parks and trails system.

In the RDN, residential and rural roads are often used for pedestrian and cycling access.

Containment Boundaries around existing urban and village centres. This indicates that Electoral Areas F and H will continue to remain more rural in character while Areas E and G may experience moderate growth.

The amount of publicly owned land is proportionately similar among all the Electoral Areas with Area H having the highest proportion at 22% public land base and Area F having the lowest at 13%.

Crown & Forest Lands

Crown lands can provide increased access to trails and recreation in some rural areas; however, these routes are unsanctioned and long-term protection is not guaranteed. The RDN does not have the resources to consider managing informal trail systems on Crown lands, but could play a supporting role to community groups that may want to formalize some trail activities.

A large area of the RDN is designated as private forestry land. Private forestry lands are not considered publicly accessible; however, historic use of logging roads and trails for recreation in these areas is common. These informal trails provide recreational value, but since the tenure is private, there is no guarantee for ongoing protection. Area H, in particular has large areas of private forest lands which are popular for recreational use.

Transportation

The transportation network in the Electoral Areas includes:

- Highway 19A, the Oceanside Highway that connects the urban centers;
- Highway 19, the Inland Island Highway that provides an alternate upland services corridor;
- Residential and rural roads; and
- E&N Rail Corridor that bisects each of the Electoral Areas.

Highways are used by some pedestrians and cyclists for commuting; however, traffic volume, speed and air quality are concerns. Residential and rural roads are more commonly used for trail routes, but typically have narrow shoulders, which can contribute to potential conflicts between vehicles and non-motorized transportation.

The E&N Rail corridor forms a significant piece of the proposed RDN regional trail system. Plans for the regional trail network include a route along the rail corridr to link RDN municipalities and Electoral Areas to each other and to neighbouring regional districts. Community parks and trails planning must consider this future linkage when planning local parks and trails.

2.1.2 Overview of Current Park & Trail Status

The amount of existing community parks and trails varies between the four Electoral Areas. *Table 8* provides a summary of existing community and regional parks and trails in Electoral Areas E, F, G and H.

Table 8: Existing parks and trails summary table

Existing Parks & Trails	Electoral Area E	Electoral Area F	Electoral Area G	Electoral Area H
Electoral Area population (2011)	5,674	7,422	7,158	3,509
Number of existing community parks	31	16	32	40
Area of existing community parks (hectares/acres)	29.7 ha 73.4 ac	34.6 ha 85.5 ac	57.0 ha 140.9 ac	55.6 ha 137.3 ac
Community parkland (hectares/acres) per 1,000 people	5.2 ha 12.9 ac	4.7 ha 11.5 ac	8.0 ha 19.7 ac	15.8 ha 39.1 ac
Number of regional parks	2	1	2	1
Area of existing regional park (hectares/acres)	35.4 ha 87.5 ac	44.0 ha 108.7 ac	207.0 ha 511.5 ac	109.0 ha 269.3 ac
Total area of community & regional park (hectares/acres)	65.1 ha 160.9 ac	78.6 ha 194.2 ac	264.2 ha 652.8 ac	164.5 ha 406.6 ac
Number of potential water access sites (road ends)	60	TBD	32	49
Length of community trail	0.72 km	3.05 km	2.03 km	1.30 km
Length of regional trail	0 km	0 km	10.00 km	17.50 km

Summary

■ Community parkland provision per population ranges between 4.7 ha per 1,000 people in Electoral Area F (low) to 15.8 ha per 1,000 people in Electoral Area H (high).

■ Regional parkland provision ranges from 35.4 ha in Electoral Area E (low) to 207.0 ha in Electoral Area G (high).

■ Electoral Area F is inland and does not have ocean water access sites but there may be access to freshwater sites on the rivers and lakes. At the time of the study, the number of these potential access points was not determined.

■ Apart from Electoral Area H there are relatively few existing formal community and regional trails in the Electoral Areas.

■ Roadside trails exist on both developed and undeveloped Road Rights of Way, but the lengths of these routes are not calculated at this time.

2.1.3 Detailed Summary of Electoral Areas

The composition of a community provides insight on planning for parks and trails to accommodate user groups, age ranges and predicted growth.

Electoral Area E

Table 9 provides an overview of relevant statistics for Electoral Area E in comparison to the RDN.

Table 9: Electoral Area E statistics

Statistical Trends (2011 Census)	Area E	RDN
Population 2006	5,462	138,631
Population 2011	5,674	146,574
% change in population	3.9%	5.7%
Population density per km^2	75.5	21.9
Median age	57.3	49.3
% of population under 15 years old and under	8.6%	13%
% families without children at home	75%	64%
Average # of children per family	0.5	0.8
Number of community parks	31	187
Area of community parks (hectares/acres)	29.7 ha 73.4 ac	600.8 ha 1484.7 ac
Community parks/1,000 population (hectares/acres)	5.2 ha 12.9 ac	4.1 ha 10.1 ac

Key Trends

■ Population growth over the last 5 years has been slightly above average.

■ Population density is fairly high at 75.5 people per square kilometer. This density indicates that Electoral Area E has a more suburban character.

■ A higher density makes it easier to fund and service the population with respect to community parks and trails.

■ Average population age (57.3 years) is higher than the median age and there are a lower than average number of families with children at home.

■ Community parkland provision is slightly higher than the RDN average at 5.2 ha/1,000 population.

Electoral Area F

Table 10 provides an overview of relevant statistics for Electoral Area F in comparison to the RDN.

Table 10: Electoral Area F statistics

Statistical Trends (2011 Census)	Area F	RDN
Population 2006	6,680	138,631
Population 2011	7,422	146,574
% change in population	11%	5.7%
Population density per km^2	28	21.9
Median age	46	49.3
% of population under 15 years old and under	15.3%	13%
% families without children at home	53%	64%
Average # of children per family	0.9	0.8
Number of community parks	16	187
Area of community parks (hectares/acres)	34.6 ha 85.5 ac	600.8 ha 1484.7 ac
Community parks/1,000 population (hectares/acres)	4.7 ha 11.5 ac	4.1 ha 10.1 ac

Key Trends

- Population growth over the last 5 years has been much higher than elsewhere in the RDN.

- Population density is low at 28 people per square kilometer. This density indicates that Electoral Area F has a rural character.

- The lower density presents a challenge in the provision of convenient access to open spaces for all residents. Low density results in more parks and trails serving a smaller population and a smaller tax base.

- Average population age (46 years) is lower than the median age and there is a higher than average number of families with children.

- Community parkland provision is close to the RDN average at 4.7 ha/1,000 population – the lowest in the CPTS study area.

Electoral Area G

Table 11 provides an overview of relevant statistics for Electoral Area G in comparison to the RDN.

Table 11: Electoral Area G statistics

Statistical Trends (2011 Census)	Area G	RDN
Population 2006	7,023	138,631
Population 2011	7,158	146,574
% change in population	1.9%	5.7%
Population density per km^2	145	21.9
Median age	56.2	49.3
% of population under 15 years old and under	9.8%	13%
% families without children at home	72%	64%
Average # of children per family	0.6	0.8
Number of community parks	32	187
Area of community parks (hectares/acres)	57.0 ha 140.9 ac	600.8 ha 1484.7 ac
Community parks/1,000 population (hectares/acres)	8.0 ha 19.7 ac	4.1 ha 10.1 ac

Key Trends

■ Population growth over the last 5 years has been flat.

■ Population density is very high at 145 people per square kilometer. This density indicates that Electoral Area G has a mostly suburban character.

■ A higher density makes it easier to fund and service the population with respect to community parks and trails.

■ Average population age (56.2 years) is higher than the median age and there are a lower than average number of families with children at home.

■ Community parkland provision is higher than the RDN average at 8.0 ha/1,000 population.

■ Electoral Area G has a complex jurisdictional boundary, with the Electoral Area surrounding municipal borders.

■ Electoral Area G is situated around the municipal boundaries with Parksville and Qualicum Beach, providing nearby access to community parks in these municipalities.

Electoral Area H

Table 12 provides an overview of relevant statistics for Electoral Area H in comparison to the RDN.

Table 12: Electoral Area H statistics

Statistical Trends (2011 Census)	Area H	RDN
Population 2006	3,474	138,631
Population 2011	3,509	146,574
% change in population	1%	5.7%
Population density per km^2	12.6	21.9
Median age	56.2	49.3
% of population under 15 years old and under	10%	13%
% families without children at home	77%	64%
Average # of children per family	0.5	0.8
Number of community parks	40	187
Area of community parks (hectares/acres)	55.6 ha 137.3 ac	600.8 ha 1484.7 ac
Community parks/1,000 population (hectares/acres)	15.8 ha 39.1 ac	4.1 ha 10.1 ac

Key Trends

■ Population growth over the last 5 years has been flat.

■ Population density is very low at 12.6 people per square kilometer. Large areas of land in this Electoral Area are private managed forest land and Crown land. The majority of populated area is located along the coast line.

■ The lower density presents a challenge in the provision of convenient access to open spaces for all residents. Low density results in more parks and trails serving a smaller population and a smaller tax base.

■ Average population age (56.2 years) is higher than the median age and there are a lower than average number of families with children at home.

■ Community parkland provision is much higher than the RDN average at 15.8 ha/1,000 population – the highest within the CPTS study area.

2.2   Community Park Administration

A number of groups are involved in planning, developing and operating community parks. *Table 13* briefly summarizes the roles and responsibilities of the various parties.

Table 13: Community parks: roles and responsibilities

Group	Responsibility
RDN parks planners	▪ Plan, design, research and engage with the public on community parks and trails; ▪ Review development applications related to parks dedication; ▪ Administer POSACs in each Electoral Area; ▪ Develop grant applications; ▪ Identify budgeting for park priorities; and ▪ Support and organize volunteer efforts.
RDN operations staff	▪ Operate and maintain community parks in each Electoral Area; and ▪ Install park amenities.
RDN Board members	▪ Review and approve parks plans and budgets.
Parks and Open Space Advisory Committees (POSACs)	▪ Represent public opinion; ▪ Advise on community parks and trails matters; ▪ Review potential park acquisition sites with the park planner; and ▪ Support volunteer efforts.
Public	▪ Provide input and ideas for community parks and trails; and ▪ Participate in volunteer activities and programs.

2.2.1 RDN Staff

The Community Parks and Trails function for all RDN Electoral Areas is currently supported by:

- 1 Community Parks Planner;
- 2 Parks Operations Staff;
- 1 Parks and Trails Coordinator (splits time between Community & Regional Park and Trail functions and is tasked with integrating parks and trails at both scales);
- 1 Manager of Parks Services (splits time between Community & Regional Park functions); and
- 1 General Manager of Recreation and Parks Services (splits time between Community & Regional Park and Recreation Facilities and Service functions).

2.2.2 RDN Board & POSACs

The Regional District of Nanaimo Board is responsible for review and approval of acquisition, development and budgets for community parks and trails.

Parks and Open Space Advisory Committees are made up of appointed representatives from Electoral Areas to advise the Regional Board on matters that pertain to community parks and trails in each Electoral Area.

Currently, each Electoral Area has a POSAC comprised of 7 members, including the Electoral Area Board Director. Each POSAC is supported by the Community Parks Planner.

2.2.3 Partnerships/Volunteers

There are currently two formal volunteer opportunities typical to the RDN:

- Participation on the POSACs; and
- The Regional Park Warden Program.

These programs are administered by RDN staff and require time and resources to plan and execute. In addition, the RDN supports informal volunteer opportunities such as trail management and building that are organized by alternate agencies.

Moving forward, the RDN may wish to expand and further define additional volunteer opportunities related to community parks and trails. If this occurs, there will need to be staff time allocated to developing and administering these programs.

Volunteer opportunities can be a valuable resource for community parks and trails; however, these programs require time and resources to develop.

2.2.4 Comparison to Other Community Park Programs

Looking at other community park programs is a useful way of identifying different approaches and service levels for parks. Sharing ideas between other local and regional government staff is a great way to build partnerships, share resources and ideas and reduce duplication of effort.

Table 14 provides a brief overview of services for the RDN and other surrounding communities including:

- The Capital Regional District (CRD) community parks program;
- The Cowichan Valley Regional District (CVRD) community parks program; and
- The City of Nanaimo (CoN) community parks program.

Table 14: Overview of community park programs

Statistical Trends (2011 Census)	RDN Electoral Areas	CRD Electoral Areas	Cowichan Valley Regional District	City of Nanaimo
Population 2011	37,550	19,453	31,454	83,810
# of Electoral Areas	7	3	9	n/a
Area of community park (ha)	600.9	Unknown	950	810
Community parks planning staff	1.5	2	4	2
Permanent community parks operations staff	2	0	2	29
Seasonal community parks operations staff	0	0	1	20
Advisory Committees	7 Committees (POSACs)	6 Commissions	10 Commissions	1 Committee (Parks, Recreation, & Culture)

Capital Regional District (CRD)

The CRD has three Electoral Areas within its boundaries – Juan de Fuca, Salt Spring Island and the Southern Gulf Islands.

■ Many CRD communities are urban, incorporated municipalities that provide municipal community parks.

■ In Electoral Areas, the community parks function is typically administered by Parks Commissions comprised of volunteers and an Elected Official. Parks Commissions are delegated the responsibility for administering community park and recreation services.

■ The CRD has six Parks Commissions:

▪ The Juan de Fuca Electoral Area is the CRD's largest area Electoral Area, encompassing all unincorporated areas within the CVRD on Vancouver Island. The Commission administers 23 community parks, along with foreshore accesses. There is one dedicated parks staff for these parks.

▪ The Salt Spring Parks and Recreation Commission (PARC) is an eight member, locally appointed advisory commission. The local CRD Director also sits on the Commission. The Commission administers 62 community parks and 22 trail corridors on Salt Spring Island. There is one decided parks and recreation manager for the community.

▪ The Galiano Parks Commission administers six community parks and 15 shore accesses on Galiano Island (2007) with plans to improve another 32 of these shore access points.

▪ The Pender Islands Parks Commission is composed of eight volunteer Commissioners and the Electoral Area Director for the Southern Gulf Islands, and is delegated administrative powers with respect to the development, maintenance and operation of community parks. The Pender Islands Parks and Recreation Commission manages 80 community parks, beach accesses and trails for the use by residents of North and South Pender Islands.

▪ The Mayne Island Parks & Recreation Commission is composed of eight volunteer Commissioners and the Electoral Area Director for the Southern Gulf Islands, and is delegated administrative powers with respect to the development, maintenance and operation of community parks and trails on Mayne Island.

▪ The Saturna Island Commission administrates services that provide community parks and recreation for Saturna Island. The commission operates its services with volunteers.

Cowichan Valley Regional District (CVRD)

The CVRD is comprised of nine Electoral Areas and four incorporated municipalities. With a large rural land base, the CVRD and RDN have distinct similarities in community composition, although the CVRD has more 'village' type developments within its urban areas.

■ Since 2005, the parks and trails system has been growing rapidly, adding about 10-15 community parks each year.

■ Leases and licenses are significant tools in securing community park space. The CVRD maintains multiple agreements with MoTI, Crown, private forest companies, non-profit organizations, and in some cases private landowners (although the preference is to obtain land outright from private owners).

■ While the communities continue to place a high value on natural areas, demand for more urban-types of parks is increasing.

■ The CVRD has seven full-time planning staff and one administrative staff who split their time between community and regional parks.

■ The CVRD completes all their operations and maintenance through a contract basis. They maintain a seasonal operations assistant, carpenter and part-time carpenter's assistant for minor improvements.

■ Like the RDN, each Electoral Area in the CVRD funds community parks function separately.

■ There are 10 Parks Commissions – one for each Electoral Area plus the sub-regional South Cowichan Parks Commission, which includes four Electoral Areas. The Commissions provide feedback and guidance on budgets, priorities and parks and trails planning. Each fall the Commission completes a planning exercise to set priorities for the following year. Typically this exercise looks beyond the current year to plan for a long-term future.

■ The Commission Chairs from each Electoral Area meet three to four times each year to evaluate priorities, discuss commonalities and plan for the future. The benefit to these meetings is an increased awareness and opportunity for cooperation amongst the Commissions.

■ The Parks Planner prepares an annual report that documents directions and achievements for the parks system (regional and community) and is distributed to Board Directors and Commissions as well as posted online for public review.

■ General trends have suggested a desire to increase walkability and cycling through trail linkages and corridors. In rural areas, MoTI is the road authority which creates challenges for securing pathways.

- Long-term planning is well-supported by the community. Two of the nine Electoral Areas have community parks and trails plans in place and two additional Electoral Areas are currently completing plans. These tools are proving to be valuable for staff and Commissions to envision a long-term future and implement steps to achieve this vision

- It is becoming increasingly common for developers to provide neighbourhood park amenities for their 5% parkland dedications.

- Funding requisitions for community parks and trails have been increasing to account for development and operation costs as the number of parks and trails grow.

City of Nanaimo

The City of Nanaimo is an urban municipality, which means it has a greater population base and density for funding community parks and trails.

- A substantial area of park (approximately 193 ha or 24%) has been added since 2009, supporting the trend of increases in parkland.

- The City considers 85% of their community parkland to be natural in character.

- While the City has only two dedicated parks planning staff – one parks planner and one outdoor programmer – they have almost 30 full-time operational staff and approximately 20 seasonal staff dedicated to developing and maintaining community parks, boulevards and public spaces. They also have several parks custodians and civic property custodians.

- The City has one Parks, Recreation and Culture Commission which serves as an advisory board. Positions on the commission include:
  - Three City Councillors;
  - Three RDN Representatives;
  - Six Members at Large; and
  - Senior staff who attend Commission meetings.

- There are several sub-committees of the Parks, Recreation, & Culture (PRC) Commission. The mandate of the Commission is to represent the public for important decisions surrounding parks. Some key tasks they complete include grant approvals, review and approval of staff actions for political decisions, review and comment on annual budgets and input on other key decisions.

- The City runs an extensive *Volunteers in Parks* program that includes opportunities for neighbourhood playground development, invasive plant removal, youth opportunities, park wardens, public art, gatekeepers, park naturalists, community gardens, beautifications, and boulevard tree planting opportunities.

2.3   Evolution of Community Parks & Trails

2.3.1 Parkland Growth & Development

Since its beginning in the 1960s, the community parks and trails system has been growing at an accelerated pace. In Electoral Areas E, F, G and H community park area has grown from approximately 2 hectares of parkland in 1965 to almost 190 hectares in 2012.
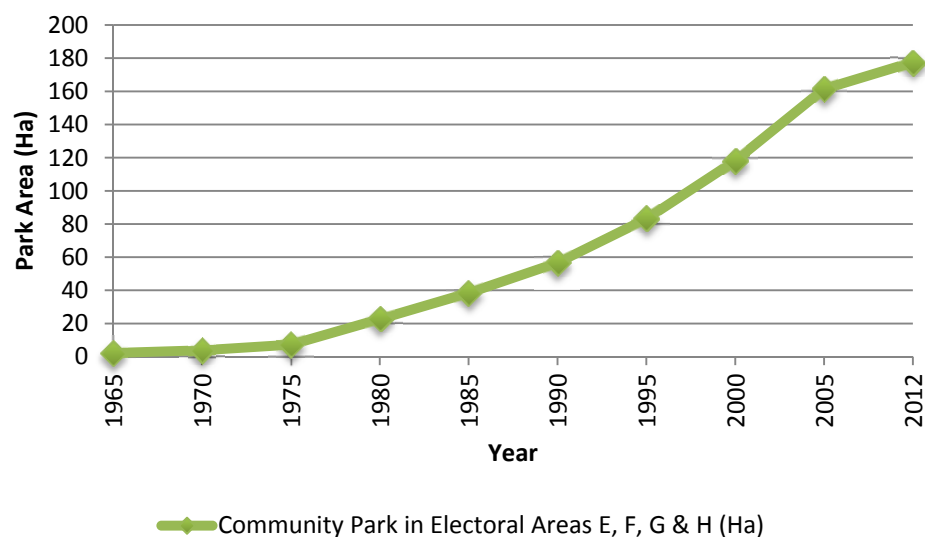
Figure 4: Community park land growth in Electoral Areas E, F, G, H (1965-2012)

Table 15 provides a snapshot comparison of how the recent growth of community parkland in Electoral Areas E, F, G and H has related to population growth in the RDN over the past 15 years.

Table 15: Parkland vs. population growth (1996 - 2011) in Electoral Areas E, F, G & H

	Population Growth	**Parkland Growth**
1996	Total population 19,413	Community parkland 83 ha
2011	Total population 23,763	Community parkland 180 ha
% Change over 15 years	22%	117%
Average annual growth rate	1.5% per year	7.8% per year

While this is a general snapshot in time, the trend shows that community parkland growth in Electoral Areas E, F, G and H has accelerated at a greater speed than population growth in the electoral areas during this timeframe. This trend indicates challenges of funding through taxation keeping up with parkland dedication and development.

2.3.2 Evolution of Parkland Type

Public input during this process indicated that in many areas the public is generally satisfied with the amount of community parkland that is available. However, input indicates that there is a desire for more parkland that is developed to a neighbourhood standard – with amenities such as playgrounds, structures, signage, trails and manicured areas.

When the community parks function began, the focus was largely on obtaining and preserving parkland and open space. In these early days, parkland was typically held in a natural undeveloped state with no amenities. Given the rural nature of the Electoral Areas, demand and capacity for more urban-style parks was limited. During this time, staff and funding resources were very restricted and did not support park development.

Natural and undeveloped parkland have very few requirements for maintenance and operations.

Due to an increase in population and the densification of communities, as well as increased awareness around the value of access to parks, public demand for improved parkland has been growing steadily. Over time, the community parks function has evolved from a mechanism for preserving open space to a function that supports strategic planning, design, development and operation of parkland.

Undeveloped parks, including nature parks and potential neighbourhood parks that are held in reserve for future development, receive little to no maintenance, which means operational costs for these sites are minimal. When parkland is developed, even to a small degree, maintenance requirements increase as well. Developed parks invite public use, which increases maintenance requirements, at minimum, for safety. Practices including safety inspections and tree and amenity maintenance are required.

When parkland is developed with amenities, maintenance requirements including safety inspections, mowing and repairs increase substantially.

Table 16 (on the following page) provides an overview of tasks typically required in developed parks, along with general estimates for these tasks. These estimates are intended to provide an indication of the level of effort required to maintain a developed park. Actual costs should be tracked and refined as parkland is developed to maintain an understanding of current operational requirements.

Table 16: Preliminary estimates for maintenance requirements

Task	Budget Estimate
Mowing	$160/ha ($65/acre)
Garbage Receptacle	First Can at Site = $600/year Additional Cans at Site = $350/year
Porta Potty	$1,600/year
Weeding	$35/hour
Tree Maintenance	Varies
Structure Repairs	Varies
Trail Maintenance	Varies

2.3.3 Evolution of Parks Servicing

Staffing for parks services has evolved over the past two decades. *Table 17* summarizes the records and anecdotal information available about the program.

Table 17: A summary of the evolution of park services

Date	Staff Description
Pre-1997	**1 Staff:** Parks planning was completed under the Planning Department and staffed by one parks planner who was responsible for reviewing parkland dedication through subdivision. At this time there was no development or maintenance of the system.
1997	**2 Staff:** The first full-time parks coordinator was hired to complete planning, development and maintenance tasks for parks.
2000	**3 Staff:** A parks and trails coordinator and parks technician were brought on full-time.
2006	**4 Staff:** A parks manager role was created. Summer and temporary staff were added.
2008	**6 Staff:** Two planning staff were added (parks and trails coordinator, parks planner), as well as three operations staff (parks operations coordinator, two parks technicians) and 1 manager. Summer and temp positions were eliminated to create full time positions.
2009 to 2014	**8 Staff:** Community and regional park functions were split recognizing the growth of both systems. A planner and an operations coordinator were added. Total staff include three planning staff, four operations staff and one manager.

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Key trends that have contributed to demand for staffing include:

- Overall growth of the community and regional parks systems.

- A shift from more natural parks to parks with a greater level of development and amenities (*e.g.,* garbage cans, porta-potties, benches, play equipment, manicured grass, etc.) which increases requirements for maintenance and operations.

- Increased regulations and permit requirements for parks development including:

  - External processes (*e.g.,* Riparian Area Regulations, Section 9 Water Act Notification, Archaeological Assessment); and

  - Internal processes (*e.g.,* building permits, development permits, contract requirements).

- Increased risk management demand, including liability management. For example, in the past, volunteers were able to build structures like beach access stairs. Today, increased liability insurance requirements necessitate engineering design and professional construction for large structures.

- Lease requirements with other agencies such as MoTI include higher standards for development.

- Increased design development processes for parks including concept development, community consultation, detailed design and construction documentation.

- Technology improvements including website, GIS mapping and social media have increased demand for readily accessible and accurate information.

- Community consultation and participation requirements have increased over time and the number of POSACs has increased from one in 1998 to seven today.

2.3.4 Park System Development

Dedicated parks staff came online in 1997 as demand for community parks projects grew. A review of parks projects over the past 15 years provides an overview of the evolution of parks projects and services. *Table 18* provides an overview of key capital and planning projects completed between 1997 and 2013[2].

Table 18: Community park projects (1997-2013)

Date	Staff Description
1997	▪ Morden Colliery Bridge and Trail Construction (community park at the time) ▪ San Pareil Boardwalk Install
1998	▪ Miraloma Park Development
1999	▪ Boultbee Park Development ▪ Nanoose Playground Install ▪ Dunsmuir Park Development
2000	▪ Area B Beach Access Study ▪ Area H Beach Access Study
2001	▪ Nanoose Bay Parks Plan
2002	▪ Area A Trails Study
2003	▪ Area E Beach Access Study
2004	▪ Area F Trails Plan
2005	▪ Cox Community Park – Trail and Bridge Install
2006	▪ Cedar Heritage Centre Playground Install ▪ El Verano Beach Access Parking Lot
2007	▪ Mudge Island Park Shore Restoration ▪ Nelson Boat Ramp Improvements ▪ Joyce Lockwood Community Park Stairs Install
2008	▪ Thelma Griffiths Community Park Redevelopment Planning and Install ▪ Local Motion and Active Communities Grant Application for Meadow Drive Community Park

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[2] Note: The project list is based on historical records and anecdotal information and should not be considered a comprehensive list of all past projects. The list includes planning and capital projects only – engineering, environmental and other technical studies are not included.

Date	Staff Description
2009	▪ Meadow Drive Community Park Development Planning ▪ Deep Bay Community Park Boardwalk ▪ 707 Management Plan ▪ Cedar Skateboard Park Planning ▪ Extension Miners Community Park Planning and Install ▪ Dashwood Community Park Playground Install
2010	▪ Meadow Drive Community Park Completion ▪ Cedar Plaza Design Development and Install ▪ Andres Dorit Community Park Design ▪ 707 Community Park Management Plan (completion) ▪ Decourcy Community Park Stairs Install ▪ Fairwinds Neighbourhood Plan
2011	▪ Henry Morgan Community Park Design Process ▪ Cedar Plaza Construction ▪ Meadowood Way Community Park Planning Process ▪ Cedar Skateboard Park Construction Drawings ▪ Grant applications for Henry Morgan, Meadowood Way and Cedar Skateboard Park ▪ 707 Community Park Signage Plan ▪ Fairwinds Neighbourhood Plan
2012	▪ Meadowood Way Community Park Planning Process ▪ Quenelle Lake Boat Launch Planning and Install ▪ Miller Road Bank Armoring ▪ Community Parks and Trails Strategy ▪ 707 Community Park Signage Install ▪ South Road Stairs ▪ ACT Trails – Act I development
2013	▪ Henry Morgan Community Park Install ▪ Andres Dorit Community Park Open House ▪ Blue Back Community Park Planning ▪ Mudge Island Community Park Planning ▪ Huxley Community Park Planning Process ▪ Cedar Skatepark Install ▪ Community Parks and Trails Strategy ▪ Parks & Trails Guidelines & Standards Document ▪ 707 Community Park Bank Stabilization ▪ ACT Trails – Act II development ▪ Fairwinds Rezoning Phased Development Agreement

Henry Morgan Park, completed in 2013.

2.4 Trends Affecting Community Parks & Trails

2.4.1 Population Growth

The number of people living in the RDN has increased 5.7% between 2006 and 2011, resulting in an additional 8,000 people. While the growth rate varies considerably between Electoral Areas, the net effect is increasing community pressures on existing resources and staff. In most cases, development accompanies population growth which provides opportunities to acquire or obtain cash-in-lieu funding for community parks. However, acquisition funds are only suitable for obtaining parkland and costs associated for development, operations and maintenance of parklands may require deeper investment from the RDN.

2.4.2 Aging & Community Expectations

The Baby Boom generation accounts for one-third of the Canadian population and has a profound effect on parks and leisure services. This population cohort is often focused on improved health and interested in low-impact activities such as walking and biking. The development of greenways, bikeways and pathway systems is a key priority for community open space systems.

In addition to walking and biking for recreation there is also a trend towards active transportation and a desire to move through communities without reliance on motorized transportation. The CPTS engagement process reflected this trend with a strong emphasis on roadside trails. The results from the online surveys in the CPTS showed dissatisfaction with regard to trail access for all of the Electoral Areas. It is anticipated that this will be a focus for community parks and trails in the coming years.

The Baby Boom generation, which accounts for a large portion of our population, is becoming an increasingly active population that demands access to active transportation and low-impact recreation.

2.4.3 Downloading

In recent years, senior levels of government have been downloading responsibilities to regional and municipal governments, a trend that is expected to continue. With growing health care and education costs, the province is becoming increasingly less involved in providing parks services at the provincial level. This trend means that local governments, including the RDN, are required to play a larger role in the provision of parks and trails. These trends, and the results from the public engagement process, suggest that the RDN parks staffing levels will need to expand to meet community needs and expectations – in particular, additional resources aimed at trail planning and construction.

2.4.4 Benefits of Community Parks & Trails

The benefits of parks and trails have been well researched and documented over the past decade. There is a growing awareness that access to nature and quality open spaces is fundamental to health, social function and economic prosperity.

Economic Benefits

Economic value can be measured through elements like property values, profits generated from tourism, and savings on infrastructure to manage water and transportation. Several studies have been conducted to help better understand the value that parks and trail systems bring to neighbourhoods.

Parks and trail systems typically have a positive impact on property values in both urban and rural areas; in more densely populated areas the impact is greater, raising land values. A study prepared in a rural county near Austin, Texas shows that parks had no significant negative impact on the property prices (Nicholls and Crompton, 2005).

In recent years, buyers are showing increasing interest in the amenity value of their neighbourhoods – often valuing proximity to parkland when selecting a home. This phenomenon is call "hedonic value". The main factor that affects property values near amenity open spaces is the distance. A recent study conducted in Miamiville, Ohio concluded that a home in Hamilton County will devalue by $8,960 (USD) as it moves away from Little's Miami Scenic trailhead by 300 meters (vom Hofe and Parent). Residential properties close to the Minuteman Bikeway and Nashua River Rail Trail in Massachusetts sold closer to their list price compared to those more distant from the trails. Furthermore, properties closest to trails sold nearly twice as fast than those that were not (State of Florida, 2006).

Parks and trail systems also have a positive impact on tourism. A large trail system can be a recreational destination and thus attracts visitors in the area. The Great Allegheny Passage (GAP), a multi-use trail between Pennsylvania and Maryland, has generated over $40 million (USD) in direct annual spending and $ 7.5 million (USD) in wages in 2008. Business owners along the GAP attribute 25% of their revenues to their proximity to the trail (The Great Allengheny Passage Economic Impact Study, 2008).

Finally, parks and trail systems can help reduce the infrastructure costs through preservation of natural watersheds. Surface drainage reduces construction and maintenance costs from conventional underground drainage infrastructure. In a subdivision development in the USA, a
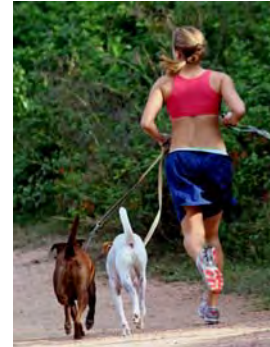
Access to outdoor recreation opportunities is becoming an increasingly important part of the amenity value that people are seeking when selecting places to live.

developer saved $800 per lot with the use of an open drainage system, conveying the stormwater run-off through swales to irrigate agricultural areas, rather than of installing a closed drainage system with storm sewers (Rocky Mountain Institute, 2008).

Health Benefits

Community parks provide health benefits for people of all ages and interests.

Participation in physical activity and recreation is a key determinant of health status and is known to:

- Reduce risk of heart disease and stroke, the leading cause of death in Canada;
- Help prevent certain types of cancers including colon, breast and lung;
- Help combat type 2 diabetes, the fourth greatest cause of death in Canada;
- Reduce occurrence of youth obesity, which often translates to adult obesity;
- Reduce the occurrence of adult obesity, a key contributor to chronic health conditions;
- Help reduce incidence of fall-related injuries and chronic conditions in older adults; and
- Foster social opportunities and contribute to mental health by reducing stress, combatting depression and building emotional well-being.

"United States health authorities have identified increasing physical activity as a key factor in controlling health care costs in that country, through the prevention of unnecessary illness, disability and premature death, and the maintenance of an improved quality of life into old age" (Colman & Walker, 2004).

"Just over 1,400 British Columbians die prematurely each year due to physical inactivity, accounting for 5.0% of all premature deaths" (Katzmarzyk, et.al, 2000). Chronic conditions such as cardiovascular disease and diabetes are sometimes known as lifestyle diseases due to their strong correlation to personal behaviour choices. Twenty percent or more of the cases of type 2 diabetes, stroke, coronary heart disease and colon cancer result from a sedentary lifestyle; being obese more than doubles an individual's risk of dying early – or losing an average of seven years of life (BCHLA, 2005). Statistics Canada (2004) reports that in 2004, 26% of youth between the ages of 2 and 17 were overweight or obese. This is over 2.5 times higher than the prevalence of youth obesity 25 years ago.

Physical inactivity is identified as a major contributor to chronic diseases. In BC, approximately 1.2 million people, or 36% of adults suffer from some type of chronic condition (BCHLA, 2005). Chronic diseases are long-lasting conditions that are rarely cured completely. For people suffering from chronic diseases, the effect is felt physically, emotionally and mentally. It is often a challenge to maintain normal routines and relationships. Studies show that chronic diseases cost BC's economy around $3.8 billion annually (BCHLA, 2005). The good news is that a large proportion of chronic disease incidences in BC could be prevented through increased physical activity.

Active transportation is becoming increasingly popular as people realize the benefits of regular activity. Trail development helps support active transportation.

Regular, life-long physical activity can help increase overall wellness and reduce illnesses. Over the long term, it can postpone disability and allow for longer independent living in elderly individuals. According to Torjman (2004), older adults who are physically active show characteristics of being physiologically one to two decades younger than their sedentary counterparts.

Physical activity does not have to be overly strenuous or prolonged – moderate levels of physical activity can have significant health benefits. Many experts believe that building physical activity into daily routines through accessible recreation opportunities and active transportation is one of the most effective ways to improve community fitness.

More than just improving physical health, recreation has been linked to mental health. It is connected to improved self-esteem, decreased stress and anxiety and overall well-being.

Generally, physical activity makes people feel better about themselves and helps to reduce physiological reactions to stress and anxiety. It is also known to help sleep and improve mood. "Physical activity can be considered both for its therapeutic effects on mental illness, and also for its impact on mental health in the general population" (Britain's Department of Health, Physical Activity, Health Improvement and Prevention, 2004). Overall, physically active people feel happier and more satisfied with life, regardless of socioeconomic or health status.

Connections with the community and a supportive environment can both prevent and mitigate the impact of mental health disorders in some people and encourage overall well-being. Recreation facilities, parks and trails can be places for safe physical activity and mental solace.

Parks have a key role in building social cohesion and civic pride.

Community Benefits

Recreation engages our people and builds social cohesion resulting in communities with civic pride and participation. People feel an emotional connection to the places that bring them enjoyment, making recreation nodes truly a heart within our communities.

As the single largest citizen participation mechanism in BC, indoor and outdoor recreation facilities enable hundreds of thousands of British Columbians to participate in leisure activities. Park, recreation and cultural facilities offer places and programs for us to gather and build relationships. The resulting social capital – relationships and norms that are created when people come together out of a shared purpose – creates communities where people feel connected, children have positive role models and celebrations occur (Bloom et.al, 2005).

In communities that offer a wide variety of facilities and recreation options, there are opportunities for all residents to participate regardless of economic or cultural background. Sport, culture and other recreational pursuits can encourage mutual respect, inclusion, tolerance and understanding.

Every citizen is a potential participant and can be involved according to their needs, preferences, abilities and goals. Participation can act to address and promote social change by incorporating safety, gender equity, equitable access and violence prevention.

3.0 PLANNING FRAMEWORK FOR COMMUNITY PARKS & TRAILS

3.1 Goals & Objectives of the CPTS

Goals

The CPTS is intended to provide a framework for decision-making for community parks and trails. Acquisition and development of community parks should follow the following goals:

Connect People and Places

Develop an inter-connected system of parks and trails that supports active transportation (travel to destinations), recreation (exercise) and nature appreciation (spiritual) that is accessible to all community residents.

Provide Social and Recreation Opportunities

Create a community where a variety of public spaces provide local opportunities for active living, social interaction and play.

Protect the Environment

Safeguard the natural setting and character of the community and surrounding environmental functions.

Support Community Partnerships

Encourage community spirit and energy when implementing the strategy.

Objectives

A related objective is to provide outdoor venues that bring together members of the community both physically and socially, while improving the overall livability of the community. This will be accomplished through:

- Developing a community trails system that provides residents with alternatives to motorized travel and recreational connections that link key destinations;

- Providing local recreational opportunities and public gathering spaces for community residents that are generally within a 500 m to one km radius of populated residential areas;

- Providing information that lets people know about the system available to them; and

- Protecting environmentally and culturally sensitive features and functions.
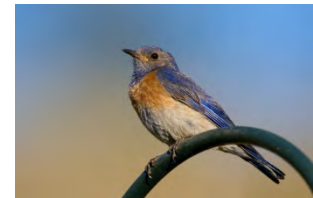
Electoral Area Vision Statements

Through public consultation a vision statement was created for each Electoral Area. While the visions share common components, each shows a unique emphasis and priority for community parks and trails.

The process used to develop vision statements that involved the Advisory Committees, respondents to the online surveys and Open House participants. A draft list of key relevant words or phrases that have been used in similar projects was provided in Survey #1 and at the Open House and residents identified words that resonated with them from the list. These words were crafted into a draft vision statement that was tested for validity during the second Open House and online survey and suggestions were incorporated into the final vision statement for each Electoral Area.

Electoral Area E

"A vibrant community where residents can easily access community parks and beaches through a system of inter-connected trails that provides for recreation, social interaction and nature appreciation."

Electoral Area F

"A community where all residents can easily access a system of inter-connected community trails for recreation, alternative transportation opportunities and nature appreciation and local parks for play and social interaction."

Electoral Area G

"A vibrant community where residents can easily access community parks and other destinations using a system of inter-connected trails that provides for recreation, social interaction and nature appreciation."

Electoral Area H

"A vibrant community where residents can easily access community parks, beaches, services, and destinations using a system of inter-connected trails for recreation, social interaction and nature appreciation."

3.2   Community Parks Classification

Classifying community parks according to their primary function provides a basis for understanding the composition and distribution of parkland in the region. This classification enables the RDN to:

■   Plan for present and future population needs;

■   Prioritize classes of park development that may be under represented in some areas;

■   Evaluate ideas for acquisition and improvement against criteria to ensure land base is suited for intended purpose; and

■   Better understand operational budget requirements.

3.2.1 Proposed Community Park Classes

There are five park classes proposed for the community park system:

1) Neighbourhood Park
2) Natural Park
3) Linear Park
4) Water Access
5) Surplus

The following tables summarize typical characteristics of each of the five park classes.

1. Neighbourhood Park

Table 19: Neighbourhood park characteristics

Neighbourhood parks often include amenities like playgrounds and open space.

Function	
Primary Function	▪ Provide active recreation amenities
Secondary Function(s)	▪ Protection of natural areas ▪ Provision of trails ▪ Protection of cultural or heritage features
Criteria	
Usable Space	▪ Min. 0.5 acres of usable area
Max. Slope	▪ <20% slope for 90% of site
Shape	▪ Equilateral rectangle preferred ▪ Good road frontage exposure (corner lot preferred) ▪ No panhandle lots ▪ Minimal number of residential backyards along the park edges
Encumbrances	▪ Absent or minimal encumbrances such as geotechnical, floodplain, environmental and underground utilities (encumbrances are permissible over and above the 5% dedication)
Location	▪ Closer/within population centres; not in lower density rural areas
Other	▪ Water service connection where possible

Typical Development			
Amenities	▪ Playground ▪ Trails ▪ Sports field ▪ Sports court ▪ Washroom ▪ Picnic facilities	▪ Benches ▪ Signage ▪ Bike facilities ▪ Parking ▪ Art ▪ Water service	

2. Natural Park

Table 20: Natural park characteristics

Function	
Primary Function	▪ Protection of a significant environmental features or functions
Secondary Function(s)	▪ Protection of cultural or heritage features ▪ Provision of trails ▪ Providing local 'green space' for aesthetics and nature appreciation
Criteria	
Usable Space	▪ Sufficient to protect environmental feature
Max. Slope	▪ No max. slope ▪ Not to include high risk, geotechnically-sensitive lands that require significant engineering works
Shape	▪ No constraints
Encumbrances	▪ Absent or minimal encumbrances that may impact environmental protection
Location	▪ No location constraints
Typical Development	
Amenities	▪ Trail segments ▪ Interpretive signage ▪ Benches ▪ Habitat restoration ▪ Fencing ▪ Wildlife boxes

The primary objective of natural parks is protection of environmental features.

3. Linear Park

Linear parks provide trail connections.

Table 21: Linear park characteristics

Function	
Primary Function	▪ Trail connectivity to community destinations through active transportation
Secondary Function(s)	▪ Access to natural areas ▪ Emergency access/egress
Criteria	
Usable Space	▪ Minimum 4m on cleared sites ▪ Minimum 10m where significant trees are present
Max. Slope	▪ 2% preferred trail slope for accessible trails ▪ 5% max. slope over long distances for accessible trails ▪ Where slopes exceed 5%, landings required for accessible trails ▪ Slopes may be steeper in backcountry trails ▪ Switchbacks or steps on steep lands
Shape	▪ Linear
Encumbrances	▪ Ability to build hard surface pathway without encumbering access to underground utilities ▪ Not obstructed by utility boxes, hydro, mailbox, hydrants, etc.
Location	▪ Connecting key destinations
Typical Development	
Amenities	▪ Trail ▪ Bollards ▪ Signage ▪ Benches ▪ Fencing

4. Water Access

Table 22: Water access characteristics

Function	
Primary Function	▪ Access to ocean or river frontage
Secondary Function(s)	▪ Natural area protection ▪ Viewing opportunities ▪ Trails
Criteria	
Usable Space	▪ No required size ▪ Unstable slopes to be avoided
Max. Slope	▪ No max. slope ▪ Low bank sites with easier access are preferred ▪ Slopes >50% may require stairs and have higher costs
Shape	▪ Linear
Encumbrances	▪ Access achieved with minimal tree or vegetation removal
Location	▪ Use of public, undeveloped road rights of way is preferred ▪ No encroachment onto adjacent properties ▪ Adequate buffer to adjacent private properties
Typical Development	
Amenities	▪ Parking ▪ Signage ▪ Benches ▪ Stairs ▪ Washroom ▪ Trail

Water accesses provide opportunities view and interact with oceans and rivers.

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5. **Surplus Park**

Table 23: Surplus park characteristics

Function		
Primary Function	▪ Lands acquired in past without environmental protection or active park value or potential ▪ The cost/benefit analysis suggests disposition may be desirable	
Secondary Function(s)	▪ n/a	
Criteria		
Usable Space	▪ n/a	
Max. Slope	▪ n/a	
Shape	▪ n/a	
Encumbrances	▪ n/a	
Location	▪ Varies	
Typical Development		
Amenities	▪ None	

3.2.2 Summary of Existing Park Types

Table 24 provides a summary of the total number of existing parks and trails by type in each of the four Electoral Areas. This list includes trail and beach accesses under permit on MoTI lands and private agreement for trails.

Table 24: Existing park classification summary

Park Classification	Electoral Area E	Electoral Area F	Electoral Area G	Electoral Area H
Neighbourhood Park	8	3	9	9
Natural Park	13	7	12	9
Water Access	0	0	4	10
Linear Park	10	4	12	9
Surplus	0	3	1	0
TOTAL	**31**	**17**	**38**	**37**

Summary Observations

- Area F, with its rural nature, has fewer neighbourhood parks that the other areas.

- All areas have approximately even numbers of natural parks.

- Area H has the greatest number of secured water access parks. Area E does not have any existing water access parks even though it does have oceanfront.

- Area H has the greatest number of linear parks.

- Area F has the greatest number of parks deemed to be potentially surplus.

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Type 1 trails are proposed to have hard or compacted surfaces that are accessible for a wide range of transportation options.

Type 2 trails will have a soft surface and will be suitable for local connections.

Type 3 trails will have a natural surface and will be suitable backcountry and rural recreation.

3.3   Community Trails Classifications

Concurrent with the CPTS, the RDN is developing a set of Parks and Trails Guidelines. The guidelines have been developed for creating and maintaining parks and trails. The document provides descriptions, examples and guidelines for three different classes of trails. Classifying trails types helps to:

■   Plan and develop trails to a consistent standard; and

■   Better understand operations budget requirements.

3.3.1 Proposed Trail Classes

There are three trail classes proposed for the RDN:

1) Type 1 – Hard/Compacted Surface Trail

2) Type 2 – Soft Surface Trail

3) Type 3 – Natural Surface Trail

Table 25: Summary of trail classes

Trail Class	Typical Characteristics
Type 1: **Hard /Compacted Surface Trail (Highest level of development)**	▪ Urban or rural areas ▪ Target uses: active transportation, tourism, recreation ▪ Target user groups: local residents, commuters, tourists ▪ Level of amenities: high ▪ Surface: paved/compacted gravel ▪ Maintenance level: high ▪ Construction and maintenance costs: high
Type 2: **Soft Surface Trail (Medium development)**	▪ Urban or rural areas ▪ Target uses: recreation ▪ Target user groups: local residents ▪ Level of amenities: low ▪ Surface: crushed gravel or natural surface ▪ Maintenance level: moderate ▪ Construction and maintenance costs: moderate
Type 3: **Natural Surface (Minimum development)**	▪ Rural or backcountry areas ▪ Target uses: recreation ▪ Target user groups: local residents, tourists ▪ Level of amenities: low to none ▪ Surface: natural, gravel where needed ▪ Maintenance level: low ▪ Construction and maintenance costs: low

At the time of the CPTS development, existing community trails have not been classified in the RDN. As new trails are developed, mapping and documentation should reflect the trail classes identified in the Parks and Trails Guidelines.

3.4   Parkland Provision

Different approaches can be used for determining how much community parkland should be provided in Electoral Areas:

■   **Traditional Standards-Based Approach:** This traditional methodology applies a numerical standard to evaluating parkland provision. A typical standard for community parks is 2.5 to 5.0 hectares per 1,000 population. There are challenges applying this approach evenly between urban and rural communities as it cannot factor in the different demographic profiles of communities or the class of parkland being provided. The existing community parkland provision for the Electoral Areas in the CPTS ranges from 4.7 to 15.8 hectares per 1,000 population.

■   **Distance Standard Approach:** 500 meters is a common standard for measuring walking distance to community parks. This length has been identified as the distance most people are willing to walk to a park. This standard is most relevant in urban and suburban population densities where private open space is limited. In rural areas, private lots are typically larger and access to rural open space is more prevalent, reducing the need for dedicated park within walking distance. Due to the varied development of the Electoral Areas in the RDN (urban, suburban and rural), it is recommended that a flexible approach be taken – using 500 m radius for neighbourhood parks in suburban and urban areas, up to one km or more in more rural areas.

■   **Community-Based Approach:** A community-based approach combines quantitative data and qualitative information such as demographics, population growth and densities, distance to other park types (Regional Parks, Provincial Parks, Crown lands, etc.), active and passive parkland types and user input to identify priorities for community parks decisions. This is the recommended approach for developing community parks and trails in the RDN.

3.4.1 Process for Determining Parkland Provision

The following steps are proposed for determining need and location of additional parkland using a community-based approach:

1. Review existing parkland classes to understand how much of each park type exists in the local area.

2. Review the existing community parkland acreage per 1,000 population as a general indication of parkland provision.

3. Review mapping showing 1 km radius circles around existing parkland to show how the area is generally served by existing parkland.

4. Consider the following key statistics to understand the general demographic profile and sense of need for the Electoral Area being considered:

   - Percent change in population over the past 5 years;
   - Population density per sq. km;
   - Median age of population;
   - Percent of population under 15 years old and under; and
   - Percent of population without children at home.

5. Consider priorities identified in this plan through public consultation (See Section 4.2), as well as other input received through the Parks Department.

6. Map and review the results of analysis onto the Community Parks and Trails Mapping for the Electoral Area.

This analysis will be useful to strategically determine needs, value of park dedication versus cash-in-lieu and a general indication of the class of park that is best suited to the location and demographic profile.

3.5   Community Parkland Acquisition Criteria

One of the challenges encountered when planning for community parks and trails is evaluating whether new acquisitions fit the needs of the overall system. To support this evaluation, community parkland acquisition criteria are proposed. These criteria will:

■   Support RDN Staff and POSAC members in evaluating potential community park and trail acquisitions and making decisions about whether proposed parkland should be added to the system or if cash-in-lieu should be considered;

■   Help identify appropriate classification for potential community park dedications;

■   Provide developers a set of clear criteria to review in advance of proposing dedications; and

■   Increase consistency and objectivity of assessments over time.

Table 26 is a Community Parkland Evaluation Criteria Checklist that provides a set of proposed criteria and value questions to be asked when evaluating potential community parkland acquisitions.

The checklist is organized under 6 categories and is designed to align with the proposed parks classes (See **Section 3.2.1: Proposed Community Park Classes**). The 6 categories are described as follows:

■   **General Demographics & Public Values:** These values typically apply to all types of community parks. Parks that score high in this category may be well suited for acquisition and addition to the community parks system.

■   **Neighbourhood Park Values:** These values are desirable for establishing neighbourhood parks with amenities. Parks that score high in this category may be most suitable for neighbourhood parks.

■   **Ecological Park Values:** These values include protection and enhancement of natural environments. Parks that score high in this category may be most suitable for ecological park development.

■   **Linear Park Values:** These values include connectivity and trail potential. Parks that score high in this category may be most suitable for trail development.

■   **Water Access Values:** These values pertain to water sites. Parks that score high in this category may be most suitable for water access development.

Neighbourhood park values

Ecological park values

Linear park values

Water access values

- **Affordability:** These values include costs for acquiring, developing and maintaining park properties and typically apply to all community parks. Parks that score high in this category will be more cost effective.

- Where review identifies potential parkland to be low in all or most of the above categories, alternatives to acquisition (*e.g.,* cash-in-lieu) should be considered.

The CPTS recommends that this checklist be incorporated with Policy C1.5: *Review of the Consideration of Park Land in Conjunction with the Subdivision Application Process* and also used during the Rezoning Review process.

Evaluators using the table will review the criteria and decide if the subject site provides:

- **High Value:** If the site would be a significant asset or fully fulfill the evaluation criteria

- **Moderate Value:** If the site would be a good or moderate asset or partially fulfill the evaluation criteria

- **Low Value:** If the site would be a low or negative asset or does not fill the evaluation criteria

Table 26: Proposed community park land and trails evaluation criteria checklist

Category 1: General Demographic & Public Values				
		Assigned Value/Quality (check column)		
Proposed Criteria	**Evaluation Criteria**	**High Value**	**Moderate Value**	**Low Value**
1) Population Density	Is the site located in an area with substantial existing or anticipated residential density where there will be a high demand for community park?			
2) Existing Park Access	Will the acquisition provide parkland to a neighbourhood that is currently underserved by parks and recreation opportunities?			
3) Level of Public Interest	Is there a known community interest for park development in the area?			
4) Neighbouring Property Impacts	Could park development in this area have a significant negative impact on existing properties in terms of property value, privacy, noise or other undesirable impacts?			
5) Encumbrances	Is the site reasonably free of encumbrances that would impact part development such as such as geotechnical, floodplain, environmental and underground utilities?			
Overall Rating (high, moderate, low) for Category 1 =				

Parks with a majority of high value ratings for Category 1 are valuable potential properties for the community parks system overall, as they fill gaps and/or provide parks services that are in demand. These properties should be considered for community park acquisition. Parks with moderate or low value ratings should only be considered for acquisition where there are high scores in one or more of the other categories.

Category 2: Neighbourhood Park Values				
Proposed Criteria	**Evaluation Criteria**	**Assigned Value/Quality (check column)**		
		High Value	**Moderate Value**	**Low Value**
6) Usable Space	Does the site provide at least 0.5 acres of usable park area?			
7) Slope	Are there gentle slopes for most of the site that would support a variety of active recreation opportunities?			
8) Location	Is there a significant residential population within walking distance (1 km) to the park location?			
9) Recreation Potential	Is the site suitable to provide recreational amenities that appeal to the surrounding community?			
10) Accessibility	Is the site easily accessible to surrounding population, *e.g.* is it connected to public roads, trails and access routes?			
11) Cultural, Historic or Heritage Values	Does that site contain any valuable cultural, historical or heritage features that warrant protection?			
12) Education or Interpretive Values	Does the site provide features with educational or interpretive value and would support interpretive development?			
Overall Rating (high, moderate, low) for Category 2 =				

Parks with a majority of high value ratings for Category 2 are potential properties for classification as neighbourhood parks as they fill gaps and provide opportunity for amenities. These properties should be considered for neighbourhood park designation.

Category 3: Ecological Park Values				
		Assigned Value/Quality (check column)		
Proposed Criteria	**Evaluation Criteria**	**High Value**	**Moderate Value**	**Low Value**
13) Sensitive Ecosystem Protection	Does the site include significant sensitive ecosystems that warrant protection?			
14) Unique Landscape Features	Are there unique or representative landscape features such as significant trees, rock formations, water features or other features that warrant protection?			
15) Endangered/ Protected Species	Are there known blue- or red-listed species occurring on the site or within the surrounding area?			
16) Potential Habitat or Wildlife Corridor	Does the site have potential to maintain or form a wildlife corridor that connects natural features?			
Overall Rating (high, moderate, low) for Category 3 =				

Parks with a majority of high value ratings for Category 3 are potential properties for classification as nature parks as they protect unique or sensitive features. These properties may warrant consideration for natural park designation or protection through other means.

Category 4: Linear Park Values				
		Assigned Value/Quality (check column)		
Proposed Criteria	**Evaluation Criteria**	**High Value**	**Moderate Value**	**Low Value**
17) Trail Route Connection	Does the site form a potential connection to the regional or community park trail system?			
18) Community Amenity Connection	Does the proposed site link community amenities or facilities to a neighbourhood (*e.g.* provides access to schools, retail areas, parks or other destinations?			
19) Max. Slope	Does the route provide gentle grades for accessible trail?			
Overall Rating (high, moderate, low) for Category 4 =				

Parks with a majority of high value ratings for Category 4 are potential properties for classification as linear parks as they provide potential trail connections. These properties may warrant consideration for linear park designation.

Category 5: Water Access Values				
		Assigned Value/Quality (check column)		
Proposed Criteria	**Evaluation Criteria**	**High Value**	**Moderate Value**	**Low Value**
20) Shoreline or Riparian Protection	Is the site near a water body or river corridor and capable of providing shoreline protection or enhancement?			
21) Accessibility	Is the site reasonably accessible with minimum need for stair or ramp construction?			
22) Small Development Footprint	Can the park be developed to provide water access with no or minimal tree or vegetation removal?			
23) Enhanced Access	Can water accesses be combined together, or with park land to provide enhanced public access?			
Overall Rating (high, moderate, low) for Category 5 =				

Parks with a majority of high value ratings for Category 5 are potential properties for classification as water access sites as they provide access points to water bodies – including the ocean, lakes, rivers, wetlands and streams. These properties may warrant consideration for water access designation.

Category 6: Affordability				
		Assigned Value/Quality (check column)		
Proposed Criteria	**Evaluation Criteria**	**High Value**	**Moderate Value**	**Low Value**
24) Acquisition Costs	Can the site be acquired with little or no cost?			
25) Development Costs	Is the public investment required to develop the park to a suitable standard reasonable? Are there any unusual or extensive anticipated costs?			
26) Maintenance Costs	Are the amount staff time and financial resources required to maintain the park high or low?			
Overall Rating (high, moderate, low) for Category 6 =				

Parks with a majority of high value ratings for Category 6 may be considered for acquisition. Where parks score low in this category, considerations for off-setting costs or taking cash-in-lieu may be warranted.

4.0 ACTIONS

The outcome of this plan is a set of actions that support the implementation of the vision, objectives and priorities generated through the CPTS process. These actions are provided for Board, staff and POSAC consideration within the context of annual community planning and budget considerations. It is important that an adaptive management approach is taken when implementing the plan, so that when new opportunities or circumstances arise, Board members and staff are able to make informed decisions and appropriate adjustments.

Two types of actions are provided for the CPTS:

■ **Operational Actions:** Ideas for policy development, planning initiatives, management strategies and information distribution.

■ **Project Actions:** In addition to operational actions that span the entire CPTS, several project actions and ideas were gathered for each Electoral Area during this process. These actions should be considered as potential priority projects when planning and budgeting for community park development.

Section 5.0: Implementation Summary provides an overview of the actions. Each year, staff should review the actions and prepare detailed strategies for funding and implementation of priority projects.

4.1   Operational Actions

4.1.1 Planning

Action #1:   Complete Regular Updates of the CPTS

Review and update the CPTS in 2018 and complete a new study including public consultation in 2023.

Rationale:	This plan provides a long-term planning horizon. While it is anticipated that projects identified during this process will continue to be important, it should also be expected that new priorities and opportunities will emerge. In 5 years, staff should review accomplishments of the CPTS to date and re-evaluate priorities for the next 5 years. In 10 years, a full update of the plan is recommended.
Resources:	Moderate staff time
Recommended Timing:	2018 Review 2023 Complete Update

Action #2:   Use Park & Trail Classifications & Criteria

Encourage all RDN departments and committees to use the Community Park Classifications and Criteria for Community Parkland Evaluation identified in this document and the 2013 Parks & Trails Design Guidelines to evaluate and plan parkland proposed as part of development applications.

Rationale:	Planning acquisition using the Parks Classifications and Criteria supports selection and development of new parks and trails based on their contribution to the overall system and Electoral Area. Use of consistent criteria will help provide clarity for staff, POSACs and the development community during the development process. This also permits land to be evaluated in context of the larger parks and trails network.
Resources:	Low staff time
Recommended Timing:	Immediately and ongoing

Action #3:	Follow Archaeological Guidelines

Follow guidelines developed in the Aquilla Report for considering cultural and heritage potential when planning or developing community parks and trails.

Rationale:	It is the legal responsibility of land managers to ensure activities and operations do not impact sites protected under the Heritage Conservation Act (HCA), whether these sites are known (registered) or not. The database and mapping by Aquilla Archaeology developed during this process 'flags' areas of sensitivity or potential sensitivity. This information should be reviewed as part of planning for parks acquisition or development.
Resources:	Low staff time for initial evaluation
Recommended Timing:	Immediately and ongoing

Action #4:	Review Parks Policies during OCP Updates

Incorporate the CPTS actions into OCP updates and review vision and potential projects for specific Electoral Areas during the update process.

Rationale:	OCPs are subject to ongoing review and renewal. In the past, the amount of detail on parks and trails included in Electoral Area OCP documents has varied significantly. The OCP review process is an opportunity to incorporate the CPTS actions and projects into Electoral Area OCPs.
Resources:	Moderate staff time
Recommended Timing:	During all OCP updates

Action #5:	Review POSAC Structure & Mandate

Complete regular reviews of the POSAC structure and mandate to review efficiency, role and contribution in the evolving parks and trails system.

Rationale:	POSACs were created several years ago to play an important role in supporting community parks and trails planning and development. As the community park and trail system evolves, it is important to revisit the mandate of these groups to ensure they remain efficient and applicable to the present structure of the system. It is recommended that the structure be internally reviewed every 5 years to:
	▪ Review the group's mandate;
	▪ Set expectations and work focus;
	▪ Update policies and documentation;
	▪ Review length of members' terms; and
	▪ Review staff time allocations.
Resources:	Moderate staff time
Recommended Timing:	2014 2019

Action #6:	Establish POSAC Chair Meetings

Consider establishing regular POSAC Chair meetings to support collaboration, discussion and identification of issues and opportunities within the larger community park system.

Rationale:	Each Electoral Area has a POSAC that participates in community park planning and development. The CVRD has established regular meetings between the Chairs of their Commissions to encourage discussion, collaboration and understanding. The RDN may wish to consider a similar type of meeting to encourage collaborative planning for community parks throughout all Electoral Areas of the RDN.
Resources:	Moderate staff time
Recommended Timing:	Annually or bi-annually

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Action #7:	Create a Volunteer Policy & Guidelines

Consider developing a clear volunteer policy and guidelines to provide more information about involvement with community parks and trails.

Rationale:	Volunteer programs are a good opportunity for people to contribute to community park and trail development. By providing a clear policy and guidelines for involvement, it becomes easier to manage volunteer services and expectations.
Resources:	Moderate staff time
Recommended Timing:	2015

Action #8:	Establish Partner Communications

Seek to establish a system for ongoing partnership communications with other municipalities, regional districts and First Nations that provide community parks and trails services.

Rationale:	Community park and trail services are provided by other regional districts, municipalities and First Nations. Consultation indicated a desire to increase communication lines between staff to: ▪ Share funding and development opportunities that are mutually beneficial to local residents (*e.g.,* municipal and regional district staff may find collaborative opportunities for parks and trails that are adjacent to or cross boundaries); ▪ Share resources, programs and policies to avoid duplication of effort and gain value from understanding other systems; ▪ Discuss annual projects to identify opportunities for collaboration, shared funding and design considerations; and ▪ Discuss trends, benefits and shared knowledge.
Resources:	Moderate staff time
Recommended Timing:	Bi-annual or quarterly meetings

Action #9:   Create a Developer Information Package

Develop a clear information package for developers to outline expectations for community park and trail dedications. This information should be provided to all developer applicants at the beginning of their projects.

Rationale:	Clarifying objectives and expectations for parks and trails at the beginning of the development process reduces the potential for time delays during the review process. Creating an easy-to-use developer information package for each Electoral Area that provides the vision and priorities for community parks and trails, along with the Park Classification and Criteria for Community Parkland Evaluation, will help improve clarity.
Resources:	Moderate staff time
Recommended Timing:	2014

Action #10: Support Community Projects

Encourage and support community interest groups to enter into trail building and/or management agreements with the province for key recreational trails located on Crown land.

Rationale:	Community groups often have capacity and interest for trail development and protection. The RDN's resources do not support active involvement for securing all trails on Crown land; however, there is capacity to support community groups in establishing agreements (*e.g.,* Section 57) that permit management and development of Crown lands. An example is the equestrian trail developed by the Silver Spur Riding Club in which the RDN provided information and support to the Club as they navigated the permitting process with the province.
Resources:	Moderate staff time
Recommended Timing:	Ongoing

Action #11: Prepare an Active Transportation Plan	
Prepare an Active Transportation Plan that encourages inclusivity to all levels of mobility for the District 69 Electoral Areas based on work completed to date in the Regional Parks & Trails Plan, CPTS and Parks and Trails Guidelines.	
Rationale:	Active transportation plans promote physical activity through alternate forms of transportation. Benefits of having an Active Transportation Plan include: - Potential to access active transportation grants; - Identification of opportunities for partnership; and - Generation of interest from the local community for volunteer programs and fundraising. It is recommended that RDN staff prepare an active transportation map and report based on work done to date through the CPTS and related processes.
Resources:	Moderate staff time
Recommended Timing:	2015

Action #12: Consider a DCC Bylaw	
Consider development of a Development Cost Charges (DCC) bylaw for each Electoral Area to support acquisition and development of select park amenities (as permitted by the Local Government Act).	
Rationale:	The *Local Government Act (*Sections 932 to 937) enables regional districts to collect DCCs for infrastructure improvements necessitated by community growth. There is potential to collect DCCs for parkland acquisition and minor improvements including trails, fencing, landscaping, drainage and washrooms. Currently the RDN is not using DCCs for parkland dedication or development. Given the funding limitations for community parks and trails, DCCs may support the higher level of development being requested for community parks.
Resources:	Moderate staff time Potential legal review
Recommended Timing:	2017

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Action #13: Develop a Disposition Policy

Develop a Community Parkland Disposition Policy for consideration by the RDN Board.

Rationale:	The CPTS process identified some community parkland that shows relatively low value for the community parks and trails system. The RDN is responsible for liability and maintenance costs for these lands while receiving very little in terms of recreational or environmental value, so it may be advantageous to dispose of the lands. The Local Government Act permits disposition of parkland through a bylaw process and adopted with electorate approval through referendum or Alternate Approval Process (AAP). The process should only be completed where potential benefit offsets the costs and efforts of completing an AAP process. Any revenue from sale of lands would go to future park acquisitions in the Electoral Areas.
Resources:	Moderate staff time Potential consulting for survey and legal review
Recommended Timing:	2016

Action #14: Subdivision Application Process Review

Review and update the RDN "Review of the Consideration of Parkland in Conjunction with the Subdivision Application Process" Policy (Updated 2006) to streamline the subdivision review process. Include the proposed Community Parkland Evaluation Criteria Checklist (see Appendix C).

Rationale:	The review period for subdivision proposals that include community parkland dedication takes significantly longer than those that do not. While parkland dedication is a key part of the process, efforts to streamline the steps should be made.
Resources:	Moderate staff time
Recommended Timing:	2016

4.1.2 Resources & Capacity

Action #15: Match Service Levels & Funding Allocations

Match level of service expectations with funding allocations for community parks and trails.

Rationale:	Population growth, community expectations for developed park, densification and downloading all increase pressure on park funding allocations. It is important to match the level of service expectations with funding that is available for parks and trails.
	▪ If community parks and trails continue to be added to the system and move from more natural parks to more developed parks, increased resources will be required.
	▪ If resource allocations cannot be increased, service levels and community expectations need to be re-established and communicated.
Resources:	Moderate staff time
Recommended Timing:	Annually

Action #16: Create Park Maintenance Plans

Develop a park maintenance plan as a component of all new park planning and development as per the Parks and Trails Design Guidelines. Update annual operating budgets for parks based on these plans.

Rationale:	Park planning and development typically increases park operations requirements – especially the addition of developed neighbourhood parks. It is important that the operational requirements for new parks are considered and planned to ensure parks remain at a high standard. Creating a maintenance plan that is clearly associated with budget requirements is an important step in allocating staff time and efforts.
Resources:	Moderate staff time
Recommended Timing:	2014 – Initial review of existing park operations
Ongoing during all improvement projects

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4.1.3 Education & Awareness

Action #17: Increase Park Signage	
Increase community parks and trails signage in developed parks as budget allows.	
Rationale:	The most requested park improvement feature by the public for existing community parks was signage. The types of signs that are needed include: ▪ Park identification signage, including site diagrams showing park boundaries; ▪ Park directional signage within the parks; and ▪ Regulatory signage and interpretive signage. The Trails Classification and Construction Standards document includes signage standards for the design and construction of the various signs.
Resources:	Moderate staff time
Recommended Timing:	2015 and ongoing

4.2   Project Actions

In addition to operational actions that span the entire CPTS, several project actions and ideas were gathered for each Electoral Area during this process. These actions should be considered as potential priority projects when planning and budgeting community park development.

4.2.1 Electoral Area E

- Investigate potential neighbourhood parkland expansion in the Beachcomber area.

- Prepare park design plans for Rowland, Northwest Bay/Stone Lake, and Collins Crescent Community Parks.

- Prepare a Community Trail Plan for Davenham Road to Sea Ridge Community Park.

- Support the Regional Trails initiative in the preparation of a Trails Plan for the area south of Moorecroft and east of Fairwinds.

- Investigate the feasibility of a new trail from Northwest Bay to Schirra Drive along the undeveloped Nanoose Road right of way.

- Develop Phase 1 Blueback Community Park improvements from the park design process.

- Upgrade Wall Estate Community Park trailhead and trails (clearing, brushing, map for park boundary).

- Install directional signage at Dolphin Lake and Community Park.

- Implement the Fairwinds Community Parks Development Program as per the Phased Development Agreement and Neighbourhood Plan for the Lakes District Area.

- Develop roadside trails.

4.2.2 Electoral Area F

- Work with the Parks and Trails Coordinator for connections/integration with the E&N Parksville-Alberni spur.

- Continue working with the community on all the Act trails.

- Undertake a park design process for Romaine Community Park, including a potential bike skills park.

- Consider securing tenure of the French Creek School site if the opportunity arises.

- Investigate the feasibility of developing the undeveloped road allowance in private forest lands, from Longmoor Rd to Chatsworth Rd.

- Investigate the feasibility of developing a bridge connection from Errington to the Englishman River area; either along Fairdowne Road or Leffler Road alignments for pedestrian/bicycle use and as an emergency access route for vehicles.

- Consider moving forward with the disposition of the three surplus parks identified in the park classifications.

- Complete Phase 1 and 2 of development for Meadowood Community Park.

- Investigate playground and other park improvements for Errington Community Park.

- Improve the trailhead and install park signage at Malcolm Community Park.

- Develop an agreement with Errington War Memorial Hall Society for the operation of Errington Community Park.

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4.2.3 Electoral Area G

- Undertake a Water Access Site Inventory and Evaluation Study to determine opportunities and priorities for public access and RDN management.

- Consider preparing an Active Transportation Plan and a Bicycle Network Plan to further refine the Conceptual Trail Network Plan.

- Prepare the Rivers Edge Community Park and Trail Plan.

- Support the development of a community trail from Columbia Drive to French Creek Marina as noted in the Official Community Plan.

- Investigate the feasibility of developing a community pedestrian/bicycle trail from Ganske Rd to Waters Rd.

- Consider park improvements to existing parks and playground infrastructure and equipment at Dashwood, Maple Lane, Columbia Beach, Rivers Edge, San Pareil and Boultebee Community Parks.

- Consider trail improvements between Miller Rd north and the south community parks.

- Consider improvements and management by RDN for the Kinkade water access site.

- Provide signage water access sites and Miller Rd south park entrance via the right of way through the residential development.

- Consider an Adopt a Beach program to allow/encourage community groups to steward water access sites as part of the Water Access Study.

4.2.4 Electoral Area H

- Conduct a Preliminary Field Reconnaissance (PFR) of the existing and proposed water access sites in order to assess opportunities or constraints with regards to heritage or cultural sensitivities.

- Consider applying for additional water access sites outlined in the POSAC Water Access Report, based on the results of the PFR.

- Negotiate a License of Occupation with the province that includes the trails in Oakdowne Park.

- Investigate the feasibility of the proposed community trail section from Deep Bay to Wildwood Park including the rail crossing at Jamieson Rd.

- Prepare a Park Design Plan for Dunsmuir Community Park.

- Consider moving forward on the disposition of the two surplus parklands.

- Undertake minor improvements to existing RDN managed water access sites outlined in the POSAC Water Access Report based on the results of the PFR.

- Complete Henry Morgan Community Park Phase 2.

- Install park identification signage at Pearl Community Park and water access sites and trail signage at Oakdowne and Wildwood Parks.

- Consider an Adopt a Beach program to allow/encourage community groups to steward water access sites.

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5.0 IMPLEMENTATION SUMMARY

5.1 Summary Table

Table 27 summarizes the operational actions outlined for the CPTS. Each operational goal and list of actions is associated with a recommended timeframe and an assigned priority responsibility as well as any additional parties involved in completing the actions.

Table 27: Implementation Summary Table

Action	Description	Recommended Timeframe	Parties Involved
1) Complete Regular Updates of the CPTS	Review and update the CPTS in 2018 and complete a new study including public consultation in 2023.	2018 Review 2023 Complete Update	Parks Planning POSAC
2) Use Park Classifications & Criteria	Encourage all RDN departments and committees to use the Community Park Classifications and Criteria for Community Parkland Evaluation identified in this document and the 2013 Parks & Trails Design Guidelines to evaluate and plan parkland proposed as part of development applications.	Immediately Ongoing	Parks Planning Planning
3) Follow Archaeological Guidelines	Follow guidelines developed in the Aquilla Report for considering cultural and heritage potential when planning or developing community parks and trails.	Immediately Ongoing	Parks Planning Planning Archaeology Consulting
4) Review Parks Policies during OCP Updates	Incorporate the CPTS actions into OCP updates and review vision and potential projects for specific Electoral Areas during the update process.	During all OCP updates	Parks Planning Planning RDN Board
5) Review POSAC Structure & Mandate	Complete regular reviews of the POSAC structure and mandate to review efficiency, roles and contributions in the evolving parks and trails system.	2014 2019	Parks Planning POSAC RDN Board
6) Establish POSAC Chair Meetings	Establish regular POSAC Chair meetings to support collaboration, discussion and identification of issues and opportunities within the larger community park system.	Annually or Bi-annually starting in 2014	Parks Planning POSAC

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Action	Description	Recommended Timeframe	Parties Involved
7) Create a Volunteer Policy & Guidelines	Consider developing a clear volunteer policy and guidelines to provide more information about involvement with community parks and trails.	2015	Parks Planning POSAC
8) Establish Partner Communications	Seek to establish a system for ongoing partnership communications with other municipalities, regional districts and First Nations that provide community parks and trails services.	Bi-Annual or Quarterly Meetings starting in 2014	Parks Planning Other Government Organizations
9) Create a Developer Information Package	Develop a clear information package for developers that outlines expectations for community park and trail dedications. This information should be provided to all developer applicants at the beginning of their projects.	2014	Parks Planning Community Planning
10) Support Community Projects	Encourage and support community interest groups to enter into trail building and/or management agreements with the province for key recreational trails located on Crown land.	Ongoing	Parks Planning POSAC
11) Prepare an Active Transportation Plan	Prepare an Active Transportation Plan that encourages inclusivity for all levels of mobility for the District 69 Electoral Areas based on work completed to date in the Regional Parks & Trails Plan, CPTS and Parks and Trails Guidelines.	2015	Parks Planning Planning
12) Consider DCC Bylaw	Consider development of a Development Cost Charges (DCC) bylaw for each Electoral Area to support acquisition and development of select park amenities (as permitted by the Local Government Act).	2017	Parks Planning Planning
13) Develop a Disposition Policy	Develop a Community Parkland Disposition Policy for consideration by the RDN Board.	2016	Parks Planning

Action	Description	Recommended Timeframe	Parties Involved
14) Subdivision Application Process Review	Review and update the RDN's Review of the Consideration of Parkland in Conjunction with the Subdivision Application Process Policy (updated 2006) to streamline the subdivision review process. Include the proposed Community Parkland Evaluation Criteria Checklist (see Appendix C).	2016	Parks Planning Planning POSAC RDN Board
15) Match Service Levels & Funding Allocations	Match level of service expectations with funding allocations for community parks and trails.	Annually	Parks Planning RDN Board
16) Create Park Maintenance Plans	Develop a park maintenance plan as a component of all new park planning and development as per the Parks and Trails Design Guidelines. Update annual operating budgets for parks based on these plans.	2014 – Initial review of existing park operations Ongoing for all improvements	Parks Planning Parks Operations RDN Board
17) Increase Park Signage	Increase community parks and trails signage in developed parks as budget allows.	Annually	Parks Planning

APPENDICES

Appendix A: Public Consultation Detailed Summary

Consultation summaries are based on the results of two online surveys, input received at the Open Houses, staff insight and discussion with the Advisory Committee and the Parks and Open Space Advisory Committee in the Electoral Areas.

Electoral Area E

There was a high level of agreement that the supply of parkland for active recreation was adequate at this time with the exception of a gap in neighbourhood parks in the Beachcomber area.

A number of survey and Open House respondents expressed a desire for more water access paths and signage that clearly shows where public access is allowed. Improvements to a specific water access site in Nanoose Harbour received strong support.

The proposed community trail network was well supported; however, trail connections to Red Gap from Fairwinds, Kicking Horse and Madrona were also seen as highly desirable. Pedestrian safety along existing roads with narrow shoulders, such as Dolphin Drive and Powder Point, was a major concern in the survey and Open House sessions.

Short term priorities focused on expanding trails and water access sites either through the land development process and/or in partnership with the province. Some residents expressed an interest in playing an active role in implementation by adopting a water access site or by initiating a playground in the Beachcomber area.

Electoral Area F

The majority of respondents (60%) agreed that the number and distribution of neighbourhood parkland is "somewhat adequate"; however, adding to the supply of parkland in the future is desirable, provided it is done strategically.

A 25 km network of existing and proposed community trails throughout the Electoral Area was illustrated on the revised plans developed for the Open House and online survey. Over three-quarters (77%) of respondents were "completely satisfied" or "somewhat satisfied" that this proposed community trail network was complete; however, a number of suggestions were provided

resulting in an additional 7 km of potential trail. Some residents are looking for roadside trail connections for direct access while others are looking for more natural trail experiences.

The top priority in the short-term is to continue developing additional trails followed by the park improvements at Meadowood Park.

According to the survey, there is also a desire to acquire more natural parkland and to develop recreation amenities at other existing community parks.

Electoral Area G

With regards to the supply and distribution of neighbourhood parkland, only a small majority of survey respondents agree it is "somewhat adequate." This sentiment is also reflected in the spatial analysis of the Concept Plan which shows gaps in several localized areas. This uneven distribution is partly attributable to the jurisdictional boundary that wraps around the municipal boundaries of Parksville and Qualicum Beach which makes it challenging to develop an even distribution of community parks and trails. These shared boundaries also provide enhanced access to residents living near municipal boundaries – providing access to nearby municipal parks.

With regards to water access, given the small response rate and the high level of community interest, it is recommended that a focused study and public survey of the potential water access sites be undertaken, including an inventory of development opportunities and priorities.

Support for the proposed community trail system was split with half being satisfied with the proposed system and the other half requesting additional community trail connections. Expanding trails as opportunities arise during the development process is well supported.

The short-term priority identified during the process was to provide improvements to existing neighbourhood parks including Dashwood, Columbia Beach, Rivers Edge and San Pareil. Other priorities include expanding water access opportunities and acquiring land or rights of way for expansion of the trail system.

Electoral Area H

With regards to the supply and distribution of neighbourhood parkland, spatial analysis identified a gap in service in the area between Oakdowne and the Big Qualicum River. This area is relatively rural with a low population so there is no immediate need for acquiring additional parkland unless an opportunity arises in this area over the next ten years.

Water access is a high priority for Electoral Area H residents. At present, the RDN manages ten water access sites through permitting with the province. The 2000 RDN inventory and description of water access sites was updated by the POSAC in 2013. This analysis suggests there are another eight sites worthy of consideration and four sites that require further analysis. Many of these potential sites only require minor improvements such as signage and benches, and three sites could potentially be upgraded for car top boat launching.

Developing new community trails that connect pedestrians and bicycle users with community destinations is also a high priority. The proposed community trails network shown on the Concept Plan provides a blueprint for achieving such connections. However, this will take time and can only be achieved incrementally so it is important to view the final Concept Plan as a working document and integrate it into the Official Community Plan.

Electoral Area H residents have access to many existing informal trails, mostly located on forested Crown land. The RDN can play a role either by entering into new management agreements with the province or by educating and supporting community interest groups, who can also enter into agreements with the province. Community-based trail management has been successful in other Electoral Areas in the RDN.

Appendix B: Cultural Mapping Project Summary

Concurrent with the CPTS development, Aquilla Archaeology was retained by the RDN to complete a Cultural Mapping Project to describe known and potential cultural and heritage resources in the four Electoral Areas include in the CPTS.

The following summary is provided for the project.

Community Parks and Trails Strategy - Cultural Mapping Project Summary

The Cultural Mapping Project incorporates a heritage planning component in the Community Parks and Trails Strategy, marking a positive shift towards culturally sustainable community planning in the Regional District of Nanaimo.

RATIONALE

The Regional District of Nanaimo centred on the south central eastern coast of Vancouver Island, is richly layered with evidence of a dynamic past. This cultural landscape is inscribed with physical remains and evidence of the cultures, people, events, and change occurring over time, forming the foundation of who we are today and shaping our present day communities.

Identifying, acknowledging, and celebrating this heritage allows current residents and visitors to connect with and share how as people and places our cultural identity has evolved over time. Commemoration credits the people, places and events of the past which have tangibly shaped our communities and defined how we live today.

When heritage is considered like a natural resource, it allows communities to conceptualize the fragility of archaeological, cultural and historic sites in terms of finite non-renewable community assets. These community assets have cultural value that is considered highest when preserved in place and in original context. Below is a chart visually describing the net loss of cultural value based on the degree of disturbance to the heritage resource.

Unfortunately, heritage is often endangered and under constant threat of destruction particularly in urban settings where development pressures are highest.

Heritage Value
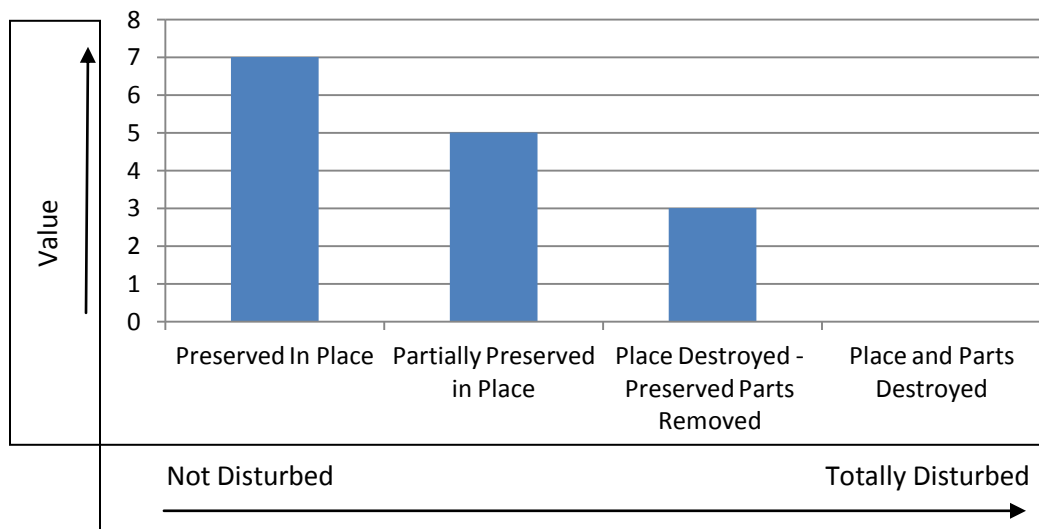
Heritage is diverse and may be defined or represented in many ways. It could be multiple or singular objects, places, cultural groups, individuals, or stories for instance. Often associated with fragile physical remains these may be easily identifiable such as an old building, or not readily visible such as buried archaeological sites. Heritage is sometimes identified in other ways such as stories, photographs, or other accounts.

As our communities grow and change over time, sustainable strategies allow growth to occur while sustaining heritage in meaningful and engaging ways that identify opportunities to document, preserve, and communicate Vancouver Island's unique cultural heritage. The most effective way to achieve sustainable heritage is through community planning. The key to effective heritage planning is to begin the process early in order to document the maximum amount of information and provide this baseline during early stages of conceptualizing development. It makes financial sense to invest resources towards heritage planning early as it often saves considerable resources later through design avoidance, reducing potentially costly conflicts, delays, and remediation.

Incorporating heritage planning at initial stages of any project provides the maximum amount of information to land use decision makers and allows creative incorporation of heritage into future land use. As urban pressures increase and rural zones are increasingly developed on south eastern Vancouver Island it is important for organizations such as the Regional District of Nanaimo to model sustainable heritage practices in order to encourage growth that respects cultural values.

PROTECTION LEGISLATION

All archaeological sites in British Columbia are protected under the *Heritage Conservation Act* regardless of whether the archaeological site is known (registered) or unknown or newly discovered. Unknown archaeological sites in British Columbia are afforded equal protection under the *HCA* which states unless authorized by permit, *it is unlawful to damage, excavate, dig, desecrate, alter, or remove any heritage object from a site that contains artifacts, features, or materials or other physical evidence of human habitation or use before 1846; damage, desecrate or alter a burial place that has historical or archaeological value or remove human remains or any heritage object from a burial place that has historic or archaeological value; or remove any heritage object from, a site that contains artifacts, features, materials or other physical evidence of unknown origin [unregistered], or damage or alter a heritage wreck [defined as an abandoned, wrecked vessel or aircraft more than two years old] or remove any heritage object from a heritage wreck* (Heritage Protection, Section 13 (1) and (2) a, b, c, d, e, f, g of the *Heritage Conservation Act*).

 A person or corporation convicted of an offence as defined under the *HCA* is liable to a fine of not more than $50 000 or to imprisonment for a term of not more than 2 years or to both, or if the person is a corporation, to a fine of not more than $1 000 000 (Offence and Penalty, Section 36 (3) a and b of the *Heritage Conservation Act*).

OTHER EXISTING PROTECTION MEASURES

With the exception of a burial place or heritage wreck, no legal mechanism is available to protect historic or cultural sites considered post-1846 in British Columbia.

Local governments or regional districts may adopt a heritage bylaw and designate sites under Part 27 of the Local Government Act. Once designated using this mechanism, protection may be assigned through measures such as development permit processes.

Once municipally designated, a historic or cultural site will be officially recognized by the British Columbia Register of Historic Places but this does not afford any protection – only recognition.

Fully-documented historic places on the BCRHP are nominated to the Canadian Register of Historic Places (CRHP) by the BC Registrar. The CRHP is a searchable, online database of recognized historic places of local, provincial, territorial and national significance. It is accessible to the public on the national Historic Places website at www.historicplaces.ca.

METHODS OF THE CULTURAL MAPPING PROJECT

The Cultural Mapping Project has incorporated cultural sites, historic sites, and archaeological sites into the scope of review. Consultation with First Nation communities whose traditional territories are within the boundaries of Electoral Areas E-H was done in order to ensure documentation of locations containing potentially sensitive cultural information was included and could be avoided. A total of seven First Nation communities representing nine First Nation groups were contacted. This includes Snuneymuxw First Nation, Snaw-Naw-As First Nation, Qualicum First Nation, K'omoks First Nation, Hupacaseth First Nation, Tla'amin First Nation, and Laich-Kwil-Tach Treaty Society representing Wei Wai Kai First Nation and Weiwaikum First Nation. Consultation with individual First Nation communities and results generated are compiled in table format for RDN land use planning.

Archaeological site information was obtained through the Ministry of Forests, Lands and Natural Resource Operations restricted online Remote Access to Archaeological Data utility. Archaeological site information is restricted from the public domain and only available to land use planners on a need-to-know basis.

EXCEPTIONS TO CURRENT STUDY INFORMATION

Initially the RDN proposed an Archaeological Overview Assessment for the CPTS project. This would have reviewed literature and made site visits to over 100 locations including all existing community parks and trails within Areas E-H and was not within budgetary scope of this project due to the regional scope and vast geographical area of the CPTS. Therefore, a modified approach was undertaken which prioritizes the proposed community park and water access areas as these areas will require at least some design, planning, and construction of potential amenities. Possible amenities may include: clean up, grading, signage and interpretation, trails, garbage collection, washroom facilities, parking, stairs, etc.

No existing or potential trails were evaluated or assessed for their heritage potential.

RESULTS OF THE CULTURAL MAPPING PROJECT

Several planning products have been produced for RDN planner use in relation to implementation of the CPTS.

- Summary for Internal Use
- A public copy summary (archaeological site information removed)
- A Workflow Chart for RDN staff
- A database of all data compiled for each water access and community park location
- Consultation documentation
- A public set of GIS maps (archaeological site information removed)
- An internal set of GIS maps for RDN staff
- Tables summaries of archaeological potential (RDN staff only)

The two fundamental tools developed for RDN use are the cultural map and associated database. These tools contain all of the collected data including up-to-date First Nation Territorial boundaries (July 2013), current (July 2013) registered archaeological sites, CPTS locations and assigned archaeological potential, historic sites, cultural sites, and one national historic site.

As previously discussed, archeological and cultural site information is restricted from the public. Historic site information may be shared with the public but should be done so in a cautious fashion that does not jeapordize their protection. For detailed summarization of specific analysis of archeological potential study – review the database and map.

The Cultural Mapping Project has been a dynamic process where a total of 39 potential water access and 11 community park locations were desk top reviewed. Several locations were revised due to feedback gained through the consultation process. After various revisions, a final list of 17 water access locations have been identified for improvement, and 4 new community parks are proposed (French Creek/Coombs is an additional possible future community park).

Within the boundaries of Electoral Areas E-H excluding the municipalities of the Town of Qualicum Beach and the City of Parksville, there are a total of 101 registered archaeological sites as of July 2013.

In advance of any ground disturbing improvements, archaeological work must be completed under permit issued by the Archaeology Branch. In some cases, the archaeological site boundary has been identified in previous studies. In other locations, it may be necessary to conduct subsurface tests (Archaeological Impact Assessment /AIA) to identify whether archaeological materials are present and to identify the boundary. If an AIA has already been conducted, or once a RDN commissioned AIA is completed, a Site Alteration Permit must be applied for in order to gain permission to alter the archaeological site. Capping with materials such as cement, gravels, or shells is considered an alteration and must be conducted under the appropriate permit.

Archaeological, ethnohistorical, ethnographic, historic, environmental and terrain information obtained during this study is used to predict potential as a way to assess the likelihood of whether unidentified archeological sites may or may not be present. Detailed information is in the database provided for RDN staff use. Generally, shoreline locations are considered high potential however, not all of the locations identified for improvement will necessarily contain archaeological sites. Locations which are predicted to have high potential for archaeological sites may be visually assessed and found to be highly disturbed, or lacking physical attributes typically associated with archaeological sites. In these situations, a location may be cleared and approved for further improvements once it has been visually assessed during a site visit. A preliminary field reconnaissance (PFR or brief site visit) should be conducted by an archaeologist to all locations identified for improvements with medium-high archaeological potential. Information obtained during a PFR will determine whether the potential remains high (and needs further testing) or if the potential is in fact low based on factors such as degree of disturbance, terrain, vegetation, or proximity to other sites for example. In order to obtain more information and make informed decisions about next steps for park improvements, the work flow chart should be consulted.

A number of locations of significant historic value were identified during the CPTS Cultural Mapping Project. This has created an emerging opportunity for the Regional District to showcase the regions individual heritage sites and highlight destinations to explore the region's history.

HISTORIC SITES AND POTENTIAL HERITAGE DESTINATIONS

HISTORIC SITES			
Location	Historic Site	Interpretive Opportunity	Significance
Parksville	Lowry's Blacksmith Shop (*cancelled*)		Moderate
Nanoose/Parksville	Japanese Saltery??? Nanoose (*cancelled*)		Low/Mod
Big Qualicum	Qualicum - Alberni Grease Trail *(cancelled)*		High
Nanoose	Melstrom Cove - picketed fort for ship graving *(cancelled)*	Water Access/Community Park	High
Parksville	Hirst Property (San Pariel)	Water Access	High
Nanoose/Parksville	Cottam Point- Claudet Estate established 1906. Later called 'Yudinapinni.'	Community Park	Moderate
Bowser	Bowser Hotel	Water Access	High

HERITAGE DESTINATIONS					
Name	Location	Period	Rationale	Interpretive Opportunity	Significance
Salvation Army Utopian Community	Coombs	1911	Incorporates all of the original areas of the original Salvation Army community and highlights surviving features and components of this planned utopian settlement.	Future park acquisition/signage/website/self guided walking tour	**High**
Kinkade Homestead	Little Qualicum	1882	First pioneer homestead north of Englishman River. Pioneer homesteads from the early historic era on the coast of Vancouver Island are exceptionally rare. It is little known in the region this is a National Historic Site and used by the federal government as a field office for the Marhall Stevenson Unit of the Qualicum National Wildlife Area.	Water Access/ Coordination with federal National Wildlife Area/Historic Places of Canada	High
Groll Cannery/ BC Packers Cannery	Deep Bay	1917	Deep Bay Cannery	Using surviving features/interpretive signage at water access/coordinate with VIU Marine Field Station	High

The Bowser Hotel – Heritage Site

Figure 1. Mike the bartending dog (Source: Vancouver City Archives).

The Bowser hotel was built by Joe Charlebois in the 1920's and located across from the Esso station. "Cappy" and Florence Winfield, who later bought the hotel made it a famous watering hole from the early 1930's to the mid-1940's, on account of one of their staff, Mike the bartending dog. Mike was a black and white English sheepdog-terrier cross. According to customers, "Mike only delivered bottled beer; he couldn't carry a glass. You'd sit at a table and you'd want a beer and Charlie would say, 'okay mike,' and Mike'd run around to behind the bar and jump up on the counter, and Charlie would hand him a full bottle of beer... Mike would jump down to the floor, jump on the chair and lay the bottle on the table. You'd give him a four-bit piece and he'd take that 50 - cent piece and he'd run around to the bar and Charlie would open the till and he'd drop it in. Charlie said he always dropped it in the right one. ...Charlie taught him to shut the door and if the door was open he'd say, "Go and shut the door Mike,' and Mike would go around there and whap the door with his paw." Ripley's "Believe It or Not" featured a story about Mike in Life Magazine. Sadly, Mike was killed by a hit and run driver in 1941. His grave marker may still be found in the vicinity. In 1969, the Bowser Hotel was destroyed by fire. [Levitz and Willot, 1997:80-91; Vancouver City Archives].

A commemorative sign dedicated to relaying the history of the Bowser hotel may be installed at the RDN water access at the end of Bowser Road. The proposed water access is located a few hundred metres from the site of the original Bowser Hotel. The interpretive panel may feature a historical vignette about the hotel and Mike the bartending dog.

Figure 2. The Bowser Hotel featuring Mike on the sign (Source: Vancouver City Archives).
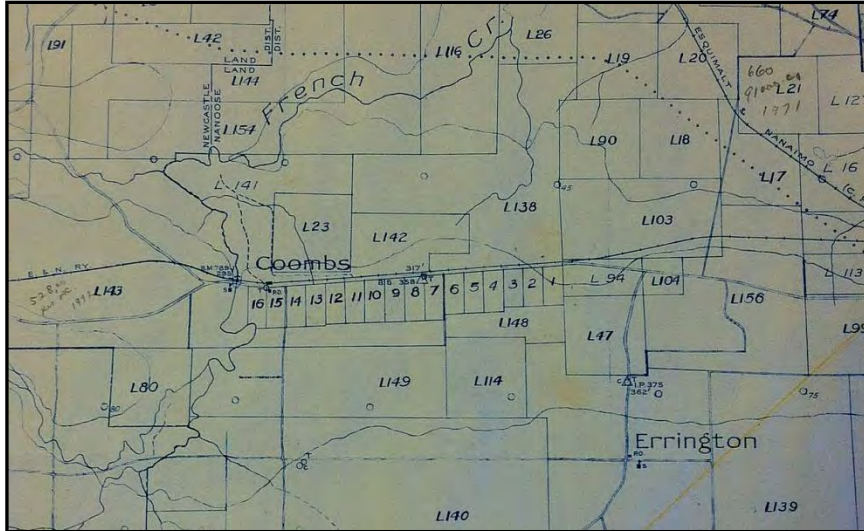
Figure 3. Survey of Salvation Army lots, Coombs. Source: Parksville Museum and Archives.

Coombs – Heritage Destination

Coombs is a planned utopian settlement started by the Salvation Army in 1909. The original character of this Salvation Army community is well preserved in general area with several pioneering homes and buildings in original condition.

The utopian salvation communities were the mission of 'General' William Booth who proposed to establish farm colonies as a self-help welfare state. He published, *In Darkest England and the Way Out* in 1890 and from this the Salvation Army evolved to create colonies of 'utopia' where they placed destitute people from Britain on Salvation Army farms in Britain and the New World. Coombs was one of a few planned utopian settlements in British Columbia started by the Salvation Army in 1909. Following the recently built E&N railway, Commissioner Coombs of the Salvation Army chose the location adjacent to what would become the Alberni Highway. Ensign Crego was chosen to be the community leader and Walter Ford was hired to clear and prepare it for the first colony residents. Each Salvation Army colonist received 5 acres to farm, a small home, well and privy.

Much of the Salvation Army's original planned colony settlement survives today in the form of the original surveyed lots and colonist homes, and the community as it once was in around 1920. Buildings such as the Coombs General Store, the Ford family residence and French Creek school are well preserved and highlight the rural heritage of this area. [Leffler, 2000:48-49; pers. comm. with Sharon Cox-Gustavson 04/24/2013]

The French Creek School building is under consideration for a community park and would be a natural focal point and place to begin exploring the historically intact settlement of Coombs.

Figure 4. French Ceek School, on opening day 1912. Source: http://100yearsagotoday.wordpress.com/2012/08/26/new-school-in-canada/

Kinkade Homestead – Heritage Destination

The only national historic site in the Regional District of Nanaimo is the Kinkade homestead which stands in the original condition and location. In 1884 Thomas Kinkade and Mary Koqulomat (Squamish) purchased 160 acres at the mouth of the Little Qualicum River.

This was the first homestead north of Englishman River and is a very rare original pioneer farmstead on eastern Vancouver Island. While this is an important location for the early historic period of Vancouver Island, it was not unoccupied land when the Kinkades arrived in the 1880's. The Little Qualicum River area was in use by Qualicum First Nation as the Kinkades witnessed annual gatherings for collecting clams, fish and other resources in addition to their discovery of former periods of occupation.

As part of the preserved Marshall – Stevenson Unit of the Qualicum National Wildlife Area, this national historic site is hardly known locally or regionally. As additional water access is proposed at the end of Kinkade Road adjacent to the original Kinkade farmstead, this presents a great opportunity to inform the public about the historic beginnings of the region. Historical accounts from both Thomas Kinkade senior and junior may be featured along with photographs and information from the Canadian Historic Sites Registry.

Further collaboration between the RDN and Marshall – Stevenson Unit may create additional opportunities to profile this historic site locally with tours and interpretive partnerships.
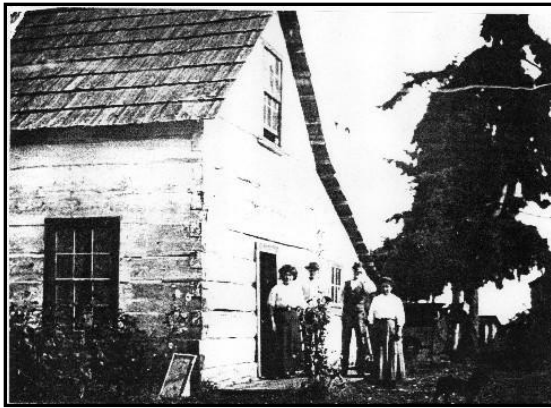
Figure 5. Kinkade family and homestead ca. pre-1913 (Source: Canadian Historic Site Register, www.historicplaces.ca).

Deep Bay Cannery 1917-1951

Figure 6. Deep Bay Cannery. Source: BC Archives, E-06-456.

After the Groll's cannery on Lasqueti Island burned down, the Groll family opened the Deep Bay Cannery in 1917. It did not see continuous operation until the reduction plant was added in 1922 with a name change of the cannery to Deep Bay Fishing and Packing Company. When the reduction plant and cannery was in full swing, the cannery canned oysters, clams, and salmon and the reduction plant processed dogfish oil and carcasses into saleable products. The community of Deep Bay became a company settlement with over 110 homes housing labourers and their families.The cannery was located about a third of the way down the spit, on the bay side, sheltered from the prevailing winds and storms. "When we were kids, there was canneries all over this coast every ten miles there was a cannery.

Figure 7. Deep Bay cannery residences. Source: Levitz and Willot, 1997:31.

...They had a big Chinese bunkhouse at Deep Bay. Half the employees were Chinese. It was a big two - story bunkhouse and they had their own cook (pg28)". In 1935 the cannery was purchased by BC Packers. Chinese, Japanese, First Nations as well as Caucasian immigrants, Danes, Scots, Norwegians, and Italians worked in the fishing industry related to the cannery. Many women worked in the cannery. The Japanese community was at the end of the spit and included a poolhall, store, bathhouse and a Japanese school. A fire broke out in 1937, destroying the cannery. When it was rebuilt, the cannery entered a period of industrial prosperity. In 1951, BC Packers closed down and did not renew the lease with Canadian Collieries. This meant cannery workers lost not only their jobs, but also their homes and many landmarks of the community when BC Packers moved the company buildings to Quathiaski Cove Cannery. [Levitz and Willott, 1997:27-64]

Figure 8. Deep Bay cannery fire. Source: UBC Digital Collections BC 1532_1323_001.

The RDN proposed water access locations are directly where cannery operations once stood, and if interpretive panels are installed at these locations, could be a valuable educational opportunity to commemorate the people who once worked and lived here.

Recommendations

Heritage Policy

It is strongly recommended the RDN adopt policies that acknowledge, value, and encourage protection of heritage sites across all Electoral Areas of the Regional District. Adopting policy and procedure to review development permit applications will help to ensure compliance with the *Heritage Conservation Act* and is considered due diligence for development approval process.

In addition, the RDN may also adopt a heritage bylaw empowering the designation of sites under Part 27 of the Local Government Act. Designated sites are then added to the BC Registry of Historic Places and featured on www.historicplaces.ca .Designation of heritage sites will enable the RDN to promote and encourage recognition and protection of the region's heritage through education, interpretation initiatives, building partnerships with First Nation communities, local heritage societies, business community and residents. Such a policy may be incorporated into the development permit application process to allow RDN staff an opportunity to review, approve, amend or deny proposed impacts to heritage sites.

Community Park and Water Access Locations with Medium to High Archaeological Potential

Moving forward to adoption and implementation of the water access and community park locations will require a site visit of the physical locations (preliminary field reconnaissance) in locations of medium to high archaeological potential. Following this, archaeological potential of these locations will either be amended accordingly or confirmed.

Community Park and Water Access Locations adjacent to or within known Archaeological Site Boundaries

A preliminary field reconnaissance of known archaeological site locations will provide the necessary physical location in order to apply for the correct archaeological permit. This must be done well in advance of planned parks or water access related works.

Archaeological Training Workshop for Park Planning and Operations

It is recommended that a ½ day training workshop be presented to RDN Park Planners and Parks operations staff. This will ensure RDN personnel will use and maintain the database to track operations in and adjacent to archaeological sites.

Annual Update to Maps and Database

Each year, new archaeological sites are discovered and as developments occur in and adjacent to these locations, boundaries are adjusted. An annual update is recommended to ensure the RDN is working with up-to-date information and maps.

Community Park and Water Access Locations Adjacent to or within Historic Sites

It is recommended the RDN incorporate heritage values during the improvement phase of the community park and water access locations. Effective and informative signage highlighting the character of this region's past will enhance these locales. In addition, these signs may feature QR codes compatible with smartphones to engage heritage enthused park users with additional information.

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Appendix C: Mapping

The CPTS included a significant mapping component to document and analyze the existing network of community parks and trails and record proposed future directions.

Mapping for the project include the creation of two series of maps:

■ **Neighbourhood Park Spatial Analysis Series:** These plans were generated to analyze the existing distribution of neighbourhood community parks. This map shows 1 km radius circles for existing neighbourhood parks and helps identify potential 'gaps' in service. This map provides a visual planning tool for considering development applications in the future and deciding whether it is preferable to take 5% parkland dedication or cash-in-lieu.

For the spatial analysis maps, the study area was divided into 4 mapping areas including:

- Map 1: Electoral Area E
- Map 2: Electoral Area F
- Map 3: Electoral Area G
- Map 4: Electoral Area H

■ **Final Concept Plan Series:** These plans illustrate the long term vision for each Electoral Area Community Parks and Trails including the proposed community trail network and the project actions for each Electoral Area.

For the concept plans, the study area was divided into 7 mapping areas including:

- Map 1: Electoral Area E
- Map 2: Electoral Area F East
- Map 3: Electoral Area F West
- Map 4: Electoral Area G East
- Map 5: Electoral Area G West
- Map 6: Electoral Area H East
- Map 7: Electoral Area H West

11x17 maps are included within the CPTS document and larger versions are available within the RDN files. Parks mapping should be updated regularly to record and analyze change in the community parks and trails system.

REGIONAL
DISTRICT
OF NANAIMO
RECREATION AND PARKS

**COMMUNITY
PARKS & TRAILS STRATEGY**
NEIGHBOURHOOD PARK
SPATIAL ANALYSIS

Map 1: ELECTORAL AREA E
Legend

Neighbourhood Park 1Km Service Area
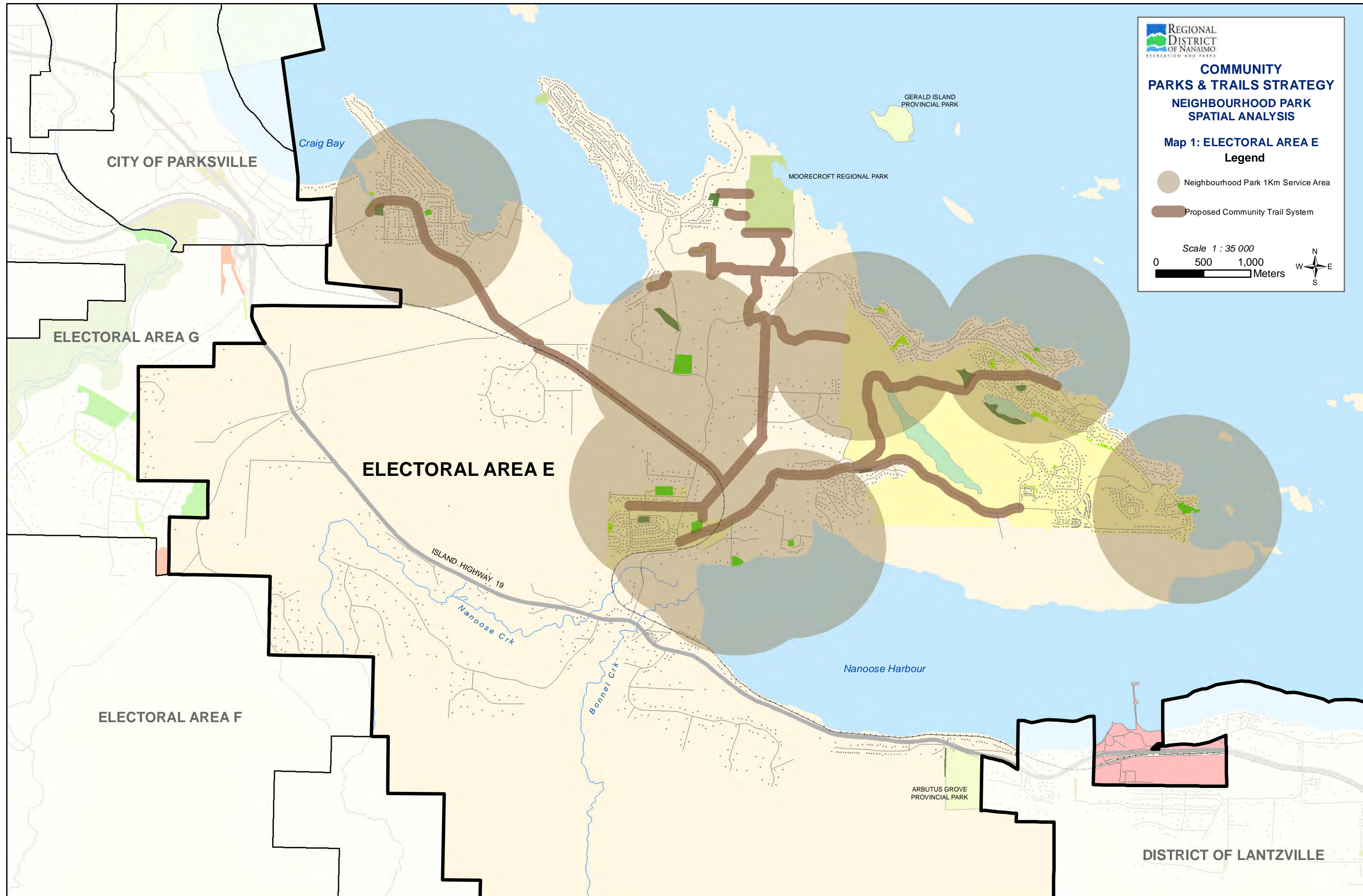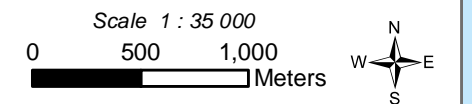
Proposed Community Trail System

Scale 1 : 35 000
0   500   1,000
Meters

GERALD ISLAND
PROVINCIAL PARK

MOORECROFT REGIONAL PARK

Craig Bay

CITY OF PARKSVILLE

ELECTORAL AREA G

ELECTORAL AREA E

ISLAND HIGHWAY 19

Nanoose Crk

Bonnel Crk

Nanoose Harbour

ELECTORAL AREA F

ARBUTUS GROVE
PROVINCIAL PARK

DISTRICT OF LANTZVILLE

**COMMUNITY
PARKS & TRAILS STRATEGY**

**NEIGHBOURHOOD PARK
SPATIAL ANALYSIS**

Map 2: ELECTORAL AREA F

Legend

Neighbourhood Park 1Km Service Area

Proposed Community Trail System

Scale 1 : 60 000

0   0.5   1   2

Kilometers

N
W   E
S

ELECTORAL AREA H

ELECTORAL AREA G

TOWN OF QUALICUM BEACH

French Creek Harbour

Little Qualicum River

INLAND ISLAND HIGHWAY 19

LITTLE QUALICUM RIVER
REGIONAL PARK

ELECTORAL AREA G

CITY OF PARKSVILLE

ALBERNI HWY 4

ALBERNI HWY 4

ALBERNI HWY 4

ALBERNI HWY 4A

LITTLE QUALICUM RIVER FALLS
PROVINCIAL PARK

French Crk

ENGLISHMAN RIVER
REGIONAL PARK

ELECTORAL AREA G

ELECTORAL AREA F

Morison Crk

Englishman River

ENGLISHMAN RIVER FALLS
PROVINCIAL PARK

REGIONAL DISTRICT OF NANAIMO
RECREATION AND PARKS

Legend

Neighbourhood Park 1Km Service Area

Proposed Community Trail System

Scale 1 : 60 000

0   0.5   1   2
Kilometers

N
W   E
S

ELECTORAL AREA H

TOWN OF QUALICUM BEACH

ISLAND HIGHWAY 19A

French Creek Harbour

INLAND ISLAND HIGHWAY 19

ELECTORAL AREA G

French Crk

INLAND ISLAND HIGHWAY 19

CITY OF PARKSVILLE

RATHTREVOR BEACH
PROVINCIAL PARK

Little Qualicum River

ALBERNI HWY 4

ALBERNI HWY 4

ALBERNI HWY 4A

ENGLISHMAN RIVER
REGIONAL PARK

ELECTORAL AREA E

ELECTORAL AREA F

Morison Crk

Englishman River

COMMUNITY
PARKS & TRAILS STRATEGY
NEIGHBOURHOOD PARK
SPATIAL ANALYSIS

Map 4: ELECTORAL AREA H

Legend

Neighbourhood Park 1Km Service Area

Proposed Community Trail System

Scale 1 : 60 000

0   0.5   1   2
Kilometers

REGIONAL DISTRICT OF NANAIMO
RECREATION AND PARKS
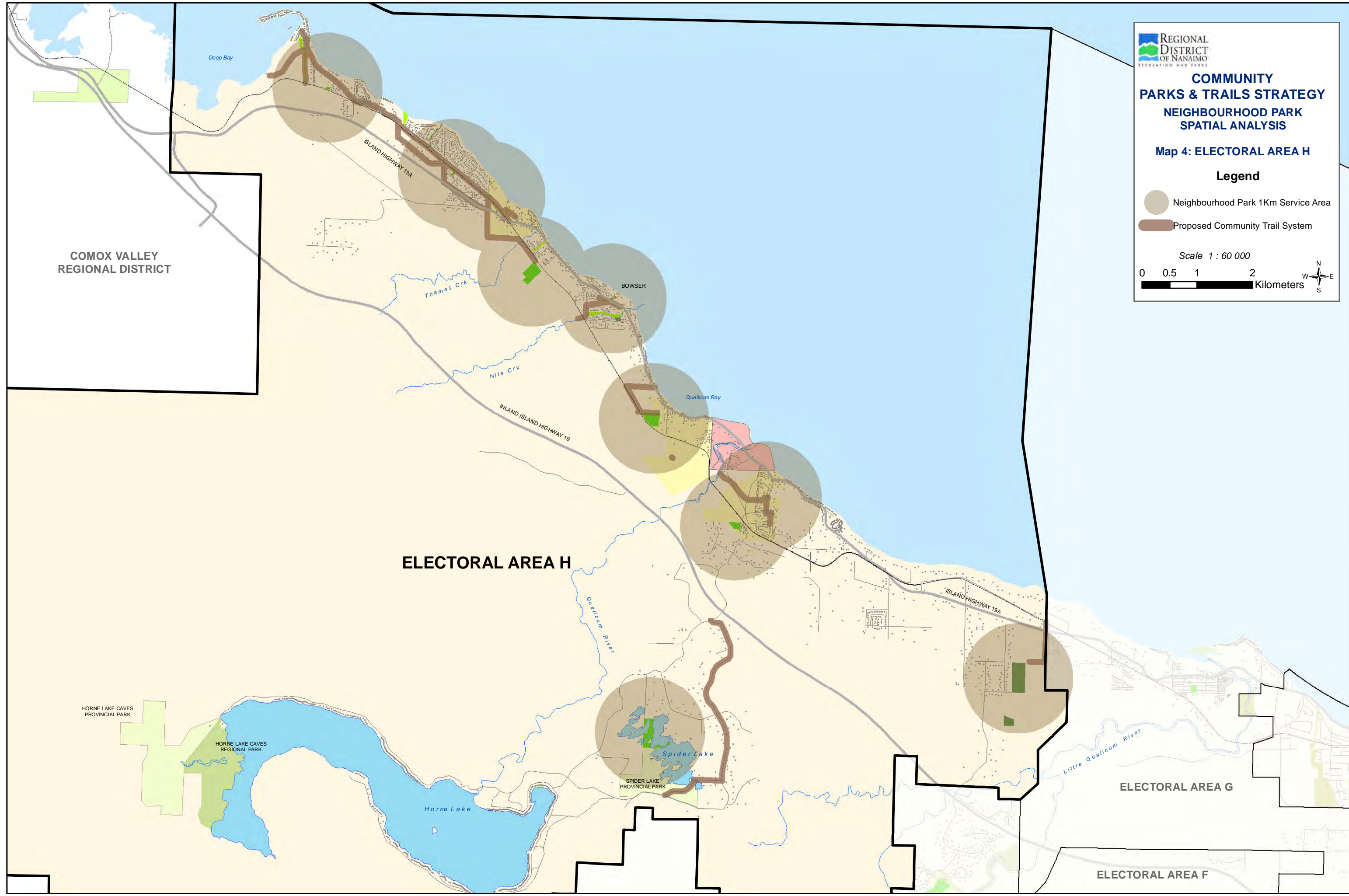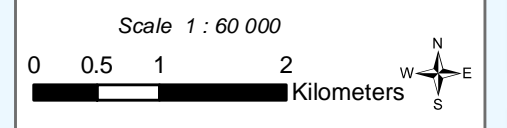
COMOX VALLEY
REGIONAL DISTRICT

ELECTORAL AREA H

ELECTORAL AREA G

ELECTORAL AREA F

Deep Bay

ISLAND HIGHWAY 19A

Thames Crk

Nile Crk

INLAND ISLAND HIGHWAY 19

BOWSER

Qualicum Bay

Qualicum River

ISLAND HIGHWAY 19A

HORNE LAKE CAVES
PROVINCIAL PARK

HORNE LAKE CAVES
REGIONAL PARK

Spider Lake

SPIDER LAKE
PROVINCIAL PARK

Horne Lake

Little Qualicum River

Regional District of Nanaimo
RECREATION AND PARKS

COMMUNITY
PARKS & TRAILS STRATEGY

DRAFT
FINAL CONCEPT PLAN

Map 1: ELECTORAL AREA E
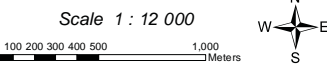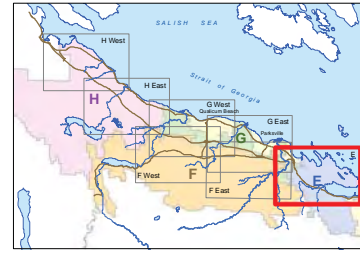
Scale 1 : 12 000

0 100 200 300 400 500   1,000
Meters

N W E S

Strategy Features
- Major Destinations

Community Trails
- Existing
- Proposed Community Trail System

Regional Trails
- Existing
- Potential

Community Parks
- Neighbourhood
- Linear
- Natural
- Water Access
- Surplus

Regional Parks

Provincial Parks

Property Reference
- Municipal & Electoral Area Bdy
- CrownLand
- First Nation
- Federal Hatchery Land
- Private Forest
- GCB Village Areas

Map Features
- Eagle Nest
- RDN Facility (Ice Arena)
- Recreation Centre
- P Police Station
- F Fire Hall
- School
- Church
- Civic Centre
- Community Hall
- Airport
- Library
- Municipal Hall
- Wetland (Source: SEI data)

CITY OF PARKSVILLE

Rathtrevor Beach Provincial Park

Craig Bay

Northwest Bay

Beachcomber Regional Park

Investigate potential Neighbourhood Parkland expansion in Beachcomber area.

Upgrade Wall Estate Community Park trailhead and trails (clearing, brushing, map for Park boundary) that connect to existing trails by others.

Moorecroft Regional Park

Crab Rd Comm. Park

Wall Estate Comm. Park

Hatchery

Northwest Bay Comm. Park

Tyneside Comm. Park

Parksville Mountain Bike Park

Top Bridge Comm. Park

Bridge

Rivers Edge Comm. Park

Sea Ridge Comm. Park

Woodlot

Prepare a Community Trail plan for Davenham Road to Sea Ridge Community Park.

Support Regional Trails Initiative in preparation of a Trails Plan for the area south of Moorecroft Park and east to Fairwinds.

Park Place Comm. Park

Englishman River Regional Park

Claudet Rd 2 Comm. Park

Claudet Rd Comm. Park

Blueback Community Park improvements.

Blueback Comm. Park

Enos Crk Comm. Park

Crowsnest Comm. Park

Schooner Cove

PRIVATE FOREST

Englishman River

Craig Creek

Determine wellfield buffer within park.

Henley Comm. Park

Dolphin Marsh Comm. Park

Redden Comm. Park

Park improvements as per PDA

Rocking Horse Pub

Schooner Ridge Comm. Park

Dolphin Lake Comm. Plan

See inset: THE LAKES DISTRICT NEIGHBOURHOOD PLAN
Schedule A2: PARK AND ENVIRONMENTAL NETWORK PLAN

Rivers Edge Comm. Park

G

Rivers Edge Comm. Park

Informal Trails

Nanoose Road Comm. Park

Powder Pt Comm. Park

Bonnington Comm. Park

Carmichael 2 Comm. Park

DND

Develop Nanoose Road trail from Northwest Bay Rd to Schirra Drive.

Prepare design plan for Armstrong/Collins Community Park in medium term.

NANOOSE BAY ELEM. SCHOOL
Playground
Sports Field

Bradner Circle Comm. Park

Carmichael 1 Comm. Park

Rivers Edge Comm. Park

E

Armstrong/Collins Comm. Park

Weston Comm. Park

Jack Bagley Comm. Park

Brickyard Comm. Park

Ansley Comm. Park

DND

Richard Comm. Park

Rowland Comm. Park

Consider preparing design plan for Rowland Community Park in medium term.

National Wildlife Area

Nanoose Harbour

Nanoose Crk

Booner Crk

PRIVATE FOREST

DL 33

Rumming Comm. Park

DISTRICT OF LANTZVILLE

Arbutus Grove Comm. Park

Arbutus Grove Provincial Park

PRIVATE FOREST

REGIONAL DISTRICT OF NANAIMO
RECREATION AND PARKS

COMMUNITY
PARKS & TRAILS STRATEGY

DRAFT
FINAL CONCEPT PLAN

Map 2: ELECTORAL AREA F EAST
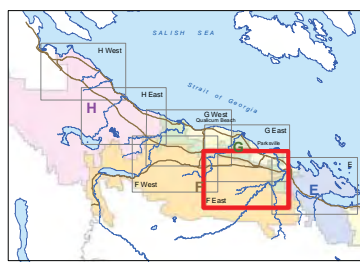
Scale 1 : 12 000

0 100 200 300 400 500   1,000
Meters

Strategy Features
- Major Destinations

Community Trails
- Existing
- Proposed Community Trail System

Regional Trails
- Existing
- Potential

Community Parks
- Neighbourhood
- Linear
- Natural
- Water Access
- Surplus

- Regional Parks
- Provincial Parks

Property Reference
- Municipal & Electoral Area Bdy
- CrownLand
- First Nation
- Federal Hatchery Land
- Private Forest
- GCB Village Areas

Map Features
- Eagle Nest
- RDN Facility (Ice Arena)
- Recreation Centre
- Community Centre
- Police Station
- Fire Hall
- Entry / Exit
- School
- Church
- Civic Centre
- Community Hall
- Airport
- Library
- Municipal Hall
- Wetland (Source: SEI data)

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PRIVATE FOREST
CITY OF PARKSVILLE
PRIVATE FOREST
LITTLE MOUNTAIN

Englishman River Estuary
The Nature Trust of BC
(Parksville-Qualicum Beach Wildlife Management Area)

MAPLE LANE COMM. PARK
Playground

Rathtrevor Beach Provincial Park

WINCHELSEA ELEM. SCHOOL
Playground

BALLENAS SECONDARY SCHOOL
Track & Field Tennis

PARKSVILLE ELEM. SCHOOL
Playground

SPRINGWOOD MIDDLE SCHOOL
Tennis Baseball Sports Field

Parksville Mountain Bike Park

Top Bridge Regional Trail

TOP BRIDGE COMM. PARK
Trails

Bridge

Work with Parks and Trails Coordinator on integration of 2 Community Trail links.

E & N TRAIL PROJECT

Gravel Pit

Consider moving forward with the disposition of Allsbrook Road Community Park identified as Surplus.

Undertake park design process for Romain Community Park (bike skills park candidate).

Romain Comm. Park

Allsbrook Comm. Park

Englishman River Regional Park

Englishman River Conservation Corridor The Nature Trust of BC

FRENCH CREEK COMM. SCHOOL
Playground (EA contributed funds)

Consider acquiring French Creek School site if opportunity arises.

Additional Parkland or Community Funds for Facilities

AGRICULTURAL HALL
EA contributed funds

BRADLEY CENTRE
Community Hall

Continue working with community on the ACT 3 trail.

Continue working with community on the ACT 5 trail.

Continue working with community on the ACT 4 trail.

Wildlife Recovery Centre

View Point

Well used informal trails

Woodlot #2
Woodlot #2
Woodlot #3
Woodlot #1

Kerr Comm. Park
Coombs Station Comm. Park

Dudley Marsh
The Nature Trust of BC

ERRINGTON WAR MEMORIAL HALL
Community hall

ERRINGTON COMMUNITY PARK
Bandshell
Community market
Playfield
Trails

Errington Community Park improvements (playground).

David Lundine Memorial Trail

ERRINGTON ELEM. SCHOOL
Playground

Errington School Trail ACT 1

Continue working with community on the ACT 2 trail.

Morison Creek

Potential bridge crossing

Investigate the feasibility of developing a bridge connection from Errington to Englishman River area along the Fairdowne Rd or Leffler Rd alignments for pedestrian/bicycle use and as a vehicle route for emergency access.

Potential bridge crossing

Englishman River Conservation Corridor The Nature Trust of BC

Rivers Edge Comm. Park #1
Rivers Edge Comm. Park #2
Rivers Edge Comm. Park #5
Rivers Edge Comm. Park #3
Rivers Edge Comm. Park #4

Parksville-Qualicum Beach Wildlife Management Area (Crown Land)

PRIVATE FOREST

Englishman River Falls Provincial Park

PRIVATE FOREST
PRIVATE FOREST

French Creek
Englishman River

Regional DISTRICT OF NANAIMO
RECREATION AND PARKS

Scale 1 : 12 000

0 100 200 300 400 500 1,000 Meters

PHASE 01

Detail of Meadowood Park Plan

PRIVATE FOREST
PRIVATE FOREST
PRIVATE FOREST
PRIVATE FOREST
PRIVATE FOREST
PRIVATE FOREST
PRIVATE FOREST

TOWN OF QUALICUM BEACH

Qualicum Beach Community Park

G
G
G
F
F
F
F
F
F
F
F

Little Qualicum River

Whiskey Crk

French Creek

Cameron Lake

Meadowood Comm. Park
Meadowood Community Park development.
Consider disposition of Dolly Varden Community Park
Dolly Varden Comm. Park
Little Qualicum River Regional Park
Little Qualicum Falls Comm. Park
Little Qualicum Falls Provincial Park
Little Qualicum Falls Provincial Park
Harris Comm. Park
MALCOLM COMM. PARK
Malcolm Community Park signage and trailhead improvements
Well used informal trails
Brooklin Comm. Park
Millers Comm. Park
FRENCH CREEK COMM. SCHOOL
Playground (EA contributed funds)
ARROWSMITH HALL
Community Hall
Rodeo Campgrounds
Consider acquiring French Creek School site if opportunity arises.
Additional Parking or Community Funds for Facilities
AGRICULTURAL HALL
Old Alberni Hwy Comm. Park
Consider disposition of Old Alberni Highway Community Park.
Melon Comm. Park
Wild Comm. Park
Kerr Comm. Park
Coombs Station Comm. Park
Arrowsmith CPR Regional Trail
Day Use Area
Investigate feasibility of developing the undeveloped road allowance through private forest lands, from Longmoor Rd to Chatsworth Rd.
Dudley Marsh The Nature Trust of BC

Strategy Features
Major Destinations
Potential Community Park

Community Trails
Existing
Proposed Community Trail System

Regional Trails

Community Parks
Neighbourhood
Linear
Natural
Water Access
Surplus
Regional Parks
Provincial Parks

Property Reference
Municipal & Electoral Area Bdy
CrownLand
First Nation
Federal Hatchery Land
Private Forest
GCB Village Areas

Map Features
Eagle Nest
RDN Facility (Ice Arena)
Recreation Centre
Community Centre
Police Station
Fire Hall
Entry / Exit
School
Church
Civic Centre
Community Hall
Airport
Library
Municipal Hall
Wetland (Source: SEI data)

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REGIONAL DISTRICT OF NANAIMO
RECREATION AND PARKS

COMMUNITY
PARKS & TRAILS STRATEGY
DRAFT
FINAL CONCEPT PLAN
Map 4: ELECTORAL AREA G EAST

Scale 1 : 12 000

0 100 200 300 400 500 1,000 Meters

Strait of Georgia

TOWN OF QUALICUM BEACH

PRIVATE FOREST

CITY OF PARKSVILLE

LITTLE MOUNTAIN

INSET MAP OF RIVERS EDGE DEVELOPMENT AREA

PRIVATE FOREST

Englishman River

Craig Creek

Strategy / callout notes:

- Add signage at four Water Access sites.
- Support the development of a Community Trail from Columbia Drive to French Creek Marina as noted in the official Community Plan.
- Undertake a Water Access site inventory and evaluation study to determine opportunities and priorities for public access and RDN management.
- Park development plan.
- Park improvements to Boultbee Community Park.
- Signage - water access site
- Trail improvements between Miller Rd North and Miller Road South Community Parks
- Consider improvements to water access and management by RDN
- Park Improvement Plan.
- Prepare the Rivers Edge Community Park and Trail Plan.
- Trail Development.

Parks / Schools labels:

- Miner Gardens
- HERITAGE FOREST — Trails
- ARROWVIEW ELEM. SCHOOL — Playground, Sports Court
- DALMATIAN COMM. PK — Open Grass
- BMX Bike Park
- Sumar Ln. Comm. Park
- Hawthorne Rise Comm. Park
- Columbia Comm. Park
- French Creek Harbour
- French Creek PCC
- Water Access
- BOULTBEE COMM. PARK
- Lee 2 Comm. Park
- Lee 3 Comm. Park
- Lee 4 Comm. Park
- Bridge
- Hatchery
- Miller North Comm. Park
- Miller South Comm. Park
- Tea Comm. Park
- OCEANSIDE MIDDLE SCHOOL — Playground, Sports Field
- Sanika Close Comm. Park
- Riley Comm. Park
- NEDEN WAY COMM. PARK — Playground, Picnic Tables
- Windridge Comm. Park
- STANHOPE PLACE — Arena
- Wembley Comm. Park
- WINCHELSEA ELEM. SCHOOL — Playground
- BALLENAS SECONDARY SCHOOL — Track & Field, Tennis
- PARKSVILLE COMM. PARK — Playground, Skateboard Park, Waterfront Boardwalk, Playing Fields, Lacrosse Box, Fitness Park, Beach Volleyball
- SPRINGWOOD MIDDLE SCHOOL — Tennis Courts, Baseball, Sports Fields, Playground
- PARKSVILLE ELEM. SCHOOL — Playground, Playing Fields, Basketball
- FRENCH CREEK COMM. SCHOOL — Playground (EA contributed funds)
- AGRICULTURAL HALL — Community Hall (EA contributed funds)
- BRADLEY CENTRE — Community Hall
- Romain Comm. Park
- Allsbrook Comm. Park
- Kerr Comm. Park
- Coombs Station Comm. Park
- Dudley Marsh — The Nature Trust of BC
- Wildlife Recovery Centre
- View Point
- ERRINGTON COMM. PARK — Farmers Market Trails
- Errington War Memorial Hall
- Errington School Trail ACT 1
- David Lundine Memorial Trail
- ERRINGTON ELEM. SCHOOL — Playground
- Gravel Pit
- Woodlot
- TOP BRIDGE COMM. PARK — Trails
- TOP BRIDGE PARK
- Top Bridge Regional Trail
- Parksville Mountain Bike Park
- Bridge
- ENGLISHMAN RIVER REGIONAL PARK — Trails, Fish Hatchery, Picnic Area
- Englishman River Conservation Corridor — The Nature Trust of BC
- Rivers Edge Comm. Park
- San Malo Comm. Park
- MAPLE LANE COMM. PARK — Open Grass Area
- RATHTREVOR BEACH PROVINCIAL PARK — Playground, Trails, Bike Pumptrack
- Englishman River Estuary — The Nature Trust of BC (Parksville-Qualicum Beach Wildlife Management Area)
- Parksville Bay

Strategy Features
- ·········· Major Destinations

Water Access
- ★ RDN Improved Site
- ☆ Future Priority

Community Trails
- — Existing
- — Proposed Community Trail System

Regional Trails
- — Existing
- – – – Potential

Community Parks
- Neighbourhood
- Linear
- Natural
- Water Access
- Surplus
- Regional Parks
- Provincial Parks

Property Reference
- Municipal & Electoral Area Bdy
- CrownLand
- First Nation
- Federal Hatchery Land
- Private Forest
- GCB Village Areas

Map Features
- Eagle Nest
- RDN Facility (Ice Arena)
- Recreation Centre
- Community Centre
- P Police Station
- F Fire Hall
- School
- Church
- Civic Centre
- Community Hall
- Airport
- Library
- Municipal Hall
- Wetland (Source: SEI data)

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See Inset Map

SALISH SEA

Strait of Georgia

Regional District of Nanaimo
RECREATION AND PARKS
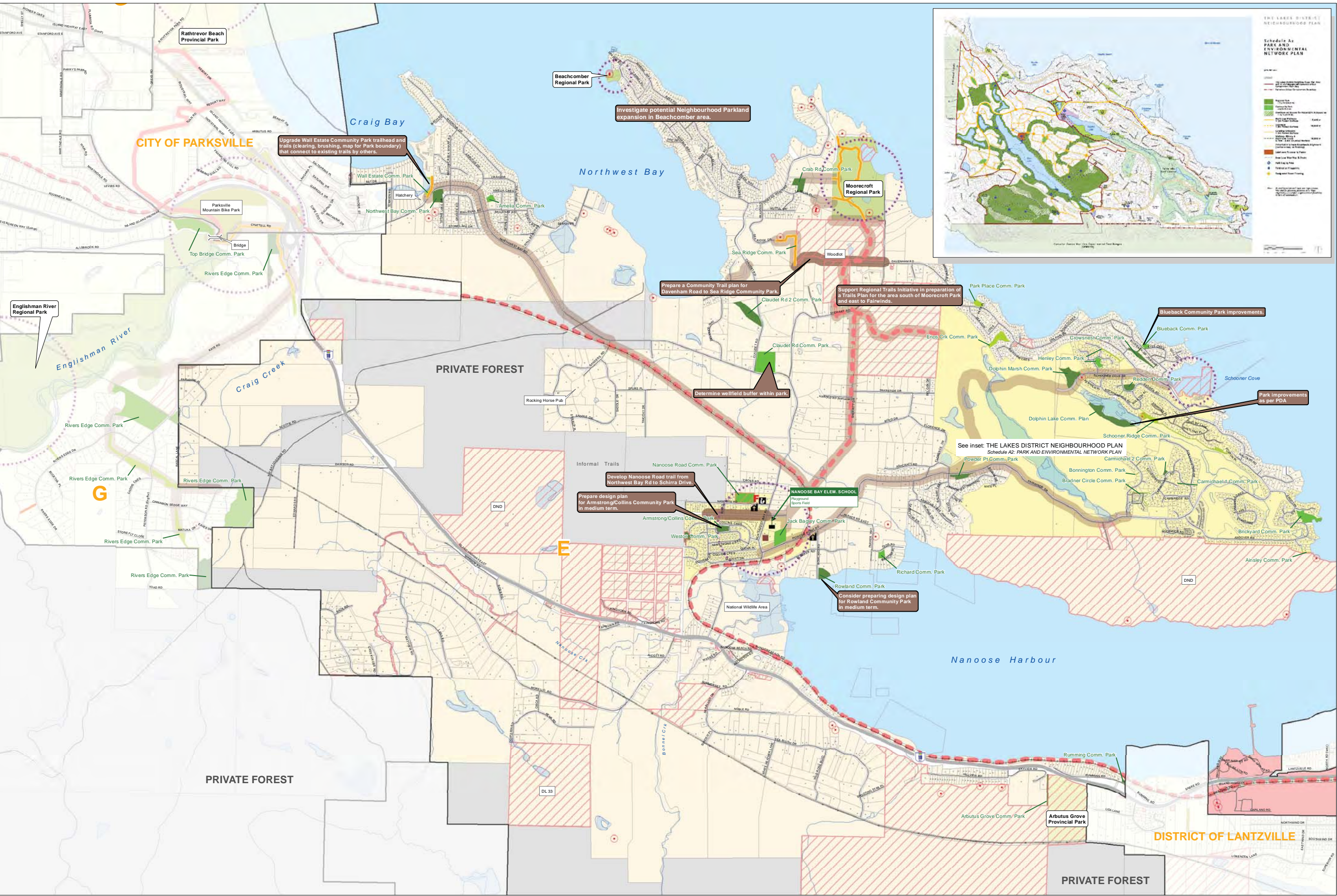
COMMUNITY PARKS & TRAILS STRATEGY
DRAFT
FINAL CONCEPT PLAN
Map 5: ELECTORAL AREA G WEST

Scale 1 : 12 000

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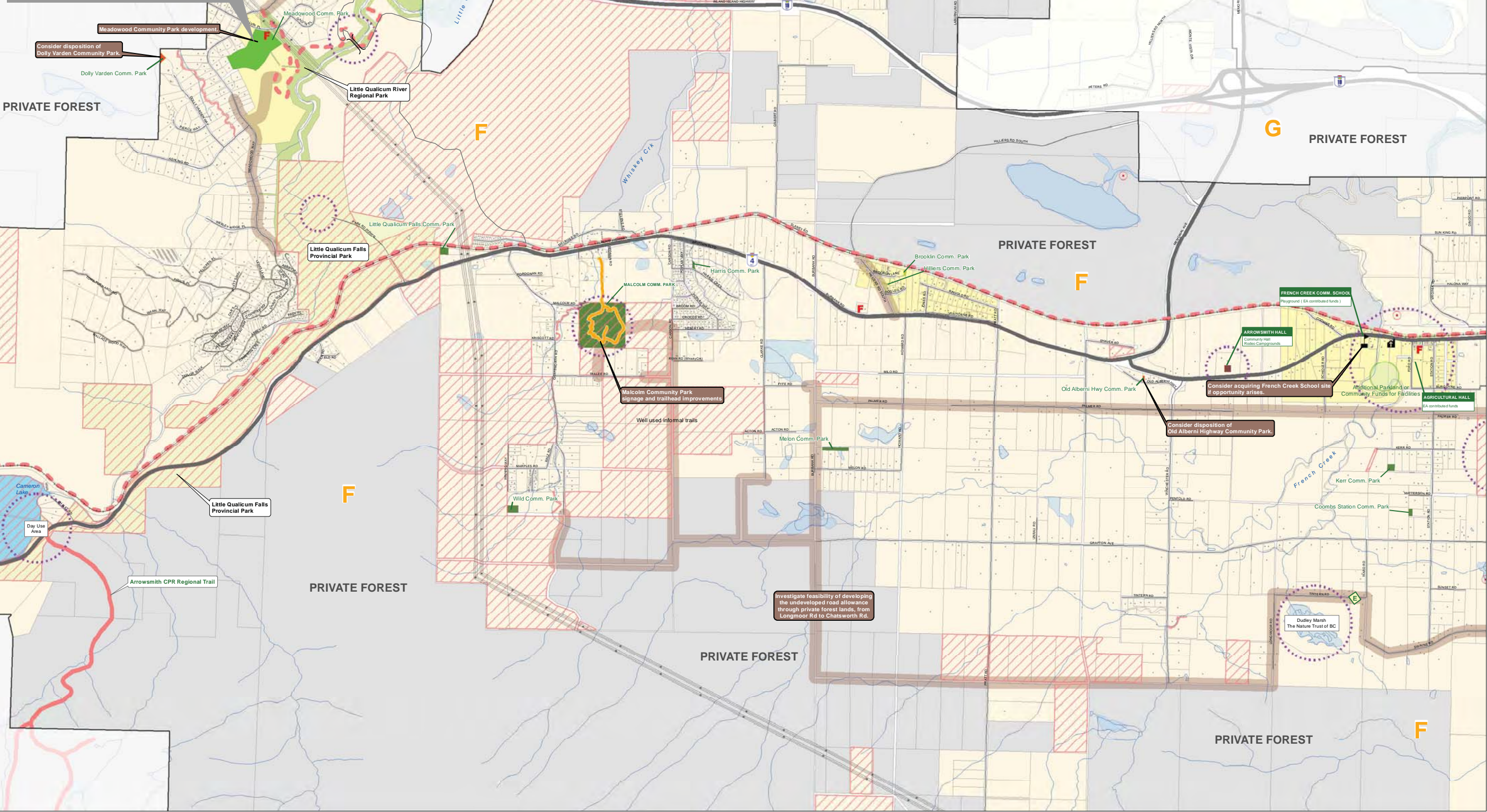Meters

Undertake a Water Access site inventory and evaluation study to determine opportunities and priorities for public access and RDN management.

Controlled Pedestrian Crossing Needed

Little Qualicum River Estuary Regional Conservation Area

Consider improvements and management by RDN.

OAKDOWNE COMM. PARK
Trails

Well used informal trails

H

G

F

Improvements to Park facilities and Community Hall.

DASHWOOD COMM. PARK
Community Hall
Playground
Trails
Fields

Centre Comm. Park

Huckleberry Comm. Park

Investigate the feasibility of developing a Community pedestrian/bicycle trail from Ganske Rd to Waters Rd.

QUALICUM MIDDLE SCHOOL
Playing Field

Qualicum Museum Historic Centre

HERITAGE FOREST
Trails

Milner Gardens

ARROWVIEW ELEM. SCHOOL
Playground
Sports Court

PRIVATE FOREST

Well used informal trails

G

QUALICUM BEACH CIVIC CENTRE
Community Event / Meeting Facility

RAVENSONG AQUATIC CENTRE
Pool

QUALICUM BEACH ELEMENTARY SCHOOL
Playground
Fields
Storybook Village

QUALICUM BEACH COMMUNITY PARK
Sports Fields
BMX Track
Playground
Skatepark

TOWN OF QUALICUM BEACH

BOULTBEE COMM. PARK
Playground
Basketball Court

Trail link to Qualicum Beach Community Park.

Little Qualicum River

Meadowood Comm. Park

Little Qualicum River Regional Park

F

Well used informal trails

PRIVATE FOREST

G

PRIVATE FOREST

French Creek

Woodlot

Little Qualicum Falls Provincial Park

Little Qualicum Falls Comm. Park

MALCOLM COMM. PARK
Trails

Harris Comm. Park

Hilliers Comm. Park

Brooklin Comm. Park

PRIVATE FOREST

F

FRENCH CREEK COMM. SCHOOL
Playground (EA contributed funds)

ARROWSMITH HALL
Community Hall
Rodeo Campgrounds

Strategy Features
Major Destinations

Water Access
RDN Improved Site
Future Priority

Community Trails
Existing
Proposed Community Trail System

Regional Trails
Existing
Potential

Community Parks
Neighbourhood
Linear
Natural
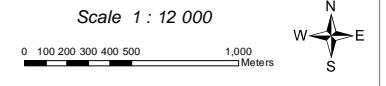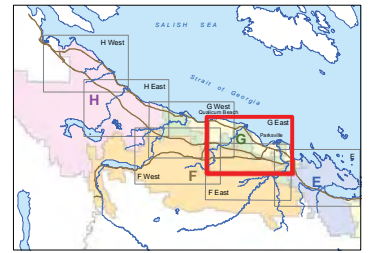Water Access
Surplus
Regional Parks
Provincial Parks

Property Reference
Municipal & Electoral Area Bdy
CrownLand
First Nation
Federal Hatchery Land
Private Forest
GCB Village Areas

Map Features
Eagle Nest
RDN Facility (Ice Arena)
Recreation Centre
Community Centre
Police Station
Fire Hall
School
Church
Civic Centre
Community Hall
Airport
Library
Municipal Hall
Wetland (Source: SEI data)

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SALISH SEA

PRIVATE FOREST

Qualicum Bay

#19 Franksea Road
#18 Sunnybeach Road
#17 Baywater Road

LIONS COMMUNITY PARK
Sports Field, Hall, Trail, Playground

LIGHTHOUSE COMMUNITY CENTRE
Community Hall

1950 Gazetted Hwy Comm. Park

LIGHTHOUSE COUNTRY REGIONAL TRAIL SOUTH LOOP

BIG QUALICUM RIVER HATCHERY
Trails

QUALICUM FIRST NATION

#14 Lawrence Rd

Strait of Georgia

Huson Comm. Park
Kenmuir 1 Comm. Park
Kenmuir 2 Comm. Park
Leon Comm. Park

#11 Alert Road

CENTENNIAL COMM. PARK
Sports Court, Tennis Court

Marshall Comm. Park

Prepare a Park Plan for Centennial (Dunsmuir) Community Park.

PRIVATE FOREST

Big Qualicum River

H

BIG QUALICUM RIVER REGIONAL TRAIL

PRIVATE FOREST

Controlled Pedestrian Crossing Needed

OAKDOWNE COMM. PARK

Negotiate a License of Occupation with the Province that includes all the trails connecting Oakdowne Park

Well used informal trails

H

G

Christie Rd

Illusion Lake Comm. Park

PRIVATE FOREST

Spider Lake

Horne Lake

Spider Lake Provincial Park

PRIVATE FOREST

Little Qualicum River

REGIONAL DISTRICT OF NANAIMO
RECREATION AND PARKS

COMMUNITY
PARKS & TRAILS STRATEGY
DRAFT
FINAL CONCEPT PLAN
Map 6: ELECTORAL AREA H EAST

Scale 1 : 12 000

0 100 200 300 400 500   1,000
Meters

N W E S

Strategy Features
⬭ Major Destinations

Water Access
★ RDN Improved Site
☆ Future Priority

Community Trails
— Existing
▓ Proposed Community Trail System

Regional Trails
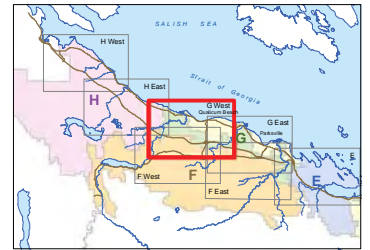— Existing
- - - Potential

Community Parks
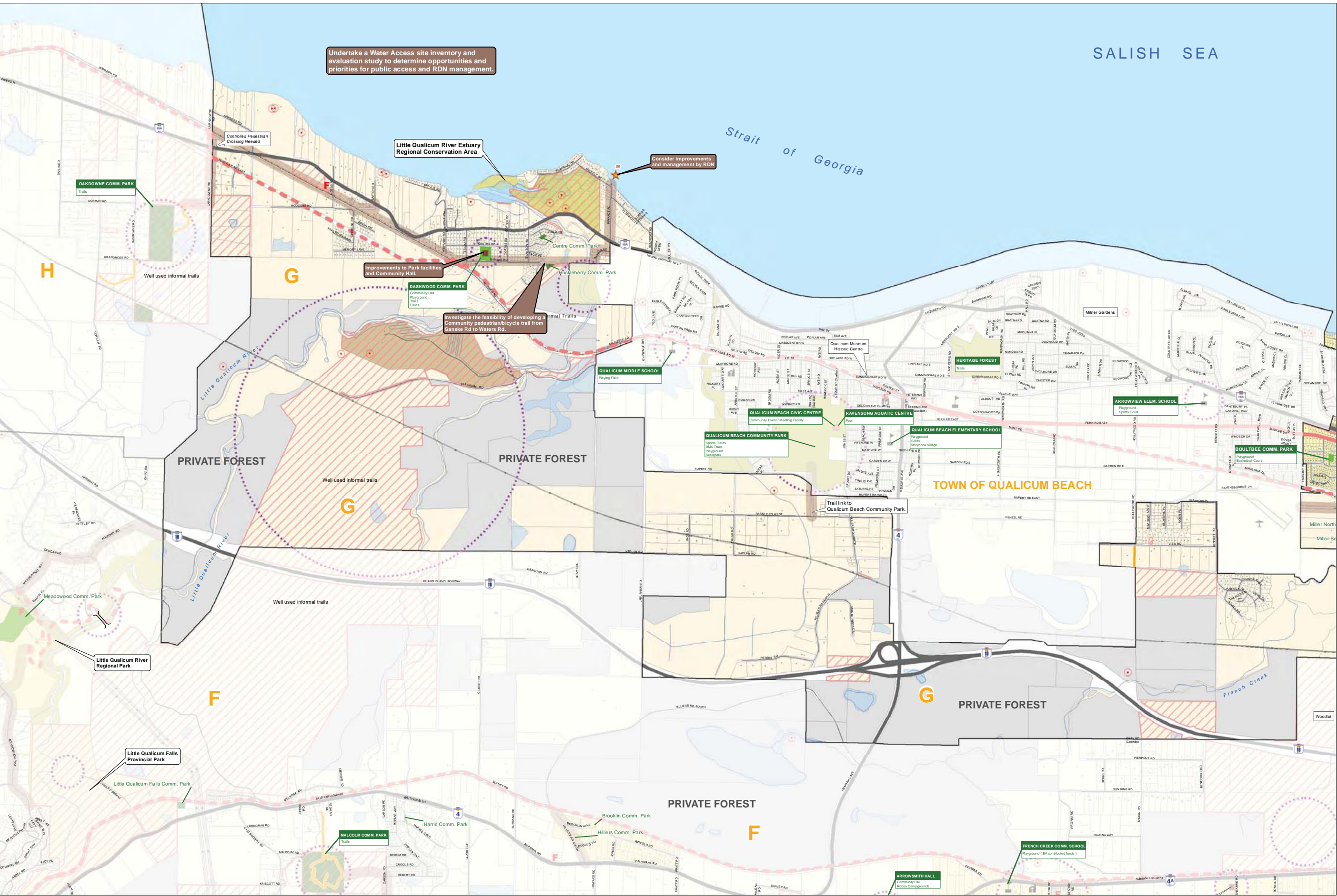Neighbourhood
Linear
Natural
Water Access
Surplus
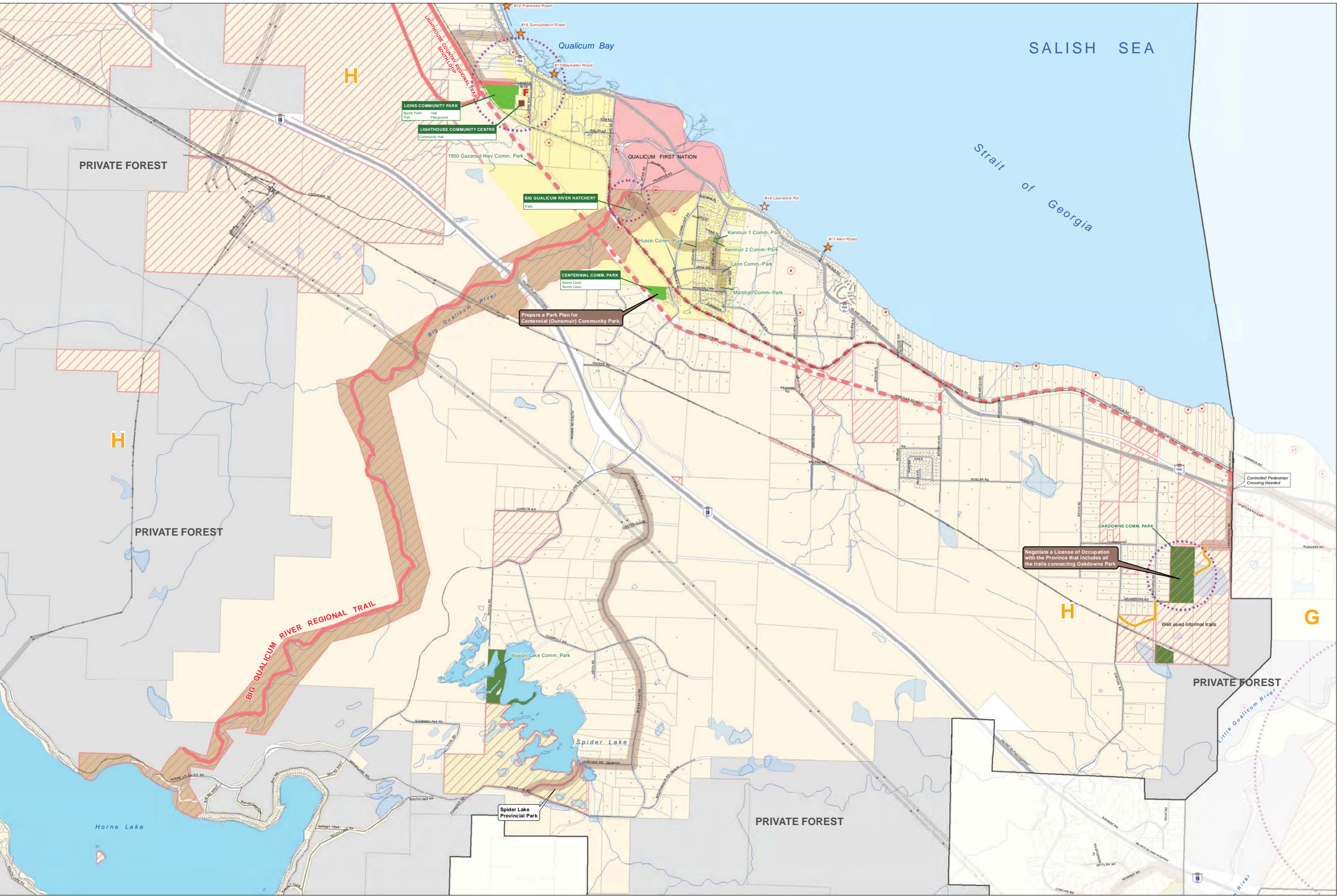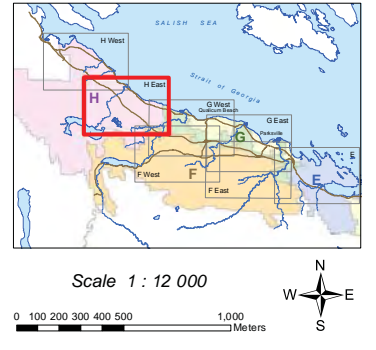Regional Parks
Provincial Parks

Property Reference
☐ Municipal & Electoral Area Bdy
▨ CrownLand
▨ First Nation
▨ Federal Hatchery Land
▨ Private Forest
▨ GCB Village Areas

Map Features
• Eagle Nest
● RDN Facility (Ice Arena)
✳ Recreation Centre
✳ Community Centre
P Police Station
F Fire Hall
⚑ School
⛪ Church
⬠ Civic Centre
▪ Community Hall
✈ Airport
Ⓛ Library
⬠ Municipal Hall
▨ Wetland (Source: SEI data)

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SALISH SEA

REGIONAL DISTRICT OF NANAIMO
RECREATION AND PARKS

COMMUNITY
PARKS & TRAILS STRATEGY
DRAFT
FINAL CONCEPT PLAN
Map 7: ELECTORAL AREA H WEST

Scale 1 : 12 000

0 100 200 300 400 500 1,000
Meters

Deep Bay

#46 Deep Bay Drive
#47 Deep Bay Drive
#45 Deep Bay Drive

Deep Bay Harbour

DEEP BAY CRK 1 COMM. PARK
Boardwalk

VIU Shellfish Research Centre

Deep Bay Crk 2 Comm. Park

Rosewall Creek Provincial Park

Gainsberg-Pearl Comm. Park

#42 Shoreline Drive

Pearl Comm. Park

Thompson Clarke Ocean Community Trail

Ocean Trail Comm. Park

BOWSER ELEMENTARY SCHOOL
Playground
Sports Court

Blue Heron Comm. Park

New Rail Crossing #1
Required for trail users

Investigate the feasibility of the proposed Community Trail section from Deep Bay to Wildwood Park including the rail crossing at Jamieson Rd to Faye Rd.

#36 Buccaneer Beach Rd

Palm Pacific Comm. Park

HENRY MORGAN COMM. PARK
Natural Playground
Sport Court
Bike Bump Track
Pavilion

Complete Henry Morgan Community Park Phase 2.

LEGION
Tennis
Parking

Well used informal trails

Hwy19a Northowne Comm. Park

Kelsey Comm. Park

#31 Bowser Rd

New Rail Crossing #2
Required for trail users

Strait of Georgia

Wildwood Road Comm. Park

#29 McColl Rd.

Potential Park from Bowser Village Plan

WILDWOOD COMMUNITY PARK

COMOX VALLEY REGIONAL DISTRICT

COM RD

Install trail signage
Wildwood Community Park

NORTH DOUBLE COUNTRY REGIONAL TRAIL — NORTH LOOP

#26 Noonday Rd
#25 Henson Rd

Bovanis Rd 2 Comm. Park
Bovanis Rd 1 Comm. Park

#24 Nile Road

#23 Crane Road

Creekside Nile Crk Comm. Park

Rose Comm. Park

#22 Guitar Lane

Railway Trail Crossing
Required for trail users.

Hatchery

Nile Crk

Nash Crk

LIGHTHOUSE COUNTRY REGIONAL TRAIL — SOUTH LOOP

#19 Franksea Road

#18 Sunnybeach Road

Qualicum Bay

#17 Bayswater Road

PRIVATE FOREST

PRIVATE FOREST

LIONS COMMUNITY PARK
Sports Field
Trail
Playground
Hall

LIGHTHOUSE COMMUNITY CENTRE
Community Hall

1950 Gazetted Hwy Comm. Park

QUALICUM FIRST NATION

Legend

Strategy Features
Major Destinations
Potential Community Park

Water Access
RDN Improved Site
Future Priority

Community Trails
Existing
Proposed Community Trail System

Regional Trails
Existing
Potential

Community Parks
Neighbourhood
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Provincial Parks

Property Reference
Municipal & Electoral Area Bdy
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GCB Village Areas

Map Features
Eagle Nest
RDN Facility (Ice Arena)
Recreation Centre
Community Centre
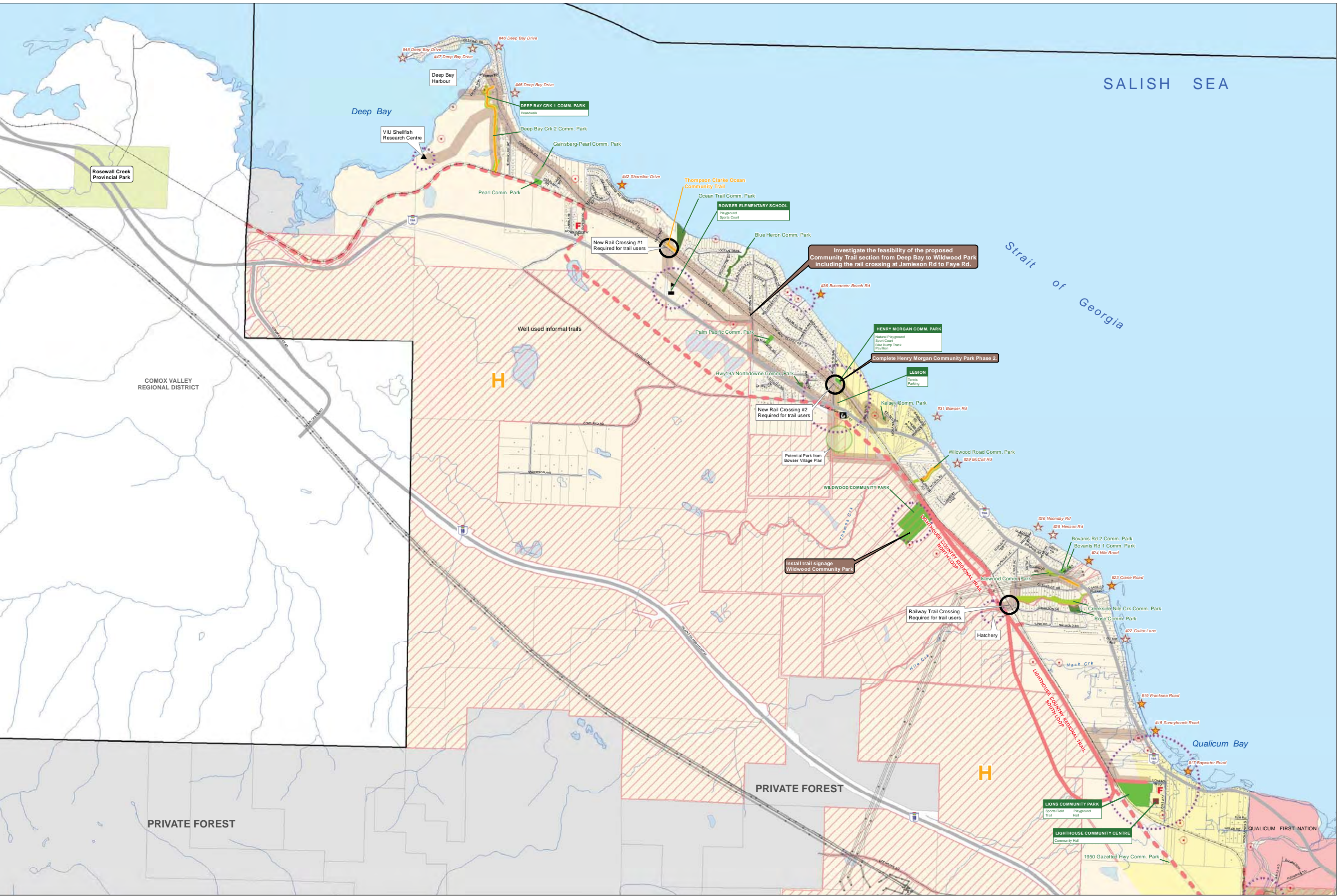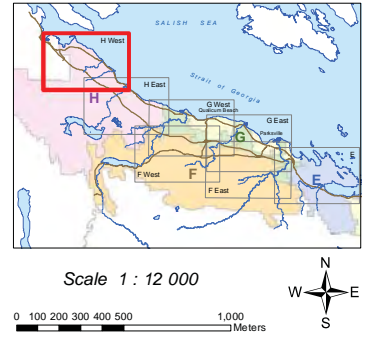Police Station
Fire Hall
School
Church
Civic Centre
Community Hall
Airport
Library
Municipal Hall
Wetland (Source: SEI data)

DRAFT
November 15, 2013

Appendix D: References

The following is a preliminary list of reference documents:

Official Community Plans

- Nanoose Bay Official Community Plan Bylaw 3 1400, 2005
- Electoral Area H Official Community Plan Bylaw #1335, 2003
- Electoral Area F Official Community Plan Bylaw #1152, 1999
- Electoral Area G Official Community Plan Bylaw #1540, 2008

Other Documents

- A Parks and Open Space Plan for Nanoose Bay 2001
- RDN Regional Parks and Trails Plan 2005-2015
- Access to Water Sites, inventory and site descriptions for Electoral Area H, 2000
- Electoral Area A Community Trails Study, 2002
- Community Active Transportation Plan, Electoral area A, 2009
- Parks, Trails and Recreation Plan, District of Lantzville 2008
- A guide to using and Developing Trails in Farm and Ranch Areas 2005, Ministry of Agriculture and Lands
- Access to Water Sites for Electoral Area H, October 2000
- RDN Parks System plan, 1995
- E&N railway, ICF Agreement
- District of Sooke Parks and Trails Master Plan 2009
- A Natural Selection Rural Comox Valley Parks and Greenways Strategic Plan 2011
- Saltspring Island Parks System Master Plan 2011
- Parks Trails and Recreation Plan for District of Lantzville 2008
- Shawnigan Lake Parks and Trails Master Plan 2010
- City of Coquitlam Trail Master Plan 2008
- Impacts of Regional Parks on Property Values in Texas. *Journal of Park and Recreation Administration, 23 (2)*: 87-108, 2005
- University of Cincinnati in http://www.wcpo.com/news/local-news/bike-trail-impacts-property-values
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REGIONAL
DISTRICT
OF NANAIMO
RECREATION AND PARKS

January 2014
Report No. 13-1444-0019

- http://www.americantrails.org/resources/economics/Trail-Towns-Great-Allegheny-Passage-tourism.html
- The Great Allegheny Passage Economic Impact Study (2007-2008) http://trailtowns.org/Data/Sites/1/07-294gapeconomicimpactstudy2008-2009_executivesummary.pdf
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RDN policies

- C1.5 Parkland Dedication in the Subdivision Process
- RDN Public Consultation Policy No. A1.23
- RDN Policy 1615, Regional Growth Strategy, 2011