

# *Shawnigan Lake*



## *Parks and Trails Master Plan*

**Prepared for:** Cowichan Valley Regional District Parks and Trails Division



May 2010

**Prepared by:** HB Lanarc Consultants Ltd.

## ACKNOWLEDGEMENTS

We are very pleased to submit the Shawnigan Lake Community Parks and Trails Master Plan. This plan has been prepared for the Cowichan Valley Regional District (CVRD) by HB Lanarc Consultants Ltd. The project was conducted with the assistance of CVRD Parks staff, Tanya Soroka and Brian Farquhar, with additional support from CVRD staff. Their commitment and interest have been central to the project.

Input from the Shawnigan Lake Parks and Recreation Commission was instrumental in the development of the plan. The members' observations, knowledge, and ideas provided meaningful information which helped form the basis of the plan.

Shawnigan Lake Parks and Recreation Commission Members:

Ken Cossey –Area B Director	Bill Savage
Margaret Symon – Chair	Trina White
Al Brunet	Betty Lord
Lori Treloar	Catherine Whittome
Bob Austad (past member)	
Gerry Gustensohn (past member)	

Throughout the planning process, residents from the Shawnigan Lake community gave their time and perspectives through public response forms and attending open houses. Thank you for sharing your insights and ideas.



## EXECUTIVE SUMMARY

*Set in a forested landscape, Shawnigan Lake is the central feature and focus of this community. While protecting the lake and its watershed, our community parks and trails will connect people and places; provide opportunities for recreation; and enhance daily life for all residents.*

This Community Parks and Trails Master Plan was initiated for the community of Shawnigan Lake by the Cowichan Valley Regional District and the Shawnigan Lake Parks and Recreation Commission. The purpose of this plan is to set priorities for community parks and trails over the next 10 to 20 years in Shawnigan Lake. This plan outlines key linkages and parkland opportunities within the community that should be considered alongside future development – to ensure an ecologically and socially cohesive network of parks and trails is accessible to residents and visitors, now and into the future.

In developing the Community Parks and Trails Master Plan, public input was sought through open houses and public response forms. The ideas and priorities for the future of parks and trails in the Shawnigan Lake community presented in this plan are based on input from the public, the Parks and Recreation Commission and the CVRD Parks staff. Each recommendation is weighted against four principles pulled from the Shawnigan Lake vision for community parks and trails:

Protecting the lake and its watershed,

Connecting people and places,

Providing opportunities for outdoor recreation, and

Enhancing daily life for all residents.

### Priority Recommendations (Years 1 - 10)

- Acquire Elsie Miles School and surrounding property to supplement the existing Shawnigan Lake Community Centre and Dougan Park.
- Proceed with Implementation of the Shawnigan Hills Athletic Park Plan.
- Update Masons Beach Park with the goal of improving safety and enhancing its role as a central recreational amenity.
- Pursue either a “lease to occupy” or enter into an agreement with the Ministry of Transportation and Infrastructure to

acquire some or all of the road ends that abut Shawnigan Lake to facilitate improved public access to the lake for recreation..

- Undertake a Shawnigan Lake Boat Launch Facility Review to assess options and the capacity to relocate the existing boat launch at Shawnigan Wharf Park (Phase 1).
- Develop and improve Old Mill Park’s lakefront amenities (washroom and change room facilities) to help take pressure off Masons Beach and Shawnigan Wharf Park as beach destinations.
- Secure areas of Old Baldy Mountain as Community Park for the protection of its sensitive slopes and outdoor recreational resources.
- Improve public awareness for the Cowichan Valley Trail (CVT) and support the development of the Cowichan Valley Trail – CRD Connector by providing signage at key community trail connector locations in Electoral Area B neighbourhoods.
- Develop a multi-use rail/trail between Mason’s Beach Park and Shawnigan Wharf Park along the E&N Rail Corridor.
- Upgrade Shawnigan Wharf Park to provide better separation of boating and swimming activities.
- Improve and extend the Silvermine Trail to connect Shawnigan Lake/Cobble Hill Road through to the Koksilah River.

### **Secondary Recommendations (Beyond Year 10)**

Additional detailed recommendations are also provided in the following categories: Improvements to Existing Parks; Trail Developments; Recommendations for Park Acquisitions; and System-Wide Improvements. Secondary recommendations have not been included within the 10 year implementation timeline.

## TABLE OF CONTENTS

1. INTRODUCTION .....	1
1.1 What are Community Parks & Trails?.....	1
1.2 Previous Publications & Related Literature .....	3
1.3 Purpose of this Plan .....	13
1.4 Master Planning Approach.....	14
1.5 Mapping.....	16
2. COMMUNITY PARKS CONTEXT .....	19
2.1 Shawnigan Lake within the CVRD .....	19
2.2 Statistical Trends .....	27
2.3 Community Lifestyles .....	33
2.4 Land Use and the Environment .....	34
3. EXPLORING THE CURRENT COMMUNITY PARKS & TRAILS SYSTEM .....	42
3.1 Existing Parks.....	42
3.2 Existing Trails .....	56
4. PLANNING A FUTURE COMMUNITY PARKS & TRAILS SYSTEM.....	60
4.1 Recreation Trends.....	60
4.2 Funding Sources .....	70
4.3 Public Response.....	73
4.4 Vision & Objectives.....	77
5. RECOMMENDATIONS.....	81
5.1 Developing an Implementation Approach.....	82
5.2 Priority Recommendations (Year 1 - 10).....	83

5.3 Secondary Recommendations (Beyond Year  
10) ..... 93

5.4 System-Wide Recommendations ..... 103

6. IMPLEMENTING THE PARKS STRATEGY..... 117

7. SOURCES..... 122



## 1. INTRODUCTION

Recognizing the need to create a community parks and trails system that will evolve alongside future development and growth within Electoral Area B (Shawnigan Lake), the Cowichan Valley Regional District (CVRD) along with the Shawnigan Lake Parks and Recreation Commission, launched a process to create a Community Parks and Trails Master Plan. This Master Planning document is intended to set direction and priorities for the next 10 to 20 years for community parks and public trail corridors in and around Shawnigan Lake.

### 1.1 WHAT ARE COMMUNITY PARKS & TRAILS?

Community parks and trails are established to provide local, publicly accessible green spaces for residents of the Shawnigan Lake Community. These sites often have a variety of purposes, including sports or passive recreation, environmental protection, access to the lakeshore, or preservation of unique landscapes or historical features.



*Community parks offer recreational opportunities for residents and visitors to Shawnigan Lake.*

Provincial Parks, Regional Parks and Regional Recreation Areas also make up a portion of Shawnigan Lake's larger recreation fabric, but are not part of the *community* parks function. Community Parks are typically smaller parks distributed throughout existing and developing residential neighbourhoods.

Each of the nine electoral areas in the CVRD have their own system of community parks as well as funds to acquire and develop Community Parks which are levied separately by each Electoral Area.

### Community Parks Administration

Within the Cowichan Valley Regional District, community parks are administered by the Regional District. However, community parks and trails are funded individually by each Electoral Area. This means that community parks and trails in Electoral Area B should directly benefit the people who live in the Shawnigan Lake community. The Shawnigan Lake Parks and Recreation Commission, encompassing residents of Shawnigan Lake appointed to the Commission by the Cowichan Valley Regional District Board makes recommendations to the CVRD Board on

park policy, various parks projects, and volunteer coordination in community parks.

## The Benefits of Community Parks & Trails

It can be difficult to quantify the benefits of parks and trails, but they are certainly worth investment and attention. As an essential part of any community, parks and trails contribute to many aspects of resident life.

**Community Health** – Parks and trails provide people with places to enjoy safe and convenient recreational activities. Health trends have shown a steady decline in activity levels of both adults and youth, a related increase in health problems and, in turn, increased health care costs. As physical activity has been consistently shown to reduce health risks, providing access to parks and trails will in turn help diminish physical inactivity and thus contribute to a healthier community.

**Crime Prevention** – Programmed and unprogrammed recreation provide children and youth with a healthy and productive way to channel energy. Access to recreational resources in a community has been shown to reduce inappropriate or anti-social behaviour.

**Economic Development & Investment** – Parks and trails are considered a quality-of-life indicator for a community. Residents and businesses looking for a location that provides a high standard of living, are more likely to consider a community with a well-developed parks and trails system.

**Tourism** – A parks and trails system that offers unique and enjoyable outdoor experiences will bring tourism to a community. Various outdoor recreation events occur on a regular basis in the Shawnigan community such as the Shawnigan Lake Subaru Half Ironman, BC Bike Race, the Mind over Mountain Adventure Race, and the Shawnigan Lake Half Marathon, each bringing many people to the community.

**Social Interaction** – Parks and trails can be a focal point for a community. These areas are places for the community to come together in a friendly, interactive setting.

**Culture** – Parks and trails can often be part of a community's historic and modern culture. They can also be used to protect and interpret historical resources in a community. Art in parks is becoming more popular as a way to bring imagination and



*Cyclists prepare to depart from Shawnigan Lake School at the 2008 BC Bike Race. (Photo: Chris, Picasa Web)*

creativity to people’s daily lives. Public art has the capacity to enhance our environment, heighten our awareness, and question our assumptions.

### **How are Community Parks Acquired?**

Community parks sites are added to the Shawnigan Lake parks and trails system in various ways, including:

1. Private or public donation.
2. Land dedication at the time of subdivision or re-zoning of individual properties.
3. Cash-in-lieu, as an alternative to land dedication at subdivision, whereby money received is held for future parkland purchase. These monies may only be used to purchase lands in the Electoral Area in which the subdivision occurred. (i.e.; Shawnigan Lake Electoral Area B)
4. Acquisition with funds generated through the Community Parkland Acquisition Reserve Fund. Each Electoral Area within the Cowichan Valley Regional District has their own parkland acquisition reserve fund.

## **1.2 PREVIOUS PUBLICATIONS & RELATED LITERATURE**

Community green space has long been an important part of Shawnigan Lake’s planning and development. Multiple past studies, inventories and policies that recognize the importance and value of community parks and trails have been undertaken in Shawnigan Lake over the years and the information from these prior studies is relevant to the development of this Community Parks and Trails Master Plan.

The following key studies and documents provided background information and direction for the Shawnigan Lake Community Parks and Trails Master Plan:

### **South Cowichan Official Community Plan (OCP) Study – Ongoing**

A new South Cowichan Official Community Plan (OCP) encompassing Cobble Hill, Shawnigan Lake and the Mill Bay Electoral Areas Communities is being prepared. Key elements to

this Community Parks and Trails Master Plan emerging from the OCP update are:

- Support the identification, acquisition and development of multi-purpose community trails and pathways to improve non-automobile connections.
- Explore the potential need for additional active outdoor recreation areas.
- Support the continued development, expansion and formalization of community involvement in community parks development and acquisition, and park stewardship activities.

### **Shawnigan Lake Parks and Open Space User Survey Summary of Results – 2007**

This survey, performed through collaboration between the Shawnigan Lake Parks and Recreation Commission and the CVRD Parks and Trails Division, invited feedback from residents, landowners and visitors of Electoral Area B to record their perception of existing parks in the area, the importance of activities within these parks, as well as priorities for the near future. 108 people responded to the survey.

Key findings to this Community Parks and Trails Master Plan were:

- 40.7% of respondents were full-time residents of Shawnigan Lake,
- 2.8% were seasonal residents,
- 5.6% were long-term visitors,
- 5.6% were short-term visitors,
- 25.0% were day users, and
- 20.4% were from other neighbouring electoral areas.

Several parks were cited as favourites, along with suggestions for improving the parks:

**Old Mill Park** – Improve washrooms, clean beach, provide recycling, extend trail, allow more sun, additional picnic tables and swimming amenities (ie. diving board, slide, etc.),

maintenance, dog facilities, parking, improved security, extended beach area.



Williams River Park

**Shawnigan Wharf Park** – Improve washrooms, clean beach, add play facilities, concession, lifeguards, extended beach, remove boat launch, security, better signage, more amenities (ie. picnic tables, water fountain, garbage cans, etc), beach grade, better boat access, maintenance, more parking for swimmers, improve safety.

**Mason’s Beach Park** – Expand parking, improve washrooms, more amenities (ie. picnic tables, playground, garbage receptacles), larger area, screen from road, more separation from motorized boats, improved boat docking.

**West Shawnigan Lake Park** – Add boat launch, campground, picnic tables, garbage receptacles, washrooms, play structure, beach area.

**Cowichan Valley Trail (Regional Trail)**– Motorized vehicle conflicts, dog facilities, maintenance and clean-up, restore Kinsol Trestle.

**Gibsons Park** – Too shady, upgrade play equipment, improve washroom, parking.

**Dougan Park** – No improvements suggested.

**Shawnigan Hills Athletic Park** – Add playground, add water park, add washrooms, field maintenance, soccer nets, picnic area and shelter.

**Kingburne Park** – No improvements suggested.

**Old Baldy Mountain Trail** – Remove broom, improve trail, improve summit, security.

**Silvermine Park** – No improvements suggested.

**Memory Island Park** – Fix/add picnic tables, add sand, docking for boats, maintenance and clean-up.

**Suggestions of parks and trails to be added:**

- Sandy, sunny waterfront beach park on Shawnigan lake
- Playground Park
- Biking/Hiking area
- Spray park



Old Mill Park



Kingburne Park

- Trail/pathway Connection between Old Mill Park, Shawnigan Wharf Park and Masons Beach Park
- Path around lake
- Community hiking/walking trails
- Dog park
- Additional boat launch on the Lake
- Horse riding park
- Kayak launches
- Neighbourhood parks in: Strathcona Heights area, Ingot area, Melrose area, Beach Estates area

**Park activities received the following ranking of importance:**

1. Swimming
2. Hiking/Walking
3. Picnicking
4. Playground
5. Sunbathing
6. Sports Activities
7. Nature Viewing
8. Dog Walking
9. Boating – Non-motorized
10. Cycling
11. Jogging
12. Fishing
13. Nature Photography
14. Boating – Motorized
15. Mountain Biking
16. Horseback Riding

**Priorities for parks and trails received the following ranking of importance:**

1. Protect the natural environment
2. Maintain existing facilities
3. Secure additional lands for parks and trails
4. Undertake projects to enhance natural habitats
5. Enforce park regulatory bylaws
6. Provide more swimming beaches



7. Develop additional community pathways
8. Provide more beach access to the Lake
9. Develop additional hiking trails (tie)
10. Provide more washrooms (tie)
11. Provide designated dog off-leash areas
12. Provide more playgrounds
13. Develop additional cycling/mountain biking trails
14. Provide more information for park visitors
15. Improve existing boat launch facilities
16. Provide more volunteer opportunities
17. Provide more organized programs in parks
18. Provide more boat launch facilities

### **Shawnigan Lake Road ends study (2004 & 1978)**

Shawnigan Lake currently has 74 road ends owned by the Ministry of Transportation and Infrastructure (MOT), located around the Lake. Many provide public access to the water and beaches of Shawnigan Lake. While it would be impractical and costly to develop all these properties for water access, several key road end developments could reduce demand on existing water access points and provide additional recreational opportunities.

In order to develop any road end, the CVRD will have to either apply to the MOT for a “lease to occupy” and construct a trail, or enter into an agreement to acquire some or all of the road ends leading to Shawnigan Lake and take on as Community Park

### **CVRD South Sector Parks Strategy – 1996**

This strategy, prepared by CitySpaces Consulting Ltd., was developed as a guide for the selection, acquisition, development and management of a system of parks for the Mill Bay, Shawnigan Lake, and Cobble Hill areas of the CVRD.

Recommendations from the 1996 study that remain relevant to development of the Shawnigan Lake Community Parks and Trails Master Plan are:

- Establishment of a comprehensive system of natural trails and pathways should be a priority, providing a linkage through the three communities. It should also include existing parks, natural areas and schools.
- Consider the following specific acquisitions in the Electoral Area B - Shawnigan Lake Area:
  - Crown land adjacent to Electoral Area C – Cobble Hill’s Quarry Nature Park. (These crown lands are located in Electoral Area B-Shawnigan Lake and are currently managed as the Cobble Hill Mountain Regional Recreation Area under the CVRD’s Regional Parks Program.)
  - Further lands along the Koksilah River corridor in addition to Koksilah Provincial Park, Koksilah River Community Park and Silvermine Park.
  - Shawnigan Creek corridor (one small portion secured to date as Campbell River Park ).



### **Shawnigan Village Comprehensive Development Plan – 1991**

The plan was developed to address planning and servicing issues in Shawnigan Lake including: water and sewer, revitalization opportunities, circulation, ‘village’ atmosphere preservation and improvements to lakeshore activities.

Recommendations from the 1991 Plan which remain applicable for consideration to the Shawnigan Lake Community Parks and Trails Master Plan are:

- Acquire and develop a new community park located between Mason’s Beach and Dougan Park.
- Develop lakeshore road-ends, particularly for local pedestrian access.
- Create a lakeshore walkway from Mason’s Beach to the public wharf (Shawnigan Wharf Park) with linkage to the Community Centre and commercial area.
- Improve pedestrian accessibility along the following routes:
  - Shawnigan/Cobble Hill Road from Mason’s Beach to Malta Road
  - Shawnigan/Mill Bay Road from the Village Core for 5km
  - Heald Road, Shawnigan Lake Road south of the Village, and Dundas Road.

### **Shawnigan Lake Child Play Spaces Study - 1990**

The purpose of this study was to evaluate where child play spaces should be developed in Electoral Area B.

Recommendations key to the Shawnigan Lake Community Parks and Trails Master Plan are:

- Separate spaces for pre-school children and school age children where possible, as recreation needs of preschool children are significantly different than school-age children.
- Select children play spaces that are:

- Visible to surrounding recreational uses or neighbourhood areas;
  - Adjacent to school play spaces;
  - Adjoining community centres; or
  - Readily accessible to young children and their parents.
- Consider the following estimated “rules of thumb” when selecting a new play space:
    - For pre-school child play spaces: one facility for each 2000 persons with a parcel size of 0.40 hectares (1.0 acres).
    - For school-age play spaces: one facility for each 2500 persons with a parcel size of 1.21 hectares (3.0 acres).
  - Because of Shawnigan Lake’s rural nature, it is difficult to provide child play spaces within 0.81 km (0.5 miles) to all residents. A practical approach is to provide centralized areas which would have maximum utilization by all neighbourhoods.

Consider the following suitable locations for playgrounds:

- Old Mill Park
- Dougan Park expansion (between Dougan Park and Masons Beach)
- Discovery School (school playground with adjacent tot-lot)
- Elsie Miles School (school playground with adjacent tot-lot)
- Ceylon Road Park
- Wilmot Road Park (now Gibsons Park)

### **Shawnigan Lake Official Community Plan, Bylaw No. 1010 – Adopted 1987**

The purpose of the current OCP is to guide development in Electoral Area “B”, with the overall aim “to accept a reasonable share of Vancouver Island Growth while protecting and enhancing Electoral Area “B” recreation, scenic and forest resources.” While a new OCP is currently under development, policies within the adopted OCP with respect to parks and trails

should be given consideration toward preparation of the Shawnigan Lake Community Parks and Trails Master Plan, in particular:

- Endeavour to secure control over lands adjacent to lakes and watercourses when they become available. Where environmentally acceptable, establish a linear trail system along protected watercourses.
- Acquire West Shawnigan Lake Provincial Park.
- Develop a community park on the lakeshore between Dougan Park and Mason's Beach.
- When land is dedicated at subdivision, give preference to sites exhibiting good recreational capability or connections. Where parkland is deemed to be inadequate or poorly located, accept cash-in-lieu.
- Calculate cash-in-lieu for parkland on the basis of 5% of the value of the land before subdivision in accordance with the Municipal Act (Local Government Act).
- Encourage and support volunteer assistance in acquisition, development and management of community parks.
- Protect the Koksilah River and lands immediately adjacent to it.
- Acquire the private forest land that forms the summit of Old Baldy Mountain.
- Develop pedestrian trails to provide public access to beaches, parks and other areas of interest.
- Encourage all major roads to be designed to accommodate walking/cycling paths or sidewalks.

### **A Recreation Survey of Electoral Districts A, B, C & D of the CVRD – 1981**

Completed in 1981, this survey was performed to provide the Recreation Commission with a base of information upon which to make decisions. While this information can be generally assumed to be outdated, a few key points continue to be relevant to outdoor recreation in Shawnigan Lake today, as follows:

- **Beach Access** – When this report was developed, only three public beaches existed on Shawnigan Lake. While it

appeared to be sufficient at the time, the report predicted growth would create demand for more public waterfront on the Lake.

- **Potential Areas to be Considered for Parkland** – In 1981, the following sites were considered valuable to outdoor recreation:
  - Old Baldy Mountain
  - Canadian National Railway corridor on the west side of Shawnigan Lake (now the Cowichan Valley Trail)
  - Koksilah River recreation corridor
  - Shawnigan hydro right-of-way
  - Malahat hydro right-of-way
  - Waterfront property on Shawnigan Lake
- **Eagle Heights** – At the time of this report, Eagle Heights was already a popular destination for trail bikers, off-road enthusiasts, and horse-back riders using logging roads. It was recommended that these trails be secured and developed.
- **Lakes** – Outside Shawnigan Lake, several opportunities for lake recreation were identified including:
  - Wild Deer Lake
  - Tadjiss Lake
  - Lois Lake
  - Grant Lake (identified as being privately owned)

### 1.3 PURPOSE OF THIS PLAN

Over the past five years, Shawnigan Lake's growth rate has matched the CVRD average, and growth and development in this area is predicted to continue. By recognizing that its population is changing, the community parks program of the Cowichan Valley Regional District also recognizes a need to plan how Shawnigan Lake's recreational spaces can accommodate this evolution.

In Spring 2008, the CVRD began to develop a Community Parks and Trails Master Plan specific to the Shawnigan Lake (Electoral Area B) community. This process unfolded to address seven key objectives:

- Develop a clear vision and mandate for the Electoral Area B Community Parks and Trails system;
- Describe the current Parks and Trails Inventory;
- Research historical, regional and site specific context of Electoral Area B Parks;
- Compile and review existing research and studies;
- Develop strategies to address gaps and priorities;
- Determine funding policy and opportunities; and
- Develop an implementation action plan based on community input.

## 1.4 MASTER PLANNING APPROACH

The Community Parks and Trails Master Plan for Shawnigan Lake was completed in four phases, beginning in Spring 2008.

### Phase 1 – Understanding the Current System

To begin thinking about the future of parks and trails in Shawnigan Lake the first step was to look at what currently exists, using the following key steps.

1. Held a start-up meeting with the Shawnigan Lake Parks and Recreation Commission and CVRD Parks and Trails Staff to clarify the objectives of the project, and develop a clear process.
2. Identified, with the assistance of CVRD Parks and Trails Staff, key stakeholder groups that would be invited to provide direct input in the plan.
3. Assembled and reviewed background documents and information related to Shawnigan Lake's parks and trails (summarized in Section 1.2).
4. Collected digital data for Shawnigan Lake, and developed a project GIS Database.
5. Researched trends and demographics relevant to parks, trails and recreation in Shawnigan Lake, BC and Canada as a whole.
6. Completed site visits and detailed analysis of existing parks and trails resources in Shawnigan Lake.

### Phase 2 – Community Outreach

The second phase focused on the future of parks and trails through the eyes of the public, stakeholders, CVRD staff and all those interested in Shawnigan Lake's parks and trails, using the following key steps:

1. Held an introductory open house in conjunction with an OCP open house event to inform residents of the development of the Community Parks and Trails Master Plan and to gather preliminary ideas and information.
2. Consulted with local stakeholders including Provincial and Federal agencies, the Electoral Area B Parks and Recreation

Commission, Land Trust agencies, local First Nations, and community groups. This was an opportunity to provide these groups with information on the master planning process and to gain preliminary feedback.

3. Worked with the Shawnigan Lake Parks and Recreation Commission to gather their knowledge of the area and begin identifying key issues, opportunities and ideas.

### Phase 3 – Drafting a Plan

Using the information gathered from the public, stakeholders and the Shawnigan Lake Parks and Recreation Commission, a Draft Parks and Trails Master Plan was prepared and reviewed using the following key steps:

1. Mapped proposed community parks and trails improvements and additions within the Shawnigan Lake Community (Electoral Area B).
2. Developed a preliminary vision to guide future decisions about community parks and trails in Shawnigan Lake.
3. Developed a draft implementation plan which included prioritizing community parks and trails projects and assigning preliminary cost estimation data to potential projects.
4. Held a public open house to review the ideas developed to date, provide feedback on any gaps in the information and review priorities for future community park and trail improvements and additions.
5. Made recommendations for policy, maintenance and operations, educational and volunteer opportunities, funding options and raising awareness about parks and trails in Shawnigan Lake.
6. Summarized all elements into a draft report prepared for CVRD Parks and Trails staff and the Shawnigan Lake Parks and Recreation Commission.
7. Worked with the Shawnigan Lake Parks and Recreation Commission to review, analyze, and finalize the report.

## Phase 4 – Finalizing the Plan

The final phase of the process was to revise the draft master plan in accordance with the input received during Phase 3, using the following key steps:

1. Incorporated CVRD Parks and trails staff and the Shawnigan Lake Parks and Recreation Commission feedback into the plan and modified it to develop the final Community Parks and Trails Master Plan.
2. Provided the plan to CVRD Parks and trails staff for final review and comment by staff and the Shawnigan Lake Parks and Recreation Commission.
3. Prepared the final plan inclusive of feedback from CVRD Parks and Trails staff and the Parks and Recreation Commission for presentation to the CVRD Board for consideration of adoption for implementation to guide the community parks and trails program in Shawnigan Lake for the next 10-15 years..

## 1.5 MAPPING

Mapping resources for this project were gathered from Provincial and Regional sources and compiled into working maps by the consulting team. Table 1 below provides a summary of source information used in the master planning process.

*Table 1. Data sources used for mapping purposes.*

Type of Information	Source
CVRD GIS Geodatabase Layers: contours, district roads, municipal boundary, parcels, parks, sewer, neighbourhoods, water, zoning	CVRD GIS Data
CVRD Orthophoto	CVRD



Sensitive Ecosystems Inventory for East Vancouver Island and Gulf Islands	SEI Mapping Project by Environment Canada, Ministry of Sustainable Resource Management, and Ministry of Water, Land and Air Protection, 1997, updated 2004
Old Growth Management Areas (OGMA) Non Legal	Strategic Land Policy and Legislation Branch, updated 2008
Corporate Watershed Base (CWB) Lakes	Crown Registries and Geographic Base Branch (ILMB), updated 2006

### Description of Maps:

Four maps were generated during this process and can be found at the end of Chapter 6.

**Map 1: Existing Parks in Shawnigan Lake** – This map shows all existing Electoral Area Community parks, identified by park type: Community Park; Neighbourhood Park; Nature Park; Community Forest; River Corridor Park; Special Purpose Park; Linear Park; and Lakefront Park in addition to parks and trails managed under the CVRD’s Regional Parks Program and those Provincial Parks under the jurisdiction of BC Parks.

**Map 2: Future Community Parks in Shawnigan Lake** – This map shows callouts that identify improvements to existing community parks and new potential park locations.

**Map 3: Future Community Trail Connections in Shawnigan Lake** – This map shows existing and proposed trails and roadway linkages. Priority projects are identified on the map.

*NOTE: This Map is intended for planning purposes only and is not to be used as an outdoor trail map.*

**Map 4: Potential Road Ends for Parkland** – This map identifies road ends that abut Shawnigan Lake which are under the ownership/administration of the Provincial Ministry of Transportation and Infrastructure. These road ends have the potential to offer community outdoor recreation value in the

form of beach access, boat launch opportunities, and/or pocket picnic areas.

## 2. COMMUNITY PARKS CONTEXT

### 2.1 SHAWNIGAN LAKE WITHIN THE CVRD

Shawnigan Lake sits at the southern portion of the Cowichan Valley Regional District (CVRD), and is one of the few Electoral Areas within the Regional District not bordered by ocean (Figure 1). The area is comprised primarily of mature second growth forest (85%), with the remaining area consisting of rural residential and residential land surrounding the picturesque Shawnigan Lake. Smaller residential clusters are located in the Koksilah River area and along Royce Road and Campbell Road. The commercial core of the Electoral Area is centered at Shawnigan Village on the northeast side of the lake. In the northeast corner of the Electoral Area, there is a small amount of

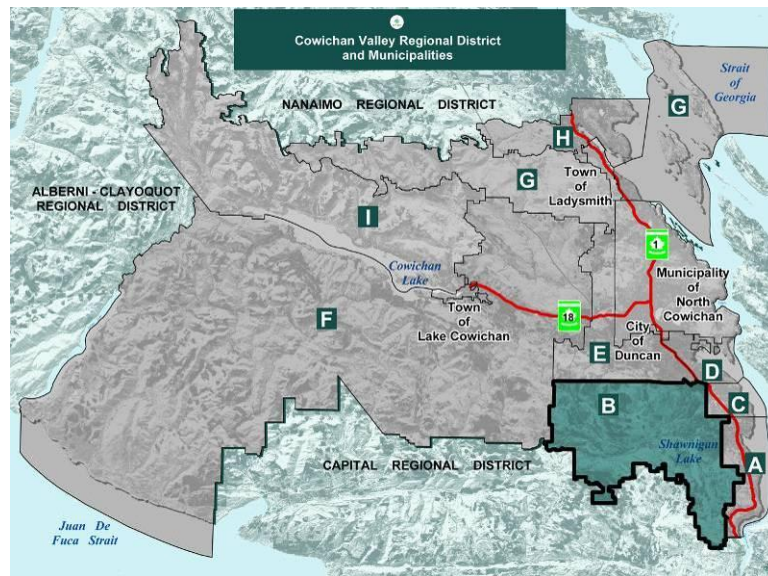


Figure 1. Shawnigan Lake, Electoral Area B, occupies over 300 km<sup>2</sup> of the southern CVRD.

farmland in the provincial Agricultural Land Reserve (ALR).

#### Key Facts

- Area = **306.23 km<sup>2</sup>** (8.82% of CVRD Land Mass, third largest Electoral Area in the CVRD)
- Population = **7,562** (9.83% of CVRD total Population, most populated Electoral Area in the CVRD, excluding municipalities)

- Population Density = **24.7 people/km<sup>2</sup>** (Fourth lowest population density in the CVRD)
- Privately Held Land = **87.1%** of land base of the Electoral Area.
- Publicly Held Land = **12.9%** of land base (including Provincial Crown, Federal Crown, Provincial Parks, CVRD Parks)

## Historical Context

Shawnigan Lake's development can be traced back to several historical growth periods. The first known visitors were the Quw'utsun people who hunted and fished near the lake. Many arrowheads and points have been found in the area and it is likely that the current East Shawnigan Lake Road, which was developed as the Goldstream Trail in 1862, is based on a much older Native trading route.

Late in the 19<sup>th</sup> century, homesteaders were encouraged to settle in the Cowichan Valley and a few made their way toward Shawnigan Lake. By 1885, a year before the rail line was in operation the first hotel, Morton House, was built on the waterfront at Shawnigan Lake. On August 13, 1886 the last spike of the rail line was driven at Shawnigan Lake by the Prime Minister, Sir John A. MacDonald. The Esquimalt to Nanaimo (E&N) Railway was the last piece of railroad necessary to fulfill Sir John's promise of a rail line that would connect Canada from sea to sea.

The E & N rail line was instrumental in the development of the community of Shawnigan Lake. By 1890, a sawmill on the lakeshore, and logging operations around the lake, attracted workers from India, China, Japan and other countries. Many of these workers had come to British Columbia to build the railroad and, with that done, turned their efforts to sawmilling and logging. The Shawnigan Lumber Company mill used the railroad to transport its lumber to markets rather than the more traditional method of floating logs to the ocean.



*The Strathcona Hotel developed to accommodate people coming to Shawnigan Lake via the E & N Railway was built in 1900 and was set to open in May but burned to the ground. It was rebuilt immediately and opened in September. It was a hotel until 1927 and then became a girls' boarding school. Unfortunately, the building was bulldozed in 1969.*

The Shawnigan Lake hotels relied on the railroad to bring people, from Victoria, on a regular basis thus making the area a popular resort destination.

The sawmill, and logging activities, played a significant role in the economic development at Shawnigan Lake. Many employees chose to buy property in the area, get married and raise their families in the community. It was difficult for the community when the sawmill burned down in the mid 1940s and was not replaced. *Old Mill Park* is a beautiful legacy of Shawnigan's industrial past.

Private Schools were another attraction that brought people to Shawnigan Lake and provided employment. Since 1916, Shawnigan's many well-respected boarding schools have brought boys and girls to the area. Many parents were wooed by the idea that the clean air at Shawnigan Lake had health benefits for young people.

The Malahat Drive portion of the Trans Canada Highway, built in 1911, improved access to Shawnigan Lake but the train continued to be the important transportation link until well into the 1930s as most people did not own automobiles. Malahat Drive was improved in 1958, which shortened the driving time

and increased the number of summer homes around the lake. Shawnigan Lake has had a small, but permanent, population since the turn of the 20<sup>th</sup> century and the community has always been strong and vibrant. A 1960s and 1970s residential housing boom made the Cowichan Valley one of Canada's fastest growing areas, and Shawnigan Lake felt the impact with a large influx of residents. Since that time, many summer homes have been transformed into permanent residences.

Shawnigan Lake's proximity to urban centres and amenities continues to attract residents seeking a mild climate and semi-rural lifestyle.

### Settlement Context

The official community plan adopted in 1987 suggests 10 loosely defined "neighbourhoods" for Shawnigan Lake. Development over the past 20 years have added to these areas, with the emergence of three additional distinct "neighbourhoods" for a total of 13 as follows (each area is characterized by a combination of having distinct location and physical features). (Figure 2).

1. **Hillbank Road** – At the north end of Electoral Area B, the Hillbank neighbourhood consists of relatively isolated rural properties. It is accessible only off the Trans Canada Highway through the adjoining Electoral Area E. Properties in this area are a mix of agricultural parcels and are of varying sizes.
2. **Riverside Road** – This rural community is separated from the rest of Shawnigan Lake's population by the Koksilah River. It is accessible via Cowichan Station in Electoral Area E.
3. **Kingburne Drive** – The Kingburne Drive neighbourhood sits on the east side of the river, with larger rural residential lots. Primary access to the community is via Electoral Area C - Cobble Hill, although Thain Road provides a connection to Shawnigan Lake Village.
4. **Royce Road – Campbell Road** – Situated between Shawnigan Lake and Cobble Hill villages, this area is a mixed neighbourhood with lots varying in size from 0.4 to 5 hectares. This area continues to develop, most recently developing around Ingot Road.





surrounded by agricultural lands. Much of the development in this area occurred in the early 1980s.

7. **Baldy Mountain – Sylvester Road** – South of the main village, this area is a mix of agricultural lands and 5 hectare lots.
8. **East Shawnigan Lake** – South of the village, this is one of the oldest development areas, with residential lots stretching the entire east shore of the lake. The size of lots in this area are up to 0.8 hectares, and are built with a mix of permanent housing and summer cottages.
9. **West Shawnigan Lake** – Much like the east side of the lake, the west side of the lake is largely developed with very small to 0.8 hectare residential lots with a mix of permanent and summer housing.
10. **Shawnigan Beach Estates** – Beginning in the late 1970s, the development known as Shawnigan Beach Estates added +/- 300 small-lot parcels to the community. This area is also home to some long established housing at the north end of the lake.
11. **Glen Eagles** – West of the lake along Renfrew Road, Glen Eagles is comprised mostly of acreages and large-lot development. New subdivisions with higher densities.
12. **Mountain Road** – This rural residential area is characterized by 5 hectare lots along the Cowichan Valley Trail and is separated from the rest of Electoral Area B by the Koksilah River. It is accessed via Mountain Road from the Electoral Area E - Cowichan Station area.
13. **South Shawnigan** - Sooke Lake Road and Stebbings Road-Goldstream Heights areas are the most recently developed areas, providing medium-to-large-lot residential development south of Shawnigan Lake.

The western portion of Electoral Area B, beyond Koksilah River is largely undeveloped and unpopulated. Much of this area is privately owned forested lands.

One private school is significant to the population of Shawnigan Lake. Shawnigan Lake School, located on the north end of the lake, is a private boarding school for nearly 450 students grades 8 – 12.



The only public school in Shawnigan Lake is Discovery Elementary, which has about 350 students in Kindergarten through Grade 5. All Shawnigan Lake public school students Grade 6 and above must travel by bus to schools in other Electoral Areas or the City of Duncan.



*Shawnigan Lake School is the largest of Shawnigan Lake's private schools. (Photo: <http://www.sls.bc.ca/ourcampus.html>)*

## Transportation Context

Transportation corridors have had a major impact on the composition and character of Shawnigan Lake.

**E&N Railway** - The Railway runs adjacent to the east side of Shawnigan Lake and passes between the Lake and Shawnigan Village. VIA Rail operates Budd cars on the E&N line, passing through Shawnigan twice daily; travelling north from Victoria in the morning and south from Courtenay in the afternoon. Currently rail traffic is minimal, and pedestrians and vehicles can readily cross the corridor. However, if rail traffic were to increase, the rail could present challenges for community access between the residential areas and public lakefront parks if not adequately planned and coordinated.

**Highway 1** - The Trans Canada Highway completely bypasses Shawnigan Lake.

**Main Roads** – Shawnigan Lake is accessed by three main routes: Shawnigan/Mill Bay Road from the east, Shawnigan/Cobble Hill Road from the North, or South Shawnigan Lake Road from the south. All three of these main roads connect directly to the Trans Canada Highway to the east, Shawnigan Lake East Road, Shawnigan Lake West Road and Renfrew Road form a complete loop around the lake. All main roads within Shawnigan Lake were developed as two-lane vehicle corridors, with narrow shoulders and no sidewalks, providing little to no accommodation for pedestrians and cyclists.



*West Shawnigan Lake Road is a typical example of the area's narrow roads without paved shoulders. (Photo: Explore Vancouver Island)*

## 2.2 STATISTICAL TRENDS

The composition of a population gives insight into the people living in a community and how parks and trails need to be planned to accommodate particular user groups, age ranges and predicted growth.



### Population Growth

Shawnigan Lake has experienced steady population growth over the last two decades. The 2006 census counted 7,562 residents. The mean annual population growth is approximately 192 persons/year since 1986 (SCH analysis, 2008 by CVRD)

Shawnigan Lake's growth rate mirrors growth rates in the rest of the CVRD, showing a 6.8% population increase between 2001 and 2006, slightly down from the 7.4% growth rate between 1996 and 2001. Census data predicts approximately 2,387 new residents in Shawnigan Lake by the year 2026 bringing the total population of Electoral Area B – Shawnigan Lake to an estimated 9,950 residents with 2100 people, <19 years of age, living in Electoral Area B (BC Stats, 2006).

### Housing Analysis

The CVRD performed a Housing Analysis study in February 2008, to review the supply and demand for housing in the South Cowichan Region (Mill Bay/Malahat, Shawnigan Lake, Cobble Hill). Shawnigan Lake has seen:

- On average, 61 housing starts per year over the past five years.
- On average, 115 new lots per year created over the past five years.

- 268 parcels of land presently coded as vacant by the BC Assessment Authority.
- An estimated 795 potentially sub-dividable lots, based on present land use zoning of properties in the Electoral Area.

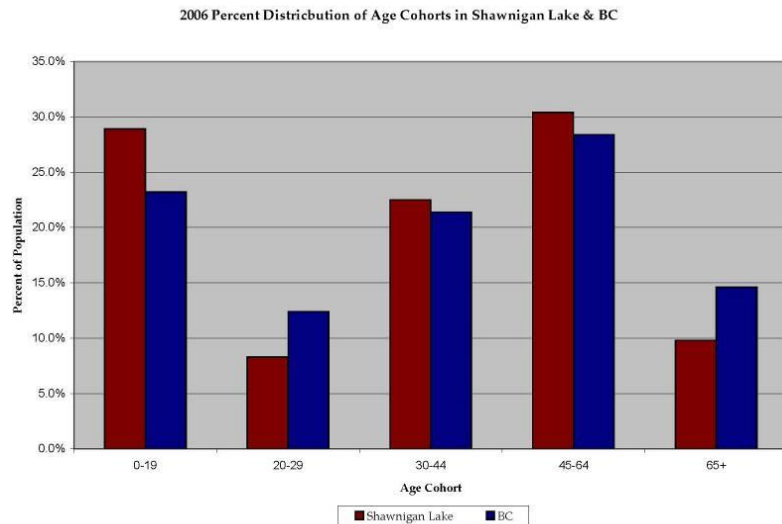
These numbers show a moderately high growth rate in Shawnigan Lake, compared to other South Cowichan communities, and demonstrate a capacity for immediate continued growth in Shawnigan Lake.

### Population Age

Shawnigan Lake's current population shows a higher proportion of children between 0 – 19 and middle aged adults between 45 – 64 than elsewhere in British Columbia (Figure 3). As the baby boomer population ages, Shawnigan Lake, like the rest of British Columbia, may have seniors representing a greater proportion of the population. Migration trends also tend to favour older adults moving to Vancouver Island, although this is less prevalent in the CVRD than in neighbouring Regional Districts such as the Regional District of Nanaimo (RDN) and the Capital Regional District (CRD). The following quote speaks to this age shift as it will be seen in the entire province:

*"The proportion of age 65+ older adults will increase from 13.6% in 2001 to approximately 24.1% in 2031, while the proportion of children age 0-14 will decrease from 18.1 to 13.1% over that same period."(BCRPA, pg. 49, 2008).*

Currently, Electoral Area B's senior population (ages 65+) comprise only 9% of population, lower than BC's average of 14%. One of the reasons behind fewer seniors could be Shawnigan Lake's shortage of certain community attributes that help seniors "age in place."



*Figure 3. The 2006 Canadian Census for Shawnigan Lake shows the trend towards an increasing population of seniors in the next 10-20 years. Similarly, a large number of children and youth will be maturing to young adults and will potentially be seeking outdoor recreational opportunities in the Shawnigan Lake area.*

Canadian Mortgage and Housing Corporation Research suggests six indicators for communities accommodating seniors:

1. Neighbourhood walkability
2. Transportation options
3. Access to services
4. Housing choice
5. Safety
6. Community engagement

Shawnigan Lake currently lacks several of these indicators, notably neighbourhood walkability and community engagement which are directly related to community parks and trails planning. These deficiencies will likely lead to greater demand for improvements to neighborhood walkability in and around Shawnigan Lake, as aging seniors may be less inclined to move from the community in which they have spent any years of their lives.



With BC's population trend leaning toward an aging population, parks and trails planning should take into account opportunities to accommodate this expected shift.



*Flyfishing - a quiet passive sport for all ages.*



*Kinsol Trestle prior to rehabilitation work beginning*

## Population Density

Population density refers to the number of people per square kilometre. Large urban centres, such as Victoria or Vancouver, have a much higher population density than village communities like Shawnigan Lake (Table 2).

*Table 2. When comparing BC communities, Shawnigan Lake Village and the overall Electoral Area B, have relatively small population densities.*

Community	2006 Population	Size (sq.km)	Population Density (Persons/sq.km)
Vancouver	578,041	114.7	5,039
Victoria	78,057	19.7	3,966
Duncan	4,986	2.1	2,432
Cobble Hill Village	1,775	3.7	477
Shawnigan Lake Village	1,262	6.7	188
Electoral Area B	7,562	306.23	25

A challenge faced by lower density communities is the provision of convenient access to open spaces for all residents. The spread-out nature results in a need for more parks and trails to serve a smaller population if achieving and maintaining reasonable and convenient access to community parks and trails across the spread out neighborhoods within the Electoral Area. Funding such a system can be more challenging, as a lower population means less resources are available to add and fund community parks and trails.

Shawnigan Lake has struggled with this issue, having numerous local parks, however, many have not received funding to be developed for recreational use, either active or passive in part due to limited funding resources.

### Transportation

Typical of a semi-rural community, Shawnigan Lake residents working outside the home mostly choose to drive independently to their jobs. About 83% of Shawnigan Lake’s labour force drives independently to work, while about 10% ride as passengers in vehicles; 6% walk or cycle and 1% use public transit. Fewer Shawnigan Lake residents are walking or cycling than elsewhere in the CVRD and BC (Figure 4).

These trends may be partly explained by the high number of Shawnigan Lake residents working outside their Electoral Area. Only about 11% of Electoral Area B residents work in the Shawnigan Lake Community; 43% work in other CVRD Electoral Areas or Municipalities; and 45% work outside the CVRD.

While Shawnigan Lake has a large population commuting to work outside the community, an improved, interconnected trails system could provide employees working in Shawnigan Lake and adjacent communities such as Cobble Hill and Mill Bay, increased alternatives for cycling and walking to work.

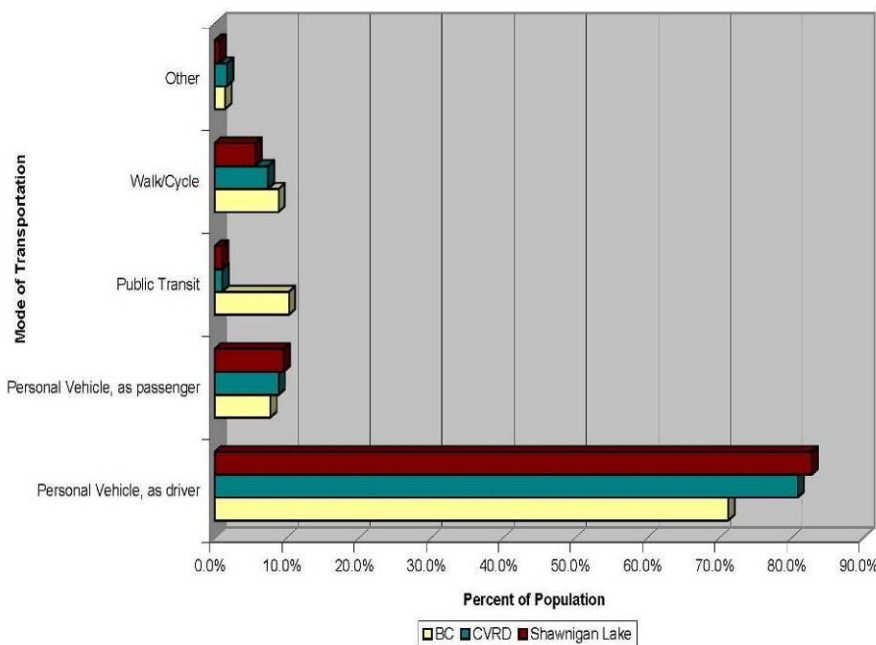


Figure 4. Almost 83% of Shawnigan Lake residents working outside their homes are driving personal vehicles to work, above the CVRD and BC averages.



## Other Relevant Statistics

Other local trends relevant to this Community Parks and Trails Master Plan:

- In Electoral Area B, the average number of children per family is 1.1, consistent with BC's average of 1.0. Ideally, residential areas with children should have play areas within walking distance (+/- 500m).
- 95.3% of Shawnigan Lake residents live in Single-Detached houses, much higher than BC's average of 49.0%. Shawnigan Lake has no high density development areas, Low density development consumes the most land, and recreational and environmental open space should be set aside prior to future development to ensure preservation.

## 2.3 COMMUNITY LIFESTYLES

Locally, Shawnigan Lake is known for its outdoor recreational amenities, specifically the lake itself. The lake has long been a destination for boating, fishing, swimming and sun-bathing. Multiple summer homes sit along the lake, intermixed with year-round dwellings. Shawnigan Lake's population increases sharply during the summer months.



*Waterskiing on Shawnigan Lake*

Canada-wide, Stats Canada (2007) found that rising incomes and interest in health and wellness have increased recreation spending across the country. The BCRPA (2008) noted an increase in walking, cycling, gardening, cultural activities, outdoor education and ecotourism. However, Sports Canada has seen a national decrease in sports participation for adults over the age of 16 (Conference Board of Canada, 2005). This shift from strenuous team-oriented activities to more culturally-based, low-impact activities is expected to continue.

## 2.4 LAND USE AND THE ENVIRONMENT

This section describes existing land uses and the local environment within Shawnigan Lake.

### Sensitive Ecosystems Inventory

The *Shawnigan Lake Official Community Plan Bylaw 1010 (adopted 1987)* specifies nine environmentally sensitive locations in Electoral Area B:

**Area 1: Shawnigan Lake** – Water surface, water source for residents of Shawnigan Lake.

**Area 2: Strathcona Bay** – Marsh and wetland area, winter flooding.

**Area 3: South End of Shawnigan Lake** – Low lying scrub bush, wetland vegetation, noted wildlife habitat and nesting ground . 18.9 hectares owned by CVRD and managed as a nature park reserve – Shawnigan Lake Nature Park.

**Area 4: End of West Arm** – Low lying scrub bush, wetland vegetation, important waterfowl area.

**Area 5: Devereux Lake** – Headwaters of Shawnigan Lake and Shawnigan Creek, important for water quality.

**Area 6: Old Baldy Mountain** – Significant regional feature, exposed bedrock and sparse vegetation, unique natural habitat.

**Area 7: Malahat Ridge** – Majority of south-east sector of Shawnigan, steep slopes, poor drainage, organic soils, potential use of Oliphant Lake as future water supply.

**Area 8: Shawnigan Creek between Cameron-Taggart Road and Bamberton Road** – Poorly drained, sensitive to erosion and run-off.

**Area 9: North of Renfrew Road** – Organic soils and swampy conditions, sensitive to run-off.

Additionally, in 1997 the Canadian Wildlife Service, the Ministry of Sustainable Resource Management, and the Ministry of Water, Land and Air Protection, conducted a Sensitive Ecosystems Inventory (SEI) for East Vancouver Island and the Gulf. The purpose of this inventory was: “to identify areas of greatest ecological concern...to promote a proactive approach to land use decisions” (SEI Introduction, 2004). Air photo analysis and field

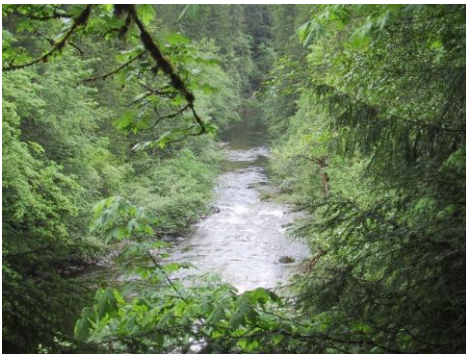
observations during 1993 to 1997 were the methods used to identify and then map rare and ecologically sensitive ecosystems existing in a relatively natural state. Eight percent of the study area contained natural sensitive ecosystems. In 2004, the study was updated and areas of disturbance were mapped to determine the ecosystems lost during the previous decade. The outcome showed over 11% of these original sensitive areas had been lost.

There is consistency between the environmentally sensitive areas identified in Shawnigan Lake's OCP and the provincial SEI mapping. Of the nine Sensitive Ecosystems defined by the study, the following seven are situated within Shawnigan Lake:



*Old Baldy Mountain*

**Terrestrial Herbaceous:** Terrestrial Herbaceous ecosystems are open wildflower meadows and grassy hilltops, usually interspersed with moss-covered rock outcrops. They typically occur as small openings in forested areas with gentle to moderate slopes and are found in areas of shallow soils and bedrock near shorelines and at the summit of hills and mountains. Mossy rock outcrops and upland meadows on the upper slopes of Mt. Baldy are designated as Terrestrial Herbaceous ecosystems. Encroachment from invasive species (i.e. broom) is a significant threat to native flora and fauna at these ecosystems.



*Koksilah River watershed*

**Older Forest:** Older Forest is defined as conifer-dominated forest with an average tree age of 100 years or greater. These stands are structurally complex, with an understory that may contain snags, coarse woody debris in all stages of decomposition and a fully developed moss layer. The trees are generally large and tall, reaching up to 1.5m in diameter and over 50m in height. Older Forest is often found in combination with Older Second Growth Forest and occasionally with Terrestrial Herbaceous ecosystems. At lower elevations (<150m), Douglas-fir is the dominant canopy tree. Low soil moisture conditions favour open stand structure and low growth of herbs, grasses and woody shrubs in the understory.

Proposed parkland additions along the Koksilah River will capture Older Forest (particularly old seral stage Douglas-fir, western red-cedar), helping to maintain natural processes in the Koksilah watershed.

**Riparian:** Riparian ecosystems are found on floodplains adjacent to lakes, streams and rivers, where high soil moisture and light conditions support distinct soils and plant communities. They vary in width from less than one metre along stream banks to more than 100 metres near large rivers. Riparian ecosystems have largely been modified by human disturbance at Shawnigan Lake. Examples of intact riparian ecosystems are found in parkland at the southern end of Shawnigan Lake, and in several small MoTH road end public rights-of-way scattered around Shawnigan Lake.



*Riparian area along Koksilah River*

**Wetland:** Wetland ecosystems are characterized by seasonal or year-round water, either at or above the soil surface, or within the root zone of plants. They are found in areas of flat, undulating terrain and colder, wetter climates. Wetlands encompass a range of plant communities unique to wet environments. Like riparian ecosystems, wetland ecosystems at and near developed areas of Shawnigan Lake have been significantly modified by human disturbance factors over the last 150 years. Small wetlands are distributed throughout Area B. A wetland is incorporated in the CVRD green space/parkland at the core of Shawnigan Beach Estates subdivision. Numerous small wetlands are found in the forests within Electoral Area B.



*Shawnigan Beach Estates Greenbelt*

**Older Second Growth Forest:** Older Second Growth Forests are the most common forested ecosystem in the SEI study area. They function as both essential habitat areas for many wildlife species, and as primary connections between ecosystems in the highly fragmented landscape of the Georgia Basin. All Second Growth Forests have been disturbed by logging or other human activities since the settlement of Vancouver Island and the Gulf Islands began in the middle of the 19th century. Stands of Older Second Growth Forest are well represented in forested parklands throughout Electoral Area B. As an example, Dougan Park, which encompasses the Shawnigan Lake Community Centre, contains a stand dominated by older Douglas-fir/western red-cedar.



*Dougan Park and Shawnigan Lake Community Centre*

**Woodland:** Woodland ecosystems are open forested areas composed of pure stands of Garry oak (the only native oak species in western Canada) and mixed stands of Douglas-fir/Garry oak, arbutus/Garry oak, and arbutus/Douglas-fir. These ecosystems support a rich assemblage of plants, insects, reptiles, and birds. Garry oak woodlands boast an exceptionally high





*Top of Baldy Mountain*



*Sparsely vegetated Landscape*

number of plant species. Woodland ecosystems on mid to upper slopes of Mt. Baldy support open stands of Garry oak/Douglas-fir/arbutus, and a wide diversity of flora and fauna. Like the Terrestrial Herbaceous ecosystems, encroachment from broom is a threat to native flora and fauna, including many species red- and blue-listed by the BC Ministry of Environment Conservation Data Centre.

**Sparsely Vegetated:** Sparsely Vegetated lands are distinguished by shallow soils, usually without any organic layer and vegetation that comprises as little as 5%. Bedrock and sand typically make up the remaining area. Cliffs and bluffs would be the type of sparsely vegetated sensitive ecosystem found in the Shawnigan Lake area. Exposed upland slopes of Mt. Baldy and small rock outcroppings around Shawnigan Lake are examples of sparsely vegetated ecosystems.

**Seasonally Flooded Agriculture Fields:** Seasonally Flooded Agricultural Fields are lands that have been modified for agricultural use, but have important wildlife habitat value during specific times of the year. They are especially valuable as migrating and wintering waterfowl habitats. Farmland comprises a small component of the land base in Electoral Area B. As such, existing parklands at Shawnigan Lake contain an insignificant proportion of seasonally flooded agricultural fields.

Because Vancouver Island is becoming an increasingly attractive place to live and more people are moving here, the need to identify, protect and monitor sensitive ecosystems is more important than ever. This Master Plan considers the potential of these areas for permanent protection as parkland. Sensitive ecosystems are significant for many reasons, they:

- Represent specific habitats that cannot be found elsewhere;
- Offer breeding and/or nesting grounds for numerous fauna species;
- Support rare soil and climatic conditions required for rare or endangered native plant species;
- Contribute greenway environmental corridor linkages; and
- Showcase historical value.

To help protect these habitats both for the functions they serve people and for the perseverance of other species, specific actions may be undertaken:

- place a vegetated buffer around sensitive ecosystems and their associated systems;
- allow natural ecological processes and succession to occur;
- restrict access by humans, livestock, pets, feral animals, etc.;
- control / prevent the introduction and spread of invasive plant species;
- prevent disturbance of nesting or breeding areas;
- prevent disturbance of hydrologic cycles and drainage patterns;
- conduct an ecological inventory prior to development; and
- plan and implement all development activities in a manner that will not adversely affect or disturb the ecosystem.



*View of Shawnigan Lake*

### Agricultural Land Reserve

*“The Agricultural Land Reserve (ALR) is a provincial zone in which agriculture is recognized as the priority use. Farming is encouraged and non-agricultural uses are controlled.” (Provincial Agricultural Land Commission, 2008).*

In Electoral Area B, 4.20% of the land base, or **1,286.45ha (3178.89 acres)**, is designated within the ALR (Figure 5). These lands are given priority for agricultural use. Shawnigan Lake’s adopted OCP supports the ALR designation by encouraging future roads, highways and improvements to existing roads be routed around ALR lands. However, the OCP does not address the development of trails within Shawnigan Lake’s ALR.

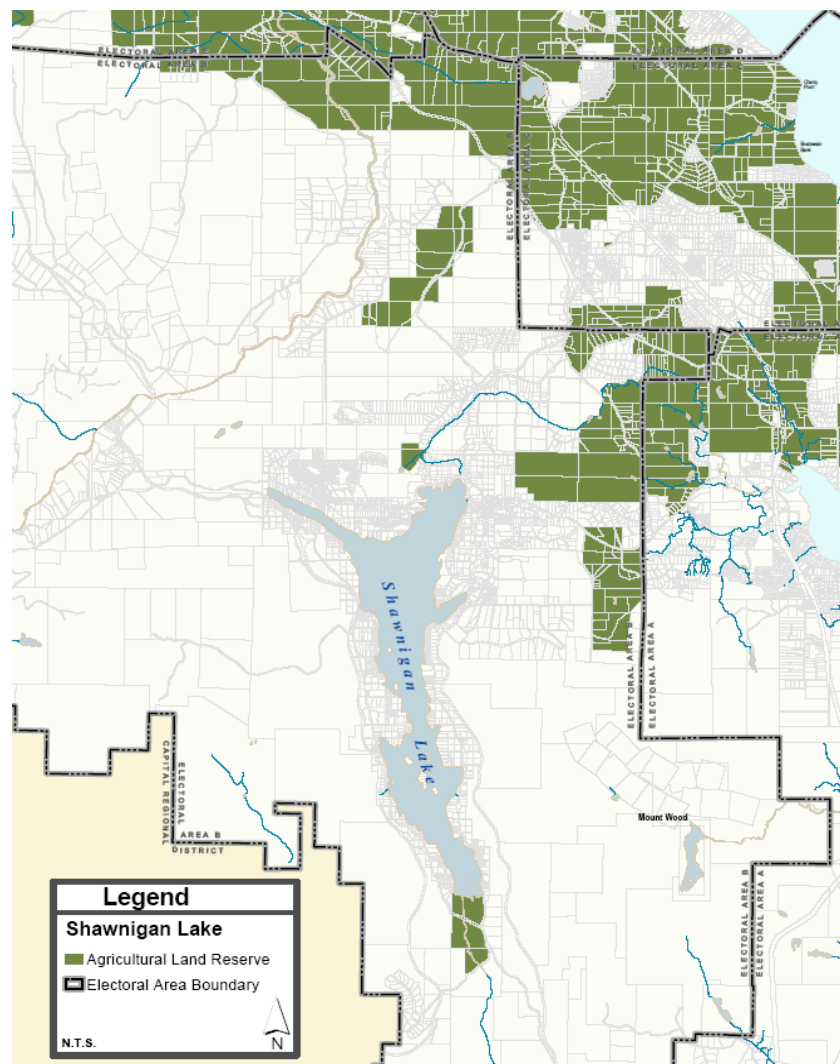


Figure 6. The majority of Shawnigan Lake’s dedicated ALR lands are in the northeast corner of the Electoral Area.

According to the ALR Planning Guidelines, proposed recreational trails through ALR lands require approval of the Agricultural Land Commission (ALC). Trail planning through ALR areas also requires early consultation with the ALC and affected landowners to ensure appropriate separation and buffering of trails from adjoining areas (ALR Planning Guidelines, 2008).

### Forestry Lands

A large area of the Shawnigan Lake Electoral Area is designated as forestry land by the adopted OCP (+/- 85%). Several OCP policies relate to recreational use of these forestry lands:

- Outdoor recreational activities are an appropriate use, provided these activities do not involve permanent structures.
- Uplands with potential for outdoor recreation should be protected for use by future generations in conjunction with the management of the forest.
- Controlled use of private logging roads and areas for public recreational activities is permitted where possible, pursuant to forest company policies and except during periods of high forest fire hazard.
- If a parcel of primary forestry is under application for re-zoning to secondary forestry, preference will be given to proposals that dedicate a substantial area to park and/or community forest. This not only serves as a buffer between active forestry and residential land uses, but also provides a public amenity.
- Recreational resources on forestry designated lands are not protected indefinitely. These areas are susceptible to development, logging activities and closure to reduce private landowner liability. Key recreation areas in forest lands should be identified and monitored closely. If the recreation area has potential to be lost, it could be considered for park.

In addition to the policies outlined in the OCP, the province has defined Old Growth Forest Management Areas (OGMAs). The purpose of these areas is to protect existing forest with high-quality old-growth attributes, or manage specific areas to become old-growth forests.



Fourteen non-legal OGMAs are currently identified by the Integrated Land Management Bureau for Shawnigan Lake. Forestry licensees are required to achieve old growth biodiversity targets in their Forest Stewardship Plans. OGMAs, defined by the Province, may be retained and referenced by the licensee as the area used to meet these targets. The Shawnigan Lake OGMAs are non-legal, meaning forest licensees are not required to follow these directions, and may choose to manage required old growth biodiversity targets in other ways.

Parks could potentially align with OGMAs, providing long-term protection for old-growth areas.

## 3. EXPLORING THE CURRENT COMMUNITY PARKS & TRAILS SYSTEM

### 3.1 EXISTING PARKS

The current parks and trails system within Shawnigan Lake includes:

- CVRD managed/owned Community Park Properties = **38**
- Community Park Area = **+/-336 hectares** (1.1% of Electoral Area B's land base)
- Provincial Parks = **4** (Koksilah River Provincial Park, West Shawnigan Lake Park, Spectacle Lake Park, Memory Island Park).
- Regional Recreation Areas = **1** (Cobble Hill Mountain)

Shawnigan Lake's parks and trails system has several significant assets including lakefront access, varied outdoor recreational opportunities and existing natural areas. However, it also faces challenges. Narrow vehicle roadways without pedestrian allowance, limited connections between parks and key areas, a dense village core, underused existing parkland and increasing population all present challenges to Shawnigan Lake's open space systems. It is necessary to analyze and understand gaps and opportunities in the existing system.

- Undeveloped Lakefront Ministry of Transportation Road Ends = **74**  
(While not community parks, many are used by the community to access the lake shore).

#### Park Classes

The Shawnigan Lake community has a variety of parks varying in type, size and amenities. As with any community, the residents of Shawnigan Lake represent a wide-range of user groups with differing abilities and interests. To meet these diverse needs, a range of recreation options ranging from high-impact adventure to low-impact relaxation is required.

## Park Jurisdiction

Jurisdiction for local parks in Electoral Area B is under the Community Parks function of the Cowichan Valley Regional District. The community parks service for Shawnigan Lake was established by the Cowichan Valley Regional District at the formal request of residents in the community at the time. As with community parks services provided in both Shawnigan Lake and other Electoral Areas across the Region, each Electoral Area funds separately through local taxation the community parks service, which is administered and operated by the CVRD through the Community Parks and Trails Division. While the CVRD owns many of Shawnigan Lake's community parks, the Regional District can also enter into land use agreements with other agencies/landowners to manage non-CVRD owned lands as park for the local community. Table 3 details a list of jurisdictional arrangements the CVRD currently has for maximizing non-CVRD owned sites as local parks.

*Table 3. Jurisdictional arrangements for CVRD parks.*

<b>Jurisdiction</b>	<b>Description</b>
Crown Park	Parkland dedicated through subdivision that is parkland vested in the ownership of the Provincial crown. Under the Land Title Act, the CVRD as the local Regional District government, has the authority and control of these crown Parks to manage/develop as local community parks.
Crown Lease	Crown lands that are leased to the CVRD for use as community park sites.
MOTI	Lands owned by the Ministry of Transportation and Infrastructure and leased to the CVRD. Typically undeveloped road right of ways (ROW) for park or trail corridor development and use.
Strata Corp.	Parkland owned by a strata corporation but under an agreement to be managed by the CVRD as a community park.

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CPR Lease	Canadian Pacific Railway lands that are leased to the CVRD to be managed as CVRD community park.(i.e. Masons Beach Park)
BC Parks	Issuance of a Park operation Permit to CVRD for operation of one or more Provincial Parks (Currently Memory Island and West Shawnigan Lake Park are operated by CVRD under the Electoral Area B community Parks function).

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### Proposed Park Classification

The Community Parks and Trails Master Plan identifies eight park types for the community parks system in Shawnigan Lake:

- Community Park,
- Neighbourhood Park,
- Nature Park,
- Community Forest,
- River Corridor Park,
- Special Purpose Park,
- Linear Park, and
- Lakefront Park.

While some existing parks within Shawnigan Lake could fit into multiple park types, the predominant park type is identified for each park currently within the system. The following tables also summarize the area (in hectares) of each type of park type. The tables also identifies those parks which are developed with recreational amenities. Recreational amenities include: sports fields, trails, benches, signage, washrooms, or other user comforts. A detailed summary of existing parks and amenities is provided in Appendix A.

### Community Parks

“Community Parks” are intended to provide passive and/or active recreation for the entire community. These spaces are generally large, over 10 hectares in size (25 acres). Community parks can protect valuable environmental features and provide a diverse range of recreational and cultural facilities/venues. These

parks may appeal to both residents and visitors, and typically offer some space for passive activities like walking and picnicking and/or space for active uses like sports and community events. There are currently no community parks identified within the current system of parks within Electoral Area B – Shawnigan Lake

*Table 4. Existing Community Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
<b>Total Area (Ha)</b>		<b>0</b>	

### Neighbourhood Parks

Neighbourhood parks respond to the open space and outdoor recreation needs of local residents at the neighbourhood level across the community/Electoral Area. These neighborhood Parks are generally smaller than community parks, with designation based on value to nearby residents. Neighbourhood parks are especially important in more developed neighbourhoods providing community space and outdoor recreation amenities. A combination of features and facilities are typical for neighbourhood parks including: lawn areas, picnic facilities, nature paths, tot lots/playgrounds, natural vegetation and un-programmed open space. Ideally, each neighbourhood should have easy access to a neighbourhood park. The parks are typically centralized and within walking distance (+/- 400m). The park size is generally 6 hectares (>15 acres) in size. The following Table 5 identifies developed neighbourhood Parks within Shawnigan Lake.

*Table 5. Existing Developed Neighbourhood Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Galland Road Park	Strata Corp.	0.46	Yes
Gibsons Park	Crown Park	0.61	Yes
Melrose Park	CVRD	0.61	Yes
Williams River Park	CVRD	0.26	Yes
<b>Total Area (Ha)</b>		<b>1.94</b>	

Table 6 identifies Proposed neighbourhood parks that are currently undeveloped but the potential to develop the park is high.

*Table 6. Proposed Neighbourhood Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Proposed Recreational Amenities
Courtenay Way Park	Crown	1.03	Picnic area, playground, trails
<b>Total Area (Ha)</b>		<b>1.03</b>	

Table 7 identifies the expansion potential of a current special purpose park into a community park through acquisition of the former Elsie Miles School site and upgrades to the existing park.

*Table 7. Proposed Community Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Proposed Recreational Amenities
Dougan Park expansion (Includes Elsie Miles property)	CVRD	3.5	Picnic area, field, playground, amphitheatre
<b>Total Area (Ha)</b>		<b>3.5</b>	

## Nature Parks

Nature parks protect natural systems and preserve sensitive features such as watercourses, plant communities, ravines, habitat, significant flora or other unique natural elements. By preserving these spaces, important environmental features may be protected now and for future generations. While Shawnigan Lake includes extensive undeveloped lands to the west, much of this area is privately owned, and could be subject to forestry or development in the future. Recreational use of nature parks is generally limited to pedestrian trails, although other amenities could be incorporated which do not unduly impact the environmental aesthetics of the park. The size of individual Nature Parks vary due to variety of factors including the attributes of the environmental feature being protected, the circumstances providing for the land acquisition, future land expansion opportunities etc.

*Table 8. Existing Nature Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Kingburne Park	Crown Park	5.99	Yes
Old Mill Park	CVRD	6.94	Yes
Nugget Park	CVRD	1.60	Yes
McGee Creek Park	CVRD	0.60	No
Shawnigan Beach Estates Greenbelt	Crown Park	15.00	No
Shawnigan Creek Nature Park	CVRD	18.90	No
Silvermine Park	Crown Park	3.66	Yes
<b>Total Area (Ha)</b>		<b>52.69</b>	

## Community Forests

Community forests are large tracts of public lands managed by the CVRD for the benefit of the entire community. Community forests support habitat protection and passive recreation, especially the development of public trails. While selective harvesting of community forests may be of consideration for these lands in the future, the Regional District would need to

formally establish a community forest program through bylaw to define the scope and terms of the program, as well as funding sources and direction for revenues raised through such a program.

*Table 9. Existing Community Forests in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Sooke Lake Road Community Forest	CVRD	67.27	No
Stebbing Road Community Forest	CVRD	156.70	No
<b>Total Area (Ha)</b>		<b>223.97</b>	

### River Corridor Parks

River corridor parks are nature parks that are designated specifically for their location along the path of a watercourse. These parks protect the river shores and riparian areas, and in some cases, provide access for people. Generally, river corridor parks protect lands along one or both sides of a river or stream course.

*Table 10. Existing River Corridor Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Campbell Park	Crown Park	2.99	No
Kelvin Creek Park	Crown Park	0.16	No
Koksilah River Park	Crown Park	28.15	No
Peerless Road Park	Crown Park	0.04	No
<b>Total Area (Ha)</b>		<b>31.34</b>	

### Special Purpose Parks

Special Purpose Parks are developed to serve specific user groups or protect particular community resources. A Special Purpose Park provides specific activities that may not fit a particular set of open space standards. These may include points of interest including historical, cultural, and social attractions or provide built facilities for specific outdoor recreational activities.



*Table 11. Existing Special Purpose Parks*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Dougan Park	CVRD	2.08	Yes
Shawnigan Hills Athletic Park	CVRD	3.77	Yes
Recreation Road Boat Launch	MOT	0.09	Yes
<b>Total Area (Ha)</b>		<b>5.94</b>	

### Linear Parks

Connecting open spaces and interconnecting neighbourhoods is one of the most important functions of a parks and trails system. While these connections are often made through trail and pathway development, linear parks also play a role in providing connections, as well as walking, hiking and cycling opportunities.

*Table 12. Existing Linear Corridor Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Bob O' Link Trail	Crown Park	0.23	Yes
Ida Road (CVT) Access	Crown Park	0.76	Yes
Jack Fleetwood Trail (Kinsol Bypass Trail)	Island Timberlands (Lease)	0.20	Yes
Millicent Road (CVT) Access	Crown Park	0.09	Yes
Old Baldy Mountain Trail	Crown Park	0.54	Yes
Royce Park	Crown Park	0.44	Yes
Silvermine Trail	CVRD	4.08	Yes
<b>Total Area (Ha)</b>		<b>6.34</b>	

## Lakefront Park

Access to Shawnigan Lake is one of the unique benefits of living in Electoral Area B. However, there are a limited number of public parks around the lake that provide lake access. These parks include public beach areas, swimming areas and boat launches for motorized and non-motorized watercrafts. Lake access is also available in Old Mill Park (Nature Park).

*Table 13. Existing Lakefront Parks in Shawnigan Lake*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Masons Beach Park	CPR Lease	0.70	Yes
Memory Island Park	BC Park lease/CVRD Operated	0.97	Yes
West Shawnigan Lake Park	BC Park lease/CVRD Operated	11.05	Yes
Shawnigan Wharf Park	Crown Lease	1.24	Yes
<b>Total Area (Ha)</b>		<b>13.96</b>	

## Undefined Parks

The following Table 14 identifies all the other parks in the Shawnigan Lake Community Parks system that currently are indefinable in their use. There are no recreational amenities or trails in the parks and some could possibly be considered for disposal through sale of land or other means. Leonard Park, Meadowview Park and Hill Park are three examples of parks that could be disposed.

*Table 14. Existing undefined Parks (For future consideration of development or disposal)*

Park Name	Jurisdiction	Size (Ha)	Recreational Amenities
Ceylon Park	Crown Park	1.03	No
Courtney Way Park	Crown Park	1.34	No
Empress Park	CVRD	0.96	No
Highland Ridge Park	Crown Park	0.40	No
Leonard Park	Crown Park	0.07	No

Ingot Drive Park	CVRD	6.78	No
Mountain Park	Crown Park	1.23	No
Hill Park	Crown Park	0.88	No
Meadowview Park	CVRD	0.23	No
Taylor Park	CVRD	2.13	No
<b>Total Area (Ha)</b>		<b>15.05</b>	

### Regional Parks, Provincial Parks & Regional Recreation Areas

Beyond the scope of the CVRD Community Parks Program, there are areas managed by other agencies to provide additional open space accessible to Shawnigan Lake residents for outdoor recreation. While these areas are not managed under CVRD Community Parks jurisdiction, it is important to recognize the attributes and contributions these open space areas provide to the overall outdoor recreation and natural space values and opportunities within the community of Shawnigan Lake.

*Table 15. Regional Parks, Provincial Parks and Regional Recreation Area in Shawnigan Lake*

Park Name	Jurisdiction	Approx. Size (Ha)	Recreational Amenities
Koksilah River Provincial Park	BC Parks	221.10	Yes
Spectacle Lake Regional Park	BC Parks/CVRD Operated	61.77	Yes
Cobble Hill Mountain Regional Recreation Area	Crown Lease/CVRD Managed	64.91	Yes
<b>Total Area (Ha)</b>		<b>347.78</b>	

### Summary of Existing Parks

The existing parks system in Shawnigan Lake is summarized below (Table 16). It breaks down the amount of each type of park in the system, as well as the hectares of parkland / 1000 residents (parkland area divided by 7.6 given that approximately 7,600 people live in Electoral Area B).

A minimum of 5.0 ha/1000 residents is a common ‘rule of thumb’ for active parkland/open space within a community. This information is a general observation and is intended to provide a general idea of the level of investment other communities strive for in their parks programs. Shawnigan Lake’s existing active community park area (44.02 ha/1000 residents) is well above of the general rule. However, while Shawnigan Lake has extensive park space, a relatively small amount of this parkland is readily available for community recreation, as Nature Parks and River Corridor Parks incorporate the majority of parks land base under the Community Parks Program in Shawnigan Lake.

It should be noted that any area per population-based standard has limited utility as a measure of sufficient parks space. Rather than a standard, the appropriate amount of parks space should be targeted to the natural environmental sensitivities and the values and objectives of the community.

*Table 16. Summary of Existing Parks in Shawnigan Lake*

<b>Park Classification</b>	<b>Area – Community Wide (Ha)</b>	<b>Ha / 1000 Population</b>	<b>% of Open Space</b>
Community Parks	0	0	0
Neighbourhood Parks	1.94	0.25	1.5
Nature Parks	52.69	6.93	41.4
River Corridor Parks	31.34	4.12	24.6
Special Purpose Parks	5.94	0.78	4.7
Linear Parks	6.34	0.83	5.0
Lakefront Parks	13.96	1.84	11.0
Undefined Parks	15.05	1.98	11.8
<b>Shawnigan Lake Community Parks Total</b>	<b>127.26</b>	<b>16.7</b>	<b>100</b>

### Existing Passive vs. Active Parks

The following parks are categorized based on their active or passive recreational use.

**Active Park** – An Active Park refers to a mix of uses in a park that includes one or more of the following facilities or facility types:

- athletic fields,
- building or structures for recreational activities,
- concession,
- community garden,
- sport courts,
- children's play area,
- dog play area, or
- bike path.

**Passive Park** - A Passive Park refers to use(s) in a park, which can typically include one or more of the following which can be a formal or informal use/function of the park:

- landscaped area,
- natural area,
- ornamental garden,
- non-landscaped greenspace,
- stairway,
- decorative fountain,
- picnic area,
- water body, or
- trail.

*Table 17. Passive versus Active Parks in Shawnigan Lake*

Park Classification	Area – Community Wide (Ha)	Park Classification
<b>Passive Parks</b>		
Ceylon Park	1.03	Undefined Park
Courtney Way Park	1.34	Undefined Park
Empress Park	0.96	Undefined Park
Highland Ridge Park	0.4	Undefined Park

Meadowview Park	0.23	Undefined Park
Taylor Park	2.13	Undefined Park
Williams River Park	0.26	Neighbourhood Park
Hill Park	0.88	Undefined Park
Kingburne Park	5.99	Nature Park
Nugget Park	1.6	Nature Park
McGee Creek Park	0.6	Nature Park
Mountain Park	1.23	Undefined Park
Shawnigan Beach Estates Greenbelt	15.0	Nature Park
Shawnigan Creek Nature Park	18.9	Nature Park
Silvermine Park	3.66	Nature Park
Campbell Park	2.99	River Corridor Park
Kelvin Creek Park	0.16	River Corridor Park
Koksilah River Park	28.15	River Corridor Park
Peerless Road Park	0.04	River Corridor Park
Ingot Drive Park	6.78	Undefined Park
Leonard Park	0.07	Undefined Park
Recreation Road Boat Launch	0.09	Special Purpose Park
Bob O' Link Trail	0.23	Linear Park
Ida Road (CVT) access	0.76	Linear Park
Millicent Road (CVT) access	0.09	Linear Park
Old Baldy Mountain Trail	0.54	Linear Park
Royce Park	0.44	Linear Park

Memory Island Park	0.97	Nature Park
West Shawnigan Lake Park	11.05	Lakefront Park
<b>Total Passive Parks</b>	<b>106.57</b>	

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### Active Parks

Dougan Park	2.08	Special Purpose Park
Old Mill Park	6.94	Nature Park
Shawnigan Hills Athletic Park	3.77	Special Purpose Park
Galland Road Park	0.46	Neighbourhood Park
Gibsons Park	0.61	Neighbourhood Park
Melrose Park	0.61	Neighbourhood Park
Jack Fleetwood Trail	0.2	Linear Park
Masons Beach Park	0.7	Lakefront Park
Shawnigan Wharf Park	1.24	Lakefront Park
<b>Total Active Parks</b>	<b>16.61</b>	

### 3.2 EXISTING TRAILS

Trails provide a diversity of opportunities that appeal to all ages and abilities – from athletes looking to train outdoors, to individuals looking for a pleasant place for an afternoon walk, to families who wish to cycle to the playground together. Research supports the concept that trails within a community encourage people to use alternative modes of transportation.

Currently pedestrian and cyclist routes in Shawnigan Lake are primarily limited to narrow road shoulders shared with vehicle traffic. However, there are several developed non roadside trail networks within Shawnigan Lake as follows:

- **The Cowichan Valley Trail** – +/- 19km of multi-use Regional Trail (part of the Trans Canada Trail) runs through Electoral Area B along the former CN Rail Bed from Sooke Lake Road to North of the Kinsol Trestle.
- **Jack Fleetwood Trail (Kinsol Bypass Trail)** – 4km of trail on the North side of the Koksilah River connecting the CVT to Renfrew Road (Burnt Bridge), across private lands and through the Koksilah River Provincial Park thus providing a bypass route around the Kinsol Trestle until the trestle rehabilitation is complete.
- **Silvermine Trail** – 4.08km trail from the start of Coleman Road running due West through the Ingot Drive development, then south into Nugget Park.
- **Trails in local Parks** – Many parks have existing trails inside their park boundaries.
- **Cobble Hill Mountain Regional Recreation Area** – A portion of the Recreation area which is managed under the CVRD Regional Parks Program is within the Shawnigan Lake Electoral Area. There are numerous designated trails in this area for hiking, cycling and horseback riding.
- **Informal trails** – Much of Shawnigan Lake's trail systems occur on informal trails located on private or Provincial crown lands, including old logging roads and footpaths that have been used for many years.



*Cowichan Valley Trail*



*Kinsol Bypass Trail*



*Silvermine Trail*



*View from top of Cobble Hill Mountain*



## Trails Classification

Four types of trails are identified for Shawnigan Lake. While not all of these classes are traditional trail types, it is important for the master plan to analyze and understand the extent of the entire pedestrian, cyclist and equestrian network.

### 1. Multi-Use Trails

Multi-use trails are ideal for walking, hiking, cycling and/or horseback riding.

*Key Characteristics:*

- Separate from roads and adjacent land uses.
- Generally part of a large system that connects to significant designations.
- Used by local residents, visitors and tourists for recreation and commuting.

*Examples in Shawnigan Lake:*

- Cowichan Valley Trail (Regional Trail)



*Cowichan Valley Trail*

### 2. Walking/Hiking Trails

Walking/hiking trails are smaller, neighbourhood-scale sections of the trail network.

*Key Characteristics:*

- Often only pedestrian access due to more demanding terrain, environmental sensitivity and/or local community desires.
- Used primarily by local residents providing: recreation, alternative transportation and access to natural areas.
- Often located within existing parks.

*Examples in Shawnigan Lake:*

- Trails in Old Mill Park
- Trails in Gibsons Park



*Old Mill Park*

### 3. Shared Roadway

Shared roadways are routes that incorporate cycling and/or pedestrian movement with vehicle traffic. The Ministry of Transportation and Infrastructure is the road authority for the development and maintenance of all public roads in Electoral Area B (Shawnigan Lake). Cycling in Shawnigan Lake already occurs on local roads shared with vehicle traffic as well as pedestrian use of road shoulders.

#### *Key Characteristics:*

- Lightly used rural roads can provide cycling and walking opportunities.
- Used mostly by cyclists, but also by pedestrians.

#### *Examples in Shawnigan Lake:*

- Streets in Shawnigan *Beach Estates*
- *Courtney Way*, Treit Road, Elford Road in the village



*Shared Roadway*

### 4. Shoulder Walkway

A shoulder walkway is also a road that shares vehicle, cyclist and pedestrian traffic, but provides a shoulder divided by a painted line. Care must be taken to ensure signage, line painting, and maintenance to minimize conflict between uses. When road improvements are planned to possible shoulder walkways, cyclist and pedestrian facilities should be expanded to increase safety. As noted above the MoTI is responsible for public roadways within Shawnigan Lake.

#### *Key Characteristics:*

- Moderately used roadways that provide minimum 1m additional shoulder surfacing for cycling/pedestrian use.
- Moderate traffic speeds (typically 50 kph to 80 kph).
- Clearly painted white line to separate vehicle traffic from other uses.

#### *Examples in Shawnigan Lake:*



*Shoulder walkway*

No roadways have yet been developed in Shawnigan Lake that provide for <1 metre minimum shoulder walkway.

### **Informal Trails**

Informal trails are often on private or crown lands, and have no formal trail designation. These areas warrant monitoring and consideration for formal addition to the Shawnigan Lake community parks and trails system as opportunities arise.

#### *Key Characteristics:*

- Can have varied surfacing and width, based on use.
- Often developed for recreation use by: mountain bikers, hikers, walkers seeking a shortcut, horseback riders or ATV users.
- Often old logging roads are used as informal trails.
- Have no official designation or protection. Could be lost to forestry activity, development and/or closure.

## 4. PLANNING A FUTURE COMMUNITY PARKS & TRAILS SYSTEM

### 4.1 OUTDOOR RECREATION TRENDS

Studies in recreation trends throughout BC and Canada help us understand how people's outdoor recreation needs are changing. The information below is summarized from several resources to provide a brief outline of key trends significant to Shawnigan Lake's community parks and trails.

#### Demographics

##### More People Demanding Recreation Amenities

Population growth plays a role in the amount of recreation space that the community requires. Population estimates suggest over 2,300 more people may be living in Shawnigan Lake by 2026.

*Implications for community parks and trails:*

- Increasing population will place higher demand on existing parks, facilities and programs.
- High growth areas will need to be identified, to ensure parkland development coincides with these locations.



*Trying to get wet in Shawnigan Lake*

##### Changing Household Composition

Shawnigan Lake, like other Canadian communities, is seeing a change in its household composition. Generally, the number of

people in each household is decreasing (from 2.9 persons in 1996 to 2.7 persons in 2006). Households without children and single-person households are increasing.

*Implications for community parks and trails:*

- Smaller families often exhibit a desire to spend leisure time in a setting that fosters social interaction, as it may not be available in the home setting.
- Fewer children affect the recreational services a community must provide.

### **Aging Population**

The Canada-wide aging population trend affects use of parks and recreation facilities in a community. Activity preferences, capability and time to participate in outdoor recreation changes with age. Studies have shown that the older a person, the less likely they are to participate in physical activity. The physical activities they choose to participate in are generally less physically rigorous and less structured such as gardening, golfing, hiking, walking and boating.

*Implications for community parks and trails:*

- Relatively few senior's outdoor recreation activities are currently available in Shawnigan Lake. To facilitate a population with more seniors, convenient access to multiple low-impact outdoor recreation activities and programs should be available.
- Shawnigan Lake's limited opportunities for safe roadside and non-roadside walking trails and pathways may discourage seniors from walking for exercise. Creating greater opportunity for walking through an integrated network of roadside and non-roadside pathways and trails can facilitate improved outdoor recreation access and participation by not only seniors, but the community at large.
- Activity Choices

### **Fewer People Participating in Sports**

A 2005 study by Statistics Canada developed from the results of a General Social Survey, shows that Canada's national sport



*Example of off road walkway completed in Cowichan Bay. Safe division between vehicles and pedestrians*



participation rate continued to drop through 2005. *“Participation in sport declined from 45% in 1992 to 28% in 2005 in Canada”* (Statistics Canada, 2005).

The study identifies multiple reasons that may contribute to this decline:

- **Aging population** – An increasing proportion of the Canadian population is over the age of 55, negatively influencing the levels of sport participation. As baby boomers age (the largest cohort), this trend will continue.
- **Family responsibilities and Time pressures** – Leisure time has declined 5% from 6.1 hours per day in 1998 to 5.8 hours per day in 2005.
- **Careers** – Canadians spend on average 7.9 hours a day on work related activities, up from 7.2 hours in 1992.
- **Lack of interest in participation and changes in leisure activities priorities** – Other leisure activities such as watching television and internet use have increased, reducing time available to participate in sport.

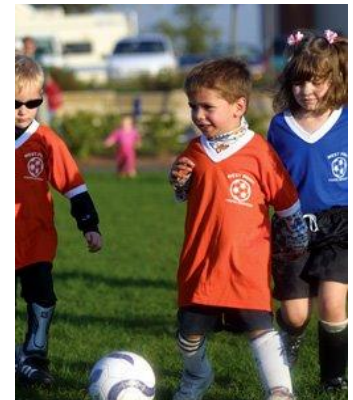
The study does note however, that while Canadians are participating less in organized sport, other activities such as physical programs or classes, jogging, gardening, etc. provide people with regular physical activity. According to the 2005 Canadian Health Survey in 2005, 51% of Canadians were participating in some type of leisure physical activity, up from 46% in 1999 (Statistics Canada, 2005).

Other relevant observations from the study:

- Participation is concentrated in about 20 sports. The top 10 sports include (in order): Golf, ice hockey, swimming, soccer, basketball, baseball, volleyball, downhill skiing, cycling, and tennis.
- Volunteering in sports activities such as coaching and administration is increasing.
- Children aged 5 to 14 prefer to play soccer, making it the number one sport played by children in Canada.
- Spectators of amateur sports have almost doubled since 1992.



*Enclosed Swimming area*



- The most important benefit of sport participation was listed to be relaxation, followed by health and fitness.

*Implications for community parks and trails:*

- Careful consideration and demand analysis should be undertaken when contemplating the addition of organized sport facilities to the system.
- Of the most common sports, facilities for soccer will likely be most important for youth recreation.
- Where sport facilities are developed, spectator participation should be accommodated.

### **More People Pursuing Individual Activities**

Related to the decline of sport participation is the shift to individual recreation. This trend may be attributed to several factors:

- Interest in exploring a greater diversity of individual pursuits.
- Desire for recreation that fits with individual schedules to accommodate the higher number of people with non-traditional work weeks and schedules.
- Interest in activities that require less commitment and more compressed timeframes.

*Implications for community parks and trails:*

- Informal recreation facilities should be considered a priority for addition to the system.
- Recreation systems that can be safely used at any time, to



accommodate people's shifting lifestyles.

### **Adult Lifestyle and Wellness**

Increased awareness around the health benefits of physical activity has outdoor recreation appealing to a greater number of people. People who place importance on a healthy lifestyle increase demand for recreation resources that support active living.

The 2007 BC Healthy Living Alliance (BCHLA) published a strategy that focused on improving inactivity of adults aged 35 to 54. This age range, which comprises 43% of BC's population, displays a high rate of physical inactivity and has the potential to influence other populations including children, older adults and parents. A key strategic initiative identified by the report was to improve the built environment and active transportation opportunities. The presence or absence of parks, trails and other quality public recreational facilities have been shown to affect people's ability to be physically active (BCHLA, 2007).

*Implications for community parks and trails:*

- Active planning to provide a linked system that satisfies a broad range of users will help facilitate adult physical activity.
- Awareness of recreational opportunities and locations of facilities in the community should be a priority to ensure people are aware of all that is available to them.

### **Children & Youth Inactivity**

Even as adult physical lifestyles are improving, children and youth inactivity is reaching unprecedented levels. "Screen time" or time spent with the television, video games and the internet, has dramatically increased. In turn, children are pursuing less active forms of recreation and may be developing lifestyles they maintain throughout their lifetime.

Children often exhibit a diversity of interests and values and one type of youth recreation, program or facility will most often not meet the needs of all children in a community.



*Implications for community parks and trails:*

- A community must listen to its children and determine what types of facilities, programs and activities will encourage them to get out and play.
- Providing safe, convenient locations can encourage outdoor play which may reduce the need for parental supervision.
- Facilities that families can enjoy together will encourage outdoor play for all generations.



## Environmental Factors

### Public Stewardship

As environmental awareness increases, natural areas and nature-based recreation takes on additional significance. Parks programs are beginning to evolve beyond outdoor recreation, to also serve as spaces for preserving natural values such as clean air and water. Additionally, there is a growing desire by citizens to learn about the natural environment through outdoor experience and a willingness to participate in projects that protect or restore sensitive environmental areas.

*Implications for community parks and trails:*

- Consideration of environmental values when setting out park acquisition priorities.
- Sound and sensitive operations and management policies for parks and trails.
- Increased visibility of the ecological contribution of community parks and open spaces.

- Engagement of local citizens and groups in environmental stewardship activities in parks.

### Stormwater Management

Parks and open spaces are highly valued for their ability to absorb rainfall and balance impacts of development on watersheds. Additionally, some parks have evolved to include stormwater collection and treatment facilities such as bioswales, detention ponds and constructed wetlands. In Shawnigan Lake, watershed protection is a high priority and community parks could play a role in this protection.

*Implications for community parks and trails:*

- Identification of where stormwater facilities can be designed and developed to include recreational aspects (ie. trails).
- Consider stormwater management techniques during parks development or improvement.
- Consider the educational and demonstrative benefits of stormwater techniques in parks.



*Stormwater infiltration swale*

## Social & Economic Factors

### Social Services

In communities throughout BC, Parks and Recreation departments are being required to respond to a myriad of community-based social issues. Leisure is becoming more widely recognized as a tool for social change. The use of recreation programs and services are advocated for reducing crime, reducing risk factors for youth, breaking down ethnic divisions, and creating better understanding between cultures.

*Implications for community parks and trails:*

- The positive social impacts of parks and trails projects should be considered when determining community funding.
- Developing parks and trails that foster social behaviours, such as gathering spaces, facilities that encourage active participation, and spaces that facilitate family recreation should be priorities.



*School group annual volunteer day  
in Old Mill Park*

## Volunteerism

Volunteers are important to recreational programs, but volunteerism is on the decrease. Attracting and keeping volunteers is vital to leisure and recreational development and is largely related to the quality of volunteer management strategies within local parks programs.

*Implications for community parks and trails:*

- Organized, quality volunteer programs help volunteers feel as if they have contributed to their community.
- Consider creative ways to communicate volunteer opportunities to the general public, user groups and community groups (ie. schools) and ways to show appreciation to these volunteers.

## Recreation Tourism

More and more community leisure programs and facilities are taking on a greater role in attracting tourism and economic development. In particular, games, tournaments, exhibitions and races are bringing more people into communities that attract and support such events.

*Implications for community parks and trails:*

- Develop recreation facilities with the capacity for increasing tourism in mind.
- Identify existing opportunities in outdoor recreation and



*Tour bus on Sooke Lake Road Cowichan Valley Trail head*

events to invite tourism into the community.

### Ability to Respond to Demand

Leisure needs may be affected by fluctuations in economic growth, increasing costs for new development, need to address current facility maintenance and concerns over taxation increases.

*Implications for community parks and trails:*

- A parks and trails plan must provide multiple opportunities and avenues for parks and trails improvements, that can be adjusted to reflect the changing needs of a community.
- By offering multiple priority levels for projects, priority shifts can be made in accordance to demand.
- Be flexible to redefine policy where necessary in response to changing economics.

### Aging Infrastructure

A BC-wide trend has been the aging of infrastructure due to lack of preventative maintenance.

*Implications for community parks and trails:*

- Some recreation infrastructure (ie. outdated playground structures) no longer meets current safety regulations and need to be decommissioned or replaced.
- Careful planning around aging infrastructure to recognize where and when replacements will be necessary.



*In time, existing infrastructure needs replacing or updating.*

### Local Finances

Despite evidence that supports the need for strong parks and recreation programs in BC, budget pressures often reduce financing available for parks, trails, operations, and maintenance. Although the demand for more parks, recreation and cultural services is increasing, expectations still exist that service levels, labour costs and other costs for parks and trails systems will remain the same.

*Implications for community parks and trails:*

- Realistic parks and trails budgets must take into consideration development, operations and maintenance costs of all projects.
- Increase awareness among government representatives and the local community about the level of financial commitment that is required for a successful community parks and trails program.
- Development of low-maintenance parks and trails help extend a communities budget.
- Proper planning helps staff to make informed recommendations about the financing required to create a parks and trails system that satisfies its community.

**Partnerships**

In order to develop facilities that support the requirements of a community, partnerships are becoming more common. These range from sharing of capital costs to the operation of entire facilities, to program operation and sponsorship.

*Implications for community parks and trails:*

- Active identification of potential partners for specific projects should be undertaken.
- A list of groups and organizations should be kept that would have similar interests for projects taken on by community parks and trails.
- Careful planning of clear agreements to ensure positive gain for all parties involved.

## 4.2 COMMUNITY PARKS FUNDING SOURCES

In planning, designing, developing and maintaining parks and trails, funds must be acquired, often from a variety of sources. Outside funding opportunities, such as provincial grants, NGO grants, fundraising opportunities or donations can help secure funds that would not normally be available for parks and trails. This section presents a variety of options for funding sources that are relevant to community parks and trails capital projects.

### Local Government Funds

**Community Parks Service Establishment Authority** - The authority to tax for and provide community parks and trails services in Electoral Areas is the Cowichan Valley Regional District, which under Province of British Columbia legislation is the local government authority for the unincorporated electoral areas within the region. Establishment of the community parks and trails services in Electoral Area B – Shawnigan Lake dates back to 1991 when the local community was formally asked if it approved creating such a service, which the community at the time supported. This authority for taxation for the service is currently provided through “Cowichan Valley Regional District Bylaw No 2669 – Electoral Area B Community Parks Service Establishment Bylaw, 2005” The community parks and trails service under the authority of the Bylaw provides for the acquiring, developing, operating and maintaining of community parks within Electoral Area B - Shawnigan Lake.

**Parkland Acquisition Reserve Funds** – Funds are accumulated in a Parkland Acquisition Reserve Fund held by the CVRD which can accrue from the sale of surplus parkland and/or cash-in-lieu funds received as part of subdivision developments. The funds are to be used for park acquisition projects in the respective Electoral Area.

**Cash-in-Lieu** – Section 941 of the Local Government Act provides for the acceptance of cash-in-lieu of parkland dedication under the provisions of the Act. Where cash-in-lieu is accepted by the Regional District for developments occurring in Electoral Area B – Shawnigan Lake, these funds must be held in the Parkland Acquisition Reserve Fund and can only be expended on the purchase of lands for park purposes within Electoral Area B – Shawnigan Lake.



**Residual Parks Capital** – Unspent annual parks and trails capital funds can be transferred to Reserve Funds for future expenditure on park development or land acquisition for park purposes in Electoral Area B.

**Parks Fees** – Revenue from user fees can provide funding to assist with operations and maintenance of community parks and trails. User fees are generally associated with booked group use of parks (i.e. sports field use) or can be used as a strategy to manage the number of visitors to parks (i.e. parking fees).

### Senior Government Funds

**Provincial and Federal Grant Programs** – Parks and trails specific funding programs from time to time are available through senior levels of government to assist local and regional governments at various stages of park planning, design and construction. Examples of such programs include:

- ActNowBC – Local*Motion* Program, which supports capital projects that build bike paths, walkways and greenways, and also enhance accessibility to seniors and those with disabilities. <http://www.localmotion.gov.bc.ca/>
- BikeBC – Cycling Infrastructure Partnership Program, which aims to support commuter cycling (to and from work, school, and errands) as a means of reducing traffic congestion and green house gas emissions. <http://www.th.gov.bc.ca/BikeBC/CIPP.html>
- Environment Canada’s EcoAction – Community Funding Program, which encourages project submissions that will protect, rehabilitate or enhance the natural environment. [http://www.ec.gc.ca/ecoaction/what\\_is\\_e.html](http://www.ec.gc.ca/ecoaction/what_is_e.html)

As the funding programs change and new ones are announced, it is important to regularly check on funding program updates and eligibility requirements.

### Private Funds

**Private Grant Programs** – Similar to senior government funding, several private funding programs that support parks and trails development exist and can be found on the internet. Examples of such programs include:

- The Victoria Foundation and other Community Foundations of Canada  
<http://www.victoriafoundation.bc.ca/web/grantingprograms/available>
- Endswell Foundation – Offers support to charitable organizations dedicated to conservation and related public education in British Columbia. <http://www.endswell.com/>
- Heritage Legacy Fund of British Columbia – A joint initiative between The Land Conservancy and Heritage Society of BC Conservation that supports local projects that protect, preserve or rehabilitate heritage resources.  
<http://www.heritagelegacyfund.ca/>

**Commemorative Gifting & Donations** – On occasion, private donors may give monies for the purposes of enhancing community parks and trails. If not used right away, these funds would be best placed in the Parkland Acquisition Reserve Fund. Donation of lands for community park purposes can also benefit the community. Evaluation of the lands being proposed for gifting is important to ensure the lands have suitable outdoor recreational/environmental value in keeping with the objectives and vision of the community parks and trails master plan and intent of the community. The Cowichan Valley Regional District is recognized as a charitable organization and can issue tax donation receipts under certain circumstances for donations of lands and in-kind contributions.

**In-kind Donation** – While not a direct source of funding, in-kind donations result in direct cost-savings as organizations or individuals donate their time or services for the parks and trails system.

## Partnerships

Partnering with interested agencies or organizations joins efforts for both funding and developing parks and trails. The Shawnigan Lake Parks and Recreation Commission and the CVRD could consider partnership opportunities for community parks and trails projects with:

- Sports/Outdoor Recreation Organizations
- Province of British Columbia



- Conservation Organizations
- Private Landowners
- Local First Nations

### **4.3 PUBLIC RESPONSE**

An integral part of community parks and trails planning is public consultation. Two Open Houses were held during the development of the Shawnigan Lake Community Parks and Trails Master Plan to encourage public input on the future of parks and trails in Shawnigan Lake. Stakeholder input was also sought (Appendix B). In addition, meetings with the Shawnigan Lake Parks and Recreation Commission offered additional data and information about current and future parks and trails.

#### **Shawnigan Lake Parks and Recreation Commission**

The Shawnigan Lake Parks and Recreation Commission is comprised of members of the Shawnigan Lake community and helped to guide the Community Parks and Trails Master Plan process. During this process, meetings with the Commission served as milestones to assess progress and provide additional input as needed. Input from the commission, along with feedback from the general public and CVRD Parks Staff, provided direction for future acquisitions as well as improvements to existing parks and trails in Shawnigan Lake.

#### **Community Outreach**

Both open houses followed a similar format. Posters were displayed to explain the Master Planning process and maps showing the existing parks and trails in the Electoral Area were used to collect public input. At each outreach session, response forms were used to document public input.

The first Open House was held in the spring on May 23<sup>rd</sup>, 2008. Public insights on current issues as well as gaps and opportunities related to parks and trails in Shawnigan Lake were documented. A map of the Electoral Area served as a tool to identify gaps in the trail network, to locate sites the public felt

warranted consideration for future parks, and to note any improvements that were important for existing parks and trails.

The second Open House was held in the fall on September 25<sup>th</sup>, 2008 and focused on setting priorities. Ideas for an enhanced trail network, potential future park sites, and proposed improvements to existing parks were identified. Key future beach access locations incorporating Ministry of Transportation and Infrastructure (MoTI) road ends along the lakefront were also presented on a separate map. Feedback from the public, the Parks and Recreation Commission and CVRD Parks Staff was used to identify high, medium and low priorities for improvements.

### **What We Heard**

Brief summaries of the public input received via the public response forms are presented here. Complete summaries of the response forms from Open House 1 and 2 can be found in Appendix C and D respectively.

#### **OPEN HOUSE 1 – Collecting ideas**

The majority of the 36 respondents to the first Open House questionnaire were residents of Shawnigan Lake, and the greatest number of respondents was between the ages of 35 and 54.

#### **Vision**

Respondents were asked to provide key words and phrases that should describe the future of Shawnigan Lake's parks and trails; these words and phrases were used to build a vision statement for the future of Shawnigan Lake Parks and Trails. A long list of ideas covering recreational, environmental, economical and aesthetic values were also suggested. These ideas were used to build the Vision and Objectives outlined in Section 4.4. A complete list of words and phrases are in Appendix C.

#### **Existing Community Parks & Trails**

When asked to list their favourite parks in Shawnigan Lake, respondents most commonly cited:

- Old Mill Park



*Kinsol Trestle View from North side*

- Cowichan Valley Trail (*Managed under the CVRD Regional Parks Program*)
- Masons Beach Park
- Kinsol Trestle

When asked what their favourite outdoor recreations activities are, respondents most commonly cited:

- Hiking
- Biking
- Swimming/beach visits
- Walking

**Future Community Parks & Trails**

When asked what the priority for future community parks and trails should be within Shawnigan Lake – Electoral Area B:

- 42% of respondents felt the acquisition of new parks and trails should be the main priority
- 28% felt that improvements to existing parks and trails should be the main priority
- 3% felt both of these actions should be weighted equally
- 27% of respondents did not respond

When asked which additions to the parks and trails system were the most important, respondents most commonly noted:

- hiking trails
- walking paths
- nature parks and protected greenspace
- beach access for swimming



*Old Mill Park swimming area*

Other main themes expressed by the questionnaire respondents included:

- better connections throughout the community for pedestrians and cyclists;

- a greater appreciation and protection of the natural landscape, including the forests, the lake and the watershed;
- greater community involvement in beautification efforts such as keeping parks clean of debris;
- compatibility between different users (ATV-use, dog-walkers, hikers and cyclists).

## OPEN HOUSE 2 – Setting priorities

The focus of this public session was to gain insight on project priorities.

The first question asked respondents to choose park projects they felt were highest priority for Shawnigan Lake. Most noted were:

- Potential Park Locations:
  - Old Baldy Mountain
  - Acquisition of parkland at the south end of Shawnigan Lake
  - Addition of Elsie Miles School land to Dougan Park.
  - Crown land at the end of Skrimshire Road (potential nature park)
- Existing Community Parks that need Improvements:
  - Masons Beach Park
  - Shawnigan Creek Nature Park
  - Shawnigan Wharf Park
  - Old Mill Park
  - Koksilah River Park

The second question asked respondents to identify MoTI lakefront road ends they felt should be highest priority for making improvements for public access in Shawnigan Lake. Most noted were:

- Shawnigan / Mill Bay Road (road end #1 on Map 4)
- Path from Dougan Park (road end #74 on Map 4)
- Bell-Irving Road (road end #18 on Map 4)
- Stowood Road (road end #8 on Map 4)

- Clearihue Road (road end #57 on Map 4)
- Worthington Road (road end #70 on Map 4)

The third question asked respondents to identify new trail projects they felt should be the priority for Shawnigan Lake. Most noted were:

- Old Baldy Mountain Trail
- Shawnigan Wharf Park to Masons Beach Park (part of E&N Rail Trail)
- Silvermine Trail
- Shawnigan Lake Walking Loop
- Beach Estates to Village Core (potential partnership)

#### **4.4 VISION & OBJECTIVES**

A Vision Statement is a guiding principle by which decisions about parks and trails are made, and which can measure progress and success as the plan unfolds.

##### **Community Parks & Trails Vision**

To develop a vision that clearly reflected Shawnigan Lake's character, the participants from the community attending the open houses were asked to contribute words or phrases that they felt would best describe the ideal future parks and trails system. These words and phrases were crafted, with the direction of the Shawnigan Lake Parks and Recreation Commission, into a vision. This vision was used to guide decisions of this master plan, and is intended to measure success of its implementation:

**The Proposed Vision statement is:**

*Set in a forested landscape, Shawnigan Lake is the central feature and focus of this community. While protecting the lake and its watershed, our community parks and trails will connect people and places; provide opportunities for recreation; and enhance daily life for all residents.*

## Key Principles for Community Parks & Trails

Embedded in the vision statement are four broad principles for community parks and trails within the Shawnigan Lake Community, and are as follows.

### A) Protecting Shawnigan Lake and its Watershed

Shawnigan Lake is the heart of the community, and above all else, should be protected and appreciated through:

- Identification, acquisition and preservation of key sensitive ecosystems, unique habitats and significant ecological sites.
- Enhancing the role of Community Parks to educate land owners, visitors and decision-makers on protecting and preserving the watershed.
- Fostering native flora and fauna within community park sites.

### B) Connecting people and places

Community parks and trails have the ability to bring together members of the community both physically and socially, while improving the overall liveability of the community through:

- Development of a community trails system that provides residents with alternatives to motorized travel and recreational connections.
- Creation of links between key places and neighbourhoods within the community as well as to neighbouring communities.
- Provision of recreational opportunities and public gathering spaces for all residents.
- Information that lets people know about the system available to them.

### C) Providing opportunities for outdoor recreation

The provision of recreational opportunities remains a fundamental purpose of a community parks system. The community has historically had fairly unrestricted access to large undeveloped private lands within the Electoral Area. However an increasing population, liability concerns of private

landowners and private land use activities may limit in future the extent of public access to these lands. Safe, permanent and accessible outdoor recreation should be therefore secured through:

- Provision of outdoor recreational opportunities for community members of all ages and abilities.
- Creation of a community parks and trails system that is compatible with a wide variety of uses.
- Development of an outdoor recreation system that can work in harmony with existing natural resources.
- Continued, improved and safe public access to Shawnigan Lake.

#### **D) Enhancement of daily life**

Community parks and trails are meant to improve the lives of people who live there. All people in the Shawnigan Lake community should have access to outdoor spaces that improve their daily lives through:

- Creation of a system that is accessible to residents of all ages, abilities and interests.
- Creation of a system that encourages active and healthy lifestyle choices.
- Provision of opportunities for community members to contribute to their local parks and trails system.



*View of Old Baldy Mountain from Shawnigan Lake.*



## 5. RECOMMENDATIONS

This section of the Shawnigan Lake Parks and Trails Master Plan presents recommendations for improvements to existing parks and trails and acquisition of new parkland to expand and enhance the network of local parks and trails for the residents of Shawnigan Lake to access, use and enjoy.

**Section 5.1** presents the approach taken to identify and assess potential projects.

**Section 5.2** presents those projects that are deemed a high priority by the community and ought to be pursued over the next 10 years.

**Section 5.3** outlines additional medium-priority parks and trails projects that are important to building a community parks and trails network in Shawnigan Lake; however, due to budget constraints, these projects will have to be completed beyond a 10-year time horizon, unless opportunities and funds arise sooner. This section groups projects as follows:

- Improvements to existing parks;
- Trail development; and
- Park acquisitions.

Table 19 in Chapter 6 summarizes the recommended community parks and trails capital projects identified and supported through this master planning process, which includes those presented in Sections 5.2 and 5.3 in addition to lower priority projects. Lower-priority projects are not described in detail in this plan because it is anticipated that funding would not be available within the 10-15 year timeframe horizon detailed in the plan, rather the summary provides long-term direction for the parks and trails program in Shawnigan Lake that will need to be updated with the community at appropriate intervals in future years to ensure the plans' objectives remain on track with community values and expectations..

**Section 5.4** presents system-wide recommendations that are not accounted for in the annual capital budget outlined in Chapter 6. These recommendations are included as important components

to a comprehensive parks and trails network in Shawnigan Lake and are categorized as:

- Park stewardship;
- Park operations; and
- Park planning.

## 5.1 DEVELOPING AN IMPLEMENTATION APPROACH

The final outcome of this plan is the development of a set of recommendations that carry forth the ideas, values and priorities generated through the master planning process. In developing this strategy, several sources of input were used:

- Feedback generated from the public open houses.
- Trends, demographics and land use.
- Input from CVRD Parks Staff and the Shawnigan Lake Parks and Recreation Commission.

The ideas generated were measured against the vision to determine their overall value for the community parks and trails system. Therefore, each of the following recommendations has been weighed against the four key principles set out in the vision.

### *Vision Principles*

- Protecting Shawnigan Lake and its watershed,
- Connecting people and places,
- Providing opportunities for outdoor recreation, and
- Enhancing daily life for all residents.

## 5.2 PRIORITY RECOMMENDATIONS (YEAR 1 - 10)

The following recommendations are intended to guide improvements to community parks and trails within the Shawnigan Lake Community over the next 10 years. These priorities have been identified through the community park planning process described in the previous chapter and support the vision for community parks in Shawnigan Lake. The capital projects described in this section are presented in order of priority as identified through this master planning process and follow the same order as outlined in the proposed capital budget (Table 19 in Chapter 6). All of the recommendations presented here are also presented on Maps 2, 3 and 4 at the end of Chapter 6.

- Park Improvements
- Parkland Acquisition

### *Recommendation:*

1. ● **Acquire the Elsie Miles School site to expand Dougan Park in creating a centralized “Shawnigan Lake Village Green” and provide capacity for expansion of the Shawnigan Lake Community Centre.**

### *Rationale:*

Acquisition of the Elsie Miles School site will provide a significant benefit for Shawnigan’s community park system. The lands are central to Shawnigan Lake Village and area key to establishing a “Village Green” space for the Shawnigan Lake Community, as a place for community activities and events. Acquisition of the site will also secure the long term capacity for expanded recreation centre programs through the Shawnigan Lake Community Centre, using existing school building space and providing the land base for future expansion of the centre, if/when supported by the Shawnigan Lake community. Shawnigan Lake Community Centre is very well-used, and additional space is required. The land acquired with Elsie Miles could be used to provide additional pedestrian connections to and from the commercial village core. This acquisition will help to make this a core village Park which has a very high appeal to

the community as a community gathering place for events, that will embody the spirit of Shawnigan Lake.

*Recommendation:*

2. ● **Proceed with Implementation of the Shawnigan Hills Athletic Park Plan.**

*Rationale:*

The recently completed Shawnigan Hills Athletic Park plan describes an initial scope of work for this project expanding the usability of the field for baseball, soccer, and passive fitness. The scope of work includes a renovation of the existing fields including the installation of field lighting and irrigation. Also included within the first phase are site furnishings to support these field activities. When completed the project will provide Shawnigan Lake with a first class field sports athletic facility.

*Recommendation:*

3. ● **Update Masons Beach Park with the goal of improving safety and enhancing its role as a key outdoor recreational amenity on Shawnigan Lake.**

*Rationale:*

Masons Beach Park is at the heart of the community and because of its central location it has the potential to be an inviting recreational amenity. It is one of the few beach access points around the lake with a designated swimming area. Its popularity in the summer as a swimming destination in combination with its small size and its location along busy Renfrew Road means that safety issues are of immediate concern. Additionally, increasing the amenities available to beach users and improving the aesthetic quality of the area will help showcase the space as the recreational destination that it is.

*Key improvements should include:*

- Replace log booms with buoys to delineate designated swimming area.
- Investigate site capacity to install playground amenities.



Shawnigan Hills Athletic Park



Shawnigan Hills Athletic Park



Masons Beach Park

- Use fill to raise the park entrance to street level thereby enhancing its presence in the community. Landscape the new area with lawn and shrubs.
- Plant and maintain manicured vegetation under the existing entry sign.

*Recommendation:*

4. ● Pursue either a “lease to occupy” or enter into an agreement with the Ministry of Transportation and Infrastructure to acquire some or all of the undeveloped road ends that abut Shawnigan Lake for the purpose of developing as public accesses to the lake.

*Rationale:*

Shawnigan Lake currently has 74 undeveloped road ends located around the Lake that are owned by the Ministry of Transportation and Infrastructure (MoTI). Many provide informal public access to the water and beaches of Shawnigan Lake, or remain natural, offering additional ecological integrity to the lakeshore. While it would be impractical and costly to develop all of these properties for water access, several key road end developments could reduce demand on existing Lakefront public parks and provide additional recreational opportunities. Appendix E of this Master Plan summarizes preliminary recommendations for potential road end uses. The Shawnigan Fire improvement District should also be involved in the process of identifying the best road ends to open up for public access including some areas for water access to fill up fire trucks.

*Recommendation:*

5. ● Undertake a Shawnigan Lake Boat Launch Facility Review as a first step in assessing the capacity to relocate the boat launch at Shawnigan Wharf Park (Phase 1).

*Rationale:*

Providing suitable facilities for boat launching on Shawnigan Lake is an issue as existing launch facilities at Shawnigan Wharf Park and Recreation Road are frequently overused and the availability of parking for day use is limited. The need for better separation between boating and swimming, and improved

parking is desirable. Potential alternative public boat launch locations around the lake with suitable upland area for trailer parking need to be assessed with respect to determining long term solutions for managing safe and accessible access points to the lake for boaters. This feasibility review should include:

- Assessment of suitable alternative lake access locations;
- Availability of upland area for vehicle and trailer storage;
- Impact on adjacent properties;
- Impact on lake ecology in the immediate area;

*Recommendation:*

6. ● **Designate Shawnigan Creek Park as an ecological protection area, and provide signage that encourages people to regard this area as a highly sensitive ecosystem and minimize human impacts.**

*Rationale:*

Shawnigan Creek Park was acquired to provide protection to the sensitive area where Shawnigan Creek enters Shawnigan Lake. It is a known bird nesting place and has been identified as having sensitive wetland ecosystems. Lake recreation often encroaches on the park, and proper information and signage would encourage people not to use motorized boats in the park and help identify the park as a significant environmental resource. In this situation, it is the intrinsic value of the park that should be appreciated rather than the potential recreational attributes.

*Recommendation:*

7. ● **Develop and improve Old Mill Park to offer more outdoor recreational amenities and help take pressure off Masons Beach Park and Shawnigan Wharf Park as beach destinations.**

*Rationale:*

Old Mill Park is a 6.94 ha Nature Park, one of Shawnigan Lake's larger community parks and is located on the lakefront. It is dominated by forest and offers a swimming area, sandy beach and playground to the community. The park has an historic



*Shawnigan Wharf Park*



*Shawnigan Creek Park*



*Old Mill Park main trail*



value as an old mill site that is currently not emphasized and could serve as an educational outlet for the public. One of the primary management concerns for the park is to keep invasive species, English Ivy in particular, under control.

*Key improvements for a Phase 1 project should include:*

- Develop an open grassy area for recreation and un-structured play;
- Manage invasive plants as part of an invasive species management program for CVRD community parks;
- Replace log booms with buoys to demark designated swimming area and improve existing dock;
- Undertake stabilization work to preserve remnant structures of the former mill site.;
- Install additional interpretive and directional signage throughout the park.



*Old Mill Park Beach*



*Old Mill Park – Trail to the beach*

*Recommendation:*

8. ● **Secure areas of Old Baldy Mountain as a Nature Park in order to ensure protection of sensitive slopes and recreational resources.**

*Rationale:*

Old Baldy Mountain is consistently identified as an environmental and passive outdoor recreational resource warranting protection. Public input strongly supports protection of the area as a potential community park. The SEI study identifies Old Baldy Mountain as having two significant areas of sensitive ecosystems: Terrestrial Herbaceous on its south slope and Older Second Growth Forest on its north slope. The 1987 adopted Shawnigan Lake Official Community Plan also identifies Old Baldy Mountain as a sensitive ecosystem with significant habitat. Old Baldy Mountain is the backdrop to Shawnigan Lake, visible from any place in the community.



*View from top of Old Baldy Mountain*

*Recommendation:*

9. ● **Improve community access to the Cowichan Valley Trail (CVT) through integration of the Shawnigan Lake community trails network with the Cowichan Valley Trail.**
- Ida Road CVT Connector
  - Millicent Road CVT Connector

*Rationale:*

While the CVT is a Regional Parks initiative, the trail is also a significant component of parks and trails in Shawnigan Lake. Shawnigan Lake directly benefits, recreationally, socially and economically from this multi-use pathway. The identification and development of key 'gateway' nodes, including signage and amenities, will help people get on and off the trail into Shawnigan Lake neighbourhoods. Ida Road and Millicent Road CVT accesses are good examples of how the Community trails network in Shawnigan Lake can be integrated with the Cowichan Valley Trail.



### *The E&N Rail Trail Initiative*

*Multiple recommendations in this Master Plan point to the development of a multi-use trail within the E&N rail corridor. The Island Corridor Foundation (ICF) is a not-for-profit organization striving to develop an inter-regional trail on Vancouver Island. The CVRD would work in coordination with ICF to see this vision through.*

#### *Recommendation:*

- 10. ● Develop a multi-use Rail/Trail connection between Mason’s Beach Park and Shawnigan Wharf Park along the E&N Rail Corridor:**

#### *Rationale:*

Mason’s Beach Park and Shawnigan Wharf Park are two important community park destinations for residents of Shawnigan Lake. The establishment of a rail/trail between these two park sites along the E&N Rail corridor is important, with expanded connection opportunities to the village core.

This trail connector would be constructed within the E&N corridor and would be of a standard similar to other sections of the E&N trail on Vancouver Island as part of the Rail/Trail Corridor accommodating all forms of non-motorized traffic.

#### *Recommendation:*

- 11. ● Develop a trail connection from Dougan Park to the proposed E&N waterfront Rail Trail.**

#### *Rationale:*

This short connector would link the existing facilities of Dougan Park with the lake, Mason’s Beach and the Village core. This connection would be short but steep.

#### *Recommendation:*

- 12. ● Upgrade Shawnigan Wharf Park to provide better separation of boating and swimming activities.**

#### *Rationale:*

Shawnigan Wharf Park is one of three beach access and swimming parks on the East side of the lake. It is currently also the location of a boat launch, which at times creates a safety conflict with the swimming area. Additionally, the park is bisected by the rail corridor, increasing the complexity of activities in the area. Shawnigan Wharf Park is situated very close to the Village, south of Masons Beach Park, and north of Old Mill Park. As with other parks in Shawnigan Lake that offer

beach access, Shawnigan Wharf Park is a popular summer destination.

*Key improvements should include:*

- Make shoreline improvements using waterfront best management practices;
- Redevelop the dock for swimming;
- Add a public washroom building.
- Determine if the outcome of the Shawnigan Lake Boat launch study can facilitate the relocation of the existing boat launch at Shawnigan Wharf Park.



*The boat launch at Shawnigan Wharf Park.*

*Recommendation:*

- 13. ● Improve and extend the Silvermine Trail to connect Shawnigan Lake/Cobble Hill Road through to the Koksilah River.**

*Rationale:*

A 3.23km portion of the Silvermine trail was dedicated prior to 2008 and an additional 850m of linear park was dedicated in 2008. This trail should be developed and continued west towards the Cowichan Valley Trail and Silvermine Park on the Koksilah River through negotiations with landowners along the proposed route. This link would require an additional +/- 4km of trail dedication and routing. It would also connect the Silvermine Trail to the trail system proposed between the Shawnigan Beach Estates and Kingburne Drive.



*Silvermine Trail section completed in 2009*

*Recommendation*

- 14. ● Complete upgrades to Old Mill Park through provision of washroom and change-room facilities and assess capacity for additional historical interpretation of former Mill site.**

*Rationale:*

In its current form, Old Mill Park is substantially underutilized. With the site improvements contemplated by this phased project, the use of Old Mill Park would be expected to increase. With this increased use the addition of washroom facilities would be anticipated. With the improvements to the site,

additional historic interpretation of the former mill site could be incorporated.

*Recommendation:*

**15. ● Develop a new boat launch facility if recommended by the Shawnigan Lake Boat Launch Facility Review.**

*Rationale:*

Public demand for additional locations to launch boats around Shawnigan Lake is high. If supported by the outcomes of the Shawnigan Lake Boat Launch Facility review moving forward with development of a new launch location would have high favorable support of the lake community. Noise is a common complaint from neighbours of boat launches, and sites that offer good separation are preferred.

Development of any new boat launch facilities on Shawnigan Lake must include the following to ensure effectiveness of launch site and minimize neighborhood concerns:

- A parking area for boat trailers;
- Public washroom facilities;
- Litter receptacles;
- A dock to temporarily moor boats while launching/retrieval is underway.

*Recommendation:*

**16. ● Implement Phase 2 of the adopted 2007 Shawnigan Hills Athletic Park Plan.**

*Rationale:*

The second phase of this plan provides changeroom/ washroom buildings and addition of play equipment. Described in detail in phase 2 of the 2007 plan includes:

- Play equipment for 5 – 12 year olds;
- Play equipment for younger children;
- Picnic shelter;
- Washroom/change-room building;

- Additional trails and site finishing;
- Bike racks, litter receptacles, and water fountain.

*Shawnigan Hills Athletic Park - Final Concept*

**Phase 1**

**A. Adult Ball Field**  
Improvements to the existing ball field to bring it up to adult standards, include expansion and relocation of the skinned area, replacement of the backstop with a full size fence, addition of dugouts and seating and protective netting along the north fence to provide security for the adjacent picnic and playground areas.

**B. International Size Soccer Field**  
A new 65m x 100m soccer pitch, adequate for international play as defined by FIFA, replaces the southwest ball diamond, and shares the outfield of the northeast ball diamond. Fully lined with removable goals and player and spectator seating, this facility would support all levels from practice play to international competitive play.

**C. Walking / Running Circuit**  
To facilitate the everyday park users, a 500m circuit permits a safe, even, high-quality circuit. The loop may be surfaced with quarry fines in the short term, with consideration for hard surfacing in the long term. Distance markers permit users to measure their progress. This circuit marks a clear boundary for the field activities.

**D. Field Lighting**  
To extend the period of use for the fields, field lighting is provided for both the ball diamond and soccer pitch.

**E. Boundary Improvements**  
Beyond the Walking / Running Circuit, a minimum verge area of lawn is provided, followed by natural plantings to blend the space into the existing wooded areas. The existing tree line is preserved, and areas requiring regrading to extend the level playing surface, as well as areas with extensive invasive vegetation, are replanted with native species to return them to a more natural appearance. Fencing, where needed is installed at the boundaries.

**F. Seating**  
To create a more functional space, multiple seating opportunities are provided, including spectator seating bleachers for the softball and soccer fields, picnic tables throughout the site for eating, relaxing or watching activities and grassy areas that act as informal seats. A minimal number of bleachers and picnic tables may be installed in the beginning and additional units added based on demand.

**Phase 2**

**G. Off-Site Trail Connections**  
Trail connections are made to Meadowview Road, Scobhal Road and the existing trail to the Shawnigan Lake School. Trail improvements include clear trail markings and improved surfacing and routing to increase accessibility. New trails will be routed around existing vegetation and minimize steep inclines.

**H. Washroom / Storage Building**  
An approximately 100 sq.m building provides men's and women's washrooms and a secure storage space for soccer nets, chalk, softball bases and other on-site amenities. The building must be designed to resist vandalism.

**I. Picnic Shelter**  
Adjacent to the washroom building is a picnic shelter to provide park visitors and spectators and place to escape the sun. With picnic tables and views to both the playground and field areas, the shelter is a central vantage point for the park's activities.

**J. Tot Lot**  
To provide young children with activity while parents and/or siblings are participating in field sports and a local playspace for area residents, the tot lot provides swinging, climbing, sliding and seesawing activities. A sand area and natural rock provide space for imaginative activities. Trees provide shade and a picnic table a place for supervisors to sit.

**K. Playground**  
With few playgrounds for older children in Shawnigan Lake, a playground provides opportunities not available elsewhere. With climbing, spinning and socializing elements, this space would allow children to be active while accompanying adults to the field.

**L. Lawn Area**  
Between the two play areas, a small lawn area with shade trees would provide space for additional picnic tables and a shady place to sit on the grass.

**M. Entry Walk**  
A paved entry walk will connect all the playground, picnic and building areas, and aid in overall site navigation.

**Phase 3**

**N. Tennis Court**  
Public response indicated a desire for a place to play a casual game of tennis locally. Compatible with the active nature of the park, a single tennis court is located west of the existing sports box. The court is fenced, and a retaining wall is needed to provide a level and stable surface for the court.

**O. Grass Areas**  
Along with the development of the tennis court, the area to the south is seeded to provide an additional lawn area for casual seating and play. Bank revegetation with native plantings and invasive species removal would be required where construction activities have disturbed the slope.

**P. Parking Lot**  
At the end of the park development process, the parking lot is expanded to provide 82 stalls. The lot is widened through the use of a retaining wall on the east side and pavement and curb installed to improve overall traffic function.

**Q. Park Entry**  
When the park is completed, entry improvements should be considered, including a new entrance sign and entry planting.



### 5.3 SECONDARY RECOMMENDATIONS (BEYOND YEAR 10)

This section outlines parks and trails capital projects that are proposed beyond the next 10 years, recognizing the capacity of the community parks budget requisition annually for Shawnigan Lake parks and trails will likely be limited to the projects outlined in Section 5.2 – Primary recommendations, and were deemed a medium priority by the community.

Unlike the Section 5.2, these ideas are not presented in a chronologically prioritized order. Rather, they are categorized as: Improvements to Existing Community Parks; Trail Development; and Recommendations for Park Acquisitions, and represent a record of community desires for the future of parks and trails in Shawnigan Lake. It is important to note that where capital budgets may allow, certain second priority recommendations could be advanced so that completion may be undertaken within the 10 year time horizon anticipated within this plan.

#### Improvements to Existing Community Parks

##### *Recommendation:*

**Undertake a community review of the 2007 Shawnigan Lake Hills Athletic Park Plan to reaffirm that the remaining improvements are still supported by the community or if changes/additions are required to address current community needs.**

##### *Rationale:*

After 10 years of operating the park, it will provide a basis for the community to reaffirm support for the remaining elements that have been identified. This project would provide:

- Tennis courts,
- Parking, and
- Park entry features.

*Recommendation:*

**Assess the addition of an outdoor theatre in either Dougan Park, the Elsie Miles School property, if acquired, or any other suitable park in Shawnigan Lake.**

*Rationale:*

Currently there are no venues in the community for outdoor concerts, plays, or other community organized events. Provided Elsie Miles School is acquired by the CVRD, there would be ample space to accommodate such a use. The outdoor theatre would have to be sited such that potential noise minimally affects neighbours.



*Examples of small amphitheatres*



## Trail Development

Trail linkage is an important component of any community parks and trails system. Currently in Shawnigan Lake, safe convenient trails for pedestrians and cyclists are limited. Trends indicate that people are becoming more interested in pursuing individual activities and personal health, and trails are one of the most effective ways to get people moving.

### *Recommendation:*

**Acquire and develop a public trail route, cognizant of the area's sensitivity, to the top of Old Baldy Mountain.**

### *Rationale:*

Old Baldy Mountain has significant values to the community as a destination hiking area, given the extent of informal trail routes. Acquiring and formalizing a designated hiking trail route (preferably in conjunction with acquisition of the larger site) would assume continued recreational access and provide the opportunity to route trail access around or away from sensitive ecosystems on the hillside.

### *Recommendation:*

**Develop a partnership with the Shawnigan Lake School to create a pedestrian/cycle trail from Shawnigan Village to the Beach Estates.**

### *Rationale:*

Past studies and public response indicated a desire to develop Shawnigan Lake as a more 'walkable' community. Shawnigan Beach Estates is one of the most densely populated areas of Shawnigan Lake. The distance between the Beach Estates and the Village is +/- 3km; however, pedestrians and cyclists currently must travel a large portion of that route on Renfrew Road, which has narrow lanes and has extensive vehicle use.

Shawnigan Lake School sits between the Beach Estates and the Village. A trail route developed in cooperative partnership that utilizes both public and school land would be an advantage to those living in the Beach Estates as well as students and staff from the school. The partnership would have to carefully route

the trail to ensure it would not impact negatively on school activities. Signage, fencing and pathway alignment would all be important considerations to develop a pathway that encourages the public to respect private school property.

*Recommendation:*

**Formalize key portions of the existing informal trail routes that connect Beach Estates to the Kingburne Drive and Ingot Drive developments.**

*Rationale:*

An informal trail network north of Beach Estates has been developed over the years, creating key connections to Kingburne Drive and Ingot Drive. Most of these trails are located on Crown lands. However, a few main connections are on private lands, which could be formalized through negotiations for dedication as public trails if/when these lands are developed through subdivision.

CVRD Parks should endeavour to identify key trail routes, and secure them as designated park or trail, especially those connections on private land as opportunities arise (i.e. dedication through subdivision, rezoning, donation etc.). Consultation with the Crown regarding the trail on Crown lands should be undertaken to determine how these trails can become part of the CVRD's community trail system. Once identified, key routes should be developed with proper surfacing, entry points and wayfinding signage.



*Kingburne Park*



*Recommendation:***Extend the E&N Rail/Trail from Shawnigan Wharf Park to Old Mill Park.**

*Along some sections, the E&N rail corridor could accommodate trails.*

*Rationale:*

Old Mill Park, Shawnigan Wharf Park and Masons Beach are three key waterfront parks adjacent to the village. Currently, each park is only accessible by road, and there is no strong connection between the parks.

Public interest for such a connection has been demonstrated on several occasions, including at the open houses for this Master plan process, in the 2007 Parks User Survey and in the 1991 Shawnigan Village Comprehensive Development Plan. A lakefront walkway between these areas would strengthen the connection between the village and the lake.

Such a trail would make use of the E&N rail corridor, as well as potentially using shoreline trail and boardwalk to create a complete trail approximately 1.25km in length.

Several road ends along the pathway route could be considered for development of shoreline access and/or viewing platforms as part of the trail initiative including:

- Shawnigan – Mill Bay Road
- Norbury Road
- Elford Road

*Recommendation:***Develop a safe walking/cycling loop around Shawnigan Lake. A trail of this magnitude will require a long-term commitment to identify and pursue key connections.***Rationale:*

Residents of Shawnigan Lake showed a strong desire to have a walking loop around the entire Lake. The concept of this trail would be to provide access between neighbourhoods, schools, recreational resources and the village for all people living around the lake. The development of such a trail should be

recognized as a long-term goal, that will require thoughtful acquisition, partnerships and development. The trail will connect with existing trails such as the Cowichan Valley Trail, Silvermine Trail and trails in Old Mill Park.

*Key components of the route will include:*

- The CVT on the west side of the lake.
- Accessible portions of the E&N Rail Corridor on the east side of the lake.
- Shoulder walkways along roads to make connections.
- Identified entry points.
- Directional signage.

A successful 'Lake Loop' would encourage tourism and economic potential, improved commuting options and safe walking/cycling connections for all residents and visitors.

***Recommendation:***

**A. Additional land acquisitions for trail improvements should occur when any of the following materializes:**

- Opportunities arise to acquire additional lands,
- Development pressures occur that trigger the acquisition of a piece of land,
- The Community expresses strong support to acquire a piece of land that they wish for establishing a trail corridor and mechanisms (i.e willing donor, funding, etc) are in place to secure the acquisition.

**B. Future priorities for trails projects include:**

Providing trail connections:

- Between Shawnigan Village and Cobble Hill Mountain Regional Recreation Area
- Along the north side of the Koksilah River from the Kinsol Trestle east to Koksilah River Community Park.

- Along Old Haul Road between the Quarry and Electoral Area A, Mill Bay/Malahat.
- Within the Norbury Road Trail ROW/Bob O'Link Trail to Treit Road.
- Between Galland Park and Shawnigan Wharf Park.

Partner with MoTI for creating a shared Roadway along:

- Elford Road
- Treit Road
- Wooden Road to Williams River Park

*Rationale:*

Connections was one of the issues mentioned most often by the public throughout this process. Many trail improvement suggestions were made. Budget restrictions do not allow all these trail connections to be completed immediately. However, these projects are worthwhile long term considerations. Additionally, land development often leads to opportunities to secure trail linkages without requiring outright acquisition. Recognizing that community demands and interests may change over time, the above list of long-term trail ideas may be consulted for future trail linkage projects in Shawnigan Lake.

*Recommendation:*

**Develop an area near Mason's Beach Park that allows for intermodal connections between cars, bikes, buses and trains. This could include secure bike storage facilities and parking areas.**

*Rationale:*

End of trip facilities are necessary to encourage the use of trail systems as part of daily commuting decisions. Parking facilities provide an opportunity for distant users to arrive at Mason's beach by car or bike and transfer to bus, rail, or walking trail. With facilities in place the flexibility of trail use is enhanced as people can:

- Arrive by car and enjoy a walk or cycle around the lake;

- Arrive by car and walk into town;
- Arrive by bike and take a bus or train into Victoria or Nanaimo;
- Arrive by bike and enjoy the park without fear of loss or damage, etc.

### Recommendations for Community Park Acquisitions

Acquisition of new parkland is important to maintain a balance between development and population growth in one's community and availability of sufficient public greenspace to protect important/valued environmental landscapes and provision of public space for a range of active and passive outdoor recreation activities and pursuits. Planned acquisition ensures that new parks and trails are selected and developed based on their contribution to the parks and trails system and the community. The following acquisition recommendations were identified through this planning process by means of reviewing existing and future potential developments as guided by the adopted *Official Community Plan*. However, it is recognized that future updates of the Shawnigan Lake OCP may bring changes to the types and level of development within the community, for which the Shawnigan Lake Community Parks and Trails Master Plan will need to be responsive and adaptable to ensure the plans, principles and objectives continue to respond in achieving the distribution and types of parks. This plan should be flexible to allow for other quality acquisitions to occur should the opportunity and funding arise.

#### *Recommendation:*

**Acquire additional parkland along upper Shawnigan Creek to protect the waterway and riparian areas upstream of the Lake.**

#### *Rationale:*

Shawnigan Creek is a significant source of water for Shawnigan Lake and care should be taken to protect this source. Shawnigan Creek Nature Park currently provides protection to the portion closest to the south end of the lake, however, further upstream there is little or no protection for the creek. The Sensitive Ecosystem Inventory (SEI) that was done on Southern Vancouver Island identified a portion of Shawnigan Creek as significant wetland. The creek runs through private ALR lands,

other private lands and eventually through Crown lands. The CVRD should strive to obtain as much land adjacent to Shawnigan Creek in order to provide a continued level of protection for water entering the Lake.

*Recommendation:*

**Acquire Crown Lands at Skrimshire Road to create a nature park.**

*Rationale*

The public process identified a portion of Crown lands located at the end of Skrimshire Road that would be an asset to the parks and trails system. Shawnigan Beach Estates is a densely developed neighbourhood, and the highly-used informal trail network that currently exists between the Beach Estates and Kingburne Road is accessed from this point. This site would ideally be maintained as a nature park, with trails and trailhead amenities added.

*Recommendation:*

**When opportunities arise to acquire land along the lakeshore of Shawnigan Lake for public access or to protect a sensitive environment, they should be considered a high priority.**

*Rationale:*

Throughout the parks and trails master planning process, additional public lakeshore was consistently identified as a priority. While much of Shawnigan Lake's shoreline is privately owned, future opportunities may arise to permit the acquisition of shoreline for park. The CVRD should monitor land opportunities along the lakeshore closely, and be prepared to act if such an opportunity arises.

*Recommendation:*

**Pursue acquisition of the following sites, as opportunities arise.**

- 3 acres adjacent to Courtenay Way Park
- Shawnigan Lake Islands

- Additional parklands on the east side of the lake
- Parkland in the Mines area
- Crown lands on Owl Road (Shawnigan Creek)
- Park near Sooke Lake Road
- Wooded lot adjacent to railway trestle on East Shawnigan Lake Road
- Land along Koksilah River – Ancient Forest (partner with BC Parks)
- Land near Wild Deer Lake

*Rationale:*

Over the long-term, acquisition of other properties should be considered for addition to the Community Parks and Trails system. When opportunities arise, properties that are at risk of being lost to development or reflect changing community priorities may become higher priority.

It is important for this Master Plan to recognize that as Shawnigan Lake develops, park priorities, opportunities and community demands will change as well. The master planning process identified a number of parks acquisition ideas. While not all these ideas could be fit into the 10-year budget plan, they should be identified and considered as future opportunities.

The above list was developed through public input during the consultation process when asked to identify areas in Shawnigan Lake as having outdoor recreation and/or environmental values to acquire for community park purposes. The above locations are shown on MAP 2 at the end of Chapter 6:

*Recommendation:*

**Priorities should be made to secure new trail linkages in existing neighbourhoods through land purchase, donation, shared roadways, rights-of-way or easements.**

*Rationale:*

There currently exists limited connection of designated trails throughout the Shawnigan Lake Electoral Area. Such trail

networks can provide safe, sustainable, non-motorized alternatives for residents to travel within and around their community whether for recreation, social or commuting purposes.

## 5.4 SYSTEM-WIDE RECOMMENDATIONS

This section presents recommendations that are related to capital planning but are not accounted for in the capital spending described in Chapter 6. Rather, they are associated with parks and trails planning and operations, and are equally important in terms of developing a comprehensive Community Parks and Trails Master Plan.

### Community Parkland Acquisition Strategy

#### *Recommendation:*

**Continue to support the existing Shawnigan Lake Community Parkland Acquisition Reserve Fund (Bylaw No. 2733) that allows strategic parkland acquisitions.**

#### *Rationale:*

From time to time strategic park acquisition opportunities may occur that allow specific properties to be purchased that can support the development of a complete and integrated community park system. Several potential acquisition sites have been identified as part of the community parks master planning process. This Community Parkland Acquisition Reserve Fund allows specific properties to be acquired over time and derives funds from:

- Residual community parks capital funding from year to year.
- 10% of annual capital expenditures for community parks to be set aside for acquisition.
- Cash-in-lieu from development activities where land for parks is unsuitable for inclusion within the park system.

*Recommendation:*

**Where opportunities for park dedication during subdivision do not coincide with the parks and trails vision or are not supported by the *Community Parks Acquisition Criteria and Rating Scheme* (Appendix F), the CVRD should accept cash-in-lieu and supplement the Shawnigan Lake Community Parkland Acquisition Reserve Fund.**

*Rationale:*

The Shawnigan Lake community has numerous parks in its system. Community parks funding does not have the capacity to develop and maintain all these parks. Care must be taken to ensure additional extraneous lands are not added if they do not contribute to the larger parks vision. Careful review of all subdivision parks dedication proposals should be undertaken, and the benefits of the proposed dedication lands be weighed against the vision and principles set out in this Master Plan and the rating scheme described in Appendix F. If the proposal does not meet these principles, cash-in-lieu should be accepted.

*Recommendation:*

**Update the CVRD park disposition policy and initiate public process to decommission and sell extraneous, underutilized park properties. Funds generated should be placed in the Parkland Acquisition Reserve Fund.**

*Rationale:*

Throughout the years many small, underutilized park spaces have been formed in Shawnigan Lake. These parks typically offer little in terms of recreational value or environmental value. Leonard Park is an example of such a park in Shawnigan Lake that could be suggested for disposition because of its small size and lack of potential uses.

*Recommendation:*

**In the long-term, park management plans should be completed for specific parks which are anticipated to have complex or multiple use issues, development of such plans provide the context for development, management, operation and funding support.**



*Rationale:*

Shawnigan Lake has a large number of properties within its parks and trails system. Many of these properties have been dedicated over the years, but have not been developed into recreational spaces likely due to budget constraints, even though the neighbourhoods could benefit from additional recreational resources.

Park management plans should be considered in:

- Old Mill Park
- Expanded Dougan Park (Addition of Elsie Miles)
- Shawnigan Wharf Park
- Shawnigan Hills Athletic Park
- West Shawnigan Lake Park

## Park Operations

Park operations recommendations apply to the overall parks and trails system. These recommendations fall under: Codes of Conduct; Policies and Partnerships; and Programs and Guides.

### Codes of Conduct

#### *Recommendation:*

**Work with other regulatory agencies to develop an Educational Code of Conduct for boaters on Shawnigan Lake to be posted at CVRD boat launch sites.**

#### *Rationale:*

Recreational motorized boating is a favourite use of Shawnigan Lake. However, boat wakes can have environmental impacts. Studies show that motorized watercraft operated at high speeds in shallow waters can stir up lake sediments; prevent light from getting to aquatic plants; as well as increase and distribute nutrients and contaminants. The West Arm of the lake and the area between Verlon Road and Bell-Irving Road were two areas identified by the public that could benefit from having slower boat speeds.

Although the lake is not directly part of the community park system, its use and enjoyment is a core part of the recreational experience in Shawnigan Lake. Boaters also frequent community parks, launch facilities, and waterfront access points.

A code of conduct can provide information to boaters on existing bylaws and rationale for adhering to the code, including:

- Boat launch and parking facilities
- Noise and times of use
- Boat wakes and impacts on shores
- Water quality impacts
- Regulatory and enforcement activities



*View up Shawnigan Lake*

*Recommendation:*

**Develop a Trails Code of Conduct that describes expectations for trail users.**

*Rationale:*

The Community Parks and Trails Master Plan includes an extensive network of established and backcountry trails. Some trails are located on road right-of-ways, working landscapes, or even private land. Maintaining these connections will require a high degree of cooperation between all landowners. This code of conduct may include:

- A review of codes from other jurisdictions;
- Development of policies for multi-use trails;
- Review and modifications based on consultation with stakeholders;
- Development and distribution of a trail brochure;
- Presentations to key trail user-groups to encourage adoption of the trail code.

*Recommendation:*

**Develop a Code of Conduct guiding expectations for Pets and their owners in CVRD Parks.**

*Rationale:*

Education about the expectations of pets and their owners is a first step in the development of this strategy. It is true that most people will do what is asked if they know what is being asked, and why. A “Pet’s in Parks” code of conduct can identify appropriate dos and don’ts and provide a common starting point for users.

Many examples of Pet Codes have been developed in other park jurisdictions. As might be expected, these all have much in common. For example, a code may:

- Be written in a memorable way using a humorous or poetic style;



*Example of doggie sign*

- Be illustrated with original artwork from local artisans or school children;
- Be designed and published with the support of local commercial interests, i.e. groomers, boarder, or suppliers.

## Policies and Partnerships

### *Recommendation:*

**Develop Community Park Revenue Generation Policies, including direction for implementation with the parks and trails system at Shawnigan Lake.**

### *Rationale:*

A revenue generation plan is important to provide consistency in all areas of parks; however, most importantly for various recreational programs in parks, such as sports field bookings and boat launch use. The policy would be intended to provide consistency in assessing and determining application of fees and charges, as appropriate for specific activities and users of local parks.

### *Recommendation:*

**Develop a policy on Donations and Commemorative Gifting.**

### *Rationale:*

Public response indicated a desire to see additional amenities available in parks. Some existing park amenities have become outdated or degraded due to vandalism. Updated design of these amenities and consistent high quality of these elements will add to the community character of Shawnigan Lake and will reduce maintenance and replacement costs over the long term.

Many communities use a Commemorative Gifting Program to increase the number of amenities available to the public.

Through such programs, a consistent design with donor information can be funded and planned for the community.

Such a program requires commitment for development and marketing by CVRD staff.



*Recommendation:*

**Develop an operational response plan to deal with fire risk in parks.**

*Rationale:*

The CVRD received Provincial Grant funding for a Fuel Management Pilot Project in Silvermine Park to establish a program for reducing and managing fuel hazards in other CVRD community parks. Similarly, other Regional Districts in British Columbia have started thinking more seriously about how to maintain parks and trails so as to limit the risk of interface fires. Community park planning, design and management can contribute to reducing fire risk locally and regionally.

The province has prepared a report that speaks directly to the issue of interface fires; how to reduce the threat as well as emergency response. The report can be found at:

<http://www.2003firestorm.gov.bc.ca/firestormreport/default.htm>

*Recommendation:*

**Expand and support community partnerships between the CVRD and public/private schools; sports associations; trail groups, equestrian groups; and others.**

*Rationale:*

Shawnigan Lake already has a history of excellent collaboration among community organizations. Whether it is the management of Elsie Miles School or the cooperative use of sports fields and trails, there are many mutual and overlapping benefits for organizations in service delivery partnerships.

The community parks program should proactively seek out formal and informal partnerships that can provide for increased park use and share some of the operational mandate for community parks. Example of collaborative efforts could include:

- Coordinated facility bookings;
- Seasonal use agreements that accommodate usage peaks throughout the year;



*Fuel Management in Shawnigan Hills Athletic Park, 2009*



*Fuel Management in Old Mill Park, 2009*

- Shared facility security, surveillance, reporting, and enforcement;
- Joint community liaison;
- Collaborative volunteer activities.

*Recommendation:*

**Review Shawnigan Lake trail plans with local students, the general public and other community groups in Shawnigan Lake.**

*Rationale:*

Building partnerships and opening dialogue with students and other community groups will ensure that significant connections are incorporated into trail network plans. Encourage participation of community groups and local schools in reviewing and updating the Shawnigan Lake trails plan. This review may include an annual community trail workshop to review and update the Regional District's community trails database.

*Recommendation:*

**Work with the Ministry of Transportation and Infrastructure to develop signage and directional markings for Shared Roadways.**

*Rationale:*

Shawnigan Lake is a small community spread out around the perimeter of the lake. Historically the road network has provided important connections between homes, schools and local businesses. As the community grows there is an incremental increase in the volume and speed of traffic so that walkers and cyclists are less comfortable using roads as part of a community trail network. Roadway markings that indicate a special designation would remind drivers that they should expect to see walkers and cyclists using certain roads.

## Programs and Guides

### *Recommendation:*

**Encourage the growth of the CVRD Parks Volunteer program in the Shawnigan Lake community.**

### *Rationale:*

Communities throughout BC have seen tremendous support for parks and trails, with volunteers providing: passive reconnaissance and reporting, park and trail maintenance, and park programming. Where these programs have been most successful there has been a recognition of the need to provide staff resources to support volunteer efforts. Staff support may include:

- **logistical** – arranging for hand tools or litter removal after a park clean-up; or
- **organizational** – providing a centralized web resource for volunteer opportunities or simply saying thank you on behalf of the community.

In all cases, modest investments of staff resources can be shown to provide significant paybacks in achieving the visions of the community and Park Commission.

The CVRD's regionally directed Volunteer in Parks program (found at <http://bccowichanvalley.civicplus.com/index.asp?nid=278> ) invites the participation of Park Wardens. This program has started but could be expanded to include more opportunities for community park volunteers. Examples of Volunteer in Parks programs that are being done on a small basis in other CVRD Electoral Areas may include:

**Park Volunteers** – Individuals or groups who accept an overall responsibility to encourage positive community activity within a specific park. They may be responsible for organizing occasional park clean-up activities, park events and programming, or reporting vandalism or other circumstance that requires Parks Staff action. Example of resources for Park Volunteers may include:



- Volunteers may have access to a CVRD web resource that allows them to easily report current activities in a way that staff and other 'volunteers' can easily review;
- Volunteers may be invited to occasional training opportunities or special recognition events;
- Volunteers would be given a specific detailed description of their role.

**Program Volunteers** – Groups or individuals with a specific interest that may be applied throughout the community park system. Many examples currently exist where sports associations assist in field or facility maintenance. This model could be expanded to provide increased volunteerism for services such as: trail maintenance, invasive plant species removal, and guided nature walks.

*Recommendation:*

**Prepare a local map and guide showing pedestrian or cycling 'commuter' pathway corridors within the Shawnigan area.**

*Rationale:*

This guidebook may initially highlight the value of shared roadways within the Shawnigan Lake Community. It may be distributed as a mail out to residents or as a rack brochure exclusively displayed by local businesses. An illustrated map could be a feature specific to historical facts and local artwork in Shawnigan Lake. Funding could be provided through advertisements featuring local businesses. In this way the guide is not only an informational tool, it can also be a source of local pride.

### **Park Stewardship**

Park stewardship ensures that all changes, policies and management of parks is done in a sustainable manner that respects natural systems, while maximizing human enjoyment.

*Recommendation:*

**Develop an Environmental Management Strategy in collaboration with the CVRD's Environmental Division for Community Parks.**



*Clean beaches are often due to the efforts of local volunteers.*



*English Ivy spreading from private property onto Public land*



*Ancient Forest – Koksilah River*



*Giant Hogweed on CVT near Sooke Lake Road*

*Rationale:*

Public process indicated a desire to see protection and improvement of the area's natural character. An Environmental Management Strategy for the entire Electoral Area will help set priorities and strategically plan how protection, improvement and maintenance can collectively ensure longevity of the area's environment. Components to be included or referenced within the Environmental Management Strategy include:

- Water conservation with respect to irrigation in community parks and other water conscious strategies.
- A vegetation management plan that preserves sensitive ecosystems, unique habitats and significant ecological sites.
- An urban forestry plan that addresses tree management in parks.
- A wildlife management plan that addressed how to minimize conflicts with people.

*Recommendation:*

**Develop and implement a long-term invasive species management plan for community park sites in Shawnigan Lake.**

*Rationale:*

Invasive species are non-native plants and animals that have established themselves in existing natural areas. These species are generally very aggressive and are a significant threat to natural ecosystems all over Vancouver Island and beyond. The BC Ministry of Forests and Range states that "Invasive plants are a threat to our native environment and are recognized globally as the second greatest threat to biodiversity."

The Management Plan should include:

- identification of key parks and trails for invasive species management;
- a regular, efficient maintenance schedule; and
- an implementation plan.

In order to support Shawnigan Lake's native flora and fauna and support the integrity of natural environments, invasive species management should be an important component of parks and trails management. Targeted invasive species management should be undertaken in:

- Old Mill Park (English Ivy removal)
- Sooke Lake Road Community Forest (Broom removal)
- Stebbings Road Community Forest (Broom removal)
- Other parks identified as having invasive species concerns

*Recommendation:*

**Work with other CVRD Departments to educate residents about "living by water" principles, invasive species management, and important environmental processes that occur in community parks.**

*Rationale:*

By working with other Departments within the CVRD, the Parks and Trails Staff can organize and promote environmental stewardship programs within community parks. Such programs can develop community awareness of not only how environmental sustainability can be achieved within local parks, but that such actions can also be applied to lands (i.e residential, private etc.) throughout the community. Multiple resources provide information and support for sensitive aquatic design. Many private land owners develop around water without fully understanding the impacts of their actions. The CVRD can help members of the community access valuable resources, which will help them make responsible decisions.

Promote and make resources readily available through:

- Interpretive Signage.
- Information on the CVRD Website.
- The development and distribution of a "living by water" information brochure.
- The development and distribution of an invasive species brochure.



*Old Mill Park – English Ivy covering historical artefact*

- Arranging, supporting and/or developing community “living by water” workshops and programs.
- Arranging, supporting and/or developing community invasive species removal workshops or volunteer programs.

Multiple resources exist that can provide information, support and funding opportunities:

- The Living By Water Project has a mission of “working towards healthier human and wildlife habitat along the shorelines of Canada.” The Project supports groups, agencies and individuals by providing services and materials related to shoreline stewardship.  
[www.livingbywater.ca](http://www.livingbywater.ca)
- The Province of BC’s Stewardship Series developed a publication titled Access Near Aquatic Areas: A Guide to Sensitive Planning, Design and Management. This document provides a guide to balancing conservation with development of recreational space.  
[dev.stewardshipcanada.ca/sc\\_bc/stew\\_series/NSCbc\\_stewseries.asp#access](http://dev.stewardshipcanada.ca/sc_bc/stew_series/NSCbc_stewseries.asp#access)
- The Invasive Plant Council of BC is a non-profit society working to minimize the negative ecological, social, and economic impacts cause by the introduction, establishment and spread of invasive plants. The IPCBC is an extensive information source for identifying, monitoring and controlling invasive species, including T.I.P.S. a series of publications that focuses on Integrated Pest Management of common invasive plant species.  
[www.invasiveplantcouncilbc.ca](http://www.invasiveplantcouncilbc.ca)
- The Coastal Invasive Plant Committee is another non-profit society that mainly focuses on coastal British Columbia.  
[www.coastalinvasiveplants.com](http://www.coastalinvasiveplants.com)



- The Ministry of Forests and Range hosts the Invasive Alien Plant Program Application, a database for invasive plants in BC. It holds information about where invasive plant colonies have been identified in BC's communities.

[www.for.gov.bc.ca/hra/Plants](http://www.for.gov.bc.ca/hra/Plants)



*Shawnigan Wharf Park*



*Williams River Park*

## 6. IMPLEMENTING THE PARKS STRATEGY

### Parks & Trails Capital and Operating Budget Priorities

Planning for the future of parks and trails in Shawnigan Lake requires an understanding of the funding mechanisms which supports the program. Funding for maintenance of existing park facilities, as well as large and small capital projects is important for the long term sustainability of a well managed parks and trails system that meets the needs and desires of the community. Long term planning establishes priorities for parks and trails to provide guidance to the annual allocation of funds. These priorities are a guide and some measure of flexibility is built into this Community Parks and Trails Master Plan for changes in community priorities over the years.

*Table 18. Shawnigan Lake Community Parks and Trails Capital and Operating Budget 2010*

<b>Table 18. 2010 Shawnigan Lake Community Parks Budget</b>	
<b><u>Funding Sources (2010)</u></b>	
• 2010 Tax Requisition for Shawnigan Lake Community Parks	\$370,000
• Shawnigan Sports Field Rental Fees	\$ 2,000
• 2009 Unspent Surplus Carry forward <sup>1</sup>	\$200,396
• Transfer from Shawnigan Lake Community Parks Reserves	\$105,000
• Property Acquisition Loan <sup>2</sup>	\$390,000
<b>Available Funding Sources for 2010</b>	<b>\$1,067,396</b>
<b><u>Planned Expenditures (2010)</u></b>	
• Parks Operations and Maintenance	\$142,336
• Summer Playground Program	\$ 6,925
• Elsie Miles School Site Purchase Contribution <sup>3</sup>	\$545,000
• Shawnigan Hills Athletic Park (Phase 1 Development)	\$298,261
• Masons Beach Park Improvements	\$ 10,469
• Minor Capital Projects	\$ 20,905
• Loan Repayment (Elsie Miles Purchase)	\$ 43,500
<b>Planned Expenditures Total 2010</b>	<b>\$1,067,396</b>

<sup>1</sup> Unspent 2009 project funding carried forward for the Shawnigan Hills Athletic Park Phase I project

<sup>2</sup> Loan would only be drawn upon at time of property purchase

<sup>3</sup> Property purchase intended to be cost-shared with Shawnigan Lake Community Centre

In order to successfully implement this long term community parks and trails strategy, priorities were defined for the capital projects to be implemented in the first 10 years of the Parks and Trails Master Plan. A detailed summary of these priorities that are planned for the community are identified in Table 19.

Prioritization was required for these capital projects as not all are achievable within a 10-year time horizon given the level of annual funding support for the Parks and Trails program. As the community grows, priorities can change therefore it is important for this plan to be dynamic and flexible. The plan should be reviewed every 5 years by the local Parks and Recreation Commission to assess whether the goals and vision are being achieved or whether the priority rating should be adjusted.



This summary Table 19 is based on the annual parks capital planning budget. The highest priority projects that could be completed from 2010 to 2020 are identified below.

Table 19: Project priorities from 2010 – 2020

Project	Capital Budget \$201,834	Base Year 2010 Capital Budget Total	Construction Inflation (%)	Construct Start Period	Construct End Period	Construction Duration	Priority	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Beyond 10 yrs	Capital Budget Total w/ Inflation		
								1 Annual Capital Budget	2 Annual Capital Budget	3 Annual Capital Budget	4 Annual Capital Budget	5 Annual Capital Budget	6 Annual Capital Budget	7 Annual Capital Budget	8 Annual Capital Budget	9 Annual Capital Budget	10 Annual Capital Budget	11 Remaining Capital Budget			
Elsie Miles School acquisition (loan repayments)		\$438,000	0.00%	1	5	5	1	\$ 43,500	\$ 87,600	\$ 87,600	\$ 87,600	\$ 87,600	\$ 44,100	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 438,000	
Shawigan Hills Athletic Park (Phase 1)		\$650,000		1	4	4	2	\$ 288,261	\$ 162,500	\$ 162,500	\$ 26,739	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 650,000	
Masons Beach Park		\$10,469		1	1	1	3	\$ 10,469	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 10,469	
Shawigan Wharf Park (Phase 1)		\$13,000		5	5	1	4	\$ -	\$ -	\$ -	\$ 13,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 13,000	
Old Mill Park (Phase 1)		\$104,751		5	5	1	4	\$ -	\$ -	\$ -	\$ 104,751	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 104,751	
Dougan Park to E&N waterfront Rail/Trail		\$10,140		5	5	1	5	\$ -	\$ -	\$ -	\$ -	\$ 10,140	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 10,140	
Cowichan Valley Trail (Community Connector)		\$14,747		5	5	1	5	\$ -	\$ -	\$ -	\$ -	\$ 14,747	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 14,747	
Shawigan Wharf to Masons		\$150,150		6	7	2	6	\$ -	\$ -	\$ -	\$ -	\$ 75,075	\$ 75,075	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 150,150	
Shawigan Wharf Park (Phase 2)		\$234,338		6	8	3	7	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 78,113	\$ 78,113	\$ 78,113	\$ -	\$ -	\$ -	\$ -	\$ 234,338	
Shiverme Trail		\$156,694		6	7	2	7	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 78,347	\$ 78,347	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 156,694	
Old Mill Park (Phase 2)		\$190,320		8	9	2	8	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 95,160	\$ 95,160	\$ -	\$ -	\$ 190,320		
New Boat Launch Facility		\$141,382		8	9	2	9	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 70,691	\$ 70,691	\$ -	\$ -	\$ 141,382		
Shawigan Hills Athletic Park (Phase 2)		\$650,000		9	13	5	10	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 201,834	\$ 448,166	\$ 650,000		
<b>Total (Year 0-10)</b>								Project Cost \$ 562,230	2009 Capital Funding Carryforward \$ 150,396	2010 Capital Budget value \$ 201,834	2011 Capital Budget value \$ 201,834	2012 Capital Budget value \$ 201,834	2013 Capital Budget value \$ 201,834	2014 Capital Budget value \$ 201,834	2015 Capital Budget value \$ 201,834	2016 Capital Budget value \$ 201,834	2017 Capital Budget value \$ 201,834	2018 Capital Budget value \$ 201,834	2019 Capital Budget value \$ 201,834	Beyond 10 yrs Remaining Capital Budget \$ 448,166	Capital Budget Total w/ Inflation \$ 2,763,992
								Difference \$ (0)	\$ (48,266)	\$ (48,266)	\$ (30,256)	\$ (42,272)	\$ (75,801)	\$ (45,374)	\$ (42,150)	\$ (35,983)	\$ (42,150)	\$ (35,983)	\$ (42,150)	\$ (35,983)	\$ (147,080)

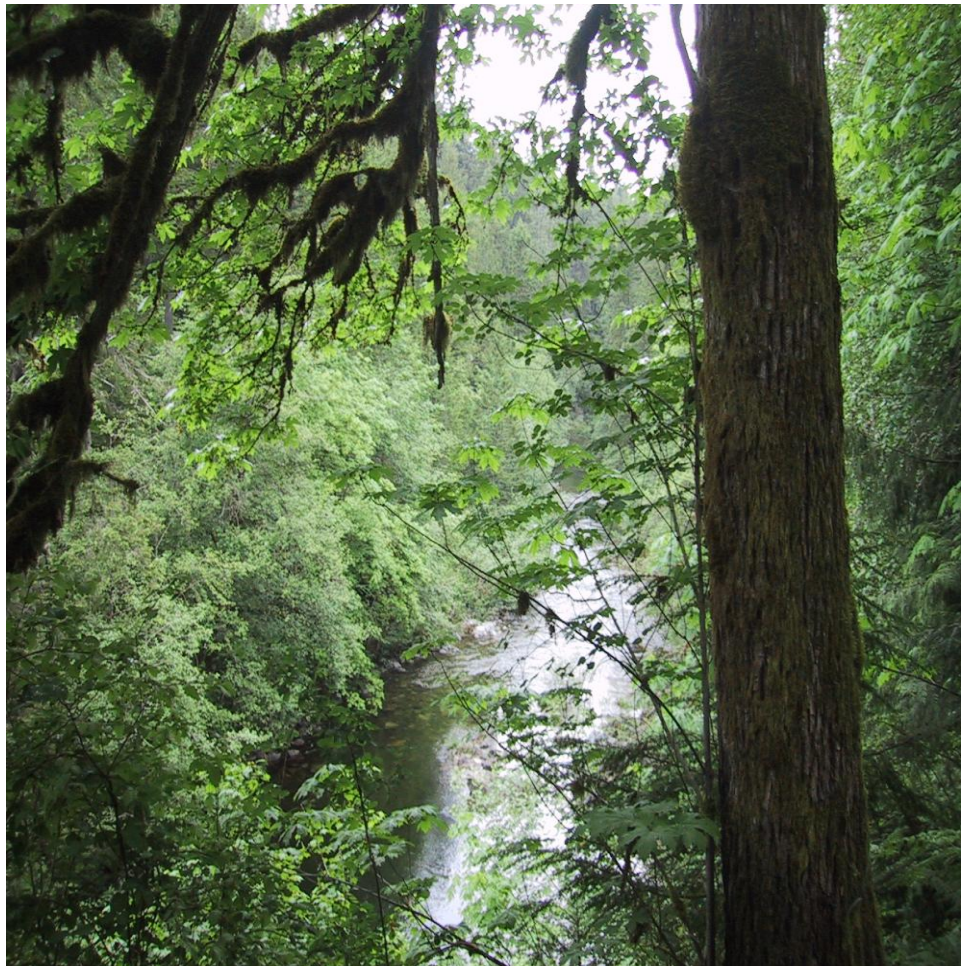
*Table 20. Summary of unit costs for budget estimates*

Component	Unit	Quantity	Budget Price / Unit
<b>Playing Fields</b>			
New Soccer Field	sq.m.	6000	\$ 98.00
Soccer field renovation	sq.m.	6000	\$ 35.00
New ball field	sq.m.	8000	\$ 65.00
Ball field renovation	sq.m.	8000	\$ 35.00
Manicured grass/tree landscape	sq.m.	100	\$ 44.00
Manicured shrub/tree landscape	sq.m.	100	\$ 77.00
Naturalized grass/tree landscape	sq.m.	100	\$ 19.00
Naturalized shrub/tree landscape	sq.m.	100	\$ 42.00
Selective pruning/dangerous tree clearing	sq.m.	100	\$ 5.00
Fire protection native woods	sq.m.	100,000	\$ 0.20
Invasive Plant Management	sq.m.	100	\$ 0.65
Green Shore restoration	sq.m.	100	\$ 133.00
<b>Infrastructure</b>			
New playground (10x15m)	sq.m.	150	\$ 324.00
Playground renovation (10x15m)	sq.m.	150	\$ 298.00
Paved playing court	sq.m.	400	\$ 157.00
Outdoor theatre	sq.m.	400	\$ 15.00
Waterplay park	sq.m.	900	\$ 416.00
Designated swim area	sq.m.	900	\$ 10.00
Fence	l.m.	10	\$ 183.00
Bollards	l.m.	10	\$ 58.00
Bench, table, bike rack on concrete pad	each	1	\$ 3,294.00
Drinking fountain	each	1	\$ 8,548.00
Litter receptacle on concrete pad	each	1	\$ 1,736.00
Picnic shelter and table	sq.m.	24	\$ 423.00
Concrete barrier	each	1	\$ 325.00
Lookout with wooden handrail	sq.m.	100	\$ 1,470.00
Washroom building	each	1	\$ 84,760.00
Composting toilet	each	1	\$ 3,120.00
Maintenance shed (50m <sup>2</sup> )	each	1	\$ 87,373.00
Irrigation system	sq.m.	50	\$ 16.00
Village plaza (hard landscape area)	sq.m.	400	\$ 227.00
Parking area (asphalt with curb & lighting)	stall	20	\$ 2,863.00
Kayak/Canoe float	each	1	\$ 70,208.00
Tidewater headway flooding resolution	each	1	\$ 975,000.00
Historic restoration	each	1	\$ 20,800.00
Dock (New or replacement)	each	1	\$ 65,000.00
New boat launch	each	1	\$ 45,500.00
Park plan	hectare	1	\$ 13,000.00
Park development	hectare	1	\$ 650,000.00
Earthworks/grading	sq.m.	100	\$ 7.00
<b>Trails and Linkages</b>			
Multi-use paved trail (4 m asphalt)	l.m.	500	\$ 300.00
Shoulder walkway	l.m.	500	\$ 163.00
Shared roadway	l.m.	500	\$ 4.00
Local trail (2 m gravel surface)	l.m.	500	\$ 33.00
Nature trail (1.2 m gravel surface)	l.m.	500	\$ 20.00
Concrete stair or ramp (2 m wide with metal handrail)	riser	1	\$ 749.00
Wood stair (1.2 m wide with handrail)	riser	1	\$ 485.00
Boardwalk/pedestrian bridge (2 m with handrail)	l.m.	10	\$ 3,825.00
Underground tunnel crossing (5 m wide)	l.m.	10	\$ 9.00
Trail overpass (4 m wide with metal handrail)	l.m.	10	\$ 8,284.00
Pedestrian/cyclist at grade street crossing	each	1	\$ 7,771.00
<b>Signage</b>			
Gateway entrance	sq.m.	100	\$ 151.00
Pedestrian gateway	each	1	\$ 1,560.00
Vehicle gateway	sq.m.	100	\$ 151.00
Park entrance sign	each	1	\$ 3,434.00
Park interpretive signs and shelter	each	1	\$ 12,505.00
Park directional signs and markers	each	1	\$ 445.00

Table 20 identifies the unit costs estimated to calculate the budgeted amounts for each park by year from Table 19.

### Maintaining Community Parks and Park Amenities

While the majority of park maintenance funds come from the community parks operating budget, some costs are supplemented with fees charged to use special use facilities, and/or volunteers who donate their time. Grant funding opportunities for various programs are also continuously sought after by the Regional District to supplement community parks budgets.



*View of the Koksilah River from Kingburne Park*

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