



Committee-of-the-Whole Meeting

Wednesday, May 13, 2026

Zoom/Board Room (Hybrid) – 3008 Fifth Avenue, Port Alberni, BC

10:00 AM

Regular Agenda

Watch the meeting live at: <https://www.acrd.bc.ca/events/13-5-2026/7855/?catid=0>

Register to participate via Zoom Webinar at:

https://acrd-bc-ca.zoom.us/webinar/register/WN_-CYV3TPLSygskt-ijh5-A#/registration

PAGE #

1. **CALL TO ORDER**

Recognition of Territories.

Notice to attendees and delegates that this meeting is being recorded and livestreamed to YouTube on the Regional District Website.

Introductions - Committee Members and Staff present in the Boardroom and on Zoom.

2. **APPROVAL OF AGENDA**

(motion to approve, including late items requires ALL VOTE 2/3 majority vote)

3. **DECLARATIONS**

(conflict of interest or gifts exceeding \$250 in value as per section 106 of the Community Charter)

4. **INVITED PRESENTATIONS**

5. **DELEGATIONS (10 minute maximum)**

6. **ADOPTION OF MINUTES**

a. **Committee-of-the-Whole Meeting – March 4, 2026**

3-6

THAT the minutes of the Committee-of-the-Whole meeting held on March 4, 2026, be adopted.

7. **PUBLIC INPUT PERIOD**

(15 minutes total. Public will be permitted to speak for up to 3 minutes on an agenda item. No video, use of presentations, handouts, or props are permitted. Virtual attendees, raise your hand in Zoom to request to speak. In-person attendees, raise your hand to request to speak.

8. CORRESPONDENCE FOR INFORMATION

9. CORRESPONDENCE FOR ACTION

10. REQUEST FOR DECISION REPORTS

a. **REQUEST FOR DECISION**

7-21

Log Train Trail Regulation Bylaw

THAT the Committee-of-the-Whole recommend that the Alberni-Clayoquot Regional District Board of Directors adopt the Log Train Trail Regional Park Regulation Bylaw No. R1039, 2026, in order to move forward with the lease update with the Ministry of Transportation and Transit.

11. REPORTS

11.1 STAFF REPORTS

a. **Parks Volunteer Framework**

22-34

THAT the Committee-of-the-Whole receives this report.

12. OTHER BUSINESS (including Late Items)

Late Items are defined as matters arising after the preparation of the agenda which, if not acted upon in a timely manner, would prejudice or compromise either the Regional District's position or the position of a constituent or group of constituents.

13. QUESTION PERIOD

(15 minutes total. Public will be permitted to ask questions for up to 3 minutes on an agenda item. No video, use of presentations, handouts, or props are permitted. Virtual attendees, raise your hand in Zoom to request to speak. In-person attendees, raise your hand to request to speak).

14. ADJOURN

**Next Committee-of-the-Whole Meeting: Wednesday, May 21, 2026, at 10:00 am
Regional District Board Room & Zoom**



ALBERNI-CLAYOQUOT REGIONAL DISTRICT

MINUTES OF THE COMMITTEE-OF-THE-WHOLE MEETING

HELD ON WEDNESDAY, MARCH 4, 2026 10:00AM

Hybrid - Zoom/Board Room, 3008 Fifth Avenue, Port Alberni, BC

- DIRECTORS** John Jack, Chairperson, Chief Councillor, Huu-ay-aht First Nations
- PRESENT:** Debbie Haggard, Vice-Chair, Councillor, City of Port Alberni
Bob Beckett, Director, Electoral Area "A" (Bamfield)
Vaida Siga, Director, Electoral Area "C" (Long Beach)
Penny Cote, Director, Electoral Area "D" (Sproat Lake)
Susan Roth, Director, Electoral Area "E" (Beaver Creek)
Mike Sparrow, Director, Electoral Area "F" (Cherry Creek)
Sharie Minions, Mayor, City of Port Alberni
Marilyn McEwen, Mayor, District of Ucluelet
Tom Stere, Councillor, District of Tofino
Moriah Cootes, Councillor, Uchucklesaht Tribe Government
Levana Mastrangelo, Executive Legislator, Yuułu?if?ath Government
- REGRETS:** Kirsten Johnsen, Member of Council, Toquaht Nation
Fred Boyko, Director, Electoral Area "B" (Beaufort)
- STAFF PRESENT:** Daniel Sailland, Chief Administrative Officer
Teri Fong, Chief Financial Officer
Alex Dyer, General Manager of Planning and Development
Cynthia Dick, General Manager of Administrative Services
Janice Hill, Executive Assistant
Tanya Carothers, Solid Waste Manager

The meeting can be viewed on the Alberni-Clayoquot Regional District website at:
<https://www.acrd.bc.ca/events/4-3-2026/>

1. **CALL TO ORDER**

The General Manager of Administrative Services (GMAS) called the meeting to order at 1:30 pm.

The GMAS recognized this meeting is being held throughout the Nuuchahnulth territories.

The GMAS reported this meeting is being recorded and livestreamed to YouTube on the Regional District website.

Introductions - Committee Members and Staff present in the Boardroom and via Zoom.

The Motion was MOVED and SECONDED

THAT Director Sparrow be appointed as acting Chairperson for this meeting.

CARRIED UNANIMOUSLY

2. APPROVAL OF AGENDA

The Motion was MOVED and SECONDED

THAT the agenda be approved as amended to include two late items under 4.a City of Port Alberni Economic Development Reports.

CARRIED UNANIMOUSLY

Director Minions joined the meeting at 1:35pm.

3. DECLARATIONS

4. INVITED PRESENTATIONS

- a. **Pat Deakin, Economic Development Manager, City of Port Alberni, Economic Development Initiatives in the Alberni-Clayoquot Region**

Chair Jack joined the meeting at 1:38 pm and assumed as Chairperson.

Director Mastrangelo joined the meeting at 1:45 pm.

Director McEwen joined the meeting at 1:46 pm.

5. DELEGATIONS (10 minute maximum)

6. ADOPTION OF MINUTES

- a. **Committee-of-the-Whole Meeting – February 12, 2026**

The Motion was MOVED and SECONDED

THAT the minutes of the Committee-of-the-Whole meeting held on February 12, 2026 be adopted.

CARRIED UNANIMOUSLY

7. PUBLIC INPUT PERIOD

Colin McLeman, resident of Beaver Creek Road, inquired about the 2026-2030 Financial Plan, specifically agenda item 10.a Sproat Lake Grant-in-Aid proposed budget increase to accommodate the funding request from the Sproat Lake Community Association.

The Motion was MOVED and SECONDED

THAT the designated time for Colin McLeman be extended by three minutes for the public input period.

CARRIED UNANIMOUSLY

8. CORRESPONDENCE FOR INFORMATION

9. CORRESPONDENCE FOR ACTION

10. REQUEST FOR DECISION REPORTS

a. Request for Decision regarding Sproat Lake Grant-in-Aid Budget Change

The Motion was MOVED and SECONDED

THAT the Committee-of-the-Whole recommend the Sproat Lake Grants-in-Aid proposed budget be increased by \$20,000, to ensure adequate grant funding is available for the Sproat Lake Community Association well project, in the first reading of the 2026-2030 Alberni-Clayoquot Regional District Financial Plan bylaw and direct staff to advise the association to apply to the ACRD's Grant-in-Aid program.

CARRIED UNANIMOUSLY

b. Request for Decision regarding 2026-2030 Draft Financial Plan — Region Wide Services

The Motion was MOVED and SECONDED

THAT the Committee-of-the-Whole recommend the proposed Regional Planning budget as presented be included in the first reading of the 2026-2030 Alberni-Clayoquot Regional District Financial Plan bylaw.

CARRIED UNANIMOUSLY

The Motion was MOVED and SECONDED

THAT the Committee-of-the-Whole recommend the proposed Regional Parks budget as presented be included in the first reading of the 2026-2030 Alberni-Clayoquot Regional District Financial Plan bylaw.

CARRIED UNANIMOUSLY

The Motion was MOVED and SECONDED

THAT the Committee-of-the-Whole recommend the proposed E911 Telephone System budget as presented be included in the first reading of the 2026-2030 Alberni-Clayoquot Regional District Financial Plan bylaw.

CARRIED UNANIMOUSLY

The Motion was MOVED and SECONDED

THAT the Committee-of-the-Whole recommend the proposed General Government Services budget as presented be included in the first reading of the 2026-2030 Alberni-Clayoquot Regional District Financial Plan bylaw.

CARRIED UNANIMOUSLY

The Motion was MOVED and SECONDED

THAT the Committee-of-the-Whole recommend the proposed Regional Grants-in-Aid budget as presented be included in the first reading of the 2026-2030 Alberni-Clayoquot Regional District Financial Plan bylaw.

CARRIED UNANIMOUSLY

c. Request for Decision regarding 2026-2030 Draft Financial Plan Process to Date

The Motion was MOVED and SECONDED

THAT the Committee-of-the-Whole amend the Beaver Creek Water service to increase the total parcel tax amount to \$354,000 and include in the first reading of the 2026-2030 Alberni-Clayoquot Regional District Financial Plan.

CARRIED UNANIMOUSLY

11. REPORTS

12. OTHER BUSINESS (including Late Items)

13. QUESTION PERIOD

14. IN-CAMERA

15. REPORT OUT – RECOMMENDATIONS FROM IN-CAMERA

16. ADJOURN

The Motion was MOVED and SECONDED

THAT this meeting be adjourned at 2:42 pm.

CARRIED UNANIMOUSLY

Certified Correct:

John Jack,
Chairperson

Cynthia Dick
General Manager of Administrative Services



To: Committee of the Whole

From: Michael McGregor, Lands and Resources Coordinator

Meeting Date: May 13th, 2026

Subject: Log Train Trail Regulation Bylaw

Recommendation:

THAT the Committee of the Whole recommend that the Alberni-Clayoquot Regional District Board of Directors adopt the Log Train Trail Regional Park Regulation Bylaw No. R1039, 2026, in order to move forward with the lease update with the Ministry of Transportation and Transit.

Desired Outcome:

The desired outcome is to establish a clear regulatory framework for the Log Train Trail that:

- Improves public safety throughout the trail;
- Provides certainty and clarity for all trail users;
- Enables responsible recreational motorized use where permitted; and
- Supports effective trail management, enforcement, and stewardship during and after the lease update transition period.

Summary:

Log Train Trail Regional Park Regulation Bylaw No. R1039, 2026 has been developed to regulate activities within the Log Train Trail Regional Park Corridor. The bylaw establishes clear rules of use, defines permitted and prohibited activities, introduces safety requirements for off-road vehicles, and provides enforcement authority to address ongoing safety and operational concerns.

The proposed bylaw responds to direction from the Ministry of Transportation and Transit (MOTT), which identified the need for a formal enforcement framework as a condition of supporting recreational motorized use within the corridor. Adoption of the bylaw will also support lease renewal requirements and provide a consistent regulatory foundation for trail operations moving forward.

Background:

The Log Train Trail corridor is owned by MOTT, and the Alberni-Clayoquot Regional District (ACRD) has held a lease for non-motorized recreational use since 1993. In 2023, the ACRD approved the updated

Log Train Trail Management Plan, which identified the adjustment of the provincial lease to formally permit recreational motorized use as a key action item.

Following adoption of the Log Train Trail Management Plan, MOTT undertook a legal, insurance and policy review and advised that support for motorized use would require the ACRD to adopt an enforcement plan. Subsequent Board discussion and direction led staff to develop a draft regulation bylaw that reflects localized trail conditions, safety considerations, and shared-use principles. Updated Board direction specified that the southern section of the trail remain non-motorized, while the northern section allow motorized use.

At the Board of Directors meeting held on November 12, 2025, the following motion was passed: *THAT the Alberni-Clayoquot Regional District Board of Directors direct staff to proceed with Option 5 — a split-use model with a northern motorized section and a southern non-motorized section — and to develop the appropriate enforcement management plan, as required by the Ministry of Transportation and Transit.*

In response, Regulation Bylaw No. R1039 has been developed to address safety concerns, infrastructure protection, environmental impacts, and enforcement clarity, while balancing the interests of multiple trail user groups. The draft bylaw is currently undergoing a legal review. The draft bylaw has been reviewed by MOTT, and their response is as follows:

MOTT has confirmed that the proposed split-use approach could be supported, provided that the regulation bylaw is successfully completed. Key conditions include the establishment of an enforcement plan and clarity regarding how the split-use model will be implemented. When finalizing the updated lease agreement, MOTT will also require a suitable indemnity clause. MOTT has indicated that drafting of the updated lease can commence, subject to confirmation that the regulation bylaw has been formally adopted by the ACRD prior to execution.

The proposed enforcement plan for the Log Train Trail consists of several integrated components, including adoption of a Regulation Bylaw that establishes clear rules of use and enforceable requirements, implementation of a communication plan to ensure trail users understand permitted activities and expectations, installation and updating of trail signage and trailhead infrastructure to reflect designated uses and safety requirements, and a complaint-driven enforcement approach. Staff will follow up on substantial complaints and repeat non-compliance. In 2026, there are no specific funds or bylaw position allocations dedicated to enforcement for this regulation bylaw. Beginning in 2027 as part of the financial plan development process, staff time allocation dedicated to enforcement of the bylaw will be reviewed annually.

In response to Board feedback, staff have refined the attached Communications Plan to clearly outline how the public will be informed throughout the transition period associated with changes to use on the Log Train Trail.

The next step to proceed with this project is the execution of an updated lease agreement with MOTT. Once the regulation bylaw is adopted and the updated lease is executed, the remaining implementation steps will include:

- Incorporate Committee's feedback and bring Regulation Bylaw Request For Decision to the ACRD Board for approval
- Bring draft updated lease developed by MOTT to ACRD Board for consideration and execution

- Implementation of the communication plan, as discussed at the Board of Directors meeting on April 22, 2026 (updated version attached)
- Installation of appropriate on-trail signage reflecting the regulation bylaw and updated lease
- Adjustments to trail infrastructure to accommodate permitted uses
- Annual review, as part of the financial plan development process, of staff time allocation dedicated to enforcement of the bylaw
- Review of the enforcement plan and implementation outcomes 18 months post-adoption, as directed by the Board at the November 12, 2025 meeting

Time Requirements – Staff & Elected Officials:

Staff time associated with development of the regulation bylaw has been accommodated within existing work plans. Following adoption, staff effort during the initial transition period will focus on implementation activities, including public communications and signage updates, coordination of trailhead and access point adjustments required to support permitted uses, and complaint-driven responses to safety or compliance issues. Enforcement activities will be reactive based on public complaint rather than proactive, with staff following up on substantiated complaints and repeat non-compliance.

Financial:

Adoption of the Log Train Trail Regional Park Regulation Bylaw will result in additional staff time requirements related to implementation, administration, and monitoring; however, no new operating funding or dedicated bylaw enforcement positions are proposed as part of this initiative. Staff time associated with communications, signage maintenance, complaint intake, enforcement coordination, and monitoring of trail use and compliance trends is expected to be managed within existing staff capacity and annual work plans. Enforcement and monitoring demands will be reviewed through regular operational and financial planning processes. In 2026, there are no specific funds or bylaw position allocations dedicated to enforcement for this regulation bylaw.

Strategic Plan Implications:

Adoption of the Log Train Trail Regional Park Regulation Bylaw supports the 2024–2027 Strategic Plan, specifically:

- **Strategy 1.1** – Enhanced indoor and outdoor recreation facilities and services; and
- **Strategy 1.4** – Support our volunteers by improving safety, clarity, and shared-use expectations on Regional Parks infrastructure.

Policy or Legislation:

Regulation Bylaw No. R1039 is enacted under the authority of the *Local Government Act*, which enables the Alberni-Clayoquot Regional District to regulate the use, management, and protection of Regional Parks. The bylaw incorporates relevant definitions and safety standards established under the *Off-Road Vehicle Regulation* (B.C. Reg. 193/2015). In addition, the bylaw implements direction contained in the Log Train Trail Management Plan adopted by the ACRD Board, and supports compliance with applicable provincial legislation related to motor vehicle use, environmental protection, and public safety.

Options Considered:

Option A: Amend the Draft Bylaw Prior to Adoption

Direct staff to make specific amendments to the draft bylaw prior to adoption, such as changes to permitted vehicle types, seasonal or time-based restrictions, enforcement provisions, or boundary definitions between motorized and non-motorized sections.

Option B: Do Not Adopt the Regulation Bylaw

Decline to recommend adoption of the regulation bylaw, resulting in continuation of non-motorized use only under the existing lease without a regulatory framework to enforce non-compliant use. This option would not meet current Ministry of Transportation and Transit requirements for supporting recreational motorized use and would limit future lease amendment options.

Submitted by: *Jenny Brunn*
Jenny Brunn, General Manager of Community Services

Approved by: *Cynthia Dick*
Cynthia Dick, General Manager of Administrative Services



REGIONAL DISTRICT OF ALBERNI-CLAYOQUOT

BYLAW NO. R1039

**A BYLAW TO REGULATE THE USE AND MANAGEMENT OF THE LOG TRAIN TRAIL REGIONAL
PARK**

WHEREAS the Local Government Act empowers regional districts to provide services, including parks and recreation;

AND WHEREAS the Regional District of Alberni-Clayoquot seeks to regulate activities within the Log Train Trail Regional Park Corridor to ensure public safety, environmental protection, and responsible use;

NOW THEREFORE the Board of the Regional District of Alberni-Clayoquot in open meeting assembled enacts as follows:

PART 1 - CITATION

1. This Bylaw may be cited for all purposes as “Log Train Trail Regional Park Regulation Bylaw No. R1039, 2026”.

PART 2 – DEFINITIONS

2. In this bylaw, unless the context otherwise requires:

“bylaw enforcement officer” means any person designated as bylaw enforcement officer by the ACRD.;

“child” means a person 15 years of age or younger;

“e-bike” or **“motor assisted cycle”** means a cycle that meets the Motor Assisted Cycle (E-Bike) Regulation under the Motor Vehicle Act, including a standard e-bike with maximum continuous motor power not exceeding 500 watts and maximum assisted speed not exceeding 32 kilometers per hour, and a light e-bike with maximum continuous motor power not exceeding 250 watts and maximum assisted speed not exceeding 25 kilometers per hour. An e-bike that does not meet these criteria is considered an off-road vehicle or motor vehicle;

“highway vehicle” means a motor vehicle registered and licensed under the Motor Vehicle Act or Commercial Transport Act and meeting on-highway safety standards;

“off-road vehicle” or “ORV” means an off-road vehicle as defined under the BC Off-Road Vehicle Regulation, including all-terrain vehicles (ATVs), side-by-sides, off-road motorcycles, and snowmobiles;

“operations manager” means the person duly appointed by the Regional District of Alberni-Clayoquot as the manager responsible for the Log Train Trail or that person’s delegate or designate;

“posted notice” means any sign, map, brochure or notice on the trail corridor or on the Regional District website;

“trail corridor” means the designated area of the Log Train Trail Regional Park, including the trail surface, shoulders, structures, signage, and associated lands within the park corridor boundary shown on Schedules A and B.

PART 3 - APPLICATION

3. This bylaw applies to the lands outlined and described in Schedules A and B attached to and forming part of this bylaw, known as the Log Train Trail Regional Park Corridor.

PART 4 - GENERAL RULES OF USE

4. On shared sections of trail, all wheeled users must yield to pedestrians, and all users must yield to horseback riders.
5. Users must remain on designated trails and obey posted signage and traffic control devices.
6. Littering is prohibited. All refuse must be packed out or placed in provided receptacles.
7. Vandalism is prohibited. No person shall, remove, damage, deface or alter signs, structures, vegetation or other property within the trail corridor.
8. Fires are prohibited unless expressly authorized by the Regional District or the Province.
9. Dogs are permitted off leash where posted, but must remain under control, respond to verbal commands and not harass wildlife, livestock and other trail users.

PART 5 – OFF-ROAD VEHICLES

10. Registration, display and documentation

Operators must ensure that:

- a) All ORVs used within the trail corridor must be registered with ICBC.
- b) The ORV must display a clearly visible plate or sticker securely affixed.
- c) Operators must carry proof of registration while operating within the trail corridor.
- d) Operators comply with applicable provincial licensing requirements;
- e) Operators must carry a minimum of two hundred thousand dollars (\$200,000) third-party liability insurance.

11. Operator age and supervision

The following age and supervision rules apply:

- a) Operators under fourteen (14) years of age must be directly supervised by a person nineteen (19) years of age or older who holds a valid driver's license or appropriate training.
- b) Operators aged fourteen (14) to fifteen (15) years may operate unsupervised only with written parental or guardian consent and proof of safety training appropriate to the ORV type.
- c) Operators aged sixteen (16) and older must comply with applicable provincial licensing and/or training requirements

12. Required safety equipment

Operators and passengers must comply with these equipment requirements:

- a) Helmets are mandatory for operators and passengers of ATVs, off-road motorcycles, and snowmobiles.
- b) Seat belts must be worn by all occupants in side-by-side ORVs where seat belts are provided.
- c) A functional spark arrester is required on all ORVs.
- d) Lights must be used during hours of darkness or low visibility.

13. Speed limits

Operators must not exceed the following speed limits within the trail corridor:

- a) Thirty (30) kilometers per hour.
- b) Unless otherwise posted by the Regional District.

14. Impaired operation by alcohol or drugs is prohibited.

15. Aggressive riding, stunts, and unsafe maneuvers are prohibited.

16. Operators must maintain a safe following distance and adjust speed for curves, hills, sightlines, and proximity to other users.

17. ORVs must remain on designated trails, as off-trail riding is prohibited to protect habitat and infrastructure. Passengers are only permitted where the ORV is designed and equipped by the manufacturer to carry passengers.
18. A child must not operate an off-road vehicle while carrying a passenger, except where the passenger is the child's supervising adult and the vehicle is designed and equipped by the manufacturer to carry a passenger.

PART 6 – OTHER VEHICLES AND EQUIPMENT

19. Motorized and non-motorized trail designations
 - a) The section of the Log Train Trail Regional Park from kilometre 3 (KM 3) to kilometre 7.9 (KM 7.9), as shown on Schedule "A", is designated as a non-motorized use area.
 - b) The section of the Log Train Trail Regional Park from kilometre 7.9 (KM 7.9) to kilometre 21 (KM 21), as shown on Schedule "B", is designated as a motorized use area.
 - c) No person may operate or permit the operation of a motorized vehicle within a non-motorized use area.
20. Highway vehicles and industrial equipment are prohibited from travelling on or crossing the trail corridor unless authorized by permit or otherwise posted by the Regional District.
21. E-bikes that meet the definition in this bylaw are permitted on the trail corridor unless otherwise posted by the Regional District.

PART 7 - PERMITS

22. The Province of BC as the land manager may issue permits or a nonexclusive lease authorizing activities otherwise prohibited by this bylaw to a third party, including trail crossings, commercial and industrial use.

PART 8 – CLOSURES AND ORDERS

23. The Regional District may temporarily close or restrict access to portions of the trail corridor for safety, maintenance, environmental protection, or emergencies. Users must comply with any order of a Bylaw Enforcement Officer to leave the trail corridor or to cease an activity that is unsafe or contrary to this bylaw.

PART 9 – ADMINISTRATION AND ENFORCEMENT

Certified true and correct copy of
**“Log Train Trail Regional Park
Regulation Bylaw
No. R1039, 2026”**

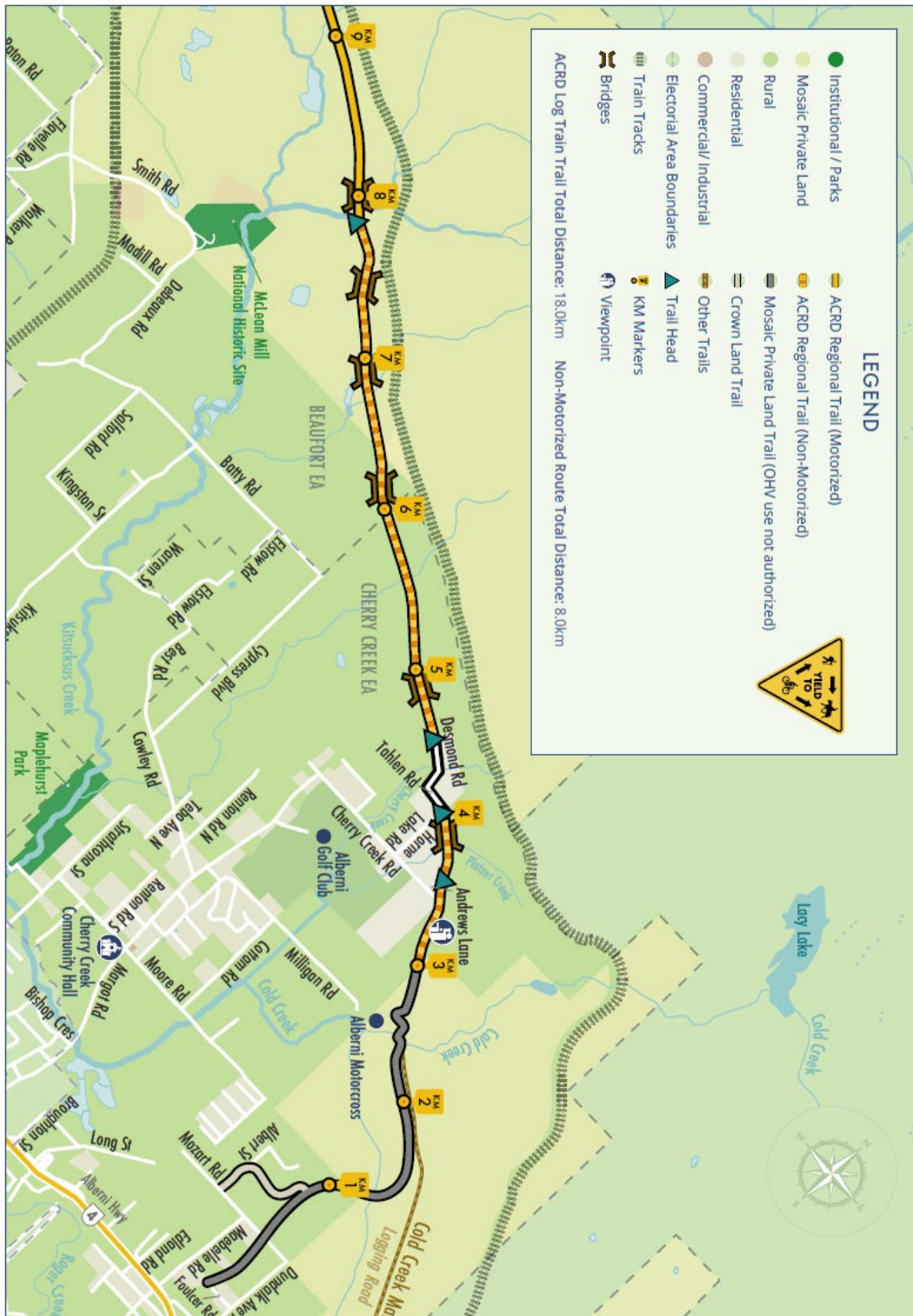
The Corporate seal of the Regional
District of Alberni-Clayoquot was hereto
affixed in the presence of:

John Jack,
Chairperson

Cynthia Dick,
General Manager of Administrative Services

SCHEDULE "A"

ACRD LOG TRAIN TRAIL (NON-MOTORIZED ROUTE)





Communications Plan

Log Train Trail Lease Update – Transition Plan

Project Overview

The Alberni-Clayoquot Regional District (ACRD) is undertaking a Log Train Trail lease update with the Ministry of Transportation and Transit (MOTT). Following execution of the new lease agreement, the ACRD will implement a new Park Use Regulation Bylaw, as well as Trail infrastructure improvements to support long-term trail stewardship, public safety, and shared use. Public communications are a key component of the enforcement approach, supporting compliance through early education, clear expectations, and visible trail signage prior to any enforcement action.

Purpose of Public Communications

Public communications for this project are intended to:

- Inform trail users, adjacent property owners, partner agencies, and the broader community about upcoming changes
- Manage expectations related to trail access and impacts
- Seek input where implementation details remain flexible, while clearly communicating decisions that have already been approved by the Board or required through the lease agreement.
- This information sharing will follow the ACRD Public Engagement Policy (November 2023) and the IAP2 Spectrum of Public Participation.

Communications Framework

Communications will be phased and proportionate to the level of community impact. Public-facing communications will not be initiated until the lease agreement with MOTT is finalized to ensure accuracy and consistency of information.

Levels by Project Component

- Lease update with MOTT – Inform
- Trail signage and shared-use etiquette – Inform
- Trail gate modifications – Inform
- Bridge safety improvements and repairs – Inform / Consult



- Volunteer involvement – Consult / Involve

Community Partners

Community partners include trail users, adjacent property owners, the Ministry of Transportation and Transit, First Nations, local outdoor recreation and volunteer groups, emergency services, tourism partners, and the ACRD Board of Directors.

Communication Phases

Phase 1 – Internal Preparation (Current)

- Internal briefings with communications and management
- Development of key messages, FAQs, draft maps, brochures, and signage concepts

Phase 2 – Lease Execution Announcement

- Media release and website update
- Community partner notifications
- Launch of updated online trail map and brochure

Phase 3 – Trail Operations Updates

- Advance notice of trail signage installation
- Notification of gate modifications at selected access points
- Targeted consultation with user groups on shared-use etiquette messaging
- Messaging will emphasize shared-use etiquette, safety requirements, and the role of complaint-driven enforcement to address unsafe or non-compliant behaviour.

Phase 4 – Bridge Safety Improvements and Repairs

- Public notice of construction timing, detours, and access impacts
- On-site signage and digital updates
- Targeted outreach to adjacent residents and user groups
- Assessment of volunteer involvement, where safe and appropriate

Phase 5 – Reporting Back



ALBERNI-CLAYOQUOT REGIONAL DISTRICT

- Project completion updates
- Public summary of outcomes and acknowledgements

Communication Tools and Channels

Tools may include the ACRD website and Let's Connect, social media, email notifications, media releases, on-site signage, surveys, sandwich boards, and targeted in-person meetings. All materials will be delivered using clear and accessible language. The Let's Connect platform and direct staff contact will also serve as intake points for questions, concerns, and reported trail issues during the transition period.

Roles and Responsibilities

The Lands & Resources coordinator will lead technical coordination. The Communications coordinator will support messaging, media relations, community outreach, and digital content. Contractors and volunteers will enhance messaging with safety and public notification requirements.

Risks and Mitigation

Risks such as premature communication, user conflict, and construction-related disruption will be mitigated through a phased approach, clear signage, advance notice, and consistent messaging.



To: Committee of the Whole

From: Michael McGregor, Lands and Resources Coordinator

Meeting Date: May 13, 2026

Subject: Parks Volunteer Framework

Purpose:

The purpose is to establish a clear, consistent, and safe framework for volunteer involvement in ACRD Parks that:

- Supports meaningful community stewardship and volunteer participation;
- Clearly defines roles, responsibilities, and expectations for partner organizations, their volunteers, and staff;
- Reduces risk and liability for volunteers, park users, and the ACRD; and
- Enables staff to efficiently coordinate volunteer contributions in alignment with service levels and operational priorities.

Summary:

The ACRD Parks Volunteer Framework Policy has been developed to standardize how community groups and their volunteers participate in the stewardship, maintenance, and support of ACRD Parks services.

Volunteers have historically played an important role in the success of both Regional and Community Parks. There is strong interest from both the community and the ACRD in continuing to support volunteer involvement in park coordination, maintenance and operational activities now and into the future. As park use, infrastructure complexity, and public expectations change, clearer processes, consistent safety standards, and documented agreements are required to support volunteer activities in a safe and coordinated manner.

The Volunteer Framework establishes guiding principles, defined roles, safety standards, insurance requirements, and expectations for conduct. If supported by the Committee, staff will develop standardized implementation tools including a Volunteer Services Agreement, procedures, and reporting templates and report back to the Committee/Board before implementation.

Background:

On November 12, 2025, during discussion regarding Linear Asset Management, the Alberni-Clayoquot Regional District Board of Directors carried the following motions:

THAT the Alberni-Clayoquot Regional District Board of Directors direct staff to investigate how other local governments manage volunteers that work on local government assets such as parks and trails and report back to the Board in early January.

THAT the Alberni-Clayoquot Regional District Board of Directors direct staff to investigate liability concerns regarding volunteers directed by staff on all linear assets, first with the Municipal Insurance Association, and report back in December, with an option to request a legal opinion should the information received not be sufficient.

Under this direction, staff performed research into volunteer management practices used by comparable local governments and reported back to the Committee of the Whole on January 28, 2026. That report (attached below) outlined four models for managing volunteer activity on parks and trails:

1. Formal Staff-Managed Programs,
2. Formal Community Group-Managed Programs,
3. Individual Contracts, and
4. Informal Approaches.

At that meeting, the Committee of the Whole carried the following motion:

THAT the Committee of the Whole recommend that the Alberni-Clayoquot Regional District Board of Directors direct staff to develop a volunteer management framework for Parks and Trails aligning primarily with Category 2 (Formal Community Group Managed Program), and with Category 3 where community groups possess specific skillsets.

In alignment with this direction, staff have developed the attached draft Parks Volunteer Framework, intended to enable community groups to perform work on ACRD-owned parks and trails through formal agreements. The framework establishes a structured approach whereby ACRD staff coordinate with community group representatives to ensure that volunteer activities are appropriately directed, discussed, vetted, and that minimum standards related to safety, construction, and stewardship are maintained.

The draft framework provides clarity and consistency for volunteer work while strengthening risk management. It defines volunteer rights and responsibilities, staff roles, partner organization expectations, training and safety requirements, insurance coverage, reporting obligations, and clear exit processes. While the framework significantly improves clarity, consistency, and risk management for volunteer activities, it does not currently include a mechanism for unaffiliated individuals to perform authorized and insured work. Volunteer participation is intentionally focused on community groups with the capacity to provide coordination, supervision, and accountability through formal agreements.

Following Committee consideration of this report, staff will incorporate feedback and direction received to refine the draft Parks Volunteer Framework. If the general approach is supported, staff will proceed with developing the necessary implementation tools, including a standardized Volunteer Services Agreement, supporting procedures, and reporting templates, and will further assess resource and insurance requirements. A Volunteer Services Agreement guided by the framework would provide a standardized legal and operational tool to support trail maintenance and stewardship activities carried out by community groups using volunteers. Once these elements are sufficiently developed, staff will update the Committee/Board prior to implementation.

Together, the framework and a volunteer services agreement will establish a comprehensive, transparent, and defensible approach to supporting volunteerism while ensuring public safety, operational alignment, and appropriate oversight.

Time Requirements – Staff & Elected Officials:

Initial staff time will be required to finalize the Volunteer Framework, including development of standardized agreements, volunteer sign-off forms, reporting templates etc. If adopted as policy, additional ongoing staff time will be required to update internal procedures, coordinate individual agreements with community groups, maintain a volunteer register, and coordinate volunteer operations under the framework.

Financial:

The primary costs associated with implementation of the Parks Volunteer Framework is anticipated to be staff time required to coordinate community group participation, develop supporting procedures, and provide oversight. There are no new capital or program costs proposed at this stage. Potential ancillary costs related to volunteer insurance, personal protective equipment, and ACRD-provided resources have not yet been fully defined and would be assessed and quantified as part of implementation planning.

Strategic Plan Implications:

The proposed Volunteer Framework and Agreement support the 2024–2027 Strategic Plan, including:

- **Strategy 1.1** – Enhanced indoor and outdoor recreation facilities and services; and
- **Strategy 1.4** – Support our volunteers by providing clear roles, safety protections, and structured opportunities to contribute.

Policy or Legislation:

The Volunteer Framework is an administrative policy document guiding internal operations and volunteer engagement. The Volunteer Services Agreement would be authorized under the Local Government Act and align with workplace safety, insurance, and liability requirements. Together, these tools support compliance with applicable provincial legislation, including requirements related to safety, liability, and volunteer engagement.

Submitted by: *Jenny Brunn*
Jenny Brunn, General Manager of Community Services

Approved by: *Cynthia Dick*
Cynthia Dick, General Manager of Administrative Services



Title:	ACRD Parks Volunteer Framework	
Departments:	All Departments	
Administrative Procedure <input checked="" type="checkbox"/>	Effective Date:	June 1, 2026

1.0 Introduction:

Volunteers are integral to the delivery and stewardship of Alberni-Clayoquot Regional District (ACRD) Parks services. The Volunteer Framework is an inclusive, community-based program designed to support groups working in parks by establishing standard processes, defining roles and responsibilities, identifying priorities and fostering partnerships.

This framework applies exclusively to organized community groups participating in ACRD Parks activities through formal agreements with the ACRD.

This framework does not authorize or govern participation by unaffiliated individual volunteers acting independently.

Goals of the Framework:

- Provide clear and easy avenues to enable volunteerism within ACRD parks
- Clarify roles, responsibilities and expectations for volunteers, community organizations, staff and the public
- Remove uncertainty and/or barriers to volunteerism
- Foster community stewardship and care for its parks and trails
- Support efficient use of resources within ACRD Parks
- Establish standards for training, oversight, and conduct
- Protect volunteers, community groups, park users and the ACRD from risk and liability
- Promote transparent, consistent, fair and equitable operations
- Build community skills, experience and capacity
- Promote long term sustainable service delivery

Measures of success (performance will be evaluated using the following indicators, tracked and reported on annually):

- Number of active volunteers
- Number and type of volunteer led events or projects
- Total volunteer hours contributed
- Number of partner organizations
- Number of safety incidents, near misses, or public complaints

1.1 History of ACRD Parks Volunteerism

The ACRD is fortunate to work with so many great volunteers and community organizations throughout the region. These volunteers have played a vital role in the development and maintenance of ACRD parks since its inception. Volunteers have long helped drive outdoor recreation, public access to parkland and the conservation of the region's unique natural assets.

2.0 Roles and Responsibilities:

The volunteer program framework is a partnership between the ACRD, partner organizations and volunteers. Each has a clear role in making a volunteer program successful.

ACRD Role and Responsibilities:

The ACRD operates six separate parks services (Regional Parks, Beaver Creek Community Parks, Cherry Creek Community Parks, Sproat Lake Community Parks, Bamfield Community Parks and Long Beach Community Parks). Each service consists of formal parkland with varying assets and established service levels. The ACRD provides support and direction to ensure that volunteers are working within established services and remain aligned with organizational goals. The ACRD will help resolve any issues or concerns that volunteers identify either through their organization or where necessary to address safety, misconduct, or risk concerns. Staff retain ultimate responsibility for park management, public safety, addressing operational issues and concerns from residents, liaising with the media and/or elected officials.

Partner Organizations:

ACRD Parks partner with other organizations through a Volunteer Agreement or Stewardship Agreement. Volunteers register with the partnering organization, and that organization shares responsibility for ensuring compliance with this Parks Volunteer Framework.

Volunteer Rights (what Volunteers can expect)

- Receive an orientation about the ACRD Park(s) being worked on
- Receive a detailed description and know what the volunteer duties are and the standards of the project
- Right of refusal for unsafe work
- Receive feedback on volunteer performance and have the opportunity to provide feedback
- Receive respect and appreciation for the work they perform

Volunteer Responsibilities (what the ACRD expects from Volunteers)

- Adhere to best practices and communicate regularly and ask for guidance as needed
- To act with consideration, courtesy and respect for all those you encounter while acting as a volunteer
- To follow ACRD policies, procedures, and direction to the best of their ability

3.0 Insurance:

Insurance requirements are in place to protect volunteers, the public, and the ACRD. Insurance coverage details are updated routinely in accordance with ACRD insurance policies. All volunteers must be

covered by appropriate insurance before participating in activities within ACRD Parks. Coverage may be provided through one of the following:

- ACRD’s Volunteer Insurance program
- A signed liability waiver for specific events or roles
- Insurance coverage through a partnering organization

3.1 ACRD Volunteer Insurance Program

The Municipal Insurance Association of British Columbia (MIABC) may insure ACRD registered volunteers. Volunteers registered with the ACRD may be covered as insured under the Regional District’s liability insurance policy to the best of its ability. Further details about ACRD insurance coverage will be included in the Volunteer Agreement or Stewardship Agreement.

Exclusions and Limits of Insurance Coverage for Volunteers:

- ACRD arranged insurance coverage will not extend to volunteers who are not registered with the ACRD Volunteer Registry.
- ACRD arranged insurance coverage will not extend to unapproved activities, nor to slander or gross negligence.
- The stated limits and amounts are subject to change as approved by the ACRD or MIABC.

4.0 Orientation and Training:

Orientation and training will be provided to volunteers upon commencing their volunteer role. Training is to ensure volunteers are well-prepared, informed, and confident in their responsibilities. Training is proportionate to the nature and risk level of the volunteer activity.

Orientation and training may include a combination of the following, depending on the role:

- In-person orientation sessions
- Emailed or online instructions
- Handbooks and printed resources
- On-the-job training prior to beginning work (e.g. identifying and removing specific invasive plant species)
- Continuing education sessions
- Safety instructions by staff or qualified instructors

5.0 Safety Procedures:

The ACRD is committed to providing a safe and supportive environment for all volunteers. Every volunteer is entitled to work under conditions that prioritize their physical and psychological safety.

5.1 Physical Safety

Volunteers have a right to physical safety and have a right to instruction and training that will prioritize their safety while performing their duties. Physical safety refers to the absence of harm to one’s body. All reasonable measures will be taken to limit or eliminate all forms of danger or threats to a volunteer’s physical well-being which may include, but is not limited to, prevention, instruction, personal protective equipment and training to mitigate potential hazards.

5.2 Right to Refuse Unsafe Work

If a volunteer feels unsafe, they are entitled to refuse work and request support from ACRD staff to address their concerns.

5.3 Personal Protective Equipment (PPE):

Volunteers must wear personal protective gear to suit the task they are performing including but not limited to; appropriate footwear (closed toed, with ankle support) safety glasses and gloves, High-visibility vests or clothing are mandatory while working in the vicinity of roads or vehicles.

5.4 Working Alone

Working in pairs at minimum is recommended. If working alone, volunteers must follow safety protocols, including notifying a contact of their location and expected return time.

5.5 Drugs and alcohol

Volunteers must not work while under the influence of drugs or alcohol.

5.6 Minors

Volunteers under 19 years of age (minors) must be supervised by a parent or guardian at all times while on ACRD parkland, minors volunteering through an organized school or club activity must be supervised by that organization

6.0 Changes to Volunteer Participation:

Volunteer participation under this Framework is coordinated through partner organizations. The ACRD does not manage individual volunteer engagement on a day-to-day basis. Changes to volunteer involvement—including resignations, inactivity, or removals—are primarily addressed by the partner organization, with ACRD involvement as outlined below.

6.1 Individual Volunteer Withdrawal (through a partner organization)

- Individual volunteers may begin or end their participation at any time through their partner organization
- Partner organizations are responsible for maintaining their own volunteer records
- The ACRD does not archive individual volunteer files, except where required for incident, insurance, or compliance purposes

6.2 Inactivity

- If a partner organization has had no activity for a one-year period, the agreement may be paused or reviewed
- Individual inactivity is not monitored by ACRD staff

6.3 Dismissal

Partner organizations manage routine conduct issues

ACRD reserves the right to:

- Direct the removal of an individual volunteer from ACRD park activities through their organization.
- Suspend or terminate an organization's participation
- Take immediate action where safety, misconduct, or liability concerns arise

ACRD Staff will make every reasonable effort to address concerns—such as offering additional training, mentoring, or adjusting a volunteer's placement—to support volunteer success in their role.

The following behaviors constitute serious misconduct and may result in immediate removal of an individual from the approved list of volunteers with a partner organization:

- Physical violence towards a staff member, volunteer or member of the public.
- Purposeful destruction or vandalism of ACRD equipment or infrastructure.
- Verbal abuse or psychological violence towards a staff member, volunteer or member of the public including, discrimination, bullying, intimidation or harassment.
- Sexual harassment or other inappropriate conduct with a staff member, volunteer or member of the public.
- Dismissals under this section only apply to ACRD-authorized volunteer activities. The ACRD can not remove members from a partner organization.

7.0 Reporting:

Partner organizations are required to report their volunteer activity to the appropriate ACRD staff. Reporting templates will be provided to organizations. This report is intended to collect data on which Park and area the work was completed in, the work completed, number of volunteer hours performed, incidents, hazards, near misses, materials, tools or equipment used, and any outstanding items.



To: Committee of the Whole

From: Michael McGregor, Lands and Resources Coordinator

Meeting Date: January 28, 2026

Subject: Parks Volunteer Program

Recommendation:

THAT the Committee of the Whole recommend that the Alberni-Clayoquot Regional District Board of Directors direct staff to develop a volunteer management framework for Parks and Trails aligning with Category 2, a formal community group managed program.

Desired Outcome:

Identify direction for the potential framework of Parks volunteer management program.

Summary:

ACRD staff were directed by the Board to investigate how other local governments manage volunteers working on parks and trails. Staff reached out to seven regional and municipal governments—Cowichan Valley RD, Squamish-Lillooet RD, Strathcona RD, North Cowichan, Regional District of Nanaimo, Comox Valley RD, and Qathet RD—to review their volunteer management practices, policies, staff involvement, and approaches to unauthorized work. From this research, four distinct models emerged describing how local governments structure volunteer involvement in parks and trails. These are a combination of formal staff-managed programs, formal community group-managed programs, individual contracts with groups, and fully informal approaches.

These models range from highly structured frameworks with clear policies, volunteer training, and direct staff oversight (e.g., Cowichan Valley RD, Qathet RD) to completely informal systems where volunteers work independently without direction or agreements (currently only ACRD). Each category offers advantages—such as improved consistency, stronger stewardship, or reduced administrative burden—as well as drawbacks, including resource intensity, limited flexibility, exclusion of unaffiliated volunteers, or elevated risk. Collectively, these findings provide a clear snapshot of how comparable jurisdictions manage volunteer activity and illustrate the spectrum of governance structures the ACRD could consider as it evaluates future approaches.

Background:

At the November 12th Board of Directors meeting the Board carried the following motion:

THAT the Alberni-Clayoquot Regional District Board of Directors direct staff to investigate how other local governments manage volunteers that work on local government assets such as parks and trails and report back to the Board in early January.

ACRD staff contacted seven nearby or similarly sized municipal governments to gather information regarding their management of volunteers for parks and trails. The organizations approached included Cowichan Valley Regional District, Squamish-Lillooet Regional District, Strathcona Regional District, North Cowichan, Regional District of Nanaimo, Capital Regional District, Comox Valley Regional District, and Qathet Regional District.

Discussions were held with Parks staff at each organization to identify any adopted policy or guidance documents the organization applies to parks volunteer work, if the organization allocates staff time and budget towards their management of volunteers, and how the organization addresses unauthorized works. After review of the information gathered four separate categories can be summarized defining how local government organizations manage parks and trails volunteers:

1. **Formal Staff Managed Program**

These programs are governed by an adopted policy or bylaw that provides a framework for volunteers and/or community groups to perform work on publicly owned parks and trails under the direct supervision of local government staff.

- Staff oversee a roster of formal volunteers, ensure guided standard training, and organize official events or work bees.
- Unauthorized work results in decommissioning of trails or infrastructure that does not meet established standards.
- Policies or guidance documents include the Parks, Properties and Trails Volunteer Program Policy, Volunteer Policy and Guidelines, Volunteer Framework, Volunteer Handbook, standard application forms, and agreements.
- Currently, Cowichan Valley RD, Capital RD and Qathet RD operate under this framework. The RDN is in the process of developing their framework to better support volunteer activities and engagement with individual volunteers that will likely align here.
- Pros:
 - i. Consistent documentation (handbooks, agreements) supports compliance and transparency.
 - ii. Easier to align volunteer work with board priorities, plans, and budgets.
 - iii. Improves high quality training and volunteer skill sets
 - iv. Ensure equitable access
 - v. Provides better data capture and improvement in asset management
 - vi. Develops community connections and improves culture of volunteerism
- Cons:
 - i. Resource intensive, requires substantial staff time, resources and budget
 - ii. Slower delivery for outcomes when requirement of managing approvals and supervision
 - iii. Limited flexibility

2. Formal Community Group Managed Program

These programs are defined by adopted policies that establish a framework for community groups and their volunteers to operate on publicly owned parks and trails through formal agreements with the local government. Limited opportunities exist for unaffiliated individuals to volunteer.

- Local government staff coordinate with community group representatives to ensure all works on parkland is directed, vetted or discussed and minimum standards are maintained.
- Unauthorized work results in decommissioning of trails or infrastructure that does not meet established standards.
- Policy documents include Trail Maintenance Policies, Risk Management Policies for Trails and Open Spaces, and individual contracts or agreements.
- North Cowichan and Comox Valley RD are currently operating under this framework.
- Pros:
 - i. Stronger community ownership and stewardship
 - ii. Specialized groups apply their expertise (equestrian, cycling, hiking, motorized)
 - iii. Clear communication for roles and responsibilities
 - iv. Efficient use of staff time
 - v. Develops community connections and improves culture of volunteering
 - vi. Improves public transparency
- Cons:
 - i. Excludes unaffiliated volunteers creating barriers
 - ii. Uneven capacity or interest between groups can create monopoly effect
 - iii. Lowers ability to advance local government priorities that may not align with group
 - iv. Relies on stable, eager and organized volunteers

3. Individual Contracts

In this category, there is no overarching formal program defined by policy or guidance documents but the local government holds specific agreements with community groups or societies for the operations or maintenance of parks and trails.

- Expectations and roles are outlined within individual contracts.
- Unauthorized work results in decommissioning of trails or infrastructure that does not meet established standards.
- Individual contracts or agreements with community groups and/or societies are approved by board.
- Squamish-Lillooet RD, and Strathcona RD operate in this category. RDN currently operates under this category but are in development of a framework that would move them to category 1.
- Pros:
 - i. High flexibility to tailor agreements to needs
 - ii. Lowers staff time required to maintain policies
 - iii. Clearly defined roles and responsibilities
 - iv. Specialized groups apply their expertise (equestrian, cycling, hiking, motorized)
- Cons:
 - i. Lack of guidance and tools for consistency across agreements
 - ii. Higher risk exposure than options 1 and 2

- iii. Uneven capacity or interest between groups can create monopoly effect
- iv. Increases staff time for negotiation and oversight of non-standardized agreements
- v. Less public transparency

4. **Informal**

No formal policy or guidance documents. No current formal agreements with community groups or societies for the operations or maintenance of parks and trails.

- The local government responds to incidents or public complaints to investigate unsafe conditions resulting from unauthorized work.
- Individuals and community groups perform maintenance and infrastructure upgrades at their discretion within ACRD parks and trails without direction or supervision from the ACRD.
- Of the surveyed organizations only the ACRD operates within this structure.
- Pros:
 - i. Minimal administrative staff time required for program design or oversight
 - ii. Can keep trails clear and usable at no direct cost
 - iii. Efficient, no need to wait for approvals
 - iv. Eliminates barriers for volunteers so anyone can contribute
- Cons:
 - i. High risk and liability exposure for local government, volunteers and public
 - ii. Unauthorized structures that may be unsafe and non-compliant with construction or environmental standards
 - iii. High dedication of staff time to respond to complaints and incidents
 - iv. Uneven capacity or interest between groups can create monopoly effect
 - v. Inconsistent construction quality and short-term band aid fixes
 - vi. Negatively impacts asset management program
 - vii. Addressing unsafe infrastructure after failure means hazards persist longer and increases repair cost
 - viii. Construction is often completed to suit user preferences and may not be appropriate for all users
 - ix. Less public transparency

Time Requirements – Staff & Elected Officials:

If the ACRD Board directed staff to develop a formal community group managed volunteer program. The estimated time commitment would likely be 100-150 hours. This would include developing the policy framework, preparing templates, meeting with community groups and bringing reports to Committees and the Board.

Once established ongoing administration is estimated to be 75-125 hours per year depending on the activity of the volunteer groups.

Financial:

The majority of the financial implications of developing a formal community group managed volunteer program would be the dedication of staff time. Beyond staff time financial implications would be project or agreement specific and would be incorporated in the appropriate operations and/or capital budget to accommodate specific initiatives.

Strategic Plan Implications:

This supports strategy 1.1 Enhanced indoor/outdoor recreation facilities and services.

Policy or Legislation:

The Local Government Act outlines the powers and responsibilities of Regional Districts. Under Part 5 Regional Districts are empowered to provide services, including parks and recreation.

Options Considered:

THAT the Committee of the Whole recommend that the Alberni-Clayoquot Regional District Board of Directors direct staff to pursue a volunteer management framework that aligns with category ____.

Submitted by: *Eddie Kunderman*
Eddie Kunderman, Operations Manager

Reviewed by: *Cynthia Dick*
Cynthia Dick, General Manager of Administrative Services

Approved by: *Daniel Sailland*
Daniel Sailland, MBA, Chief Administrative Officer