

# Island View Beach Regional Park

## Park Management Plan

Capital Regional District | February 2016

**DRAFT**



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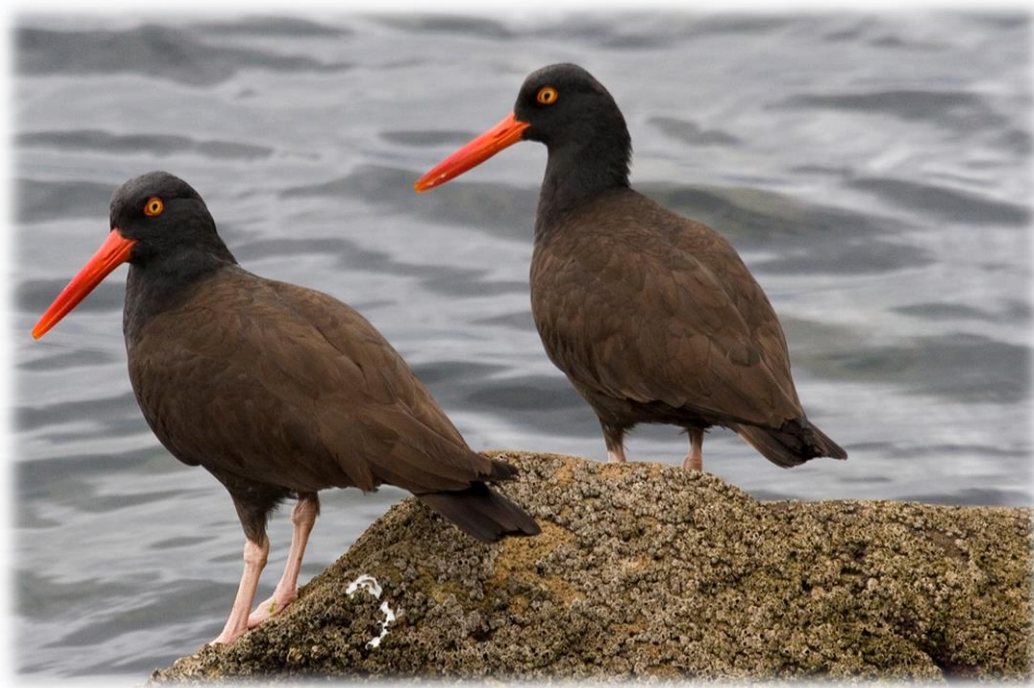


Photo: Mike Baird

## Purpose of the Document

The purpose of the Island View Beach Regional Park Management Plan is to provide a framework for the management of Island View Beach Regional Park, including:

- overarching management direction through the park classification, park vision, park zoning and management goals;
- development direction, such as types and locations for park facilities, through the park development concepts;
- objectives, policies and actions for addressing key issues;
- opportunities for collaborative partnerships to address common interest in the larger Island View Beach landscape; and
- an implementation strategy for achieving the management plan.

This management plan has been informed by a number of documents and sources of information. The plan is guided by an adaptive management approach to park management practices in order to allow decision-makers to learn from the outcomes of implemented management strategies and improve the approach to managing park resources and the visitor experience over time.

## Executive Summary

The Island View Beach Regional Park (Island View Beach) Management Plan is the result of an extensive public participation process led by the Capital Regional District (CRD), Regional Parks Division. The process to prepare this management plan was approved in May 2014 and involved a comprehensive Four-Step public participation process (see Appendix 1). The four steps of the process were:

1. Prepare and present information about the park's natural environment and seek public feedback on the information;
2. Meet with stakeholders, Tsawout First Nation, governments, and the public to identify issues that should be addressed in the park management plan;
3. Hold a community dialogue session to determine possible options to address issues identified during Step 2 in the management plan; and
4. Prepare the draft management plan, send it out for public feedback, and prepare a final plan for CRD Board approval.



As part of the process, online feedback was also received from the public. The outcome of the four-step public participation process is this management plan for Island View Beach Regional Park. This executive summary provides some key highlights from the plan.

### Strategic Direction

Regional parks are classified by their predominant characteristics and purpose. The classification provides broad strategies to protect the natural environment and they define appropriate levels of activities. Island View Beach Regional Park is classified as a **Conservation Area**. This classification recognizes the park's significant natural environment and sensitive coastal ecosystems and species in the context of the system of regional parks.

The **Park Vision** sets out the desired conditions that the CRD is striving to achieve at Island View Beach Regional Park 20 years in the future. Key aspects of the vision include:

- People come year round to connect with nature
- The park classification (Conservation Area) guides decision-making
- Actions are taken to respond to climate change, protect and restore coastal ecosystems
- CRD seeks to facilitate increased understanding and provide outstanding visitor experiences
- Active public engagement is undertaken
- The park is recognized as part of a larger coastal landscape, and
- Collaboration and adaptive management are part of the management framework.

Together with the park classification, **Park Zoning** is used to manage the natural environment and public activities. The zones are intended to inform decision-makers and the public more specifically on use and management within the park by area. Three zones are used in the management of Island View Beach Regional Park (Map 5).

1. The Outdoor Recreation Zone (ORZ) accommodates concentrated recreational use and is where the majority of park infrastructure is to be located. This zone applies to 6.6% of the park (3.2 ha).



2. The Natural Environment Zone (NEZ) allocates space where activities take place in conjunction with protection of natural features. This zone is used for areas that can withstand slightly higher visitor use than the Environmental Protection Zone. These areas can act as a buffer between environmental protection and outdoor recreation zones. This zone applies to 24.8% of the park (12.1 ha).
3. The Environmental Protection Zone (EPZ) is used on lands that have high ecological significance or high sensitivity to disturbance. Visitor experience is centred around appreciation of natural features and low impact nature trails and infrastructure may be permitted. The EPZ objective is to protect ecologically significant areas through long term science-based land stewardship. This zone applies to 68.6% of the park (33.4 ha).

The **Park Development Concept** summarizes the general direction for how the park will be managed and developed. It identifies generally, the location and types of infrastructure that will be available in the park. Key aspects in the park development concept for Island View Beach Regional Park include:

- Keep the park natural and protect and restore priority areas
- Provide visitor facilities that provide for positive visitor experiences and are appropriate to the Conservation Area classification. Design facilities to blend into the environment
- The majority of development will remain in the southern section of the park, as it is currently.
- Maintain existing park facilities, with modifications to some to improve visitor experience or to protect or restore sensitive environmental features
- Develop a new trail through a portion of the coastal wetland
- Develop an off-leash area for dogs
- Assess implications of climate change/sea level rise on visitor facilities and determine long term actions

Six **Park Management Goals**, outlined in Section 2.7, provide broad guidance for the management. The park management goals are consistent with the park's classification, vision, development concept, and zoning.

### Specific Direction

The **Management Direction** (Section 3) sets out objectives, direction statements, policies, and actions to guide the long-term management of Island View Beach Regional Park. These are provided for seven issue areas identified during Step 2 of the public participation process. Possible management options were developed and discussed in Step 3 of the participation process and were considered in developing the management plan. Some actions address the need for collaboration with others, both within and outside of the park. The following highlights some, but not all, of the management direction in Section 3 of the plan.

1. Camping
  - Implement an on-line reservation system
  - Develop an improved bylaw compliance strategy
  - Reconfigure/reduce the footprint of the campground in conjunction with an ecosystem restoration plan to improve day use opportunities and natural values

2. Dogs
  - Dogs must be on-leash and on-trail north of Lamont Road right of way and on-leash in the campground; dogs are permitted off leash (but must be under control) south of Lamont Road right of way; dogs are not allowed in the Environmental Protection Zone south of Lamont Road right of way.
  - Undertake a study to characterize dog use in the park and develop a comprehensive dog management strategy.
  - Develop an enclosed off-leash dog area; location to be determined
3. Environmental Stewardship
  - Identify, develop and implement restoration plans for priority areas for conservation or restoration
  - Monitor effectiveness of the existing drainage ditch system and the mosquito abatement program
  - Study the effects of climate change/sea level rise and determine response strategies
4. Park Infrastructure
  - Identify priorities for improving universal accessibility
  - Better define and sign the existing loop trail to protect sensitive habitats
  - Develop a new trail through a portion of the coastal wetland
5. Park Management
  - Work collaboratively with the Tsawout First Nations, District of Central Saanich, and other levels of government on items of mutual interest
  - Develop an education and communication strategy
  - Increase opportunities for the public to be involved in park stewardship activities
6. Park Operations
  - Review current operational practices for waste management and consider recycling bins in the day use area
  - Develop and implement a sign plan for the park
  - Develop an integrated bylaw compliance strategy with other levels of government
7. Visitor Experience
  - Establish and education and communications strategy and provide educational opportunities that promote active stewardship
  - Improve universal accessibility in the park
  - Work cooperatively with the Tsawout First Nation to involve their community in education and interpretive activities

### Plan Implementation, Monitoring and Amendment

The management plan will be implemented by the CRD using best available information and an adaptive management framework. Adaptive management is a cyclical process wherein an action is taken based on the best information available at the time and then monitored over time to determine its success. Learning generated through the monitoring is then used to determine if modifications are required. If so, adaptations are made allowing for improved management practices.

Management priorities are set out in the plan implementation section (Section 4.1). The prioritization is provided to guide and assist decision-makers in budget planning and service planning initiatives. Implementation will be undertaken as funding and other resources permit.



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# 1. Introduction

## 1.1 Background

The Regional Parks Strategic Plan sets out reasons for establishing regional parks (p. 68) and states that regional parks are dedicated to:

- Protecting the region's extraordinary biodiversity in perpetuity, and
- Providing for the health, inspiration and education of residents and visitors through outdoor experiences and activities that foster enjoyment and appreciation of and respect for, the region's natural environments.

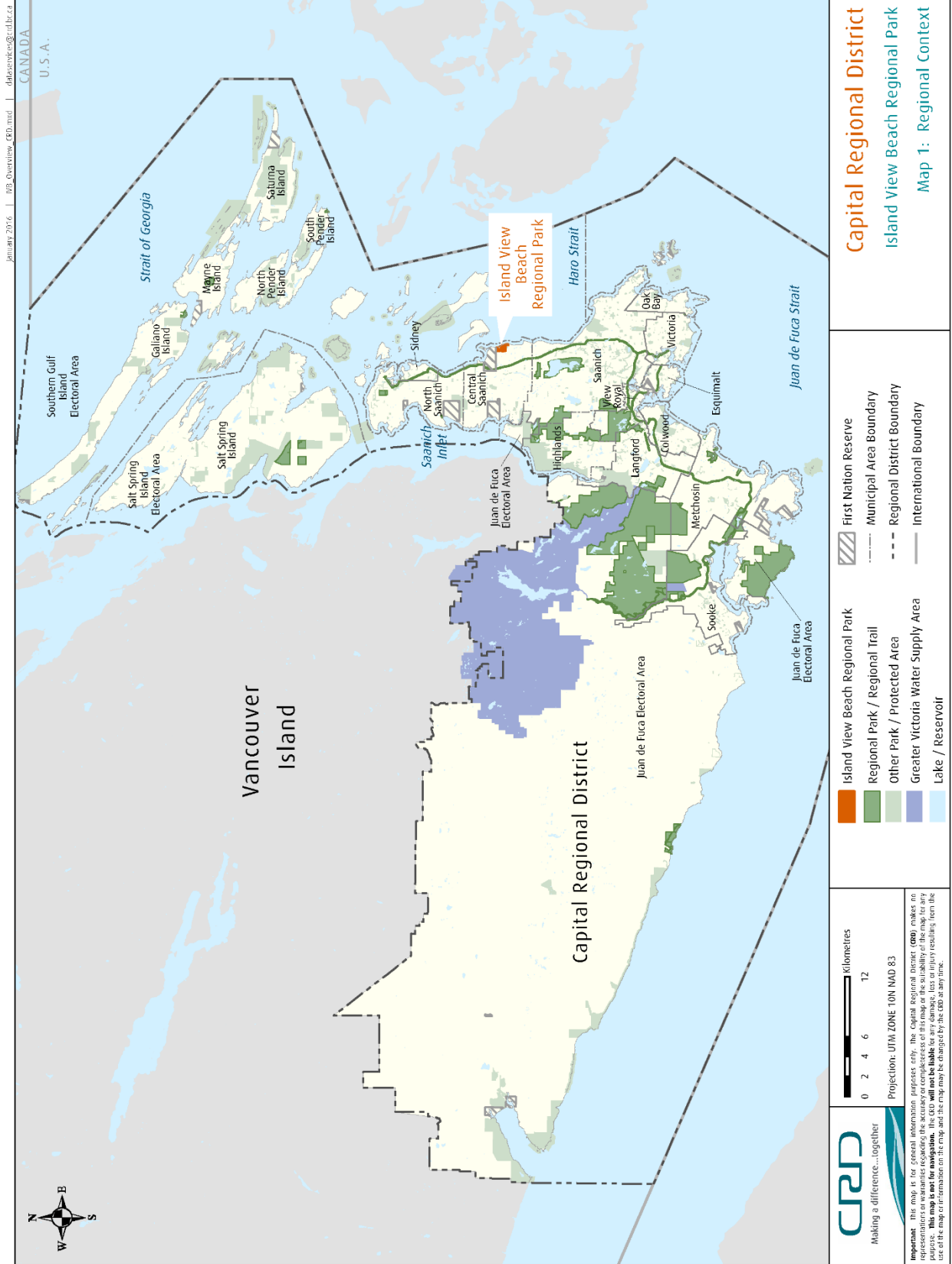
CRD Regional Parks currently protects and manages 13,300 hectares of natural areas in 33 regional parks and trails on southern Vancouver Island and the southern Gulf Islands (Map 1).

Island View Beach Regional Park was established in 1966 and is located in the District of Central Saanich. The ocean-side park is 48.7 hectares in size. The park plays an essential role in protecting regional biodiversity while providing a range of opportunities for people to experience the park's spectacular landscape. Island View Beach Regional Park is significant because it is the only coastal protected area on the east side of the Saanich Peninsula north of Mt. Douglas Municipal Park (Saanich). The coastal sand ecosystems represented at Island View Beach Regional Park are considered a conservation priority in the province.

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

The first management plan for Island View Beach Regional Park was approved by the CRD Board in 1989. Many changes in and around the park have occurred since then and an updated management plan is required. The rationale for updating the 1989 plan includes a large increase in the size of the park through land acquisitions; increasing interest in and concern over conservation values in the park, a dramatic increase in park visits; changing recreational preferences and activities; and, the acquisition of a pre-existing tent and RV campground.

The park received about 384,000 visits in 2015. Through time, there has also been a growing interest in Island View Beach Regional Park from park neighbours, the Tsawout First Nation, key stakeholders, and the public. In particular, we now have a better understanding of the linkages across jurisdictions and the increasing challenges of managing this important coastal landscape.









## 1.2 Planning Context

The [Regional Parks Strategic Plan](#) (2012-2021) guides the development of park management plans by outlining the vision, mission, and purpose of the regional park system and identifying goals and strategic priorities. It also provides a park classification system to reflect the management focus of each park within the system for achieving the highest standards of public service and stewardship in protecting the natural environment and providing opportunities for outdoor experiences and activities.

The Regional Parks Strategic Plan recognizes that regional parks and trails provide immense benefits to the region and that it is necessary to protect these natural areas as assets vital to the long-term health of the region and the people who live here. An excerpt from the Regional Parks Strategic Plan vision statement expands upon this core belief:

*“CRD parks and trails secure the region’s ecology and quality of life by establishing, in perpetuity, an interconnected system of natural lands. Parks protect and restore our region’s biodiversity, offer compatible outdoor recreation and education opportunities and accessible, nourishing, joyful connection with the natural world and our cultural heritage. Parks and trails support the health of our region, its inhabitants and the planet as a whole” (p. 6).*

This context influences the preparation of a management plan for Island View Beach Regional Park which is a regionally significant conservation area with rare or sensitive ecosystems and species that need to be conserved, restored and protected while providing opportunities for visitors to engage in a variety of nature-based recreational activities.

## 1.3 Jurisdictional Context

Island View Beach Regional Park contains significant natural features and is part of a larger landscape subject to different jurisdictional authorities. In this context, the natural systems are not wholly protected within the park. Actions taken within the park can have an effect outside the park and conversely, actions taken outside the park can have an effect inside the park. For effective understanding and stewardship of these natural systems, managers must look both inside and outside park boundaries through collaboration with Tsawout First Nation, adjacent landowners, stakeholders, the, the provincial and federal governments, and the Municipality of Central Saanich. Within this complex jurisdictional framework, each party has a role to play in achieving common interests and objectives in the broader landscape.

Although the management plan addresses issues only within the jurisdictional authority of the Capital Regional District, the plan promotes the ideal of collaborative management on issues affecting the park. Some of the key partners in this effort are:

- **Tsawout First Nation:** The island view beach landscape has been home to the Tsawout people for thousands of years, and is used extensively by them for life-sustaining purposes. Regional Parks and the Tsawout First Nation are neighbors and share a common landscape. This provides an opportunity to work together on planning and management issues, and to integrate Tsawout

knowledge into relevant policies and processes. By engaging with the Tsawout, there is also an opportunity for visitors to Island View Beach Regional Park to benefit from learning about the Tsawout's rich history and culture, and their enduring connection to the land.

- **Adjacent Landowners:** The non-aboriginal history of the area around Island View Beach Regional Park goes back over 150 years, with early agriculturalists and settlers shaping the land to increase its productivity and usefulness for a growing region. In more recent times, residential developments have sprung up on the landscape and these newer inhabitants have also developed deep ties to the park. It is important for the CRD to engage with these landowners in park planning and management activities as good neighbours and to benefit from their deep interest and knowledge of the Island View Beach landscape. The CRD also has an interest in developing a collaborative management approach with private lands adjoining the park that contribute to achieving common goals.
- **Stakeholders:** A number of stakeholder groups have an avid interest in Island View Beach Regional Park. Some stakeholders are keenly interested in conservation, protection, and restoration of the park's natural environment, and others are advocates for maintaining and enhancing the park's visitor experience. In all cases, the CRD benefits from engaging with these stakeholders as they hold the CRD accountable for utilizing best management practices in balancing visitor use and environmental conservation at the park.
- **Federal Government (Environment Canada):** The Federal Government, through Environment Canada, plays an important role at Island View Beach Regional Park. Environment Canada administers several key pieces of federal legislation that affect park management, including regulations around migratory birds, and the designation of federal species at risk (SAR) and their critical habitat. A number of species at risk are dependent on the park environment, and for some species, the federal government has designated areas of critical habitat in the park. The CRD is required to protect these species and their habitat and to work with Environment Canada to meet its obligations under the SAR Act.
- **Provincial Government (Ministry of Environment):** The Provincial Government, through the Ministry of Environment, documents critical information about species and ecosystems in the park. The Conservation Data Centre (CDC) collects and disseminates information about rare and endangered species identified at the park, and Ministry staff have undertaken terrestrial ecosystem mapping (TEM) to delineate the ecosystems found in the Island View Beach area. The Province also retains ownership of the foreshore and can utilize legislation and management tools such as the designation of Wildlife Management Areas (WMA) in the intertidal zone to better protect coastal wildlife. Regional Parks will work with the Province to understand and protect sensitive ecosystems and species at Island View Beach Regional Park.
- **The District of Central Saanich:** The District of Central Saanich is a key partner in the management of Island View Beach Regional Park area. The District is responsible for the municipal road rights-of-way and associated infrastructure through the park, and Island View Municipal Park adjacent to the regional park. The District manages activities that take place on municipal roads and parking lots, and it shares responsibility with the CRD in keeping the system

of ditches clear and the coastal berm repaired. The District enforces bylaws on the beach area, including a ban on beach fires. It is important for Regional Parks and the District to collaborate on issues that affect both jurisdictions.

The effective management of Island View Beach Regional Park and the surrounding area will require on-going communication and collaboration between all of these parties. The management plan provides some guidance on how this can be achieved.



## 1.4 Planning Process

The CRD began the process to update the 1989 park management plan in January 2011. During the 2011 planning process, it became clear that Regional Parks would be challenged to prepare a management plan that addressed protection of the natural environment while still providing for appropriate outdoor recreation, and also fitting in well with the surrounding rural residential and farming landscape. A number of complex issues emerged which could not be resolved within the identified time frame for completing the plan, and with available information. The complex issues related primarily to mosquito control, drainage, the coastal berm, and protection of species at risk.

In July 2011, the Regional Parks Committee put the planning process on hold so Regional Parks could address these issues. In July 2012 the Parks Committee resumed the planning process with this motion:

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

- a. Maintain the existing berm and as part of policy direction (d) examine the implications of extending the berm to the north and maintaining the existing berm;*
- b. Maintain the existing drainage ditch system and monitor its effectiveness in reducing mosquito habitat and its effect on the coastal wetland ecosystem;*
- c. Continue the mosquito abatement program and monitor its effectiveness in reducing mosquitoes;*
- d. Examine possible actions to protect and restore the coastal sand dune ecosystem; and*
- e. Develop a trail through the coastal wetland ecosystem.*

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

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

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

In May 2014, the CRD Regional Parks Committee approved a four-step public participation process to guide the completion of the park management plan for Island View Beach Regional Park (Appendix 1). The four steps of the process were:

- Step 1 – Provide information about the park’s natural environment and seek public feedback;  
Step 2 – Identify park management issues and interests that should be considered in the plan;  
Step 3 – Hold a community dialogue session to identify possible options for addressing the issues;  
Step 4 – Prepare and present a draft plan, seek feedback, and prepare a final plan.

### **Step 1 Natural Environment**

In the first step of the four-step planning process CRD staff presented information about the park’s natural environment and ecology. The purpose of step 1 was to develop a common understanding of the natural environment found within Island View Beach Regional Park, and to add to the information base about the natural environment through public feedback.

The CRD presented information and sought public knowledge on the natural history, coastal processes, ecosystems and habitats, and species of interest found within the park. Staff held



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

The presentation in full is available at <https://www.crd.bc.ca/project/island-view-beach-management-plan> or it can be viewed as separate modules through the links below.

- [Executive Summary](#)
- [Introduction and Management Planning Process](#)
- [Natural History](#)
- [Coastal Processes](#)
- [Ecosystems and Habitats](#)
- [Species of Interest and their Habitats](#)
- [References for Step 1 Natural Environment Presentation](#)

A summary report documenting the activities undertaken by CRD Regional Parks to present information to the public about the natural environment of the park, and the feedback received about that information was presented to the CRD Regional Parks Committee in April 2015. The results of the public responses in Step 1 were used in Steps 2-4 of the public participation process. Below is a link to the Step 1 Summary Report.

- [Island View Beach Step 1 Summary Report](#)

### **Step 2 Issues and Interests**

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

A summary report documenting the activities undertaken by the CRD during Step 2, and the feedback received was presented to the Regional Parks Committee in September, 2015. A link to the report is below.

- [Step 2 Summary Report](#)

### **Step 3 Community Dialogue Session**

The purpose of Step 3 was to provide a forum for those people with an interest in the management of the park to come together to jointly identify and discuss how the issues raised in Step 2 could be addressed in the management plan. The main activity in Step 3 was a professionally facilitated community dialogue session held in November 2015 where the seven issues identified in Step 2 were discussed and possible management options were developed. The results of Step 3 were presented to the Regional Parks Committee in January 2015. The seven issues identified in Step 2

and discussed in Step 3 form the basis of the Management Direction categories found in Section 3 of this park management plan.

A link to the Step 3 Summary Report can be found at <https://www.crd.bc.ca/project/island-view-beach-management-plan>.

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

As part of Step 4 of the process, a draft plan was prepared and sent to the Regional Parks Committee (February 2016). Subsequently, the draft management plan was posted on the CRD website with an online feedback form and is sent to stakeholders for review and comment. Two public meetings were held to present highlights of the plan to the public. After review and consideration of comments received through public feedback, the management plan is sent to the Regional Parks Committee for a recommendation to the CRD Board for approval. The final park management plan is posted to the Island View Beach Regional Park website.

Many perspectives exist about how the park should be managed and these interests have been considered throughout the planning process. The park management plan for Island View Beach Regional Park provides direction around protecting the natural environment while ensuring that appropriate opportunities exist for people to sustainably enjoy the park. The interests of the Tsawout First Nation, stakeholders, and the public have been considered.



## 1.5 Planning Principles

The following park management planning principles have been used to guide the development of the park management plan:

- Regional Parks comprise a system of protected areas. The system provides a diversity of ecosystems and outdoor recreation opportunities. As such, not all types of allowable uses are appropriate in individual parks.
- Regional Parks are established in perpetuity so that the ecological systems they encompass can continue to evolve with minimal interruption. Active management may be allowed when it is the best approach to maintaining or restoring ecological health.
- Use of Regional Parks is encouraged in order to realize the multiple benefits that protected areas can provide. All uses must be assessed in relation to their impacts on ecological systems, key cultural and recreational values, and effects on other users.
- Development within Regional Parks will be fully compatible with the principle of protecting the natural environment. Development will complement the purpose, objectives and role of the particular park.
- All decisions about park management will consider the park classification and park vision and will take a long-term perspective regarding responsible park stewardship.
- The CRD will work collaboratively with the Tsawout First Nation and the District of Central Saanich on items of common interests in Island View Beach Regional Park and the larger Island View Beach landscape.
- The CRD will engage adjacent landowners, the public, and key stakeholders in the planning for and management of Island View Beach Regional Park.









## 2. Park Description

### 2.1 Island View Beach in the Regional Parks System

Within the regional parks system, only eight parks are located along the coastline. Island View Beach Regional Park is the most significant coastal protected area on the Saanich Peninsula north of Mt. Douglas Park Municipal Park in the District of Saanich, with important environmental, cultural and recreational values. The park contains important coastal ecosystems including sand dunes, wetlands, and bluffs. It is adjacent to a key marine ecosystem below the high tide boundary encompassing intertidal sandflats and shallow sub-tidal areas. The regional park is adjacent to the Sidney Channel Important Bird Area, which is an international designation reflecting the rich diversity of resident and migratory marine birds.

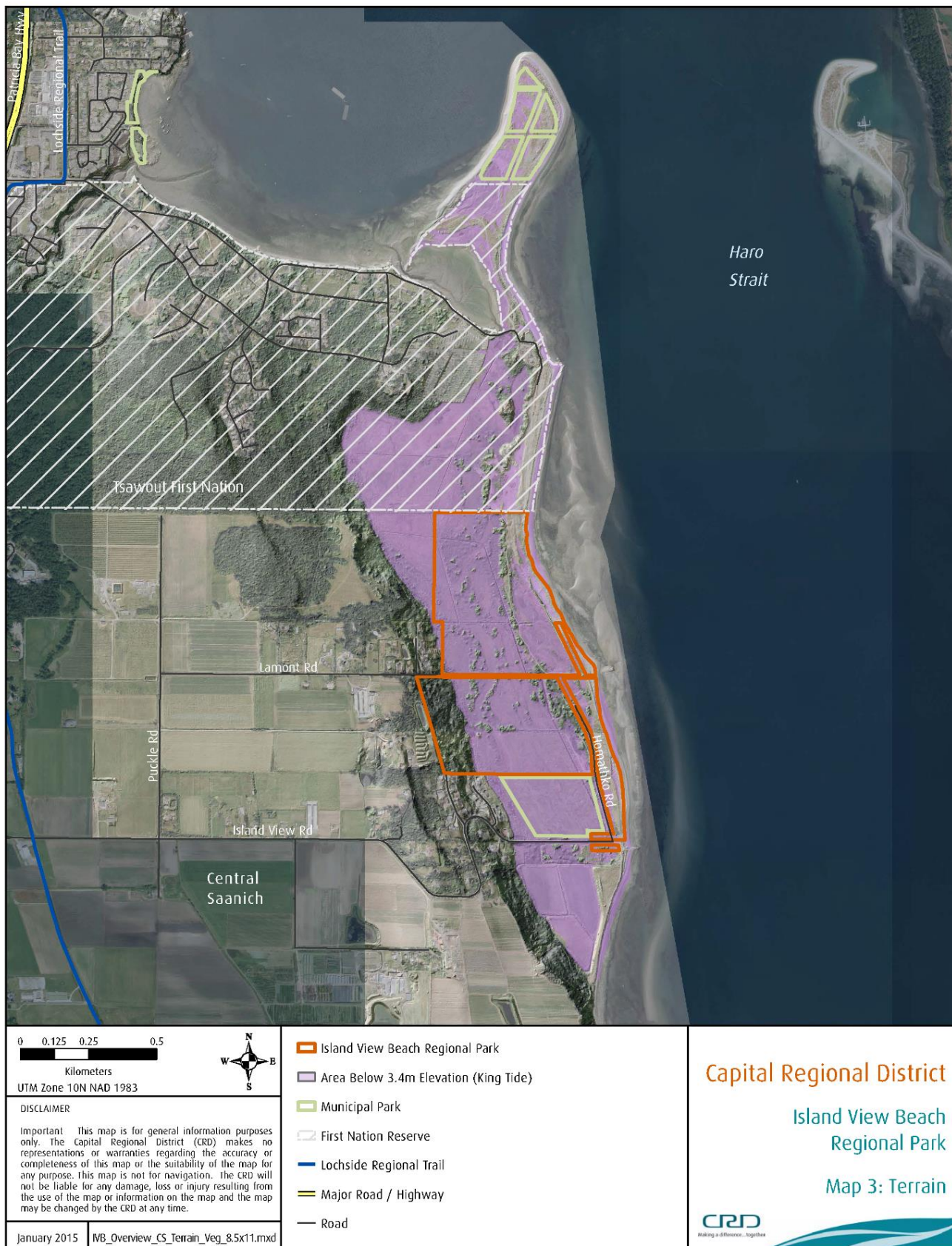
Visitation statistics suggest that Island View Beach Regional Park received over 384,000 visits in 2015. This is the third highest level of annual visits in the regional park system. High visitation is attributed to the variety of accessible nature-based activities visitors can enjoy year-round within a rich coastal environment. The park is a favorite of long-time visitors, some of whom have visited the park for decades, and many of whom come to the park almost daily. The park also attracts growing numbers of newer visitors from the region and from further afield.

Island View Beach Regional Park plays an essential role in protecting regional biodiversity while providing a range of opportunities for people to experience the park's spectacular landscape.

### 2.2 Park Description

The Island View Beach area has a complex history of glacial advances between 13,000 and 65,000 years ago. Sediments at Cowichan Head, south of the park, preserve evidence of the multiple glaciations and glacial advances. At the height of the Fraser glaciation, approximately 1000 metres of ice covered this landscape. As the ice rapidly retreated 13,000 to 14,000 years ago, the Island View Beach landscape was 75 m below sea level. As the earth rebounded in response to the ice retreat, the same landscape was 30-50 m above the sea and then stabilized near to the current level around 2000 years ago. The regional park is located on a coastal plain with a significant portion of its land base being at elevations below 3.4 metres - that represents the annual highest, high tides, known as King Tides (Map 3). Tidal inundation of the landscape is controlled through a combination of dynamic natural coastal sand features (dune and spit processes) and built structures including the berm and drainage ditches.

Island View Beach Regional Park is within the Coastal Douglas-fir Biogeoclimatic zone. This zone occurs primarily on southeastern Vancouver Island and the Gulf Islands between sea level and 150m in elevation. A number of ecological communities are identified within the park and continue beyond the park. The complex mosaic of ecosystems on the coastal plain was mapped and reflects the ever-changing coastal landscape.



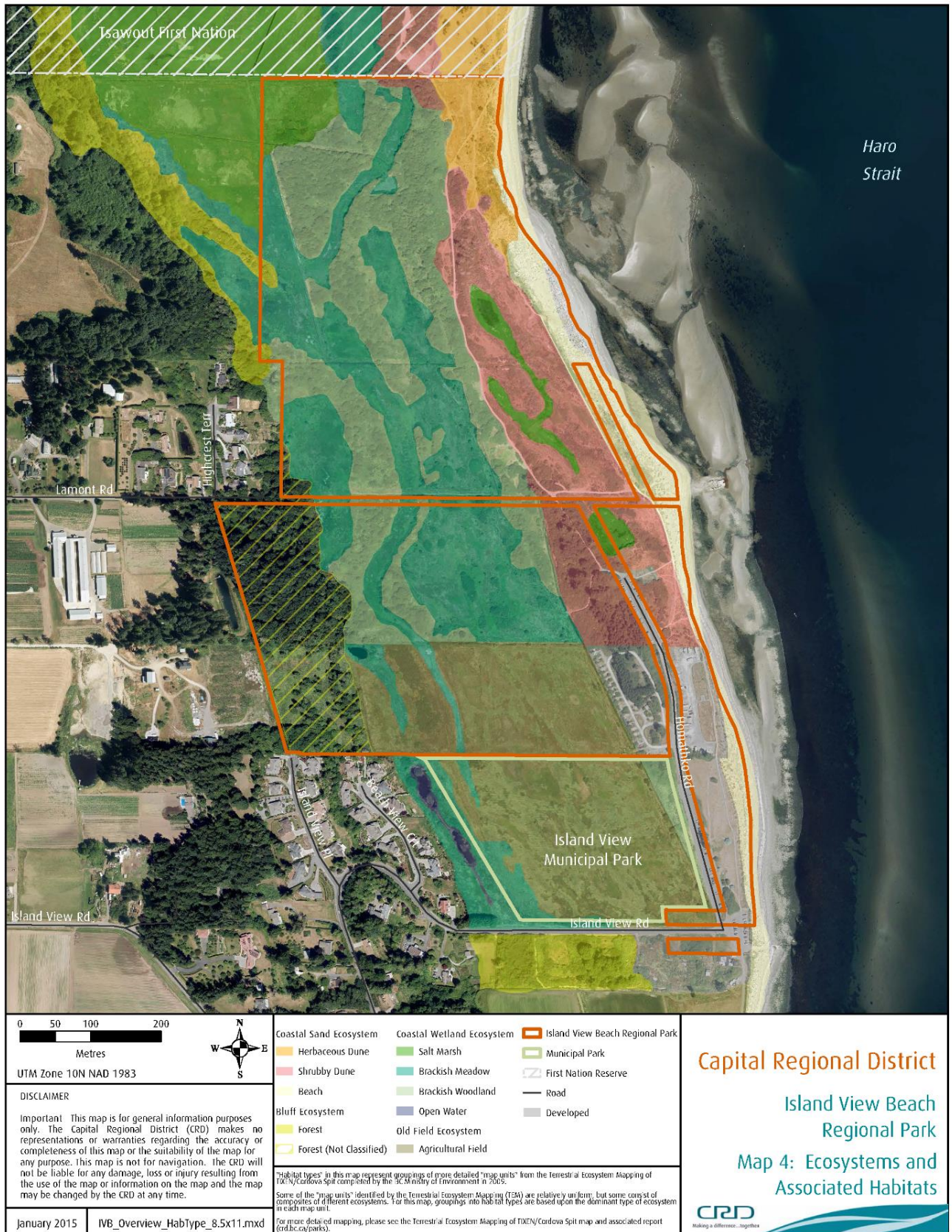
Within the boundaries of Island View Beach Regional Park, there are four main ecosystems, which are made up of various habitats (Map 4). These ecosystems are described in more detail in Appendix 4.

- Coastal sand ecosystem: Located just above the high tide zone, these include the sparsely-vegetated sand beach backed by stable and semi-stable dune features;
- Coastal wetland ecosystem: Salt, brackish, and freshwater wetlands with distinctive soils and plant communities adapted to frequent or infrequent inundation by salt or freshwater make up this ecosystem;
- Old field ecosystem: Located largely within the coastal wetlands and mature dunes, these are areas that have been modified for agricultural use through dewatering, cultivation and the disruption of sediment dynamics at the shoreline.
- Bluff ecosystem: Forested bluffs on the western boundary of the park including the mixed deciduous-coniferous forest that thrives on the moist sandy soils.

The regional park is approximately 49 hectares in size and is comprised of four sections of land separated by municipal infrastructure (existing roads and unopened road allowances). The juxtaposition of the park lands and the municipal infrastructure can be seen on Map 4. At present, the main visitor facilities in the park include two toilet buildings, an information kiosk, picnic shelter, trail system, and campground.







## 2.3 Park Classification

Regional Parks are classified by their predominant characteristics and purpose to help determine the most appropriate management focus for each park recognizing its natural values, environmental sensitivity and recreation potential. The regional parks classification system (Appendix 2) includes: Wilderness Area, Conservation Area, Natural Area, and Recreation Area.

Island View Beach Regional Park is classified as a **Conservation Area**. The primary purpose of a Conservation Area is protection of regionally significant natural environments that contain plant and wildlife species at risk, and sensitive ecosystems.

Island View Beach Regional Park is part of a regionally significant landscape containing remnants of coastal sand and estuarine ecosystems both of which are of conservation interest. These special ecosystems protect the coastal environment by absorbing energy from wind, tide and wave action and also support critical habitat for an assemblage of plants and animals.

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

## 2.4 Park Vision

This vision for Island View Beach Regional Park describes the desired conditions that Regional Parks will strive for. All decisions about park management will reflect the park vision and respect the park classification. The 20-year park vision is:

Island View Beach Regional Park is a unique place where people come in all seasons to connect with nature. It is a place where the park's classification as a Conservation Area guides decision-making and actions are taken to respond to climate change, restore coastal ecosystems, protect species at risk, facilitate increased understanding through research initiatives, and provide outstanding visitor experiences. Through active engagement, the public participates in educational and stewardship programs to better understand and celebrate the unique interplay of nature and culture in this spectacular setting. The park is one piece of a complex and dynamic coastal landscape that is collaboratively managed with the District of Central Saanich, Tsawout First Nation, the federal and provincial governments, park neighbors, stakeholders, and the public through an adaptive management framework. Island View Beach Regional Park is widely considered to be a jewel of the regional parks system.



## 2.5 Park Zoning

In addition to the overarching park classification, the CRD uses a zoning system within each regional park to manage the natural environment and visitor use. Five zones are available and they are used as appropriate, taking into account specific environmental needs and unique features in individual parks. Further, the zoning directs what activities can be supported. More detail regarding park zoning is provided in Appendix 3.

In Island View Beach Regional Park, three park zones apply (Map 5):

The **Outdoor Recreation Zone (ORZ)** accommodates concentrated recreational use and is where the majority of park infrastructure is to be located. This zone applies to 6.6% of the park (3.2 ha).

The **Natural Environment Zone (NEZ)** allocates space where activities take place in conjunction with protection of natural features. This zone is used for areas that can withstand slightly higher visitor use than the Environmental Protection Zone. These areas can act as a buffer between environmental protection and outdoor recreation zones. This zone applies to 24.8% of the park (12.1 ha).

The **Environmental Protection Zone (EPZ)** is used on lands that have high ecological significance or high sensitivity to disturbance and require special attention. Visitor experience is centred around appreciation of natural features and low impact nature trails and infrastructure may be permitted. The EPZ objective is to protect ecologically significant areas through long term science-based land stewardship. This zone applies to 68.6% of the park (33.4 ha).



Photo: Michael Sheppard







## 2.6 Park Development Concept

A development concept provides general direction for how the park will be managed and developed over time, given its classification. Along with other direction in the management plan, it lays out an expectation for the park by illustrating the best management balance between conservation and recreation. Park management and conservation initiatives will help protect and improve significant natural values in the park while providing opportunities for the public to enjoy the park.

The development concept for Island View Beach Regional Park is to keep the park natural, with minimal and appropriate visitor facilities and services. Facilities will be designed to blend into the natural environment and to promote a feeling of being one with nature. New park development will be concentrated in the southern part of the park.

Existing park facilities will be maintained, with modifications to some visitor facilities being made to improve the visitor experience, including accessibility, or to protect or restore sensitive environmental features. Camping opportunities will continue to be provided in the short- and medium-term. The campground will not be enlarged but it may be redesigned. Using a phased approach, the area where the RV campsites are currently located will be re-purposed to expand day use opportunities and to restore a more natural coastal sand ecosystem. Some new day-use facilities may be provided in this area. The CRD will assess implications of climate change/sea level rise on the campground and other visitor facilities and determine longer term actions.

A new trail is proposed through a portion of the coastal wetland, subject to an environmental assessment. Interpretive signs may be provided along the trails and in the outdoor recreation zone. A enclosed dog off-leash area is also envisioned, though the location is yet to be determined.

The boat ramp at the end of Island View Road is not a regional park facility. The CRD does not own or maintain the ramp, and has no jurisdiction over the land on which the ramp is located. The CRD will work with other appropriate jurisdictions to consider how some type of water access from the south parking lot might be created, considering natural shoreline processes and potential sea level rise impacts.

Regular facility maintenance will safeguard park assets and ensure visitor safety and comfort. Any proposed capital projects will be supported by Regional Parks' strategic priorities, be compatible with this park management plan, and be subject to a transparent decision-making process.

If climate change impacts threaten the integrity of park facilities, decisions will be made on whether to relocate or remove park facilities.

The development concept is generally illustrated on Map 6.











## 2.7 Park Management Goals

The CRD will strive to achieve the following goals for Island View Beach Regional Park:

1. Continue to build understanding of the park's ecological, cultural heritage, and visitor experience values and conditions, and manage the park so that these critical values and conditions contribute to the park's overall purpose and the vision for the park.
2. Maintain the park's ecosystems in as healthy a state as possible and undertake work to restore the coastal sand ecosystem and protect sensitive species.
3. Provide interpretive information to develop public understanding of the park's significant natural and cultural values, and nurture appropriate expectations and behaviors.
4. Provide clear information on park regulations and zoning requirements to enable park visitors to set realistic expectations for their visits.
5. Nurture a positive working relationship with the Tsawout First Nation to ensure on-going park management is respectful of the interests and needs of both the CRD and the Tsawout First Nation.
6. Collaborate with others on the management of Island View Beach Regional Park and the larger Island View Beach landscape.





## 3. Management Direction

Management Direction is provided under the following seven issue categories:

1. Camping
2. Dogs
3. Environmental Stewardship
4. Park Infrastructure
5. Park Management
6. Park Operations
7. Visitor Experience

These categories are ordered alphabetically, not by significance. For each issue category, an introduction, objectives, a direction statement, management policies and management actions are provided. This management direction is complemented by other components of the management plan that address zoning, the overall park development concept, and plan implementation. Where examples are provided in connection with actions, the examples are illustrative and intended to inform the development of action plans. Examples provided may or may not be implemented.

The management direction represents a comprehensive vision for integrated management of Island View Beach Regional Park. The CRD recognizes that all aspects of the Management Direction cannot be implemented at once. Prioritization of actions is discussed in Section 4 and implementation is subject to available resources and service planning. To the extent possible, innovative partnerships and collaborative management approaches will be sought to optimize opportunities for plan implementation and effectiveness.

### 3.1 Camping

Since 2010, a seasonal campground has been operated in the park under a temporary commercial use permit with the District of Central Saanich. The campground is open from the Victoria Day long weekend in May until the Labour Day long weekend in September. Prior to becoming part of Island View Beach Regional Park, the campground was run privately. This plan addresses the need to balance the interests of providing visitors with opportunities to experience the park's natural setting and protecting or potentially restoring park ecosystems.

#### **Objectives for Camping**

1. The camping facilities and services provided are appropriate to a park classified as a conservation area and provide for positive visitor experiences.
2. The campground is managed in a way that allows for increased public understanding, conservation, and restoration of the coastal ecosystems and that nurtures appropriate visitor expectations and behavior.



### **Direction Statement for Camping**

In general, the development concept for camping at Island View Beach Regional Park is to continue providing camping opportunities, with similar services, in the short-term and medium-term. This will keep the fees low and will ensure that the regional park campground does not compete with private campgrounds in the area. The campground will not be enlarged but it may be reconfigured or reduced in size. Using a phased approach, the area where the RV campsites are currently located will be re-purposed to expand day use opportunities and to restore a more natural coastal sand ecosystem in association with a restoration plan. The CRD will assess implications of climate change/sea level rise on the campground and determine longer term actions. In the long term, the campground may be relocated or removed in association with climate change adaptations.

### **Management Policies**

1. In the campground, dogs are required to be on-leash.
2. Campground regulations will be clearly identified to campers and the CRD will work to ensure compliance.
3. A portion of the campground will be modified to improve day use opportunities and restore the Coastal Sand Ecosystem, through a restoration plan.

### **Management Actions**

1. Implement an on-line reservation system for camping.
2. Improve the bylaw compliance strategy for the campground.
3. In conjunction with a Coastal Sand Ecosystem restoration plan, reconfigure the campground, using a phased approach, to reduce the footprint, improve day use opportunities and improve the natural values.
4. Assess the implications of climate change and potential sea level rise on the campground infrastructure and determine long-term actions.

## **3.2 Dogs**

Island View Beach Regional Park is a highly valued destination for dog owners. Dog walking is a popular activity along park trails and on the beach adjacent to the park. There is a need to balance this activity with other interests, including interests of park visitors who feel uncontrolled dog activity impacts their experience and interests of protecting park ecosystems and wildlife.

### **Objectives for Dog Management**

1. Dog use in the park is managed in a way that allows dogs to be exercised and socialized, while ensuring dogs are not negatively impacting the experience of visitors or the natural values of the park.
2. Specific areas will be designated where dogs are allowed off-leash, allowed on-leash, or are not allowed, and these designations will be clearly communicated to the public.

### **Direction Statement For Dog Management**

Dogs will continue to be allowed in the park. Management of dog use will focus on protecting the natural values of the park, particularly the coastal ecosystems, species at risk, and other sensitive wildlife species. It will also focus on ensuring that visitor experiences are not negatively impacted by dogs in the park. The CRD will move toward having dogs on-leash within the park. An exception to



this will be provided in a designated, enclosed off-leash dog area to be developed. Clear information will be provided regarding responsible dog ownership, conservation needs, and dog management within the park.



### **Management Policies**

1. Dogs are to be on-leash and on-trail north of the Lamont Road right of way.
2. In the interim, until an off-leash dog area is developed, dogs may be off-leash and under control south of the Lamont Road right of way, with the exception of the campground where dogs are to be leashed. Once an enclosed off-leash dog area is developed, all dogs must be on-leash within the park, outside of the off-leash area.
3. Dogs are not permitted in the Environmental Protection Zone south of Lamont Road right of way.
4. Regional park regulations applicable to dogs apply within Island View Beach Regional Park.
5. As the CRD develops policies related to commercial use within regional parks, they will be applied to this park.

### **Management Actions**

1. Undertake a study to characterize and quantify dog use in the park, including commercial dog walking.
2. Undertake a background review of dog management in other protected areas.
3. Work with key partners and stakeholders to develop a dog management strategy for the park.
4. Work with the District of Central Saanich, the Province and the Tsawout First Nation to develop complementary dog management strategies for the adjoining areas.
5. Develop an off-leash dog area.

6. Work with key partners to develop and implement a communications strategy that builds public awareness and understanding of the park's natural environment and provides guidelines on how to be a good park steward with a dog.
7. Develop and implement a sign plan for the park, including marking designated trails, park rules, and dog management requirements.
8. Work with key partners to develop and implement a bylaw compliance strategy that include a coordinated communications program, compliance incentive program, and bylaw enforcement program relating to dog use in the park.

### 3.3 Environmental Stewardship

Protecting the natural environment and ecological processes of Island View Beach Regional Park is the overarching goal of the Conservation Area classification. Recognizing that the ecosystems and ecological processes are part of a broader landscape and span beyond the park boundaries, collaboration with others will be necessary. In some cases, active restoration and on-going conservation initiatives will be needed.

#### **Objectives for Environmental Stewardship**

1. Protect and conserve healthy ecological features within the park.
2. Improve degraded or damaged ecological features through restoration projects.
3. Provide effective protection of critical habitat identified for species at risk.
4. Encourage and support research initiatives and projects that improve understanding of the environment within and around Island View Beach Regional Park.
5. Develop active stewardship opportunities within the park and support such opportunities in the broader landscape.

#### **Direction Statement for Environmental Stewardship**

The CRD will move forward with actions that will help to improve environmental conservation within the park through conservation, restoration and stewardship opportunities. Park management strategies and actions will help maintain and restore the park's ecological features, communicate the values of the park to the public, and promote stewardship.

#### **Management Policies**

1. Conservation and restoration of natural processes and functions will be undertaken, respecting the CRD Board direction, as follows:
  - a. Maintain the coastal berm in its current state and reassess its function as part of the coastal dune ecosystem restoration work. If the berm is breached, CRD will repair it to its existing form, and not upgrade or extend it.
  - b. Maintain the existing drainage ditch system and monitor its effectiveness in reducing mosquito habitat and its effect on the coastal wetland ecosystem.
  - c. Continue the mosquito abatement program and monitor its effectiveness in reducing mosquitoes.
  - d. Examine possible actions to protect and restore the coastal sand dune ecosystem.

- e. Develop a trail through the coastal wetland ecosystem.
2. Collaborative research initiatives will be encouraged and supported to improve the understanding of park ecosystems and species and to further conservation and restoration.
3. The CRD will examine possible actions to protect and restore the coastal sand dune ecosystem.

#### **Management Actions**

1. Work with key partners, to identify priority areas and features for conservation or restoration.
2. Develop and implement restoration plans for priority areas and features (*Example: coastal sand ecosystem*).
3. Monitor the effectiveness of the existing drainage ditch system in reducing mosquito habitat and its effect on the coastal wetland ecosystem.
4. Continue the mosquito abatement program and monitor its effectiveness in reducing mosquitoes.
5. Develop and implement an education and communications strategy to increase awareness and understanding of natural values, their sensitivities, and stewardship opportunities.
6. Study the effects of climate change and predicted sea level rise on the natural environment and coastal infrastructure to develop mitigation and adaptation strategies in response.



### **3.4 Park Infrastructure**

Visitor activities and facilities need to be consistent with the Conservation Area classification of the park. The classification indicates that outdoor activities are to have a minimal impact on the natural environment and basic facilities, such as trails, parking areas, toilets and signage are appropriate. Current visitor facilities at Island View Beach Regional Park include toilet buildings, an information kiosk, signage, a picnic shelter, picnic tables, benches, and a campground.

### **Objectives for Park Infrastructure**

1. Visitor facilities and services are consistent with the Conservation Area classification of the park -basic in nature, minimal in number, and designed and located to have minimal impact on the natural environment.
2. Visitor facilities and services support positive visitor experiences.

### **Direction Statement for Park Infrastructure**

Park facilities will be designed to blend into the natural environment and to promote a feeling of being one with nature. Existing park facilities will be maintained, with modifications to some visitor facilities being made to improve the visitor experience, including accessibility, or to protect or restore sensitive environmental features. Camping opportunities will continue to be provided, with similar services, in the short-term and medium-term. The campground will not be enlarged but it may be redesigned. The current RV campsite area will be re-purposed in association with a coastal sand ecosystem restoration plan. New park development will be limited and concentrated in the southern part of the park. Consideration will be given to development of a new trail through a portion of the coastal wetland. The wetland trail may be a single trail to a viewpoint, a loop, or a double loop. Interpretive signs will be considered along the trails and in the outdoor recreation zone. The CRD will assess implications of climate change/sea level rise on the visitor facilities and determine longer term actions. The boat ramp at the end of Island View Road is not a regional park facility; the CRD does not own or maintain the ramp, but will work with other appropriate jurisdictions to assess water access needs and opportunities within the area, considering natural shoreline processes and potential sea level rise impacts. Collaborative management strategies are needed with the District of Central Saanich regarding management of municipal infrastructure, such as parking, road access at the park and drainage ditching.

### **Management Policies**

1. The majority of park infrastructure will be located in the southern portion of the park.
2. The footprint of park infrastructure will not be expanded except in accordance with this management plan.
3. Camping will continue, with similar services, in the short-term and medium-term. The campground will not be enlarged but it may be redesigned. Using a phased approach, the area where the RV campsites are currently located will be re-purposed to expand day use opportunities and to restore a more natural coastal sand ecosystem in association with a restoration plan. The CRD will assess implications of climate change/sea level rise on the campground and determine longer term actions. In the long term, the campground may be relocated or removed in association with climate change adaptations.
4. Some visitor facilities will be designed for universal accessibility. In particular, approaches to park trails and facilities are to be accessible.
5. As per CRD Board direction, the CRD will:
  - a. maintain the coastal berm in its current state and reassess its function as part of the coastal dune ecosystem restoration work. If the berm is breached, CRD will repair it to its existing form, and not upgrade or extend it.



- b. maintain the existing drainage ditch system and monitor its effectiveness in reducing mosquito habitat and its effect on the coastal wetland ecosystem.
  - c. develop a trail through the coastal wetland ecosystem.
- 6. The CRD will regularly engage with and update landowners who are directly impacted by the management of drainage infrastructure in the park.
- 7. The existing boat ramp, located outside of the park boundaries, will not be managed by the CRD. The CRD will continue to work with appropriate partners to assess water access needs and opportunities within the area.
- 8. Signage will be clearly visible and readable.

### **Management Actions**

- 1. Identify priorities for improving universal accessibility of visitor facilities, including improvements to the existing universally accessible trail.
- 2. Better define and sign the existing loop trail, particularly the section at the northern end of the park, to keep park visitors on the trail and protect sensitive habitats. Boardwalk will be considered in the northern area for trail definition.
- 3. Assess the need for additional benches along the trail.
- 4. Develop a new trail in the coastal wetland ecosystem in the southern portion of the park. A boardwalk and a viewing area will be considered on this trail.
- 5. Develop an enclosed off-leash area.
- 6. Work with the District of Central Saanich to assess and plan for parking lots and access roads in relation to long-term needs and establish a collaborative management approach.
- 7. Work with the District of Central Saanich to assess the suitability and feasibility of developing a trail connection from Lamont Rd, along to the Lamont Road right-of-way to the coastal berm trail.
- 8. Work with others regarding the provision of overnight parking for kayakers within the area.

## **3.5 Park Management**

Island View Beach Regional Park is part of a larger landscape with multiple jurisdictions. Actions taken within the park can have an effect outside the park and conversely, actions taken outside the park can affect the park. For effective management, collaboration is required.

### **Objectives for Park Management**

- 1. The park is managed using a collaborative management approach that includes regular communication with key partners and stakeholders, including but not limited to Federal and Provincial governments, the District of Central Saanich, the Tsawout First Nation, non-government organizations, park neighbours, and park visitors.
- 2. Build a mutually beneficial relationship with the Tsawout First Nation and collaborate on items of mutual interest.
- 3. Develop partnerships with stakeholders, educational institutions, and the public that will benefit the park.

4. Increase understanding about potential impacts of climate change and sea level rise on the park and address potential climate change impacts through the adaptive management framework.

#### **Direction Statement for Park Management**

The CRD works collaboratively with others to build and maintain positive working relationships to meet park management interests and to be an effective partner within the larger landscape.

#### **Management Policies**

1. Develop positive and cooperative working relationships through regular communications with key partners and stakeholders.

#### **Management Actions**

1. Formalize the relationship with the Tsawout First Nation and develop a collaborative management approach to the stewardship of Island View Beach Regional Park and the larger landscape.
2. Work with the Tsawout First Nation to address trespass issues along the northern boundary of the park.
3. Develop an education and communications strategy for the park.
4. Increase opportunities for the public to become involved in park stewardship activities and specifically invite adjacent landowners to be involved in stewardship activities.
5. Work with senior levels of government, non-government organizations, educational institutions and members of the public to increase information sharing, advance understanding about the park's natural environment, and address management challenges within the multi-jurisdictional environment.
6. Work with the District of Central Saanich on park management issues that affect both jurisdictions, such as the District's road rights-of-way, and seek to resolve them through agreement or other means.
7. Work with non-government organizations and other groups with an interest in environmental conservation and/or outdoor recreation to advance best management practices.
8. Develop research partnerships with educational institutions to increase understanding and knowledge about the park, and share the results widely.
9. Work with climate change experts to characterize potential impacts of climate change and potential mitigation, adaptation and retreat scenarios.
10. Work collaboratively with other landowners in the area whose lands also contain or are adjacent to coastal wetlands regarding climate change impacts and adaptations.

### 3.6 Park Operations

The public values Island View Beach Regional Park for its outstanding undeveloped environment and does not want this to change. Park operations will support this direction and the park will be serviced at levels appropriate to the Conservation Area classification. A key aim is to sustainably support high visitor use levels while remaining operationally flexible and minimally impacting the natural environment and the visual landscape.

#### **Objectives for Park Operations**

1. Park services provide for positive visitor experiences.
2. Activities that are allowed, and the locations where they are allowed, are clearly defined for the public.

#### **Direction Statement for Park Operations**

All park activities will be compatible with the Conservation Area classification of Island View Beach Regional Park and will not cause environmental damage or disturb wildlife or people. Servicing of the park will be appropriate to the Conservation Area classification, recognizing the high use that the park receives.

#### **Management Policies**

1. Park staff will be knowledgeable about the park's rules, bylaws, history, and the management plan as needed to inform park visitors so they can make appropriate decisions while using the park.
2. Operations staff will continue to brush back park vegetation along designated park trails.
3. Bicycle riding and horseback riding is allowed on roads only, and not on park trails or in open areas of the park.
4. A compliance strategy will include education, enforcement and appropriate facility design.
5. Park use permits are required in advance for any event or organized special use planned in the regional park.
6. As the CRD develops policies related to recycling within regional parks, they will be applied to this park.

#### **Management Actions**

1. Review current operational practices regarding waste management, including the possible provision of recycling bins in the day use area.
2. Develop and implement a sign plan for the park, including marking designated trails, wayfinding signs, park rules, and interpretive information.
3. Develop an integrated bylaw compliance strategy with other levels of government.



### 3.5 Visitor Experience

Island View Beach Regional Park is one of the region's most popular parks. People come to the park to enjoy an easily accessible encounter with the natural environment. The park provides a number of different experiences for different types of park users.

#### **Objectives for Visitor Experience**

1. Visitors to Island View Beach Regional Park have satisfying park experiences.
2. Park infrastructure design helps provide universal accessibility and positive park experiences.
3. Visitors experience a level of connection with the natural environment through their use of the park.
4. Public involvement in park educational activities increases knowledge and understanding of the park values for those visitors who participate.

#### **Direction Statement for Visitor Experience**

Visitors to Island View Beach Regional Park participate in activities that are appropriate to the park's Conservation Area classification and have positive, satisfying park experiences. Nature-based opportunities engage park visitors and increase understanding of the special values of the park. Public information allows visitors to understand what to expect when they visit the park and facilitates enjoyable experiences. The aim is to create a space where visitors come away feeling inspired, refreshed, and connected to the park's natural features.

#### **Management Policies**

1. The cultural connections between people and the natural environment will be explored and celebrated through community outreach initiatives, partnerships, research, interpretation, and special events, as appropriate.
2. Some visitor facilities will be designed for universal accessibility. In particular, ensure that approaches to park trails and facilities are accessible.
3. A variety of methods will be used to tell the park story and communicate key information to park visitors.
4. Volunteer stewardship and public education opportunities will be promoted in the park.
5. In planning for conservation and restoration projects, consideration will be given to including active stewardship opportunities for the public. Potential involvement of the Tsawout First Nation, educational institutions, and stakeholder groups in such opportunities will be considered.
6. Park educational initiatives have a positive influence and help the public make informed decisions about their behaviours while in the park.

#### **Management Actions**

1. Provide educational opportunities that help build the public's understanding of the natural and cultural values of the park and that promote active stewardship.

2. Identify priorities for improving universal accessibility of visitor facilities, including improvements to the existing universally accessible trail.
3. Establish an education and communications strategy for the park with a focus on deepening the public's understanding about park values and purpose.
4. Work cooperatively with the Tsawout First Nation to provide opportunities for their community to be involved in educational and interpretive activities.
5. Establish an on-line reservation system for the campground and permits.



Photo credit Dave Appleton

## 4 Plan Implementation, Monitoring and Amendment

### 4.1 Plan Implementation

Park management plans are in effect upon CRD Board approval.

The prioritization of actions, below, is provided to assist CRD staff in service planning, capital planning and annual work planning processes and to guide and assist the CRD decision-makers. Some of the actions noted in Section 3 of the Plan have been combined together, where appropriate, in Section 4. The Priority Actions table indicates the issue categories related to each action for ease of illustrating where actions have been combined.

Many of the management actions will require additional resources and implementation is contingent on available financial and staff resources. Further, implementation of the actions identified in this plan will be considered in relation to CRD's strategic priorities and overall management priorities for all regional parks and trails.

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

### Strategic Priorities

1. **Develop an education and communications strategy:** develop a strategy to address the various communications needs outlined in the park management plan, including but not limited to, regular communications with neighbours and the public, communications needed to explain appropriate behavior in the park and for compliance, communications through interpretation and signage.
2. **Develop a comprehensive dog management strategy:** undertake a study to characterize and quantify dog use in the park and secondary research on dog management in other protected areas and develop a more comprehensive strategy to further clarify and address dog management needs in and adjacent to the park.
3. **Develop a restoration plan for the coastal sand ecosystem:** develop a plan to address protection and restoration of the coastal sand ecosystem and associated species. The restoration plan will address the reduction in the footprint of the current RV camping area and provision of additional access to the beach.
4. **Develop collaborative working relationships with key partners:** given the multi-jurisdictional nature of the Island View Beach area, strong collaborative working relationships are needed with many potential partners to move forward on many of the key management actions.





**Table 1 Priority Actions**

	Management Action	Issue Category	Priority
1.	Establish an education and communications strategy for the park.	dogs; environmental stewardship; park management; visitor experience	High (H)
2.	Work with key partners, to identify and develop plans for conservation or restoration of priority areas and features.	environmental stewardship	H
3.	Better define and sign the existing loop trail, particularly the section at the northern end of the park, to keep park visitors on the trail.	park infrastructure	H
4.	Develop and implement a sign plan for the park, including marking designated trails, wayfinding signs, park rules, dog management requirements, and interpretive information.	dogs; park infrastructure; park operations	H
5.	Identify priorities for improving universal accessibility of visitor facilities, including improvements to the existing universally accessible trail.	park infrastructure; visitor experience	H
6.	Review current operational practices regarding waste management, including the possible provision of recycling bins in the day use area.	park operations	H
7.	Undertake a study to characterize and quantify dog use in the park, including commercial dog walking; undertake additional research on dog management in protected areas.	dogs	H
8.	Work with key partners and stakeholders to develop a dog management strategy for the park.	dogs	H
9.	Implement on-line reservation system for the campground and permits.	camping; visitor experience	H
10.	Improve the bylaw compliance strategy for the campground and develop an integrated bylaw compliance strategy with other levels of government.	camping; park operations	H
11.	Work with the Tsawout First Nation to address trespass issues along the northern boundary of the park.	park management	H
12.	Establish a dog off-leash area.	dogs; park infrastructure	Medium (M)

13.	Formalize the relationship with the Tsawout First Nation and develop a collaborative management approach to the stewardship of Island View Beach Regional Park and the larger landscape.	park management	M
14.	Work cooperatively with the Tsawout First Nation to provide opportunities for their community to be involved in educational and interpretive activities.	visitor experience	M
15.	Provide educational opportunities that help build their understanding of the natural and cultural values of the park and how they interplay and that promote active stewardship.	visitor experience	M
16.	Work with the senior levels of government, NGO's and other groups, educational institutions and members of the public to increase information sharing, advance understanding about the park's natural environment and recreational best practices and address management challenges within the multi-jurisdictional environment.	park management	M
17.	In conjunction with a Coastal Sand Ecosystem restoration plan, redesign and reconfigure the campground, using a phased approach, to reduce the footprint and improve the natural values.	camping	M
18.	Increase opportunities for the public to become involved in park stewardship activities and specifically invite adjacent landowners to be involved in stewardship activities.	park management	M
19.	Monitor the effectiveness of the existing drainage ditch system in reducing mosquito habitat and its effect on the coastal wetland ecosystem.	environmental stewardship	M
20.	Continue the mosquito abatement program and monitor its effectiveness in reducing mosquitos.	environmental stewardship	M
21.	Work with others regarding the provision of overnight parking for kayakers within the area.	park infrastructure	M
22.	Develop and implement a sign plan for the park, including marking designated trails, wayfinding signs, park rules, dog management requirements, and interpretive information.	camping; environmental stewardship; park infrastructure; park management	M
23.	Work with climate change experts to characteristic potential impacts of climate change and potential mitigation, adaptation and retreat scenarios.	park management	
24.	Assess the need for additional benches along the trail.	Park infrastructure	Lower (L)
25.	Work with the District of Central Saanich to assess and plan for parking lots and access roads in relation to long-term needs and establish a collaborative management approach.	park infrastructure; park management	L
26.	Develop a new trail through the coastal wetland ecosystem in the southern portion of the park.	park infrastructure	L

27.	Work with key partners to develop complementary dog management strategies for the adjoining areas.	dogs; park operations	L
28.	Work collaboratively with other landowners in the area whose lands also contain or are adjacent to coastal wetlands regarding climate change impacts and adaptations.	park operations	L
29.	Work with the District of Central Saanich to assess the suitability and feasibility of developing a trail connection from Lamont Rd, along to the Lamont Road right-of-way to the coastal berm trail.	park infrastructure	L

## 4.2 Plan Monitoring and Amendment

This park management plan will be reviewed regularly by the CRD to link the recommended actions into its service and budget planning processes. Reviews will also be undertaken to further the adaptive management framework and assess the progress on implementation of the plan.

If significant change in management direction is required, based on new information or changing circumstances over the lifespan of the management plan, an amendment or update to the plan may be required. Amendments will be approved by the CRD Board and the CRD will provide opportunities for public participation prior to approval.







# Appendix 1: Four-Step Public Participation Process

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

### Guideline for Public Participation

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

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

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

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

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

Action	Objective	Form of Public Consultation	Amended Timeline
<b>STEP 1 – Provide Information and Seek Feedback</b>			
Provide factual technical and scientific information about the natural environment found in the park.	To assist in developing an understanding of the natural environment found within Island View Beach Regional Park and how this information will be considered in park management planning.	Regional Parks' staff will meet with federal and provincial government staff, District of Central Saanich Council and staff, Tsawout First Nation Land Use Committee and staff and the public to review natural environment information and seek feedback.	Winter 2015
<ul style="list-style-type: none"> <li>• Regional geographic setting</li> <li>• Natural features of the Park:                             <ul style="list-style-type: none"> <li>- Ecosystems</li> <li>- Terrain, hydrology</li> <li>- Species at risk (flora &amp; fauna)</li> </ul> </li> </ul>	To add to the information base on the natural environment through feedback.	Report to Regional Parks Committee on the feedback from the above involvement.	
<b>STEP 2 – Identify Issues and Interests</b>			

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



## Appendix 2: Park Classification

Wilderness Area	Conservation Area	Natural Area	Recreation Area
<ul style="list-style-type: none"> <li>• A Regional Wilderness Area is characterized by: <ul style="list-style-type: none"> <li>• a large land base, generally more than 1,000 hectares;</li> <li>• the conservation of ecosystems, with minimal human interference;</li> <li>• opportunities for backcountry recreation and camping;</li> <li>• the provision of few, if any, rudimentary services and facilities; and</li> <li>• the experience of remoteness, solitude, and harmony with nature.</li> </ul> </li> <li>• Maintaining wilderness areas in the region is an important part of the regional parks function. Wilderness is critical to sustain wildlife and plants that rely on sizable natural areas for their survival and to provide wilderness outdoor experiences and activities. They are places where residents can experience wilderness close to their home.</li> <li>• East Sooke, Sea to Sea Green Blue Belt and Sooke Hills regional parks are the sole examples of Regional Wilderness Areas in the Capital Region.</li> </ul>	<ul style="list-style-type: none"> <li>• A Regional Conservation Area protects regions that contain sensitive and threatened ecosystems (e.g. they have significant Garry oak, old-growth forest, salt marsh, or estuary ecosystems). The size of a Regional Conservation Area should be sufficient to ensure that natural features can be protected and remain viable over the long-term.</li> <li>• Outdoor activities will be permitted in a Regional Conservation Area, provided they have minimal impact on the natural environment. In most cases, the main activity will be hiking. These areas will generally have basic facilities, such as trails, parking areas, toilets and signage.</li> <li>• Examples of a Regional Conservation Area are Witty's Lagoon, Mill Hill, Francis/King, Matthews Point, and Island View Beach regional parks.</li> </ul>	<ul style="list-style-type: none"> <li>• A Regional Natural Area protects the natural environment and provides opportunities for a range of appropriate outdoor experiences and activities. These natural areas are not as ecologically sensitive or diverse as those found in a Regional Conservation Area, although they may contain some sensitive and threatened ecosystems. These ecosystems will be identified in the park management plan, and conservation will be the priority on those areas. Regional Natural Areas also protect key greenspaces that are important to the natural character of the region.</li> <li>• These areas will try to accommodate a range of appropriate outdoor experiences and activities. The exact uses will be outlined in the park management plan.</li> <li>• Examples of a Regional Natural Area are Mount Parke, Coles Bay and Horth Hill regional parks.</li> </ul>	<ul style="list-style-type: none"> <li>• A Regional Recreation Area provides opportunities for many outdoor experiences, activities and events, and will be managed to accommodate a relatively high number of visitors. Facilities will be developed to support this level of use. The area must lend itself to development for a variety of uses that meet recreational needs, and it must be able to withstand intensive public use.</li> <li>• This classification is distinct from other parks classifications in a number of ways: <ul style="list-style-type: none"> <li>• The emphasis is on outdoor experiences and activities, although protecting the natural environment will be addressed in all decision-making about visitor use and facilities.</li> <li>• The range of acceptable recreational activities in these areas will be the widest within the regional parks and trails system.</li> </ul> </li> <li>• Recreation activities may include competitive sports.</li> <li>• Recreation facilities operated by non-profit groups may be permitted.</li> <li>• Opportunities and facilities may be provided for celebrations such as festivals, and group functions (e.g. picnics).</li> <li>• Elk/Beaver Lake is an example of a Regional Recreation Area. It is the only regional park in the capital region with this classification.</li> </ul>

## Appendix 3: Park Zoning

Management Zones	Objectives	Environmental Values	Visitor Experience and Activities	Typical Infrastructure
<b>Environmental Protection Zone</b>	<ul style="list-style-type: none"> <li>To protect ecologically significant areas within regional parks through long term science-based land stewardship</li> </ul>	<ul style="list-style-type: none"> <li>Areas with rare or endangered species and ecosystems needing the highest degree of ecological protection</li> <li>In some areas, visitor access may be restricted.</li> </ul>	<ul style="list-style-type: none"> <li>Nature study</li> <li>Environmental interpretation</li> <li>Visitor experience is centered around appreciation of natural features.</li> </ul>	<ul style="list-style-type: none"> <li>Low-impact nature trails and other infrastructure that enhance appreciation of the natural feature(s)</li> </ul>
<b>Cultural Heritage Protection Zone</b>	<ul style="list-style-type: none"> <li>To protect culturally significant areas and features through a long term cultural resource management strategy</li> </ul>	<ul style="list-style-type: none"> <li>Ecological features associated with culturally significant sites may be protected as part of the culturally significant features of the park or trail (e.g. heritage orchards)</li> </ul>	<ul style="list-style-type: none"> <li>Cultural appreciation and interpretation</li> <li>Historical appreciation</li> <li>Visitor experience is one of appreciating and understanding the cultural context of the feature</li> </ul>	<ul style="list-style-type: none"> <li>Low-impact nature trails and other infrastructure that enhance appreciation of the cultural feature(s)</li> </ul>
<b>Regional Wilderness Zone</b>	<ul style="list-style-type: none"> <li>To keep large natural systems functioning and provide a regional wilderness experience for park visitors</li> </ul>	<ul style="list-style-type: none"> <li>Contiguous land areas large enough to protect the natural values</li> <li>Areas with outstanding natural features that create a memorable visitor experience</li> <li>Ecosystems are functioning in a sustainable fashion</li> </ul>	<ul style="list-style-type: none"> <li>Activities dispersed over a wide area</li> <li>Some backcountry areas could be available for hiking, cycling, and horseback riding</li> <li>Visitor experience is one of being in a wilderness setting</li> <li>Backcountry camping may be permitted</li> </ul>	<ul style="list-style-type: none"> <li>Long distance hiking, equestrian and cycling trails</li> <li>Trails to viewpoints</li> </ul>
<b>Natural Environment Zone</b>	<ul style="list-style-type: none"> <li>To provide easily-accessible natural areas within the parks</li> <li>To provide areas within the parks that can be used for more active recreational pursuits</li> </ul>	<ul style="list-style-type: none"> <li>Areas where outdoor activities take place in conjunction with protection of natural features</li> <li>Less remote than wilderness</li> <li>Can act as a buffer between wilderness and recreation zones</li> </ul>	<ul style="list-style-type: none"> <li>Activities less dispersed than in a wilderness zone, and more accessible to visitors</li> <li>Horseback riding, cycling and hiking, shoreline activities</li> <li>Visitor experience is one of participating in outdoor activities in a natural setting.</li> </ul>	<ul style="list-style-type: none"> <li>Hiking, walking, equestrian and cycling trails</li> <li>Viewpoints</li> <li>Pathways</li> <li>Picnic areas</li> <li>Open fields</li> </ul>
<b>Outdoor Recreation Zone</b>	<ul style="list-style-type: none"> <li>To provide areas within a regional park that can accommodate concentrated recreation use</li> </ul>	<ul style="list-style-type: none"> <li>Outstanding recreation features</li> <li>Natural values may be compromised to allow higher level of activity</li> </ul>	<ul style="list-style-type: none"> <li>Activities more concentrated- e.g., beach activities, swimming, boating, fishing, picnicking, multi-use trails, group picnic areas</li> <li>Visitor experience includes active participation in outdoor recreation activities</li> </ul>	<ul style="list-style-type: none"> <li>Change rooms</li> <li>Concessions</li> <li>Boat launch sites</li> <li>Beaches</li> <li>Group picnic shelters</li> <li>Nature houses</li> </ul>
<b>Park Services Zone</b>	<ul style="list-style-type: none"> <li>To provide areas within a park needed to support park services</li> </ul>	<ul style="list-style-type: none"> <li>Natural values secondary to park service needs</li> <li>Considerable landscape modification allowed</li> </ul>	<ul style="list-style-type: none"> <li>Visitor-oriented and park operation services</li> </ul>	<ul style="list-style-type: none"> <li>Parking lots</li> <li>Storage areas</li> <li>Washroom buildings</li> <li>Park operations buildings</li> </ul>

## Appendix 4 Description of the Natural Environment

### Coastal Sand Ecosystem

Coastal sand ecosystems within the park encompass the beaches, spits, and dunes in which sand is the dominant substrate. These mobile substrates support sparsely-vegetated plant communities. Coastal sand ecosystems occur at the intersection of marine and terrestrial areas where ecological patterns are structured by marine-related disturbance processes like wind and tide. Coastal sand ecosystems are adapted to cycles of disturbance and can move from periods of stability to periods of instability through extreme weather or other disturbances.

The coastal sand ecosystems within the park are linked to the larger shoreline complex occurring from Cowichan Head to Cordova Spit and Saanichton Bay. The sediment transport alongshore and offshore/onshore has been disrupted by infrastructure both within the park and outside of the park.

Coastal sand ecosystems are also attractive to people and human activities can impact the coastal sand ecosystem through too much disturbance due to foot traffic or the introduction of invasive species.

### Coastal Wetland Ecosystem

Coastal wetland ecosystems are transitional between terrestrial and aquatic ecosystems, and have distinctive soils and plant communities adapted to frequent or infrequent inundation by salt or freshwater. Wetland ecology is directly influenced by variations in moisture and saltwater content, and ecosystem development is controlled by very subtle changes in elevation, material texture, and organic content.

The wetland complex at Island View Beach, both inside and outside of the park has been highly modified through the installation of drainage ditches over 80 years ago to limit mosquito breeding habitat. In its unmodified state, this wetland complex would be considered one of the largest coastal wetlands on southern Vancouver Island.

The coastal plain and wetland complex is a low-lying and relatively uniform landscape at or very near to sea level with plant and animal communities adapted to a salt marsh environment. Due to long standing drainage infrastructure, the plant communities, in particular have undergone a successional shift toward more dryland adapted woody shrubs and trees on higher ground although the predominant vegetation types are still identified as salt marsh species on much of the landscape.

The wetland ecosystem has been impacted by disruption to the hydrological processes. This directly impacts the type and abundance of species that occur there. More information is needed to understand these changes and their impacts on ecological functioning and species presence. Island View Beach Regional Park contains a significant portion of this coastal wetland inshore from the coastal dunes and the constructed berm. However, the park wetlands cannot be effectively managed in isolation from the larger landscape.

### Old Field Ecosystem

Almost all of Island View Regional Park has been used historically for agriculture as both pasture and planted crops. As parcels have been acquired for parkland, agricultural activity has ceased and more natural attributes have returned to some of the landscape. Much of these old field areas are within the



matrix of coastal wetlands and mature dunes. The dewatering of these lands and the disruption of sediment dynamics at the shoreline interface has affected some important processes and promoted the establishment of woody growth (shrubs and small trees). At the southern end of the regional park, cultivation and mowing result in a much more monotonous landscape.

## Bluff Ecosystem

Bluffs rise steeply from the low-lying coastal wetlands and old fields to the plateau above. Today, they are stable and forested with mixed deciduous-coniferous forest that thrives on moist sandy soils. Minor slope failures occur where seepage, wind-throw, or other local conditions expose the underlying sediments. Some minor clearing of the bluffs has occurred for residential or agricultural development. In the past, at higher sea levels, these bluffs would have been active erosion faces.

The juxtaposition of low-lying a coastal plain and wetland complex against these bluffs provides a natural protective buffer against coastal erosion. The forested bluffs provide perching and nesting habitat for many bird species that utilize the coastal wetlands and foreshore for feeding.

## Marine Ecosystem

Marine ecosystems form an essential part of the broader Island View Beach landscape. They are subject to dynamic ecological processes, poorly defined boundaries, and a complex of management jurisdictions. The marine component of this landscape is, by definition, below the high tide line and therefore outside of the regional park. However, there are important ecological linkages across this boundary that require consideration in park management.

Ecological communities in the intertidal and sub-tidal portion of the landscape have not been formally described or mapped in detail but their values are well recognized. This section of marine waters is part of the Sidney Channel Important Bird Area (IBA), which encompasses a 50 km<sup>2</sup> area surrounding Island View Beach, Sidney and James Island. It is considered an important feeding and resting area for migrating marine birds.