

Denman Island

Parks and Greenways Master Plan



August 2011

Prepared for the Comox Valley Regional District
by



Acknowledgements

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DENMAN ISLAND PARKS AND GREENWAYS MASTER PLAN

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EXECUTIVE SUMMARY

The Denman Island parks and greenways plan was initiated by the Comox Valley Regional District (CVRD) several years ago and the planning and consultation process was launched in early 2010. The plan was developed with the assistance and input of local residents through a community survey, a questionnaire, two open houses and meetings with various committees and individuals.

Based on comments received from residents, the following vision for the Denman Island parks and greenways system was crafted:

Denman Parks and Greenways System Vision

Over the longer term, the Denman Island parks and greenways network provides opportunities for Denman residents to engage in a variety of non-motorized recreational activities such as walking, hiking, cycling, horseback riding, bird watching, picnicking, beachcombing, kayaking and diving. Greenways connect parks, community hubs and the two ferry terminals. Recreational activities respect and are in balance with the protection of ecosystems and wildlife.

Based on input received from residents, the goals of this parks and greenways plan are:

- A. To represent the long-term vision of Denman Island residents with regards to parks and greenways on the island;
- B. To provide short-, medium- and longer-term priorities and initiatives to develop a comprehensive parks and greenways network with a focus on filling in gaps in the current system;
- C. To suggest a wide range of tools that may be used, as appropriate, to implement the plan; and
- D. To recommend a forum through which implementation can be undertaken.

In order to identify gaps in the existing parks and trails network, a thorough examination of all parks, Crown lands, Denman Conservancy Association (DCA) lands, Denman Island Recreation Commission Society (DIRCS) lands, Island Trust Fund (ITF) lands and the Island Trust's old school property was undertaken. While there are currently no formal community pathways within dedicated rights-of-way or greenways on the island, there is a community-built path from the Arts Centre in the village along Denman Road for approximately 500 metres. It is exactly this type of function that has been noted by many residents as being highly desirable. Greenways with hard-packed (but not paved) paths would meet the needs of the active walking, cycling and horse-riding public, particularly if the greenways connected existing trails and community features.

Greenways may also serve as wildlife and biodiversity corridors¹. Denman Island residents appreciate and support efforts to protect sensitive ecosystems and the natural environment.

¹ Biodiversity corridors are corridors with natural vegetation that provide a connection between larger natural ecosystems enabling plants and wildlife to spread across a wider territory. This allows plants and wildlife to:

- respond to environmental variability including climate change, e.g. move from food/water scarce areas to food/water plentiful areas.
- respond to population pressure - move from over-populated to under-populated areas.

However, as a number of survey and questionnaire respondents pointed out, nature reserves or conservation areas need not necessarily be acquired or held by the CVRD, as there are other agencies that fulfill this role. The biggest contribution to the Denman Island parks and greenways system that the CVRD could make is in the areas of public accessibility (e.g. to the beach, to existing protected areas) and trail connectivity between protected areas.

It was noted by many residents that of the 48 road ends that provide at least theoretical access to the waterfront, only a few have been developed to permit access. It was felt that a number of additional road ends could be opened and signed and improved for safe public access to the foreshore.

The following priorities emerged from the survey responses and statements made by Denman Island residents:

1. A cross-island ferry-to-ferry multi-use trail or recreational greenway.
2. A north-south multi-use trail/recreational greenway.
3. Connections between existing public trails/recreational greenways.
4. Proposed trails to the waterfront or viewpoints off high bank waterfront road ends within undeveloped road rights-of-way.
5. Public washroom at Graham Lake
6. Improved public access to nature parks and reserves.
7. Wildlife and biodiversity corridors or ecological greenways.
8. A parks and trails map.
9. Appropriate signage.

The cross-island ferry-to-ferry multi-use trail or recreational greenway was clearly the highest priority with a north-south multi-use trail/recreational greenway and connections between existing trails and recreational greenways being priorities two and three.

To aid in implementation of the priorities identified in the plan, a number of potential tools were identified. These include the following:

- ◆ Partnering
- ◆ Park dedication upon subdivision
- ◆ Land purchase
- ◆ Crown land grants or transfers
- ◆ Grants and funding
- ◆ Land donations and conservation covenants
- ◆ Bequests
- ◆ Natural Areas Tax Exemption Program
- ◆ Licences or permits over road rights-of-way with the Ministry of Transportation and Infrastructure
- ◆ Easements and statutory rights-of-way granted by private landowners
- ◆ Land leases
- ◆ Two-party access agreements

-
- access a wider range of breeding partners, thus preventing inbreeding and loss of genetic diversity in a local population.

One critical component of successful implementation is integration of the Denman Island Official Community Plan and the parks and greenways plan. Another essential element is collaboration between the various government jurisdictions and land owners.

The following strategies for implementation are based on the research and consultation completed. These strategies lay the basis for the on-the-ground implementation of the strategy to establish a comprehensive community parks and greenways system on Denman Island over time.

1. As a courtesy and preliminary step, it may be useful to have an informal initiation meeting between elected officials (the regional director for CVRD Baynes Sound-Denman/Hornby Islands (Area 'A') and the Denman Island Local Trust Committee), representatives from land management agencies (CVRD, BC Parks, federal coast guard, the Islands Trust Fund, Denman Conservancy Association, Denman Island Recreation Commission Society, Ministry of Transportation and Infrastructure) and voluntary organizations with an interest in parks and trails (Denman Island Residents Association parks committee, trails committee). This meeting could be in the form of a Denman Island protected area tour (real or virtual) with each land management agency showcasing their key initiatives. This would identify areas for cooperation and encourage synergies between land management agencies and voluntary organizations.
2. Building on the initiation meeting, hold an annual meeting in the fall of each year with representatives from all Denman Island land management agencies and organizations and voluntary groups working on parks, trails, greenways and conservation initiatives to update each other on current and future planned initiatives and identify areas for collaboration. These annual meetings will be helpful for coordinating planning initiatives and ensuring that trails and wildlife corridors between protected areas managed by different agencies connect up. The meetings may also result in some joint projects.
3. Work with the parks and trails committees of the Denman Island Residents Association on park and trail planning and implementation of priorities in this plan. Depending on the specific project, invite other interested parties and affected agencies to join planning meetings.
4. Consult with the Agricultural Land Commission, farmers and owners of land in the Agricultural Land Reserve early on in the process to review proposed greenways that go through the Agricultural Land Reserve and to discuss alignment and measures to minimize the effect on current and possible future agricultural operations.
5. Work together to implement the multi-use ferry to ferry trail, the top-priority project.
6. Develop an educational/awareness strategy and campaign that would include the following elements:
 - Make residents aware of the long-term goals and strategies to achieve the goals and current implementation projects.
 - Interest local land owners in providing access through their property in appropriate locations or in donating linear strips of land – for example, along lot lines – to a public agency.
 - Encourage the use of easements and rights-of-way to provide greenways.
 - Create an 'Adopt-a-Trail' program, similar to the 'Adopt-a-Park' program.

- Support development of a Denman Island parks and trails map for educational and recreational purposes, to be distributed as determined by the local community.
 - Add parks and trails signage at appropriate locations.
7. Obtain licences or permits from MOTI for appropriate road ends and greenways within road rights-of-way for the development of trails and beach accesses.
 8. Encourage the use of ‘zone’ designations within larger parks and nature reserves to establish conservation-focussed areas and areas that should be accessible for non-motorized recreation.

1.0 INTRODUCTION

1.1 Purpose

The purpose of this Denman Island Parks and Greenways Master Plan is to consolidate information on existing parks, trails and greenways for the island and to provide direction, policies and priorities for the foreseeable future. Specifically,

1. to identify gaps in the existing parks system; and
2. to propose ways to fill those gaps.
3. to ensure that, as much as possible, the community's recreation needs are met;
4. to support conservation efforts for sensitive ecosystem preservation, habitat, riparian areas and wildlife corridors;
5. to facilitate collaboration between provincial agencies, the Islands Trust and Island Trust Fund, the CVRD, and local community groups with regards to implementation of the plan.

This master plan is developed to support the Comox Valley Regional District (CVRD) in its responsibility for parkland acquisition, planning and management on Denman Island, which is located within the larger electoral area of Baynes Sound – Denman/Hornby Islands (Area 'A'). The plan will facilitate meeting the community's long-term needs and wishes for parks and greenways.

The plan also takes direction from the Denman Island Official Community Plan (OCP) with regards to parks, trails, conservation and recreation issues.

It is the intent of this plan to support Denman Island residents in their efforts to develop a comprehensive and integrated parks, trails and greenway system. This system will fulfill a number of functions, including the following:

- ◆ establish a long-term vision and principles for parks and greenways on the Island;
- ◆ provide opportunities for outdoor recreation activities for residents and visitors, taking into consideration age-specific and barrier-free needs;
- ◆ identify and protect significant natural aquatic and upland landscapes, wildlife corridors, migration routes, and historical and cultural features;
- ◆ facilitate and promote sustainability and sustainable practices in the community;
- ◆ establish a legacy for future generations that will fulfill their long-term needs for parkland, connectivity, recreation and nature protection; and
- ◆ identify, assess and provide acquisition and/or protection strategies for priority areas.

The purpose of this plan is to fill gaps in the existing parks and greenways system, facilitate collaboration and ensure Denman Islands' recreation needs are met.

1.2 Approach

The completion of this plan was undertaken in five phases:

- ◆ analysis of existing plans, maps and information,
- ◆ consultation and collaboration,
- ◆ plan development and review,
- ◆ refinement of strategy and priorities, and
- ◆ plan finalization.

1.3 Acronyms

Throughout this plan, a number of acronyms are used in the interest of brevity and to avoid lengthy repetitions. These are consolidated here for ease of reference.

ALC	Agricultural Land Commission
ALR	Agricultural Land Reserve
BCTFA	B.C. Transportation Financing Authority
CVRD	Comox Valley Regional District
DCA	Denman Conservancy Association
DIRA	Denman Island Residents' Association
DIRCS	Denman Island Recreation Commission Society
DPA	Development Permit Area
DUC	Ducks Unlimited Canada
ITEM	Islands Trust Ecosystem Mapping
ITF	Islands Trust Fund
LGA	<i>Local Government Act</i>
LTC	Local Trust Committee
MA	Ministry of Agriculture
MFLNRO	Ministry of Forests, Lands and Natural Resource Operations
MOE	Ministry of Environment
MOTI	Ministry of Transportation and Infrastructure
NAPTEP	Natural Area Protection Tax Exemption Program
NGO	Non-Government Organization
OCP	Official Community Plan
PAN	Protected Areas Network
RAR	Riparian Areas Regulation
RCP	Regional Conservation Plan
ROW	Right-of-way
SEI	Sensitive Ecosystems Inventory
SEM	Sensitive Ecosystem Mapping
SPEA	Streamside Protection and Enhancement Area
TEM	Terrestrial Ecosystem Mapping

1.4 Consultation

A number of components were critical to the development of this plan. These included a community survey, consultation with local committees and stakeholders, public meetings and presentations and collaboration with the Islands Trust, Islands Trust Fund, the Local Trust Committee, the Denman Conservancy Association (DCA), Ducks Unlimited Canada (DU) and B.C. Parks.

The K'ómoks First Nation was notified of the project and a letter was sent to them in January 2010 requesting a meeting to brief them early on in the process. However, no response was received. The final draft plan was referred to the band for comments in May 2011. At the same time, the draft was also referred to senior government agencies, local governments, CVRD departments and several Denman Island organizations for comment. A compilation of responses to the community survey and public open house questionnaire, written submissions and agency and organization comments is available on the CVRD website at www.comoxvalleyrd.ca/denman.

1.4.1 Community Survey

To initiate the consultation process, a four-page community survey was distributed to all owners and residents of Denman Island in May 2010. The survey was inserted into the *Island Grapevine* and was available on both the CVRD's and Denman Island Residents' Association (DIRA)'s websites. The survey asked about current park and trail use and sought opinions about the current state and future priorities for the system.

In total, 39 responses were received. Based on the number of homes occupied at the time of the last Census (527), this represents a return rate of 7.4%.² Based on all households (703)³, the return rate is 5.6%. The rate could have been improved if the survey had been sent to a sample population only or if incentives for completing and returning the form had been offered. However, it was felt that all residents should be given the opportunity to complete the survey.

A brief summary of the results of the survey is contained in section 5.0. A full compilation of all the responses and comments received is available at www.comoxvalleyrd.ca/denman.

1.4.2 Local Organizations and Committees

Three Denman Island organizations/committees were particularly helpful in compiling information. The Denman Conservancy Association and the parks and trails committees of the Denman Island Residents Association are well-established groups that have a great deal of hands-on familiarity with existing parks and trails, and were able to provide the consulting team with invaluable knowledge and guidance.

Other local residents put a great deal of effort into mapping former logging roads and dedicated but undeveloped road rights-of-way that might be suitable for multi-use trails.

² According to CVRD Public Affairs and Information Systems Branch, direct marketing companies consider a 10% return on a response to a contest, for example, or a product purchase with coupon, an excellent response. NCS Pearson, an educational assessment and research firm, states that the majority of mail surveys distributed by that firm achieve a response rate between 15% and 25%. This rate would be considered hugely successful by local governments surveying constituents.

³ Denman Island has a relatively significant number of vacation homes that are occupied for only part of the year.

1.4.3 Public Open Houses

An open house meeting held on 23 June 2010 was attended by 28 Denman Island residents. In addition to maps and summaries of all parks and Crown and agency lands, information was also available on a number of community and Islands Trust initiatives. These included projects of the Denman Conservancy Association (DCA) and three DIRA committees: the Parks Committee, the Trails Committee and the Graham Lake Swim Dock Committee. Representatives of these community groups hosted their displays and discussed the projects with attendees.

This format worked very well and offered attendees a number of perspectives on both the current situation and possibilities for the future.

A second open house was held on 24 November 2010. A questionnaire was available at this open house and on the CVRD's website for those wishing to respond. Although BC Parks staff were not able to attend, they provided several questions which were included in the questionnaire. A total of 44 people attended the meeting in addition to the consulting team.



Figure 1: Community open house, 24 November 2010

Both Island Equines and the DIRA Parks Committee hosted information tables to share current information with attendees.

Eighteen questionnaires were completed during the open house and left with the consulting team. A drop-off box was accommodated by Abraxas Books to allow additional opportunity for residents to complete the questionnaire and deposit it in the Village. A total of 54 completed questionnaires were received by the CVRD.

A couple of attendees expressed the preference for a townhall-style meeting, so that they could learn of the concerns and comments of their neighbours. To ensure that all expressed concerns, comments, questions and suggestions are made available to everyone, the CVRD posted the compiled responses on its website at www.comoxvalleyrd.ca/denman. In addition, a public consultation binder containing all written submissions, including e-mails and letters, is available for review at the CVRD's office.

The general response to the draft plan received at the open house was supportive and encouraging.

The draft plan's vision statement sounded reasonable to most (42 of the 54 respondents), although some suggested variations such as adding hunting, either deleting the word "passive" or changing it to "pedestrian" or perhaps to "non-motorized" recreation.

The draft goals were supported by the majority of respondents (46), at the same time, emphasizing the need for consultation and community involvement in setting priorities.

Based on background research and discussion with local groups and committees, the following priorities for the plan were suggested in the questionnaire:

1. A cross-island, ferry-to-ferry multi-use trail or recreational greenway.
2. A north-south multi-use trail or recreational greenway.
3. Connections between existing public trails or contiguous greenways.
4. Beach access parks with cleared public access and signage.
5. Public access to nature parks.
6. Wildlife and biodiversity corridors or ecological greenways.
7. Public washrooms in the Village, camp and picnic sites and Graham Lake swim dock.
8. A parks and trails map.
9. Appropriate signage.

Forty-one respondents agreed with these priorities, three did not agree and seven offered some modifications. Respondents also provided thoughtful comments related to the priorities. It was pointed out, for example, that while biodiversity and wildlife corridors and conservation are very important, these areas fall under the jurisdiction of the Islands Trust and other organizations. The number one priority for some (7) respondents would be a north-south multi-use trail rather than a cross-island ferry-to-ferry multi-use trail. For others (4 each), it would be connections between existing trails or public washrooms. If some of the provincial lands are designated as nature parks, a couple of respondents would make public access to these their first priority; another couple would move beach access from priority number 4 to number 1.

Other suggested changes in the priority list included the following candidates for priority number 2: connections between existing trails (10); public washrooms (4); public access to reserves and nature parks (4); access to waterfront (3); and signage (2).

Third priority was given by others to a parks and trails map (9) and to beach accesses (9); public washrooms (5); public access to nature parks and reserves (4) and signage (3).

The suggested implementation strategies were generally seen as practical (40) – with the exception of working with the Islands Trust Fund and using the Natural Area Protection Tax Exemption Program. These were viewed as separate and different from a parks and greenways plan. The suggestion was made that the local resource group would need to be very inclusive – not just DIRA members – in order to garner the support of the entire community. It was also pointed out that a great deal of local knowledge and expertise exists within the community that could be utilized to implement projects.

The question of a possible increase in property tax is a somewhat sensitive one, with twice as many respondents in favour (34) as not (17). Of those in favour, an acceptable amount of increase varied widely: \$10 (6), \$20 (10), \$25 (1), \$30 (8), \$30 or more (1), \$30 - \$50 (1), \$50 (1), up to \$100 (1) and "as needed" (1).

Additional suggestions included parking at park access points; designated trails for specific uses – i.e., mountain-biking, horseback riding; considering using volunteers and donations to help with costs; the desire to hunt on public lands; and the value of ongoing communication with the community. A number of open house attendees and respondents suggested that if the CVRD were to focus its time, energy and some funds on improving the trails network, this would meet with the approval of a significant portion of Denman Island residents. As reiterated through this process, attention should be focused on existing trails and on providing connectivity for non-motorized uses.

The essence of the message to BC Parks regarding the provincial lands is that each area is unique and needs to be examined for its values and features. Respondents clearly understand that there will undoubtedly be areas that need protection (especially wetlands, marshes and riparian areas), but that this should not preclude public access. Most Denman Islanders seem to believe that protection and recreation can co-exist – and should be encouraged to do so. Awareness and education were seen as tools that could be used to enhance this co-existence.

1.4.4 Written Submissions

The CVRD also received five written submissions from local residents. In their submissions, residents raised concerns about an increase in trail use and resulting impact on trails if they are mapped and become more broadly known; questioned whether there is a need for more parks on Denman Island; requested specifying the difference in definition between nature parks and nature reserves; cautioned that the open house questionnaire results are not a good indication of Denman islanders' level of support for a tax increase to fund parkland acquisition; and requested that public meetings be used rather than open houses as part of the consultation process. Residents also provided specific edits to sections of the draft plan which were considered in finalizing the draft. Written submissions are included in the compilation of public, agency and organization input available on the CVRD website at www.comoxvalleyrd.ca/denman.

1.4.5 CVRD Electoral Areas Services Committee and Regional Board Review

The CVRD electoral areas services committee reviewed the final draft plan at their May 16, 2011 meeting. The committee supported the plan and approved it for referral to First Nations, agencies and organizations for comment. The final plan was presented to the committee on August 15, 2011 and adopted by the regional district board at their August 30, 2011 meeting.

1.4.6 Agency and Organization Review of the Final Draft Plan

The final draft plan was referred out for comment to First Nations, senior government agencies, local governments including the Islands Trust, CVRD departments and organizations such as the Islands Trust Fund (ITF), Denman Conservancy Association (DCA), the Denman Island Residents Association, Denman Works and others. For a complete list and comments received, see the compilation of public, agency and organization comments at www.comoxvalleyrd.ca/denman.

The Islands Trust planning department was consulted with respect to the relationship between this plan and the Denman Island Official Community Plan (OCP), ensuring that the two documents are compatible and support each other's goals and objectives.

CVRD parks staff attended several meetings of the Denman Island Local Trust Committee (LTC) to receive comments on the draft plan and the conceptual parks plan map (appendix 1) and work

toward inclusion of the map as a schedule in the Denman Island OCP. Local Trust Committee comments greatly aided in finalizing both the plan and map. The Denman Island OCP amendment bylaw 199 that included the conceptual parks plan map as schedule G, was adopted by the Local Trust Committee on August 16, 2011.

1.4.7 Plan Finalization

The plan was finalized based on all the valuable input received. The final plan reflects the many varied comments received, aims to address the concerns and integrate the many well thought-out suggestions received during the public open houses and the agency and organization review process.

2.1 Jurisdictional Authorities

Denman Island – like all the Gulf Islands – lies within a number of political jurisdictions. As can be seen in the diagram below, governance lies predominantly with three governing bodies: local, regional and provincial.

Denman is part of the Trust Area that is overseen by the Islands Trust. The Islands Trust has jurisdiction over land use within the trust area, overseen by an elected Local Trust Committee for each island. The Islands Trust develops and administers the Denman Island Official Community Plan and the Denman Island Land-Use Bylaw No. 186.

The island falls within Electoral Area ‘A’ of the Comox Valley Regional District, where the regional government has authority for park acquisition, planning and management.

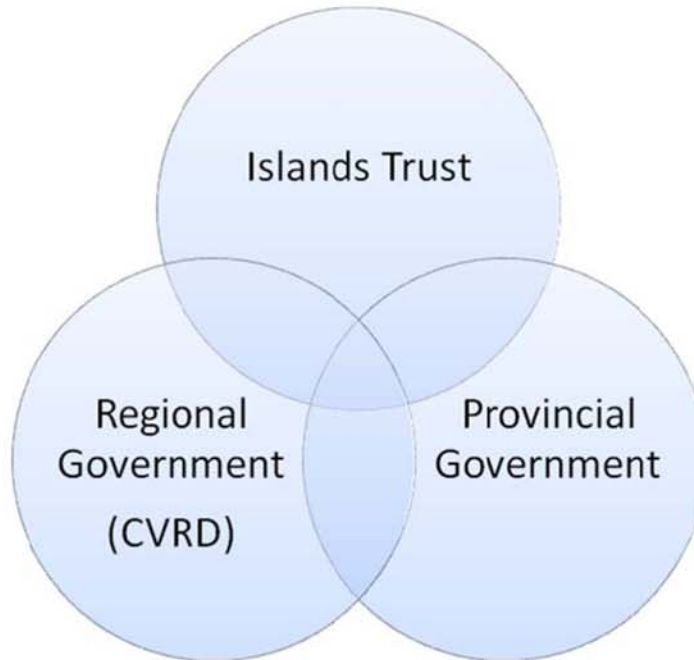


Figure 2: Jurisdictional authorities on Denman Island

The absence of a parks plan for Denman Island was identified as a potential gap in region-wide parks planning and impacted the CVRD’s ability to work towards implementing the islanders’ wishes and priorities for parks and greenways. Over the years, however, residents have identified a number of issues that require attention, such as beach accesses, a cross-island trail, emergency access at waterlot 257 adjacent to the ferry terminal and partnering or collaborating with BC Parks.

The provincial government also has a number of areas of jurisdiction on the island. Since Denman Island is an unincorporated area within the CVRD, a Provincial Approving Officer is the subdivision approval authority. The Ministry of Transportation and Infrastructure (MOTI) has responsibility for roads in unincorporated areas. In addition, the Province of British Columbia, through various ministries, owns parks and other properties on the island.

The parks and greenways system identified through the planning process will ultimately serve to:

- ◆ provide active living opportunities for all ages,
- ◆ protect significant natural, historical and cultural landscapes,
- ◆ promote sustainability in the community, and
- ◆ establish a legacy for future generations.

Guidance for the preparation of this plan is found in a wide variety of sources. The following documents and regulations have an impact on decisions with regards to planning and development on Denman Island.

2.2 Islands Trust

The Islands Trust is a federation of local island governments with a provincial mandate to “preserve and protect the trust area and its unique amenities and environment for the benefit of the residents of the trust area and of British Columbia generally.” (Islands Trust Act). Trust Council is composed of local trustees and municipal trustees in the trust area and is the regulatory body for Denman Island.

2.2.1 Islands Trust Policy Statement

The following guiding principles of the Islands’ Trust policy statement specifically influence local land use planning policies: “The primary responsibility of the Island Trust Council is to provide leadership for the preservation, protection and stewardship of the amenities, environment and resources of the Trust Area. When making decisions and exercising judgment, Trust Council will place priority on preserving and protecting the integrity of the environment and amenities in the Trust Area.”

Under the section entitled ‘Ecosystem Preservation and Protection’, the policy statement explains: “Protective measures are varied and can include actions ranging from preservation of natural areas in the form of parks and ecological reserves, to increasing public awareness and understanding of the need for sustainable use and stewardship by all landowners.” Policies related to the provision of parkland or ecological reserves include the following:

- 3.1.2 It is Trust Council’s policy to work towards the establishment of a network of protected areas that preserves representative ecosystems in their natural state and in sufficient size and distribution to sustain their ecological integrity.
- 3.1.11 Trust Council encourages agents of the government of British Columbia or the government of Canada, Crown corporations, municipalities, regional districts, non-government organizations, property owners and occupiers to protect environmentally sensitive areas and significant natural sites, features and landforms through voluntary stewardship, acquisitions, conservation covenants and careful management.

Among the issues that local trust committees and island municipalities are directed to address in their official community plans and regulatory bylaws are:

- ◆ protection of unfragmented forest ecosystems,

- ◆ prevention of further loss or degradation of freshwater bodies or watercourses, wetlands and riparian zones,
- ◆ protection of views, scenic areas and distinctive features contributing to the overall visual quality and scenic value of the Trust Area,
- ◆ planning for bicycle, pedestrian and equestrian trail systems,
- ◆ location and type of recreational facilities so as not to degrade environmentally sensitive areas,
- ◆ identification of sites providing safe public access to beaches,
- ◆ identification and designation of areas for low-impact recreational activities,
- ◆ identification and designation of areas of recreational significance

2.2.2 Denman Island Official Community Plan Bylaw No. 185

Both the Official Community Plan (OCP) and the zoning or land use bylaw are the responsibility of the Islands Trust and the local trust committee. One of the guiding principles in the Denman Island OCP is “to recognize that the foreshores, parks and other Crown lands of the Island are part of a common wealth, and to strive to retain public ownership of these areas and to preserve and protect their natural environment.”

The OCP contains a number of objectives and policies that offered guidance in the development of the Denman Island Parks and Greenways Master Plan. The Denman Island OCP objectives and policies can be viewed at the Islands Trust website at www.islandstrust.bc.ca.

2.2.3 Denman Island Land-Use Bylaw No. 186

The Land-Use Bylaw contains zones for conservation (CN) and park (PK). There are also water zones for marine conservation (W1), marine protection (W4) and lakes (W5). However, the bylaw notes as follows: “Boyle Point Park, Fillongley Park and the Sandy Islets are provincial parks and are zoned Park (PK). Section 14 of the *Interpretation Act* exempts the Province from being constrained by the regulations of local bylaws; therefore, the zoning regulations in this Bylaw have no effect on provincial parks. The zoning would come into effect, however, should the Province decide to lease or otherwise dispose of all or portions of the provincial parks.”

Permitted uses in the park zone (for parks other than provincial ones) are parks, passive recreation⁴ and utilities. Within the conservation zone, only passive recreation is permitted.

The Denman Island Official Community Plan defines passive recreation as: “non-motorized outdoor leisure activities which can be carried out with minimal impact to the natural environment including, but not limited to, hiking, picnicking, horseback riding and bicycling.”

⁴ Passive recreation has been defined (by US Legal Definitions) as a non-motorized activity that:

- Offers constructive, restorative, and pleasurable human benefits and fosters appreciation and understanding of open space and its purpose,
- Is compatible with other passive recreation uses,
- Does not significantly impact natural, cultural, scientific, or agricultural values,
- Requires only minimal visitor facilities and services directly related to safety and minimizes passive recreation impact.

2.2.4 Regional Conservation Plan

The Islands Trust Fund is the conservation land trust of the Islands Trust, established in 1990 to preserve and protect unique ecological or cultural properties in the Islands Trust Area through voluntary conservation initiatives. The Islands Trust Fund is governed by the Trust Fund Board and is the body designated by Trust Council to hold Natural Area Tax Exemption Program (NAPTEP) covenants and develop and implement a regional conservation plan.

The Islands Trust Fund's 2011-2015 Regional Conservation Plan (RCP) sets conservation targets for the islands trust area and an implementation plan. Through extensive ecosystem mapping, the plan identifies the areas with the highest biodiversity values and greatest need for conservation.

The plan also assists Islands Trust decision makers to support ecologically responsible land use planning and serves as a resource for citizens and organizations working towards conservation of biodiversity within the Islands Trust Area.

Strategies to protect sensitive ecosystems include land acquisition and conservation covenants with willing landowners, working with island residents and landowners who wish to become better stewards of their own lands, working with partner agencies and local trust committees to encourage a culture of conservation within the Islands Trust Area and managing existing conservation lands effectively.

Following are the 2011-2015 Regional Conservation Plans' long-term goals:

1. Secure *core conservation areas* that effectively conserve *biodiversity* priorities within the Islands Trust Area and within individual local trust areas or island municipalities
2. Investigate the protection of biodiversity priorities on lands outside of core conservation areas, including *working landscapes*
3. Work with partner organizations to conserve marine ecosystems and habitats
4. Work with the Islands Trust Council, local trust committees and island municipalities to implement and accentuate Regional Conservation Plan goals and objectives within official community plans and land use bylaws
5. Promote community participation in conservation within the Islands Trust Area through effective stewardship and management of private lands, information sharing and support of conservation education
6. Support and enhance the work of conservation partners working in the Islands Trust Area
7. Monitor and manage existing Islands Trust Fund conservation areas to maintain and enhance existing biodiversity and cultural features, with the understanding that ecosystems are continuously in a state of change.

The planning and development of envisioned greenways, waterfront access and amenities identified in the Denman Parks and Greenways Master Plan will need to take into consideration sensitive ecosystems and conservation priorities identified in the 2011-2015 Regional Conservation Plan.

2.3 Comox Valley Regional District

2.3.1 Regional and Community Park Authority

The authority to establish a regional park service was initially created under the *Park (Regional) Act*. This Act was repealed when the *Local Government Act* (LGA) allowed regional districts to convert its regional park service to one exercised under the authority of a bylaw (Section 774.2). The CVRD has established a community parks function for each of its electoral areas. The authority for this function is found in the Regional District's Letter Patent, under which the CVRD may acquire, develop, operate and maintain community parks. Adopted June 25, 2001 and to be amended in fall 2011 to expand the scope of the service to greenways, the "Denman and Hornby Islands Community Parks and Greenways Service Establishment Bylaw No. 2253, 2000," enables the regional district to plan for, acquire and develop parks and greenways on Denman Island.

2.3.2 Electoral Area 'A' Greenways Plan

Although the existing CVRD electoral area 'A' greenways plan does not encompass Denman and Hornby islands, some of the goals were worth considering in the preparation of this plan:

- ◆ Preserve creeks, streams, estuaries as a valued ecological resource for the future;
- ◆ Maintain non-motorized access to creeks, streams, estuaries and in highly sensitive areas minimize public access;
- ◆ Protect existing bird nesting sites;
- ◆ Protect outdoor heritage and aesthetic resources;
- ◆ Enhance waterfront access, for example, signage indicating beach access points;
- ◆ Improve ecological diversity through protecting ecological corridors;
- ◆ Create an ecological and recreational greenway system to link communities, public lands and parks;
- ◆ Add value to the community through the implementation of a greenway system;
- ◆ Provide educational opportunities to increase stewardship of the area's natural resources;
- ◆ Balance economic land use with conservation of environmentally sensitive areas and the provision for recreational amenities; and
- ◆ Seek partnerships in developing a greenway system.

2.3.3 Comox Valley Parks and Greenways Strategic Plan

The Comox Valley Regional District adopted a strategic parks and greenways plan for the Comox Valley portion of the regional district in March 2011. The park and greenway classifications in that plan are adopted here for consistency (see section 3.4).

The six goals identified through the planning process for the Comox Valley Parks and Greenways Strategic Plan resemble the goals and aspirations expressed by Denman Island residents during the planning process for the Denman Island Parks and Greenways Master Plan. Those goals are:

- ◆ Protect and connect native ecosystems over time
- ◆ Connect people to nature
- ◆ Link Communities with greenways
- ◆ Plan and manage parks in a proactive and responsive manner
- ◆ Form partnerships to achieve common goals

- ◆ Obtain certainty of land tenure

2.3.4 Comox Valley Sustainability Strategy

The sustainability strategy was received in February 2010 by the CVRD board as guideline for actions and decisions that will assist collective efforts to ensure the well-being of the citizens of the region and the environment. Among the objectives of the sustainability strategy are the following:

- ◆ Ensure widespread access to a variety of recreational parks and greenways.
- ◆ Shift transportation choices toward alternative modes of transportation [including pedestrian and cycling].

Specific actions associated with these objectives are listed as:

- ◆ Harmonize parks and greenways planning, land acquisition and other issues.
- ◆ Building on Comox Valley parks and greenways strategic plan, create a region-wide parks and trails network, linked by inter-community greenways, that balances the needs of people with the needs of wildlife.
- ◆ Where applicable, require new developments to include greenways that connect to a regional greenways network.
- ◆ Develop an online recreational greenways map integrating recreational trail and park information from all jurisdictions.
- ◆ Prioritize new capital spending on alternative modes of transportation and related infrastructure, such as ... bike lanes ... and pedestrian walkways, over vehicle infrastructure.
- ◆ Make pedestrian and cycling access a priority in the design or retrofits of existing or future bridge and road infrastructure, ensuring that road surfaces are designed and maintained to support cycling and pedestrians. (MOTI responsibility)

The CVRD's sustainability strategy sets targets for ecosystems protection and park creation. Implementation of the Denman Island parks and greenways master plan will contribute to achieving goal 5.4. "All citizens have access to recreational opportunities, objective 5.4.1.: Ensure widespread access to a variety of recreational parks and greenways."

Integration of the parks and greenways master plan with the Denman Island OCP will support implementation of the following specific actions under goal 5.4.:

- b. Create a region-wide parks and trails network linked by inter-community greenways that addresses social and ecological needs.
- c. Where applicable, require new developments to include greenways that connect to a regional greenways network.
- e. Pursue opportunities to jointly acquire land to meet park needs in municipal and electoral areas.

Finally, the parks plan contributes to the achievement of the 2020 target of 60 percent of residents living within 400 metres (5 minute walk) of a greenway or walkway and a dedicated cycling route that connects them to town centres, jobs and community services.

2.4 Interagency Cooperation

2.4.1 Parkland Dedication

The CVRD is the local authority to accept parkland dedicated at the time of subdivision or money in lieu of land. Because the responsibility for planning rests with the Islands Trust and the responsibility for parks and greenways with the CVRD, close cooperation between the two authorities is essential when parks are created at the time of rezoning or subdivision.

2.4.2 Protocol Agreement between the CVRD and the Islands Trust

In 1997, the then Comox-Strathcona Regional District and the Denman Island Local Trust Committee signed a protocol agreement that specified the nature in which the two parties would communicate, share information and coordinate activities. The agreement was updated in early 2011 and was signed by both parties in June 2011. The updated agreement commits the two parties to meeting a minimum of once per year to discuss and coordinate activities in areas where responsibilities overlap and/or are closely intertwined. The protocol agreement states:

“The parties agree to coordinate activities within the local trust areas/electoral areas including but not limited to such matters as:

- (a) community planning
- (b) park planning and parkland acquisition
- (c) servicing arrangements; and
- (d) bylaw enforcement where both parties participate in joint enforcement processes to effectively control situations where one or both parties’ bylaws are being contravened, including consideration of cost sharing undertakings.”

2.5 General Parks and Recreation Overview

2.5.1 Current Trends in Parks and Recreation

A study entitled “Trends in Parks and Recreation” (2008), posted on the Lifestyle Information Network <http://lin.ca/resource-details/10346>, provides information and insight into national trends in recreation and leisure activities. Some of the findings are:

- ◆ The growing age group of 65+ has the most leisure time.
- ◆ An increase in the number of active older adults will entail a shift to more informal, casual and self-scheduled activities and a demand for more arts and cultural activities and life-long learning opportunities.
- ◆ The World Health Organization estimates that obesity rates worldwide will increase by 50% over the next 6-7 years.
- ◆ Women, low-income adults, and older adults are less likely to be physically active than other demographic groups.
- ◆ The higher the income level, the greater the participation in recreational activities.
- ◆ Participation in organized sports is declining.
- ◆ The importance of environmental protection is increasingly recognized by society.

*The most popular
activities for
adults are
walking and
gardening.*

- ◆ There is a greater emphasis on the “development” of passive park space, which can include woodlots, grasslands, flower gardens, civic gathering spaces, natural and constructed wetlands, bioswales, etc.
- ◆ Providing naturalized park spaces (maintaining a site in its natural state or returning a site to its natural state) is becoming more popular and is consistent with many of the principles of environmental stewardship.
- ◆ There is a trend to providing smaller park spaces or parkettes, mainly for neighbourhood use and enjoyment.
- ◆ Walking, soccer, bicycling, swimming, running/jogging, skateboarding and basketball are popular activities for children and youth.
- ◆ BMX/trick cycling has become a growth area in recent years.
- ◆ The most popular activities for adults are walking and gardening.
- ◆ Special events and festivals create a sense of local pride, encourage people to leave their homes, and offer a greater variety of leisure activities.
- ◆ Outdoor activity represents a growing market in the leisure sector, including nature study, hiking and walking, and eco-tourism.
- ◆ Trails and pathways are a cost-effective way to provide year-round use for all age groups and to promote physical activity.

The trends described in the above-noted study bear out findings contained in the earlier (2006) Strategic Plan for the Parks and Recreation Sector in B.C. located on the website http://bcrpa.bc.ca/about_bcrpa/documents/Trends.pdf.

2.5.2 General Recommendations

After looking at the trends in parks and recreation, the Trends in Parks and Recreation 2008 study offers a number of recommendations, suggestions and insights:

- ◆ Create more opportunities for active living and casual and unstructured activities.
- ◆ Consider adopting a multi-use approach to trails and sports fields.
- ◆ Active transportation systems⁵, particularly walking and cycling, are a major contributor to individual and community health and should be considered a priority.
- ◆ There will be continued demands for safe and inviting places for active transportation activities.
- ◆ There is a growing interest in learning about local and regional flora and fauna.
- ◆ With a heightened interest in nature and the environment, stewardship activities, interpretive programs, signage and environmental education are popular.

Adopt a multi-use approach to trails.

⁵ Active transportation is generally understood to mean non-motorized.

3.0 DENMAN ISLAND INVENTORY

3.1 Land Base

3.1.1 Denman Island Snapshot

Denman Island has an area of 51.03 km² (5,103 hectares). It is linked by ferry to Buckley Bay on Vancouver Island and to Hornby Island.

Almost half of the Island – 48% – falls with the Agricultural Land Reserve (ALR). While large portions of these have been cleared, only a relatively small portion is used for agricultural production.

Based on the Islands Trust's Sensitive Ecosystem Mapping (SEM), there appears to be very little old growth or woodland areas on Denman Island. There are, however, pockets of older forest and older second growth, as well as substantial areas with tree cover.

There are also significant streams and wetland areas scattered over the Island as well as two significant lakes, Chickadee Lake and Graham Lake.

3.1.2 Ecosystems Mapping

The joint federal/provincial Sensitive Ecosystems Inventory (SEI) mapping identifies a wide range of ecosystems that need protection. The more-recently developed provincial Terrestrial Ecosystem Mapping (TEM) was used to create the SEM for Denman Island.

The SEM, while not as comprehensive as the SEI which covers all land areas, was created specifically for the islands within the Islands Trust's jurisdiction and was used in the creation of the ITF's Regional Conservation Plan. This system was used in the development of Table 3-3, Representation of Natural Ecosystems.

3.1.3 Protected Areas Network

Denman Island Ecosystem-Based Assessment, completed in 1998 by Silva Ecosystem Consultants Ltd. and known as the Silva Report, looked at large blocks of privately-held timber lands on Denman Island and examined extensively forestry land in the northern half of Denman. As stated, this report "outlines a proposed Protected Areas Network (PAN) to maintain landscape level connections and ecosystem health across Denman Island." Lands identified on mapping included in the report provide considerable help in identifying ecosystems and cultural features that could be protected and/or incorporated into the parks or greenways system.

3.1.4 Denman Island Land Values

Land values on Denman Island have increased substantially over the past decade. To get some perspective on bare land values, listing prices for unimproved land were reviewed during the summer of 2010. Waterfront properties ranged from \$70,080/ha. (\$28,361/ac.) for a large parcel to \$3,081,886/ha. (\$1,247,222/ac.) for a small lot on East Road. A lot on Graham Lake was listed at \$236,297/ha. (\$95,628/ac.). Non-waterfront properties ranged from \$31,103/ha. (\$12,587/ac.) for a very large parcel to \$98,970/ha. (\$39,980/ac.) for a 4-ha. lot.

3.1.5 Denman Island Parks and Greenways Master Plan

The development of this master plan provided an opportunity to consolidate information from various sources, to determine the wishes and priorities of the residents of Denman Island, and to recommend a strategy for implementation. Perhaps the most important goal of this plan is to establish a forum for the CVRD, the Islands Trust, ITF, DCA, MOTI, BC Parks and other major land owners, as well as local residents, to work collaboratively to achieve the community's vision of a comprehensive parks and greenways network.

The goal is to establish a forum for agencies and local residents to work collaboratively to achieve the vision.

3.2 Parks, Reserves and Other Protected Areas

This section provides general descriptions of all publicly-owned land on Denman Island, privately-owned protected areas and lands that have been identified for protection. Specific descriptions of individual parcels are contained in Table 3.1 below.

3.2.1 Provincial Lands

Until recently, the amount of provincial Crown parkland on Denman was relatively small, in comparison with that on other major islands in the Trust Area. A number of large and smaller parcels were held by MOTI, the Ministry of Agriculture and Lands (MAL) and the Ministry of Environment (MOE), the latter through BC Parks. Of particular importance are the three provincial parks: Sandy Island Marine Park, Fillongley Park and Boyle Point Park. These three parks encompass 180 hectares.

In October 2010, as part of a public-private partnership, the Province transferred 258 hectares of Crown land to protected area. The development rights from the Crown land were transferred to North Denman Land Inc. for future residential development purposes on their private lands on the northern half of the island. In return, the company contributed a further 492 hectares of parkland on the north island and made a cash contribution – made possible through a third-party carbon offset agreement with ERA Carbon Offsets Ltd. and the Forest Carbon Group.

The lands acquired through this partnership are owned by the Province and were designated as provincial park. Management plans will be completed once their ecological values and recreational opportunities have been identified and assessed. They include Chickadee Place, the Chickadee Lake Catchment, Forestry Lookout, the Pickles Marsh/Beaver Pond Catchment, the Southwest ¼ of Section 22, McFarlane Road, Boyle Point Park Addition, Morrison Marsh North End and Remainder and Eagle Rock.

3.2.2 Comox Valley Regional District Community Parks

The CVRD owns four parks that it classifies as community parks on the Island. These are:

- ◆ Bill Mee Park, a 1.34-hectare community recreation park on the eastern shore of the Island, has a boat launch and parking lot.
- ◆ McFarlane Park is a small community nature park and wildlife viewing area.



Figure 3: Bill Mee Park

- ◆ Stanehill Park is a small .205-hectare community nature park accessed from Stanehill Road or Greenhill Road with an interpretive loop trail and signage developed thanks to local residents' efforts.



Figure 4: Denman Island Young Naturalists visit Stanehill Park

- ◆ The CVRD received the donation of a 1.2-hectare community park at “The Point” known as Morning Beach Park, at the northern end of Komos Bluffs.

3.2.3 Denman Community Park

The Denman Island OCP lists one community park, Centennial Park, located adjacent to the community hall in Denman Village. This park is owned and managed by Denman Island Recreation Commission Society (DIRCS). It includes a children's playground and tennis courts. These facilities are augmented by a soccer field and baseball diamond on the adjacent school grounds.



Figure 5: Centennial Park

3.2.4 Islands Trust Fund Lands

The ITF, a regional conservation land trust established in 1990, holds three nature reserves on Denman Island. Nature reserves differ from nature parks in that the prime purpose of nature reserves is conservation and the protection of values and features of significance on those properties. Acceptable uses within nature reserves include walking, bird-watching and the quiet appreciation of nature. Any uses that could reasonably pose a threat to vegetation, wildlife or wildlife habitat are not acceptable within nature reserves.⁶



Figure 6: Morrison Marsh

3.2.5 Island Trust Lands

Although it is not classified as a park or protected area, the Old School property on Denman Road, owned by the Islands Trust Council, is used for community activities and recreation.

⁶ Lindsay Dickson Nature Reserve Management Plan, p. 24; Morrison Marsh Nature Reserve Management Plan, p. 7

3.2.6 Denman Conservancy Association Lands

The Denman Conservancy Association was founded in 1991 by a group of volunteer community members who came together with the goal of preserving unique, environmentally sensitive and historically important parcels of land on Denman Island, B.C.⁷

The DCA owns the following properties:

- ◆ Central Park is a 59.5-hectare parcel in the middle of the Island accessed by Denman Road. This park contains both multi-use trails and pedestrian paths.
- ◆ Settlement Lands, two parcels with a combined area of 63.54 hectares on both sides of Central Road, lying immediately north of Inner Island Nature Reserve.
- ◆ Winter Wren Wood, a 2.5-hectare forested property with a conservation covenant held by the ITF, has a nature trail through it.

The DCA holds conservation covenants on Morrison Marsh Nature Reserve and Lindsay Dickson Nature Reserve while the Nature Conservancy of Canada holds a conservation covenant on the Inner Island Nature Reserve. All three are managed by the DCA:

- ◆ Morrison Marsh Nature Reserve, a 51.73-hectare parcel with third-growth Douglas-fir trees, rock bluffs and the headwaters of Denman's largest marsh, was acquired through the cooperation of the DCA and an anonymous donor.
- ◆ Inner Island Nature Reserve, a 9.4-hectare property, was donated to the Trust Fund by the DCA.
- ◆ Lindsay Dickson Nature Reserve, a 52.4-hectare property with old growth forest and beach frontage, was acquired through joint efforts by DCA and the Province.

In addition, DCA holds conservation covenants on Railway Grade Marsh in the new provincial park and on private lands at Chocolate Bluff and Komas Bluffs.



Figure 7: Winter Wren Wood

⁷ <http://www.denmanconservancy.org/>

Table 3-1: Current Parks, Greenways, Nature Reserves and Crown Lands Inventory

Park/Reserve/ Conservation	Description/Use	Land Status	Mgmt/ Maintnc.	Area (Ha.)
Beaver Pond, Lot 1	Adjacent to and separating two portions of Inner Island Nature Reserve, contains fish, bird sanctuary, marsh, beaver pond and swans, connected to SW ¼ Sec. 22. Accessed by Pickles Road.	BC Parks	BC Parks	23
Bill Mee Park	Waterfront park located on Lambert Channel, on the northeast edge of Boyle Point Park, contains public boat-launch ramp, breakwater, picnic tables, toilet, parking for cars and trailers. Accessed by East Road.	Crown land, leased by CVRD	DIRA Boat Ramp Cmttee/ CVRD	1.34
Boyle Point Park	Provincial park located at the south end of Denman Island, hiking and walking trails, southern tip overlooks Chrome Island lighthouse.	BC Parks	Caretaker/ BC Parks	125
Boyle Point Park Addition	Former gravel reserve land, added to provincial parkland.	BC Parks	BC Parks	63.1
Centennial Park	Community park located in Denman Village adjacent to the community hall, used for outdoor sports and other activities.	DIRCS	DIRCS	0.993
Central Park	Logged around 2000, young forest is predominantly Coastal Douglas fir, two long wetlands, contains both multi-use and pedestrian trails, creates a central link in the proposed Protected Area Network. Accessed from Denman Road.	DCA	DCA	59.49
Chickadee Lake Catchment	Wetland/marsh area located immediately south of Chickadee Lake, identified in PAN and SEL, contains trails, older and second-growth forest.	BC Parks	BC Parks	65.08
Chickadee Place	Western shore of Chickadee Lake, Held by MOTI, to be closed as road and transferred to MOE with park status. Access from Lake Road not open.	BC Parks	BC Parks	7.6
Chocolate Bluff	Conservation covenant on property owned by Denman Island Chocolate Ltd. along the crest of a bluff overlooking Baynes Sound, held by DCA.	Denman Is. Chocolate	DIC/DCA	1.7
Chrome Island	Located south of Boyle Point Park, accessible only twice annually at the lowest tides of the year, hosts lighthouse and ancient aboriginal petroglyphs.	Federal Coast Guard	Federal Coast Guard	0.81
Danes Creek North (The Point)	Wetland complex, primarily regenerating forested swamp with a distinct Labrador tea bog complex in northern portion, conservation covenant held by DCA.	Private	Private/ DCA	5.6
Danes Creek	A fairly flat depression on the north end of Denman Island. A mix of	Private	Private /	12.4

Park/Reserve/ Conservation	Description/Use	Land Status	Mgmt/ Maintnc.	Area (Ha.)
South	wetland pockets with seepage water from the Quadra sands and treed areas on slightly higher ground. Conservation covenant held by DCA.		DCA	
Deep Swamp	Return to Crown, north end of Valen's Brook, accessed by Woodham Road right-of-way.	Crown Land		n/a
Eagle Rock	Off east coast of Boyle Point Park, haul-out rock for seals and sea lions. Accessed only by foot at low tide.	BC Parks	BC Parks	0.5
Fillongley Park	Provincial park located on east side of Denman, bisected by Beadnell Creek, contains walking trails and wheelchair-accessible path, public campground on waterfront.	BC Parks	BC Parks	23
Forestry Lookout	Small parcel with no legal public access, however, trails through adjacent property lead to lookout.	BC Parks	BC Parks	2.0
Inner Island Nature Reserve	Significant wetland surrounded by Coastal Douglas fir and Western Red cedar forest. Acquisition by ITF facilitated by DCA. Conservation covenant held by the Nature Conservancy of Canada. Accessed from Pickles Rd.	Island Trust Fund	ITF/DCA	9.4
Komas Bluffs	Bluffs on northeast side of the island contain a mix of ecologically sensitive features – rock and sediment coastal cliffs, old growth, older second growth, wildlife habitat. Conservation covenant held by DCA, no public access.	Private	Private/ DCA	41
Lindsay Dickson Nature Reserve	Diverse preserve of habitat, rare plants, old growth, wetland areas, trails and beach; Reserve is comprised of two parcels, one covenanted for agriculture use, the other for conservation, held by DCA. Access from Corrigan Rd. and East Rd.	Island Trust Fund	ITF/DCA	52.4
McFarlane Park	Small landlocked inactive park, categorized as community nature park.	CVRD	CVRD	0.18
McFarlane Road	Parcel with trails, low native vegetation diversity, moderately large tract of older forest and known archaeological/historical feature, protected as conservation land	BC Parks	BC Parks	15.05
Morning Beach Park	Located on northeast coast, contains former steep rope trail to beach. Land donated by developer to the CVRD.	CVRD	CVRD/ DIRA parks cmtee	1.2
Morrison Marsh Nature Reserve	Southern section and headwaters of Denman Island's largest marsh, contains third-growth Douglas-fir, rock bluffs, trails, numerous bird and animal species. Conservation covenant held by DCA. Accessed by Greenhill Road.	ITF	ITF/DCA	50.5
Morrison Marsh North End	Located at the north end of Morrison Marsh, on the south side of McFarlane Road, entirely under water, protected as conservation land for	BC Parks	DUC (mgmt in	2.25










Park/Reserve/ Conservation	Description/Use	Land Status	Mgmt/ Maintnc.	Area (Ha.)
	waterfowl.		transition)	
Morrison Marsh Remainder	Connecting wetland area between Morrison Marsh North End and Morrison Marsh Nature Reserve.	BC Parks	BC Parks	21.3
New provincial park (to be named)	Lands dedicated to the Province as part of the rezoning and subdivision of the North Denman Lands property. Contains some ALR land.	BC Parks	BC Parks	492
Old Quarry Site	Former sandstone quarry, contains known provincial historical feature, low native vegetation. Accessed from Denman Road, opposite Pickles Road.	BC Parks	BC Parks	.098
Railway Grade Marsh Complex	Covenanted portion of land includes sphagnum bog, peat-moss and common cattails, conservation covenant held by DCA.	BC Parks	BC Parks/DC A	31.5
SW ¼ Sec. 22*	Adjacent to Beaver Pond (Lot 1), contains trails, second-growth forest, wildlife and high level of plant diversity, recently designated as park by the Province. Accessed by Pickles Road.	BC Parks	BC Parks	64.59
Sandy Island Marine Park	Off northern tip of Denman, contains Tree Island and the Seal Islets, provincial marine park since 1966. Accessed most easily by boat or kayak, by foot only on tide of 3 m (10 ft.) or lower.	BC Parks	BC Parks	32
Settlement Lands	Located on both sides of Central Road, southern portion of which is adjacent to the Inner Island Nature Reserve and contains Pickles Road wetland. One of the homes of Taylor's Checkerspot butterflies.	DCA	DCA	63.141
Stanehill Park	Small local mini-park, adopted by the community and converted into an educational/recreational park. Accessed from Stanehill Place and Greenhill Road.	CVRD	CVRD / DIRA parks cmiteec	.205
Winter Wren Wood	Property fronts on Chickadee Lake, contains interpreted walking trail and small parking area. Conservation covenant held by the ITF.	DCA	DCA/ITF	2.5
Total Park, Reserve and Conservation Land <i>[does not include Deep Swamp]</i>				1,270.93

3.3 Landscape Classifications

The parks, nature reserves, green space and Crown lands described in Table 3.1 above can be classified according to their dominant ecosystem or function. Such an analysis is pertinent to this Parks and Greenways Master Plan because of the Islands Trust's goal "to preserve and protect the Trust Area and its unique amenities and environment".⁸ The residents of Denman Island have demonstrated a desire to protect the island's amenities and natural ecosystems through a variety of methods, including the use of conservation and restrictive covenants, voluntary stewardship agreements, parkland dedication, nature reserves, conservation and restoration efforts, and education.

The Islands Trust lists natural ecosystems, those "landscape units with little or no human development"⁹, and modified ecosystems or "areas where there is human development or disturbance evident throughout the landscape".¹⁰

Table 3–2 Natural Ecosystems

	Old forest (OF): structurally complex stands comprised mainly of shade-tolerant tree species > 250 years old. Under storey includes snags, woody debris in all stages of decomposition and a fully developed moss layer.
	Mature forest (MF): usually conifer-dominated, occasionally deciduous, dry to moist forest types with stands 80 to 250 years of age.
	Woodland (WD): dry open forests, generally between 10% to 30% tree cover, can be dominated by Douglas-fir, Garry-oak or arbutus stands. Because of open canopy, will include non-forested openings, often with shallow soils and bedrock outcroppings.
	Herbaceous (HB): non-forested ecosystems (less than 10% tree cover), generally with shallow soils. They include natural grasslands, bedrock outcroppings, large openings within forested areas, spits, dunes and shorelines vegetated with grasses and herbs.
	Riparian (RI): adjacent to lakes, streams and rivers characterized by plant communities and soils that are dependent on moisture. They occur where seepage exists and can vary in width from a few metres to over 100 metres.
	Wetland (WN): areas saturated or inundated with water for long enough periods of time to develop vegetation and biological activity adapted to wet environments. This may result from flooding, fluctuating water tables, tidal influences or poor drainage conditions.
	Cliff (CL): steep, vertical or overhanging rock faces. Includes coastal cliffs with marine interaction and inland cliffs. Soil is limited to bedrock fissures and ledges.
	Lacustrine (LC): freshwater ecosystems such as lakes and ponds with portions that are deeper than 2 metres. Not specific to terrain or elevation.
	Littoral (LT): marine influenced such as mudflats and beaches where total vegetated cover is less than 5% of the surface area.

⁸ *Islands Trust Policy Statement*, Consolidated – April 2003, p. 5

⁹ <http://www.islandstrust.bc.ca/lup/map/ecosystem.cfm#methods>

¹⁰ ITEM legend

The natural ecosystems in the Islands' Trust area, and on Denman Island specifically, are usually remnant fragments of what once were much larger ecosystems. Natural ecosystems are commonly classified into the nine broad categories listed in table 3-2 above.

Denman Island's protected areas system includes all of the nine natural ecosystems listed. None of the protected areas are homogenous in nature but include a variety of natural ecosystems. Table 3-3 identifies, in general terms, the natural ecosystems found in each of Denman Islands protected areas. For more detailed information, the Island Trust Funds' regional conservation mapping should be consulted.

*None of the island's
protected areas are
homogenous in
nature but include a
variety of natural
ecosystems.*

Distribution of Natural Ecosystems

	OF	MF	WD	HB	RI	WN	CL	LC	LT
		♦			♦	♦		♦	
			♦	♦					♦
	♦	♦		♦	♦	♦	♦		♦
		♦			♦				
soccer field)									
			♦		♦	♦			
ent		♦			♦			♦	
		♦			♦				
			♦				♦		
				♦			♦		♦
South					♦	♦			
		♦	♦		♦	♦		♦	
		♦	♦	♦	♦		♦		♦
erve		♦			♦	♦			
		♦					♦		
Reserve	♦	♦	♦	♦	♦	♦			♦
			♦		♦				
		♦			♦				♦
Reserve		♦	♦	♦	♦	♦	♦	♦	
nd		♦			♦	♦			
der		♦			♦	♦		♦	
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3.4 Parkland Classifications

This plan analyzes Denman Island’s park lands and green spaces according to the CVRD’s classification of park and greenway types. One of the purposes of classifying all – not just regional – parks and greenways on Denman Island is to help the community to determine where there are gaps in the Denman Island park system. Residents can then decide if they wish to attempt to fill some of those gaps – and how.

3.4.1 Coastal Recreation Parks

These parks focus on providing water-based recreation opportunities. Bill Mee Park is an example of a coastal recreation park.

3.4.2 Nature Parks

Nature parks are to conserve natural features of regional significance and provide opportunities for passive recreational activities such as hiking, biking, horseback riding and nature study. Nature parks are typically large parks with extensive trail networks. However, smaller parks may also be classified in this category if they include sensitive environmental features.

3.4.3 Community Parks

Community parks are intended to provide recreation opportunities for nearby residents and increase the walkability of neighbourhoods by providing short trail connections to schools, community centres and commercial centres. Typically, community parks range from 1 to 5 hectares in size.

While the CVRD classifies all regional parks on Denman Island as community parks, the park that best fits this description is Centennial Park in Denman Village.

3.4.4 Beach Accesses

These lands are established on road rights-of-way ending at the foreshore and provide access to popular beaches and coastal areas. Tenure to beach access rights-of-way is typically obtained by the regional district or another agency by permit or licence of occupation from MOTI.

Access to waterfront and particularly to a beach is highly desirable for many residents. The Provincial Approving Officer regularly exercises his right, under Section 75 of the *Land Title Act*, to require road access to bodies of water that are owned by the Crown. This has resulted in 49 road rights-of way on Denman Island that provide access to the waterfront. A large number of these rights-of-way or road ends have not been cleared or constructed; however, all are shown on Denman Island OCP Schedule F in the following locations:

*Nature parks
conserve natural
features of regional
significance and
provide opportunities
for passive
recreational
activities such as
hiking, biking,
horseback riding and
nature study.*

West Side

- ◆ Runkle Road
- ◆ Gladstone Road
- ◆ Whitney Road
- ◆ Kodak Road
- ◆ Lance Road
- ◆ Dunn Road
- ◆ McNabb Road
- ◆ Scott Road
- ◆ Piercy Road
- ◆ Kirk Road
- ◆ Denman Road West
- ◆ Kelsey Road
- ◆ Dustin Road
- ◆ Tronson/Dixon Road
- ◆ Westcliffe Road
- ◆ Eastcliffe Road
- ◆ Glen Ghorm Road
- ◆ Millard Road
- ◆ Lacon Road North
- ◆ Lacon Road South
- ◆ McFarlane Road West
- ◆ Largo Road
- ◆ Tanner Road
- ◆ Plett Road
- ◆ Hinton Road
- ◆ Dusty Road

- ◆ Repulse Road
- ◆ Reginald Drive

East Side

- ◆ Radcliffe Road
- ◆ Beadnell Road
- ◆ Mabel Road
- ◆ Janet Road
- ◆ Denman Road East
- ◆ Corrigan Road¹¹
- ◆ East Road #1
- ◆ East Road #2
- ◆ East Road #3
- ◆ Owl Crescent¹²
- ◆ East Road #4
- ◆ McFarlane Road East
- ◆ East Road #5
- ◆ Cokely Road
- ◆ East Road #6
- ◆ Gravelly Bay #1
- ◆ Gravelly Bay #2
- ◆ Sea Lion Road
- ◆ Sole Road
- ◆ Capri Road
- ◆ Boyle Point Road

In some cases, the community may decide that certain road ends are more appropriately designated for ecosystem protection and conservation. Where road ends are suitable for public access to the waterfront, MOTI has a “*policy for use of rights-of-way that provide access to water*” that accommodates public uses under certain conditions. Maintaining access to water, and limiting costs and liability to the province, are the policy’s primary considerations. Proposals for improvements are considered with these and other provincial interests affected in mind.

The policy sets out guidelines for requests for beach access permits and their consideration and management. Considerations include partnering, maintaining availability for public use, not reducing public access to water, provincial liability requirements and assurance that interests of adjacent land owners, riparian areas and foreshore regulations have been addressed. MOTI will determine its level of involvement in providing improvements on a case-by-case basis and will not take on responsibilities that are not typical to MOTI or its maintenance contractors. The policy notes that retention of

*Access to waterfront
and particularly to a
beach is highly
desirable for many
residents.*

¹¹ Corrigan Road access is not shown on the conceptual parks plan map in appendix 1 as regional district mapping does not show a road dedication to the water in that location and no trail appears to exist.

¹² Owl Crescent is not a dedicated road right-of-way but a trail leads to the waterfront in that location.

public access to the water is paramount, therefore encroachments are discouraged.

3.4.5 Ecological Greenways

Ecological greenways protect aquatic habitat corridors, fisheries sensitive areas, upland habitat corridors including eagle and heron nest sites, and biodiversity corridors. Although their prime function is to provide wildlife, fish and wildfowl habitat and travel or migration corridors, ecological greenways may contain trails.

3.4.6 Recreational Greenways

Recreational greenways are linear parks for the use of walkers, cyclists and, in some cases, for equestrians. They may connect natural areas or communities to each other or communities to natural areas. Often, recreational greenways are multi-use. There are currently no recreational greenways/linear parks on Denman Island.

A number of planned or potential recreational greenways have been identified for Denman Island. These include a trail along Northwest Road to Morning Beach Park, an east-west greenway in the Denman Road right-of-way or within the Lacon and McFarlane road rights-of-way. A trail within the Lacon Road right-of-way, starting at Denman Road, was started a number of years ago and extended approximately 500 metres on the west side of the road.

3.4.7 Conservation Park/Area

This category recognizes the need to protect rare or endangered species and their habitat and/or rare and endangered plant communities on the island. In recognition of their ecological sensitivity and to ensure their long-term integrity, these areas may provide limited access to people. For example, a sensitive wetland may include a viewing platform on one end but no trail around the wetland.

Denman Island's sensitive areas are identified and described in Schedule D to the OCP. Many of them are protected through one of three development permit areas that are designated for the protection of the natural environment and shown as DPA nos. 2 and 3 in Schedule E, map 1 and DPA no. 4 in Schedule E, map 2.

Environmentally sensitive areas have also been identified in the Island Trust Fund's Regional Conservation Plan and sensitive ecosystem mapping (SEM), as well as in the works of local residents, for example DCA's Central Park Vision and, for the northern part of the Island, the Silva Report's Protected Areas Network. These include:

- | | |
|-------------------------------|----------------------------------|
| ◆ Beadnell Creek | ◆ Lindsay Dickson Nature Reserve |
| ◆ Beaver Pond | ◆ Morrison Marsh |
| ◆ Central Park | ◆ Pickles Marsh, |
| ◆ Chickadee Lake | ◆ Railway Creek and Marsh |
| ◆ Danes Creek | ◆ Settlement Lands |
| ◆ Inner Island Nature Reserve | ◆ Winter Wren Wood |

Conservation areas may or may not have conservation covenants on them. Areas with conservation covenants on Denman Island include Danes Creek, Railway Grade Marsh, Komas Bluffs, Chocolate Bluff, Morrison Marsh North End, Winter Wren Wood, and the three nature reserves – Lindsay Dickson, Inner Island and Morrison Marsh.

Some of the covenanted areas are part of a larger parcel of land. This demonstrates that the entire parcel need not carry a single designation. Similarly, within conservation areas, it is not uncommon to have a number of designations or ‘zones’ to allow for different intensities of use within a protected area. The appropriate management approach and intended use for each zone can be identified in the management plan for the area.

Table 3-4 below illustrates the classification of Denman Island parks, protected areas and green space based on the types described in this section. It is acknowledged that other agency’s parks classification system does not neatly fit the CVRD’s system. Nature reserves may fit in either the ecological greenway or conservation area/park classification depending on the purpose and permitted uses identified in the reserves’ management plans.

Table 3-4: Type of Park or Greenway

Park	Coastal Recreation	Nature Park	Community Park	Beach Access Park	Ecological Greenway	Recreational Greenway	Conservation Area
Beaver Pond (Lot 1)					◆		◆
Bill Mee	◆		◆				
Boyle Point		◆					
Boyle Point Add.		◆					
Centennial			◆				
Central		◆					◆
Chickadee Lake Catchment		◆			◆		
Chickadee Place					◆		
Chocolate Bluff							◆
Chrome Island							◆
Danes Creek North							◆
Danes Creek South							◆
Deep Swamp							
Eagle Rock							◆
Fillongley	◆	◆					
Forestry Lookout							
Inner Island N.R.		◆			◆		◆
Komas Bluffs							◆
Lindsay Dickson N.R.		◆					◆
McFarlane Park			◆				
McFarlane Road							
Morning Beach	◆		◆				
Morrison Marsh Nat.Res.		◆			◆		◆
Morrison Marsh North		◆			◆		◆
Morrison Marsh Rem.		◆			◆		
New Provincial Park		◆					
Old Quarry							◆
Pickles Marsh					◆		
Railway Grade Marsh		◆			◆		◆
Sandy Island	◆	◆					
Settlement Lands							◆
Stanehill			◆				
Winter Wren Wood		◆			◆		◆

3.5 The Trails Network

3.5.1 Pedestrian Trails

Although there are no recreational greenways (linear parks) on Denman Island, there are a number of trails throughout the parks, nature reserves and Denman Conservancy lands. Trails that are accessible to the public are found within the following protected areas:

- ◆ Boyle Point Park
- ◆ Boyle Point Park Addition
- ◆ Central Park
- ◆ Chickadee Lake Catchment
- ◆ Fillongley Park
- ◆ Inner Island Nature Reserve
- ◆ Lindsay Dickson Nature Reserve
- ◆ McFarlane Road
- ◆ Morning Beach
- ◆ Morrison Marsh Nature Reserve
- ◆ Railway Grade Marsh
- ◆ Sandy Island Marine Park
- ◆ Stanehill Park
- ◆ SW 1/4 Section 22
- ◆ Winter Wren Wood
- ◆ A community-built trail on the north side of Denman Road from the Arts Centre in the Village to a point across from the Lacon Road intersection.

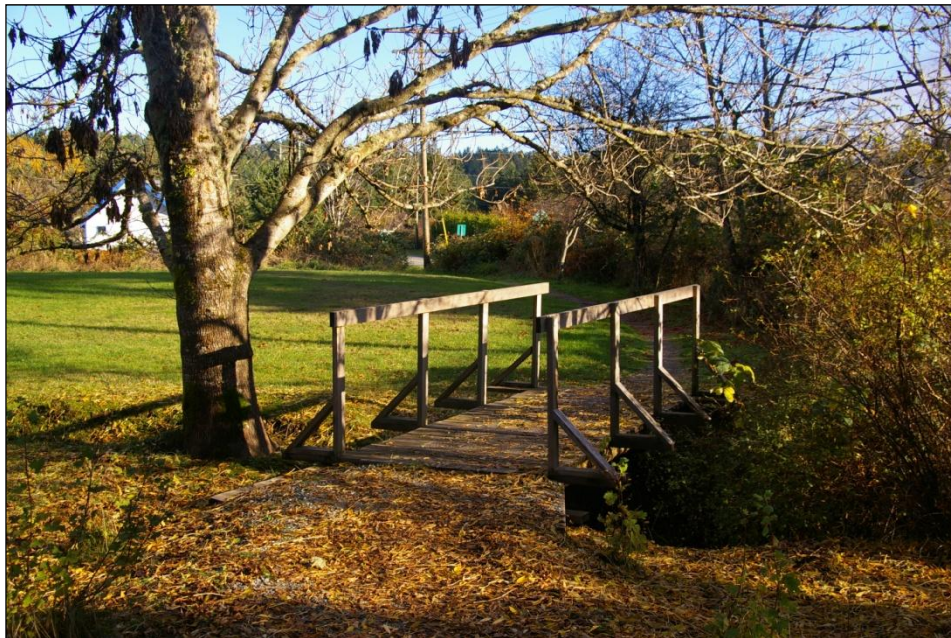


Figure 9: Community-built trail

3.5.2 Bicycle Trails

Central Park contains some of the few trails designated for bicycle use on the island. Most bicyclists use the island's roads, which have quite narrow travel surfaces.

3.5.3 Equestrian Trails

Horses are restricted to Central Park, SW ¼ of Section 22 and Boyle Point Park Addition, unconstructed road rights-of-way such as one along the south boundary of Lindsay Dickson Nature Reserve and private lands where the owners have consented.

3.5.4 Trails in the Agricultural Land Reserve

As noted above, a large portion of Denman Island lies with the Agricultural Land Reserve and falls under the jurisdiction of the Agricultural Land Commission (ALC). Protection of agriculture is a primary concern to the ALC, and trails are often viewed as intrusions into working agricultural landscapes. The ALC requires an application for a non-farm use in the ALR when a trail is proposed to be located within the ALR.

Every effort will be made to find alternative trail routes that go around rather than through agricultural land in order to avoid any potential conflicts. Where this is not practical, the CVRD will seek approval from the ALC for the proposed trail alignment and work with adjacent farmers and Ministry of Agriculture staff to minimize possible negative impacts of the trail on agriculture. The Ministry of Agriculture's *Guide to using and developing trails in ranch and farm areas*¹³ identifies guidelines for the location of trails within the ALR and design standards including signage, fences and vegetated buffers.

The ALC requires an application for a non-farm use when a trail is proposed to be located within the ALR.

The CVRD acknowledges that much of the privately held land in the Agricultural Land Reserve on Denman Island is not currently in agricultural production but may be so in the future. Consequently, planning for trail alignment will take into consideration current as well as potential future agricultural use of adjacent lands.

As most of the ALR land on Denman Island is privately owned, existing informal trails on these agricultural lands (as on any other private lands) should be used only with the owner's permission. It is acknowledged that future owners may not support the recreational use of their property and may close off informal trails. Landowners who wish to formalize trails over their property may work with the CVRD to align the trail to minimize impact on current or possible future agricultural operations and seek approval from the Agricultural Land Commission for a statutory right-of-way or easement for the trail corridor in the CVRD's favour.

3.5.5 Trails in Riparian Areas

Streams, lakes and wetlands are identified by the provincial *Riparian Areas Regulation* (RAR), adopted under the *Fish Protection Act*, as fish-supportive habitat or connections to streams. Riparian areas also support a variety of vascular plant, moss, amphibian and small mammal species. Most of these important ecological greenways are protected by Development Permit Area (DPA) designations in the Denman Island OCP.

¹³ Ministry of Agriculture and Lands. *A guide to using and developing trails in ranch and farm areas*. Available on the Agricultural Land Commission website at <http://www.alc.gov.bc.ca/>

DPA designations apply to the areas within 30 metres of the natural boundary of lakes, major streams and major wetlands, as shown on OCP Schedule E, Map 2, and within 10 metres of minor streams and wetlands. If Denman residents wish to locate a trail within a riparian area, a qualified environmental professional would first have to establish the Stream Protection and Enhancement Area (SPEA) and determine if and how a trail might be built without negative impact.

Section 9 of the *Water Act* and the *Water Regulation, Part 7* can potentially affect the location of parks and trails on the Island. Familiarity with their requirements is essential when engaging in work in and about a stream. They specify requirements that assure that work being done in and about a stream does not compromise water quality, fish and wildlife habitat and the rights of other water users. These statutes, along with other guidance material, can be found on the provincial [Water Stewardship Division, Ministry of Environment](#) website.

In addition to the above, additional authorizations from other agencies, for example Fisheries and Oceans Canada, under the *Federal Fisheries Act* and *Navigable Waters Protection Act*, may be required. A notification form must be submitted prior to starting proposed changes in and about a stream. Terms and/or conditions related to the protection of habitat may also be specified by a Habitat Officer. If the applicant agrees to all the requirements, including the Habitat Officer's terms and conditions, the works may proceed with the proposed changes without waiting for a formal response from MOE. Notifications received by regional offices of MOE will be used to plan and carry out on-site inspections and monitoring during and after the changes in and about a stream.

3.5.6 Trails within Road Rights-of-Way

MOTI is responsible for coordinating roads, road accesses and maintaining highways in safe condition on Denman Island. Any construction activity within a provincial highway right-of-way must have the approval of the Ministry. MOTI permits certain works to be constructed in the highway right-of-way where it is practical and safe to do so. A permit must be applied for and received from the Ministry before constructing any improvements.

A trail along the west side of Lacon Road, starting at Denman Road, was constructed a number of years ago and extends for approximately 500 metres.

4.0 DENMAN ISLAND POPULATION

4.1 Resident Population

The 2006 census data for Denman Island lists the population as 1,095, up 7.8% from 1,016 in the previous census. The population was evenly split between males and females.

Of the total number of residents, 955 – over 87% - were 15 years of age or older. Thus less than 13% of the population was under the age of 15. There were 235 children living at home on the Island at the time of the census. Approximately 16% of all residents – 175 people – were 65 or older.

The total number of private dwellings on the Island was 703, of which 527 – almost 75% - were occupied when the 2006 census was conducted. As noted earlier, Denman Island has a significant number of vacation or seasonal homes that are occupied mainly in the summer months.

4.2 Visitors to Denman Island

Denman Island does not experience the volume of tourism-related visits that Vancouver Island does. Nevertheless, traffic does noticeably increase during the summer months.

The only data are BC Ferries' tallies of ferry passengers to Denman Island; those going on to Hornby Island were eliminated. The chart below shows the total number of passengers on a monthly basis from April 2007 to March 2010. As can be seen, monthly passenger traffic is lowest in January and February, generally around 10,000. It starts to increase through the spring and peaks in the summer. It peaked in August 2007 at 18,031, in August 2008 at 17,392 and in August 2009 at 21,098.

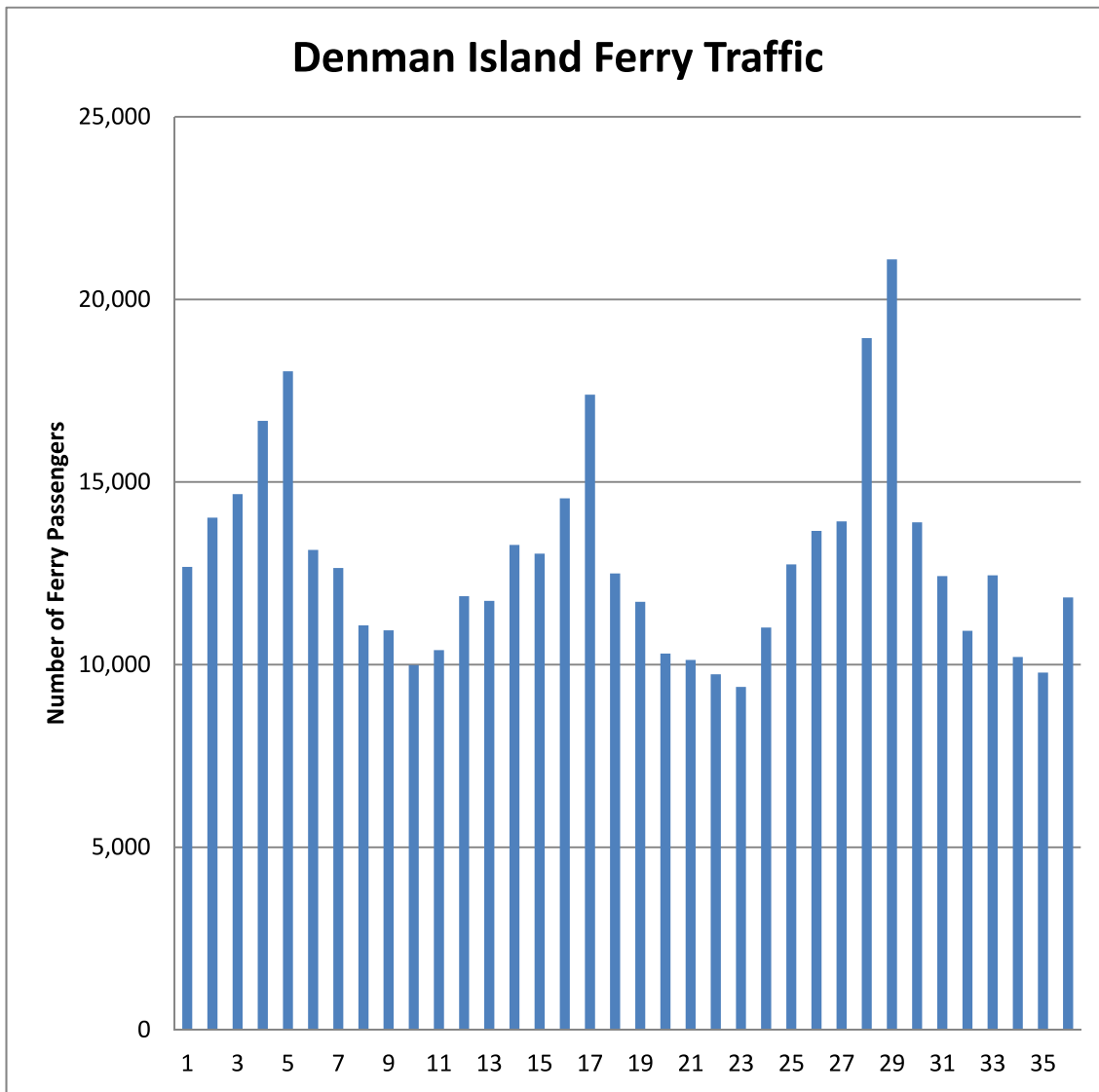


Figure 10: Monthly Passenger Trips from Buckley Bay to Denman Island for 36 Months
(April 2007 to March 2010)

5.0 COMMUNITY SURVEY RESPONSES

A four-page community survey was inserted in the *Island Grapevine* and distributed to Denman households in May 2010. The survey was also available on both the CVRD's and DIRA's websites. A total of 39 were completed and returned.

5.1 Parks

Based on responses received, Denman Island residents seem to feel somewhat content with the amount of parkland on the island, with 31% of respondents indicating neither satisfaction nor dissatisfaction. This group was followed by 28% who were very satisfied, 23% somewhat satisfied and 15% not satisfied with the number of parks on the island. The responses showed that, although all parks, Crown lands, DCA lands, ITF lands and even privately-owned lands are frequented, the most popular parks are Boyle Point, Fillongley and Central parks. Residents also use Bill Mee Park, Winter Wren Wood and Chickadee Lake and Graham Lake, a popular swimming and picnicking destination.

When asked for suggestions for possible additions to the current parks system, the survey solicited nine options (including 'other'). Nearly half of all respondents (49%) suggested nature parks with public access, 44% requested more oceanfront beach parks, and the same percentage suggested beach access trails. Viewpoints/lookouts and streamside parks were also felt to be good candidates for addition to the parks system. (Note, the percentages do not add up to 100 % since respondents provided more than one priority).

Additional comments stressed again and again the desire for a network of public multi-use trails so that residents could walk, cycle and horseback ride safely to all parts of the island.

5.2 Greenways

By far the most important type of greenway was considered to be connecting trails, as stated by 77% of respondents. This was followed by 51% in favour of hiking trails, 46% for wildlife/biodiversity corridors, 33% for beach access trails, 15% for streamside riparian corridors and 13% for waterfront trails.

The need for linking habitat corridors was mentioned – as well as the wish to retain the island's rural character and ambiance.

Specific requests included a cross-island ferry-to-ferry trail along major roads. Suggestions included utilizing dedicated but undeveloped road rights-of-way as trails; seeking easements from private landowners for trails along lot-boundaries; identifying, developing and signing road-ends that access the waterfront; and linking habitat and wildlife corridors.

Additional comments stressed again and again the desire for a network of public multi-use trails so that residents could walk, cycle and horseback ride safely to all parts of the island.

5.3 Trail Networks in Parks and Other Protected Areas

Trails all over the island – on both public and private land – are popular, and some, such as those in Central, Fillongley and Boyle Point parks, are very well used. That being said, however, 64% of survey respondents expressed dissatisfaction with the number of trails on the island. Twenty-six percent (26%) were content, while only 8% said they were satisfied. The trails most frequently used are in Central, Boyle Point and Fillongley parks as well as those in the nature reserves and those accessing Graham and Chickadee Lakes. Several respondents noted that very few trails are available to equestrians.

Specific requests included non-motorized multi-use trails, trails connecting trails and looping trails and creating a map of public trails on the island.

5.4 Amenities

Additional amenities were thought desirable by 53% of respondents, while 42% thought none are needed. Public washrooms – particularly in the Village area, at picnic areas and at Graham Lake swim dock – were requested most frequently, followed by trail maps and clearly-marked trailheads, picnic areas and interpretive information.

Other suggestions included parking, benches, an amphitheatre or area for community entertainment events, recycle bins and boardwalk access to Chickadee Lake.

5.5 Potential Acquisitions

Asked if there were potential sites that should be acquired or protected, 77% of respondents said “yes” and offered suggestions, while 10% saw no need for additional acquisition or protection. Sites listed for either acquisition or protection included Chickadee Lake and the surrounding area, Morning Beach Park (a new CVRD park), a ferry-to-ferry multi-use greenway, a north-south greenway and connecting trails, Graham Lake and the swim dock area, Komas Bluffs, a public path to Tree Island, Morrison Marsh, ocean and lake frontage and riparian areas such as Beadnell Creek with a creekside trail.

5.6 Acquisition Mechanisms

One of the options suggested to Denman Island residents on the community survey form as a possible mechanism to increase opportunities to acquire parks and greenways was a development cost charge paid by developers. While this mechanism is commonly used by local governments to secure funds for infrastructure (including parks) under Section 933 of the *Local Government Act*, subsequent research has revealed that this power was not granted to the Islands Trust.

Residents of Denman Island were given the option of choosing a property tax increase as a means of acquiring additional parkland. Of the 39 responses received, 49% said they would like to see a combination of an increase in property taxes and funds collected from developers. A third of respondents wanted to see developers pay for additional parkland. Another 26% said that they are

willing to pay an increase in property taxes. As to how much extra they might be willing to pay, 28% opted for \$30 per year (for the average household), 15% for \$20 per year, 8% for \$10 per year, and another 8% for more – up to \$100 per year being suggested by two respondents.

Other mechanisms suggested were donations or bequests, user fees, grants from government or other organizations, density offsets, Islands Trust Fund, conservation covenants and fund-raising.

5.7 Priorities

In terms of priorities for the CVRD in the planning of parks and greenways, respondents were asked to select three categories from those listed below. These tallied as follows:

1. Acquisition of land to develop new trail systems and improve linkages 74%
2. Acquisition of land to formalize and improve existing trail systems 56%
3. Acquisition of land for the protection of ecologically sensitive areas 31%
4. Acquisition of land for new parks 28%

“None of the above” was the preference of 8% of respondents. Others suggested an emphasis be put on lands for multiple users, roadside paths – particularly a cross-island ferry to ferry trail, equine trails, clearing and developing beach accesses, trail maintenance, the swim dock at Graham Lake and a dock at Chickadee Lake.

*The priority of 74%
of community
survey respondents
was to develop new
trail systems and
improve linkages.*

6.0 THE FUTURE PARKS AND GREENWAYS SYSTEM

6.1 The Parks and Greenways System Vision

Based on comments received from residents, the following vision for the Denman Island parks and greenways system was crafted:

Over the longer term, the Denman Island parks and greenways network provides opportunities for Denman residents to engage in a variety of non-motorized recreational activities such as walking, hiking, cycling, horseback riding, bird watching, picnicking, beachcombing, kayaking and diving. Greenways connect parks, community hubs and the two ferry terminals. Recreational activities respect and are in balance with the protection of ecosystems and wildlife.

6.2 The Goals

Based on input received from residents, the goals of this parks and greenways plan are:

1. To represent the long-term vision of Denman Island residents with regards to parks and greenways on the island;
2. To provide short-, medium- and longer-term priorities and initiatives in the development of a comprehensive parks and greenways network (filling in the gaps);
3. To suggest a wide range of methods, means and tools that may be used, as appropriate, to implement this Plan; and
4. To recommend a forum through which implementation can be undertaken.

6.3 Filling in the Gaps

The community survey, questionnaire, community meetings and the assistance of DIRA committee members were all helpful in identifying gaps in the current parks system.

A thorough examination of all parks, Crown lands, DCA lands and ITF lands revealed that there are currently no recreational greenways (linear parks) on the island. It is exactly this type of function that has been noted by residents as lacking. Greenways with hard-packed (but not paved) paths would meet the needs of the active walking, cycling and horseback riding public, particularly if the greenways connected existing trails and community features. These greenways may also serve as wildlife and biodiversity corridors.

The community built a trail from the Arts Centre in Denman Village along the north side of Denman Road to Lacon Road, and a continuation along Lacon Road was started but never completed. This can be seen as a good starting place for a more extensive greenways network.

Denman Island residents appreciate and support efforts to protect sensitive ecosystems and the natural environment. However, as a couple of survey respondents pointed out, nature reserves or conservation areas need not necessarily be acquired or held by the CVRD, as there are other agencies that fill this role well. Perhaps the biggest contribution to the parks and greenways system that the CVRD could make is in terms of public accessibility and connectivity.

Some Denman Island residents provided a map with a detailed inventory of existing constructed roads, gazetted or dedicated roads that have not been constructed, existing trails or logging roads on private property and some of the possible connections. This map forms a valuable and logical starting point for the development of an implementation strategy for this plan.

It was also noted by many residents that, of the 48 road ends that provide at least theoretical access to the waterfront, only a few have been developed to permit practical access. It was felt that a number of additional road ends could be opened and signed for safe public access to the shoreline.

7.0 IMPLEMENTATION

7.1 Priorities

The following priorities have emerged from the survey responses and statements made by Denman Island residents:

1. A cross-island ferry-to-ferry multi-use trail or recreational greenway.
2. A north-south multi-use trail/recreational greenway.
3. Connections between existing public trails/recreational greenways.
4. Proposed trails to the waterfront or viewpoints off high bank waterfront road ends within undeveloped road rights-of-way.
5. Public washroom at Graham Lake
6. Improved public access to nature parks and reserves.
7. Wildlife and biodiversity corridors or ecological greenways.
8. A parks and trails map.
9. Appropriate signage.

The cross-island ferry-to-ferry multi-use trail, the north-south multi-use trail, connections between existing public trails/recreational greenways, proposed trails to the waterfront and viewpoints off high bank waterfront road ends and the proposed washroom at Graham Lake (priorities 1, 2, 3 4 and 5) are mapped conceptually on the parks plan map attached as appendix 1.

Improved public access to nature parks and reserves (priority 6) will require discussions with the relevant land management agencies as management plans for nature parks and reserves are developed or updated. The CVRD will actively encourage trail connections that further the first three priorities related to trails and greenways.

Since the scope of the Denman Island parks and greenways master plan did not include research to support accurate mapping of wildlife and biodiversity corridors, these are not shown on the conceptual parks plan. Although those islanders who commented place great importance on biodiversity corridors and ecological greenways, they acknowledge that the CVRD's efforts would be better directed at recreational greenways – making trails accessible for both recreation and active transportation and facilitating connectivity where feasible. Islanders have confidence in the ability of organizations such as the Islands Trust, ITF and DCA – as well as individual land owners – to protect sensitive ecosystems. The Islands Fund Trust's conservation mapping and the DCA's protected area network mapping should be consulted for work on wildlife and biodiversity corridors. The CVRD would provide support for a joint map that shows both the proposed parks and greenways network as well as proposed wildlife and biodiversity corridors on the island.

The CVRD will work with the parks and trails committees of the Denman Island Residents Association and land management agencies to further explore interest in and possible format of a parks and trails map for Denman Island (priority 8).

CVRD has a set of standards for its park and greenway entrance and directional signs that it will apply on Denman Island. However, whether a sign is needed and location and size of signs would be established in cooperation with the parks committee of the Denman Island Residents Association (priority 9). CVRD would also look for community participation in the development of any interpretive signs.

7.2 Park and Greenway Acquisition Toolbox

As a few survey respondents noted, implementation of the parks and greenways plan will require collaborative efforts by several parties, including the CVRD, BC Parks, the Islands Trust (and Trust Fund), Denman Island Residents' Association, the Denman Conservancy Association, the Ministry of Transportation and Infrastructure, and – with respect to marine parks – Fisheries and Oceans Canada.

Some of the tools or potential opportunities that can be considered for park and greenway acquisition, planning for connectivity and successful implementation of this plan are listed below.

7.2.1 Partnering

Both the provincial and federal governments encourage and provide incentives for integrated land-use planning, reducing greenhouse gases and green infrastructure. Various related programs are administered by the Green Municipal Fund that could possibly be linked to the provision of parks on Denman Island. A coordinated approach to funding is required to maximize the benefits of the programs. The Regional District and the Islands Trust should also take advantage of any funding available for environmental stewardship and sustainability.

The Denman Island OCP, under the section on Transportation, specifically urges cooperation among local groups, landowners, the CVRD, MOTI and the Local Trust Committee (LTC) to establish trails and linkages. Another OCP policy supports the use of undeveloped road rights-of-way as trails and beach accesses. These policies reinforce the priorities expressed by local residents and identified in this plan.

Provincial government agencies that could provide partnering opportunities include the Ministries of Transportation and Infrastructure, Environment, including BC Parks and the Ministry's Stewardship Branches, Ministry of Community, Sport and Cultural Development, and the Crown Land Branch of the Ministry Forests, Lands and Natural Resource Operations. Federal Agencies include Fisheries and Oceans Canada, Environment Canada, Natural Resources Canada and Western Economic Diversification, among others.

Non-profit organizations possibly open to partnering opportunities include Denman Conservancy Association and ITF, both of which already hold land and conservation covenants on the Island. Ducks Unlimited, The Land Conservancy of BC, the Nature Trust, the Nature Conservancy of Canada, stream stewardship groups and related groups and service clubs such as Rotary, Kinsmen and Lions may also be possible partners. Lands owned by DCA and the ITF are private lands, not public park lands; however, the owner organization may allow public use – generally of a passive nature – of the lands.

7.2.2 Park Dedication upon Subdivision

Most local governments on Vancouver Island rely on Section 941 of the *Local Government Act* for parkland acquisition. Under this authority, if the OCP and the Parks and Greenways Master Plan contain policies and designations with regards to the location and type of future parks desired, the local government (in this case, the Islands Trust; see Section 2.4.2 above) may determine whether the owner of land proposed for subdivision must provide parkland or money in lieu of parkland. This option exists only if the proposed subdivision is for a minimum of three *additional* lots (in

addition to the remainder of the original lot) and the smallest lot being created is two hectares or smaller. The option does not apply to land within the Agricultural Land Reserve.

This provision in the *Local Government Act* has some potential; however, it is limited because there are few large parcels on Denman Island that are currently zoned to allow subdivision into smaller parcels. The Islands Trust planning department has done a calculation of the number of potential new lots that could be created through subdivision, based on current zoning. This calculation reveals that only 168 new lots could be created, most of these within the residential and rural residential zones.

As the OCP is the Islands Trust's jurisdiction and the Parks and Greenways Master Plan is a CVRD document, the need for collaboration at the inter-governmental level is very important.

7.2.3 Land Purchase

Some local government authorities are able to purchase parkland, which means that they maintain a parks acquisition fund within their budget. This is generally more successful in jurisdictions with larger population bases and, therefore, greater tax revenues than in more rural areas.

As noted in Section 3.1.4, however, bare-land values on Denman Island range from a low of \$31,103/ha. to a high of \$3,081,886/ha., based on summer 2010 listings. As non-waterfront properties are less expensive than waterfront, an upland greenway would be more affordable than one on a lake or the ocean. Nevertheless, using the lowest price listed, a 1km linear strip of land 10 m wide (1 ha) would cost \$31,103.

The CVRD has a minimal parkland acquisition reserve, \$7,011 in 2011, for both Denman and Hornby Islands. Thus purchasing land would only be possible through some form of a partnership between the CVRD and another agency such as a land trust, a land conservancy, Ducks Unlimited, the Islands Trust Fund, etc.

7.2.4 Crown Land Grants or Transfers

Occasionally a local government may apply for Crown land grants for parkland acquisition. The Province of B.C. is reluctant to relinquish its holdings, but may be receptive to negotiating the transfer of land from one ministry to another – such as to BC Parks in the Ministry of Environment – and to the transfer of density from Crown to development lands, as occurred recently on Denman Island, in return for the dedication by a third party of additional land for parks.

There is also a process whereby a local government may apply for a Crown land grant. Transfers of land from the Province to a local government require a ministry to sponsor the transfer and account for the value of the land transferred in its budget. Applications are made through the Ministry of Community, Sport and Cultural Development. In 2011, the annual budget available for Crown land transfers was around \$4 million for the entire province.

7.2.5 Grants and Funding

Grant programs are many, varied and constantly changing. One of the most comprehensive and up-to-date sources of information on current grant programs is the Union of B.C. Municipalities' website: <http://www.civicinfo.bc.ca/18.asp>. This site includes programs offered by federal and provincial governments, as well by foundations, trusts and other NGOs.

7.2.6 Donation of Land/ Conservation Covenants

There are also opportunities for private initiatives or partnerships with private landowners. Landowners may choose to gift cash, land or a partial interest in the land through a conservation covenant to a qualified Land Trust or directly to the regional district in return for a federal tax benefit under the *Income Tax Act*. If the conservation covenant or land gifted can be certified as ‘ecologically sensitive’, additional tax benefits may accrue through the federal Ecological Gifts (Ecogifts) Program. In the 2006 federal budget, the Government of Canada announced the removal of capital gains tax on donations of ecologically sensitive lands and publicly listed securities to Canadian charities, effective May 2, 2006. Donations of land that do not qualify as ecogifts continue to benefit from a 50% exemption from capital gains tax.

In two local transactions on Denman, land owners have donated land – in one case, to the Province of B.C., and in another to The Land Conservancy – in return for a ‘life estate’ or life tenancy, which allows the donors to remain on the land as long as they live with the recipient agency paying the property taxes.

Cash donations can also be accepted by organizations such as The Land Conservancy, the regional district and the Islands Trust Fund and used for land acquisition.

7.2.7 Bequests

A charitable bequest is a gift to an agency, charity or NGO made in the donor’s will. Bequests can be made to the CVRD in the form of money or land. This option might appeal particularly to individuals who have no heirs and who wish their land to be used for park purposes after their death.

7.2.8 Conservation Covenants and Natural Areas Tax Exemption

A conservation covenant, registered on title to property, does not place the property in the public domain, but it does provide permanent environmental protection for the area covenanted. A number of organizations, such as the Land Conservancy of BC and the Denman Conservancy Association, are designated to hold conservation covenants. Covenants are monitored annually to ensure compliance.

The Islands Trust has a Natural Area Protection Tax Exemption Program (NAPTEP) that offers a 65% reduction in property taxes for the area covenanted to landowners who register a conservation covenant on their property. The NAPTEP covenant must be held by the Islands Trust Fund. As the result of a 2010 Trust Council decision, this program is now available on Denman Island.

Any covenants proposed for land within the Agricultural Land Reserve requires the approval of the Agricultural Land Commission.

7.2.9 Licences or Permits from MOTI

It is becoming more common for MOTI to issue a licence or permit to a local government or responsible, insurable organization to occupy land within a road dedication adjacent to the constructed travel surface or within an unopened right-of-way, such as those connecting roads with waterfront. Under the terms of the licence or permit, the licensee or permittee may construct a path or trail to be used by the public.

7.2.10 Easements and Statutory Rights-of-Way

Landowners may choose to grant an easement or statutory right-of-way to the CVRD for the use of a strip of their land for public trail purposes. Easements for more than three years in duration must be registered as an encumbrance on title to the land. Together with the easement or right-of-way, the CVRD takes over any liability resulting from the use of the trail corridor by the public.

Where a proposed easement or statutory right-of-way crosses Agricultural Land Reserve, the approval of the Agricultural Land Commission is required.

7.2.11 Leases

Occasionally an individual land owner or company may be willing to lease land to the local government or an agency for park or trail purposes. For example, a corporation in the Municipality of North Cowichan owns 14 kilometres of linear properties within which it maintains an underground waterline. The company has leased a number of the properties to the municipality for a public trail. The lessee would generally prefer a longer-term, more secure form of tenure in order to justify the costs associated with the construction and maintenance of a trail.

Leases on agricultural land should be noted on title so that any subsequent owner has full disclosure prior to purchasing the property.

7.2.12 Two-Party Agreements

Two-party access or land use agreements provide another alternative form of agreement between the land owner and a user-group or agency. As with leases, this form of tenure does not offer much security for the user-group, as a change in land ownership may result in the termination of the agreement.

7.3 Strategy for Implementation

7.3.1 Integration with the Denman Island OCP

The parks and greenways master plan was adopted by the CVRD Board as policy to guide parkland acquisition and development on Denman Island at their August 30, 2011 meeting.

Since the planning authority for the island lies with the Islands Trust, the plan must work in conjunction with the Denman Island OCP. To accomplish this, the Islands Trust included a reference to the plan in their OCP amendment bylaw no. 199 and included the conceptual parks plan map as schedule G to the OCP. The OCP amendment bylaw no. 199 was adopted by the Local Trust Committee on August 16, 2011. The inclusion of the map as a schedule to the OCP means parks plan priorities are now part of the broader strategic planning framework for Denman Island and will be one of the considerations during the development process.

7.3.2 Amendment of the Community Parks Local Service Area Establishment Bylaw

The priority for acquisition of parkland is in the form of recreational greenways (see appendix 1 for proposed conceptual locations). The 2001 establishment bylaw that gives the CVRD the authority to plan for, acquire and develop community parks on Denman and Hornby islands was silent on greenways. In order to enable the CVRD to develop recreational greenways on Denman Island,

the bylaw had to be amended. The amending bylaw 2253 is expected to be adopted in late fall 2011.

7.3.3 Collaboration

A wide variety of strategies will be critical in order to implement the community's wishes for a comprehensive parks and greenways network. As noted in Section 7.1 above, collaboration with other agencies and with land owners is the key to successful implementation.

7.4 Implementation Strategies

The following strategies are based on the research completed, discussions with the Islands Trust and Trust Fund staff and with BC Parks, consultation with DIRA committees and Denman Conservancy members and public input through the community survey, meetings and e-mail exchanges. These strategies lay the basis for the on-the-ground implementation of the plan to establish a comprehensive community parks and greenways system on Denman Island over time.

1. As a courtesy and preliminary step, it may be useful to have an informal initiation meeting between elected officials (the regional director for CVRD Baynes Sound-Denman/Hornby Islands (Area 'A') and the Denman Island Local Trust Committee), representatives from land management agencies (CVRD, BC Parks, federal coast guard, the Islands Trust Fund, Denman Conservancy Association, Denman Island Recreation Commission Society, Ministry of Transportation and Infrastructure) and voluntary organizations with an interest in parks and trails (Denman Island Residents Association parks committee, trails committee). This meeting could be in the form of a Denman Island protected area tour (real or virtual) with each land management agency showcasing their key initiatives. This would identify areas for cooperation and encourage synergies between land management agencies and voluntary organizations.
2. Building on the first initiation meeting, hold an annual meeting in the fall of each year with representatives from all Denman Island land management agencies and organizations and voluntary groups working on parks, trails, greenways and conservation initiatives to update each other on current and future planned initiatives and identify areas for collaboration. These annual meetings will be helpful for coordinating planning initiatives and ensuring that trails and wildlife corridors between protected areas managed by different agencies connect up. The meetings may also result in some joint projects.
3. Work with the parks and trails committees of the Denman Island Residents Association on park and trail planning and implementation of priorities in this plan. Depending on the specific project, invite other interested parties and affected agencies to join planning meetings.
4. Consult with the Agricultural Land Commission, farmers and owners of land in the Agricultural Land Reserve early on in the process to review proposed greenways that go through the Agricultural Land Reserve and to discuss alignment and measures to minimize the effect on current and possible future agricultural operations.
5. Work together to implement the multi-use ferry to ferry trail, the top-priority project.

6. Develop an educational/awareness strategy and campaign that would include the following elements:
 - Make residents aware of the long-term goals and strategies to achieve the goals and current implementation projects.
 - Interest local land owners in providing access through their property in appropriate locations or in donating linear strips of land – for example, along lot lines – to a public agency.
 - Encourage the use of easements and rights-of-way to provide greenways.
 - Create an ‘Adopt-a-Trail’ program, similar to the ‘Adopt-a-Park’ program.
 - Support development of a Denman Island parks and trails map for educational and recreational purposes, to be distributed as determined by the local community.
 - Add parks and trails signage at appropriate locations.
9. Obtain licences or permits from MOTI for appropriate road ends and greenways within road rights-of-way for the development of trails and beach accesses.
10. Encourage the use of ‘zone’ designations within larger parks and nature reserves to establish conservation-focussed areas and areas that should be accessible for non-motorized recreation.

Appendix 1: Denman Island Parks and Greenways Priorities – Conceptual Parks Plan

The map is posted as a separate document at www.comoxvalleyrd.ca/denman



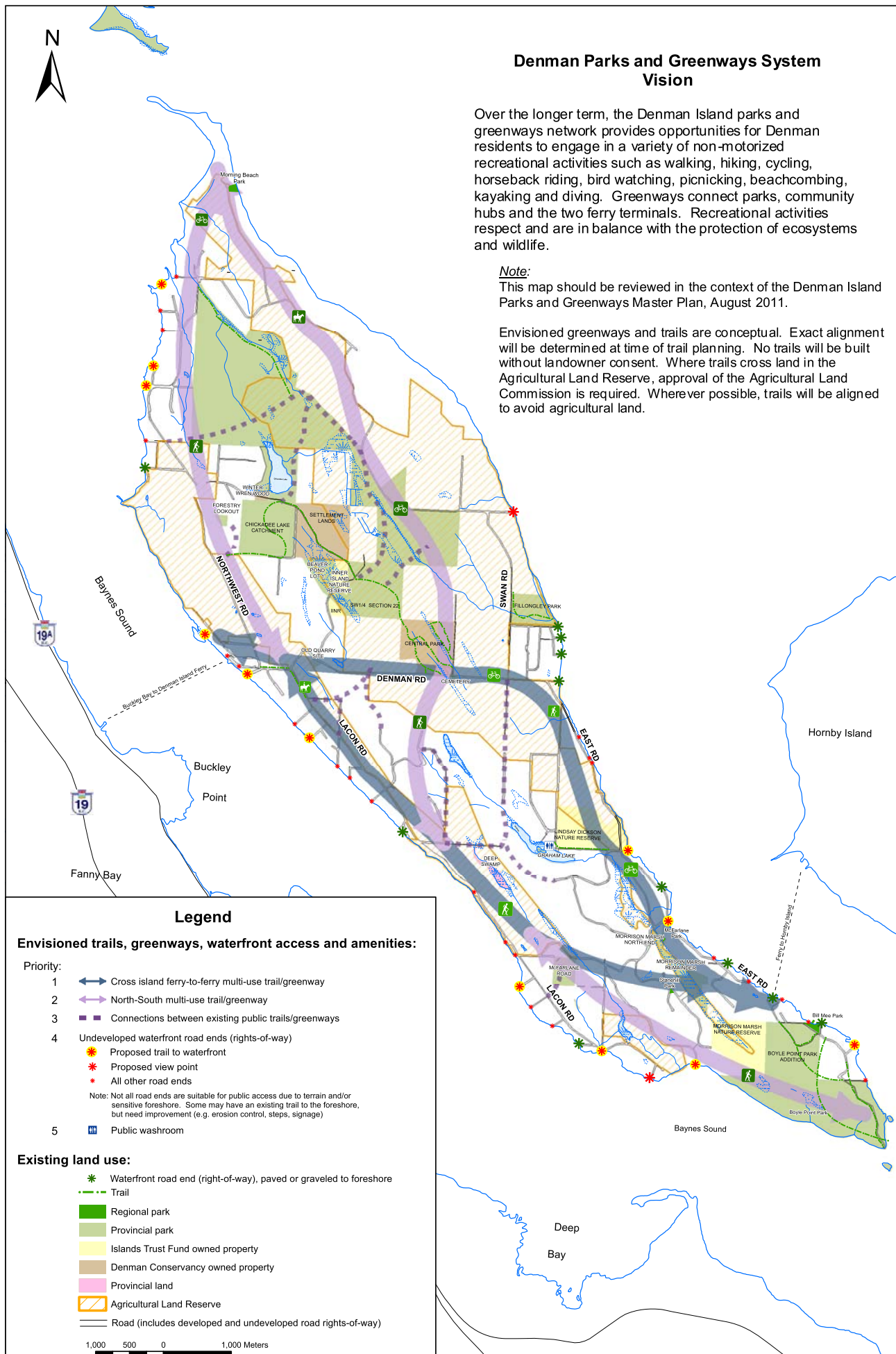
Denman Parks and Greenways System Vision

Over the longer term, the Denman Island parks and greenways network provides opportunities for Denman residents to engage in a variety of non-motorized recreational activities such as walking, hiking, cycling, horseback riding, bird watching, picnicking, beachcombing, kayaking and diving. Greenways connect parks, community hubs and the two ferry terminals. Recreational activities respect and are in balance with the protection of ecosystems and wildlife.

Note:

This map should be reviewed in the context of the Denman Island Parks and Greenways Master Plan, August 2011.

Envisioned greenways and trails are conceptual. Exact alignment will be determined at time of trail planning. No trails will be built without landowner consent. Where trails cross land in the Agricultural Land Reserve, approval of the Agricultural Land Commission is required. Wherever possible, trails will be aligned to avoid agricultural land.



DENMAN ISLAND PARKS AND GREENWAYS PRIORITIES CONCEPTUAL PARKS PLAN

Compilation of Community Questionnaire and Open House Survey Responses, Written Submissions and Agency and Organization Referral Responses

received as part of the planning process for the
**Denman Island
Parks and Greenways Master Plan**



August 2011

**DENMAN ISLAND
PARKS AND GREENWAYS MASTER PLAN**

**COMPILATION OF
COMMUNITY QUESTIONNAIRE AND OPEN HOUSE SURVEY RESPONSES,
WRITTEN SUBMISSIONS AND AGENCY AND
ORGANIZATION REFERRAL RESPONSES**

1. Community survey responses..... 2

2. Open house questionnaire responses..... 15

3. Written submissions..... 21

4. Agency and organization referral responses..... 28

1. COMMUNITY SURVEY RESPONSES

Inserted in the *Island Grapevine* newspaper on June 11, 2010 and available at the June 23, 2010 public open house - 39 survey forms completed

1. What parks and related facilities do you currently enjoy and visit on Denman Island?

Boyle Point Provincial Park	30
Fillongley Park	28
Central Park	20
Sandy Island Marine Park/Tree Island	16
Bill Mee	8
Inner Island (Pickles Road) Nature Reserve	3
Lindsay-Dickson Nature Reserve	5
Graham Lake and swim dock	4
Winter Wren Wood/Chickadee Lake	6
Crown lands	4
Morrison Marsh Nature Reserve	4
Settlement Lands	4
Beach accesses	2
Stanehill Park	3
Betty's Beach	1
Rope Trail park	1
Railway Marsh	2
McFarlane beach	3
Vacant Crown lands and several encumbered parcels	1
Marine environment as a boater and scuba diver	1
Mallard Road beach	1
All	1

Additional Comments:

- I am an avid hiker and spend most of my time backpacking/snowshoeing in Strathcona Park.
- Love the swimming platform at Graham Lake.
- I enjoy being able to ride my horse in Central Park.
- There are currently no linear greenway trails for equines and people.
- “Parks” and “greenways” need definitions to be able answer questions, esp. #4, 5, 6 (there are “parks”, then there are “parks” – e.g., ecological reserves, etc.).
- Stroll aimlessly through Fillongley and Boyle when the mood strikes.
- All of them.
- I frequent Central Park because they allow equestrian riders on some trails. This park is also centrally located near the market and close to where I live.
- Central Park only – once a year a walk in Fillongley Park.
- I ride my horses in Central Park and the north end trails and roads.

2. What trails or paths do you currently use?

Boyle Point Park trails	19
Central Park trails	20
Fillongley Park trails	12
Trails through Crown land (to Pickles Road)	9
Lindsay Dickson trails	8
Rope Trail to beach at Komas Bluffs, Sandy Island and Long Beak Pt.	6

North Denman Lands roads and trails (include Rope Trail)	5
Railway Marsh trail	5
Komas Bluffs	1
Lands neighbouring Boyle Point Park (from Greenhill Road)	5
Trails on private property	4
Southern high bank to Boyle Point	1
Walking trail in Village area	1
None	1
Public access to McFarlane Beach	1
Whatever is available, including north end logging roads and trails	1
Morrison Marsh trails	4
Sandy Island trails	2
Tree Island trails	1
Dusty Road connector	1
Woodham to Triple Rock trail	2
Through DCA land (Settlement Lands) to Chickadee Lake	8
Chickadee Lake trail	2
Lake Road to end of Chickadee	1
Trail at top of Wren Road and around Chickadee Lake	2
Trail from Lake Road to Chickadee Road	1
Winter Wren Wood trails	3
Stanehill Park trails	1
Trails to Graham Lake	8
Trail at top of Owl Crescent to Graham Lake swimming	2
End of Owl Crescent round Graham Lake	1
Mallard Road swim area	2
Beach access from Chrisman Road	2
Beach access from Gladstone Way	2
Beach access from Hinton Road at Repulse Point	2
Beach accesses from East Road	2
Beach access at Northwest Road	1
Various beach and coastline access trails and paths	1
Reginald Road	1
Denman Road from Old School to Village	1
Along beaches	1
Highway easements (along side of road) for horseback riding	1
Settlement Lands trails	2
The odd deer path	1
Big Tree to Betty's Beach (Betty's Beach trail)	2
Swan Road mailbox to mouth of Beadnell Creek	1
Henry Bay to Tree Island	1
Greenhill east of marsh	1
All trails on Denman (all we can find and are aware of)	2
Chrome Island park and trail	1
Gravel reserve trails	1
All	1

3. What kind of outdoor recreational opportunities would you like to see more of?

Walking, hiking	25	Picnicking	8
Cycling	15	Camping	7
Nature/bird-watching	16		
Other (please specify):			
▪ Cycling paths, boat ramp.			

- N/A – already have enough facilities.
- Connected trails – east/west and north/south trails, not on roads with ferry traffic.
- These activities exist and need little assistance!
- Don't we make our own opportunities?
- Educational content, interpretative information on ecology – self-guided tours in parks with educational support material.
- Accesses to shoreline for ocean view and walking.
- Horse-back trail riding. 5
- Scuba-diving access. 2
- We need better cycling/horseback cross-island opportunities. We also need freshwater swimming / recreation parks. We need better access to Long Beak Point.
- High-bank paths with a view; ridge walk.
- Protection of the marine environment for diving, marine research. Expansion of the rockfish protection area south of Hornby.
- Equines allowed on trails; camping.
- Community equestrian park at trailhead (Settlement Lands).
- Lawn bowling.
- Equestrian use – more multi-use trails that allow horses. I think there are already plenty of 'nature' trails that only allow walking.
- Equestrian trails/cycling trails – all non-motorized trails.
- Horseback riding trails combined with walking/hiking/cycling.
- Beach accesses opened up and clearly marked.
- More areas to ride horses which connect north and south of island – so you can ride/walk without using roads.
- I would like to see a system of multi-use trails for non-motorized transportation along road rights-of-way (both developed with roads and undeveloped rights-of-way), partly for pure recreation (particularly for visitors) and partly for safe passage from place to place in a pleasant, greenway environment.

4. How satisfied are you with the number of parks on Denman Island?

Not satisfied	6
Somewhat dissatisfied	9
Neither satisfied nor dissatisfied	12
Somewhat satisfied	5
Very satisfied	11

Additional Comments:

- Can't have too many.
- Very satisfied, assuming plans for expanded provincial parks proceeds with NDL zoning. 2
- People and horses are part of the environment and should be allowed access.
- Even more [satisfied] once Crown lands and north end is added in.

4(a) Why are you satisfied/dissatisfied with the number of parks on Denman Island?

- Existing parks are very small. The trails in them are quite short. We need long trails on Denman linking different areas of the island.
- As resident of south end, good access to Boyle Point and boat ramp at Bill Mee. But better access to lakes would be good.

- None on the north end of Denman Island. We also could have smaller wild areas in local neighbourhoods.
- I do not use the current park system a lot, as I usually cycle for recreation. If a park for walking was available at Chickadee Lake, that would be great.
- Rarely use them.
- It feels like there are disproportionately few forested places the public can explore – also, few “easy access” spots for picnics. I keep taking all off-island visitors to Fillongley for the toilets, tables and short paths.
- Like to see more varied and longer walks.
- If north end of Denman is designated park area, then is enough.
- Should be a park on north end of Denman.
- Park trail systems should be long enough to provide 2~3 hours without linking by car. Existing parks and nature reserves need to connect. Need park space on North Island. More stream and wetland habitat should be protected.
- The more protected areas, the better.
- Because!
- I’m glad we have what we do, but we could always use more.
- Until now some of the best places for biodiversity in species and habitats could not be visited without trespassing, nor were they protected.
- Would like more in North Denman, Rope Trail Park.
- We currently have some conservation lands, but need more multi-use recreation.
- There is no ferry-to-ferry multi-use path. No contiguous trail network north to south.
- Although there are many conservation trails on Denman Island, there are very few recreation opportunities for freshwater swimming, cross-island cycling or hiking or horseback riding. Totally unsafe conditions along roadways.
- There’s really nothing on the north side of the island – except Tree Island. Another park at Komas Bluffs with paths would be nice.
- Area is more important than number. Considering actual and planned ‘parks’ plus other conservation lands, there will be ample recreation area.
- Lots for everyone with the new park to come; however, undeveloped land is important for protection of biodiversity, not just recreational use.
- Would like to see more trails on the north end, easier public access to Sandy Island, one public beach access besides Fillongley enhanced for tourists, more protection of animal habitat towards the south end, public access to trails above Graham Lake on the ridge.
- Satisfied with nature parks – enough of them; dissatisfied with number of parks that allow people and horses. There is only one short trail for horses.
- Provincial parks – worry about D.I.’s capacity to bear burden of additional parks for the benefit of all the people of B.C. – D.I. = too small, too fragile.
- Peculiar question. As I live on Denman, I am rarely satisfied with anything.
- The more parks the better, but trails are more important.
- I’m not satisfied because too many organizations keep locking up large tracts of land on this island in ways that prevent the public or residents from using them. We need parks and trails that support a multitude of recreational use on our island. No exclusivity of use.
- I am very dissatisfied with the parks/trails on Denman as the majority do not allow horses or off-leash dogs.
- On Denman ‘parks’ means limited access.
- My only concern is the privatization of public beach access, rights-of-way for highway and hydro that become swallowed up on private land, that could be beach access.
- I am very pleased with the parks/conservation areas so far preserved, but there is always room for more. The more land protected the better.
- We think what we have are good, but there have been choice areas destroyed by thoughtless greed such as “The Madigan”. There are still special areas that need to be saved.

- A very small percentage of the island is public land.
- There is limited public access to many areas of the island. It is especially difficult to get to Tree Island and the beaches on the northwest end of the island.
- I think the proposed large park that is part of the North Denman Lands proposal would be an outstandingly desirable addition, and I think that it's unfortunate that the so-called "gravel reserve" Crown land just north of Boyle Point Park does not have park status.

5. How satisfied are you with the number of trails on Denman Island?

Not satisfied	14
Somewhat dissatisfied	11
Neither satisfied nor dissatisfied	10
Somewhat satisfied	1
Very satisfied	2

5(a) Why are you satisfied/dissatisfied with the number of trails on Denman Island?

- There are very few trails, and most are short. We need a trail system where one can go hiking for a whole day.
- Good in Boyle Point Park, lacking elsewhere – in particular, off-road bike trail along roadways as on Hornby.
- Need good biking, walking trails off the major roadways.
- See above re trails if possible around Chickadee Lake.
- A dedicated hard-surfaced (not dangerous gravel) bicycling path around the island would be a dream ideal. Remember the cyclists in Quebec who were killed on the paved road because they could not ride on the gravel shoulder.
- Rarely use them.
- I feel unsafe walking with my toddler and pushing a stroller on the road, veering onto a narrow shoulder when traffic roars by. I'd love to see a bicycle/horse/pedestrian trail parallel to the road. Also, the horses here have nowhere safe to ride.
- Need cardiac walks, and roads don't have paths, so dangerous.
- Logging wiped out many good trails on the north end.
- See above (longer, connected trail system). We need a ferry-to-ferry trail.
- Because!
- We need a safe route for walkers and cyclists to go from ferry to ferry.
- While there are trails, we do not have a network to connect them. Inter-connection would be a significant improvement.
- There may be adequate trails on Denman, but with no public knowledge, there seem very few trails. A ferry-to-ferry trail would be wonderful.
- More public trails are not public knowledge. Would like to see these highlighted on maps. Signboards.
- As private lands become developed, many old trails are no longer accessible.
- Trails are not well mapped, information not readily available, beach access points are not clearly available to the public.
- Many trails OK, but need some infrastructure and opportunities for some recreation also including cycling, horseback, swimming.
- The trail system seems haphazard with the exception of Central Park. Clearly-marked paths that link up with others would be an improvement.
- The most important need is for a safe cycle and walking route across the island, paralleling Denman Road. Also need a trail to Sandy Island.
- Believe more connecting trails would help others.
- Very few trails outside of Boyle Point Park are still open to the public – most cross private land or are on it.

- There needs to be a complete trail system on Denman Road allowance and 5% linear park trails at subdivision and lot-line trails to complete a secondary travel route.
- A serious cross-island and north-to-south island trail would greatly enhance the island.
- We are losing trails to private property/developers – trails widely used even if not public land. We don't have beaches or high places for viewpoints, so trails are our chief attraction.
- There are too many dead-end trails. There is no enjoyment walking to a dead end and then having to go back the way you came. We need more loop trails.
- Very dissatisfied because the majority do not allow horses or off-leash dogs.
- There are almost NONE except for hiking use.
- I am concerned with the exclusivity that trails are having; for example, no bikes, horses, etc.
- I regret that there is no public access connecting Denman Road/McFarlane. A road and trail system did exist from Woodham to Owl or to the Old School, but that is now private and access adamantly denied.
- What there are, are good – we would just like more so that eventually the whole island could have a network of trails, making it possible to avoid the automobile roads altogether. We would like Denman trails maps to be made available.
- As a walker and horseback rider I have discovered that there are no connecting trails that are horse-friendly, forcing me to use the roads. There are gazette roads that are undeveloped but would make great trails.
- While there are a growing number of trails, most of these are in the centre of the island.
- There were many more trails which linked areas around Madigan/Graham Lake ...
- There are quite a few interesting and pleasant trails on Denman Island, but connecting trails for both pure recreation and pleasant local non-motorized travel are practically entirely absent.
- More trails are needed to get away from traffic (especially ferry traffic on Denman Road and East Road) and to travel loops. Also need trails to connect south-north areas.

6. If additions to the park system are possible, which additions do you consider most important?

- | | |
|---|----|
| a. Oceanfront beach parks | 17 |
| b. Lakefront beach parks | 11 |
| c. Beach access trails | 17 |
| d. Viewpoints / look-outs | 6 |
| e. Streamside parks | 5 |
| f. Historical sites | 4 |
| g. Nature preserves (limited public access) | 9 |
| h. Nature parks (with public access) | 19 |
| i. Other (Please specify) | |
- More bicycling trails that are hard-surfaced and safe from traffic. We could get more people out of their cars if bicycling was safer and easier. Gravel does not work.
 - Longer, faster paths.
 - None!
 - Graham Lake swim dock is a choice mini-park and most treasured by many islanders. Morning Beach Park is a must.
 - A linked system of multi-use trails to travel across/ up and down the island, linked being a key word here.
 - Any and all. The more undeveloped land, the more we are preserving and protecting Denman Island for the benefit of the residents and British Columbians.
 - Definitely not lakefront beach parks! Our lakes are reservoirs.
 - Some multi-use trails, cross-island ferry-to-ferry trail.
 - Multi-use trails, equine trails, community riding ring in a park for future.

- Not in favour of high impact parks, trails. Parks on Chickadee and Graham Lakes are inappropriate; Chickadee is currently one of few undeveloped lakes on Gulf Islands, should be an eco reserve; both lakes are domestic and agricultural water source.
- I find some difficulty in selecting only 3 for the very good reason that I don't distinguish as much as you seem to.
- Long trails, long enough for a two-hour hike minimum.
- I would like to see equestrian trails park.
- More parks with areas for community events, volleyball courts, basketball courts.
- I would like to choose all of the above, not just 3!
- Multi-use trails including horseback riders but no motorized vehicles.
- I'd like to see proper public beach accesses on Denman which are properly identified and usable, not destroyed/obscured by adjacent landowners.
- Nature-preserving parks are very desirable, but the CVRD role in this should be to provide some parkland with very minimal development, still not excluding the public. There are other agencies to hold entirely-closed nature preserves.
- Linear parks.

7. What type of greenways do you consider most important?

- | | |
|--|----|
| a. Connecting trails (between places) | 30 |
| b. Beach access trails | 13 |
| c. Waterfront trails | 5 |
| d. Hiking trails | 20 |
| e. Streamside riparian corridors/areas | 6 |
| f. Wildlife/biodiversity corridors/areas | 18 |
| g. Other (Please specify) | |
- Bicycle off-road trail connecting ferries and downtown (roads narrow and busy at ferry traffic time).
 - Roadside paths on major roads.
 - Only wildlife – keep people away.
 - Ferry-to-ferry trail. (2)
 - Multi-use including horses and bicycles – non-motorized transport. (2)
 - A cross-island trail for hikers, bikers, horses has been identified as needed – for safety and recreation ferry-to-ferry.
 - Clearly-marked beach accesses.
 - To make sure horses are included as they historically were our transportation and are part of the environment.
 - By “greenways” (since not defined) I assume these are protected areas, not-for-human corridors (in case of “e” and “f”)?
 - I don't distinguish [between the options].
 - Trails that go around high-traffic areas.
 - In light of the lack of multi-use trails, I have to add ‘non-motorized multi-use’.
 - Trails connecting trails, circular trails so that one does not have to walk back the way you came.
 - I would like to choose all of the above, not just 3!
 - Multi-use trails including horseback riders but no motorized vehicles.
 - I've already pointed out the lack and desirability of road-allowance trails for non-motorized local travel. Riparian and biodiversity/wildlife corridors are also very important, but they

should probably be held by the provincial environment dept. or perhaps the Denman Conservancy.

8. Are there additional amenities, such as washrooms, information kiosks, picnic areas, parking, etc. that you would like to see included as part of a parks and greenways system for Denman Island?

Yes	20		
No	16	Don't know of any available	1

9. If you answered "Yes" to question 8, please tell us what should be included

- Additional amenities cost extra money and require regular maintenance. Better to spend the money on acquiring land and rights-of-way.
- Outhouses/washrooms 3
- Picnic areas 2
- Clearly-marked access/trails / trailheads 2
- Parking
- If new park area (in north end), 2 Port-a-Potties.
- Public toilets in the downtown area, but not in parks or on trails. 2
- Benches or seating on long trails.
- Morning Beach Park: 4~6 parking stalls, washroom, interpretive information, trail maintenance.
- Graham Lake swim dock: washroom to protect lake water.
- Trail system: map at entry point and markers to identify trails.
- Information kiosks, picnic areas, washrooms (minimum), trail-head indicators identified either by name or number, trails map for all residents (or website).
- A trail map showing all public trails on Denman, for example, trail from Greenhill Road to Boyle Point Park.
- Picnic areas with washrooms allow for community social gatherings as well as use by visitors.
- Snack-bar at Gravelly Bay May to September. Potable water access at Boyle Point, Fillongley, Northwest Road/Scott Road beach access.
- Chickadee Lake access to Chickadee recreation area, access boardwalk and swim dock.
- There is a large Recreation/Conservation Area already designated on Chickadee Lake. But the community has no way to access it. A raised boardwalk-style trail needs to be built to provide access to this lake-side area. This is called 'Chickadee Place'.
- Denman is not a recreation destination for heavy use, so amenities should be in keeping with the rural nature of the island, and which do not require expensive maintenance.
- Our lakes, which supply drinking water to hundreds of homes, are heavily used for swimming, contrary to the recommendations of our Health Dept. To minimize this, I'd like to see at least one public beach access enhanced for swimming in a way that would make it more attractive than the lakes. Visitors should be directed to this.
- Community park with equestrian area, dog-walking area and people area, connected to the other parks on the island.
- Denman requires a serious up-grade – public washrooms, especially in the park-like environs of Denman Village.
- Amphitheatre, washrooms, parking, camping and vista benches. Community-use areas for tennis and volley-ball courts. Bike and skateboard parks. Consideration should also be given for ATV and motorbike parks.
- Recycle bins – directional signs – event centre with arena.
- Outhouses, composting, recycling, garbage containers, central mapping not printed.
- Keep amenities to a bare minimum so operating costs will also stay down – keep as much "wildness" as possible.
- Public washrooms in strategic areas.

- If practical, it might be well to have a pit toilet or other public toilet in or near the Denman Village, near the start of a “connecting” trail. This might also be desirable at a couple of other trail-terminus locations ... I recognize that there may be drawbacks to this concept from a maintenance point of view.

10. Are there potential sites on Denman Island that you think should be acquired or protected by the CVRD as a park or greenway?

Yes	30	Probably	1
No	4		

11. If you answered “Yes” to question 10, please tell us which sites should be acquired or protected and why you feel that way.

- Chickadee Lake (and area around it) (6)
- Graham Lake
- Komas Bluffs
- An east-west greenway for hiking across the island
- A north-south greenway for hiking across the island
- Strip along roadways for bicycle/walking trail
- trail access to Boyle Point from Greenhill Road and Thomas Road
- An area on the north end of the Island. There is no path to Tree Island from the north end.
- Smaller wild park areas in smaller neighbourhoods.
- Simple wild Crown areas.
- Motorbike trails.
- Morrison Marsh – we visit this marsh about three times per week to watch for beavers, owls, geese, swans and ducks and to listen to frogs. However, there is no trail around the marsh and nowhere to sit, so we stand on the edge of McFarlane Road with our two small children, in an area about 2~3 feet wide. We’d also love to canoe the marsh, but logs floating by the road make this very difficult.
- Don’t know names.
- What is currently under review re north end of Denman re conservancy.
- North Lands proposed park – CVRD should acquire if provincial park proposal falls through; Rope Trail Park; Graham Lake foreshore; marsh area east of Keith Wagner Way; marsh end riparian areas generally.
- CVRD should acquire none! Islands Trust provides adequate land protection.
- Ocean and lake front, riparian areas. If these become available, they should be snapped up to keep areas available to all.
- Graham Lake swim dock. This is a historical, favourite freshwater swimming place in a ‘private’ setting, ideal for kids to enjoy the outdoors. It is also a good place for nature study of aquatic life.
- Rope Trail Park. (2)
- Ferry-to-ferry greenway. (2)
- Highways’ ‘Chickadee Place’ conservation; Graham Lake swim dock recreation site. Both of these areas have park potential for swimming/recreation. They are both Crown land held by the Ministry of Highways & Infrastructure. Chickadee Place is designated Public Recreation/Conservation.
- ‘Morning Beach’ on the north end, with SAFE enhancement of the Rope Trail and bank stabilization. SEA LION Road beach access should be opened up. A public access trail to the west-side shore across Komas Ranch should be developed. Central Park trail should be protected as nature park.
- Highway easements for multi-use/equine trail system. Trail to be given on every subdivision – linear park to create a trail system across and around the island.
- I think I am not familiar enough with the potential sites; sorry.
- I agree with the priorities put forward by Denman Conservancy Association. In particular, a trail along the top of Komas Bluffs.

- You need to look at getting the largest greenway possible. It should stretch the entire length of the island all the way to Chrome Island. There are currently several access issues on Denman, notably access to Tree Island and from Central Park to Greenhill Road.
- Yes, but only if they allow horses and off-leash dogs. Otherwise I would want private ownership and get a grant to more/maintain trails for multi-use only.
- Crown land across from Bill Mee if it can have non-motorized multi-use trails as now exist.
- North end Denman.
- A walking route along the Denman ridge.
- A walking path around some of Graham Lake using existing old logging roads now in private hands.
- Areas around Graham Lake, Chickadee Lake, Eagle Rock, Komas Bluffs and beyond in both directions. All areas along and including streams and wetlands. All Areas around and including old growth trees, all shoreline – basically the whole island!
- It is unfortunate that the land (100+ acres) above Graham Lake was never purchased/protected – it was purchased about 4 years ago by out-of-country (non-resident) owners so is now off the market. Large chunks of undeveloped land anywhere on the island could make wonderful parks, especially if there is a possibility of connecting corridors with other parks. At the end of Gladstone Way on the west side, there are two adjoining beautiful chunks of beach waterfront for sale (rare on Denman) – park potential! We need to preserve it.
- Beadnell Creek as a whole with a creekside trail. It goes through 2 private properties but part already has existing trails which are no longer accessible – this stream has an active salmon run and needs better protection (north end is now protected).
- Presumably, the large park area proposed for the North Denman Lands development would be a provincial park; if not, the CVRD might have a role in managing it. If the Regional District can maintain and protect roadside or road-allowance trails, then this should be a high priority (presumably with resident volunteer help).
- Mid-island trail or linear park to connect north-south areas.

12. What mechanism(s) would you support to increase opportunities to acquire parks and greenways on Denman Island? (Please circle the one(s) which best reflect your position.)

- | | |
|--|----|
| a. an increase in property tax | 10 |
| b. development cost charges paid by developers | 13 |
| c. a combination of the above | 19 |
| d. other mechanism(s) | 10 |
| e. I do not wish to see an increase in parks and greenways on Denman Island. | 1 |

12(a) If you answered “an increase in property tax”, what level of increase would you support?

- | | |
|--|----|
| a. \$10 per year for the average household | 3 |
| b. \$20 per year for the average household | 6 |
| c. \$30 per year for the average household | 11 |
| d. Other (Please specify amount) | |
| ▪ More – amounts needed to provide areas noted in #11 (Chickadee Lake, trails along roadways, access to Boyle Point from Greenhill and Thomas) | |
| ▪ Not one penny! | |
| ▪ \$50 - \$100 for public access to desirable areas. | |
| ▪ Some of taxed already paid should be going to trails – multi-use. | |
| ▪ Sorry, this question simply rankles me. The focus on taxes rather than having a discussion seems somewhat reactive. | |
| ▪ Up to \$100 for multi-use only. | |
| ▪ User fees. | |

- Taxation levy on non-farming, expensive “view” and “summer only” and absentee speculative properties. No tax levy on farms, agricultural properties or properties owned by people in poverty.

12(b) If you answered “other mechanism(s)” to question 12, please provide details.

- Density offsets as are used in municipalities.
- Government grants.
- Donations/bequests. (4)
- Adopt-a-park program for park and trail maintenance and surveillance. Stewards of parks – teams of volunteers to work with park owners; volunteer support program.
- No increase in property taxes.
- Arrangements with private owners or Province for trails not requiring ‘acquisition’.
- Islands Trust land trust fund.
- Covenants.
- Grants from the BC Horse Council or other improvement groups’ grants – MEC, etc.
- Denman already pays more in taxes for parks than what gets returned to Denman residents.
- Fund-raising.
- CVRD purchase.
- Charge real estate companies a sales charge to help support and acquire parks, greenways, etc.

13. Which of the following do you feel should be the highest priorities for the regional district in the planning of parks and greenways on Denman Island?

- Acquisition of land for new parks (11)
- Acquisition of land for the protection of ecologically sensitive /conservation areas (12)
- Acquisition of land to formalize and improve existing trail systems on the Island (22)
- Acquisition of land to develop new trail systems and improve linkages to other features (29)
- Other (Please specify)
 - Denman already has the Conservancy. We need alternate lands for multiple users. (1)
Conservancy lands are high managed. It would be nice to have less-managed lands.
 - None of the above – no new acquisition should be considered until Denman Island (1)
Actively promotes itself to visitors.
 - Roadside paths.
 - None of the above. No acquisitions!
 - Creation of a consortium with participation of DIRA, CVRD, BC Parks, IT Fund (DCA), private green space owners and perhaps MoTI to work on Master Plan together and its implementation.
 - Utilize the Crown land already on the island with trails, and try to connect the different parks and trails for public use.
 - Put on hold any/all questions regarding acquisitions until NDLs are decided finally.
 - Consultation with island stakeholders through open planning process.
 - Including equine trails.
 - At the end of the day, a cross-island trail is probably the greenway I would most prefer.
 - A new trail system is the most important.
 - More trails on existing properties, improved linkages through purchases of private lot-line trails to create greenway trails.

- Only multi-use.
- All of the above – not just 3!
- Clearing and development of beach access trails; swim dock at Chickadee Lake; support for swim dock at Graham Lake and maintenance of trail.

14. Is there anything else you would like to tell us about parks and greenways on Denman Island?

- In my opinion, there should be a network of trails on Denman (like Hornby has), so we could walk to places instead of driving. Walking on the side of the road is NOT pleasant when cars speed by.
- Bicycle trails lacking on Denman, and roads narrow and busy when ferry traffic.
- Small wild land areas are important for neighbourhoods and the overall ambiance. It allows people to walk and explore. These areas don't need a lot of management, time and money. Simply having a wild area that is not fenced off as private property is enough.
- We would love to be able to have trail access to every part of the island to allow walking around the whole island, something that could be done in many parts.
- Linking habitat corridors is critical.
- I am answering the questions so that if this scheme goes ahead, at least I have input. But I think the CVRD should not get into this at all. Denman is independent, and we like it that way. Do not interfere. Plus my skepticism comes to the top given that we have provincial parks but no-one takes responsibility for them. I feel certain this will be the ultimate fate of CVRD parks and greenways.
- There can never be too much park space. We need to invest in the future and keep special places available for all.
- The consultant generating the Parks & Greenways Master Plan should establish an advisory committee to guide the process and confirm commitment by all parties.
- There are apparently wonderful nature trails throughout Denman, there may be no need to increase the number, but rather to inform the residents/public of their existence.
- High-speed traffic between Denman and Hornby ferries makes a safe trail system very important for horses and bikes and hikers.
- A lot of trail access has been lost to the public – we need to regain it. Ferry-to-ferry path (multi-use) is a priority.
- Essential to avoid attracting motorized vehicles, motocross bikes or other heavy use – all our trails are sensitive.
- Low key, low impact should be the goal. Equestrians should avoid all areas wet in summer and in winter.
- Consider collaboration with DFO to include marine parks/marine protected areas in parks planning, extend level of protection in rockfish protected area to include some no-take areas.
- While conservation is important, people and horse are part of the environment, and I believe we should be included in park/trail planning.
- Now, before houses are built all over North Denman Lands, is the time to plan and nail down a trail system over the whole island.
- Everyone says they want to preserve the 'rural atmosphere' of our community, but they keep complaining about livestock smells and horse manure on trails. We are rural, and we should not be grouped into rules designated for urban areas.
- Once a trail becomes 'known' all sorts of rules and regulations with individuals' 'pickiness' comes into play. Keep it simple and safe for all users – we are rural, 'poop happens'.
- I wouldn't like to see 'glitzy' or entertainment-type parks. Greenways should preserve the rustic, rural charm of Denman.

- We badly need a corridor trail – ferry to ferry.
- With parks comes liability. I do not wish to see signage everywhere to avoid litigation.
- Denman residents already pay more than their fair share for parks (Regional District ones).
- Thank you for giving us the survey! We would appreciate seeing a report on the results of this survey!
- In the summer, wildfire is a very serious concern. No additional picnic areas with fire pits should be located on the island.
- Being a rider (horse), I feel there must be continued expanded access on any new trails. I'd like CVRD to explore "lot line" trails as a means of linking areas. I myself have one. Feel free to call.
- The list of Crown and other lands potentially includable in a parks and greenways system, as presented at the June 23rd open house, is admirably complete (except for road allowances?), but it needs a careful review for errors, including actual ground-checking. A case in point is that there is currently no practical public access to the "Deep Swamp" Crown land on Valens Brook, the only legal access being via a ½-width road allowance which enters a virtually impassable wetland area before reaching the Crown land, on the order of 2 km. upstream of the beaver pond known to some as "Deep Swamp". Also, only about half the pond is Crown; the rest is on private land.

Additional Comments:

- I do not like walking on trails used by horses!
- I am very pleased that you are undertaking this master plan survey. Till now, park or trail development has been ad hoc. And the CVRD has the resources Denman is lacking. An extensive trail network will attract hikers from Vancouver Island, and I welcome them. An extensive trail network could enable hikers to spend 2 - 4 days hiking from B&B to B&B on Denman and Hornby.
- Area around Chickadee Lake has high natural and recreational values with no public access at present to much of it – particularly on east side.
- Access to Boyle Point from Greenhill Road now crosses private property and from Thomas Road is blocked.
- Supply with map marking the parks and trails so we know what we are talking about. Where the hell is Danes Creek? Etc., etc.
- We have never heard of Stanehill and MacFarlane parks!
- Don't waste our tax monies on this plan or a meeting!
- We should acquire only appropriate levels of parks.
- This survey would have benefitted by (1) map showing current "parks", trails, etc.; (2) definition of park (including different intensity levels, human impact – eco-reserve; (3) waiting until clarity on the new provincial park planned for D.I. Though I appreciate the spirit of the effort here, I don't think this is a particularly effective or useful survey. I worry about any decision making based on this kind of poorly solicited info.

2. OPEN HOUSE QUESTIONNAIRE RESPONSES

Distributed via Abraxis Books and the CVRD website and available at the
Nov. 24, 2010 public open house - 54 survey forms completed

1. The draft parks system vision for Denman Island is:

Over the longer term, this system contains places where passive recreation, multiple uses and conservation co-exist and where the shore is accessible. Denman Islanders see the island as an excellent place to walk, hike, cycle, ride horseback, watch birds, study nature, picnic, kayak, scuba dive, recreate and live actively with a few improvements needed.

Does this statement accurately reflect your thinking? Yes 42 No 7

If not, what revisions would you suggest?

- Yes, but include seasonal hunting as an historical right. (3)
- Yes, except passive recreation should read 'pedestrian' as 'passive' includes cycling, horseback riding and other activities.
- Yes, but non-motorized recreation.
- In part, it seems a bit light on conserve and protect.
- No, should also include hunting for ducks and deer.
- Vision should be set by a community-driven process. My priority: conservation/restoration/ecosystem integrity. Compatible uses OK as stated– with appropriate zoning.
- Delete "passive recreation" and "and where the shore is accessible".
- The North Lands area in the late fall has been open to deer hunting for most of last century, and should be open still. Also Pickles Swamp, Railway Marsh open to duck hunting in the winter.
- I do not envision a RD "parks system". Denman needs to experience the charge coming from the new BC Parks and the MoE protected lands before expanding parks to create a "system". This is terribly important given the amount of land transferred to MoE in October 2010.
- Hunting should be maintained/allowed.
- Remove the word "passive", it scares me. People should know that horse is considered passive.
- I heavily favour as much multi-use of trails. Beach access is essential and has been allowed to deteriorate.
- Access to car-free areas is critically important.
- I'm uncertain as to the meaning of "passive recreation". Also, if kayaking and scuba-diving are specifically mentioned in the vision, then why not canoeing, sailing and other recreational boating? I do sympathize with the non-motorized emphasis.
- I would like to see hunting included in this "vision". Deer hunting has always been part of our community and occurs in a time of year when there are fewer people using these areas.
- I would add hunting as a traditional use.
- Add ecological research; add wording to exclude motorized vehicles; horse trails in parks.

2. The goals of this parks and greenways plan are:

- i. To represent the long-term vision of Denman Island residents with regards to parks and greenways on the island;
- ii. To provide short-, medium- and longer-term priorities and initiatives in the development of a comprehensive parks and greenways network (filling in the gaps);
- iii. To suggest a wide range of methods, means and tools that may be used, as appropriate, to implement this Plan; and
- iv. To recommend a forum through which implementation can be undertaken.

Do you concur with these goals? Yes 46 No 4

If not, what revisions would you suggest?

- Concur with all except iv. – to recommend through a vote to implement these goals.
- Consultation is very important.
- I fail to see the need or desire to develop a greenways (interconnected) network.
- Concur, although I feel more connected to ii. than i.; long-term vision is problematic for me. I like prioritizing the goals.
- Remember there will never be 1 vision that represents all Denman Islanders!
- Place implementation of this RD plan on hold for now for the reasons outline above (new provincial parkland).
- Again, process should be community-driven – not CVRD, Province or off-island professionals.
- I would ask that you reflect our priorities not “provide priorities”.
- Yes, if hunting is allowed in N. Lands and ¼ section next to Boyle Point.
- Take into account all current public use.

3. The suggested priorities of the parks and greenways plan are:

- i. A cross-island, ferry-to-ferry multi-use trail or recreational greenway.
- ii. A north-south multi-use trail or recreational greenway.
- iii. Connections between existing public trails or contiguous greenways.
- iv. Beach access parks with cleared public access and signage.
- v. Public access to nature parks.
- vi. Wildlife and biodiversity corridors or ecological greenways.
- vii. Public washrooms in the Village, camp and picnic sites and Graham Lake swim dock.
- viii. A parks and trails map.
- ix. Appropriate signage.

Do you support these priorities?

Yes	41	No	3
Mostly/with qualifications			7

If not, what revisions would you suggest?

- 1. v. Identify public access to nature parks (2)
 - Map
 - Cross-island to Hornby ferry via Lacon Road (2)
 - Waterfront access
 - Preservation and protection
- ii. A north-south multi-use trail (7)
 - Cross-island ferry-to-ferry bike/multi-use trail (most important) + safe bike/horse trails along other roads to access Village, Old School, parks.
- iii. Connections between existing trails (4)
- vii. Public washrooms (4)
- iv. Beach accesses (2)
- vi. Wildlife/biodiversity corridors
- 2. iv. Open a few more public accesses to waterfront (3)
 - viii. Wildlife corridors (5)
 - iii. Connections between existing trails (10)
 - Public access to reserves and parks (3)
 - ix. Signage (3) on trails we already have
 - vii. Public washrooms (4)
 - vi. Wildlife and biodiversity corridors (2)
 - i. Cross-island, ferry-to-ferry multi-use trail.
- 3. ix. Appropriate signage (3)
 - iv. Determine/improve road access to beach (9) with signage
 - vi. Wildlife (conservation) and biodiversity corridors (5)
 - i. A cross-island ferry-to-ferry trail (2)
 - v. Identify public access points to nature parks and reserves (4)
 - viii. A parks and trails map (9)

Village-based public washroom including showers

vii. Public washrooms – Village, parks, Graham Lake (5)

Trails as determined by community. No mapping – users will learn them. Mapping attracts transient users with no commitment to Denman.

- Clearly the wildlife and biodiversity issues are not well addressed by CVRD, and I suggest they be left to others.
- A trails map may not be welcomed by some landowners who would be happy to allow a “neighbourhood trail” on their land, but would be unwilling to be on an extensively-distributed trails map!
- Support i, ii, iii and iv; others will be handled over longer community planning with Parks.
- #4: Determine which road accesses ... [could be opened to provide beach access?]
- #4: ix. Appropriate signage
- #4: viii. A parks and trails map
- #7: Investigate NAPTEP
- The only one I support is the first (ferry-to-ferry trail). The others are premature. Further, they go beyond the RD mandate, addressing properties held by other bodies.
- The order of priorities of the entire list is good as listed except that numbers iii. and vi. should probably be exchanged.

4. The suggested implementation strategies are:

- i. Preliminary start-up meeting between elected officials and senior staff to establish an implementation committee;
- ii. The implementation committee will refine priorities and coordinate park and trail development;
- iii. Local resource group to work with the implementation committee;
- iv. Select top-priority project(s) and work together to implement them;
- v. Develop an educational/awareness campaign (inform residents, contact landowners, encourage use of easements and rights-of-way, Adopt-a-trail program, trails map, signage, etc.)
- vi. Work with MOTI to open appropriate road-end accesses to waterfront;
- vii. Investigate opportunities to use the Natural Area Protection Tax Exemption Program;
- viii. Work with Islands Trust Fund to secure wildlife corridors; and
- ix. Encourage use of different designations or zones within parks and reserves.

Do you support these strategies?

Yes	40	No	5
Some yes, some no			3

If not, what revisions would you suggest?

- i., ii. and vi. okay; iii okay maybe; iv. Get one project done rather than starting several; v. Do no pressure private land owners unless they come forward; vii. Not sure how this applies to recreational trails; viii. Don't put your energy into this one – ITF and DCA already doing this – unless they ask you to.
- How will local group be chosen? Will it be all the gung-ho equestrians or will you balance it?
- NAPTED is not a good tool for public access. Trust Fund lands suffer with increased public access. The rest of the “flow” works for me.
- This questionnaire is a start to determine if any of this is really wanted by residents.
- Move ii. to v.
- Move “coordinate park and trail development” from ii. to after v. * Really work on information from neighbourhoods.
- vii. has been pursued by DCA in the past. Re i. – the establishment of an implementation committee makes sense as does a resource group, but this is a difficult process – can be highly political.

- This program is too ‘top down’ to be accepted on Denman Island. There should be a more significant role for islanders, including a public hearing process before adoption and implementation of a plan.
- A Denman Parks Committee open to residents should drive the process and seek co-operation of CVRD, MOTI, BC Parks, ITF as needed.
- Put plan on hold. Propose a ferry-to-ferry trail. Call a community meeting (not an open house) on this one step.
- Yes to i. to vi. No to vii. and viii. ix. – if it is for the purpose of multi-use trails (non-motorized).
- vii., viii. and ix. do not seem important.
- All the areas and reserves are different so require slightly different priorities.
- Where is the First Nations’ input?
- Encourage input all the way through process from Islanders and create input channel.
- ii. and iii. should be low on the strategies list.
- Lot-line trails as well.
- Very good! The top 2 priorities shown above should be undertaken more or less simultaneously, if at all possible. *It is essential to include in the local resource group individuals and group representatives from across the entire island population. While the most obvious local resources, the Parks Committee and the Trails Committee of the Denman Island Residents Association (DIRA) sometimes claim to have a mandate to speak for the residents of Denman Island, as a whole, in discussions with government and other bodies, in fact they do not. You should bear in mind that the members of these committees are not elected and, with the exception of the original chairperson, are not even appointed by the parent organization (DIRA). They include some very reputable and capable people but, in general, they are simply a small number of residents who joined the committees to pursue personal interests. The terms of reference written for themselves by these committees and approved by a DIRA monthly general meeting of some 30 or 40 members do not require consultation with, or consideration of the input or wishes of the Denman community as a whole. *You should also be aware* that the residents’ association, itself, has a membership of only between ten and twenty percent of the island population, usually closer to 10%, and a considerably smaller *active* membership. For the detailed planning and the Implementation of a parks and greenways system for Denman Island, include the Parks Committee and the Trails Committee, of course, but you need the support of the much larger part of the population that does not participate in DIRA and you will also find that it is residents *outside* DIRA and its committees who can make possible at minimum cost such things as well constructed trails, still with minimal environmental impact, through donation of their own time, expertise, equipment and local knowledge as well as through their contacts. You need to include these people in the process in order for the plan and the island to benefit from what they have to offer.
- Work with local hunters to ensure the inclusion of their interests.

5. Do you support an increase in property tax to make capital improvements to trails and to acquire linear parks and greenways?

Yes	34	No	17
Yes and no:		1	

- Yes, but multi-use only.
- Can you use some of existing recreation tax?
- DI Parks Committee should be supported by donations and grant on model of DCA, Health Centre Society, etc.
- Totally unacceptable. RD tax monies collected from DI for Economic Enhancement show RD fails to understand the views of islanders. Do not collect more tax for similar RD-driven programs that we don’t like.
- We already pay enough without getting reciprocal benefits.
- I pay \$800 per year now and with new park acquisition, I am sure it will go up.

6. If you answered “yes” to question #5, what level of increase would you support?

- a) \$10 per year for the average household, 6
- b) \$20 per year for the average household, 10
- c) \$30 per year for the average household, 8
- d) Other (Please specify amount)
 - Taxes are already too high.
 - \$50
 - \$30 - \$50/year
 - \$30 or more.
 - As needed.
 - \$25
 - Will go up anyway from new acquisition.
 - Up to \$100
 - No idea, but we must expect to pay for increased service.
 - I have no idea, but obviously if we want it, we have to assume some of the expenses.

7. Do you have any additional comments for the Comox Valley Regional District’s consideration?

- Parking for trailer/cars at access points.
- The question of tax base impact comes up regularly. Capital projects need to be presented with the operating cost and capital cost clearly [defined]. “What does it cost me as a taxpayer” is the common question.
- Develop existing parks and trails in selected areas without worrying about a “network”. Why does it need to be ferry-to-ferry?
- I do not enjoy walking on trails used by horses!
- You must refine/define the term “passive” before we know what we’re considering. “Passive” includes many, many multi-use activities in nature preserves and conservation areas throughout Canada, the U.S., Britain and elsewhere.
- Work in unison with the planning that is starting with the new Denman Island Provincial Parks.
- Communicate a timeline for this process to all islanders.
- My concern with using CVRD tax collection to pay for trails work, etc., is the high cost of tax administration and collection. I would be happier if I had faith in a higher percentage of taxes collected going to identifiable work projects.
- Keep up the good communication.
- I do not understand the need for north-south multi-use trail as you have sketched it. I think the new provincial parks and existing parks and nature reserves provide ample recreational opportunities and that you should focus on “greenways” along roads to facilitate safe use of the major routes by pedestrians, bicyclists and equestrians.
- It’s about time. Thank you.
- This session (Nov. 24, 2010) brought together some people with a lot of questions. This brought together perhaps a lot of like-minded people, but interest groups as well. This begins the dialogue. Thank you.
- PLEASE follow through with multi-use trail system for Denman. WE WANT MULTI-USE TRAILS.
- There are people who have worked on some relevant studies and process with community.
- In addition to umbrella organization representation on the implementation committee, there should be 2-3 seats for members-at-large; individuals who bring specific and valuable expertise and knowledge (e.g., trail construction, road construction, contracting) and who have a commitment to the trails but may not choose to be involved through existing groups and their broader mandates.
- We need more designated areas for horse riding, along with appropriate facilities (watering, grazing, etc.).
- Include horse-riding on all (most) trails – currently busy roads must be used for riding, which is a big safety issue for horse and rider, as well as traffic. Allowing horses on trails is key.

- Is there any way the use the NAPTEP program if lot-line trails are signed over to RD – i.e., create easement? Dedicate to MOTI?
- Based on the Economic Enhancement initiative, I think too much time and money spent on talk amongst paid staff/consultants and not enough money going to people on the ground to do projects. Hope this is different.
- Community involvement whenever possible – minimal signage and improvements.
- Suggest addressing costs through use of local volunteers/donations.
- This is a beautiful area that is being used a lot by really very few people now. They will probably come to the front to get what they want.
- I am pleased that CVRD is undertaking this. My fear is that the Islands Trust would do this and people would not be allowed on trails. It is not true that the islands don't want trails.
- I would like to be able to ride a horse in these parks and on trails for the amount of money I pay to parks already. But whatever it takes to get a multi-use trail system.
- Don't let the Islands Trust Fund manage these lands or the Conservancy.
- Concern for beach walking where shellfish farming is in place. Clean up, responsibility for cleaning up debris. More walking availability.
- It's not fair that you have chosen to show some trails that are on private land, without asking the owners first. But you have left off all the trails on the Madigan. Why aren't those trails shown too?
- As it stands now we are not able to hunt on Conservancy land, I would like to see hunting open in all of the park areas that are appropriate including Boyle Point.
- Again, no consideration of hunting in at least some of the larger parts of the new park system, as they (hunting) are allowed in a lot of Class A parks.
- Do not destroy the natural rustic trails with manicuring. Leave that to Stanley Park!
- We live here, we know the lands and community needs. We have been working at this for decades. We can benefit from government support, but we do not need government leadership or direction!
- I hope that you implement this plan.
- I was very impressed with Kelly's draft map – she got all the links I've been wishing were there! There are so many "landlocked" areas – but by linking them, I think more people will be encouraged to bike, walk and ride horses to get places!
- Concerned that with the subdivision of the recently logged areas on Denman that there will be few areas left for hunting.
- More camping spaces, another camping site?
- It's important that we approve the idea of horseback activities on parks greenways.

3. WRITTEN SUBMISSIONS

(Note: all names, contact and personal information were removed from the submissions)

Submitted May 14, 2010:

I believe that a Parks and Greenways Master Plan for Denman Island is too important a document to be created with the proposed methodology. This document will guide future aspects of islanders' and agencies' work with greenspace acquisition and development. I think that such a Master plan requires a much greater commitment to overall planning, particularly park-planning, from all greenspace landowners, than is currently proposed.

As I said, 'Master Planning' for parks and greenways is a very good idea, but it is also a very complex and long term project. There has been an immense amount of work put in to greenspace planning for landuse and natural history protection on Denman.

To create a master plan for parks and greenways on Denman Island, wouldn't it be good:

To have all greenspace land holders agree to be involved at the table with equal responsibility and input (and hopefully some funding)

To have the greenspace land holders make a formal public and long term commitment to creating a master plan.

To have all park planning (or other greenspace assessment) in place or at least in progress, prior to undertaking a master plan, so that this information can be used in the overall allocation and evaluation (e.g. for assessing gaps)

To complete an overall master plan only when (and still possibly, if) the largest park land acquisition for Denman actually takes place. Thus, to have this large piece of parkland assessed and in place for consideration in the master plan, and so as not to put the cart before the horse or in any way possibly affect this acquisition.

Not to assign basic and significant acquisition of property assessment information to volunteers (would anyone do this for legal of financial information in doing a different kind of master plan?)

To have appropriate agencies take on 'doable' segments of the overall master plan. While the larger all-party group outlines the overall agenda and time frame, perhaps the CVRD could take on the master planning for their parks. The CVRD has neglected these parks for over 20 years, and in the meantime, the design and management of activities in these parks has been taken on by islanders, e.g. boat launch and Stanchill. However, if these parks were assessed and planning input was gathered, then they could probably benefit from the organizational and resource abilities of the CVRD.

To ask taxpayers if they would like a greenspace master plan done by CVRD or instead, specifically the assessment and management of Denman's CVRD parks, as this CVRD activity is paid for by Denman Island's property tax payers.

Thanks so much for consideration of these thoughts.

Submitted October 26, 2011:

General

I am troubled by claims made in the plan about the wishes of Denman islanders, given the low response rate for the community survey and the poor attendance at the open house.

I suggest, as a result, that the CVRD should plan fairly extensive further consultation to ensure community support for the plan. The same comment applies to the vision statement provided in 6.1. The community needs a chance to discuss and possibly modify the proposed statement before it is published as the vision for this island.

One of the joys of Denman Island over past years was the many, many trails that were not marked and that newcomers learned about slowly and then shared with their friends. Still today, despite all of the logging, a delightful sense of mystery surrounds many of the heavily wooded, mossy trails that exist in crown lands. “Discovering” these trails is a favourite pastime for walkers. Returning over and over, one seldom meets anyone on many of the trails. A plan like this may well be the end of that time, if signs and maps proclaim these treasures, if horses and bicycles appear and churn up the ground and if pamphlets direct increasing numbers of off-island visitors to these treasured spots. I suggest that responses that you got from people not wanting greenways reflected a wish to keep Denman’s treasures a secret, which, I suspect, is shared by many.

This is an odd time to be creating a parks plan, when a large new park is in the making, which will probably change this island considerably. Approx 25% of Denman island is now protected in one form or another, with the transfer of lands to MoE in early October, 2010. Given that, the survey results last year may not reflect islanders’ views on the need for more parks. Responses regarding islanders’ willingness to pay a tax for parkland acquisition may no longer be valid. Similarly, the plan goals, and perhaps some of the acquisitions tools, may need to be revised.

The Plan makes no mention of First Nations. Given that Crown lands are often the target of the discussion and that grants of transfers of Crown lands are considered, consultation with First Nations should automatically be included as part of the implementation strategy. Ongoing management of parks that are Crown lands is also a subject for discussion with FNs. Denman Island falls within the traditional territory of at least 6 FN’s, although the K’omoks are the FN most intimately associated with the land.

The Plan itemizes a number of implementation strategies, some of which involve the IT. My suggestion, because of our current work program, is that any steps taking IT staff time or involving the LTC be left until the OCP/LUB review is completed or, at the least, post public hearing.

In my view, the suggested implementation strategy that uses NAPTEP is not an appropriate use of this program.

Any implementation strategy that involves acquisition by the ITF would have to address one or more of the RCP objectives, which I doubt that this type of acquisition would. Nature reserves are held by the TFB. At this point, there is no move by the Board to create zones for differing levels of recreations use, as the underlying intent of nature reserves does not entertain the concept of variable human uses. I presume, however, given the several references in the plan to ITF programs, that the plan is also being referred to ITF staff for comment.

The plan uses the term “nature park” (e.g. p. vi, p. 23, which is not one I’ve met before. As it may create some confusion for islands in the IT, I suggest that the plan indicate that lands classes as nature parks do not include land that the ITF has designated as a nature reserve. The following sentence at the end of 3.4.2 would achieve this end: “Nature parks do not include lands designated as nature reserves, where the primary purpose is the protection of ecologically sensitive values.” Further, in the chart on page 27, I suggest that the ITF’s three nature reserves not be classes as “nature parks” as they are not parks in that sense of the word.

As a last general comment, I would say that the plan is very repetitive. I appreciate that a lot of work has gone into writing the plan and am loathe to be critical. Hoowever, a number of ideas are listed or discussed over and over again. As well there were few new ideas for those of us who work in land use planning on this island.

Specific

p.iv, para 2, line 2 changet to "...where both coasts – west and east – are accessible...". {Denman is not a square with four sides. It's more like a boat with two sides. }

p.iv, para 4, lines 2, 3 and 4: As well as these owners, the IT owns land, namely the Old School, which has community uses and is sometimes used for recreation. This parcel should probably be included.

P.8, 2.2.4, para 3, line 1: I suggest the term "drastically" be replaced with "dramatically", as people here did not see gaining the park as a drastic move. This para should indicate that the transferred lands went to MoE, rather than merely saying "the province".

P.12, 3.1.2 SEI: Given that this inventory is now out of date and replaced by the Provincial TEM and subsequently the IT's SEM, this section should be augmented to acknowledge these new data.

Pp. 12-13, 3.1.4: The conversation of \$/ha to \$/ac are grossly inaccurate.

P.13, 3.2.1: the area cited here for the new park is much smaller than what has now been announced.

P.15, 3.2.4, line 1: This sentence needs the phrase "on Denman Island" added to the end, as the ITF hold twenty properties in all, plus about 60 conservation covenants, spread across the IT Area. The second bullet in the list in this subsection is incorrect. Although DCA was instrumental in obtaining the transfer of the Inner Island Lands to ITF, it never held them and therefore was never in a position to donate them. Further info, see the Crown Land profiles for DI on the IT website.

Also in this subsection, the final sentence needs revision at the Railway Marsh is no longer private land.

P.15, 3.2.5, second bullet: The Settlement lands are actually two parcels, together representing 59.5 ha.

P.19, chart, Railway Grade Marsh: as indicated above, is now held by MoE.

P.21: Again suggest that SEM be used not SEI.

P.25, 3.4.7, second para: I am surprised at the term "Danes Creek North", as there's just one Danes Creek. The covenanted land is a large area, extending into two newly zoned agricultural areas and encompassing the headwaters of Danes Creek, which runs north into Baynes Sound at Henry Bay.

Also in this para, "Morrison March North end" is a surprise, as I believe the covenant is on the south end of Morrison Marsh. Also, this one is given twice in this para. I see, however, that the plan name Morrison Marsh in several connotations. The land in this area newly transferred to the MoE is the north end of this marsh, but it has no covenant on it that I know of. It is now zoned "Conservation", however.

P.28, 3.5.2: Although most roads are narrow, not all are paved. Some are gravel.

P.28, 3.5.3: This para should begin with the word "horses" not "horse".

P.29, 3.5.5, last line: Best to say "Most of these...are protected by DPA..."

P.31: The number of respondents to the survey is given here as 39, but is given on p. 3 as 38.

P.32, 5.3, sentence 1: The level of response to this survey does not justify the claim that "trails all over the island are very well used." In fact, compared to many of the other Gulf islands, Denman trails are lightly used. It is rare that one meets another person walking a trail other than in the two long-existing provincial parks in the summer.

P.33, top of the page, para 2: Cycling and horseback riding are different forms of recreation and, as such, need to be distinguished. The intended meaning of the terms "ride" and "riding" is unclear.

P. 36, 7.1.2: As little land is now available that's subdividable to the number of lots needed to trigger park acquisition, I suspect that opportunities for the creation of small parks at the time of subdivision will be few. Several areas of the plan speak to park acquisition at the time of subdivision as a major source of future parkland. I believe there's little basis for this expectation. Further, development is not generally a goal in the Islands Trust Area, the mandate and given that the land base is islands. This perspective is indicated by the DI OCP policy that requires maintaining the current build-out provision, with only limited exceptions. As a result, it is unlikely lands would be rezoned to change the development potential in a way that would allow more extensive park acquisition at the time of subdivision. This plan seems to presents a different perspective, which therefore may not reflect community goals.

P. 37, 7.1.3, para 2, line 2: The "high" figure of approx \$13.5M per ha seems overly high should be checked.

P.40, 7.3: The numbering of subsections on this page begins with "9" instead of "1".

As directly above: An "initiation of meeting" between CVRD and the LTC seems a good idea. However, as mentioned earlier, the LTC has a full work program at this time and a deadline to complete the current OCP/LUB review in the term. As a result, such a meeting could not happen for at least 8 months or more.

P.41, 7.4: The numbering of subsections on this page begins with "10" instead of "1"

Submitted November 19, 2011:

I have just started to read the greenways plan.... Looks like you've done a great job from what I see on the maps. The only point that comes to me is in the summary at the beginning. You refer to passive trails, vs. multi-use. "passive" recreation does have a lot of interpretations, I know, but there are huge numbers of nature preserves, conservation areas and parks in the States and elsewhere that include cycling and horseback riding as passive (specifics available). Here on Denman, excluding these activities from the 'passive' category could cause lots of problems with those users, both in the CVRD project and the BC Parks one. Would it be possible to refer to 'pedestrian trails', instead of 'passive' trails?

Submitted November 24, 2011:

Thank you for e-mailing me a copy of the DRAFT Plan. I appreciate the amount of time that you have devoted to this process. I have reviewed the plan and wish to make the following initial comments:

1. Consultation:

(a) Open Houses: I am concerned that there have been no public meetings (except Open House format) as part of the consultation process. Though Open Houses may be among useful methods to impart information, they do not foster communication among community members that results in fruitful collaboration and community-building. Communication at Open Houses is directed to the consultants rather than among community members. With only 28 in attendance (2.5% of the population) at the first Open House, I have great concerns whether reliance on this public meeting format is useful. Instead, facilitated and animated public meeting(s) convened so that all can hear fellow community members' ideas in order to foster cross-fertilization and a shared information base, seem a far more effective way to create a "long term vision" as is the intent of this Plan.

(b) Survey Analysis: Frankly, 39 survey responses (or about 3.5%) from a community of 1095 residents seems an insufficient number to extrapolate the conclusions in Section 5.0 on Parks, Greenways, Trails, Amenities, Potential Acquisitions & Mechanisms and Priorities. For example, the Plan reports that "15% not satisfied with the number of parks on the island" – or 5 people out of 1095! Another example, "10% saw no need for additional acquisition or protection" – or about 4 people out of 1095! The slim amount of data (and the misleading way it is presented in percentages) seems woefully inadequate to be able to proceed to develop "Priorities" and then to create a community "vision" to be enshrined in a Plan. I think that when you saw the low attendance at the initial Open House and the survey response, other strategies to engage the community should have been employed. The lack of effective consultation undermines the legitimacy of much of this Plan.

(c) Danes Creek Covenant Areas (2) should be depicted on the map. Even though they don't have public access, trails may be routed in their proximity and need to be mindful of their conservation values.

2. Map:

(a) "Connections Between Existing Public Trails/Greenways" I have concerns that some "Connections," as depicted on the map go over private lands. Though it is entirely possible that such connections might ultimately be entrenched via easements or other mechanisms, they do not currently have that status. This map, which may appear on the CVRD website, might give the impression that the owners invite public access via those "Connections." Unless permission has been given for this map depiction from such owners, I believe it is premature to depict such "Connections" and they should be removed from the map. I note that I am one of the owners of SE ¼ Section 26 that has this Map depiction and was not consulted.

(b) “Wildlife and Biodiversity Corridors/Ecological Greenways” as depicted with two blue lines. I am concerned that this depiction is inconsistent with long-standing biodiversity protection goals that have been established on Denman. Principles that should guide identification of a Biodiversity Greenway for Denman Island include: (1) the Greenway should be a network of areas, not isolated lines; (2) the Greenway should wherever possible connect with the shore of the marine area; and, (3) the Greenway network should encompass areas presently protected for conservation, as well as indicating generally where additional greenway connections are desirable. The two blue lines fail to represent pre-existing protection measures such as: The Islands Trust OCP Schedule D Sensitive Areas (especially the ‘connectivity Areas’); The Islands Trust OCP Schedule E1 Development Permit Areas (particularly the Steep slopes and the Lacon coastal areas); the Islands Trust OCP Schedule E2 Development Permit Areas (particularly Development Permit Area No. 4 Streams Lakes and Wetlands). These Islands Trust mapped networks are particularly significant to any designation of a Biodiversity Greenway because they already have a degree of statutory protection. Development proposed in areas shown in Schedule E1 and E2 requires a Development Permit from Islands Trust.

3. Miscellaneous comments:

- (a) I read this quickly and don’t remember the survey questions, but is there any mention of disabled access to parks/greenways?
- (b) p. 9 – “Balance economic land use with conservation and environmentally sensitive areas and the provision for recreational amenities” – What does “balance” mean? Does it mean that each of these variables have equal weight in priority-setting and decision-making? Needs clarity.
- (c) Various places in the Plan - I note that there is mention of “conservation”, “stewardship” and “protection,” but I am curious whether “restoration” or “reclamation” also might be appropriate for mention in the Plan over and above its mention on p. 20.
- (d) p. 11 – What are “active transportation activities?”
- (e) p. 16 – Winter Wren Wood – as trails are noted in the Central Park description, the WWW nature trail should be noted as well
- (f) I am wondering it should be mentioned that there are a number of water rights licenses on Chickadee Lake for domestic/ag use; and that Graham Lake has a water utility. The point being that the maintenance of quality and quantity of potable water may be a factor in locating trails, etc.
- (g) p. 18 – To be consistent with descriptions of other lands, it should be noted that Lindsay-Dickson has trails accessible to the public.
- (h) p. 20 In part 3.3, 1st paragraph, “conservation covenants” should be added as they are distinct from “restrictive covenants” which you do note. I would also add “voluntary stewardship agreements”
- (i) p. 21 On first read, I think this table requires more work, but don’t have the time to review it thoroughly now.
- (j) p. 22/23 – re: beach access. Though liability and costs are mentioned as factors in determining suitability of beach access, appropriateness of potential sites from an ecological protection/conservation perspective should have high consideration.

Submitted November 24, 2010:

Re: Greenways

This memo addresses the Comox Valley Regional District “Denman Island Parks and Greenways Master Plan” (Draft – November 2010). Specifically, it addresses the proposed “wildlife and biodiversity corridors/ecological greenways” (biodiversitygGreenways) as shown on the draft Denman Island Parks and Greenways map.

The Biodiversity Greenways are shown on the map as two blue lines that end with arrowheads. These two lines fail to capture the biodiversity protection goals that have been established and in many cases achieved by Denman Islanders over the past, at least 20 years.

Principles that should guide identification of a Biodiversity Greenway for Denman Island include:

- The greenway should be a network of areas, not isolated lines
- The greenway should wherever possible connect with the shore of the marine area – the biggest natural area designated for conservation in the Denman Island planning area
- The greenway network should encompass areas presently protected for conservation, as well as indicating generally where additional greenway connections are desirable.

Planning and protection measure that are already in place, not represented by the two blue lines include:

- The Islands Trust OCP Schedule D Sensitive Areas (note especially the ‘connectivity’ areas)
- The Islands Trust OCP Schedule E1 Development Permit Areas (note particularly the steep slopes and the Lacon coastal areas)
- The Islands Trust OCP Schedule E2 Development Permit Areas (note particularly Development Permit Area No. 4, Streams and Wetlands)

These Islands Trust mapped networks are particularly significant to any designation of a Biodiversity Greenway because they already have a degree of statutory protection. Development proposed in areas shown in Schedule E1 and E2 requires a development permit from the Islands Trust.

The biodiversity greenways, shown on the draft map as two blue lines that end with arrowheads are so inadequate to represent the well established and documented goals of Denman islanders that they are misleading and should be removed from the map.

Submitted November 24, 2010:

As far as I can determine, the essence of the draft plan is to create a bureaucratic hierarchy (with the CVRD at the helm) charged with management, promotion and expansion of a park/greenway system on Denman Island. No matter how it is dressed up, clothed in 39 survey responses and discussions with DIRA committees, the plan takes the responsibility for future decisions out of the hands of the community.

Prior to 2010, if I took a snapshot of the actual role of the CVRD in Denman Island parks and greenways, I would have to use a macro-lens with the exception of the tax rates for ‘services’ and ‘community parks’ which were significant. According to the 2010 “Rural Property Tax Guide,” in 2009 Denman landowners paid \$16 per \$100,000 in assessed value for “services” and \$18.38 per \$100,000 for “community parks”. As stated in the draft plan, the CVRD’s current parkland acquisition reserve for Denman/Hornby combined is \$6,910. Annually, some of the tax dollars have gone to the Bill Mee Park boat launch. As of 2010, we will be paying for the Point Park and the infrastructure needed to safely scale down a sand cliff. Denman tax payers will pay a great deal more for the future outlined in the draft plan when our tax dollars appear to have bought to little up to now.

Islanders have and will continue to have the privilege of paying the bills.

According to the draft plan’s executive summary: “perhaps the biggest contribution to the parks and greenways system that the CVRD could make is in terms of public accessibility and connectivity.” As the urban centres of Comox, Courtenay and Cumberland embrace rampant growth and the destruction of open spaces, Denman Island greenspaces may well be viewed as a regional resource of recreational opportunities with this island picking up the tab through taxes, environmental impacts, pressure on infrastructure (roads/ferry), and deterioration of the community social fabric.

CVRD should plan for three park areas it holds on Denman Island and spend our tax money making trails possible both for recreation and transportation (something to which the community does give priority). BC Parks should plan for the parks it holds on Denman Island. The Trust Fund and the Denman Conservancy Association should plan for their conservation areas on Denman Island. The “connectivity” should come

from the residents as it has come in the past. That means that BC Parks meets with community members and groups to discuss its parks plan and so on.

CVRD's draft plan vision would have BC Parks talking to a CVRD "steering committee", a committee which "as a courtesy" would initially involve discussions with elected officials including the Islands Trust. Somewhere at the bottom would be a handful of Denman islanders as an advising committee to the bureaucrats who make up the steering committee and make the decisions.

This all reminds me of something out of *Gulliver's Travels*. At one point in his travels, Gulliver tries to deal with a complex bureaucracy wherein a petitioner must somehow engage the assistance of a clapper, who in turn may consent to make sufficient noise to engage the attention of another specialized bureaucrat who may choose to raise the ear flaps of the top bureaucrat so that the petitioner may be heard.

I appreciate that the draft plan has attempted to encapsulate land held for collective benefit (environment qualifying as a possible benefactor) and the various management/ownership systems for these lands. Islanders will undoubtedly help correct the data errors.

But stop there.

4. AGENCY AND ORGANIZATION REFERRAL RESPONSES

First Nations

K'ómoks First Nation – No comments received.

Qualicum Indian Band – No comments received.

Laich-Kwil-Tach Treaty Society (incl. We Wai Kai Kum)

Thank you for your letter dated May 19, 2011 from Comox Valley Regional District. As you may know, the Laich-Kwil-Tach Treaty society represents its member Nations, the We Wai Kai (Cape Mudge Band) and Wei Wai Kum (Campbell River Band).

As the courts have confirmed on numerous occasions, both the provincial and the federal governments owe a fiduciary duty of utmost good faith to First Nations. The Supreme Court of Canada made it clear in *Delgamuukw* that this duty can only be satisfied by the involvement of First Nations in decisions taken with respect to our lands. The Court then went on to say "There is always the duty of consultations." (para. 168). This consultation must, at a minimum, be in good faith with the intention of substantially addressing the concerns of the First Nation whose lands are at issue". The BC Court of Appeal in its February 2002 decision in *Council of Haida Nation* has further clarified this obligation by confirming that your government is obliged to make an initial assessment of our rights and must not only to engage in meaningful consultation, but also must seek an accommodation of our interests (including cultural and economic ones).

At this time, we have no concerns with the final draft for Denman Island Parks and Greenways Master Plan. We may choose in the future to address the issues of infringement and compensation with respect to this project through the treaty process, the courts or other dispute resolution process. We also reserve the right to raise objections if we discover impacts on our rights or interest that we had not foreseen.

Sliammon First Nation – No comments received.

Federal Departments and Agencies

Fisheries and Oceans Canada – No comments received.

Provincial Ministries and Agencies

Ministry of Agriculture

Thank you for the referral of the final draft of the Denman Island Parks and Greenways Master Plan dated May 17, 2011. I have the following comments on the agricultural implications of this Master Plan.

Reviewing the map the majority of proposed trails/greenways particularly on the North part of Denman Island appear to fall partially or completely within the Agricultural Land Reserve. While I recognize that 48% of the Denman Islands' land base is within the ALR this has important implications for planning as designations of trails within the Agricultural Land Reserve require approval from the Agricultural Land Commission. While parks and trails are permitted in the Agricultural Land Reserve they can create problems for adjacent farms and may require additional planning and mitigation measures. To acknowledge this consideration I suggest that you colour the portion of trail/greenway that falls within the Agricultural Land Reserve yellow on your map to indicate these areas require special consideration before any alignment or designation can occur.

I further would like an explanation as to why the proposed trail on the North-East side of the Island does not traverse the area newly designated as park but instead appears to cross areas that have been identified as privately held farmland. Almost 500 hectares of land, much of it in the Agricultural Land Reserve, was dedicated as park. Now it appears the trail and greenways master plan is suggesting additional agricultural land be designated as trail/greenways. More discussion as to why the NE trail/greenway can't be located in the area already designated for park use is needed prior to accepting the proposed alignment.

3.5.4 Trails in the Agricultural Land Reserve: The Guide to Using and Developing Trails in Farm and Ranch Areas provides a framework for working with farmers to minimize the impact of trails in farming areas. One of the first suggestions for new trail development is *"Every effort should be made to find alternative trail routes that go around rather than through these areas in order to avoid any potential conflicts"*.

3.5.4 *"As most of the ALR land on Denman Island is privately owned, existing trails on these agricultural lands should be used only with the owner's permission"*. This is not an adequate solution to locating trails in the Agricultural Land Reserve. Any trail in the Agricultural Land Reserve still needs approval from the Agricultural Land Commission even if the land owner is supportive. If the trail is deemed to be in conflict with the future agricultural productivity of the parcel it may not be supported by the Agricultural Land Commission. Further, privately held properties often sell and new owners may not support the recreational use of their property. This often creates significant conflict within a community. I suggest that a more formal process be developed involving trails on private land in the Agricultural Land Reserve.

7.1.2 Park Dedication upon Subdivision: This option is not applicable to land within the Agricultural Land Reserve and this should be specifically noted in this section.

7.1.8 Conservation Covenants and Natural Areas Tax Exemption: Covenants on Land within the Agricultural Land Reserve require approval from the Agricultural Land Commission.

7.1.10 Easements and Rights-of-Way: These can often be a source of conflict for the farming community as farms often grow around unused easements and rights of way. Sensitivity and a willingness to work with the land owner to minimize impact of these rights of way is encouraged.

7.1.11 Leases: Leases on agricultural land should require notation on title so that any subsequent owner has full disclosure prior to purchasing the property.

7.3 Implementation Strategies: 4. *"Consult with the Agricultural Land Commission and farmers early on in the process to review proposed greenways that go through the Agricultural Land Reserve..."* You may want to add owners of land in the Agricultural Land Reserve since, as you pointed out earlier, there are few farms on Denman Island when compared to the amount land in the Agricultural Land Reserve, regardless considerations with respect to the land are the same.

7.4 Priorities: 1. *A cross-island ferry-to-ferry multi-use trail or recreational greenway*; 2. *A north-south multi-use trail or recreational greenway*; 3. *Connections between existing public trails or contiguous greenways*; the top 3 priorities in the master plan all involve land in the Agricultural Land Reserve. To minimize the impact to agricultural land within the Agricultural Land Reserve I encourage you to investigate trail alignments that utilize existing road corridors, parks and community held lands. To also have a stronger acknowledgement in this document that privately held land in the Agricultural Land Reserve regardless of its current level of agricultural activity and public access should not be the primary consideration for public trails or greenways.

The Master Plan acknowledges that a gap exist on Denman Island with respect to trails and greenways. As there are few formally recognized trails in existence development of trails and greenways is a priority in the Master Plan. There is a good opportunity to avoid or minimize the impact to the Agricultural Land Reserve by locating trails away from farmland.

To this end I would like more discussion on the proposed alignment of the North-East trail/greenway on

the map provided. If you have any questions regarding my comments please contact me directly.

Agricultural Land Commission

We have reviewed the final draft of the plan and we are pleased to note that under 3.5.4 the plan includes references to the fact that many of the trails are located within the ALR and require the Commission's approval. We also note that under 7.3 4. consultation with the Agricultural Land Commission and farmers is required early in the process.

Notwithstanding the above policies we have a concern that the plan as a whole perhaps downplays the importance of addressing agricultural considerations. We recognize that this is not the focus of the plan, Moreover some of the trails are located on the periphery of the ALR and are unlikely to have any significant impact on agriculture. Nevertheless, many others do have such potential including some of the more important trails, one of which is the proposed north to south multi-use trail/greenway. If the impact of these trails cannot be mitigated in a manner satisfactory to the Commission it may not be in a position to support the related application, which may have significant implications for the plan as a whole. We suggest that this point be clarified to ensure that persons reading the plan do not gain the impression that the Commission's approval is a formality. We also suggest that the comment under 3.5.4 relating the Ministry of Agriculture's guide (note: no longer the Ministry of Agriculture and Lands) be amended to provide a greater commitment to fulfilling the objectives of the Ministry's guidelines. The Trust Policy Statement under 4.1 recognizes the need for the Trust to protect and encourage agriculture. While the statement does not specifically address trails it requires that road systems and servicing corridors avoid agricultural lands or where the need outweighs agricultural considerations, appropriate mitigation measures be put in place. It can thus be inferred that the Trust has an obligation to address issues relating to agriculture when planning trail and greenway networks.

We note the reference under 2.3.2 to the Electoral Area A Greenways Plan and we further note that the policies in this plan received significant negative feedback from affected land owners that resulted in additional emphasis being placed on the need to involve land owners at an early date when planning trails through agricultural areas.

We recognize that by and large little agricultural use is at present being made of the land within the ALR that is affected by the proposed trails and that accordingly it may be premature to engage the Commission or the land owners in discussions with regard to the trails at this stage. We would nevertheless encourage an early consultation process with the Commission as well as the Ministry of Agriculture once the conceptual plans are more advanced.

With regard to the map showing the plan of the parks and greenways we consider it important that a note be added that draws attention to the need for Commission approval for trails located within the ALR.

BC Parks, Ministry of Environment – *No comments received.*

Ecosystem section, Ministry of Forests, Lands and Natural Resources Operations

Overall I think the plan provides solid social and ecological background and sets the foundation for priorities to be set for future greenway establishment. As identified in the Plan, there are several different layers of “sensitive” values mapped for the island which will require careful consideration as plans evolve for greenway designation and/or development. One area that wasn't clear to me was the identification of rare occurrences identified through the BC Conservation Data Centre. I'm not sure where the SEM data came from but these categories are quite different from the SEI or CDC data. Not less valid perhaps, just different. To this end I've reviewed the CDC maps for rare elements and I can tell you that there are many (>25) rare elements known to occur on the island. A few of these are classified as “masked” occurrences

which I cannot release to the public but that we will need to discuss as planning moves forward. Once I receive this information from the CDC I should be able to meet with you in person to discuss options for discretely avoiding these areas. The majority of the CDC occurrences are not masked though so we can apply their mapping to identify both rare species and ecosystems in order to frame planning objectives for the greenways.

Another area I would like the Regional District and the conservancy organizations on the island to carefully consider is who will bear the burden of costs associated with managing the trail networks, as they evolve. Opening trails systems, however low impact, will open up these areas to disturbance and colonization by invasive species. Because of this I believe that there may well be sensitive and rare ecosystems within some of the established parks where providing even low impact recreation may not be appropriate. At the very least, plans to open up natural areas to public access should include a clear statement of commitment for managing disturbance and impacts to the vegetation and specifically for invasive species monitoring and treatment, in perpetuity. Otherwise the values for which these areas have been designated will inevitably be lost. I'm aware that most park plans typically incorporate some vegetation management commitments but I'm also aware that these statements rarely have teeth or the necessary resources to implement them.

I'm aware that Peggy Burfield from MOE Parks also plans to respond to your referral so I'm cc'ing her here for information.

Thanks for sending the plan along. I'm looking forward to seeing a carefully planned trail network established on Denman Island.

BC Ferry Services Inc. – No comments received.

Crown land authorizations, Ministry of Natural Resource Operations – No comments received.

Recreation Sites and Trails BC, Ministry of Natural Resource Operations – No comments received.

Ministry of Transportation and Infrastructure

No objections; however, any trails, walkways, roadways on Ministry of Transportation road rights-of-way will require a permit and/or suitable right-of-way licence.

Local Government

Comox (Town of) – No comments received.

Courtenay (City of) – No comments received.

Cumberland (Village of) – No comments received.

Denman Island Local Trust Committee

The Denman Island Local Trust Committee reviewed the April 2011 Final Draft – Denman Island Parks and Greenways Master Plan at their meeting on May 30, 2011. The Local Trust Committee also referred the Plan to the Denman Island Advisory Planning Commission, and took into consideration the minutes of their May 3, 2011 meeting when making the following comments and recommendations. Further, comments on the Denman Island Parks and Greenways Priorities Conceptual Parks Plan were heard at the public hearing for the proposed OCP amendments as the map is proposed to be added as an appendix to the OCP.

Executive Summary:

- The vision statement in this section is different from the vision statement in section 6.1 of the Denman Island Parks and Greenways Master Plan –
-
- Compilation of Public, Agency and Organization Comments

document, and it is recommended that they are made the same in both sections.

1.2 Approach:

- This section refers to four phases but there are five bullets which is confusing. It is recommended that this is clarified either by saying that there are five phases, or by reworking the bullets so there are only four.

1.3 Acronyms:

- The acronym for Natural Area Protection Tax Exemption Program has a typo and the last letter should be a “P”, not a “D”.

2.2.4 Regional Conservation Plan:

- The text in this section is drawn from the 2005-2010 Regional Conservation Plan (RCP), but there is an updated RCP for 2011-2015 that uses a different approach in identifying conservation goals. It is recommended that the text in this section be amended to clarify that it is referring to the 2005-2010 RCP.
- In the fourth paragraph of this section, it is recommended that an additional sentence is added that recognizes the establishment of two covenants on Danes Creek as a part of development proposals.

3.1.1 Denman Island Snapshot:

At the end of the last sentence of this section, add “, as well as two significant lakes”.

3.2.4 Islands Trust Fund Lands:

- Remove the sentence starting in “Morrison Marsh” and ending in “kayakers” because there’s no access in the Nature Reserve to launch a boat. Further, although the open water at the north end of the marsh that is not in the Nature Reserve borders McFarlane Road, it is rarely used for boating and boating is not encouraged due to the many birds. Last, as this section is introductory, reference to a specific area is out of place.
- The Nature Conservancy of Canada holds the conservation covenant on the Inner Island Nature Reserve. Thus, the second paragraph of this section should be corrected to say “The Nature Conservancy of Canada holds a conservation covenant on one of the reserves, while DCA holds conservation covenants on the other two and manages all three of the reserves”.
- The third bullet about Lindsay Dickson Nature Reserve should be consistent with the first two and include information about the nature of acquisition. The sentence could be amended to read: “Lindsay Dickson Nature Reserve, a 52.4-hectare property with old growth forest and beach frontage, was acquired through joint efforts by DCA and the Province.”

3.2.5 Islands Trust Lands:

- The Old School property is owned by the “Islands Trust **Council**” and not the “Islands Trust”.

Table 3.1 Current Parks, Greenways, Nature Reserves, and Crown Lands Inventory:

- It was noted that the abbreviation for “committee” is inconsistent in three places and it is recommended that the same abbreviation be used in all places.
- The ownership of Danes Creek North is not NDL Inc. but is privately owned by another owner. The land is locally known as “The Point”. It is important to note that the ownership may change in the near future, and it may be more appropriate to instead say “private” under the land status column, both for The Point lands and the NDL Inc. lands.
- Add a new line under Danes Creek North entitled Danes Creek South for the conservation covenant held by DCA on that parcel, which is owned by NDL Inc. Please contact Courtney Campbell, Island planner if you need us to look up the size.

3.3 Landscape Classifications:

- For table 3-2 there was concern that the information is oversimplified so that not all ecosystems on a parcel are identified on the table and the rich diversity of many areas is not captured. If the information shown on the table is the most detailed data available from the SEM, this should be explained clearly in the text. However, if the data from the SEM were simplified such that the diversity of sensitive ecosystems on a property was lost, it is recommended that the table is expanded to show all the sensitive ecosystems on each property. In either case it may be helpful to the reader to explain that on-the-ground there may be a much greater diversity of sensitive ecosystems than were captured in the SEM, which is intended to provide an overview at a certain scale, or some such wording.

3.4.5 Ecological Greenways:

- The text should clarify that only three of the seven DPA's on Denman are for the protection of the natural environment (2, 3 and 4), not all of them. The second sentence of the second paragraph could be amended to read: "Many of these are protected through one of the three Development Permit Areas that are designated for the protection of the natural environment and shown as DPA Nos. 2 and 3 in Schedule E, map 1 and DPA No. 4 in Schedule E, map 2."
- In the brackets in the second paragraph, add "for example" at the beginning.
- Because the DPA on Komas Bluff is not for the protection of the natural environment but for the protection of development from hazardous conditions, it is recommended that this text for the first bullet is deleted and replaced with "Danes Creek", which is appropriate to include in this list.
- To the fourth bullet, add "the Lindsay Dickson Nature Reserve" after "Central Park".

3.4.7 Conservation Park/Area:

- Second paragraph, Morrison Marsh North end is repeated in error and should be removed.
- In the last paragraph, delete "each of the first four of these covenanted areas is" and replace with "some of the covenanted areas are".

Table 3-3 Representation of Landscapes, Ecosystems, or Function:

- Chickadee Place should be categorized as an ecological greenway.
- Railway Grade Marsh should be categorized as a nature park in addition to ecological greenway.
- Settlement Lands is more correctly a conservation area as opposed to an ecological greenway.

3.5.1 Pedestrian Trails

- Chickadee Place is not accessible to the public and should be removed from the first list.
- The Settlement lands are seasonally inaccessible to the public because of the Checker Spot butterfly and therefore should be removed from the second list.

7.2.1 Integration with the Denman Island OCP

- This section should be reworked as the LTC has decided to include the map as an appendix to the OCP and to reference the plan in the text. The bylaw to amend the OCP has been given third reading.

7.4 Priorities:

- To the last paragraph, first sentence delete "Denman Island residents" and replace with "those Islanders who commented".

General comments:

- Use of the terms "conservation covenant" and "covenant" should be consistent as the only covenants referred to in this plan are conservation covenants, and they are referred to both ways throughout.
- It is recommended that there is more explanation that establishment of trails on private land would only be done with the consent and cooperation of the property owner. Several property owners have responded negatively to seeing proposed trails on their property and there is a fear that a trail could be established without consent of the owner. In some cases the owner may be agreeable to having a trail

on the property but would like to be assured that they would have a say in where exactly the trail went. This explanation could be placed prominently on the conceptual map itself, in the text or in both places.

- Page numbering is inconsistent in some places, switching from roman numerals on page 6, and missing on other pages.

Appendices

- Appendix 1: It is recommended that the Conceptual Park Plan map is divided into two maps: one that shows the proposed greenways but has no cadastral layer, parks, wetlands, beach accesses and existing or proposed trails and shows only an outline of the island and the sweeping solid green lines, and the other that shows everything on the original Conceptual Park Plan map (i.e., parks, conservation lands, accesses, etc) but omits the solid green lines and the dotted green lines. This approach would address the concerns heard from the APC and other members of the public, namely that the proposed trail routes may well be perceived as existing trails available for public use. With regard to the re-drafted map without the cadastral layer recently provided by the CVRD, it was felt that this version fails to alleviate these concerns because, with the other location information, it is still easy to see where these proposed routes would be in relation to individual properties.
- Remove Appendices 2, 3, and 4 because it is felt that they are provocative, repetitious, essentially represent one view and that the summary of this input is sufficient. It is understood that the CVRD may wish to have these in the document for record-keeping purposes, but is still recommended that they are kept separately.
- Remove Appendix 5 because the Denman OCP is being amended and this is no longer accurate. Further, anyone interested can read the current OCP policies on the Islands Trust website. Thank you for the opportunity to review this plan.

Hornby Island Local Trust Committee – No comments received.

Regional District of Nanaimo – No comments received.

Strathcona Regional District

Interests unaffected.

CVRD Branches

CVRD Property Services Branch – Planning Department

Thank you for forwarding the above-noted referral for our comments. Your department referral has been reviewed by the planning services department. The property services branch does not provide any planning services to Denman Island; therefore, the Master Plan has been reviewed in the context of the *Local Government Act* (LGA), Comox Valley Sustainability Strategy (CVSS) and sound planning principles.

Please be aware that the first comment below is directly related to land use planning and the other two comments are associated with planning processes and practices.

Comment One: Item 7.1.2 could be improved for clarity and accuracy to better reflect Section 941 of the LGA. “7.1.2 Park Dedication upon Subdivision Most local governments on Vancouver Island rely on Section 941 of the Local Government Act for parkland acquisition. Under this authority, if the OCP and the Parks and Greenways Master Plan contain policies and designations with regards to the location and type of future parks desired, the local government (in this

case, the Islands Trust; see Section 2.4.2 above) may determine whether the owner of land proposed for subdivision must provide parkland or money in lieu of parkland. This option exists only if the proposed subdivision is for a minimum of **three new lots** and the smallest lot being created is two hectares or smaller.” The suggestion that the “Parks Dedication upon Subdivision” option exists when a minimum of three new lots are created could be misinterpreted. In order to stay consistent with the policy language set out in Section 941(5) of the LGA (noted below), it is important to make the distinction between “new lots” (as stated in the Master Plan) and “additional lots” (as stated in the LGA). The phrase “additional lots” establishes that the three new lots are in addition to the remainder of the original lot.

*“(5) Subsection (1) does not apply to (a) a subdivision by which fewer than **3 additional lots** would be created, except as provided in subsection (5.1), Page 2 Comox Valley Regional District
(b) a subdivision by which the smallest lot being created is larger than 2 hectares, or (c) a consolidation of existing parcels.”*

Comment Two: Sections 2.5 (General Parks and Recreation Overview), 4.1 (Resident Population) and 4.2 (Visitors to Denman Island) of the Master Plan provide very useful demographic information related to current demand for parks and greenways. However, the reader is left with the impression that the vision and goals for the Denman Island parks and greenways system are solely based on comments received from residents of Denman Island. The incorporation of demographic information and trends, in addition to community input, would ensure that all user groups and their recreational needs are reflected in the Master Plan. For instance, Section 6.3 (Filling in the Gaps) could be a good fit for expansion on the role that demographic change and visitor patterns will have on the future demand for recreation.

Comment Three: Section 7.3 (Implementation Strategies) of the Master Plan recommends establishing a steering committee of staff from various levels of government to set priorities and coordinate parks and greenways system development. *“Establish an implementation or steering committee of staff from the CVRD Parks Department, Islands Trust Planning Department, BC Parks and MOTI to set priorities and to coordinate the development of a phased development of a parks and greenways system.”* While this type of strategy works well for inter-governmental coordination, other public resources management models could be considered. Collaborative governance is one model that has gained legitimacy in a multijurisdictional collaborative setting. The model is based on a bottom-up approach where government staff and stakeholder groups share power and responsibility. The inclusion of local stakeholder groups (e.g., Denman Island Residents’ Association) in a priority-setting and steering forum not only ensures that local interests are represented, but also increases the possibility of successful implementation, particularly in areas where the potential for conflict between public and private use of land is high. Furthermore, a multi-stakeholder governance approach is reflected within Section 5.1 (Goal 5.1) of the CVSS. Item 5.1.1(b) aims at establishing a multi-stakeholder Open Space and Ecosystem Task Force to develop and coordinate parks-related strategies as a short-term priority: *“Establish a multi-stakeholder Open Space and Ecosystem Task Force (including conservation organizations, developers, landowners, and local government representatives) to develop strategies for ecosystem protection, overseeing and coordinating local and regional work on parks, trails, ecosystem protection and restoration. Harmonize this task force with existing groups as needed.”* It is suggested that an extension of the steering committee membership to stakeholder groups would ensure consistency with regional sustainability priorities.

CVRD Strategic and Long Range Planning

There could be a section, likely after the recommendations, that shows how the plan will help to meet the goals/objectives of the Comox Valley Sustainability Strategy and help achieve the targets within section 5, Ecosystems, Natural Areas and Parks...and to some degree the other sections (buildings, site development, transportation) which touch on facilities and trails that CVRD may construct/own. This will be required information as part of the accompanying staff report and it would be helpful to have it clearly stated within the plan itself.

I would agree that the ferry-ferry trail is a key trail from a transportation perspective as well as a great recreational opportunity. Equally important should be trails that offer connectivity between where people live and where they may work/shop. On an ecosystem protection perspective, I would suggest that, if it’s not already, there be emphasis on protecting areas around important water resources, including drinking

water.

CVRD Property Services Branch – Engineering Department

For the most part, the interests of the engineering department are unaffected by the Denman parks and greenways plan, however I have the following comments.

1. The Graham Lake Improvement District (GLID) and possibly (in the future) the Denman Island Water Local Service Area (DIWLSA) receive source water for their drinking water systems from Graham Lake. The Denman parks and greenways plan should avoid increasing public access to Graham Lake as this could have an adverse impact on drinking water quality. Activities in the lake such as swimming and boating should be discouraged.
2. The Engineering department is planning a project to install a new water line along East Road, in the road right-of-way, generally from McFarlane extending south to Cokley Rd. It is possible that this work could coincide with the installation of a new greenway along the road if this would benefit the parks department.

Other

Denman Conservancy Association

This is in reply to your formal referral dated 17 May 2011 to DCA of the final draft Denman Island Parks and Greenways Master Plan.

The Denman Conservancy Association (DCA) is a volunteer, non-profit organization formed to preserve, protect and enhance the quality of the human and natural environment of Denman Island.

1. General

- a. Denman Conservancy Association interests are affected and our comments are outlined below.
- b. This response addresses solely the elements of the Plan that affect DCA's narrowly defined interests. As such it may convey an impression of negativity towards the Plan. DCA is supportive of planning for a more extensive network of protected land and a trail network on Denman Island.
- c. DCA manages and maintains over 13 km of public trails for walking, cycling and horse-riding located on six Denman Island properties. There is very little on the Map that acknowledges these existing trails. For example the existing public multi-use trail across Central Park is shown on the map as a "Proposed trail – connection between existing public trails."

2. Comments on Section 3.5.1 Pedestrian Trails

- a. Generally, land in Nature Reserves owned by Islands Trust Fund, is not considered 'public land'.
- b. Apart from the gravelled public road across the Settlement Lands (owned by DCA) there are no trails on that land 'accessible to the public'.
- c. DCA holds a conservation covenant on the Railway Grade Marsh, an area now being transferred to Provincial Park status. The covenant provides that DCA may manage the covenant area and may open trails thereon to the public. There is an existing public trail on this land located along the former railway grade whose existence dates back about 100 years. The existence of this trail or its potential to be part of, or link between, greenways is not identified in the report or on the associated map.

3. Comments on Table 3.3: Type of Park or Greenway

- a. Central Park is not indicated as a Conservation Area
- b. Komas Bluffs is shown as an Ecological Greenway. Since, by the definition of Ecological Greenways, they "may include public trails," DCA prefers that Komas Bluff be shown as a conservation area only. As holder of the conservation covenant on this private land, DCA has no intention of ever permitting a public trail on the Komas Bluff area. Identifying it as a potential Greenway would raise false expectations among the public.
- c. Settlement Lands is not shown as a Conservation Area. DCA is making preparations to develop a

Management Plan for this area and expects that parts of it at least will be designated for Conservation.

4. Comments on the Conceptual Parks Plan map (Appendix 1)

- a. The map shows (grey lines) many driveways, trails and old logging roads on private land in the same manner as it shows paved public highways. On a map with the main function of indicating potential public trails and greenways it is completely unacceptable to show trails on private land, that may or may not exist and are certainly not public, as equivalent to public roads without the owners' permission. As most of the owners adversely affected by this error are members of DCA, this organization cannot but oppose strenuously the publication of this map in its present form. This aspect of the map is also seriously out of date as it does not show the current layout of designated public roads on the Island.
- b. We assume that the conceptual status of the Trails/Greenways shown on the map would allow their relocation laterally by upwards of half a mile, as without such freedom we believe that the most feasible routings would be precluded.
- c. The knowledge and conceptual planning behind the proposed trails shown on the map with heavy green dashes is deficient. The existing public multi-use trail across Central Park is shown on the map as such a trail, i.e. as "Proposed trail – connection between existing public trails." Other routes shown by this symbol are illogical or redundant.
- d. The map designates waterfront road ends in three categories. Although it purports to show 'all road ends,' only 46 of the 49 listed in the text are shown. DCA is aware that some of these 49 road allowances support SARA listed species at risk and therefore should not be disturbed without proper consideration of the risk to these species. Without such studies and full consultation with the Denman Community it is premature to designate any of the road ends as proposed access to waterfront, as is done on this map.

Overall we do not agree to the publication or adoption of this map.

We trust these comments will assist in the preparation of a more complete, accurate and useful Master Plan.

Denman Island Community School – *No comments received.*

Denman Island Residents Association

Preamble

The following comments are presented from the perspective of the Parks Committee (PC). "The vision of the PC is for Denman Island to have a representative system of parks for nature conservation and recreation. It collaborates with all levels of government or other owners of parks on Denman Island, regarding park activities." (TOR 2009). (Note: Some comments of a PC member, which were simultaneously submitted to the APC and DCA are not all repeated here).

These comments are submitted through the Board of Directors of DIRA and will be presented to the general membership on or before July 11, 2011.

General comments:

- The PGMP is a visionary document attempting to portray the ideal future for parks and greenways on Denman Island based on public input. This is an opportunity for all islanders to cooperate in initiating a long term plan that will have a lasting benefit for residents and future generations.
- The PGMP draft is a useful and comprehensive resource document for the purpose of orientation and planning of parks, nature conservation and recreation systems.
- The PGMP is a unique long range strategic plan encompassing all parks and green spaces on Denman Island, regardless of ownership and management jurisdiction, by "looking from the outside in". Reconciliation of diverse local perspectives and details will take considerable time and

effort.

- There is no formal collaborative forum on Denman Island with representatives of the various owners and agencies involved in creating, and managing parks and greenways, which makes the implementation of the concepts of the PGMP challenging. We encourage that such forum be created.
- The PGMP is seen as a living document open to updates from time to time and that it should be a stand-alone document for the benefit of any individual or organization interested in furthering the parks, conservation and greenway systems. Incorporation of the PGMP into the OCP is not seen as advantageous.
- The PGMP priority interest in the community is to have access to parks, connectivity of trails, and a ferry-to-ferry trail system that will provide increased safety by providing alternatives to using busy roads.
- The PC recommends that:
 1. All trail systems should be considered for multiple use such that a broad spectrum of the community (such as hikers, equestrians, cyclists) may be accommodated.
 2. Consideration be given to 'lot line' trails in order to minimize impact on private property.

Comments specific to the content of the draft PGMP:

- The use of boxes around important statements (goals, purpose and conclusions) will enhance the presentation: i.e. page 8 the Purpose; page 15 "The parks and greenways system ... will :...."; 2.3.3 Specific actions ...; 6.1 the vision; etc.
- 3.1.5 should be in a box and perhaps go up to 1.1
- Page V, line 1: add "Master" to Plan and capitalize it as identifier of the document.
- Page V, 4th paragraph: "biodiversity corridor" should have its definition given.
- Page 6, 5th paragraph under 1: Should note DIRA and perhaps First Nations.
- Page 8, add last bullet: "identify sources of funding" for the implementation.
- 1.4.4: quantify the critical written submission. How many of the total.
- 2.2.3: we have an approved new Islands Trust definition for "passive recreation" since the writing of the PGMP, it is pivotal and ought to be inserted.
- 2.2.4: perhaps update the increase to about 24% of the land area on Denman Island now being protected.
- Page 71: remove the names of people in bullets 6 and 10.
- We recommend including a map of historic trails and/or trails currently open for public access as an independent map.
- Interest in opening more beach access would be best addressed in the text and not on a map.
- The map "Denman Island Parks and Greenways Priorities Conceptual Parks Plan" should have an explanation of the purpose on the plan in the top right corner.
- This map generates considerable public concern in being a confusing mixture of reality and vision. The reality is the underlying pattern of existing roads, while the vision of a connective circulation system is entirely conceptual and not meant to be a formal design plan. We recommend presenting for general circulation a design concept as a hand drawn "bubble diagram" by keeping the general shape of the Island and simply conveying the desirability of access to various key parts of the island in broad "brush strokes".

Thank you for the opportunity to comment

Denman Works – No comments received.

Hornby Island Community Economic Enhancement Corporation – No comments received.

Hornby Island Residents and Ratepayers Association – No comments received.

Islands Trust Fund

Pg 9, the acronym is "NAPTEP" (not NAPTED)

2.2.4 Regional Conservation Plan

Could this paragraph start with a sentence to distinguish the Islands Trust Fund from the Islands Trust? Maybe "The Islands Trust Fund is regional land trust for the Islands Trust Area, protecting land through voluntary conservation initiatives". (We try to distinguish between the voluntary nature of our work and the regulatory nature of the Islands Trust's work.)

This section only references the 2005-2010 Regional Conservation Plan. An entirely new RCP was released in Dec. 2010. Denman had over 15% protected area by the end of 2010. The 2011-2015 Regional Conservation Plan does not use percentage based targets. The entire 2011-2015 RCP can be found here: <http://www.islandstrustfund.bc.ca/pdf/itfrcp2011-2015.pdf> Could this section be rewritten to refer to the more recent RCP?

Goals of the 2011-2015 Regional Conservation Plan

The 2011-2015 Regional Conservation Plan sets out seven long-term goals that reflect the enduring aspirations of the Islands Trust Fund to work with landowners and partner organizations to protect the rich biodiversity of the Islands Trust Area:

1. Secure* *core conservation areas* that effectively conserve *biodiversity* priorities within the Islands Trust Area and within individual local trust areas or island municipalities
2. Investigate the protection of biodiversity priorities on lands outside of core conservation areas, including *working landscapes*
3. Work with partner organizations to conserve marine ecosystems and habitats
4. Work with the Islands Trust Council, local trust committees and island municipalities to implement and accentuate Regional Conservation Plan goals and objectives within official community plans and land use bylaws
5. Promote community participation in conservation within the Islands Trust Area through effective stewardship and management of private lands, information sharing and support of conservation education
6. Support and enhance the work of conservation partners working in the Islands Trust Area
7. Monitor and manage existing Islands Trust Fund conservation areas to maintain and enhance existing biodiversity and cultural features, with the understanding that ecosystems are continuously in a state of change

3.2.4 Pg. 25 Last paragraph references covenants held by DCA - these are not ITF lands and should be under 3.2.6. Also DCA holds covenants on Lindsay Dickson NR and Morrison Marsh NR, but the Nature Conservancy of Canada holds the covenant on Inner Island NR. DCA does manage all three.

* Land is secured through direct purchase, land donation, bequests, conservation covenant (including through the Natural Area Protection Tax Exemption Program) or through the granting of a Life Estate. It is intended to be a permanent protection of land. The Islands Trust Fund does not acquire land through expropriation.

Pg 45 lists ITF as an NGO - we are connected to the Islands Trust and a Crown agency, so I am not sure we fit here. Perhaps if the paragraph started with "Environmental organizations" instead? Or "Non-profit organizations"? Also the reference to Habitat Acquisition Trust Fund is wrong - Habitat Acquisition Trust is a land trust in the CRD, and does not work on Denman. There is a Habitat Conservation Trust Fund, but that is a funding agency. Not sure which this is referring to. And it is the Land Conservancy of BC.

Pg 46 the description of the Free Crown Grant process is not quite right, and the Ministry of Community and Rural Devlp. is now Community, Sport and Cultural Development.

7.1.8 pg 47, suggest replacing "recent" with "2010". Also, the paragraph should maybe clarify that covenants can be held by other designated organizations, something like...

"A conservation covenant, registered on title to property, does not place the property in the public domain, but it does provide permanent environmental protection for the area covenanted. A number of organizations, such as the Land Conservancy of BC and the Denman Conservancy Association, are designated to hold conservation covenants. Covenants are monitored annually to ensure compliance.

The Islands Trust has a Natural Area Protection Tax Exemption Program (NAPTEP) that offers a 65% reduction in property taxes for the area covenanted to landowners who register a conservation covenant on their property. The NAPTEP covenant must be held by the Islands Trust Fund. As the result of a 2010 Trust Council decision, this program is now available for Denman Island."