

Gulf Islands Regional Trails Plan

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Cover Photo: View from Matthews Point Regional Park Reserve, Galiano Island

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Salt Spring Island roadway (Pedestrian and Cycling Master Plan: Salt Spring Island Edition)

1 Executive Summary

The Capital Regional District (CRD) has prepared a Regional Trails Plan for the Gulf Islands (the Plan). The Plan identifies a conceptual route for a regional trail on each of Galiano, Mayne, North and South Pender, Salt Spring, and Saturna Islands (Map 3, page 17). Regional trails are managed to provide an arterial trail system that connects the municipalities and electoral areas in the region. Each of the trail routes proposed in this plan will connect a main transportation hub, such as a ferry terminal, with key destinations on island; for example, a commercial hub or a regional, provincial or national park. The Plan sets out policy direction specific to these regional trails that supplements the direction provided by the Regional Trails Management Plan (2016). In particular, the Plan identified that the regional trails in the Gulf Islands will be:

- developed and classified as *Bike and Pedestrian Trails*
- located within public road dedications, where possible; though in some areas they may be on-road
- separated from the travelled portion of the road, where feasible, and
- developed using a phased approach.

The Plan provides guidance on how development of these regional trails will be prioritized and how the CRD will work together with others to implement the plan. Policies in the Regional Trails Management Plan (2016) also apply and guide development and management of the regional trails in the Gulf Islands.

Implementation of the Plan will create approximately 50 km of regional trail, benefiting the region by providing opportunities for non-motorized recreation and active transportation, and by facilitating eco-tourism. Completion of the trails will be a long term initiative, relying on significant external funding. The regional trails will provide an arterial route on each island to which other local trails can connect, creating a wider network.

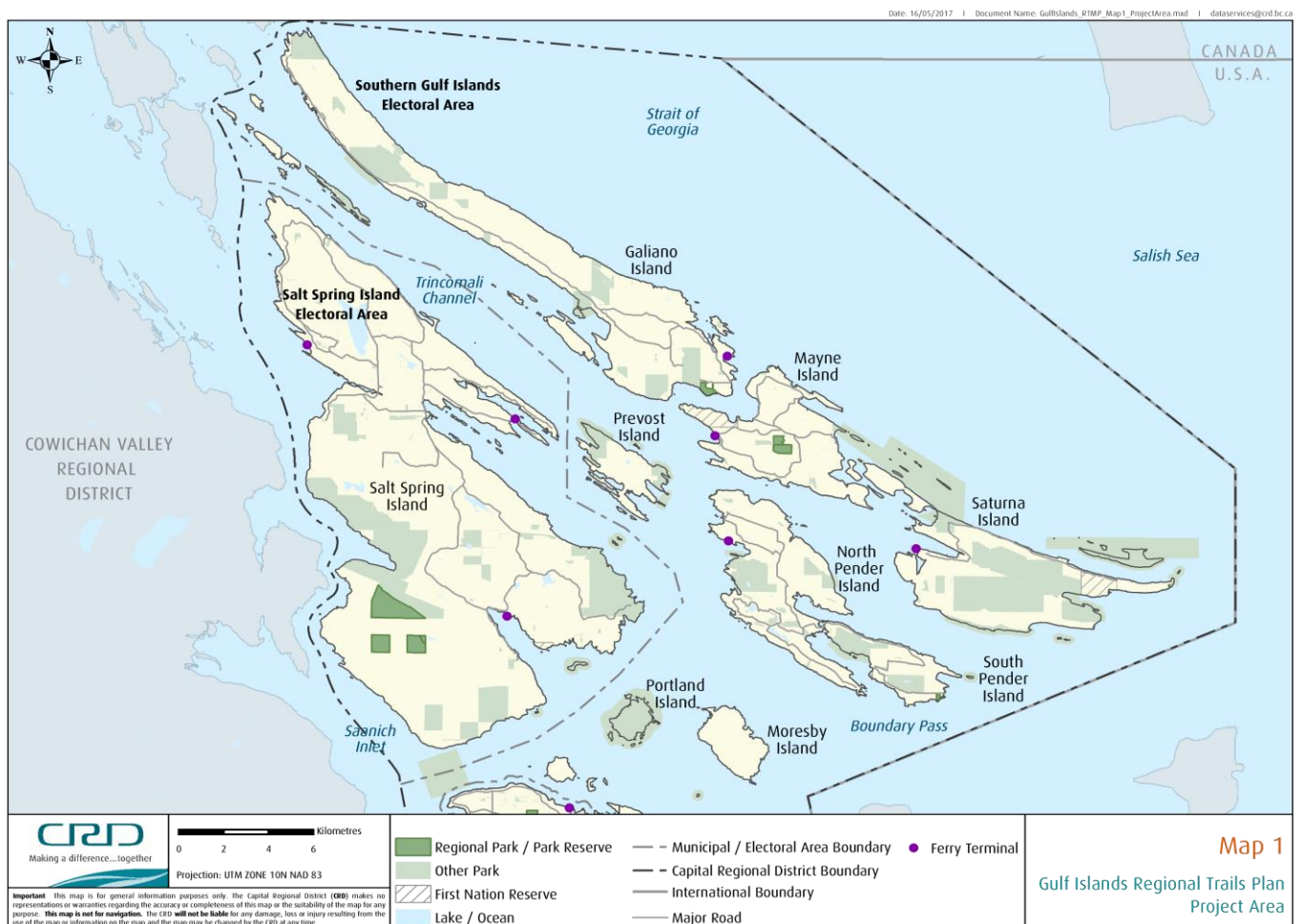
Completion of this Plan achieves a strategic action identified in the Regional Parks Strategic Plan 2012-2021 and a priority action identified in the Regional Trails Management Plan (2016). Further, it supports the Experience the Gulf Islands initiative of the Southern Gulf Islands Economic Sustainability Commission and the Salt Spring Island Economic Development Commission.

2 Context

2.1 Purpose of the Plan

The purpose of the Gulf Islands Regional Trails Plan (the Plan) is to identify a conceptual regional trail route on Galiano, Mayne, North and South Pender, Salt Spring and Saturna islands. The project area is shown on Map 1, below. Each regional trail route aims to connect a main transportation hub, such as a ferry terminal, with key destinations on island; for example, a commercial area or a regional, provincial, or national park. The Plan also provides guidance on how the trails will be prioritized, developed, managed and operated.

Implementation of the Plan will create five new regional trails, totaling approximately 50 kilometers that will benefit the region by providing opportunities for non-motorized recreation and active transportation and by facilitating eco-tourism. These trails will contribute to an integrated network of trails on the islands.



2.2 Strategic Context

The Regional Parks service focuses on nature conservation and connecting people with nature. The primary way this is accomplished is through the establishment and management of regional parks and regional trails. Both help create a vibrant and sustainable region.

Regional trails help deliver on two of the CRD Board's strategic priorities—climate change and active and multi-modal transportation. By providing opportunities for both active outdoor recreation and active (non-motorized) transportation, regional trails have the potential to help reduce overall greenhouse gas emissions within the region. Regional trails are developed for the use of all regional residents as well as visitors to the region. In the case of the Gulf Islands, these trails will service both island residents and many visitors from off-island.

This Plan expands upon strategic statements made in the Regional Parks Strategic Plan 2012-2021 and the Regional Trails Management Plan (2016). The CRD's Regional Parks Strategic Plan identified a strategic action to initiate planning for the regional trails system on Salt Spring Island and the Southern Gulf Islands and outlined a conceptual regional trail route on Salt Spring Island. The 2016 Regional Trails Management Plan provides strategic direction for all regional trails and also establishes the scope for this project (Appendix 1).

Other related plans, such as the Experience the Gulf Islands Concept Plan, the Pedestrian and Cycling Master Plan: Salt Spring Island Edition, and official community plans, also provided guidance and context for the development of the Regional Trails Plan. More information about these plans is provided in Appendix 2.

Other agencies, including CRD's community park and recreation commissions, BC Parks, Parks Canada, and some local organizations are also active in developing trails and/or promoting active recreation and transportation opportunities. Alignment and cooperation between CRD and these others will be important in the development of trail networks that complement the regional trail routes. In addition, the Ministry of Transportation and Infrastructure (MOTI) is responsible for public roads on the Gulf Islands and is the lead for transportation infrastructure. If trails are to be built within the public road dedications, MOTI involvement and approval will be required.

2.3 Project Background

An initial trail planning process for the Southern Gulf Islands was undertaken in 2013-2014 in association with the Southern Gulf Islands Economic Sustainability Commission's Experience the Gulf Islands initiative. Information was gathered at meetings and public events regarding where future trails on the islands were desired. This work was broad in scope and identified desired local, regional and national park trails. The information collected through that earlier process was used as a starting point to identify potential regional trail routes for this plan.

2.4 Regional Setting

For the purposes of this plan, Galiano, Mayne, North and South Pender, Salt Spring and Saturna Islands are collectively referred to as the Gulf Islands. These islands are within the traditional territories of several First Nations. Four First Nations have reserve lands on the Gulf Islands—Tsawout and Tseycum First Nations share a reserve on Saturna Island and one on South Pender Island. Tsawout also has a reserve on Salt Spring Island. Tsartlip First Nation has a reserve on Mayne Island and Penelekut First Nation has a reserve at the north end of Galiano Island. These reserves and other lands on the islands are used by the First Nations for hunting, gathering, and other cultural practices. Nothing in this plan is intended to infringe on First Nations rights.

These islands are within the Islands Trust Area and Islands Trust provides both local land use planning services and broader oversight to foster the preservation and protection of the Trust Area's ecosystems, to sustain the islands' character, and to support healthy communities.

Within the regional governance structure, this area is split into the Southern Gulf Islands Electoral Area and the Salt Spring Island Electoral Area. The CRD provides a number of services in these electoral areas, including the development, management, and operation of regional parks and regional trails.

The total population of the Gulf Islands in 2016 was 15,289 (Table 1). This has not changed significantly from the 2011 census population.

Table 1: 2016 Population

| 2016 Population (Census) | |
|--------------------------------------|---------------|
| Salt Spring Electoral Area | 10,557 |
| Southern Gulf Islands Electoral Area | 4,732 |
| Total Gulf Islands | 15,289 |
| By Island | |
| Galiano Island | 1,044 |
| Mayne Island | 949 |
| Pender Island | 2,302 |
| Salt Spring Island | 10,557 |
| Saturna Island | 354 |

Source: CRD, 2016, *Demographics, Population Change 2016 Census Results, Capital Region*

BC Ferries provides ferry service to the Southern Gulf Islands from Swartz Bay and from Tsawwassen. Service to Salt Spring Island is provided from Crofton to Vesuvius, Swartz Bay to Fulford Harbour, and Tsawwassen to Long Harbour. BC Ferries records annual vehicle and passenger trips by route. For the purposes of this project, BC Ferries provided data on annual bicycle and foot passenger trips, in addition to overall vehicle numbers.

Table 2 shows the traffic statistics by mode of transportation travelling to the islands for 2016. More details on bicycle and foot passengers is provided in Appendix 3. This information is useful to help determine where regional trail development might be prioritized based on the levels of use.

Table 2: BC Ferries Traffic Statistics 2016

| Route | Vehicles | Bicycles** | Foot Passengers*** |
|--|----------|------------|--------------------|
| Tsawwassen to the Southern Gulf Islands* | 65,938 | 4,675 | 131,952 |
| Swartz Bay to the Southern Gulf Islands | 95,189 | 2,517 | 50,034 |
| Swartz Bay to Salt Spring Island | 121,974 | 2,623 | 51,271 |
| Crofton to Salt Spring Island | 93,931 | 1,285 | 35,130 |

Source: BC Ferries, Traffic Statistics System, Total Vehicle and Passenger Counts by Route for 2016.

*Southern Gulf Islands includes Galiano, Mayne, North Pender, Salt Spring and Saturna Islands.

**Bicycle statistics from BC Ferries was provide in a combined format for both directions; hence the number has been halved for the purpose of this table.

***Foot passengers are only counted leaving Tsawwassen, Swartz Bay and Crofton.

In addition to BC Ferries, some visitors to the Gulf Islands arrive by private boat, water taxi, or float plane to the various community docks overseen by the CRD's Southern Gulf Islands Harbours Commission.

In line with the Experience the Gulf Islands Concept Plan, efforts to increase community bus services on the islands and passenger-only ferry service between the islands are being investigated by the Southern Gulf Islands Community Economic Sustainability Commission. The Ministry of Transportation & Infrastructure (MOTI) has jurisdiction over roads in the unincorporated electoral areas and has responsibility for ongoing maintenance and road improvements. MOTI and Islands Trust have an agreement to maintain rural road standards and to protect heritage aspects of the road corridors on the islands.

A number of larger trails, including The Great Trail (formerly known as the Trans Canada Trail)—a 24,000 kilometer trail across Canada—and the Salish Sea Marine Trail, are located in the vicinity (Map 2). Future regional trails developed on the Gulf Islands will complement these routes and create an enhanced experience for users.



Trail use, CRD Regional Parks



3 Strategic Direction

3.1 Vision

Over the years, through different trail-related projects, residents of the Gulf Islands have expressed key components of their visions for trail systems on their islands. These various components have been pulled together in an overall vision for island trails, as follows:

The Gulf islands are an interconnected archipelago of living, working communities in the Salish Sea. Like a necklace jeweled together by unique destinations, the islands are a special place in every season. From wild coasts and beaches, pastoral farmlands, spectacular bluffs, and quaint villages to cool and shady forests, glacially-striated and sandstone pocked rock formations, these islands provide priceless experiences for those who live there and for those who visit.

Trail systems on the islands are sustainable in design, respectful of adjacent neighbours, and provide recreation and alternative transportation opportunities for different types of users. Regional Trails connect island communities and facilitate access to key destinations. They provide primary routes to which other trails connect; creating a broader trail system on each island.

Trails are used as part of the daily routine of local people and attract visitors to experience naturally and culturally significant destinations on the islands. An array of visitor services and amenities are available on or along the trails to serve cyclists and backpackers, families and individuals, and young and old alike.

In 2016, the CRD approved the Regional Trails Management Plan, which sets out a vision for all existing and future regional trails, including those on the Gulf Islands. That vision is:

"As the Regional Trails system grows and matures, a network of interconnected trails emerges. The trails connect the Capital Region's communities and facilitates access to key destinations within and beyond the region. The network facilitates active, healthy lifestyles for people of all ages and abilities by providing opportunities for recreation and active transportation. We work together to create and maintain regional trails as greenway corridors that accommodate a diversity of users. The Capital Regional District promotes respect among users and supports positive experiences for all".

These visions, one related specifically to regional trails and one broader in nature, are complementary. The visions will be achieved through trail planning and development that spans local, regional, provincial, and national agencies and groups. This Regional Trails Plan is just one step in creating a broad network of trails on the Gulf Islands. In the longer term, once the five regional trails are in place and have been operating for some time, the CRD will be in a position to assess if additional regional trails are needed on the islands.

3.2 Policies

In addition to the policies below, the strategic policies and general direction in the Regional Trails Management Plan (2016) and other approved CRD policies, such as the regional park and trail naming convention (2016), also apply to the regional trails on the Gulf Islands.

Two specific policies from the Regional Trails Management Plan (RTMP) are noted below:

- For the safety of all trail users, their pets and wildlife, all pets must be on-leash at all times while on regional trails...Pet owners or guardians should ensure that their pets remain both on the trail and on the proper side of the trail. (RTMP 2.4.1.2)
- Priority will be given to developing regional trails as off-street facilities, where feasible. Preference for routing along road or railway corridors will be used where possible and practical. In some cases, on street sections will exist... (RTMP 2.4.3.1)

The following policies relate specifically to regional trails on the Gulf Islands:

1. The regional trail routes proposed in this plan are conceptual in nature. The specific route for the trail may vary somewhat depending on more detailed assessments of the route at the trail design stage.
2. The regional trails on the Gulf Islands will be developed for non-motorized recreation and active transportation. They will be classified and managed as 'Bike and Pedestrian Trails'.
3. Where regional trails are proposed within surveyed road dedication, CRD will encourage the MOTI to participate early in the trail design process, including inviting representatives to review design standards and preliminary trail designs.
4. Where there is insufficient surveyed road dedication available for a separated trail, the regional trail routes may be on-road or the CRD may work with interested adjacent landowners to accommodate the trail routes.

5. The CRD will liaise with MOTI regularly and will request that if MOTI is seeking new road dedications along any proposed regional trail routes identified in this plan, that MOTI request adequate width to accommodate a separated regional trail.
6. The CRD will liaise with the Island Trust and the MOTI to indicate the CRD's interest in being referred information regarding development proposals adjacent to proposed regional trail routes. Further, where appropriate, the CRD may request that the approving agency require the development proponent to assist with the regional trail in some way as a requirement of approval (e.g., provide land tenure, cash in lieu, or in-kind contribution towards development of the regional trail).
7. Where the trail route is along a road identified as a Heritage Road by MOTI and Islands Trust, CRD will seek input from both organizations on the trail design.
8. Trail development will be based on best practices to maximize safety, minimize environmental impacts, and maximum cost-efficiency and longevity of regional trails.
9. The Regional Trails Plan will be implemented using a phased approach. An initial segment of trail will be developed on each island generally linking the ferry to a key commercial hub (on Galiano Island the initial segment will link the ferry to a regional park).
10. Once initial segments are completed on each island, the following criteria (in no particular order) will be considered when prioritizing extensions to the regional trails:
 - a. Aligns with another planned project (e.g., MOTI road improvements)
 - b. Potential levels of use
 - c. Connects to other trails
 - d. Cost and ease of development (financial cost of each project; physical challenges of route)
 - e. Completes or extends an existing regional trail
 - f. Potential funding partnerships
 - g. Addresses identified safety concerns
11. CRD Regional Parks will liaise with MOTI, BC Ferries and CRD commissions and, where possible, coordinate with them to align resources, create efficiencies and achieve multiple goals for improvement projects, such as road and terminal upgrades and trail projects.
12. The design and development process for regional trails will ensure opportunities for public input.
13. Through the detailed planning and design stage, consideration will be given to appropriate visitor facilities (e.g., rest stops; signage) and to working with community groups, where

appropriate, to salvage and reuse native plant materials from the trail route prior to construction.

14. The CRD will work with First Nations to incorporate messages into regional trail information kiosk signage or regional trail interpretive signs to raise public awareness of First Nations' history and First Nations' connections with and interests in the islands.
15. A field check for significant archaeological/cultural features, conducted by qualified individuals, will be incorporated into the trail development phase.
16. Regional trail design and construction will be subject to successfully obtaining funding through external partnerships or grant opportunities, in addition to CRD funding.
17. Regional trail construction, operation, and maintenance will be the responsibility of CRD Regional Parks.
18. CRD Regional Parks will consider expanding the existing volunteer program to include regional trails on the Gulf Islands.
19. CRD Regional Parks supports ongoing liaison with local organizations, particularly those that undertake trail projects, to promote a coordinated trail network and to identify potential partnership opportunities.
20. Recognizing that construction of regional trails will take many years to implement and that other agencies may want to develop interim trails along the regional trail route, CRD encourages liaison/cooperation with groups regarding possible interim trails until such time as CRD Regional Parks is able to develop a regional trail. At the regional trail design stage, the CRD will assess any existing interim trails along the route to determine if they are adequate for regional trail purposes or if the CRD needs to upgrade them to regional trail standards. Any necessary agreements will be put in place before the CRD trail is constructed.

4 Regional Trail Routes

4.1 General

The proposed regional trail routes are collectively shown on Map 3 on page 17. The individual regional trail routes are described in more detail below and are illustrated on Maps 4 through 8.

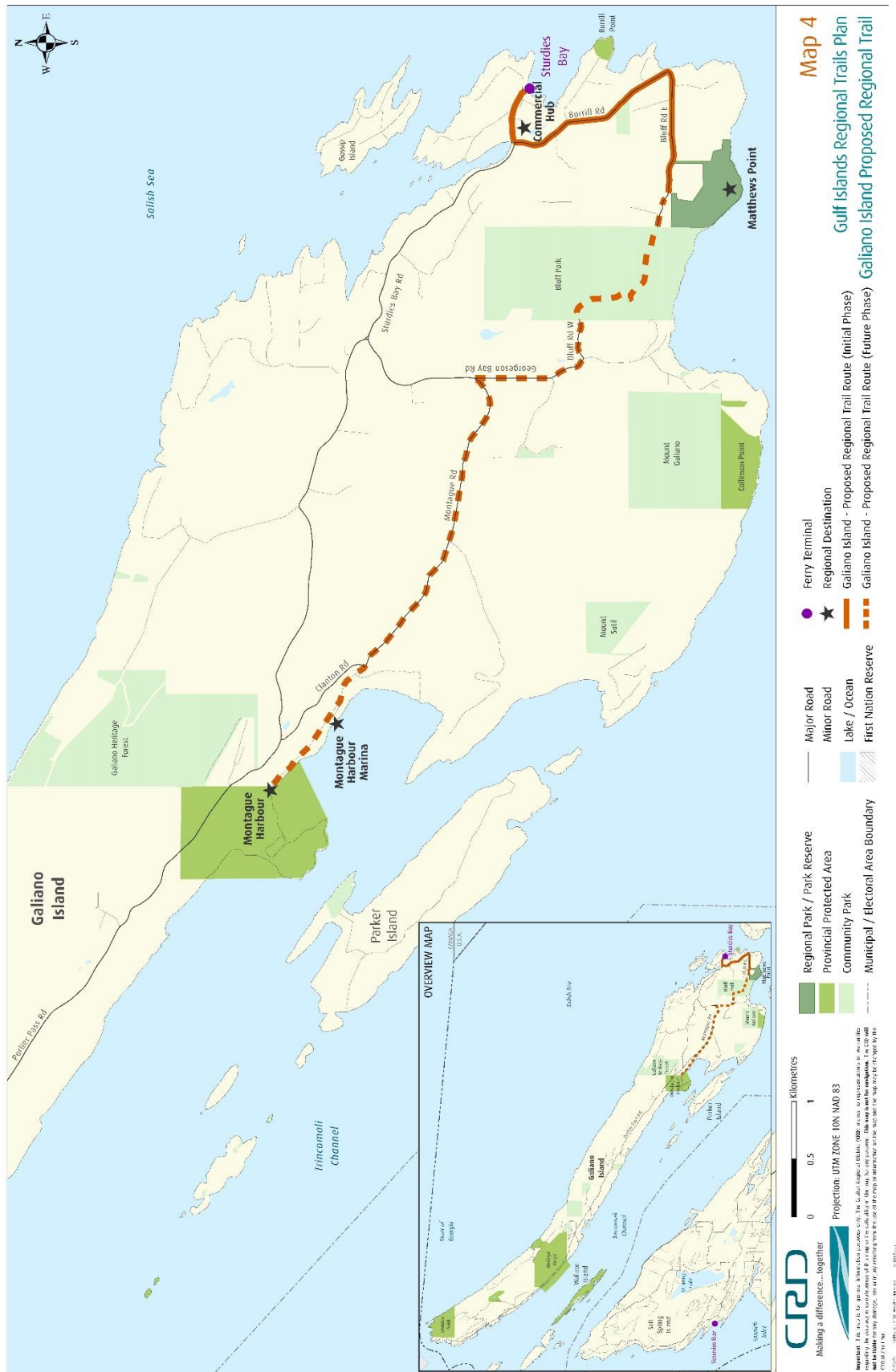
Together the regional trails will create approximately 50 km of trail for residents and visitors. As noted previously, the regional trails will provide a link generally between a BC ferry terminal and a key recreation area or island commercial hub. Local trail organizations may wish to develop additional trails linking from the regional trail to other island areas, such as public docks, ferries, attractions, or local facilities in order to expand the trail offer on each island. These trail routes have been selected on the basis of public comments received during the development of this plan.

Development of these trails will take many years to complete. External funding, to supplement CRD funding, and cooperation with other groups and agencies including MOTI, will be needed to fully implement the plan. As noted above, where local trails exist along the regional trail routes, the CRD will assess if the existing trail is adequate for regional trail purposes or if the CRD needs to upgrade them to regional trail standards.

4.2 Galiano Island

The regional trail route on Galiano Island will begin in the vicinity of the Sturdies Bay ferry terminal, follow Sturdies Bay Road, turn south on Burrill Road, follow Bluff Road to Georgeson Bay Road, turn north, and then north-west on Montague Road, ending in the vicinity of Montague Harbour Marine Provincial Park. The regional trail route is approximately 10 km in length, with the initial segment to be built being approximately 3 km, between the ferry area and Matthews Point Regional Park. In particular, the regional trail route provides access to two regional destinations - Matthews Point Regional Park and Montague Harbour Marine Provincial Park, as well as the ferry and the commercial hub by the ferry terminal. The proposed Galiano Island regional trail route is illustrated on Map 4.





4.3 Mayne Island

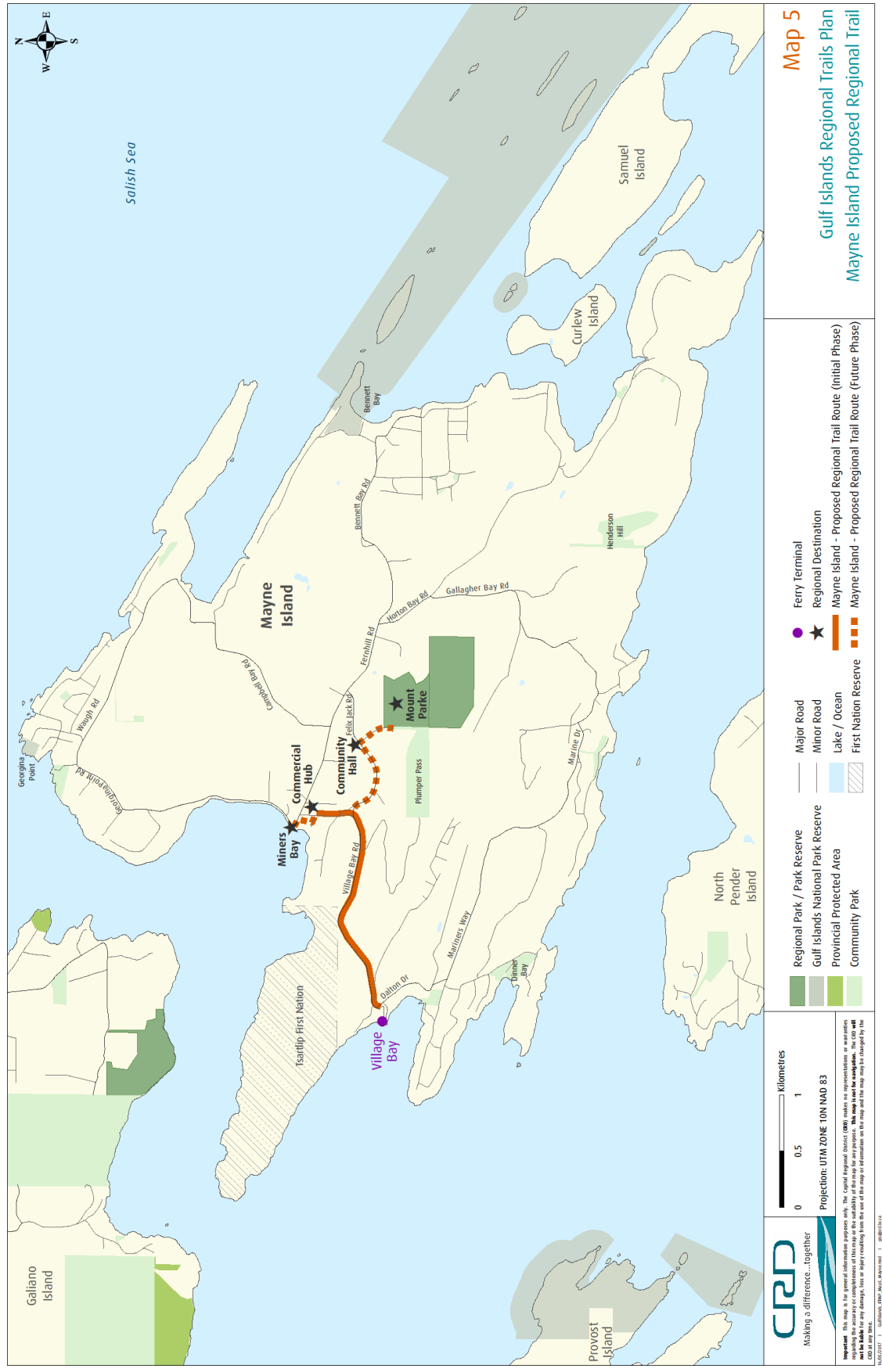
The regional trail route on Mayne Island will begin in the vicinity of the Village Bay ferry terminal, follow Village Bay Road and Fernhill Road to the Miners Bay dock. The trail will also follow Felix Jack Road and Kim Road to Mount Parke Regional Park. The regional trail route is approximately 3.6 km in length and will connect the ferry, the Miners Bay commercial centre, the community dock, and Mount Parke Regional Park. The initial 2.3 km segment to be built will be between the ferry area and Naylor Road in Miners Bay. The proposed Mayne Island regional trail route is illustrated on Map 5.

4.4 North & South Pender Islands

One regional trail route is proposed for North and South Pender Islands. The route will begin in the vicinity of the Otter Bay ferry terminal on North Pender Island, follow MacKinnon Road to Otter Bay Road, to the junction with Bedwell Harbour Road, where it turns south and follows Bedwell Harbour Road and Canal Road to the bridge between North and South Pender Islands. On South Pender Island, the trail will link to Mount Norman-Beaumont in Gulf Islands National Park Reserve. The regional trail route is approximately 10 km in length, with the initial section to be built being approximately 5 km between the ferry area and the Driftwood commercial area. Recognizing that various options have been raised on-island for trail routing in the vicinity of Einar's Hill, which is part of the recommended initial route, the CRD will consider options at the trail design stage. The regional trail will provide access to the community hall, Driftwood Centre commercial hub, and Prior Centennial campground and Mount Norman-Beaumont, both in Gulf Islands National Park Reserve. The proposed Pender Islands regional trail route is illustrated on Map 6.



Artist's rendering - regional trail in the Gulf Islands





4.5 Salt Spring Island

The regional trail route on Salt Spring Island will run between the Vesuvius and Fulford ferry terminal area, along Vesuvius Bay Road, Lower Ganges Road, and Fulford-Ganges Road. The trail will link the ferry areas to the Ganges commercial and residential hub and to Burgoyne Bay Provincial Park. The regional trail route is approximately 20 km in length, with the initial segment to be built being approximately 5 km between the Vesuvius ferry area and Atkins Road. Within the Ganges area, the initial segment of the regional trail will use existing roads/bicycle lanes and sidewalks/pedestrian pathways. At the south end of Ganges, the Salt Spring Island Transportation Commission is currently considering the development of a trail between Seaview Road and Cranberry Road in partnership with the Ministry of Transportation. Once that trail is complete, it will be included in the initial segment of the Regional Trail, subject to it meeting regional trail standards for cycling and pedestrian trails. The proposed Salt Spring Island regional trail route is illustrated on Map 7.

4.6 Saturna Island

The regional trail route on Saturna Island will start in the vicinity of the Lyall Harbour ferry terminal, follow East Point Road and Narvaez Bay Road to the community hub at Harris Road and continue along Narvaez Bay Road to Narvaez Bay in Gulf Islands National Park Reserve. This route is approximately 7 km in length, with the initial 1.5 km segment to be built being between the ferry area and the commercial hub. It is suggested that the CRD conduct further consultation on Saturna Island prior to proceeding with development of the additional 5.5 km full route to determine level of need/level of support for its development to Narvaez Bay. The proposed Saturna Island regional trail route is illustrated on Map 8.



A Gulf Islands view (Photo: Danica Rice)

5 Implementation

The Regional Parks' Service Plan guides implementation of priority projects requiring funding on a four year rolling timeframe. It is expected that implementation of this plan will take decades given that 50 km of trail are proposed. Regional Parks has reserved an annual fund specifically for Gulf Islands trail **planning and** development; however, securing external funding will also be required to construct all of the regional trails identified in this plan.

A typical regional trail development project is staged as follows:

Planning & Design Phase

- Seek funding for design
- Route surveying and environmental investigations
- Development of engineered design drawings
- **Public engagement on design**

At the end of the planning & design phase, a project is considered "shelf ready" and design is 80-90% complete.

Funding Phase

- Seeking external/grant funding for construction, to supplement internal funding.

This process includes applying for grants as funding opportunities are announced and if successful, undertaking all necessary requirements of the granting agency.

Construction Phase

- Finalize design to "construction ready", including confirmation that all specifics on infrastructure have been addressed adequately
- Project tender process
- Award of contract
- Project initiation

Operation & Maintenance Phase

- Ongoing trail operations and maintenance are undertaken by CRD staff.

Design of a 2.3 km demonstration project on Mayne Island commenced in 2015 and the trail design will be completed in 2018. The goal of the demonstration trail project is to develop the initial segment of regional trail identified in this plan, from the Village Bay ferry terminal to the commercial hub within the road right-of-way, where possible, and to assess 'lessons learned'. This will highlight opportunities and challenges for regional trail construction on the Gulf Islands. This trail segment will be the first priority for implementation.

As a second priority for implementation, it is recommended that external funding be sought for the planning & design of an initial segment of trail on each of the remaining islands (approximately 17 km), as one project. A project that includes multiple islands may be of greater interest to potential funders who are looking for regionally significant projects or who are interested in seeing multiple jurisdictions working together on projects. Further, a combined project, being larger in scope, may also garner more interest from consulting firms when the project is contracted. Lastly, having shelf-ready designs for each of the region trails creates efficiency and flexibility for the CRD in terms of seeking external funding and partnerships for construction.

Once the initial trail designs are complete and adequate funding is in place, proposed construction priorities are, in descending order, as follows:

1. Salt Spring Island (5 km; Vesuvius to Ganges; with a possible additional 300 m on Ganges Hill) then
2. North Pender Island (5 km; Otter Bay to Driftwood Centre) then
3. Galiano Island (3 km; Sturdies Bay to Matthews Point Regional Park) then
4. Saturna Island (2 km; Lyall Harbour to Harris Road).

This order is proposed based on considerations of island population and potential levels of cycling and walking use. BC Ferries cycling and foot traffic statistics (Table 2 and Appendix 3) were used to estimate the potential use of regional trails.

Priority order may change subject to trail development cost (identified at the design stage), other planned projects that trail development can be linked with (e.g., MOTI/municipal road work), significant funding partnership opportunities, or other CRD priorities. Following completion of the initial trail segment on each island, additional trail development priorities will be set using the criteria in Policy 10 (page 14).

Table 3 identifies a general strategy for the implementation of this plan. Implementation is subject to available staff and financial resources.

Table 3: Implementation Strategy

| Action | Timing |
|--|---|
| Seek external grant funding for construction of Mayne Island regional trail demonstration project. | 2018 |
| Seek external grant funding for the design of four initial regional trail segments as one project (Salt Spring, North Pender, Galiano, Saturna). | 2018 |
| Construct Mayne Island regional trail demonstration project and assess "lessons learned" | Once funds are in place |
| Seek external grant funding for construction of Salt Spring Island initial trail section | Once Mayne Island demonstration trail segment is complete |
| Construct initial trail section on Salt Spring Island | Once funds are in place |
| Seek external grant funding for construction of Pender Island initial trail section | Once Salt Spring Island initial trail segment is complete |
| Construct initial trail section on North Pender Island | Once funds are in place |
| Seek external grant funding for construction of Galiano Island initial trail section | Once Pender Island initial trail segment is complete |
| Construct initial trail section on Galiano Island | Once funds are in place |
| Seek external grant funding for construction of Saturna Island initial trail section | Once Galiano Island initial trail segment is complete |
| Construct initial trail section on Saturna Island | Once funds are in place |
| Determine next phases of trail development and initiate next round of design/funding/construction | Once Saturna Island initial trail segment is complete |

Appendix 1: The Regional Trails Management Plan (RTMP)

In 2016, following a two year public planning process, the CRD Board approved a Regional Trails Management Plan (RTMP). This plan includes strategic direction that applies to all trails (existing and future) as well as management plans for each of the three existing regional trails (Galloping Goose, Lochside, and E&N Rail Trail – Humpback Connector).

In particular, the following section of the RTMP are noteworthy and should be referenced along with this Plan.

Section 2 Regional Trails Strategic Direction, which includes, among other things, a vision for regional trails, management principles, and 50 overarching policies for regional trails.

Appendix 3: Trail Development Guidelines, which sets out guidelines for different types of regional trails and for use of certain trail management tools. Comments from members of the public on the islands regarding trail standards were addressed through the development and approval of the RTMP.

Appendix 4: Example of Standard Regional Trail Signs, which outlines key types of signs used along regional trails and explains rationale for their general use.

Also, Appendix 6: Southern Gulf Islands-Salt Spring Island Regional Trail Planning, provided the scope for the development of this plan.

A copy of the RTMP is available through the CRD website at:

<https://www.crd.bc.ca/project/past-capital-projects-and-initiatives/regional-trails-management-plan>

Appendix 2: Existing Plans and Complementary Work

Each of the following plans has informed the development of the Regional Trails Plan for the Gulf Islands.

The **Experience the Gulf Islands (ETGI) initiative** of the **Southern Gulf Islands Economic Sustainability Commission** and the **Salt Spring Island Economic Development Commission** seeks to promote tourism to the islands. The **ETGI Concept Plan** includes goals to “build sustainable, low-carbon, inter-island and on-island transportation connections and linkages that limit or lower on-island car traffic” and “enhance and expand inter-community, organization and government partnerships.” A key strategy area identified in the Concept Plan is to improve transportation through coordinated trail planning initiatives.

The CRD administers the **Salt Spring Island Transit and Transportation service** which is overseen by the Salt Spring Island Transportation Commission. The service includes construction, maintenance and regulation of active transportation infrastructure, such as bicycle paths and sidewalks, including pedestrian safety and traffic calming. A **North Ganges Transportation Plan** was approved in 2007 and a capital project is underway from 2015-2019 to install pedestrian and cycling and intersection improvements around Ganges Village.

A **Pedestrian and Cycling Master Plan: Salt Spring Island Edition** was undertaken by **Regional & Strategic Planning** and accepted by the CRD Board in 2013. This Master Plan identifies a Primary Inter-Community bikeway network that connects Fulford Harbour to Ganges Village to Vesuvius and Long Harbour.

The local **Parks and Recreation Advisory Commissions** on the Southern Gulf Islands and Salt Spring Island are responsible for planning, developing and maintaining community parks and trails. **Community park and trail plans** have been approved for Galiano, Pender and Salt Spring Islands. Community park and trail networks will complement the regional trail route.

Official Community Plans for each island, developed by the **Islands Trust**, guide development on the islands. Opportunities to develop and enhance the regional trail routes can be identified in coordination with Islands Trust as the agency responsible for land use on the islands.

Appendix 3: BC Ferries Data on Bicycle and Foot Traffic

BC Ferries has provided additional information relating to bicycle and foot traffic to and from the Gulf Islands. This data gives an idea of numbers of potential users of the regional trails. In summary, it shows:

- The greatest bicycle traffic is between Tsawwassen and Galiano Island (average 1,757 over three years), followed by Swartz Bay to Pender Islands (average 1,144 over three years) and then Tsawwassen to Salt Spring Island (average 1,077 over three years).
- The largest volumes of inter-island bicycle traffic are between Mayne Island and Pender Island (average 135-208 over three years; depending on direction of travel), followed by Galiano Island to Mayne Island (average 134 over three years).
- The greatest foot traffic is between Tsawwassen and Galiano Island (average 23,094 over three years), Tsawwassen to Salt Spring Island (average 18,062 over three years), Tsawwassen to Mayne Island (average 14,600 over three years), and Swartz Bay to Pender Island (average 14,144 over three years).
- Inter-island foot traffic was highest between Salt Spring Island and Pender Island (average 722-981 over three years depending on direction of travel), followed by Salt Spring Island to Galiano Island (average 583-694 over three years depending on direction of travel).

Annual Bicycle Traffic for Routes 5 and 9

| From | To | 2014 | 2015 | 2016 |
|----------------|--------------------|-------|-------|-------|
| Swartz Bay | Galiano Island | 454 | 492 | 463 |
| | Mayne Island | 585 | 609 | 584 |
| | Pender Island | 1,138 | 1,176 | 1,117 |
| | Salt Spring Island | 0 | 4 | 3 |
| | Saturna Island | 433 | 450 | 468 |
| Tsawwassen | Galiano Island | 1,666 | 1,835 | 1,770 |
| | Mayne Island | 905 | 1,022 | 932 |
| | Pender Island | 375 | 366 | 371 |
| | Salt Spring Island | 1,056 | 1,049 | 1,126 |
| | Saturna Island | 159 | 154 | 151 |
| Inter-Island | | | | |
| Galiano Island | Mayne Island | 107 | 126 | 170 |
| | Pender Island | 62 | 69 | 87 |

| | | | | |
|--------------------|--------------------|-----|-----|-----|
| | Salt Spring Island | 66 | 90 | 140 |
| | Saturna Island | 8 | 16 | 11 |
| Mayne Island | Galiano Island | 104 | 137 | 170 |
| | Pender Island | 171 | 193 | 259 |
| | Salt Spring Island | 74 | 51 | 77 |
| | Saturna Island | 48 | 38 | 31 |
| Pender Island | Galiano Island | 60 | 54 | 49 |
| | Mayne Island | 116 | 142 | 146 |
| | Salt Spring Island | 52 | 95 | 110 |
| | Saturna Island | 20 | 20 | 26 |
| Salt Spring Island | Galiano Island | 60 | 102 | 101 |
| | Mayne Island | 69 | 42 | 64 |
| | Pender Island | 52 | 90 | 76 |
| | Saturna Island | 0 | 0 | 0 |
| Saturna Island | Galiano Island | 8 | 4 | 3 |
| | Mayne Island | 32 | 29 | 20 |
| | Pender Island | 7 | 11 | 16 |
| | Salt Spring Island | 7 | 6 | 3 |

Annual Foot Traffic on Routes 5 and 9

| From | To | 2014 | 2015 | 2016 |
|------------|--------------------|--------|--------|--------|
| Swartz Bay | Galiano Island | 4,929 | 5,056 | 5,047 |
| | Mayne Island | 6,750 | 6,937 | 7,182 |
| | Pender Island | 14,087 | 14,019 | 14,325 |
| | Salt Spring Island | 11 | 14 | 8 |
| | Saturna Island | 2,975 | 2,954 | 3,348 |
| Tsawwassen | Galiano Island | 22,979 | 23,311 | 23,092 |
| | Mayne Island | 14,412 | 14,813 | 14,574 |
| | Pender Island | 8,623 | 8,440 | 8,821 |
| | Salt Spring Island | 17,395 | 17,460 | 19,332 |
| | Saturna Island | 2,082 | 1,807 | 1,682 |

| Inter-Island | | | | |
|--------------------|--------------------|-----|-----|-----|
| Galiano Island | Mayne Island | 478 | 418 | 458 |
| | Pender Island | 304 | 316 | 311 |
| | Salt Spring Island | 560 | 585 | 606 |
| | Saturna Island | 21 | 32 | 28 |
| Mayne Island | Galiano Island | 578 | 465 | 565 |
| | Pender Island | 459 | 531 | 743 |
| | Salt Spring Island | 538 | 513 | 452 |
| | Saturna Island | 103 | 83 | 63 |
| Pender Island | Galiano Island | 321 | 251 | 245 |
| | Mayne Island | 531 | 502 | 596 |
| | Salt Spring Island | 695 | 757 | 715 |
| | Saturna Island | 76 | 81 | 96 |
| Salt Spring Island | Galiano Island | 678 | 752 | 651 |
| | Mayne Island | 818 | 700 | 560 |
| | Pender Island | 786 | 924 | 978 |
| | Saturna Island | 5 | 1 | 3 |
| Saturna Island | Galiano Island | 0 | 0 | 0 |
| | Mayne Island | 0 | 0 | 0 |
| | Pender Island | 0 | 0 | 0 |
| | Salt Spring Island | 0 | 0 | 0 |



Narvaez Bay, Gulf Islands National Park Reserve, Saturna Island