

STAFF REPORT

File No.: MA-RZ-2023.2 (CRD)

DATE OF MEETING: November 27, 2023

TO: Mayne Island Local Trust Committee

FROM: Bruce Belcher, Planner 1 and Narissa Chadwick, Island Planner

Southern Team

COPY: Robert Kojima, Regional Planning Manager
SUBJECT: Rezoning application – preliminary report

Applicant: Mike Macintyre (Capital Regional District)

Location: LOT B, SECTION 1, MAYNE ISLAND, COWICHAN DISTRICT, PLAN 2501

RECOMMENDATION

1. That the Mayne Island Local Trust Committee proceed with application MA-RZ-2023.2 (CRD).

REPORT SUMMARY

The purpose of this report is to provide background on proposed rezoning MA-RZ-2023.2 (CRD) and seek direction from the Mayne Island Local Trust Committee (LTC) to proceed or not proceed with the application.

The application would amend the Mayne Island Official Community Plan (OCP) No. 144, 2007 to change the land use designation of the property from Rural (R) and Agriculture (AG) to Park (P). The application would also amend the Mayne Island Land Use Bylaw (LUB) No. 146, 2008 by rezoning the property from Rural (R) and Agriculture (A) to Community and Regional Park (P) to further the establishment of St. John Point Regional Park.

BACKGROUND

The Capital Regional District (CRD) acquired the 27-hectare property in December of 2017 through a partnership with the Mayne Island Conservancy Society. The CRD undertook a comprehensive management planning process from 2018-2019 including ecological studies, a two-phase public engagement process resulting in the Initial Public Participation Report (Attachment 1), and resulting in the St. John Point Regional Park Management Plan (Attachment 2), which guides the management and operation of the park for the next 15 years.

The management plan identifies the short-term action to develop a Park Entrance Hub in the northwest corner of the property near the entrance. The Hub would include a park entrance sign and visitor information kiosk, an expanded 20-vehicle parking lot, a bicycle rack, and a pump out toilet building (Attachment 3). This Entrance Hub would be constructed in a previously disturbed area where a home was located. The existing undersized gravel parking area would be restored to a natural condition.

St. Johns Point Park currently has passive park status. In section 3.1(7) of the Mayne Island LUB a passive recreation park is permitted in all zones. A passive park is defined as a park limited to hiking and walking trails with signs not exceeding 1 square metre each and no other uses including driveways and parking lots. The development of the proposed Park Entrance Hub does not conform to this regulation due to the proposed parking lot construction. The CRD is submitting the rezoning application to amend the OCP and LUB so that the development of the Park Entrance Hub is compliant.

Due to a portion of the property being zoned agricultural and designated within the Agricultural Land Reserve (ALR) it is required that the Agricultural Land Commission (ALC) approve the non-farm use of the land for the Park Entrance Hub prior to the rezoning application approval (see Attachment 3 for details related to Park Entrance Hub). The CRD has begun the application process with the ALC to receive non-farm use approval.

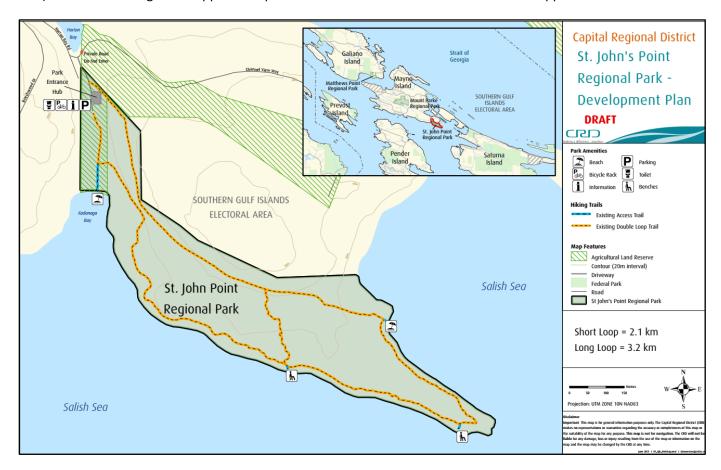


Figure 1: Site Plan

ANALYSIS

Policy/Regulatory

Islands Trust Policy Statement:

Relevant sections of the ITPS include:

5.5 Recreation

5.5.1 It is Trust Council's policy that recreational activities in the Trust Area should be compatible with preservation and protection of the environment, natural amenities, resources and community character.

Official Community Plan:

The property is designated Rural and Agriculture in the Mayne Island OCP Bylaw No. 144, 2007. The objectives of the two designations are:

Rural:

- to provide for low density rural settlement options which are sensitive to the Island's carrying capacity and rural environment, and
- 2. to ensure compatibility of the rural use with adjoining land uses.

3. to support flexible housing approaches while preserving and protecting rural character and freshwater sustainability.

Agriculture:

- 1. to recognize and protect the ability to farm except as it may be limited in residential areas outside of the ALR,
- 2. to identify and protect land suitable for agricultural uses,
- 3. to retain farmland as part of the rural landscape,
- 4. to give high priority toward encouragement of food production and horticulture in the Mayne Island Trust Area.
- 5. to recognize the extra burden of transportation costs by supporting local farm-gate sales, and
- 6. to support efforts to increase local agricultural self-sufficiency.

The amendment would see the property designated under Regional Parks in the OCP. This is the current designation for the CRD's Mount Parke property. The objectives of this designation are:

- 1. to support education, aesthetics, recreation and spiritual values of the park system, and
- 2. to protect the natural system from degradation by public use of land.

There are no Development Permit Areas on the subject property.

Land Use Bylaw:

The property is zoned Rural (R) and Agricultural (A). The applicant is seeking a rezoning to the Community and Regional Park (P) zone to make the proposed Park Entrance Hub construction compliant with the LUB which the current zoning restricts. Relevant regulation:

Section 3.1, Siting and Setback Regulations: (7) Passive recreation park, each park limited to hiking and walking trails and signs not exceeding 1 square metre each. No other uses including driveways and parking lots are permitted.

Community and Regional Park (P) Zone permitted uses:

Section 5.17, Permitted Uses: (1) (a) Parks; (b) Accessory uses, buildings and structures

"Park" means a publicly owned lot which is used or intended to be used for the recreation and enjoyment of the public and may be developed with recreational facilities or may be retained in its natural state.

Issues and Opportunities

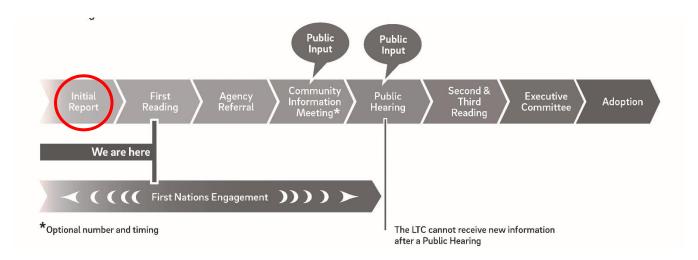
Public Engagement and Input

The CRD completed a public engagement process in 2018 to identify issues and opinions expressed by community members. This includes consultation with community members outlined in the Initial Public Participation Report (Attachment 1). Letters of support from the Mayne Island Conservancy, BC Ambulance Service, and Mayne Island Fire Rescue have also been received and are included as Attachment 4 of this staff report.

Consultation

Public notification or consultation is not required for a preliminary report to the LTC for a potential rezoning. Should the LTC decide to proceed with the application, given that an OCP amendment is needed, a public hearing will be required. It is normal practice to hold at least one Community Information Meeting (CIM) in advance of the public hearing.

Timeline



Agencies

Once draft bylaw is prepared it will be referred to relevant agencies.

First Nations

As identified in the provincial Consultative Area Database (CAD), the property is within the traditional territories of the following First Nations:

- Semiahmoo First Nation
- Tsawwassen First Nation
- Stz'uminus First Nation
- Halalt First Nation
- Penelakut Tribe
- Lake Cowichan First Nation
- Cowichan Tribes
- Lyackson First Nation
- Tsawout First Nation
- Tsartlip First Nation
- Tseycum First Nation
- Pauquachin First Nation

Staff have conducted a desktop review that indicates there are multiples archaeological sites as well as significant archaeological potential on the property. Therefore, the CRD should seek clarification on the location of the development site, review the provincial archaeological branch website, and be guided by the Islands Trust Chance Find Protocol.

Rationale for Recommendation

The recommendation on page one (1) is supported as:

• Since its acquisition by the CRD in 2017, the property has been actively used as a park attracting both on and off island users. The rezoning will bring into compliance the existing parking lot and supports the

much needed expansion of parking (as indicated in the letters of support the lack of parking has led to visitors parking on the road which potentially impedes emergency response) as well as the building of a toilet building, bike parking and a park sign.

• The applicants have provided community consultation results, letters of support from local agencies, and a comprehensive management plan with the rezoning application (see Attachments 1, 2 and 4).

ALTERNATIVES

1. Request further information before proceeding

The LTC will need to specify the information they require.

2. Place application in abeyance until the Agricultural Land Commission (ALC) approves the non-farm use of the land for the Park Entrance Hub

As indicated above, the applicant has submitted an application to the Agricultural Land Commission for approval of non farm use. While all the work required for the rezoning can be done prior to the approval by the LTC, the rezoning cannot be approved until ALC approval is received.

3. Do not proceed

Staff caution that if the LTC decides not to proceed safety concerns related to parking on Horton Bay road will continue to be an issue.

NEXT STEPS

If the recommendation are supported:

• Staff will move forward with processing the rezoning application

Submitted By:	Bruce Belcher, Planner 1 Narissa Chadwick, RPP, Island Planner	November 15, 2023	
Concurrence:	Robert Kojima, Regional Planning Manager	November 16, 2023	

ATTACHMENTS

- 1. Initial Public Participation Report
- 2. St. John Point Regional Park Management Plan
- 3. Plans, Photographs
- 4. Letters of Support
- 5. Site Context

Mt. Parke and St. John Point Regional Parks Management Planning Process

Initial Public Participation Report

Capital Regional District December 2018



Mt. Parke Regional Park



St. John Point Regional Park Reserve

Capital Regional District | Regional Parks 490 Atkins Avenue, Victoria, BC V9B 2Z8 T: 250.478.3344 | www.crd.bc.ca/parks



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Mt. Parke

Executive Summary

The Mount Parke and Saint John Point (Mt. Parke and St. John Point) regional parks management planning project was initiated by the Capital Regional District (CRD) Board in September 2018. Since both parks are located on Mayne Island, engagement for each was conducted simultaneously. The initial round of public engagement was held in October and November 2018 to gather information and ideas to help develop the draft plans. The following report summarizes this initial engagement process and the input received.

The public engagement process included opportunities for involvement from First Nations, key stakeholders and the public. The four W_SÁNEĆ Nations (Tsartlip, Tsawout, Tseycum and Pauquachin) were each invited to participate in this project. Meetings were held with representatives of the Mayne Island Parks and Recreation Commission, which manages a community park adjacent to Mt. Parke, and the Mayne Island Conservancy Society, which undertakes restoration activities at both parks through Partners in Parks Agreements and which holds a conservation covenant on St. John Point lands. Letters were sent to the Mayne Island Local Trust Committee (Island Trust) which is responsible for local land use planning, and to Environment and Climate Change Canada which has certified the park lands as ecologically sensitive through the Ecological Gifts Program as part of the land acquisition.

The public were invited to provide input through an online comment form for each park. Letters were sent to park neighbours and an email was sent to BC Marine Trails, based on a previously expressed interest in St. John Point Regional Park, notifying them of the project and the opportunity to provide input. Eighty-two (82) respondents provided initial input online—47 regarding St. John Point and 35 regarding Mt. Parke.

Some general messages heard through this initial round of engagement included:

- Keep the parks natural. A key goal should be protecting the environment.
- Mount Parke is fine as it is.
- Hiking was the activity noted by most as desired at both sites.

Purpose of this Report

The purpose of this report is to summarize the initial public participation process used and the responses received.

The Public Engagement Process

A media release, announcing that the CRD was initiating planning for Mt. Parke and St. John Point, was issued following the September 2018 CRD Board meeting.

A project webpage was posted on the CRD website in September 2018. It provides information about the two parks and about the planning process. An initial input form for each park was added on the project webpage October 1, 2018 seeking public input and local knowledge on a variety of questions. In particular, opinions were requested about what the main management goals should be and what issues needed to be addressed through the management plan. The comment forms were available on the CRD website between October 1 and November 13, 2018.

Signs were installed at entrances to both parks and posters were put up at various island bulletin boards and at the Regional Parks office in October to alert park users and the public about the project, how they could get more information and how to provide input.

An ad was placed in the October and November issues of The Mayneliner publication on Mayne Island.

Letters were sent to four First Nations in October, providing information about the project, inviting their involvement in the planning process and offering a presentation/meeting if desired. *Letters* were sent to key government agencies based on their interests relating to the parks. The Mayne Island Local Trust Committee was notified of both park management planning processes while Environment and Climate Change Canada was informed of the St. John Point project, based on the fact that a portion of the St. John Point acquisition was recognized as an Ecological Gift through the federal program of the same name. Lastly, *letters* were also sent to neighbours in close proximity to the two parks to alert them to the park planning projects.

Meetings were held with representatives of Mayne Island Conservancy Society, which holds a conservation covenant on St. John Point lands and undertakes restoration programs at both Mt. Parke and St. John Point through Partners in Parks Agreements, and with representatives of the Mayne

Island Parks and Recreation Commission, which manages Plumper Pass Community Park adjacent to Mt. Parke.



St. John Point

Summary of What We Heard

First Nations

To-date, the four First Nations have not provided input through the initial phase of the management planning process. The draft management plans will be provided to them for review and comment when they are developed and staff will continue to follow up with First Nations representatives.

Public

Eighty-two (82) respondents provided initial input online—47 regarding St. John Point and 35 regarding Mt. Parke. In general, the majority of people noted that the parks should be kept natural and a key goal should be protecting the environment.

St. John Point

For St. John Point, the 47 individuals were very engaged and provided over 200 comments.

With respect to management goals, the top suggestions related to:

- Protecting the environmental and natural features (20 comments)
- Developing an official trail system (19 comments)
- Developing basic facilities, such as adequate parking (16 comments) and
- Signing the park (10 comments)

A recurring suggestion was to keep it simple by providing a few well marked designated trails with strategic viewpoint stops and facilities. A smaller number of respondents suggested goals relating to addressing invasive species (5 comments), and the need to provide access/use for diverse groups (4 comments).

When asked what activities were appropriate for St. John Point Regional Park, the top responses were:

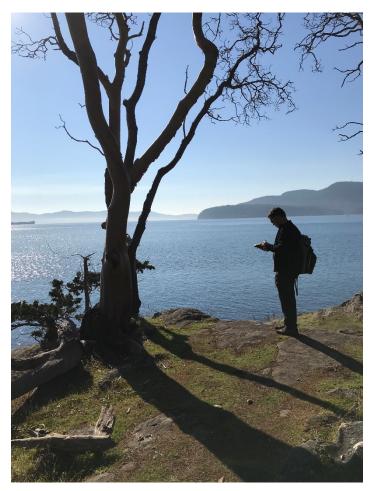
- Walking/hiking (44 comments)
- Accessing the beach (41 comments)
- Picnicking (39 comments)

A few people suggested camping (5 comments), walking a dog (3 comments), horseback riding (2 comments), mountain biking or cycling (2 comments), and bird watching and flying a kite (1 each). Note, four (4) respondents specifically opposed camping being provided at the park.

Fifty-two (52) comments were provided regarding issues to be addressed in the St. John Point management plan. Many previously mentioned themes arose, such as:

- Lack of signage (11 comments)
- Impact of invasive species (6 comments)
- Limited parking (5 comments)
- Waste and damage to arbutus trees (4 comments each)
- Lack of facilities (3 comments)
- Fire hazards (3 comments) and
- Lack of clear boundary markings (3 comments)

General comments provided ranged from information regarding the beauty of the park and its importance to the respondent (19 comments), the need for good access road conditions and parking (11 comments), good trail design and availability (10 comments), the desire to keep the park in its current state with minimal changes (9 comments), and the need for signage (7 comments), to offering potable water (2 comments) and concerns regarding fires (1 comment).



St. John Point

Mt. Parke

With respect to Mt. Parke, the 35 individuals contributed approximately140 comments. The greatest number of comments relating to management goals suggested the management plan should include goals relating to:

- Protecting the environment and natural features of the park (12 comments)
- Maintaining the existing trail system (11 comments)
- Minimal intervention and keeping the park the way it is (11 comments)

Smaller numbers suggested goals relating to more operational aspects: signage (4 comments), walkways and trails (4 comments), providing garbage bins (4 comments), reducing erosion (3 comments), providing educational opportunities (3 comments), dog management (2 comments), and developing mountain biking opportunities (1 comment).

Many people felt that there were no issues at Mt. Park and nothing needed to be changed. The issues identified as needing to be addressed in Mt. Parke's management plan included:

- Damage to the trails, tree roots and the environment (6 comments)
- Trail maintenance, including water drainage and erosion (5 comments)
- Signage either too much, not enough, or concerns with how signs were installed (4 comments)
- Inadequate parking (3 comments)
- Safety (3 comments)
- Off-leash dogs (3 comments)
- Need to develop mountain biking opportunities (1 comment)



General comments relating to Mt. Parke often related to the beauty and uniqueness of the park and its importance to respondents (13 comments). Others noted the need for formal signage about direction, ecological value of the park, safety and education (4 comments) and the need for places to sit to enjoy the forest and the viewpoint (3 comments).

Mt. Parke

Key Stakeholders

The Mayne Island Conservancy Society (the conservancy) has a close working relationship with the CRD through a Partners in Parks Agreement for restoration at both parks and through the acquisition of St. John Point. The Mayne Island Parks & Recreation Commission, another CRD entity, manages Plumper Pass Community Park adjacent to Mt. Parke and a small park near St. John Point. Staff met with three Conservancy representatives and with two Commission representatives about the management needs for both parks. Key comments are noted below.

St. John Point

- The wildflower area along the east side of the point needs protection keep the trail up on the rocks for least disturbance. CRD may want to use barriers (e.g., cedar fencing) to demarcate the trail in this area. The conservancy representatives will identify other particularly sensitive sites in the field with CRD staff and will help identify ways to reduce impacts.
- Setting up a park steward program, as in other regional parks, would be good for monitoring and reporting to the CRD.
- Most of the park could be a Natural Area zone with the Environmental Protection zone being used on key areas.
- Follow up with federal Ecological Gifts Program representative for key wording for the context section and expectations relating to the park.
- Identify the Partners in Parks Agreement in the management plan.
- The loop trail should be the main opportunity. A short loop should be developed to the first viewpoint/chair location. A short loop was used by the Conservancy and community members when fundraising for the park acquisition was on-going.
- Kadonaga Bay is the official name of the south facing bay.
- Orchard trees from the Japanese agricultural time exist on-site (cherry, pear and three to four apple). The conservancy representatives would like to see these, or some of them, kept as part of the Japanese heritage.
- Points for the vision might include: conservation, low impact walking, day-use stop for boats at both/either bay, the park is a microcosm of human and ecosystem history of the Gulf Islands.
- The conservancy and others may be interested in providing interpretive programs.
- There may be issues around traffic be sure people know not to park on the adjacent strata road.

- Hyper abundant deer, both black tail and fallow, are an issue consider contacting the deer management committee and/or developing strategies for reducing deer.
- Lots of locals with dogs use the park some issues exist with dogs off leash.
- The viewpoint is a key destination. Do not remove chairs unless they are replaced with new chairs or a bench.
- Picnic tables at Kadonaga Bay beach area would be OK idea.
- Need to determine what the plan is for the former agricultural area re-naturalize, maintain a portion open for picnic tables, or fully open for active use.
- Former house and woodshed area could provide parking lot area.
- A marina is being built at Anson Road (about ½ km from park) in spring 2019. It will have a picnic site and washroom. It may draw more use to the park.

Mt. Parke

- The interpretive sign by Kim Road and on the ridge could be updated.
- Developing a consolidated access/trailhead with information kiosk and park signage would be good idea, particularly at Kim Road access.
- Parking on road allowances seems fine.
- Erosion/water drainage is an issue along a portion of the Halliday Ridge Trail (on the east side, up from the junction). Some trail maintenance work is needed but the trail system is ok as is.
- A 'shortcut' trail on ridge should be shut down because it is very close to a steep drop off.
- Mention the Partners in Parks Agreement in the management plan.
- Possible vision points might be: heavily used by visitors and residents; best access trail for low mobility users (Lowland Nature Trail); accessible to all (even school and day care use it); viewpoint; central location/easily accessible from village; it's a gem on island; low-impact park; protecting environment/allowing walking; breathtaking view; highest point on island; longest trail system on island.
- Consider land acquisition properties linking the two parks. This could be a goal.
- Deer management is an issue.
- An archaeological assessment should be undertaken.
- The conservancy and others may want to provide nature walks/interpretive programs.
- Community groups want to develop a cross-island trail, which would connect to Halliday Ridge Trail by Horton Bay Road/Gallagher Road and continue on to the village.

Conclusion

Eighty-seven people were directly engaged and provided suggestions and ideas through this initial participation process. All comments received have been reviewed and considered as staff have been drafting the management plans for St. John Point and Mt. Parke regional parks. When draft plans are completed, a second round of public engagement will occur to gauge support for the plans and gather further comments before finalizing them for approval.

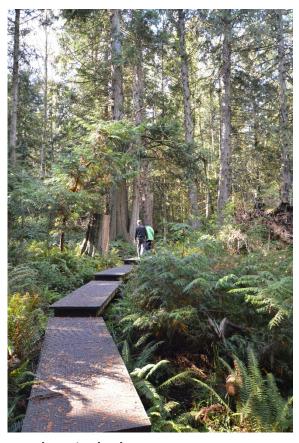


Mt. Parke

Mt. Parke and St. John Point Regional Parks Management Planning Process

Draft Management Plans - Public Participation Report

Capital Regional District | June 2019



Mt. Parke Regional Park



St. John Point Regional Park Reserve

Capital Regional District | Regional Parks 490 Atkins Avenue, Victoria, BC V9B 2Z8 T: 250.478.3344 | www.crd.bc.ca/parks



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St. John Point

Executive Summary

The Mt. Parke and St. John Point regional parks management planning project was initiated by the Capital Regional District (CRD) Board in September 2018. Since both parks are located on Mayne Island, engagement for each was conducted simultaneously. The engagement process included opportunities for involvement from First Nations, key stakeholders and the public.

The initial round of public engagement was held in October and November 2018 to gather information and ideas to help develop the draft management plans. A public participation report on the first round of engagement was provided for information to the Parks & Environment Committee in February and to the CRD Board in March 2019.

Following the release of the draft management plans, a second round of engagement was held in May and June 2019 to provide additional opportunities for First Nations and public review and comment. This report summarizes the second round of engagement and the input received.

The four WSÁNEĆ Nations (Pauquachin, Tsartlip, Tsawout and Tseycum) were each provided copies of the draft management plans and invited to meet with CRD staff to discuss them. Follow up in person and by phone was undertaken. To date, no responses have been received from any of the WSÁNEĆ Nations.

The draft management plans were sent to the Mayne Island Parks and Recreation Commission (which manages a community park adjacent to Mt. Parke), the Mayne Island Conservancy Society (which undertakes restoration activities at both parks through Partners in Parks Agreements and which holds a conservation covenant on St. John Point lands) and the Mayne Island Local Trust Committee (Island Trust) (which is responsible for local land use planning). The St. John Point draft management plan was sent to Environment and Climate Change Canada, which certified St. John Point lands as ecologically sensitive through the Ecological Gifts Program as part of the land acquisition, and to the Agricultural Land Commission because two hectares of the park reserve is designated as Agricultural Land Reserve. Comments were received from three stakeholder organizations.

The CRD hosted a public information booth at the Mayne Island Saturday Market that attracted approximately 70 people and an open house at the Mayne Island Community Centre that had 18 people attend. The public were invited to provide input through an online comment form for each park. Letters were sent to park neighbours to apprise them of opportunities for input. Thirty-four comment forms were completed online.

There was a high level of support for the management plans (60-80% on different sections). Some general messages heard from the public through the second round of engagement included:

St. John Point

- The conservation focus is the most important aspect
- Concern exists regarding providing picnic tables and the potential to draw fires, camping and large groups to the park
- Concern exists regarding enforcement (potential for inadequate enforcement)
- Some interest in developing the beach access at Kadonaga Bay for easy kayak launching
- Some desire for stronger fallow deer management wording to be included

Mt. Parke

- Support for keeping the park natural and permitting low impact uses
- Desire for sustainable trails and the management plan to include trail specifications
- Desire for continued land acquisition around the park
- Concern about park-private land boundaries and desire for boundaries to be marked, so public does not use private land
- Concern about climate change and tree die back and desire for tree replacement

Purpose of this Report

The purpose of this report is to summarize the public participation process used, particularly for the second round of engagement, and the responses received relating to the draft management plans.

The Public Engagement Process

Notifications

A media release announcing that the CRD was seeking input on the draft management plans for Mt. Parke and St. John Point was issued following the May 2019 CRD Board meeting.

The project webpage was updated on the CRD website in May 2019. It provided information about the two parks, about the planning process, and included the draft plans and a comment form for each of the parks. The comment forms included questions on the level of support for the various sections of the management plans, as well as opportunities to provide additional information through an openended question. The comment forms were available on the CRD website between May 9 and June 9, 2019.

Updated project signs were installed at the entrances to both parks and posters advertising the public engagement opportunities were put up at various island locations and at the Regional Parks office.

Ads were placed in the *Mayneliner* publication on Mayne Island and in Black Press publications in greater Victoria in May and June alerting the public to the opportunity to review and comment on the draft management plans.

Letters, providing an update about the project and offering to meet with them, and the draft management plans were hand delivered to four First Nations in May. Follow up in person and by email was undertaken by the CRD First Nations Relations Division.

Letters and draft plans were sent to key government agencies based on their interests relating to the parks. The Mayne Island Local Trust Committee, Mayne Island Parks and Recreation Commission, and Mayne Island Conservancy Society were notified of both park management planning processes. In addition, Environment and Climate Change Canada and the BC Agricultural Land Commission were informed of the St. John Point planning process, since St. John Point was recognized as an Ecological Gift at the time of acquisition through a federal program and a portion of the property is designated provincially as Agricultural Land Reserve.

Lastly, letters were sent to neighbours in close proximity to the two parks to alert them of the draft management plans and the various opportunities to provide input.

Engagement Opportunities

An information booth was hosted at the May 18, 2019 opening day of the Mayne Island Saturday market. Approximately 70 people visited the booth and spoke with Regional Parks staff. Take-away reminder cards, with the webpage address and comment period noted, were handed out to approximately 50 people.

An evening open house was hosted at the Mayne Island community centre on May 28, 2019. Eighteen people attended between 6:00 and 8:30 pm and in-depth conversations were had between staff and many of the attendees.

The online comment form was available through the project webpage on the CRD website for one month (May 9-June 9, 2019). In addition to the comments received at the market booth and open house, 34 respondents provided comments online.

Additionally, three written submissions were received by mail/email and one phone conversation between staff and a representative from an interested organization was held.

It is estimated that 90-95 people participated in this round of engagement in some fashion.

Summary of What We Heard

First Nations

No responses to the request for meetings and no comments were received from any of the four WSÁNEĆ Nations that were provided copies of the draft management plans and invited to meet with CRD staff to discuss the draft management plans. Regional Parks Division remains open to working with any of the WSÁNEĆ Nations on park planning and management as and when there is interest expressed by the Nations. The CRD will continue their efforts to strengthen relationships with and seek involvement from First Nations.

Public

Online Comments

Thirty-four respondents provided comments online: 20 regarding St. John Point and 14 regarding Mt. Parke. In general, in response to the St. John Point draft management plan the majority of people supported the proposed vision (75%), management goals (80%), park zoning (65%), park

development concept (60%) and management actions (60%). Similarly, in response to the Mt. Parke draft management plan, the majority of people supported the proposed vision (71%), management goals (71%), park zoning (71%), park development concept (64%) and management actions (64%).

Individual comments received to an open-ended question seeking specific comments about the draft management plans are summarized as follows:

St. John Point

- Support for the conservation classification, recognition of the ecological importance and sensitivity of the property (four individuals)
- Desire to keep park as primitive as possible with minimal facilities (two individuals)
- Support for bike racks at parking area (three individuals) and desire for year-round parking for at least 20 vehicles (two individuals)
- Desire for easy kayak launching being created at Kadonaga Bay (two individuals)
- Desire for mobility-impaired adaptations on north trail leg to easterly beach
- Desire for signage to alleviate concerns regarding unwanted public access to adjacent private lands
- Desire for agricultural land reserve area to be recognized as a meadow, agricultural use to be interpreted and not to allow this area to become reforested
- Desire for a toilet by the easterly bay and closer to Kadonaga Bay than at parking lot (two individuals)
- Concerns regarding providing picnic tables/picnic site and group functions potentially increasing risk of fire, camping, garbage, and partying (four individuals)
- Concerns regarding increasing numbers of fallow (non-native) deer and the need for clear deer management direction in the management plan (three individuals)
- Concerns regarding climate change and impacts on trees
- Concern regarding potential marine damage from boats anchoring in the bays
- Concerns regarding access road width

Mt. Parke

- Support for keeping the park natural and use low impact
- Clarification of forest type and use of radar station/helipad as lookout (note: outside of regional park).
- Desire for additional land acquisition

- Desire for park boundaries by private lands to be marked to dissuade visitors from walking/camping on private lands
- Desire for sustainable trail specifications and ensuring trails are maintained in sustainable manner (e.g., steepness, trail surfacing, water runoff)
- Concerns about climate change causing tree die back and desire for replacement trees

Market Booth and Open House Comments

Approximately 70 people attended the May 18 market booth and 18 people attended the May 28 open house. Most of the individuals indicated they would provide official comments through the online comment form. In general, the following types of comments were received at these two in-person sessions:

St. John Point

- Appreciation was expressed that archaeological research would be undertaken.
- More detailed information was provided on the Japanese family that owned the property.
- Desire for bike racks at the park entrances (be sure they are noted in the plans).
- Desire for kayak accessibility at Kadonaga Bay, in particular for launching from the park.
- Recognize the former agricultural landscape as a meadow. It is well used as a wildlife corridor (mink, otter use it). Need meadows, as well as forest, in the island environment.
- Next-door neighbours will be impacted by all the use.
- Wildlife, such as heron, are being impacted by visitors and dogs. Dogs are chasing wildlife in and into the water. Ensure dogs are on-leash.
- The proposed picnic tables will attract camping, fires and stoves, garbage and constant noise and will diminish the conservancy aspect of the protected area. Take these out of the plan they are not provided in other conservation parks managed by CRD.
- Leave the picnicking to social parks rather than conservation parks.
- Don't allow large groups at this park. They should be going to more appropriate island parks (Dinner Bay, Georgina Point).
- Need to protect the area more as a conservancy than a park.
- What is process if someone is camping illegally? there is no RCMP or CRD enforcement on island. We are worried about after hours use.
- Put property boundary signs up so public doesn't access the adjacent strata development, particularly by/from the east-facing beach.

Mt. Parke

Root heave/trail compaction is a problem along the trail from Montrose Road and is particularly
a problem for seniors using the park. This should be fixed. Extend/build more boardwalk all
the way to the toilet building.

Other Comments

- Concerns were expressed regarding the width of the public road and the volume of traffic
 expected on the public road. Concerns regarding the use of the property as a park rather than
 for individual residential use. Concern that busloads of visitors will be coming to the park along
 a narrow road.
- Dogs under control is favourable to dogs on-leash (shows requirement for owner to take responsibility and manager their dogs). Some people will not adhere to dogs on-leash requirement.
- Information was provided regarding the Kadonaga and Sasaki families and the Eddy family's
 acquisition of the property and use of the land to provide more accurate context for the St. John
 Point management plan.
- Concern about parking on-site, given a 1990s court case relating to the Channel View strata development that precluded further development at the east end of Horton Bay Road. Concern relating to on-street parking along Horton Bay Road.
- Concern regarding increased traffic on Horton Bay Road, a narrow, single lane roadway.
- We are excited about the CRD's proposed approach to managing the St. John's Regional Park, as outlined in the Draft Management Plan.
- Put signage indicating which way the trails go (so hikers do not go on adjacent private lands),
 especially at the proposed east facing beach where we already experience numerous occasions
 of hikers continuing to walk along the beach and cut up through our property toward Channel
 View Way.
- Concern about over population of deer, especially non-natives, and the impact on vegetation.
- St. John Point is well situated as a site from which to base some ocean canoeing courses. It would be good to allow paddlers to camp at St John Point. The bay is suitable for landings and the field above would be suitable to small tents that paddlers use. The only requirement would be a toilet. Running water would be desirable but not essential.

• The BC Marine Trails Association would like camping to be provided at St. John Point to alleviate marine safety concerns with existing distances between camping areas along their marine trails in the southern Gulf Islands.

Key Stakeholders

Key comments received from the stakeholders are noted below.

- The Mayne Island Local Trust Committee had no concerns about the management plans in general. One trustee voiced concern regarding the issue of fallow deer not being adequately addressed and questioned the lack of First Nations input.
- The Mayne Island Conservancy Society discussed the draft management plans on June 14 at a board meeting and staff will provide a written submission before June 30.
- Environment and Climate Change Canada staff have confirmed they intend to provide comments by June 30.

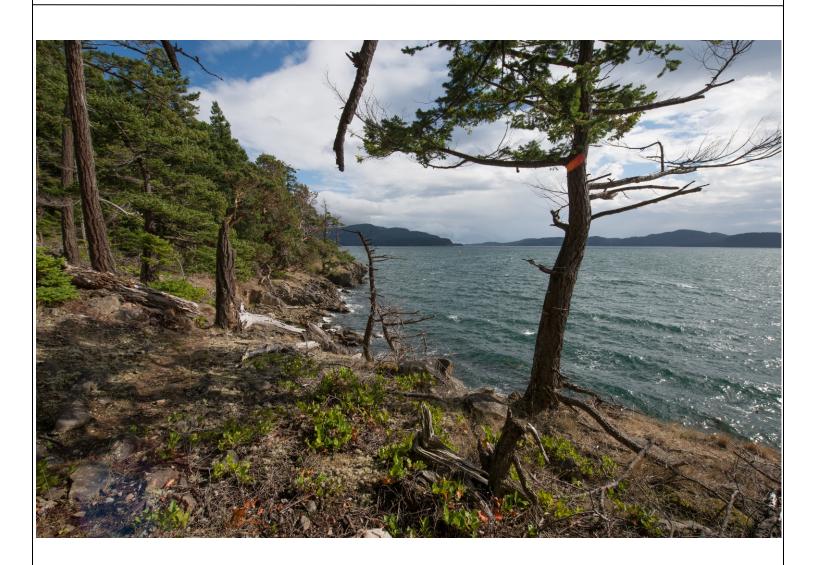
Conclusion

A number of key stakeholders and approximately 90-95 people were engaged through this second round of participation, and many provided comments on the draft management plans. The majority of respondents supported the draft management plans as presented, with some noting concerns and/or providing comments and suggestions for improvements. All comments received will be reviewed and considered as Regional Parks staff finalize the management plans for St. John Point and Mt. Parke Regional Parks.



St. John Point Regional Park Management Plan

Capital Regional District | November 2019



Capital Regional District | Regional Parks 490 Atkins Avenue, Victoria BC V9B 2Z8 T: 250.478.3344 | www.crd.bc.ca/parks



Acknowledgements

The Capital Regional District (CRD) would like to acknowledge and thank the Mayne Island Conservancy Society for its significant contribution to the establishment of this park, the development of the draft management plan, and ongoing park restoration efforts. The CRD also acknowledges the input and assistance provided by federal Environment and Climate Change Canada staff and provincial Agricultural Land Commission staff. The ideas and suggestions provided by many members of the public helped in the creation of this management plan—the CRD appreciates your involvement.

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Cover photo of St. John Point Regional Park courtesy of the Mayne Island Conservancy Society.

1 Executive Summary

St. John Point is one of six regional parks in the Southern Gulf Islands. It is a 26-hectare waterfront property located on the southeast tip of Mayne Island that was acquired in December 2017, through a partnership with the Mayne Island Conservancy Society. The park has been held in 'park reserve' status since its acquisition, and given the potential for significant impacts from unmanaged use, a management plan has been developed.

The park has been certified as environmentally sensitive under the federal Ecological Gifts Program of Environment and Climate Change Canada. Recognizing its relatively high ecological integrity, the park is classified by the Capital Regional District (CRD) as a regional conservation area. A small portion of the park, approximately 2 hectares, is designated by the Province of BC as Agricultural Land Reserve (ALR). A Section 219 (*Land Title Act*) conservation covenant, held by the Mayne Island Conservancy Society, covers all of the park land except the ALR. As required by the covenant, the management plan must ensure protection of the natural and cultural values of the park while allowing compatible opportunities for the public to enjoy those values.

The Southern Gulf Islands are part of the traditional territory of several Coast Salish Nations. St. John Point area is noted as a deer drive area in *Saltwater People*, a resource book for the Saanich Native Studies Program. WJOŁEŁP (Tsartlip Nation) has reserve lands at Helen Point on Mayne Island at the west end of Active Pass and were contacted, along with the STÁUTW (Tsawout), WSIKEM (Tseycum), and BOKEĆEN (Pauquachin) First Nations, to seek their involvement in the management plan development.

A two-phase public engagement process was undertaken. In addition to First Nations, federal, provincial and regional government agencies, key stakeholders and the public were invited to provide initial input before a draft management plan was developed and to provide comments on the draft plan. Meetings were offered to First Nations, other government agencies and key stakeholders. A market booth at the Mayne Island Farmers Market and an open house at the Mayne Island Community Centre were held to provide face-to-face opportunities for discussion with the public. All input received has assisted in the development of this management plan.

The draft vision for St. John Point Regional Park is:

"St. John Point Regional Park is widely recognized as a significant conservation area. People understand the natural and cultural values of the park and support ongoing stewardship efforts. It is a place where local residents and visitors connect with nature, experience the forest and coastal environments, refresh themselves through the beauty and tranquility of the site, and learn about the area's natural and cultural history."

This draft management plan includes a park vision, management goals and management statements, park zoning, as well as management actions to guide ongoing management, development, and use of the park. The final approved management plan will guide the management and operation of the park for at least the next 15 years.

Some of the priority management actions for St. John Point include:

- Continue the existing Partners in Parks agreement with the Mayne Island Conservancy Society for ongoing park restoration.
- Remove infrastructure associated with former landowners that is not needed for park operations
 or visitors.
- Create a park entrance hub, including a 10-20 car parking lot, toilet building, visitor information kiosk and trailhead.
- Undertake an archaeological assessment of areas where trails and other visitor facilities are proposed.
- Formalize a double-loop hiking trail, including two designated viewpoints with benches. Routing of the trail will focus on safety and protection of key natural and cultural features.
- Formalize two designated beach accesses (at Kadonaga Bay and at the east-facing bay).



South-side, central viewpoint area. Photo credit: Toby Snelgrove

2 Introduction and Context

The Southern Gulf Islands are part of the traditional territory of several Coast Salish Nations, and First Nations peoples have lived on and regularly used the lands and waters in these islands. Today, WJOŁEŁP (Tsartlip Nation) has reserve lands on Mayne Island at Helen Point at the west end of Active Pass, known as S,KŦAK in the SENĆOŦEN language, and surrounding waters were used for hunting, fishing, gathering food and medicines, and other cultural practices for millennia. St. John Point, known as ŦÁWEN, was an area identifier for the coho salmon that were fished in the area. The Point was also noted in the book *Saltwater People*¹ as a deer drive area. These areas continue to be of importance to the WJOŁEŁP (Tsartlip), STÁUTW (Tsawout), WSIKEM (Tseycum), and BOKEĆEN (Pauquachin) First Nations.

The CRD manages and operates 34 regional parks/park reserves and 3 regional trails. Regional parks help secure the region's biodiversity and quality of life by establishing, in perpetuity, a system of natural lands. Regional parks protect the region's natural systems, provide ecosystem services (e.g., clean air and water, critical habitat), and offer compatible outdoor recreation and education opportunities. Regional parks are integral to creating a human connection with nature—fostering appreciation and respect—and maintaining a vibrant regional community.

St. John Point Regional Park (hereinafter St. John Point) is one of six regional parks/park reserves in the Southern Gulf Islands (Map 1). These island parks protect a variety of landscapes within the Coastal Douglas-fir zone and provide opportunities for residents and visitors to experience, learn about and appreciate important natural areas. They also help maintain the natural character of the island communities.

St. John Point is 26 hectares (64 acres) and is located on the southeast side of Mayne Island (Map 2). It was acquired in December 2017 through a collaborative process with the Mayne Island Conservancy Society (Mayne Conservancy), the American Friends of Canadian Land Trusts (AFCLT), Environment and Climate Change Canada (Ecological Gifts Program), and the former landowners. Fifty-four percent of the property acquisition cost was contributed by Mayne Conservancy and AFCLT through community fundraising (cash). In addition, the landowners made a donation through the federal Ecological Gifts Program. The Mayne Island Local Trust Committee supported the land acquisition due to its high ecological values and the regional park classification as a regional conservation area is in keeping with the intent of the Islands Trust zoning allowing passive recreation parks in all zones.

4

¹ Dave Elliot Sr., Saltwater People (Saanich: School District 63, 1990)

The Ecological Gifts Program provides income tax incentives for Canadians with ecologically sensitive land to protect nature and leave a legacy for future generations through donations. To be eligible for an ecological gift donation, the lands must be certified as ecologically sensitive based on national criteria. St. John Point has been certified through this program as being ecologically sensitive. Once donated, alterations to or dispositions of the ecological gift lands are only to be made with prior written authorization from the federal minister of the Environment and Climate Change.

The mission of the AFCLT organization is to partner with Canadian conservation organizations and American owners of environmentally and ecologically significant lands in Canada to protect natural lands, clean water, abundant habitat and quality of life for citizens of both countries. Two of the former owners of the St. John Point lands are Americans, hence the assistance from this organization was of great benefit.

The Mayne Conservancy was a key partner in the park acquisition and holds a conservation covenant on St. John Point. The CRD must uphold the covenant requirements. The intent of the covenant is to conserve the natural and cultural values of the land, ensure that uses of the land are consistent with conservation of those values, and prevent any uses that will impair the values. The covenant restricts the types of uses that can occur within the park. In line with the intent of the covenant and through a Partner in Parks agreement with the CRD, the Mayne Conservancy undertakes ongoing natural area restoration work in the park, such as non-native and invasive plant removal.

The park property has relatively high ecological integrity. It is noted for its Coastal Douglas-fir ecosystems and rugged bedrock outcrops (Map 3). More than 50% of the property has mature forest representing several sensitive ecosystems, including arbutus woodlands, coast bluff/cliffs and rocky herbaceous outcrops. Two red-listed ecological communities, Douglas-fir/dull Oregon-grape and Douglas-fir/Alaska oniongrass, and relatively intact examples of three additional red-listed ecosystems: Douglas-fir/salal, Douglas-fir/arbutus, grand fir/dull Oregon-grape, and grand fir/three-leaved foamflower occur in the park. Along the shoreline, the park provides access to two beaches. Additional information about the park's natural environment is provided in Appendix 1.

In 1974, approximately 2 hectares of the property was designated by the Province of BC as Agricultural Land Reserve (ALR), through the Agricultural Land Commission (Commission). The ALR section of the park runs in a rectangular swath between Kadonaga Bay and Horton Bay Road (Map 4). The purpose of the Commission is to preserve the agricultural land reserve, encourage farming of the agricultural land reserve, and encourage local government, First Nations, and government to accommodate farm uses of lands within the ALR through their plans, bylaws and policies.

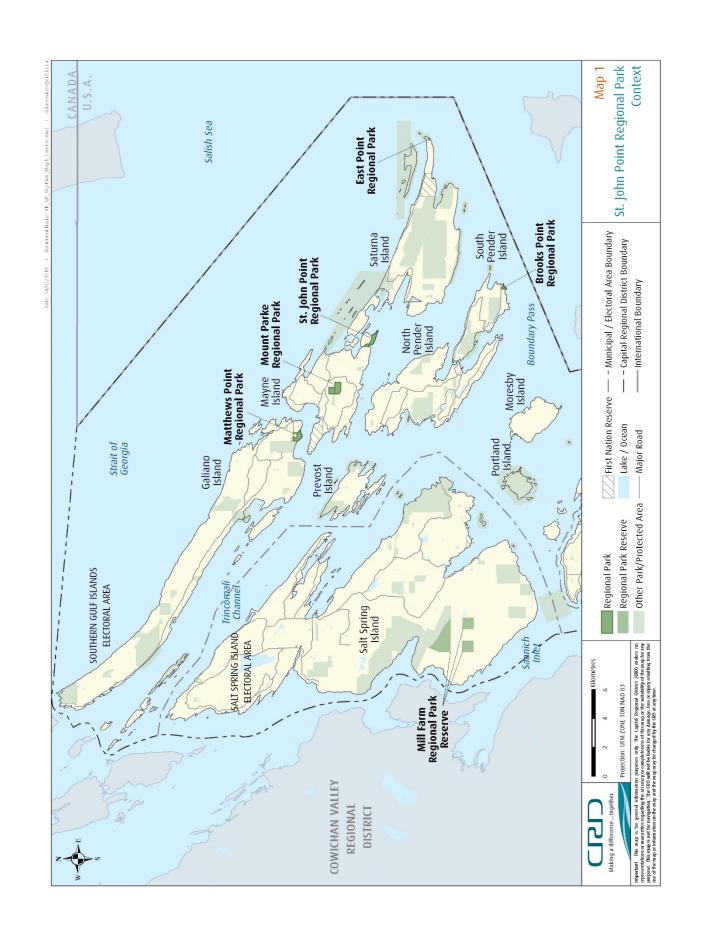
The contemporary history of the site begins in 1890 when a Crown Grant was given to James Campbell. In 1903, Goan Kadonaga, a Japanese settler, purchased Section 1 (167 acres/67.58 ha), which included the current park property. In 1921, Section 1 was subdivided into two lots; the north and larger part was given to the eldest son in the Kadonaga family and the southern portion was given to a nephew in the Sasaki family. The properties were farmed by the families until 1942, when, during the Second World War, the two properties were forfeited to the federal Secretary of State. A small area on the west side of the park is a remnant of a former agricultural area that contained orchard trees and meadows. Between 1955 and 2017, the property was owned by members of the Eddy family and was used as a recreational/vacation property. The Eddy family built a residence and several outbuildings and did some logging on the property. As noted above, in 1974 a portion of the property was designated as ALR.

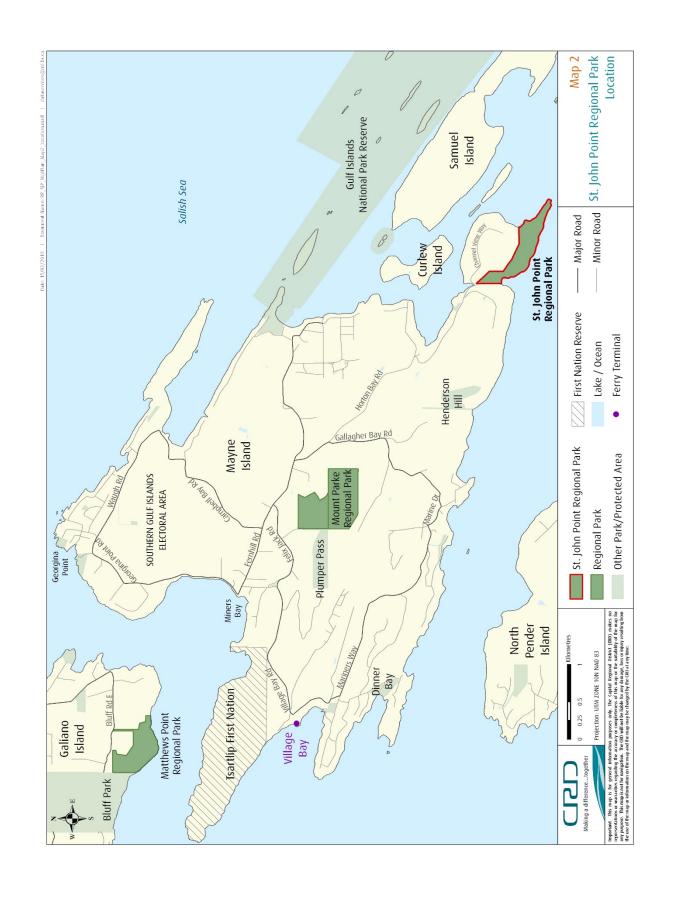
Over the years, Mayne Island community members recognized the significance of the property and began the effort to have the property protected. That community effort was ramped up in 2017 when a collaborative effort was initiated among the CRD, Mayne Conservancy, Ecological Gifts Program, AFCLT, and the landowners to facilitate the purchase and sale of the property. A community-led financial pledge program was undertaken and members of the Sasaki family contributed believing that protection of the property is important for both its natural values and to preserve its history as a touchstone for future generations. The lands were transferred to the CRD for regional park purposes in December 2017. At the same time, a conservation covenant, held by the Mayne Conservancy, was registered on the park lands, with the exception of the ALR portion, to ensure the longer term conservation of ecological values.

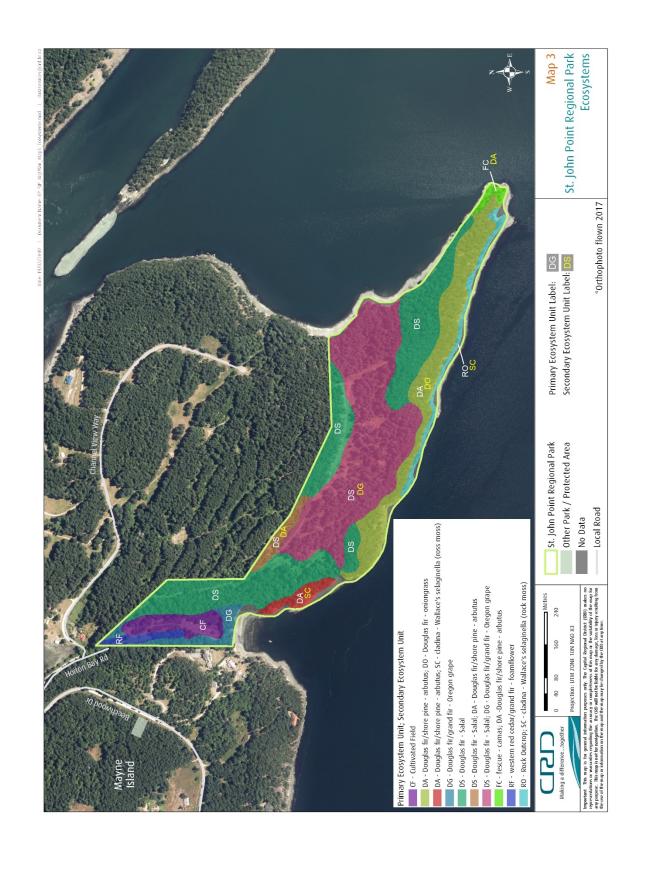
This park management plan provides management direction for at least 15 years. The management plan provides specific direction for St. John Point, such as a park vision, goals, management statements, and actions based on the features and values of the park and input from the public. A summary of the engagement process for this management plan is provided in Appendix 2.



East-facing beach









3 Strategic Direction

3.1 Park Classification

The regional park classification system provides a method of distinguishing the different roles that individual parks play in achieving the overall purpose of regional parks. Each regional park is classified based on its management focus. Four regional park classifications exist: wilderness area; conservation area; natural area; and recreation area. Although protection and recreation occur in all regional parks, these classifications indicate the primary purpose of the park.

Based on the ecological values at St. John Point, and in line with the federal recognition of St. John Point as an ecologically sensitive area (through the Ecological Gift Program), this park is classified as a regional conservation area. The conservation area classification is used to protect regionally significant natural areas that contain sensitive and threatened ecosystems. 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 and generally only basic facilities will be provided, such as parking, toilets, trails, and signage.

3.2 Vision for St. John Point Regional Park

The vision for a park must be compatible with the park's classification. The purpose of the vision is to express the desired end state; where CRD wants to be in 15-20 years. The draft vision for St. John Point is:

"St. John Point is recognized as a significant conservation area. People understand the natural and cultural values of the park and support ongoing stewardship efforts. It is a place where local residents and visitors connect with nature, experience the forest and coastal environments, refresh themselves through the beauty and tranquility of the site, and learn about the area's natural and cultural history."

3.3 Management Goals

Flowing from the vision, goals set the desired outcomes one wants to achieve. The goals will lead toward the long-term vision. The goals for St. John Point are:

- Goal 1: As the first priority, conserve the park's natural environment and significant species.
- Goal 2: Provide low-impact visitor opportunities that are compatible with protection of the park and that are linked to appreciation of nature.
- Goal 3: Create a connection for the public that fosters respect for nature and a desire to help conserve the park environment.
- Goal 4: Create an awareness of the different human uses of the land over the years.

3.4 Management Statements

Along with the park classification, vision and goals, the following statements provide more detailed direction for park management and decision-making. They guide the development of actions for the park, as well provide direction for decision-making on items that may arise in the future that are not specifically addressed within this management plan.

Environmental Conservation

- Conservation of the natural environment will be given first priority in decision-making.
- A park restoration program is important to continue through a Partners in Parks agreement with the Mayne Island Conservancy Society or another appropriate group or agency. Considerations need

- to be given to the long-term effects of climate change on the park and how natural environments can adapt.
- The CRD will ensure that visitor facilities are located and developed in ways that respect the conservation needs of key ecosystems and species. Before new development is undertaken the CRD will check for significant species. Barriers may be used to manage visitor use and protect significant areas that are susceptible to disturbance.
- To protect the ecological integrity, dogs must be on-leash in the park and no cycling or equestrian activities will be permitted in the park.
- The CRD may participate in provincially-endorsed wildlife management programs related to nonnative wildlife species affecting the park ecosystems (e.g., Fallow deer). When completed, the CRD will consider how the Mayne Island Fallow Deer Management Strategy impacts or is applied within regional parks on the island.
- In line with the CRD's Climate Action Plan, management of the park environment will contribute to long-term climate change goals and the protection of important ecosystem services, such as carbon sequestration.
- The Mayne Island Conservancy Society should monitor the conservation covenant annually and report to the CRD on the observations and state of the covenant, including photo documentation.

Agricultural Land Reserve

- Minimize disturbance to the Agricultural Land Reserve lands by ensuring any developments in the area impact less than 10% of the area.
- To preserve the ALR and minimize potential impact of public access between the park entrance and Kadonaga Bay, maintain a mowed walking area.
- Seek Commission approval for non-farm uses and locate those uses in the previously disturbed area where the former landowner's residential buildings and outbuildings were located.

Cultural Heritage

- The CRD will acknowledge and highlight the past and present human relationships with the land as a way to promote public respect for the various human connections with the park lands.
- If sensitive cultural heritage exists on site, measures will be taken to protect them from negative impacts from park infrastructure or visitor use.
- In recognition of past and present use by Coast Salish Nations in this area, the CRD will work
 collaboratively with First Nations to understand First Nations values in this area and to collect

- additional cultural heritage information, and will work to consider and incorporate First Nations interests in cultural heritage management initiatives within the park.
- Consideration will be given to how best to recognize the history of Japanese settlers that owned and worked the lands and the effect of the Second World War on them.

Visitor Opportunities

- Park facilities will be kept to a minimum.
- The CRD will focus visitor opportunities on appreciation and enjoyment of the natural values of the park, particularly the values of the Coastal Douglas-fir forest and the forest-shoreline interface.
- Low-impact, day-use activities, such as walking, scenery viewing, and picnicking will be the
 mainstay of the park offer. Minimal ancillary facilities and services, such as parking, signage, a
 toilet, and a small number of benches or tables will be provided to support the visitor
 experience.
- To maintain a positive visitor experience, protect neighboring private lands, as well as protect the ecological integrity of the park, dogs must be on-leash while in the park.
- Before providing any new activity, the CRD will assess its compatibility with this management plan and the protection of natural values, including consideration of potential impacts.
- Prior to any development being initiated on site, the CRD will check with Ecological Gifts
 Program staff regarding requirements for authorization from the Minister of Environment and
 Climate Change or his/her delegate.
- Educational information about the park's natural and cultural values may be provided in a variety of ways, including the CRD website, park signage, or interpretive programs by non-profit groups through a CRD permit.



Seaside juniper shrubs on St. John Point

3.5 Park Zoning

Within the park, specific management zones may be used to address use, development, and management more specifically, based on ecological sensitivities. The regional park zoning system provides six different zones that can be used as appropriate within each park. In St. John Point, three zones apply, as follows:

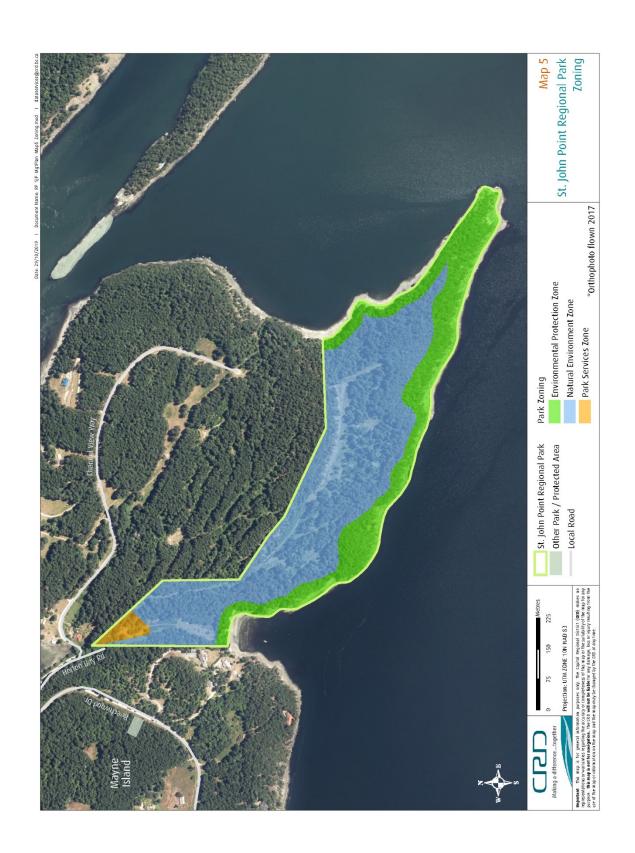
Environmental Protection Zone provides the highest level of protection. Its objective is to protect ecologically significant areas through long-term science-based land stewardship. Typically, this zone is applied to areas with rare or endangered species and ecosystems that require the highest degree of protection or monitoring. Low impact nature trails may be considered, but if needed, visitor use may be restricted. In St. John Point Regional Park, this zone is largely along the sensitive shoreline areas and includes mossy rock outcrops, dry Douglas-fir/arbutus woodlands and fescue camas meadows, as illustrated on Map 5.

Natural Environment Zone is used for easily accessible natural areas where outdoor activities can take place in conjunction with protection of natural features. Hiking, viewpoints, picnic areas, and open fields may be typical in this zone. The central core, or spine, of the park falls within this zone, including the cultivated fields within the agricultural land reserve and a mix of Douglas-fir, grand fir and western red cedar forest with salal and Oregon-grape dominating the understory, as illustrated on Map 5.

Park Services Zone is used for key areas where support services will be focused. Generally, this zone covers areas where natural values are less significant and landscape modification for park service needs will be minimally impactful. Parking, visitor orientation, toilets, storage and operations buildings are permitted within this zone. This zone covers the entrance, parking and staging area of the park in the vicinity of the former homestead area, as illustrated on Map 5.



View in St. John Point Regional Park



4 Development Concept

The overall development concept for St. John Point is to keep the park largely in a natural state, with minimal and consolidated visitor facilities and services. A low-impact, double-loop trail will provide the primary means for the public to experience the park and together with the Kadonaga Bay beach access, will offer short, medium and longer walking opportunities. Park trails will be routed in ways that protect sensitive natural and cultural values. Two beach access points will be maintained (Kadonaga Bay and the east-facing beach by the north-easterly boundary) and two viewpoints with benches will provide opportunities for the public to sit and enjoy the coastal environment. To limit potential impacts, vehicle and bike parking and other visitor services, such as a park sign, toilet and trailhead information kiosk, will be consolidated by the park entrance and where the former landowner's cabin and other outbuildings existed. Further, vegetation, fencing or rock barriers and/or signage may be used in key areas to clarify designated trail routes and limit use in inappropriate areas. The CRD will provide awareness and education messaging through signage.

The CRD will approach First Nations, particularly the Tsartlip First Nation, regarding the possible use of FÁWEN Trail as the name for the perimeter trail and will approach the Sasaki family regarding the possible use of Sasaki Trail for the beach access trail to Kadonaga Bay.

Park restoration is envisioned to be an ongoing program through the Partners in Parks agreement with the Mayne Island Conservancy Society and the CRD. Key areas within the park will be restored by removing introduced, invasive plants and planting native species. Additional restoration projects may be considered in the future through the agreement (e.g., wetland or meadow restoration). The Mayne Island Conservancy Society may identify specific prescriptions for invasive plant species of concern and use an early detection rapid response approach for management of invasive plants in the park. Opportunities for public involvement in park stewardship may be provided through this restoration work or existing CRD programs.

5 Management Actions & Implementation

The St. John Point Management Plan comes into effect upon its approval by the CRD Board and continues to apply until a new or updated plan is approved by the Board.

5.1 Proposed Actions & Anticipated Timeframe

The table below identifies and prioritizes the proposed management actions. Implementation of the proposed management actions will be undertaken subject to availability of staff and financial

resources. Generally, it is anticipated that short-term actions will be addressed in the first five years after approval of the management plan (2020-2025). Actions that are spatially-based are illustrated on Map 6.

Proposed Action	Desired Outcome	Anticipated Timeframe
Continue the existing Partners in Parks agreement with the Mayne Island Conservancy Society for ongoing park restoration.	Conserve the park's natural environment and significant species.	Ongoing
2. Provide input to the development of a Mayne Island Fallow Deer Management Strategy, as it relates to the regional park.	Consider implications and application to regional parks.	Short term
3. Remove infrastructure associated with former landowners that is not needed for park operations or visitor needs.	Make space for needed park services.	Short term
4. Seek Agriculture Land Commission and Environment and Climate Change Canada approval to create a park entrance hub in the vicinity of the former landowner's cabin and outbuildings.	Park services are located in an already-disturbed area of the park.	Short term
Notes: The hub will include a park sign at entrance, 20 vehicle parking area, bicycle rack, a single (pumpout) toilet building, a visitor information kiosk, a trailhead and small existing storage building, if required.		
The information kiosk should include information about the First Nations history in the islands, Japanese history of the site, the park acquisition partnerships, and the park's natural values.		

Proposed Action	Desired Outcome	Anticipated Timeframe
Agricultural Land Commission approval of non-farm development in the ALR is required in advance of development.		
Undertake an archaeological assessment of areas of the park where trails and facilities are proposed.	Park infrastructure is not impacting significant cultural heritage features.	Short term
6. Formalize a double-loop hiking trail around the park. Notes: Two designated viewpoints with benches will be developed along the south portion of the trail, one just south of St. John Point/steep-sided bay and one centrally located on the south side trail where the existing informal viewpoint is. The north side trail leg, along a former logging road between the parking area and the east-facing beach,	Low-impact visitor opportunities that are compatible with park values are available.	Short term
will be a double-track (wider) section allowing for two people to walk side-by-side. The remainder of the trail system will be single-track width (single file). The trail creating the short loop will begin at the central viewpoint on the south side and cross through the forest to the north side trail leg. In formalizing the trail route, particular focus will be given to ensuring it is located for safety and to protect		
environmental and cultural values. Barriers will be used as needed to manage visitor use in key areas.		
7. Formalize two designated beach accesses (at Kadonaga Bay and at the east-facing bay).	Low-impact visitor opportunities that are compatible with the park	Short term
Notes: In formalizing the Kadonaga Bay beach access, consideration will be given to if kayak launching can be	values are available.	

Proposed Action	Desired Outcome	Anticipated
		Timeframe
accommodated (e.g., ramp, no railing).		
8. Approach First Nations regarding using	Recognize the First Nations	Short term
ŦÁWEN Trail as the name of the perimeter	and Japanese connections	
trail and approach the Sasaki family regarding	to this land.	
using Sasaki Trail as the name for the beach		
access trail to Kadonaga Bay.		
9. Sign the park trails.	Ease of wayfinding within	Short term
	the park.	
10. Request that the Mayne Island Local Trust	To recognize the regional	Short term
Committee update the zoning of the property,	park land with park zoning.	
to park, when it undertakes a comprehensive		
or administrative zoning bylaw update.		
11. Consider and promote volunteer opportunities	A connection is fostered	As available
in the park.	between the public and	
	the park through	
	volunteerism.	

5.2 Implementation Monitoring

The CRD will plan for and monitor implementation of management actions through annual work planning and five-year service planning processes. If unexpected circumstances, significant issues, or critical new information arise that warrant substantive changes to the management direction, a plan amendment may be considered. Public consultation will be held for substantive amendments and all amendments must be approved by the CRD Board.

Prior to initiating a full management plan update, an evaluation of the current plan will be undertaken that will consider:

- if the strategic direction adequately addressed major issues and management considerations that have occurred.
- if the strategic direction is still relevant.
- to what extent the management actions were implemented and if any outstanding actions are still relevant.
- what changes or additions might be needed to provide appropriate direction for the future.



Appendix 1: Background Information

History of the Park

First Nations

The Southern Gulf Islands are within the traditional territories of several Coast Salish First Nations. The WSÁNEĆ people (Saanich), part of the Coast Salish Nation, are also known as saltwater people. Dave Elliott Sr., of the Tsartlip Nation, said in his book *Saltwater People*, that the sea was very important to their way of life. Because there were no rivers in the Tsartlip traditional territory they went to the sea to get salmon. Sandy beaches provided clams and crabs; rocky beaches offered mussels, sea urchins and seaweed. Waterfowl could be found on mud flats and marshy beaches. On the islands, high rocky shores were the best places for camas to grow. Their bulbs were dug for food during the summers. The abundant forests provided many food plants like berries, fern roots, and nettle leaves and medicines were made from plants like Oregon-grape, Indian Consumption plant and yarrow. WSÁNEĆ peoples hunted elk, deer and some smaller mammals for the meat and fur hides. His book goes on to say that during April and May men would hunt deer and elk.

Mayne Island, is known as S,KTAK in the SENĆOTEN language, which means "pass" or "narrows". St. John Point, known as TÁWEN, was an area identified for the coho salmon that were fished in the area and was likely a location for processing fish, sun-dried or smoked, at easily accessible bays. The point was also noted, in the book *Saltwater People*, as a deer drive area. The WJOŁEŁP (Tsartlip Nation) has reserve lands on Helen Point at the west end of Active Pass on Mayne Island. They and other WSÁNEĆ Nations continue to use the marine and terrestrial resources in the Gulf Islands and continue to have ties to both Mayne Island and the park.

Contemporary History

Based on research conducted by the Mayne Island Conservancy Society, the history of the park lands is as follows. An initial Crown Grant was provided to James Campbell in 1890. In 1903, Goan Kadonaga purchased Section 1 (which includes the park property) for a farming operation. In 1921, Section 1 was subdivided into Lots A and B by the Kadonaga family. Lot A (103 acres/42 ha) was transferred to the eldest son of the Kadonaga family and Lot B (64 acres/26 ha), the park property, went to a nephew in the Sasaki family. Farming was the main uses of the properties at that time and some remnant orchard trees (apple, pear and cherry) remain on the land today. Selective forest harvesting was carried out for buildings and firewood. In 1942, the properties were forfeited to the federal Secretary of State during the Second World War when Japanese residents were forcibly relocated away from the coast. In the 1950s, the property was acquired by the Eddy family as a recreational property. The family built

a modest cabin and several outbuildings for dining and sleeping. Several water wells were also established on site. In 1974, a small portion of the site (approximately 2 ha) was registered as part of the provincial Agricultural Land Reserve. In the late 1980s, the subsurface rights were forfeited to the Crown. In the early 2000s, some small scale, selective forest harvesting was undertaken by the Eddy family. The main logging road constructed for this purpose remains today as an access road and informal trail along the north side of the property. St. John Point was acquired for regional park purposes in December 2017 through a collaborative process with the Mayne Island Conservancy, the American Friends of Canadian Land Trusts, Ecological Gifts Program, and the former landowners. Through community fundraising, the Mayne Island Conservancy and American Friends of Canadian Land Trusts contributed 54% of the purchase costs. In addition, the Ecological Gifts Program was used by the landowners to donate part of the property value to assist in protecting this significant natural area.

Ecological Information

St. John Point Regional Park lies within the Coastal Douglas-fir biogeoclimatic zone, which is characterized by Douglas-fir forests. Ecosystems have been described by B.A. Blackwell and Associates in 2004 and by the Mayne Island Conservancy in 2016 and 2017. From this work, 14 different subcommunities were identified, within five main plant associations. According to the BC Conservation Data Centre (2016) all four of the forested ecological communities are red-listed (i.e., they are endangered or threatened and are considered to be at risk of being lost provincially).

Douglas-fir - salal (DS)

This is the most abundant ecological community at St. John Point Regional Park. Generally, the canopy is dominated by Douglas-fir with varying components of western red cedar and arbutus. In some areas the forest is young, second growth (50-80 years) while in other areas a mature forest exists with most trees being 100 years old. Common shrub species include salal, dull Oregon-grape, hairy honeysuckle, sword fern and oceanspray.

Douglas-fir/shore pine - arbutus (DA)

This community is present on very dry bedrock ridges with thin soil. The canopy is composed of varying amounts of arbutus and Douglas-fir with some Garry oak present. In some dry ridgetop areas, arbutus makes up nearly 100% of the canopy. Sparse patches of salal, hairy honeysuckle and dull Oregongrape are scattered throughout, though heavily browsed by deer. The herbaceous layer is variable with Alaska oniongrass common, as well as miner's lettuce, Pacific sanicle, cleavers, and hairy bittercress, rattlesnake plantain, and small-flowered nemophila. Along the northeast edge, seablush, broad-leaved stonecrop, nodding onion, hooker's onion, western trumpet honeysuckle, mountain sweet cicely,

purple peavine and fawn lily can be found. In some areas, trees are approximately 70 years old while in other areas many trees are more than 250 years old with no sign of logging.

Douglas-fir/grand fir - dull Oregon-grape (DG)

This community is found in a relatively pristine section toward the eastern end of the park. The canopy is co-dominant with grand fir and western red cedar with a trace of red alder. Sword fern is most common in the shrub layer.

Red cedar/grand fir - three leaved foamflower (RF)

This community is present in small patches within second growth forests on moist swales with deep soil. Grand fir, western red cedar, and Douglas-fir make up the canopy, while the understory is made up of sword fern, stinging nettle and vanilla leaf. Old growth elements are evident although previous logging activities can be seen in old cut stumps. English holly is present in minor amounts. A single wet area in the northeast corner of the park is dominated by slender rush and common rush with a partial canopy of Douglas-fir, western red cedar, and English hawthorn present. The water regime in this wet area has been heavily modified by nearby road and residential construction.

Fescue - camas (FC)

This non-forested community is found at the eastern tip of the property. This site is flat to steeply sloping with thin soils over bedrock with open grown Douglas-fir and Garry oak woodland. Seaside juniper (approximately 40 individuals) is scattered throughout. The site contains some of the largest juniper in the Southern Gulf Islands. Native wildflowers are present (great camas, hooker's onion, seablush, fawn lily, chocolate lily, broad-leaved stonecrop, nodding onion, Pacific sanicle, miner's lettuce, and small-leaved montia) but the area is dominated by exotic grasses such as sweet-vernal grass, hedgehog dog-tail, and soft brome.

Surveys by the Mayne Island Conservancy Society at St. John Point resulted in identification of 140 vascular plants, including 93 native species and 47 exotic species. This includes 6 ferns and allies, 104 herbaceous species (grasses and forbs), 21 shrubs, and 9 trees. Eighty bryophyte species, including 74 mosses and 6 liverworts (hepatics) were observed on the property. Only one species of bryophyte is native. The BC Conservation Data Centre has identified Texas toadflax, found in two locations, as red-listed (endangered) and seaside juniper as blue-listed (of conservation concern).

Fifty-six animal species have been observed in the park, including 47 bird species, 6 mammal and 4 invertebrate species. Three of these species (fallow deer and black and brown slugs) are exotic/introduced. Hyper-abundant deer populations, both native and exotic, are causing browse problems inside and outside of the park.

Appendix 2: Summary of the Engagement Process

The initial engagement process for the St. John Point Regional Park management planning process took place in October-November 2018 and the CRD sought input from First Nations, other government agencies, key stakeholders and the public before the drafting of the management plan was initiated. An additional round of engagement was undertaken in May-June 2019 to seek input and comments on the draft management plan. When the draft management plan was released, a project booth was staffed at the Mayne Island Saturday market and an open house was held at the Mayne Island Community Centre and a survey questionnaire was available online to assist the public in providing comments. All comments received were considered in development this plan. More specifically, the following aspects were included in the overall engagement process.

First Nations

• Letters sent to the Tsartlip, Tsawout, Tseycum, and Pauquachin First Nations introducing the project and seeking their interest in participating in the project. CRD staff followed up with each Nation and meetings were scheduled with the Tsawout First Nation but were later cancelled by the Nation due to other commitments. No suitable alternate date could be found to hold the meeting. A second round of letters were sent, with copies of the draft management plan, and offers were made to meet to discuss the plan and hear their input. Follow-up was undertaken in person or by phone or email but no input was received through the engagement process.

Other Government Agencies

- Given that the park land has been certified as environmentally sensitive "ecogift" under the federal Ecological Gifts Program, a letter was sent to Environment and Climate Change Canada inviting participation in the planning process. A phone conversation and a meeting were held with key staff to discuss the Ecological Gift Program requirements and key sections of the draft management plan. Comments were received in both rounds of engagement.
- Given the Agricultural Land Reserve designation on a portion of the park land, discussions were held with key staff of the Agricultural Land Commission prior to the draft plan and a letter and the draft plan was provided for comment in the second round of engagement. Comments were provided in both rounds of engagement.
- An email was sent to Islands Trust staff outlining the project and anticipated planning process and inviting input from the Mayne Island Local Trust Committee. Comments were received in both rounds of engagement.

Key Stakeholders

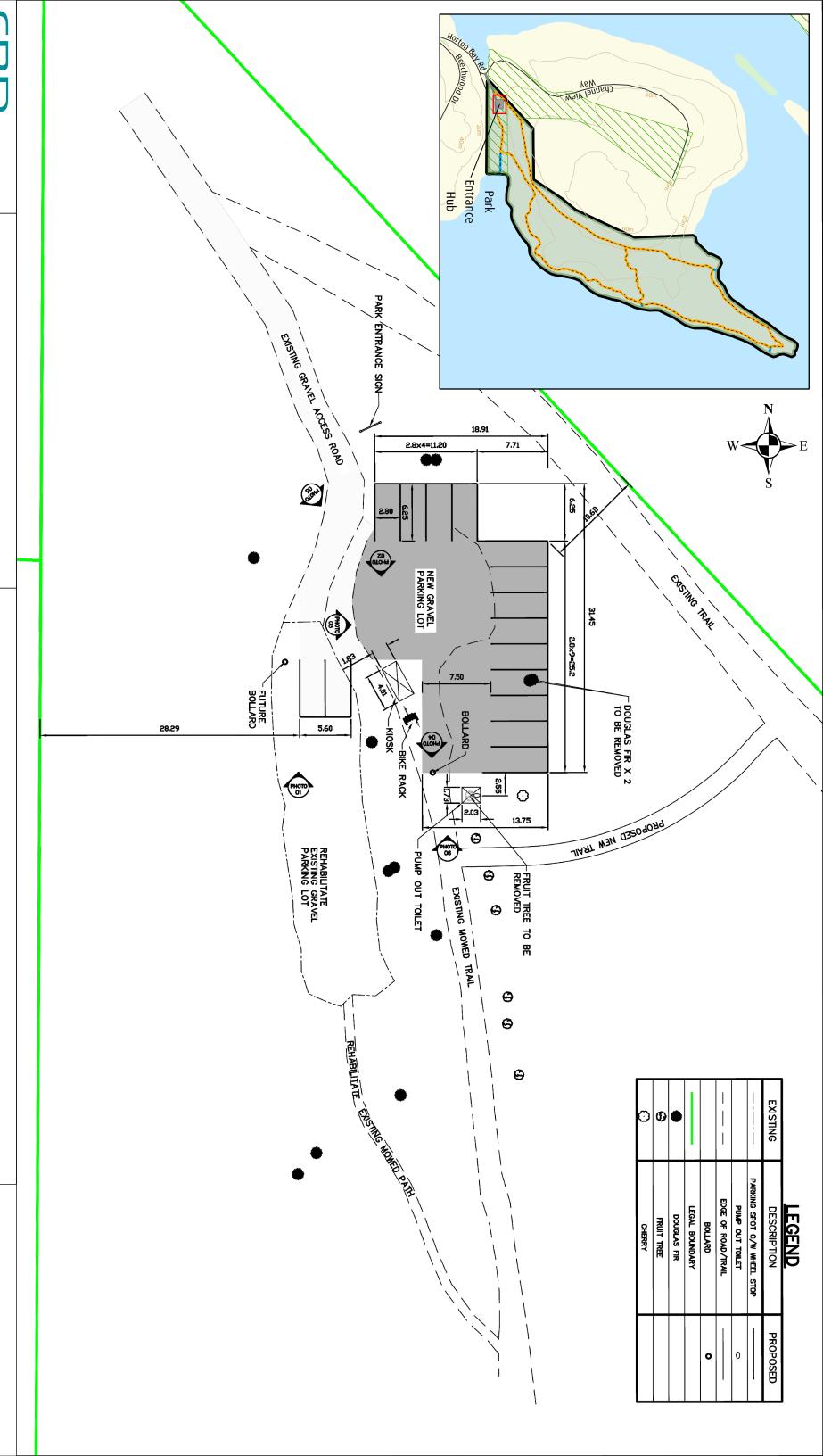
- Letters were sent to park neighbours along Channel View Way and a portion of Beachwood Drive in both rounds of engagement. Several neighbours attended the open house held on Mayne Island and comments were received on the draft management plan from some neighbours.
- Staff met with representatives of the Mayne Island Conservancy Society in the first round of engagement to discuss the park and receive comments and members of the Conservancy also provided comments on the draft management plan.
- Staff met with representatives of the Mayne Island Parks and Recreation Commission in the first round of engagement. They noted their interests relate more to Mt. Parke Regional Park than St. John Point, although they did provide a few comments relating to St. John Point. No comments were received on the draft management plan.

Public

- Information about the park and the planning process was posted on the CRD website throughout the planning process. An initial input form, seeking information about the park and peoples' interests for its management was online in October and November 2018. Input received assisted in the development of the draft management plan.
- An ad was placed in the Mayneliner to notify island residents of the project, the online input forms,
 and how to get a copy of the draft management plan.
- Posters were put up around the community notifying residents about the project and how they could provide input.
- A sign was installed in the park notifying park users on various stages of the project.
- Social media notices were posted throughout the project.



View over east-facing beach



Making a difference...together

4.5

9

8

27

36 m

Disclaimer

Important This map is for general information purposes only. The Capital Regional District (CRD) makes no representations or warranties regarding the accuracy or completeness of this map or the suitability of the map for any purpose. This map is not for navigation. The CRD will not be liable for any damage, loss or injury resulting from the use of the map or information on the map and the map may be changed by the CRD at any time.

August 2023 | RP_5|B_WebMap.mxd | dataservices@crdbc.ca

Federal Park

Projection: UTM ZONE 10N NAD83

Property Line

Agricultural Land Reserve

St John's Point Regional Park

Access Trail

Double Loop Trail

Road

Driveway

Proposed Park Entrance Hub St. John Point Regional Park

St. John Point Regional Park Site Photos

(see photo markers in Site Plan drawing)



PHOTO 01: Taken from existing parking lot facing north.



PHOTO 02: Taken from north end of proposed parking lot facing south.



PHOTO 03: Taken from west end of proposed parking lot facing east.



PHOTO 05: Taken from north end of proposed parking lot facing south.

PHOTO 04: Taken from south end of proposed parking lot facing south.

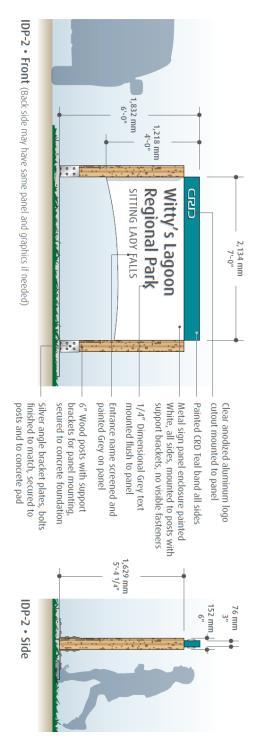


PHOTO 06: Taken from south end of proposed parking lot facing north.

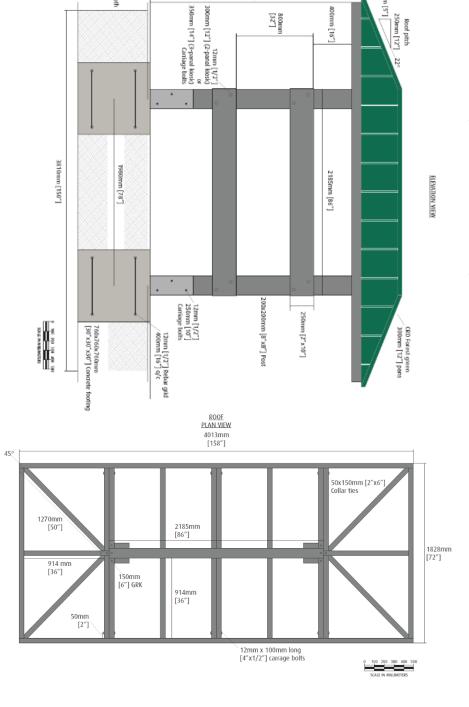
St. John Point Regional Park Proposed Signage

There are four types of signs proposed for use at St. John Point Regional Park. The below drawings illustrate the CRD's sign design standards. Actual sign content will be specific for this park.

I. PORTAL IDENTIFICATION SIGN (AT PARK ENTRY)



INFORMATION KIOSK (AT PARK ENTRANCE HUB)



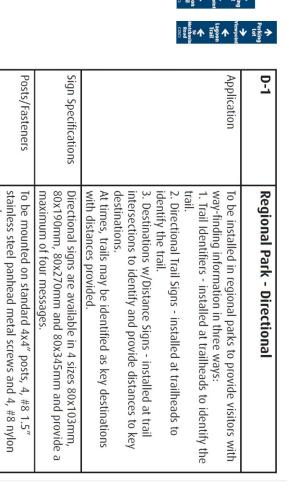
2130 [84"] Min

710mm [28"] Excavation depth

3. REGULATORY SIGNAGE (AT PARK ENTRANCE HUB)



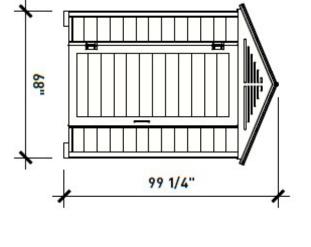
4. DIRECTIONAL SIGNAGE (THROUGHOUT PARK)

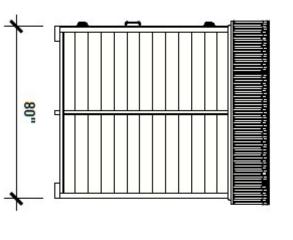


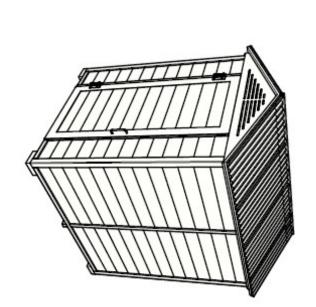
wash

St. John Point Regional Park Proposed Toilet Building

A single pump-out underground tank toilet building is to be built on site. It is wheelchair accessible. Materials include low maintenance recycled plastic lumber (grey colour), with a translucent roof.











Grey



Mike MacIntyre | Manager, Planning & Development

Regional Parks | Capital Regional District 490 Atkins Ave., Victoria, BC V9B 2Z8

March 16, 2022

Re. parking at St. John Point Regional Park

Dear Mike,

As the CRD Parks applies to the Islands Trust for the rezoning of St. John Point Regional Park, I am writing this letter of support on behalf of the Mayne Island Conservancy Society.

As you are well aware, the Mayne Island Conservancy is intimately involved with the new park and holds a covenant on the land not in the ALR. This park has become very popular over the last four plus years of its existence and parking has been an issue right from the beginning. We are in full support of the concerns of the Channelview Strata residents adjacent to the park, that the road into that strata must be kept clear for emergency vehicles both for the residents' sake as well as the Park's, should there be an emergency in the park itself. The road is the only access for the Channelview residents which makes it even more essential that it be kept clear. The turnabout at the end of Horton Bay Road now has two small 'no parking' signs but visitors continue to use it on busy weekends and this can inhibit access for emergency vehicles.

The CRD Management Plan for St. John Point, November 2019, states in the Executive Summary under priority management actions that there be established a 10 to 20 car parking lot. Later, on page 18 a 'Proposed Action' is to create a park hub including 20 vehicle parking area and a bicycle rack. From our experience over the past 4 years, we definitely support there be 20 spaces, not somewhere between 10 and 20. And, with more people on bicycles, especially ebikes, we would encourage a large bicycle rack or several smaller ones.

We have some other ideas about dealing with overflow traffic such as posting signs that indicate overflow parking be on Beechwood Drive, not Horton Bay Road, but this is something to be dealt with Highways.

Parks Canada-2013 Certificate of Appreciation



Islands Trust- 2013 Community Stewardship Award Recipient



If there is anything more the Conservancy can do to support your rezoning application, please let me know.

Sincerely,

Malcolm Inglis, President

Walsolm Jupi

c.c. Jeanine Dodds, Trustee for Mayne Island David Maude, Trustee for Mayne Island



October 25, 2020

Mayne Island Local Trust Committee:

To Whom It May Concern:

As Unit chief on Mayne Island for the BC Ambulance Service, I have a few concerns about the availability and number of parking spaces allotted to the new park at St John's Point. This past summer there have been numerous times when the car/trucks from visitors to the park have spilled over onto the road turnaround area at the end of Horton Bay Rd. This made it quite difficult for anyone coming to the end of the road to turn around.

From an ambulance perspective, trying to thread our way through cars parked on both sides of the road access into the park, could potentially delay our response time or even block access. Another potential issue is that when the current parking spaces at the park have been full, vehicles have been observed parking on the old logging road above the current parking area in the park. This road, which could be used for the fire and/or ambulance access further into the park in case of emergency (medical or fire), would have been inaccessible to us on that day.

The popularity of this park is steadily increasing, which makes it even more critical that more parking spaces and larger parking area (for turnaround within the park) be addressed. The current lack of sufficient parking space within this beautiful park will only become worse as more people discover St John Point Park and the park becomes more popular.

Barb Edwards Unit chief, 104 BC Ambulance Service Mayne Island 250 5390167



Mayne Island Fire Rescue

Serving Our Community with pride

June 27 2023

Jeff Leahy, Senior Manager CRD Regional Parks

This correspondence is to express MIFR's support for the CRD's rezoning and OCP amendment application to the Mayne Island Local Trust Committee to enable implementation of the CRD's approved St. John Point Regional Park Management Plan.

Our concern is that there is an inadequate parking area inside the park to accommodate the park's visitors. Because of the inadequate parking inside the park, visitors have been parking at the intersection of Horton Bay road and Channel View Way. Local residents have reported as many as fifteen vehicles parked at this intersection because of the lack of suitable vehicle accommodation in the park.

The roadway in this area is essentially a single lane to accommodate traffic from two directions and the vehicles parked on the shoulder take up part of the travel portion of the road.

This a concern for Mayne Island Fire Rescue because these vehicles would impede the response of our apparatus in the event of an emergency.

This roadway also acts as the only evacuation route from residents on Channel View Way.

Mayne Island Fire Rescue would like to see the development of a suitable parking area inside the park to accommodate its users, and so we support any changes to the OCP and rezoning required that will allow for the actions in the Management Plan.

Fire Chief Kyle Stobart

Mayne Island Fire Rescue

MAYNE ISLAND FIRE RESCUE

520A FELIX JACK ROAD MAYNE ISLAND, B.C. • VON 2J2 PHONE: (250)539-5156 email: sderousie@mayneid.ca Web Site: www.mayneislandfire.com

ATTACHMENT 4 – SITE CONTEXT

LOCATION

Legal Description	LOT B, SECTION 1, MAYNE ISLAND, COWICHAN DISTRICT, PLAN 2501
PID	002-918-790
Civic Address	-

LAND USE

Current Land Use	Rural (R), Agricultural (A)
Surrounding Land Use	Water Protection (W1), Water Moorage (W2)

HISTORICAL ACTIVITY

File No.	Purpose
MA-SUB-2001.1	Bare land strata proposal to create 6 strata lots
MA-SUB-2005.6	Creating 6 new lots

POLICY/REGULATORY

Official Community Plan	The property is designated Rural (R), and Agriculture (AG) in the Mayne
Designations	Island OCP Bylaw No. 144, 2007
Land Use Bylaw	Property is zoned Rural (R), and Agricultural (A)
Other Regulations	Portion of lot is in ALR
Covenants	CA6516979: Granted to Mayne Island Conservancy Society
Bylaw Enforcement	N/A

SITE INFLUENCES

Islands Trust Conservancy	There are no Islands Trust Nature Reserves or Covenant Areas on the property or adjacent to the property.
Species at Risk	N/A
Sensitive Ecosystems	Herbaceous, Mature Forest, Woodland
Hazard Areas	High, Moderate, Low risk steep slopes
Archaeological Sites	Staff have conducted desktop review that indicates there is archaeological potential and multiple known archaeological sites on the subject property. Therefore, the land owners should seek clarification on the location of any sites of development, review the provincial archaeological branch website, and be guided by the Islands Trust Chance find Protocol.
Climate Change Adaptation and Mitigation	N/A
Shoreline Classification	Sediment Shoreline - Boulder/Cobble Rock Shoreline - Sea Cliff Rock Shoreline - Low Rock/Boulder Sediment Shoreline - Pebble/Sand