



# Alberni-Clayoquot Regional District

## COMMITTEE-OF-THE-WHOLE MEETING (FINANCIAL PLANNING MEETING)

WEDNESDAY, MARCH 11, 2020, 10:00 AM

Regional District Board Room, 3008 Fifth Avenue, Port Alberni, BC

### AGENDA

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	PAGE #
<b>1. <u>CALL TO ORDER</u></b>	
<b>Recognition of Territories.</b>	
<b>2. <u>APPROVAL OF AGENDA</u></b>	
<i>(motion to approve, including late items required ALL VOTE 2/3 majority vote)</i>	
<b>3. <u>PETITIONS, DELEGATIONS &amp; PRESENTATIONS (10 minute maximum)</u></b>	
a. <b>Kevin Daniel, Manager, Capital Planning, Island Health regarding           2020 Alberni-Clayoquot Regional Hospital District Capital Requisition.</b>	<b>3-7</b>
b. <b>Mr. Bill Collett, CEO, Alberni Valley Chamber of Commerce regarding           presentation on the proposed plans for McLean's Mill in 2020/2021</b>	
c. <b>Ms. Marcie DeWitt, Alberni-Clayoquot Health Network regarding           presentation on highlights for 2020 ACHN.</b>	
<b>4. <u>REQUEST FOR DECISIONS &amp; BYLAWS</u></b>	
a. <b>REQUEST FOR DECISION</b>	<b>8-11</b>
2020-2024 Draft Financial Plan	
<i>THAT the Committee of the Whole direct staff to prepare the 2020 to 2024           Alberni-Clayoquot Regional District Financial Plan bylaw for consideration at           the March 25, 2020 Board of Directors meeting.           (Draft Financial Plan attached separately)</i>	
<b>5. <u>REPORTS</u></b>	
a. <b>Regional Parks Information Report – R. Williams</b>	<b>12-45</b>
b. <b>Extended Producer Responsibility Programs Information Report           – J. Brunn</b>	<b>46-47</b>
<i>THAT reports a-b be received for information.</i>	
<b>6. <u>LATE BUSINESS</u></b>	

7. **ADJOURN**

January 31, 2020

Ms. Teri Fong  
Manager of Finance  
Alberni-Clayoquot Regional District  
3008 5th Avenue  
Port Alberni, BC V9Y 2E3

Dear Ms. Fong:

**Re: 2020/21 Capital Projects and Equipment**

Island Health is requesting ACRHD cost-sharing on their 2020/21 capital project and equipment requirements.

Detailed project and equipment lists are attached which support the following allocation amounts:

Minor Capital Projects	\$60,823
Equipment	\$248,584
Unallocated Funding	\$240,593
2020 Provisional Budget	\$550,000

**Information Management and Technology Projects**

Included in the Minor Capital Projects list are four projects related to information management and technology which are an essential component to healthcare delivery. The costs of these island-wide projects have been allocated to the Regional Hospital Districts based on population.

**Ten Year Capital Plan**

The following is a chronological list of Island Health's major possible project priorities in the Alberni-Clayoquot Regional Hospital District area over the next ten years:

Project Name	Site/Location
Consolidation of Public Health Programs	Port Alberni
IHealth/Electronic Health Record	All
Cerner Re-platforming	All
Development of an Integrated Primary Care Centre	Ucluelet
Tofino General Hospital Replacement	Tofino

Commencement of these projects is subject to available funding, and the priority of these projects relative to other Island Health projects.

**Capital Planning**

Located at: 1952 Bay Street | Victoria, BC V8R 1J8 Canada  
Mailing address: 1952 Bay Street | Victoria, BC V8R 1J8 Canada

Tel: 250-519-1726 | Fax: 250-370-8689  
viha.ca

Project dates and cost estimates will be provided if/when the development of these projects progresses further.

We thank the ACRHD for its significant contribution to Island Health's capital project and equipment needs, and we look forward to our continued partnership in meeting your healthcare infrastructure needs.

Yours truly,



Kevin Daniel  
Manager, Capital Planning and Leasing, Geos 2 & 3

Attachments

- cc: Marie Duperreault, Director, Port Alberni/West Coast, Island Health
- Sheila Leadbetter, Executive Director, Geography 2, Island Health
- Chris Sullivan, Director, Capital Planning and Leasing
- Carol Botrakoff, Director, Capital Finance and Treasury
- Scott McCarten, Corporate Director, Capital Management and Finance Projects

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**Island Health 2020/21 Minor Capital Project List  
Alberni-Clayoquot Regional Hospital District**

Reference #	Site	Portfolio	Project Name	Total Project Cost	Cash Flow					
					Prior Years	2020/21			2021/22	2022/23
						Annual	Island Health	ACRHD		
<b>New Project Approvals:</b>										
	West Coast General Hospital	Occupational Health & Safety	Tubroom	\$40,000		\$40,000	\$24,000	\$16,000		
2020-2810	West Coast General Hospital	Operations and Support Services	Card Access Upgrade	\$99,900		\$99,900	\$59,940	\$39,960		
<b>Information Management and Technology Projects:</b>										
	Multiple Sites	Innovation, Analytics & Information	Cloverleaf and Secure Courier - Version Upgrade Project	\$97,000		\$97,000	\$58,200	\$1,472		
	Multiple Sites	Innovation, Analytics & Information	Cloverleaf and Secure Courier - Version Upgrade							
	Multiple Sites	Innovation, Analytics & Information	Professional Services	\$85,000		\$85,000	\$51,000	\$1,290		
	Multiple Sites	Innovation, Analytics & Information	SharePoint 2013 Migration and Decommission	\$89,500		\$89,500	\$53,700	\$1,358		
	Multiple Sites	Innovation, Analytics & Information	Cerner 2018 code upgrade	\$49,000		\$49,000	\$29,400	\$743		
			<b>Total</b>	<b>\$460,400</b>	<b>\$0</b>	<b>\$460,400</b>	<b>\$276,240</b>	<b>\$60,823</b>	<b>\$0</b>	<b>\$0</b>

Notes:

Definition of minor project: cost is between \$5,000 and \$1,500,000.

The ACRHD amounts for the Innovation, Analytics and Information projects are less than 40% of the total cost as the projects are being shared by all of the Island Health RHDs based on population.

## Innovation, Analytics and Information Projects

Project	Budget	Narrative
Cloverleaf and Secure Courier - Version Upgrade Project	\$ 97,000	The Cloverleaf Integration Engine and Secure Courier is a key component of the Electronic Health Record it provides interoperability for sharing information between public and private health care systems (e.g. Ministry of Health, other health authorities, private physician practices and other third parties such as Lifelabs). Hardware failure is a high risk due to its age; some components have already started to fail and must be replaced. A version upgrade with new hardware and software is required to maintain vendor support. Public Sector Accounting Standard requires these costs to be capitalized.
Cloverleaf and Secure Courier - Version Upgrade Professional Services	\$ 85,000	The Cloverleaf Integration Engine and Secure Courier is a key component of the Electronic Health Record it provides interoperability for sharing information between public and private health care systems (e.g. Ministry of Health, other health authorities, private physician practices and other third parties such as Lifelabs). Hardware failure is a high risk due to its age; some components have already started to fail and must be replaced. Third party professional services are required for the version upgrade. Public Sector Accounting Standard requires these costs to be capitalized.
SharePoint 2013 Migration and Decommission	\$ 89,500	The SharePoint infrastructure includes many sites that contain clinical reference information considered critical for patient care. SharePoint 2013 is no longer supported by the vendor and needs to be updated to 2016 SharePoint. This includes new hardware and project support as there are 3900 sites that need to be migrated, each with different stakeholders and users. Public Sector Accounting Standard requires these costs to be capitalized.
Cerner 2018 code upgrade	\$ 49,000	The Cerner platform is currently on the 2015.01.26 code level which will become end of support in 2020. The Cerner 2018 code upgrade would take us to the most current code level and provide corrections and enhancements that we are no longer able to get on our current version. The upgrade will provide better support for upcoming IHealth project initiatives related to patient care. Public Sector Accounting Standard requires these costs to be capitalized.
	\$ 320,500	

# ISLAND HEALTH

## 2020/21 CAPITAL EQUIPMENT LIST - ALBERNI CLAYOQUOT REGIONAL HOSPITAL DISTRICT

Control #	Department	Site	Equipment Name	Qty	Budget	New / Replace
<b><u>Equipment &gt;\$100,000</u></b>						
2019-1480	Operating Room	West Coast General Hospital	Laparoscopic Tower	1	192,250	Replace
<b>Total Equipment &gt; \$100,000</b>					<b>192,250</b>	
<b><u>Equipment &lt; \$100,000</u></b>						
2020-3407	Nursing Unit - Medical/Surgical	West Coast General Hospital	HUGS Security System	1	14,107	New
2020-3406	Cancer Clinic/Medical Daycare	West Coast General Hospital	Adjustable Treatment Chair	1	7,176	New
2020-3394	Nursing Unit - Medical/Surgical	West Coast General Hospital	Bladder Scanner	1	17,740	New
2020-3083	Emergency	West Coast General Hospital	Stryker Trauma Room Stretcher	1	10,785	New
2020-3058	Cancer Clinic / Medical Daycare	West Coast General Hospital	Treatment Chair	2	14,452	New
3910	Obstetrics & Gynecology	West Coast General Hospital	Transport Isolette	1	36,325	New
2019-1507	Laboratory	West Coast General Hospital	Double-door Fridge	1	16,178	Replace
4111	Ultrasound	West Coast General Hospital	Ultrasound Machine with basic 5 probes	1	99,222	Replace
2020-2974	Emergency	Tofino General Hospital	Bedside UltraSound	1	91,673	New
2020-3112	Nursing Unit	Tofino General Hospital	Lifepack 15 Transport Monitor	1	26,538	Replace
2020-3031	Physiotherapy	Tofino General Hospital	Parallel Bars	1	18,335	New
2020-2974	Nursing Unit	Tofino General Hospital	Bedside Ultrasound Machine	1	76,681	Replace
<b>Total Equipment &lt; \$100,000</b>					<b>429,211</b>	
<b>Total Equipment Approved for ACRHD</b>					<b>621,461</b>	
<b>Total Possible Cost Sharing by ACRHD</b>					<b>248,584</b>	



## REQUEST FOR DECISION

**To:** Board of Directors  
**From:** Teri Fong, CPA, CGA, Chief Financial Officer  
**Meeting Date:** March 11, 2020  
**Subject:** 2020-2024 Draft Financial Plan

### Recommendation:

***THAT the Committee of the Whole direct staff to prepare the 2020 to 2024 Alberni-Clayoquot Regional District Financial Plan bylaw for consideration at the March 25, 2020 Board of Directors meeting.***

### Overview:

The budgeting process for the Alberni-Clayoquot Regional District was changed in 2020. The Draft 2020 to 2024 Financial Plan was first presented to the Committee of the Whole on February 13, 2020. Further changes have been made to the draft plan through different committee meetings and meetings with individual directors. The updated of the Draft 2020 to 2024 Financial Plan is attached separately for your information. This report will outline the changes and budget discussions that have occurred since the plan was originally presented.

### Plan Discussions and Changes:

The following information describes the discussions and changes that have occurred since the February 13, 2020 Committee of the Whole meeting:

- **Grants in Aid** – Applications were considered at the February 19, 2020 Committee of the Whole meeting. The decisions of that meeting are attached to this report for your information. The following changes have also been included in the plan:
  - Toquaht Nation has included the following grant-in-aids in their draft budget (to be adopted by their Council on March 24, 2020):
 

▪ Alberni Valley Rescue Squad	\$100
▪ Central Westcoast Forest Society	\$200
▪ West Coast Aquatic Management Association	\$200
▪ Westcoast Inland Search & Rescue	\$100
  - Uchucklesaht Tribe Government has approved contributions towards the following grant-in-aids:
 

▪ Alberni Valley Hospice Society	\$100
▪ Alberni Valley Rescue Squad	\$100
▪ Arrowsmith Amateur Radio Club	\$100
▪ Port Alberni Marine Rescue Society	\$100
▪ Alberni Community & Women’s Services Society	\$100
  - The Cherry Creek Community Recreation Commission application was further discussed at the March 3, 2020 Electoral Area Directors committee meeting. The Electoral Area Directors want to consider the use of Community Works Funds to assist the Commission in hall upgrades. This process will take time from both the Commission and ACRD staff to work through the UBCM eligibility requirements so, in the meantime, there has been \$2,000 from Beaver Creek and \$18,000 from Cherry Creek budgeted as a grant-in-aid to the Commission for 2020. If the Commission and project is eligible for Community Works

Funding then the grant-in-aid funding will be reversed in 2021.

- The directors proposed to reduce the Economic Development grant-in-aid to the City of Port Alberni from \$21,833 in 2019 to \$4,500 in 2020 and requested that a representative from the City present to the Board the activities that support economic development in the rural areas. Tim Pley, CAO, will attend the Board of Directors meeting on March 11, 2020 to discuss this grant-in-aid. ACRD staff have also prepared a report for that meeting that discusses the initiatives that have taken place in the past couple of years.
- **Regional Parks** – The governance and vision for this service continues to be discussed by the Board. A separate report has been included on this agenda for this topic. There are no recommended changes at this time.
- **Electoral Area Administration** – The reallocation of Community Works Funding from the Salmon Beach Water project to the Salmon Beach Sewage project was further discussed at the March 3, 2020 Electoral Area Directors committee. No changes were proposed.
  - Director Bodnar has expressed an interest in hosting a ‘Meet the Director’ session with her community in late spring 2020. Staff have reviewed the Area F – Cherry Creek Administration budget and there is adequate room to host this event so no change has been proposed.
- **Management of Development, Rural Areas** –
  - Bylaw Enforcement Notice ticketing system – At the February 13, 2020 Committee of the Whole meeting there was a concern raised from a Director that the training budget of this service was not enough because in order to issue tickets that the Bylaw Enforcement Officers are required to be Peace Officers. ACRD staff have confirmed with the office of the Attorney General that this is not a requirement and that the current training level is adequate.
  - West Coast Industrial Lands Strategy – The request for funding to support the project that is currently being undertaken by the District of Tofino and District of Ucluelet was discussed at the Electoral Area Directors Committee meeting on March 3, 2020. The Directors agreed to a contribution of \$7,500 towards the project. This contribution can be funded through the consultant fee line item in this service.
- **Alberni Valley Emergency Planning** – At the February 13, 2020 Committee of the Whole meeting it was suggested by Directors that the Manager of Protective Services consider the use of the Alberni Valley Bulldogs in delivering emergency planning education. The manager is still new in the role and will investigate ways of using the Bulldogs to help implement the community mass notification system planned for this year.
- **Salmon Beach Water** – The Salmon Beach Committee requests the addition of a \$25,000 potable water project to be funded by the capital reserve. This project has been added to the draft plan but the priority for ACRD for the Salmon Beach recreational community is the upgrade of the sewage system.
- **South Long Beach Fire Protection** – The District of Ucluelet and ACRD staff have reviewed the existing agreement for fire protection for the South Long Beach area. The agreement states that the amount is based on a proportional share of annual fire department costs for the Ucluelet Fire Department. This increased the estimated fire costs for 2020 by \$3,800 to approximately \$17,700.
- **Sproat Lake Volunteer Fire Department** – Fire Chief, Mike Cann, has been gathering more information about the capital projects planned for the department in 2020. The department requested the following changes:
  - Fire hall upgrades #2 – increase by \$7,000 to \$17,000
  - Fire hall upgrades #3 – increase by \$5,000 to \$20,000

There is no tax requisition impact to this change as the projects are funded from the department’s capital reserve fund.

- **Beaver Creek Community Park** – Director McNabb has indicated that he would like to delay the installation of a playground at Nordstrom Park until some of the funding has been saved up. The project was originally budgeted for using short term borrowing from the Municipal Finance Authority. Staff time has also been reduced by \$4,000 as the scope of work for this service has now decreased.

**Time Requirements – Staff & Elected Officials:**

A significant amount of staff and elected official time has gone into the development of this budget.

**Policy or Legislation:**

The *Local Government Act* requires that the Regional District annually adopt a five year financial plan by March 31<sup>st</sup>.



Submitted by: \_\_\_\_\_

Teri Fong, CPA, CGA, Chief Financial Officer



Approved by: \_\_\_\_\_

Douglas Holmes, BBA, CPA, CA, Chief Administrative Officer



ALBERNI-CLAYOQUOT REGIONAL DISTRICT  
2020-2024 FINANCIAL PLAN  
GRANT-IN-AIDS

Name	Participants	Participants Share of Grants based on 2020 Completed Assessment Roll Converted Value of Land & Improvements													
		Proposed Award	Port Alberni	Tofino	Ucluelet	Area A	Area B	Area C	Area D	Area E	Area F	Yuufuʔiʔath	Huu-ay-aht	Uchucklesaht	Toquaht
GIA 01 - Air Quality Council	CPA, A, B, D, E, F	\$12,000.00	6,551	-	-	479	325	-	2,553	997	1,095	-	-	-	-
GIA 02 - Alberni District Fall Fair (in kind)	All Muni's & EA's	\$1,000.00	377	181	93	28	19	36	147	57	63	-	-	-	-
GIA 03 - Alberni Valley Chamber of Commerce	A	\$1,000.00	-	-	-	1,000	-	-	-	-	-	-	-	-	-
	D	\$1,000.00	-	-	-	-	-	-	1,000	-	-	-	-	-	-
	E	\$1,000.00	-	-	-	-	-	-	-	1,000	-	-	-	-	-
	F	\$1,000.00	-	-	-	-	-	-	-	-	1,000	-	-	-	-
GIA 04 - Alberni Valley Hospice Society	CPA, B, D, E, F, Uch	\$5,000.00	2,730	-	-	200	135	-	1,064	415	456	-	-	100	-
GIA 05 - Alberni Valley Rescue Squad	All Muni's, EA's, Toq	\$6,000.00	2,263	1,085	557	165	112	213	882	344	378	-	-	100	100
	CPA, A, B, D, E, F, Uch	\$6,053.00	3,305	-	-	242	164	-	1,288	503	552	-	-	-	-
GIA 06 - Alberni Valley Wrestling Club	All Muni's & EA's	\$1,500.00	566	271	139	41	28	53	220	86	95	-	-	-	-
GIA 07 - Arrowsmith Amateur Radio Club	CPA, B, D, E, F, Uch	\$5,000.00	2,730	-	-	200	135	-	1,064	415	456	-	-	100	-
GIA 08 - Central West Coast Forest Society	Tof, Ucl, Toq & C	\$3,500.00	-	2,047	1,051	-	-	403	-	-	-	-	-	-	200
GIA 09 - Cherry Creek Community Rec. Commission	E, F	\$20,000.00	-	-	-	-	-	-	-	2,000	18,000	-	-	-	-
GIA 10 - Music by the Sea	All Muni's & EA's	\$2,000.00	754	362	186	55	37	71	294	115	126	-	-	-	-
GIA 11 - PA Association for Community Living	CPA, B, D, E, F	\$4,000.00	2,275	-	-	-	113	-	886	346	380	-	-	-	-
GIA 12 - Port Alberni Marine Rescue Society	CPA, B, D, E, F, Uch	\$6,000.00	3,412	-	-	-	169	-	1,329	519	570	-	-	100	-
GIA 13 - Port Alberni Victim Services Society	CPA, A, D, E, F	\$26,000.00	14,590	-	-	1,067	-	-	5,685	2,220	2,438	-	-	-	-
GIA 14 - Surfrider Pacific Rim	Ucl & C	\$6,000.00	-	-	4,337	-	-	1,663	-	-	-	-	-	-	-
GIA 15 - Vancouver Island North Film Commission	All Muni's & EA's	\$5,000.00	1,886	904	464	138	94	178	735	287	315	-	-	-	-
GIA 16 - West Coast Aquatic Management Association	All Muni's, EA's & Toq	\$12,000.00	4,526	2,170	1,114	331	225	427	1,763	689	756	-	-	-	200
GIA 17 - Westcoast Inland Search & Rescue	All Muni's, EA's & Toq	\$6,000.00	2,263	1,085	557	165	112	213	882	344	378	-	-	-	100
GIA 18 - Alberni Community & Women's Services Society	CPA, B, D, E, F, Uch	\$4,000.00	2,184	-	-	160	108	-	851	332	365	-	-	100	-
GIA 19 - Alberni Valley Community Foundation	CPA, B, D, E, F	\$2,000.00	1,137	-	-	-	56	-	443	173	190	-	-	-	-
GIA 20 - Alberni Valley Drag Race Association	CPA, B, D, E, F	\$5,000.00	2,730	-	-	200	135	-	1,064	415	456	-	-	-	-
GIA 21 - Bread of Life Centre Society	CPA, B, D, E, F	\$5,000.00	-	-	-	-	-	-	-	-	-	-	-	-	-
GIA 22 - Carving on the Edge Festival Society	All Muni's, EA's	\$2,500.00	-	1,462	750	-	-	288	-	-	-	-	-	-	-
GIA 23 - Navy League of Canada - Port Alberni Branch	CPA, B, D, E, F	\$1,500.00	853	-	-	-	42	-	332	130	143	-	-	-	-
GIA 24 - Westcoast Community Resources	Tof, Ucl & C	\$2,600.00	-	1,520	780	-	-	299	-	-	-	-	-	-	-
CPA - Economic Development	A	\$1,000.00	-	-	-	1,000	-	-	-	-	-	-	-	-	-
	B	\$500.00	-	-	-	-	500	-	-	-	-	-	-	-	-
	D	\$1,000.00	-	-	-	-	-	-	1,000	-	-	-	-	-	-
	E	\$1,000.00	-	-	-	-	-	-	-	1,000	-	-	-	-	-
	F	\$1,000.00	-	-	-	-	-	-	-	-	1,000	-	-	-	-
	A	\$10,000.00	-	-	-	10,000	-	-	-	-	-	-	-	-	-
Bamfield Community Affairs															
Sproat Lake contribution to CPA to eliminate non City residents rates	D	\$24,243.00	-	-	-	-	-	-	24,243	-	-	-	-	-	-
Sproat Lake special events	D	\$10,000.00	-	-	-	-	-	-	10,000	-	-	-	-	-	-
Beaver Creek special events	E	\$2,500.00	-	-	-	-	-	-	-	2,500	-	-	-	-	-
Cherry Creek contribution to CPA to eliminate non City residents rates	F	\$22,509.00	-	-	-	-	-	-	-	-	22,509	-	-	-	-
Totals		\$227,405.00	\$55,130.34	\$11,086.17	\$10,028.24	\$15,469.35	\$2,511.87	\$3,844.06	\$57,724.41	\$14,888.63	\$51,721.94	\$0.00	\$0.00	\$500.00	\$600.00
Total grant-in-aids 2019		\$247,737.00	\$53,279.00	\$17,705.00	\$9,788.00	\$17,047.00	\$6,271.00	\$4,052.00	\$52,266.00	\$18,973.00	\$53,959.00	\$0.00	\$0.00	\$0.00	\$600.00
Less Beaver Creek Community Club py adjustment		\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	-\$2,906.00	\$0.00	\$0.00	-\$2,000.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Increase/Decrease from Prior Year		-20,332.00	1,851.34	-6,618.83	240.24	-1,577.65	-6,665.13	-207.94	5,458.41	-6,084.37	-2,237.06	0.00	0.00	500.00	0.00



## REPORT FOR INFORMATION

**To:** Committee of the Whole  
**From:** Rob Williams, General Manager of Environmental Services  
**Meeting Date:** March 11, 2020  
**Subject:** Regional Parks

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### Report:

A comprehensive report was presented at the December 11, 2019 Committee of the Whole Meeting providing a background of recent discussions and activities regarding the Regional Parks service, see attached report.

Several comments were made at the February 13, 2020 Committee of the Whole (COW) Meeting with respect to various aspects of the regional parks service. The following will provide background information on each of the topics raised.

### **Criteria for Community vs Regional Parks**

The ACRD completed a Parks & Trails Policy Report in 2008, see attached. The report highlighted historical information on ACRD regional parks and outlined steps to meet the public demand for this service moving forward. Defining the difference between regional and community parks was also included in the report. Regional Parks can be defined as those natural assets that are larger in size, provide regional outdoor recreation and conservation benefits. Large trail networks are often part of this service function as well. Regional Districts are delegated authority to designate regional parks through the *Local Government Act*. Authority over regional parkland can be in the form of fee simple ownership, leases, permits, easements etc. Maintenance for ACRD regional parks and trails is performed by a combination of volunteers and contractors.

Community parks are local natural assets that tend to be in more densely populated developments and include amenities such as play structures, sport courts, and washroom facilities. Community parks are often established through subdivision planning processes where parkland is dedicated as part of a subdivision application, or cash is provided in lieu of parkland to go towards future parkland acquisition. Funding for community parks within the ACRD falls under whichever electoral area service budget the park resides. Maintenance for community parks is performed by a combination of volunteers and contractors like regional parks. Sproat Lake and Bamfield electoral areas have recreation commissions which help plan and manage community parks within their respective areas.

Attached is a spreadsheet that lists all current ACRD park and trail assets.

### **Cost Apportionment Options**

The ACRD Regional Parks service is delivered through Letters Patent from the Province which delegates the authority to provide this service. Historically, apportionment of costs amongst the participants for this service has been calculated on land and improvements. While this is a common approach to apportion local government service costs, there have been challenges achieving equity amongst participants with this model for this service. This is a result of most existing park assets geographically located in the Alberni Valley.

In 2019, the ACRD Board of Directors provided staff direction to look at alternative cost apportionment options in order to achieve greater participant equity. The results of this investigation are further outlined in the attached December 11<sup>th</sup>, 2019 COW report. In summary, moving to a model that grouped assets by geographical location was not considered favorable by the Provincial Ministry of Municipal Affairs and Housing (MMAH). The issue reported by the MMAH was that this approach would create multiple service areas within one establishing bylaw. When further reviewing the West Coast Multi-Use Path project and costing, staff concluded that better equity amongst the service partners could be achieved with the existing allocation model if the MUP was included in the Regional Parks as park operating costs across the region would be more balanced. The ACRD Board resolved at their February 12<sup>th</sup>, 2020 meeting to add the Electoral Area C – Long Beach unconstructed portion of the MUP in the Regional Parks service.

Note, funding the unconstructed portion of the MUP is ongoing with active grant applications and staff will be bringing another report forward regarding this matter.

### **Recreation Access to Private Forestlands**

The ACRD Board provided direction to staff in 2019 to investigate public recreation access on Mosaic Forest Management (MFM) lands, as MFM owns a large amount of forest land surrounding the Alberni Valley. Staff met with representatives from MFM and the Province in October 2019. The meeting went well with all members agreeing that this item is a priority and committing to dialogue with respect to public recreation access. Next steps include the Province and MFM drafting a working group terms of reference (TOR) for review that will help confirm the scope and objectives of the conversation moving forward. Pending agreement of a working group TOR, possible outcomes could include further commitments by MFM and the Province regarding increased public access to private forest lands which could involve a draft agreement with all parties including the ACRD. A report will be brought forward to the Board once a draft TOR is available for review.

### **Liability**

The ACRD currently holds general liability insurance that covers incidents and accidents across all services. The Municipal Insurance Association of BC (MIABC) provides support to its member local governments in order to reduce the risk associated with the delivery of public services. Public recreation and park services tend to generate most claims due to the inherent risk with related activities. MIABC recommends a written policy that clearly outlines how the park service will be managed in terms of frequency of inspections, maintenance and the procedure for responding to public notices regarding park issues, incidents and accidents. Posting signage at access points is another way to help manage liability. The ACRD does not currently have a parks and trails maintenance policy but does have a danger tree policy to help manage problem trees and there is an active signage program. The development of an inspection and maintenance plan is the ACRD workplan with an estimated completion for late 2020 or early 2021.

Submitted by:   
Rob Williams, MSc, General Manager of Environmental Services

Approved by:   
Douglas Holmes, BBA, CPA, CA, Chief Administrative Officer



## REQUEST FOR DECISION

**To:** Committee of the Whole

**From:** Rob Williams, General Manager of Environmental Services  
Teri Fong, Chief Financial Officer

**Meeting Date:** December 11, 2019

**Subject:** Regional Parks Governance and Funding for West Coast Multi Use Path

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### Recommendation:

***THAT the Alberni Clayoquot Regional District Committee of the Whole recommend that the ACRD Board of Directors include the West Coast Multi Use Path in the Regional Parks Function including the new sections, the section under construction as well as the existing sections of the trail in the District of Tofino, District of Ucluelet and Electoral Area C – Long Beach.***

***THAT the Alberni Clayoquot Regional District Committee of the Whole recommend that the Board of Directors allocate \$50,000 of the Regional Parks Capital Reserve and \$240,000 of Community Works Funding to the West Coast Multi Use Path construction in Area C (Ucluelet end) as the local government contribution for matching purposes for grant funding.***

***THAT the Alberni Clayoquot Regional District Committee of the Whole recommend that the Board of Directors approve the Level of Service for Regional Parks as presented at the meeting, that will help address safety, reliability, and cost effectiveness.***

***THAT the Alberni Clayoquot Regional District Committee of the Whole recommend that the Board of Directors direct staff to develop a Regional Parks Letter Patent conversion bylaw that ensures the apportionment method for the service is equitable based on the costs of each of the Regional Park assets and provides Treaty First Nation members the opportunity to participate in the service.***

### Desired Outcome:

To determine governance for the West Coast Multi Use Path (MUP), a level of service for the parks and trails as well as an apportionment method for the Regional Parks Service.

### Background:

Earlier in 2019 the Alberni-Clayoquot Regional District (ACRD) Board of Directors directed staff to include the Log Train Trail in the Regional Parks function, addressing a long-standing issue of managing a trail asset outside of a legally enacted service. At this same time the Board directed staff to investigate options to apportion costs for the Regional Parks function that reflects the Board's determination of geographical divisions based on service participants and costs in each year. This approach was presented to Ministry of Municipal Affairs and Housing (MMAH) staff but the model does not meet the legislative requirements, as MMAH staff interpreted the model as creating multiple service areas within one establishing bylaw which is not permitted. Ministry staff did indicate that a similar outcome could be accomplished by establishing apportionment percentages that would then be set in the establishing bylaw but that the

apportionment percentages could not change each year by geographical divisions. There could be a review process where the percentages are reviewed for example once every five years. This 'locking in' of apportionment percentages is recommended by staff, but in order to calculate these percentages, the parks and trails included in this service need to be confirmed and the level of service more clearly defined.

The governance of the West Coast MUP needs to be confirmed because in 2019 the ACRD Board of Directors directed staff to pursue grant opportunities for the undeveloped section of the West Coast Multi Use Path in Electoral Area C near District of Ucluelet. This section of trail is currently not included in any of the existing governance models.

In developing this report staff used the following principles, as the basis of the recommendations, which have emerged from the Board's previous discussions:

1. Equity over time – recognizing that equity between areas may not occur each year but fairness in costs must occur over a period of time,
2. Regional focus – that often the benefit of a parks and trails service is not restricted to area boundaries but instead benefits a larger regional area,
3. Safe public service – including sound operating practices and reliable access to recreational opportunities.

### **West Coast Multi Use Path:**

The attached report regarding the West Coast MUP was presented to the West Coast Committee on October 3, 2019 for discussion and was referred to this committee for further consideration. The Tofino contribution to the construction of the sections 2 and 3 was incorrect in the report and should have been \$401,200. The schedule attached to the report has been revised to reflect this change.

As for grant applications, since this report has been presented, staff have made a grant application to Island Coastal Economic Trust (ICE-T) for \$200,000 of funding towards the construction of the West Coast MUP. Staff received notice from ICE-T on December 2<sup>nd</sup> that we have made it through the Stage 1 process and have been invited to make a Stage 2 application within six months. Prior to submitting a Stage 2 application, matching funds for the grant must be fully addressed. Staff are also waiting to submit a grant application to the provincial 'Active Transportation Fund' formerly called BikeBC. Provincial staff have indicated that the grant opportunity will open soon. Previously the BikeBC grant program provided \$1 million dollars or up to 75% of the cost of construction. If both grants provide the anticipated funding and if both grant applications are successful, a shortfall of \$290,000 will still need to be funded by the ACRD or its members. Staff anticipate that funding announcements for both grant opportunities will occur in spring or summer 2020.

There are two separate components of the West Coast Multi Use Path that require discussion:

#### ***1. Governance and funding the ongoing operation costs once constructed***

The West Coast MUP currently has no set governance established. The October 3, 2019 report details this discussion and the staff recommendation, based on the principles outlined at the beginning of this report, is to add the West Coast MUP into the Regional Parks Service including the following sections:

1. The existing trail section within the District of Tofino boundaries,
2. The currently under construction trail within the District of Tofino boundaries,
3. The currently under construction trail within Electoral Area C (Tofino end) being built by District of Tofino,
5. The proposed new section of trail within Electoral Area C (Ucluelet end) that is currently seeking grant funding for construction,
6. The existing trail section within Electoral Area C (Ucluelet end), and
7. The existing trail section within the District of Ucluelet boundaries.

Adding these sections of West Coast MUP to Regional Parks would transfer the costs that are currently paid directly by each of the Districts to the ACRD to be collected in a sub-regional approach. This recommended approach recognizes the regional significance that this trail will have on the West Coast. Equity will be achieved when setting a consistent level of service for maintenance along the entirety of the trail as well as the resulting apportionment percentages. Using this

funding mechanism does not need to change how the trail maintenance is performed, for example having each of the Districts perform the maintenance requirements at their respective ends of the path.

#### Other Governance Options Considered for West Coast MUP:

Due to the complexity the governance options issues there are other options that staff has considered:

- a) If the Board of Directors does not want to include all of the local government sections of the West Coast MUP in the Regional Parks Service then any combination of the sections could be considered. As an example, the following resolution could be considered:

***THAT the Alberni-Clayoquot Regional District Committee of the Whole recommend that the Board of Directors designate only the newly constructed or to be constructed sections of the trail into the Regional Parks service including the currently under construction trail within the District of Tofino boundaries, the currently under construction trail within Electoral Area C (Tofino end) being built by District of Tofino, and the proposed new section of trail within Electoral Area C (Ucluelet end) that is currently seeking grant funding for construction.***

This approach does not follow the principle of a regional focus but equity could still be achieved with the apportionment calculation.

- b) If the Board of Directors does not want to include any of the sections within municipal boundaries of the West Coast MUP in the Regional Parks Service then another governance model needs to be developed and presented to the electorate for consideration through a Referendum or Alternate Approval Process before proceeding with construction. If this is preferred, staff recommend the following resolution be considered:

***THAT the Alberni-Clayoquot Regional District Committee of the Whole recommend that the Board of Directors direct staff to budget for a West Coast Multi Use Path proposed service in 2020 including costs for obtaining electorate consent.***

This approach, depending on the participants, could still follow the principles of regional focus and equity but would include an additional step of electorate assent and creation of a new service.

- c) If the Board of Directors does not want to include any of the sections within municipal boundaries of the West Coast MUP in the Regional Parks Service or pursue another governance model then work to progress this strategic priority should be stopped until governance is determined. If this is preferred, staff recommend the following resolution be considered:

***THAT the Alberni-Clayoquot Regional District Committee of the Whole recommend that the Board of Directors direct staff remove West Coast Multi Use Path as a strategic priority for 2020, for reconsideration in 2021, and withdraw grant applications until such time as governance and the local share of construction has been determined.***

A regional district does not have authority to operate outside of a service establishing bylaw and therefore if governance is not defined then the project should be delayed until governance is determined.

## **2. Funding the construction shortfall**

The October 3, 2019 report also outlines three apportionment options for funding the anticipated construction shortfall of \$290,000, this approach would see the ACRD requesting the funds from the respective local governments. Those governments could provide their share using their Community Works Funds or other funding mechanisms. These apportionment options were presented at the West Coast Committee meeting but did not seem to be generally supported so staff has spent time developing other funding options to consider in this discussion.

If the Board decides to include the West Coast MUP in the Regional Parks service then the Regional Parks Capital

Members: City of Port Alberni, District of Ucluelet, District of Tofino, Yuulu?ii?ath Government, Huu-ay-aht First Nations, Uchucklesaht Tribe and Toquaht Nation  
Electoral Areas "A" (Bamfield), "B" (Beaufort), "C" (Long Beach), "D" (Sproat Lake), "E" (Beaver Creek) and "F" (Cherry Creek)

Reserve could be used for a portion of trail construction as the reserve is anticipated to have approximately \$93,000 at the end of 2019. This funding would need to be replenished for other Regional Park assets and therefore the tax requisition for this service would need to increase to ensure that the fund is replaced. Another funding mechanism through Regional Parks service would be to use Municipal Finance Authority short term borrowing (to a maximum of five years). This would also result in an increased requisition but over a longer period of time.

Alternatively, the construction shortfall could be funded using Community Works Funding (CWF). This funding is generally used for Electoral Area projects only as the Municipalities receive their own CWF however in July 2019 the ACRD, like other local governments, received an additional one-time payment of \$488,809 that was not anticipated. The Board could allocate the entire \$290,000 from the CWF to this project as it is an eligible project. This use of CWF aligns with the Community Works Fund Policy that was adopted in May 2019 as it aligns with the strategic priorities of the ACRD and is quite regionally focused.

The staff recommendation for funding the construction shortfall is to use the Regional Park Capital Reserve for \$50,000 in combination with \$240,000 of Community Works Funding. This recommendation assumes that the West Coast MUP has been designated as a Regional Park. The principles that support this recommendation include that the West Coast members have participated in Regional Parks for a number of years with no clear direct benefit being received so this is an opportunity to balance the equity principle slightly. The Community Works Funding component of the recommendation is based on the regional significance of the project.

#### Other Construction Shortfall Options Considered for West Coast MUP:

Due to the complexity of these funding shortfall options there are other options that staff has considered:

- a) The Electoral Area Directors normally discuss Community Works Funds initiatives and make recommendations to the Board of Directors. If the Committee would like to provide this opportunity to the Electoral Area Directors Committee then the following motion should be considered:

***THAT the Alberni-Clayoquot Regional District Committee of the Whole refer the request for \$240,000 of Community Works Fund for the construction of the West Coast Multi Use Path to the Electoral Area Directors Committee.***

- b) If the Board of Directors would like staff to investigate the option of using Municipal Finance Authority short term borrowing then the following motion should be considered:

***THAT the Alberni-Clayoquot Regional District Committee of the Whole direct staff to investigate the option of using Municipal Finance Authority short term borrowing of \$290,000 for the construction of the West Coast Multi Use Path.***

- c) If the Board of Directors would like the West Coast members to consider contributing to the project using one of the apportionment funding mechanisms for the construction shortfall then the following motion should be considered:

***THAT the Alberni-Clayoquot Regional District Committee of the Whole recommend that the Board of Directors direct staff to present to the councils of the West Coast members to request financial contributions to the West Coast Multi Use Path project.***

## Level of Service

The Regional Parks service has been operated at an unsustainable low level of funding for a number of years but, as the infrastructure ages and the risks associated with these parks and trails increases, more funding is required to support these services. This low level of service has been supplemented by volunteer work and grants which will continue to be pursued but cannot be relied on to address all maintenance and risks. For example, the type of maintenance work that is currently required mostly relates to bridges and culverts which is specialized work that cannot normally be completed by volunteers. Overall, the level of service for Regional Parks needs to support the intended purpose of the asset which, in this case, is to provide recreation opportunities to residents and visitors in a safe, reliable, and cost effective manner.

## Time Requirements – Staff & Elected Officials

A significant amount of staff time has been involved in developing these options and will be required to address the change in governance model. Staff time has also been dedicated to preparing grant applications to fund the West Coast Multi Use Path. Should the trail be constructed, staff resources will be required for project management of the trail construction. Once the future governance model has been determined and established, the trail connection is complete, the amount of staff time required to support this service will be reduced to maintenance and long-term planning requirements.

## Conversion Bylaw

If the Board of Directors determines the governance mechanism for the West Coast MUP and the level of service for Regional Parks overall is acceptable as presented, then the Conversion Bylaw to convert the Regional Parks Letter Patent to a Regional Park Establishing bylaw can be drafted for consideration by the Board. During this conversion process it would be a good opportunity to update the Treaty First Nation members of the Regional Parks service and determine if they want to participate in the service at this time. Staff would prepare a report to their governments and offer to attend a meeting to outline the service giving their elected officials an opportunity to learn more.

This conversion bylaw will propose an apportionment method that is equitable between the members and considers the costs of each individual park and trail asset within the service. The bylaw would also include a review clause that would set out how often the apportionment calculation is to be reviewed.

Submitted by:



Rob Williams, MSc, General Manager of Environmental Services

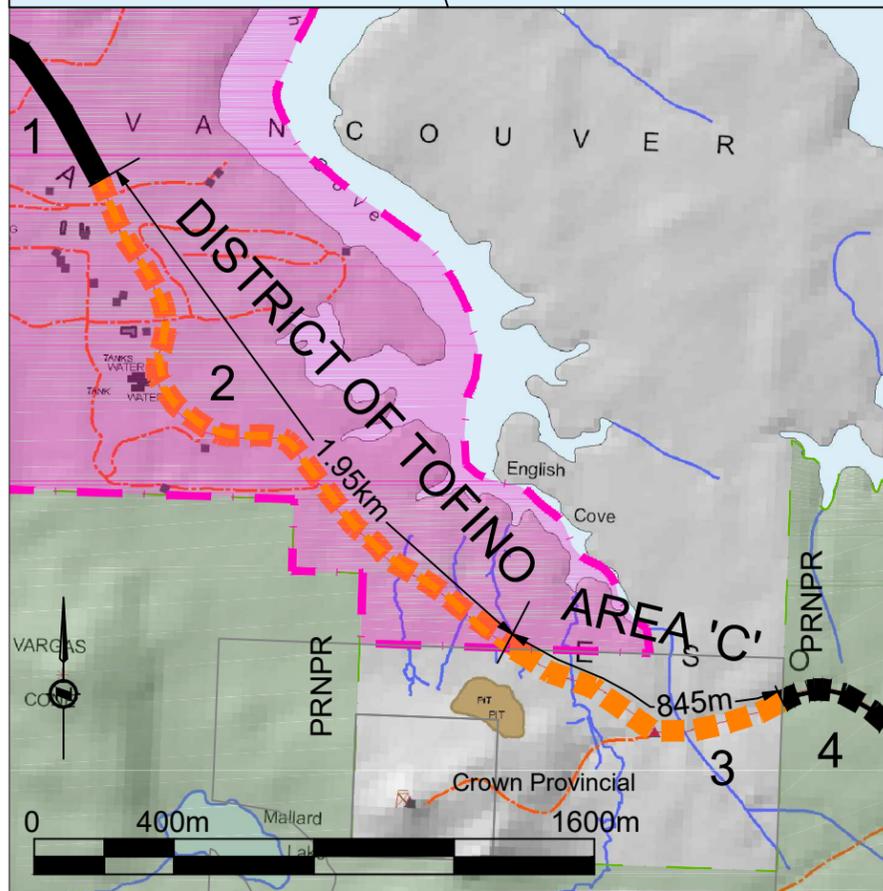
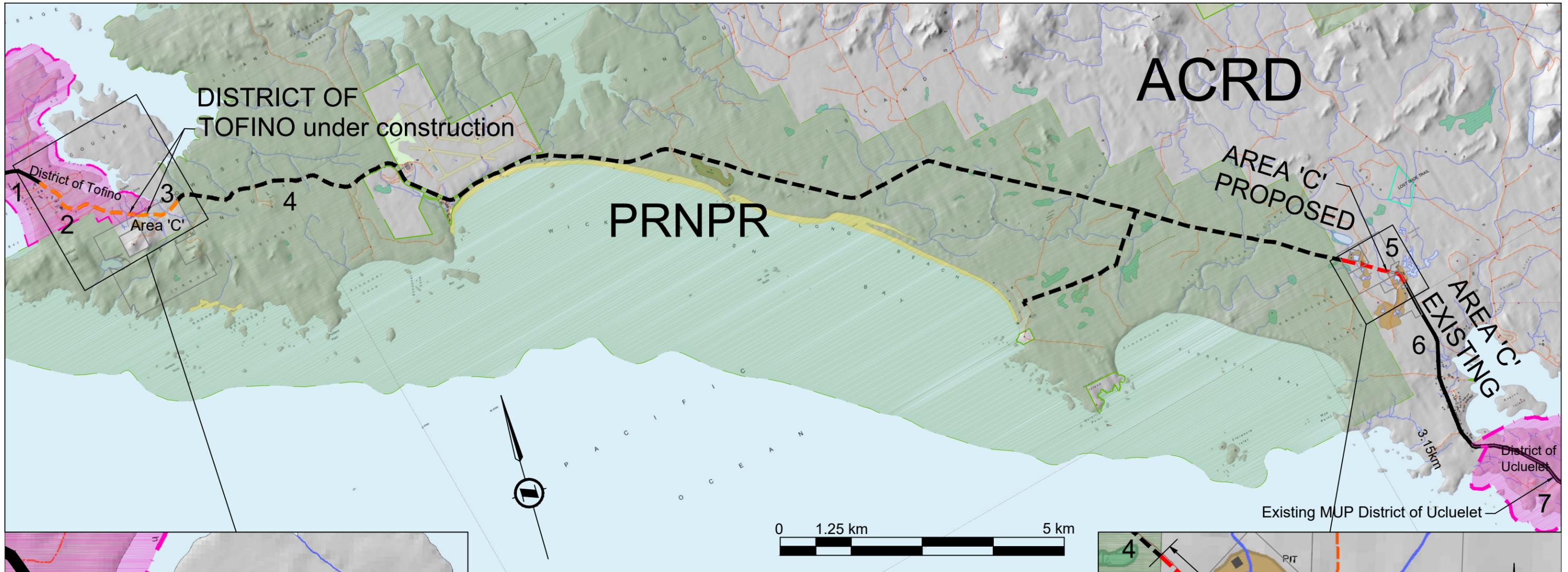


Teri Fong, CPA, CGA, Chief Financial Officer

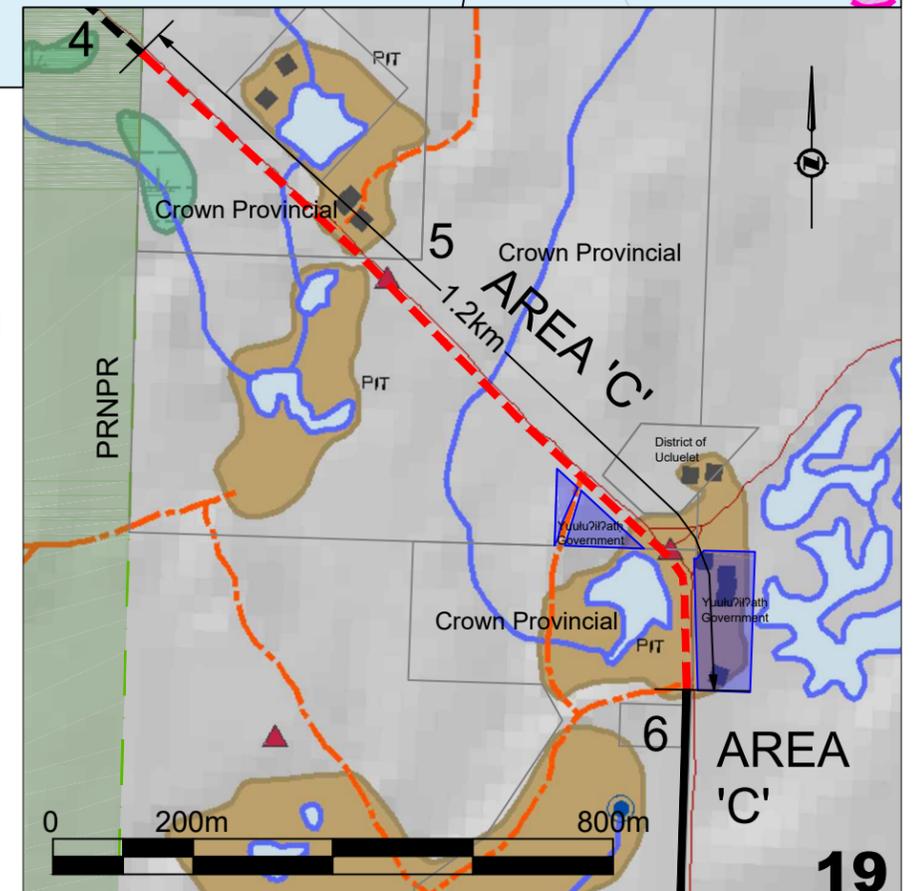
Approved by:



Douglas Holmes, BBA, CPA, CA, Chief Administrative Officer



1. District of Tofino Existing Trail
2. District of Tofino Trail under construction
3. Area 'C' portion of trail under construction by District of Tofino
4. Pacific Rim National Park Reserve  
ᑖapsčiiik t'ašii Trail under construction
5. Area 'C' Proposed Trail extension
6. Area 'C' Existing Multi-Use Path
7. Ucluelet Existing Multi-Use Path





## REQUEST FOR DECISION

**To:** West Coast Committee  
**From:** Rob Williams, General Manager of Environmental Services  
Teri Fong, Manager of Finance  
**Meeting Date:** October 3, 2019  
**Subject:** West Coast Multi Use Path & Regional Parks Governance

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### Recommendation:

***THAT the West Coast Committee recommend to the ACRD Board of Directors that the West Coast Multi Use Path be referred to the next Committee of the Whole Meeting on Regional Parks for possible inclusion in the service.***

### Background:

Completing the West Coast Multi Use Path (MUP) between the existing MUP near Ucluelet and the Pacific Rim National Park Reserve (PRNPR) is a strategic priority of the ACRD Board of Directors. Staff have identified grant sources that can help to fund a significant portion of this trail project and will continue to explore other grant opportunities. The Island Coastal Economic Trust (ICE-T) grant application period closes on October 18, 2019. The BikeBC grant program is not open for applications, but staff anticipate that the funding will be announced this fall with determinations for funding anticipated in spring 2020.

The ACRD Board of Directors adopted the following resolutions at their September 11, 2019 meeting:

*THAT the Alberni Clayoquot Regional District Board of Directors apply for a \$200,000 grant from the Island Coastal Economic Trust to support the construction of the West Coast Multi Use Path.*

*THAT the Alberni Clayoquot Regional District Board of Directors direct staff to bring funding shortfall options to the next Electoral Area Directors committee meeting, and to request funding for this project from the District of Ucluelet and the Yuułuʔiłʔatḥ Government.*

Confirming a service governance structure and cost allocation method is required as per the *Local Government Act* to determine what service the MUP will be part of and what jurisdictions will participate and how costs will be apportioned. At this time, ACRD staff believe the MUP should be part of the Regional Parks Service. Staff are continuing to explore governance structure and apportionment methods for the Regional Parks Service Bylaw that would satisfy the Board's previous direction and the Inspector of Municipalities. Annual maintenance costs, maintenance contracts potentially delivered by each West Coast district, and long-term asset management will also be part of this discussion. At this time, staff are recommending that all local government sections of the MUP be included in the Regional Parks governance and cost allocation discussion moving forward.

The attached map breaks the trail down into these following sections or components:

1. The existing trail section within the District of Tofino boundaries,
2. The currently under construction trail within the District of Tofino boundaries,
3. The currently under construction trail within Electoral Area C (Tofino end) being built by District of Tofino,
4. The currently under construction ʔapsčiiik t'ašii Trail within the PRNPR being built by Parks Canada,
5. The proposed new section of trail within Electoral Area C (Ucluelet end) that is currently seeking grant funding for construction,

6. The existing trail section within Electoral Area C (Ucluelet end), and
7. The existing trail section within the District of Ucluelet boundaries.

**Time Requirements – Staff & Elected Officials**

A significant amount of staff time has been involved in developing these options and will be required to address the change in the governance model this year. Staff time has also been dedicated to preparing grant applications to fund the West Coast Multi Use Path. Should the trail be constructed, staff time will be required for project management of the trail construction. Once the future governance model has been determined and established, the trail connection is complete, the amount of staff time required to support this service will be reduced to maintenance and long-term planning requirements.

**Financial**

A breakdown of the project costs for section 5 – Electoral Area C (Ucluelet end) of the trail as well as potential funding sources is as follows:

<b>Section 5 - Electoral Area C (Ucluelet End) MUP Connection</b>	
2019 Class C Cost Estimate	\$1,367,252
Potential ICE-T Grant*	\$200,000
Total Cost Shareable Amount	\$1,167,252
Potential BikeBC Grant (75% of cost up to 1 million)**	\$875,439
<b>Local Applicant Contribution</b>	<b>\$291,813</b>

Note: \*ICE-T can fund up to \$200,000 towards this project, down from \$400,000 in previous years.

\*\*BikeBC 2020 intake has not yet been announced, estimates are based on previous years funding.

This financial discussion is focused on the local applicant share of the construction of the proposed section 5. It does not consider ongoing maintenance costs at this time. The funding source for the local applicant portion of section 5 - Electoral Area C (Ucluelet end) MUP connection needs to be determined as there is currently no matching funds budgeted for the final portion of the project. Staff continue to explore any and all grant opportunities for this project but it is unlikely that the full project cost will be covered by grants. When considering all the local government sections of the MUP there are five potential ACRD local government participants; District of Tofino, District of Ucluelet, Electoral Area 'C' Long Beach, Yuułuʔiłʔatḥ Government, and Toquaht First Nation.

Attached are a few apportionment options that could be considered when determining how to fund the local applicant portion. In order to achieve fairness when considering having all five potential participants, the calculations include the local share of sections 2 and 3 - Tofino end of the MUP. The local share of the Tofino project was \$122,000 and this was funded by Tofino’s Community Works and MRDT funding. It is estimated that the local share of sections 2, 3 and 5 of the MUP will be \$415,000. This total was used when considering a cost sharing approach and staff have included a column to recognize Tofino’s contribution that has already been invested. The calculations are for discussion purposes at this point as there are numerous options available to fund the local contributions. These amounts could be funded by each governments Community Works Funds, MRDT funds or other funding.

Another approach would be to requisition funding through the ACRD, however a decision on the governance of the trail would be required before taxation could be considered. For example, if the project is included in Regional Parks then short term borrowing could be explored for a period of up to five years.

**Options Considered**

1. Not proceed with the ICE-T and BikeBC grant applications for section 5 – Electoral Area C (Ucluelet end) at this time, or until the Regional Parks governance and cost-sharing challenge has been resolved and there is a confirmed service model for this trail.
2. Forgo the ICE-T grant application and seek maximum funding (\$1,000,000) from BikeBC for section 5 – Electoral

Area C (Ucluelet end), this would increase the local share of project costs from \$291,813 to \$367,252 assuming the full eligible grant amount was received.

3. Look at the feasibility of establishing a separate service for section 5 - Electoral Area C (Ucluelet end) MUP trail extension and work through all the necessary processes involved including a confirmed governance structure, public engagement and an elector assent process.
4. Look at the feasibility of establishing a new West Coast Parks Service that includes some or all of the MUP sections (besides the Parks Canada section) and work through all the necessary processes involved including confirmed governance structure, public engagement and an elector assent process.



Submitted by:

Teri Fong, CPA, CGA, Manager of Finance



Submitted by:

Rob Williams, MSc, General Manager of Environmental Services



Approved by:

Douglas Holmes, BBA, CPA, CA, Chief Administrative Officer

## West Coast Multi Use Path - Funding Options

Tofino end MUP - local share	\$	122,000.00
Ucluelet end MUP - local share	\$	293,000.00
Total local share of capital costs	\$	415,000.00

### Option 1: Apportionment by Converted Land & Improvements

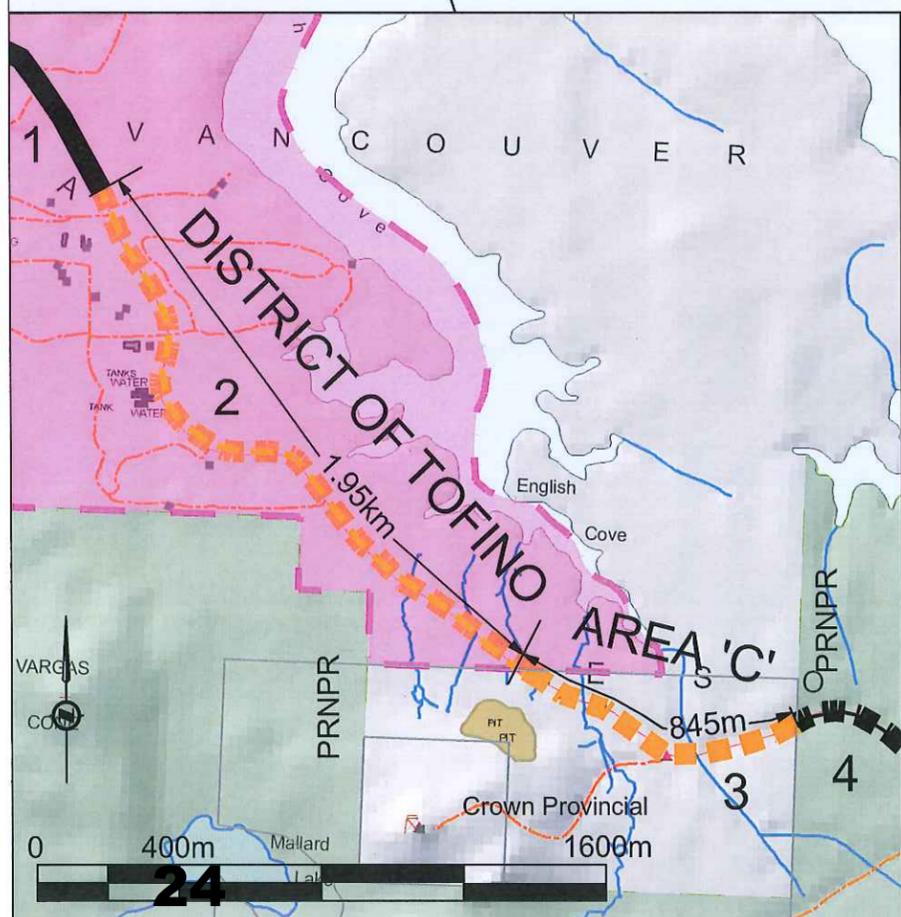
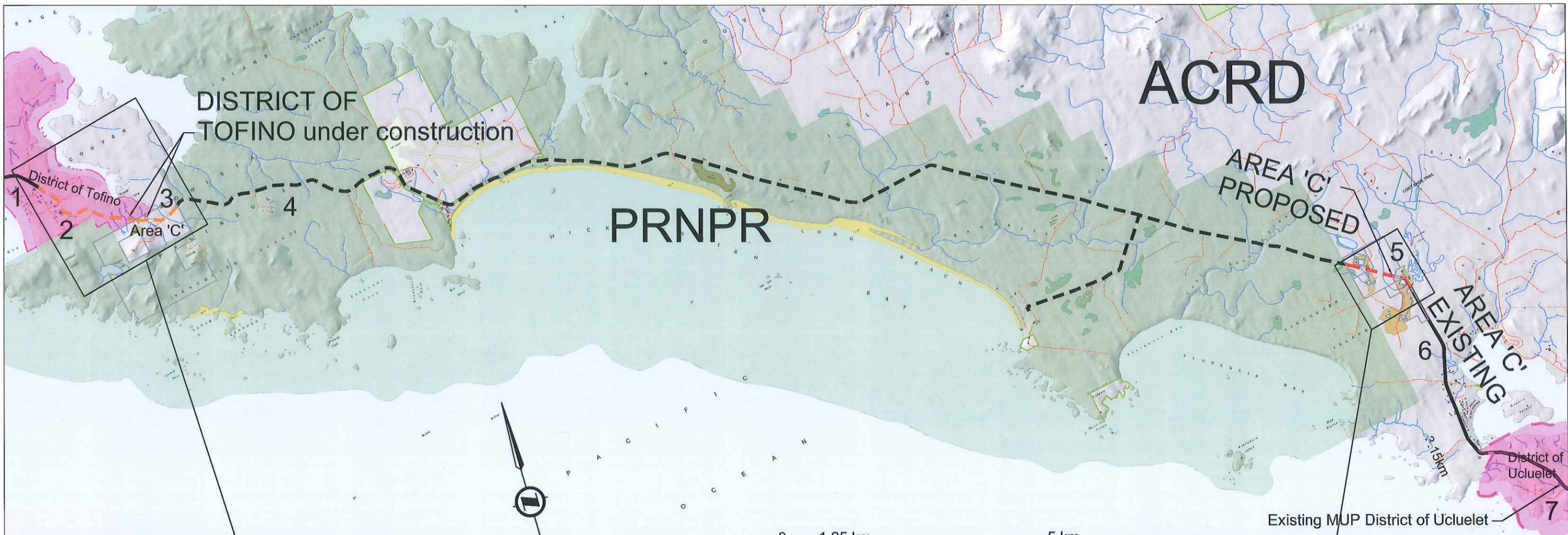
Jurisdiction	Converted Land & Improvements	Converted Land & Improvements as %	Converted Land & Improvements Requisition by Area	Amounts Already Contributed	Local Share
District of Tofino	141,697,323	58%	240,389	122,000	118,389
District of Ucluelet	72,672,850	30%	123,289	-	123,289
Electoral Area C - Long Beach	30,086,909	12%	51,042	-	51,042
Yuufu?i?ath Government	164,445	0%	279	-	279
Toquaht First Nation	-	0%	-	-	-
Totals	244,621,527	100%	415,000	122,000	293,000

### Option 2: Apportionment by Population

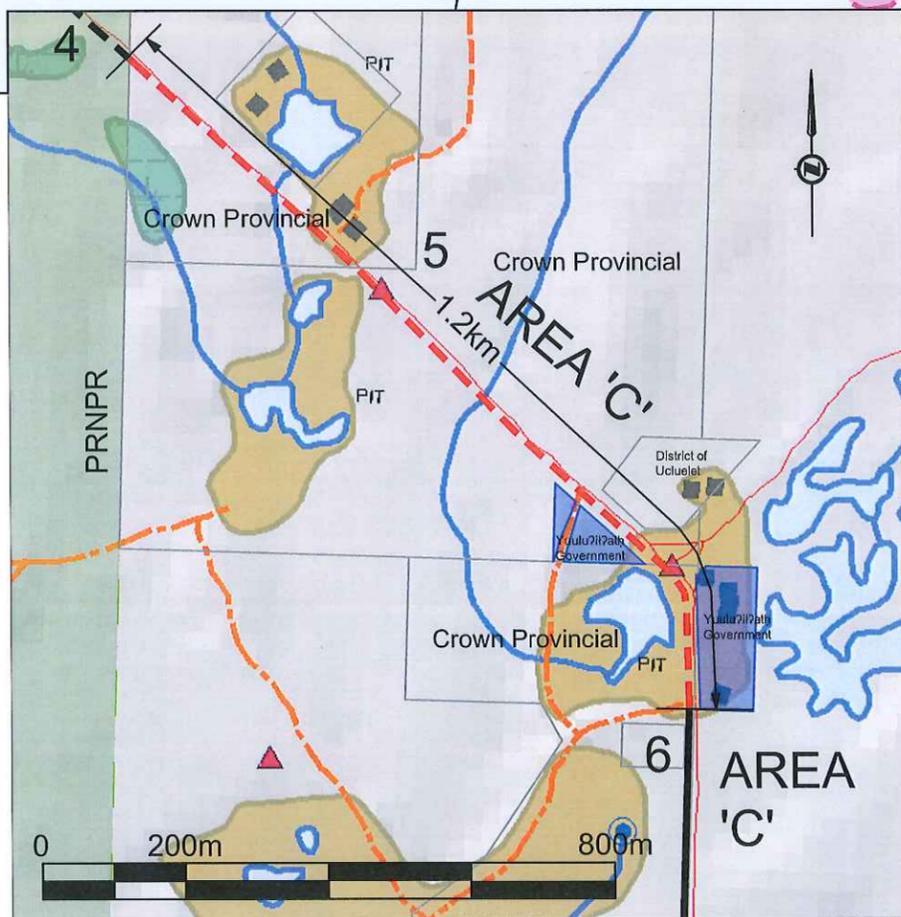
Jurisdiction	Population (2016 Census)	Population as %	Population Apportionment Requisition by Area	Amounts Already Contributed	Local Share
District of Tofino	1,932	42%	173,583	122,000	51,583
District of Ucluelet	1,717	37%	154,266	-	154,266
Electoral Area C - Long Beach	677	15%	60,826	-	60,826
Yuufu?i?ath Government	274	6%	24,618	-	24,618
Toquaht First Nation	19	0%	1,707	-	1,707
Totals	4,619	100%	415,000	122,000	293,000

### Option 3: Apportionment by Hybrid of 50% Population and 50% Land and Improvements

Jurisdiction	Population Apportionment Requisition by Area	Converted Land & Improvements Requisition by Area	Hybrid of 50% Population and 50% Land and Improvements	Amounts Already Contributed	Local Share
District of Tofino	173,583	240,389	206,986	122,000	84,986
District of Ucluelet	154,266	123,289	138,778	-	138,778
Electoral Area C - Long Beach	60,826	51,042	55,934	-	55,934
Yuufu?i?ath Government	24,618	279	12,448	-	12,448
Toquaht First Nation	1,707	-	854	-	854
Totals	415,000	415,000	415,000	122,000	293,000



1. District of Tofino Existing Trail
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3. Area 'C' portion of trail under construction by District of Tofino
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ʔapsčiiik t'ašii Trail under construction
5. Area 'C' Proposed Trail extension
6. Area 'C' Existing Multi-Use Path
7. Ucluelet Existing Multi-Use Path



# Regional Parks & Trails Policy Report



ALBERNI-CLAYOQUOT  
REGIONAL DISTRICT

ALBERNI -CLAYOQUOT REGIONAL DISTRICT

Regional Park and Trails Policy Report

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## **INTRODUCTION**

A common theme throughout all the member communities of Alberni-Clayoquot Regional District is the high value put on the natural environment and the outdoor recreation opportunities which it provides. It is consistently ranked by residents as one of the most important benefits of living here; it is why many of our visitors are drawn to the area; and it is becoming increasingly important to our economic well-being.

The region is fortunate in having a range of outdoor opportunities - in parks and trails operated by different levels of government and in the forest lands which are such a predominant feature of the landscape. But much of this tends to be taken for granted. At present, Alberni- Clayoquot Regional District has only two regional parks – a situation which has not changed in over twenty years. To date, there has been no systematic overview of outdoor recreation in the regional district and little discussion about whether there is a role for an increased level of regional recreation.

If these values are important to us and if they are something worth conserving, it is important to take the time to stand back, look at the big picture and plan ahead before we are overtaken by development pressures and opportunities which exist now are closed off.

It is hoped that this policy paper will take the first step in that discussion and help point the way forward.

## **SUMMARY OF RECOMMENDATIONS**

From discussions with rural area directors and advisory planning commissions, it is clear that there is a definite interest in looking further at an increased role for regional parks and trails. At the same time, however, there is widespread awareness that there are many issues to be considered, that the regional district has limited resources and care must be taken not to take on more than can be managed. The message might best be characterized as, “Move forward, but with caution.”

Full recommendations and the rationale for them are outlined in the section under “Next Steps” at the end of the report. The following is a brief summary:

### **1. ONGOING :**

#### **1.1 Continue with initiatives on existing regional parks :**

Mount Arrowsmith – Continue discussions with the Regional District of Nanaimo on taking over management.

China Creek – No change in the park’s present role a passive beach recreation area and a base for the sports fishery.

### **2. MOVING FORWARD - LONGTERM**

It is suggested that the region consider a “multi-pronged” approach to moving forward:

#### **2.1 Fill in the big picture - complete an overall plan/vision for regional parks and trails**

It is important to move forward and make decisions with the best inventory and knowledge base possible. Some of base information is already available, but there are gaps. There should be a process for public participation, both in determining areas of recreational and environmental importance and in establishing what people are prepared to pay for an increased level of parks and trails service. In the Alberni Valley, this could be done as part of the “visioning” process for upcoming official community plan reviews. In Long Beach and Bamfield, an afternoon or evening workshop could be held.

#### **2.2 From the planning process, establish long-term, prioritized objectives**

This should:

- determine which areas and trail corridors should be come under a “regional” designation;
- establish their relative importance on a scale of high, medium and low;
- set out standards & levels of maintenance (e.g. for parks, passive or active; for trails, level of difficulty);
- identify potential partners and most appropriate method(s) of implementation for each.

#### **2.3 Establish the best administrative “delivery vehicle”**

Determine whether administration will be the responsibility of the regional district or whether it should be shared with a non-profit group, such as a trails society, with financial support from the regional district.

#### **2.4 Put in place the financing**

It is recommended that surplus funds from Mount Arrowsmith Regional Park be used as capital fund to enable the regional district to provide leveraging funds for land acquisition, grant applications for construction and signage, or similar projects.

An annual amount should also be budgeted for maintenance and administrative costs, the amount to be finalized after the planning process is complete.

### **3. MOVING FORWARD - SHORTTERM**

**In the short term, undertake small-scale projects in each of the three sub-regions on a trial basis**

While long-term objectives will fall out of the planning process, there are two small-scale initiatives - one in the Alberni Valley and one in Long Beach - which have emerged as early priorities. It is suggested that these should be viewed as “trial runs” while inventories are completed and longer term options considered.

**3.1 It is recommended that the CNPR Inlet Trail be designated as a “regional trail” and that negotiations be started on a trail use agreement.**

**3.2 It is recommended that the Willowbrae park site be designated as a “regional park” and developed for a picnic area and car-top boat launch.**

**3.3 Obtain input from Bamfield residents for a similar small-scale initiative in their community.**

## **WHAT ARE REGIONAL PARKS AND TRAILS?**

Regional Districts throughout British Columbia have been providing regional parks and trails services since the late 1960's. The extent to which this has been done varies from one regional district to another and the terms of reference under which each operates is likewise tailored to their individual needs.

Regional parks can have a variety of roles, but their focus is on meeting the outdoor recreation needs of the region as a whole, complementing the more localized park functions of individual electoral areas or municipalities which are met through the community parks system. They may encompass larger areas of land than the local system; they frequently have an emphasis on more passive outdoor recreational pursuits; they may meet the need of a specific outdoor recreation user group; frequently environmental stewardship of representative landscapes or ecosystems is also a feature. Increasingly, trails are becoming a more prominent part of regional parks systems, whether providing linkages between parks and features of interest or to provide pedestrians and cyclists with "green" transportation alternatives.

### **Legislative Basis for Regional Parks and Trails**

Legislative authority to provide a regional park and trails service derives from the Local Government Act. The act is flexible in the methods by which a regional district can obtain an interest in land for parks purposes; these range from outright ownership to lease, permit, easement etc.

Designation of a specific site or corridor as a "regional" park or trail is done by motion of the Regional Board. Once an area is formally designated, it becomes covered by the regional district's standard liability insurance under the Municipal Insurance Association.

In keeping with their regional role, regional parks and trails are financed by the regional district as a whole – both municipalities and electoral areas.

### **Other Types of Parks or Trail**

#### **Community and Municipal Parks**

Community and municipal parks are much more localized in scope, providing features like children's play areas, tennis courts or trails designed to serve their immediate neighbourhood. They are funded solely by the electoral area or municipality in which they are located. Funding or land dedication is obtained in part through the parkland dedication/cash-in-lieu requirement of the subdivision process.

Alberni-Clayoquot Regional District operates community park commissions in Sproat Lake and Bamfield electoral areas, both of which have small neighbourhood parks; Sproat Lake has also begun work on a community trail system. Cherry Creek and Beaver Creek electoral areas have recreation commissions operating under their local improvement districts, with neighbourhood parks in each.

ACRD also has responsibility for the Log Train Trail. This is not a regional trail, but is operated under lease from the Ministry of Transportation.

The City of Port Alberni owns and operates the McLean Mill National Historic in Beaufort Electoral Area and two small riverside parks in Sproat Lake Electoral Area – Somass River Park on the Somass and Seaton Park on the Sproat River. The latter are passive parks, mainly used by sports fishermen.

The City of Port Alberni and the Districts of Tofino and Ucluelet have their own municipal park and recreation programs within their boundaries

### Provincial and National Parks

Provincial and national parks manage and conserve areas of environmental or cultural significance on a provincial or national level and frequently include campsites and day use areas for visitors.

Sproat Lake, Stamp Falls and Fossli Provincial parks within the Alberni Valley are all popular with residents and visitors. The southern section of Strathcona Provincial Park, including Della Falls and Oshinow Lake, lies inside ACRD boundaries, but access is difficult and use is limited as a result. Several provincial parks, marine parks and park reserves have also been designated on the west coast – mainly in and around Clayoquot Sound. Many of those have limited development and again access limits use. A full list of provincial parks and park reserves in ACRD is included in Appendix 1.

Pacific Rim National Park is the only federal park in ACRD. It's three phases – Long Beach, the Broken Group and the West Coast Trail – attract visitors from across the country and beyond and make a significant contribution to the regional economy, particularly that of the west coast communities.

## **HISTORY AND CURRENT ROLE OF EXISTING REGIONAL PARKS**

At the present time, ACRD has only two regional parks – Mount Arrowsmith and China Creek. Both are in the Alberni Valley and both were established to cater to specific outdoor pursuits.

### Mount Arrowsmith Provincial Park

Mount Arrowsmith is a prominent landmark in central Vancouver Island. It has a long history of recreational use, dating back to the early 1900's when the CPR constructed a trail from Cameron Lake. The mountain became popular with skiers in the 1950's and the Mount Arrowsmith Ski Club was formed in 1959. Construction of a logging road in the 1960's allowed greater recreational access and the ski club subsequently mounted an initiative to develop a major ski area on Cokely Ridge, then owned by MacMillan Bloedel.

It was that initiative which resulted in the establishment of the regional park in 1972 after MacMillan Bloedel was successfully lobbied to donate 607 hectares on Cokely Ridge to Alberni-Clayoquot Regional District. The next 40 years saw a series of attempts to develop downhill skiing in the park - initially by volunteers and latterly by commercial operators - but none proved viable. As of 2008, the ski area has been entirely decommissioned, all buildings and structures removed and residual fuel contamination cleaned up. Mount Arrowsmith Regional Park now functions purely as a passive recreation area used primarily by hikers, climbers, cross-country skiers and snowmobilers.

Although the park is owned by Alberni-Clayoquot Regional District, it is located in the Regional District of Nanaimo. RDN are in the process of acquiring crown land on the adjoining massif of Mount Arrowsmith. With the demise of the ski area, ACRD has approached RDN to see whether they have an interest in taking over the regional park on Cokely Ridge and managing it jointly with the massif.

## China Creek Regional Park

China Creek Regional Park on the Alberni Inlet, began life as a provincial park, but was transferred to the regional district in the early 1980's. Since then, its primary role has been to provide camping for the recreational sports fishery. The park is under lease to the Port Alberni Port Authority which operates a marina on the adjoining foreshore. As of 2008, a new twenty year lease has just been negotiated which will see a percentage of campground fees returned to the regional district for regional park purposes.

## **CHANGING TIMES**

Historically, ACRD has tended to be reactive rather than proactive in terms of involvement in regional parks. This is in large part because of ease of access to the surrounding Tree Farm Licence which has provided opportunities for a wide range of outdoor activities.

Times are changing, however, and there are many reasons why it is prudent to revisit ACRD's traditional approach to regional parks and trails:

- the recent removal of private lands from the TFL means that access to private forest lands are dependant on individual logging companies and as they change hands, so can their policies. Areas which have traditionally been open to the public may suddenly no longer be so and permitted uses may change;
- the changing economy, especially the downsizing of the forest industry, has led to a renewed interest in creating employment other sectors. In this region, eco-tourism is one of the stronger contenders for economic diversification;
- changing demographics and growth rates are likewise a factor. Increasingly, lifestyle choices are an important feature for companies looking to relocate or for seniors looking for a retirement community;
- it is much more cost effective to identify key areas of open space well ahead of urban growth and increased land values. One has only to look to the east coast of Vancouver Island to see opportunities lost and the high cost of parkland acquisition after growth has occurred. It is particularly important to identify trail corridors in advance of development so that they can be incorporated into design plans;
- there are increasing options for funding assistance from higher levels of government, the private sector and nongovernmental organizations. If we are not positioned to take advantage of these, we will miss out on opportunities and grants will go to other regional districts which are better prepared;
- finally, everyone benefits from a greater degree of certainty whether they be private landowners, developers or the community at large. Traditionally, official community plans focused on developed areas of the community, whereas much recreation of a "regional" nature tends to take place in areas which lie outside OCP boundaries. There is therefore a need for parks and trails planning on a wider, regional basis.

## **PUBLIC DEMAND FOR REGIONAL PARKS AND TRAILS**

Because of tight time-lines for this report, it was not possible to do a comprehensive review of outdoor recreation needs and priorities. Instead, preliminary discussions were held with planning and recreation staff in all three municipalities, with rural area directors, advisory planning commissions and, in the case of Bamfield, at a community affairs meeting. In most cases, this was the first time the question of regional parks and trails had been raised and discussion tended to be wide ranging, covering past and future issues and including preliminary ideas on sites, trails or outdoor recreation uses; but these suggestions were first-cut, “off the top of the head” responses in many cases and by no means exhaustive. Overall reaction was positive in terms of looking at the concept further, but it was clearly felt by most APC’s that more work would need to be done on specifics.

Official community plans and existing studies and reports with an outdoor recreation component were also reviewed. The available base information varies from one area of the regional district to another. It is clear that in order to move forward, a comprehensive, community wide inventory is required, systematically pulling together existing information and filling in the gaps. (See Overall master Plan Page 13) Put simply, you need to know what public expectations are, what is already being provided by other levels of government, how a regional parks and trails program would fit into that matrix and what its priorities should be. Experience in other regional districts has also shown this to be a crucial first step.

What follows is a summary of initial findings. Because there are differences both in terms of land use and recreational needs in different areas of ACRD, this section of the report looks at issues from the perspective of three geographic areas :

The Alberni Valley : City of Port Alberni; Electoral Areas B (Beaufort), D (Sproat Lake), E (Beaver Creek) and F (Cherry Creek)  
Long Beach : Districts of Tofino and Ucluelet; Electoral Area C (Long Beach)  
Bamfield : Electoral Area A

### **The Alberni Valley**

The City of Port Alberni is the service centre for the whole Alberni Valley, providing facilities for organized sports and major sporting events. Traditionally, however, valley residents have relied very heavily on the surrounding Tree Farm Licence for a wide range of less structured outdoor activities – camping, fishing, hiking, caving, climbing, cross country skiing, snowmobiling etc. Specific sites within the former TFL and access routes on logging roads are of importance to the community, but in many cases there is no official recognition or protection for their informal “recreational” status. The same lack of formal recognition applies to sites of environmental importance.

Many of these areas (particularly in the upper Alberni and Ash River valleys) are on private lands held by Island Timberlands and TimberWest. With the removal of private lands from the TFL, there is no guarantee of public access in the long-term; additionally, access policies vary from company to company. On private forest lands on the east coast of Vancouver Island public access is much more restrictive than it has traditionally been in the Alberni Valley - so much so, that in some areas the Ministry of Environment is reconsidering its policies on stocking lakes for recreational sports fishing. In the Alberni Valley, Island Timberlands access policy prohibits camping other than in officially designated areas such as Macktush, although this has not been enforced yet. Forest industry representatives are aware of recreation issues and are frequently prepared to work with local governments and community groups, but they prefer to have areas of concern identified well in advance so that they can be taken into account in their own planning.

It is therefore important that areas of recreational or environmental significance should be identified and prioritized with public input. A regional parks function would help do this. Some of the groundwork has already been done. The West Island Woodlands Advisory Committee (WIWAG) has produced a recreational access inventory (Appendix 2) which will help form the basis of an overall recreational inventory for the Alberni Valley.

Within the Alberni Valley, regional trails planning is more advanced than regional parks planning. During 2005-6, two volunteer groups (the Friends of the Log Train Trail and the Alberni Valley Outdoor Club), carried out an extensive trail mapping project in co-operation with ACRD. A recreation consultant was hired to assist in identifying key trail linkages and assess options. The resulting *Alberni Valley Trails Planning Study* concluded that there is untapped economic potential in promoting trails in the area as well as lifestyle and health benefits to residents. It also identified four priority regional trail corridors, of significance both within the Alberni Valley and as connectors to trail systems in the adjoining regional districts of Cowichan Valley, Nanaimo and Comox Strathcona. (See Appendix 3) In 2006, the Ministry of Environment commissioned an access inventory for the Stamp-Somass River System, which highlighted the importance of river corridors along the Stamp, Sproat and Somass Rivers, for conservation and recreational purposes; it identified existing and potential access points for trails and launch sites for drift boats.

In response to surveys, valley residents consistently rate the natural environment as one of the community's most important assets. There is also a strong desire for an improved, non-motorized trail system – both for recreation and for commuting on foot or by bicycle. This demand is consistent both within the city and the rural areas. It is reflected in discussions with APC's, in community and shoreline master plans, was mentioned repeatedly in meetings on the 20/20 Outlook process and highlighted in their vision statement and was identified by the Macauley Review of the Port Alberni Forest Industry as a substantial potential tourism resource. Most recently, the Port Alberni Sustainable Cities report recommended enhancement of the local trail system in the Alberni Valley as having the most potential for an initial demonstration project in sustainability.

It is also recognized, however, that there are issues relating to trails which have to be worked through – specifically conflicts with motorized and non-motorized users, the need to establish standards of maintenance for different types of trails and requirements for accurate signage

Emerging from initial discussions, areas and uses mentioned include, in no particular order:

- Protection of the river corridors (specific sites noted)
- Drift boat launch sites on the Stamp-Somass Rivers
- Public boat launch at Great Central Lake
- Turtle Lake wetlands
- Upper Alberni and Ash River valleys (specific sites to be determined through public input)
- Sproat Lake (need for more waterfront access; need to deal with “informal” camping in TFL)
- Ward Lake
- Wiener Creek
- Devil's Den
- Bluff systems – particularly the Lookout at the entrance to town
- Burde Street ponds

- Mountain biking
- Horseback riding
- Cross-country ski area with direct access from public road (e.g. in the Taylor River flats area)
- RV campsites

As indicated above, however, these suggestions are considered preliminary, particularly as many people may not be aware that areas of traditional use in the TFL are on private land.

### **Long Beach**

Because Long Beach electoral area and the Districts of Tofino and Ucluelet are surrounded by Pacific Rim National Park and provincial parks in Clayoquot Sound, their regional park issues are different in scope from those of the Alberni Valley.

The need for a safe launch site for kayaks is clearly a priority. Because of the logistics of loading and unloading, kayaks take more time to launch and take out than power boats; a situation where they share the same launching ramp is therefore not ideal, because kayaks can cause delays to other boat owners. At present, there are no public launch sites on Ucluelet Inlet. Development of the Willowbrae Road park site as a launch site for kayaks and roof top boats would help remedy this situation. Acquisition of Port Albion dock on the east side of Ucluelet Inlet is also a possibility, but would require additional upland property to be fully useable. The potential for opening up and signing road ends on the waterfront in Millstream was also suggested by APC members.

Other sites of interest include, in no particular order:

Virgin Falls

the lower Maggie River (access to fish ladders and swimming hole)

Cannery Bay on Tofino Inlet

Berryman Point as an important access into Clayoquot Arm

the old cannery site on the west side of Clayoquot Arm

McLean's Mill on Tofino Inlet

the bog in the ox-bow between Kennedy River and Tofino Inlet

surfing sites on Barkley Sound.

The need for more campsites was mentioned several times - specifically at Kennedy Lake and designated kayak campsites in Clayoquot Sound.

Trail development is of interest to Long Beach APC and the municipalities both of whom are developing their own internal trail systems. Of particular interest, is the concept of extending the Wild Pacific Trail from the boundary of the Ucluelet through lands in the regional district, thence northwards through Pacific Rim Park to the Tofino trail system. This would be a multi entrance and exit route, one of the entry points being the Willowbrae Road access in Millstream. This would be a longer term project; bringing it to fruition would involve partnering with Pacific Rim Park and with First Nations to cross the reserve at the south end of the park.

Other existing or potential trail routes mentioned include, in no particular order :

Old telegraph routes around Hesquiaht

Meares Island Big Trees Trail

route from the airport to Tofino Inlet

Telegraph Trail from Toquart to Ucluelet

link from the head of Ucluelet Inlet to Kennedy Lake and Kennedy Flats

As with the Alberni Valley, this is considered as a preliminary list; in particular recreational inventories for the TFL should be reviewed and overall public input sought.

Long Beach Advisory Planning Commission identified development of a passive park and roof-top boat launch at Willowbrae as a first priority and extension of the Wild Pacific trail to the park as a second priority. The Toquart – Ucluelet Telegraph Trail was considered a lower, long-term objective. No other options were prioritised.

## **Bamfield**

In Bamfield, the small size of the community and the fact that there are many absentee land owners, puts a greater burden on volunteers for all aspects of community life; that fact, taken together with a shortage of funds has limited what the community has been able to do in terms of outdoor recreation. This is a situation where funds from a regional parks function, even on a small scale, could be of considerable assistance.

Preliminary discussions indicate an interest in developing trails in the community forest. Many have already been GPS'd and could link in with interpretive walks around large trees and bogs near the South Bamfield Road. The need for links into the federal park was suggested e.g. by extending the old telegraph trail from the end of the West Coast Trail across the Pachena River and into town, and/or reviving the original Cape Beale route into the west side; the latter would involve partnering with First Nations to cross the reserve.

Areas which should be considered for some level of protection include Sarita Falls, and Sarita and Frederick Lakes.

Bamfield shares the same type of issues with respect to kayaks, as Long Beach. Kayakers launching or coming out at the boat launch in Port Desire tend to cause delays. It was suggested that this could be remedied by putting in a separate kayak launch next to the present ramp. Alternatively the federally owned access at the south end of Bamfield Inlet could be developed to service kayakers; this would involve discussions with Parks Canada and should possibly be a federal initiative. A lack of designated camping areas in the Deer Group was also cited as a problem – particularly the lack of toilet facilities, the need for garbage disposal and shortage of firewood.

Parking remains an ongoing problem at the government dock, particularly in summer.

This was again considered to be a preliminary discussion. It is felt that a community mapping would be especially useful in Bamfield to help crystallize ideas. None of the above suggestions were prioritized. The community indicated that they would want to have further discussion on priorities.

## **HOW TO GET THERE/MEETING THE DEMAND**

Documenting community demand for an increased presence in regional parks and trails is one thing, but meeting it is another matter. ACRD has a relatively small population base (30,664 as of the 2006 census) and limited financial resources. What are the options and how can the challenge be met in a fiscally responsible manner?

### **Be Prepared to Take Advantage of Opportunities as They Arise**

There are significant opportunities to apply for funding assistance and work with other agencies, but it is important to have the groundwork in place to take advantage of these. From research with other regional districts and local experience in dealing with volunteer groups in the Alberni Valley over the last several years, it is clear that there are three basic requirements for moving forward, particularly if we hope to build partnerships :

1. Overall Plan /Vision for Regional Parks and Trails
2. Administrative Support
3. Financing - both capital and maintenance

It is recognized that resources are limited but there are various methods by which these three components can be met and they need not be prohibitively expensive.

### **1. Overall Master Plan or Vision**

It is important to have a clear idea of the specific community needs that will be met through a “regional” parks and trails program and to identify sites of particular interest.

There are several reasons why this first step is so important to the overall process :

- it helps set priorities for the Regional Board;
- it is normally a key requirement of outside funding agencies. There are many potential sources of grants, but in almost all cases, potential donors want assurances that a proposed project has been thought through and is part of an overall planning process;
- private land owners, particularly forest companies, frequently express a wish for greater certainty; it assists in their planning and if they are able to meet a community objective, it minimizes last minute confrontations when logging plans are announced.

There should ideally be four steps to a parks and trails planning process :

i) Identify all existing parks and open space at whatever governmental level (i.e. community/municipal, regional, provincial (both parks, and designated trails & campsites operated by the Ministry of Tourism) and national and the outdoor recreation needs or environmental stewardship goals which they meet.

It is important to be comprehensive, because a regional system should be complementary to parks and trails operated by other levels of government.

ii) Systematically identify “missing pieces”, including :

- specific locations and trail corridors which are currently being used for outdoor recreation, but which do not have any type of formal park or recreational status;
- specific locations which are of environmental importance but are not currently protected;
- key access routes to these locations, especially if this involves access across private lands. This, for example would be an issue with many locations in the former TFL which are accessed by logging road;
- specific types of outdoor recreation uses which are not currently being met.

iii) Prioritize key sites, corridors and uses and decide which of those would best be met by a regional parks system.

iv) Determine how best to acquire or protect these areas. In particular, look at partnership opportunities (See Page 16 below) In some jurisdictions there is a distinction between “active” and “non-active” parkland or park reserves, with different standards for each. This enables a regional district to acquire land as it becomes available, but to defer developing it.

Much of this basic inventory has already been done by different organizations in the community but it is somewhat piecemeal and should be completed comprehensively. In particular, there needs to be a process for public input. This should include open houses where the public is invited to come and map areas of importance to them. It should also include a statistically valid survey to determine the types of outdoor recreation the community is involved in, sites of interest and degree of support for a range of funding levels.

## **2. Administrative Support or Delivery Vehicle**

Experience in the Alberni Valley with volunteers in trail construction over the last several years indicates that while it is possible to tap into funding sources, a formally established administrative “vehicle” is essential to a successful project. This is confirmed by experience in other regional districts and from comments from major land owners and other government agencies who find it easier to deal with a clearly established point of contact. Among other duties, the person or agency in an administrative role:

- takes the lead in researching and applying for grants. (Almost all grants have different criteria and also different reporting mechanisms if they are approved.);
- deals with the logistics of recruiting and managing the work crew, whether volunteer or hired;
- deals with landowners in negotiating trail use agreements, where required;
- acts as the point of contact with other agencies.

That administrative role is time-consuming and starting to be beyond the capacity of volunteers. Among other regional districts, levels of administration vary widely from a full-time complement of parks staff – both management and work crews - to extensive use of volunteers and/or parks & trails societies. In Alberni-Clayoquot Regional District, it is recognized that workloads are such that there is limited capacity to take on a higher management role in parks and trails without additional staff; a further limitation is the fact that the regional district has no outside staff.

There are therefore two options :

- i) The regional district assumes primary responsibility for administration and hires a parks and trails coordinator. It is anticipated that this would be on a part-time basis, at least initially, but this would depend on the extent to which the regional district wishes to become involved in the regional parks function. Outside work would be done on a contract basis or by volunteers or a combination of both
- ii) Consider the establishment of a Trails Society to take on that administrative role for trails with the regional district committing some funding on an annual basis.

It is suggested that a model similar to that successfully employed by the Kootenay-Columbia Regional District could work here. The Kootenay Columbia Trails Society was formed in 1996; it receives funding from the regional district on an annual basis to employ a coordinator who works part time during the winter (one day per week) and full time in the summer supervising work crews. Regional district funding assists with the coordinator’s salary and, most crucially, covers off insurance costs for the society – both for work crews and for landowner liability. The cost of insurance is becoming almost prohibitive for small-scale volunteer organizations and is an essential issue which has to be addressed if a non-profit society is going to take the administrative lead.

It should be noted that option (i) would most likely be preferred by other agencies and major landowners, who prefer to deal with local government and the long-term certainty associated with it; however, they would not necessarily be averse to dealing with a trails society.

### **3. Financing**

#### **Capital Fund**

There are many ways of acquiring land for parks and trails; outright purchase is only one of them and large capital outlays are not necessarily always required. These are outlined in more detail on page 16 below.

It is, however, extremely important to have some capital funding available so as to be able to take advantage of opportunities as they arise – whether it be a chance to purchase a piece of property which has been identified as high priority for the parks system and comes on the market, or to provide matching funds for grant applications for construction projects. Almost all grants have two requirements: proof that a given project is part of an overall plan and other funding sources. It is rare to have a grant fund a project in its entirety.

The balance of funds left over from the remediation of Mount Arrowsmith Regional Park provides an ideal basis for a capital parks and trails fund. This money can only be used in officially designated regional parks and trails. As things presently stand, therefore, it can only be spent in either Mount Arrowsmith or China Creek regional parks. For it to be used elsewhere, the Regional Board would have to formally designate particular site(s) or trail(s) as “regional”.

If a capital fund is established, provision should be made to replenish it over time as it becomes depleted.

#### **Maintenance Costs**

While there are a number of grants available for capital projects, there are fewer options to obtain outside funding for ongoing maintenance. It is therefore also necessary to have a budget component to cover this. Again, costs will obviously depend on the extent to which the regional district opts to become involved in the function and on the standards to which parks and trails are maintained. Another key factor where costs are concerned, is the number of structures (e.g. bridges) involved. Discussions with other areas indicate that maintenance costs, particularly for items like back country trails with few bridges, are likely to be low on an annual basis. Ongoing maintenance is often an easy contribution for a volunteer group to make. The Alberni Valley Outdoor Club, for example, has been doing maintenance on trails for many years and has undertaken to do the same for the new CNPR Alberni Inlet Trail.

The cost of a regional parks and trails function will depend on the extent to which ACRD wishes to become involved and how it is administered. It is suggested that that decision should be made after more extensive community input, both on what the public’s priorities are for outdoor recreation, and an indication, on a sliding scale, of what they would be prepared to contribute annually. (e.g. \$0; \$0 - \$10; \$11 - \$20; \$21 - \$30; \$30 - \$40) For example, if \$50,000 were to be taxed annually that would translate to \$8.60 per \$100,000 of assessed value, based on figures for 2008. Alternatively, a parcel tax could be looked at. That would be a reasonable starting point and would help get smaller projects off the ground.

Other sources of revenue from within the region could include revenues from the lease of China Creek Provincial Park; possibly a share of revenues from the community forests could also be considered.

## Outside Sources of Funding, Other Options for Land Acquisition and Trail Use Agreements

### Grant Applications

There are a number of sources of grant monies – each with its own criteria. See for example (insert website). Both the Stamp River and Alberni Inlet trail projects have been successful in bringing substantial funds into the community in this way.

### Partnerships

Many agencies – governmental, First Nations, NGO's and private landowners - are also facing similar requests from the public to protect outdoor recreation opportunities or to preserve environmentally sensitive sites. There is frequently interest in forming working partnerships to achieve common ends; many successful regional parks and trails initiatives on the east coast of Vancouver Island have been completed in this way. Nanaimo Regional District, for example, frequently makes major parkland acquisitions in partnership with non-governmental organizations and has a history of establishing trail corridors without outright purchase.

In ACRD, some partnership opportunities should fall out of the planning process described above. The following are some suggestions for potential partners. Not all will be applicable in every situation but they represent a toolbox of options:

#### Member Municipalities

Pooling resources and working together on joint projects with the municipalities of Port Alberni, Tofino and Ucluelet is an option particularly on items like connections between regional and municipal trail systems, or if an area like the Burde Street ponds on the boundary of Port Alberni were to be acquired.

#### Community Forests

There is potential for increased outdoor recreation in conjunction with the community forests in Bamfield, Ucluelet and the Alberni Valley.

#### Provincial Government Agencies and Crown Corporations

There are various opportunities for working with the province. These include :

- regional park designations or trail corridors on crown land
- assistance with permitting processes on crown land
- joint project funding (Recent examples include the Stamp River Trail, Greenmax Trail and Fossli Park access)
- establishment of trails on road allowances or utility rights-way
- potential partnerships in securing access through private forest lands to fishing lakes and forest recreation sites and trails

Key crown agencies to work with include the Ministry of Tourism, Culture & the Arts and the Ministry of Environment (BC Parks and Fisheries branches)

#### First Nations

First Nations are assuming management roles in provincial recreation sites and have recently signed a co-management agreement with the province for Stamp Falls Provincial Park. The Alberni Valley Outdoor Club has also assisted in trail construction through part of the Hupacasath woodlot on Roger Creek – a project which benefits the whole community.

### Private Landowners

Partnerships with forest companies are particularly relevant to this regional district. Access to forest lands has traditionally been the cornerstone of outdoor recreation throughout the region. Issues of mutual interest include:

- protection or acquisition of sites of recreational or environmental importance;
- protection of access roads for recreational purposes, particularly after logging has finished;
- use agreements for trail corridors.

### Non-Governmental Organizations (NGO's)

Frequently, NGO's have similar interests to regional districts particularly where environmental stewardship is concerned. Ducks Unlimited and the Pacific Estuary Conservation Program purchased 100 hectares in the Somass Estuary in 2001. The Pacific Salmon Foundation has a history of supporting fisheries conservation projects throughout the ACRD. The Land Conservancy and The Nature Trust have also shown an interest in this regional district. These are examples of NGO's which could be natural partners in an enhanced parks function both in land acquisition or in holding conservation covenants.

The Island Corridor Foundation would be a logical partner where it is possible to have bike paths or trail routes within the railway right-of-way.

On the west coast, the Clayoquot Biosphere Trust is another potential partner.

### Local Community Groups and Outdoor Recreation Groups

There is already a strong spirit of volunteerism throughout the regional district, with many groups ready and willing to assist with specific projects, but they also need some support.

### Neighbouring Regional Districts

Partnerships with neighbouring regional districts may be an option in some cases – for example in connecting regional trail corridors or if a key piece of property happens to straddle a boundary. Nanaimo Regional District has already expressed an interest in a Horne Lake Trail link into the Alberni Valley. In the long-term, the potential also exists for trail connections through to Cowichan Valley Regional District and Comox Valley Regional District

### Conservation Covenants

Conservation covenants are an option where purchase may not be appropriate or desired, but a landowner is willing to take steps to protect the natural environment. If a covenant is agreed to, it could be held by either the regional district or a conservation organization such as The Nature Trust or The Land Conservancy. There is already one example of this on Lugin Creek in the City of Port Alberni.

### **Acquisition of Land Through the Development Process**

The Local Government Act provides a legislative basis for parkland acquisition through the development process in the following cases :

- the requirement for community parkland dedication or cash in lieu as part of the subdivision process (Section 941)
- where parkland is dedicated as a consequence of subdivision of crown land outside a municipal boundary, the regional district is entitled to possession and use of the land for park purposes (Section 303)
- development cost charges may be imposed for providing and improving parkland to service, *directly or indirectly*, the development for which the charge is being imposed. (Section 933)

## **Public Donations**

Consider setting up an endowment fund. It has been the experience of the Friends of the Log Train Trail that many people are interested in contributing to a specific project in which they have an interest. The regional district also has the advantage of being able to provide tax receipts which encourages donations.

## **NEXT STEPS**

From preliminary discussions with regional district directors and advisory planning commissions, it is clear that there is interest in looking further at an increased role in regional parks and trails. There is recognition of the importance of outdoor recreation for residents of the region, for visitors and as a component of economic diversification. At the same time, however, there is widespread awareness that there are many issues to be considered, that the regional district has limited resources and care must be taken not to take on more than can be managed. The message might best be characterized as, “Move forward, but with caution.”

## **RECOMMENDATIONS :**

### **1. ONGOING :**

#### **1.1 Continue with initiatives on existing regional parks :**

##### **Mount Arrowsmith**

The entire summit of the mountain remains one of the most popular outdoor recreation sites in the Alberni Valley attracting visitors from throughout Vancouver Island and beyond and its recreational role should be maintained as a high priority. It makes sense, however, to manage the regional park with the adjoining massif. Given that it is inside Nanaimo Regional District, the approach to RDN to take over management is a logical one.

##### **China Creek**

China Creek’s longstanding role as both a passive beach recreation area and a base for the sports fishery is not anticipated to change. Obtaining a percentage of revenues from the Port Authority is a positive step.

### **2. MOVING FORWARD - LONGTERM**

It is suggested that the region consider a “multi-pronged” approach to moving forward:

#### **2.1 Fill in the big picture - complete an overall plan/vision for regional parks and trails**

It is important to move forward and make decisions with the best inventory and knowledge base possible. Some of base information is already available, but there are gaps. It would be particularly useful to have public participation in a mapping exercise. In the Alberni Valley, this could readily be done as part of the “visioning” process already planned in preparation for upcoming official community plan reviews. In the case of Long Beach and Bamfield, it is suggested that an afternoon or evening workshop could be held in each community.

This process should :

- identify all existing parks and trails at various governmental levels;
- identify areas and corridors of importance for outdoor recreation and environmental stewardship;
- identify sites of interest which are not currently in parkland;
- identify outdoor recreation activities which are not presently being met;
- identify key access roads within the TFL
- establish which areas and uses should be considered for inclusion in a regional parks and trails function.
- include provision for public input through surveys and workshops to help determine the community's outdoor recreation needs and, from a range of possible costs, what they would be prepared to pay for a regional parks and trails service. (A variety of sample questionnaires is available.)

## **2.2 From the planning process, establish long-term, prioritized objectives**

This should:

- determine which areas and trail corridors should be come under a “regional” designation;
- establish their relative importance on a scale of high, medium and low;
- set out standards & levels of maintenance (e.g. for parks, passive or active; for trails, level of difficulty);
- identify potential partners and most appropriate method(s) of implementation for each.

## **2.3 Establish the “delivery vehicle”**

Determine whether administration will be the responsibility of the regional district or whether it should be shared with a non-profit group, such as a trails society, with financial support from the regional district.

This will depend partly on the outcome of the planning process and the extent to which the regional district wishes to become involved in the function.

## **2.4 Put in place the financing**

It is recommended that surplus funds from Mount Arrowsmith Regional Park be used as capital fund to enable the regional district to provide leveraging funds for land acquisition, grant applications for construction and signage or similar projects. An annual amount should also be budgeted for maintenance and administrative costs, the amount to be finalized after the planning process is complete.

# **3. MOVING FORWARD - SHORTTERM**

## **In the short term, undertake small-scale projects in each of the three sub-regions on a trial basis**

While long-term objectives will fall out of the planning process, there are two small-scale initiatives - one in the Alberni Valley and one in Long Beach - which have emerged as early priorities. It is suggested that these should be viewed as “trial runs” while inventories are completed and longer term options considered.

### **Alberni Valley**

In the Alberni Valley, trails have emerged as a priority and work has already been done to identify regional corridors. One of those is the CNPR Alberni Inlet Trail. The regional district is one of the proponents of this project and funding has been obtained from several sources including the Island Coastal Economic Trust and the provincial Community Tourism Program. The trail runs partly on crown land and partly on private land owned by Island Timberlands. The Ministry of Tourism, Culture and the Arts is processing permitting for the crown land portion and Island Timberlands has indicated a willingness to enter into a use agreement with the regional district for their section. It is suggested that ACRD move forward with the use agreement. This is a small first step - one which would not be costly (Nanaimo's use agreements are in the order of \$500 per five year term) but which would provide an opportunity to develop a use agreement on a trial basis. Because this is intended as a walking trail, it will not have the problems associated with motorized use; for this reason it is also a good one to start with.

**3.1 It is recommended that the CNPR Inlet Trail be designated as a “regional trail” and that negotiations be started on a trail use agreement.**

**Long Beach**

The one clear priority which emerged in Long Beach was the need for improved access to Ucluelet Inlet. This is supported by the recently adopted South Long Beach Community Plan and the regional district already owns the proposed site on Willowbrae Road. Development of a passive park with a picnic area and launch for car-top boats and kayaks would not represent a major expense and would require little upkeep. This is also a small-scale project but one which is a good fit for a regional park in that it would benefit both local residents and visitors.

**3.2 It is recommended that the Willowbrae park site be designated as a “regional park” and developed for a picnic area and car-top boat launch.**

**Bamfield**

A similar small-scale project should also be considered in Bamfield, but a recommendation on that should come from the community.

Area	Park	Trail	Other	Name	Area (ha's), Length (km's)	Type	Access	Land Ownership	Managed and Maintained by	Comments
Bamfield	✓			Eileen Scott (Centennial Park)	5.7 ha	Community Park. Campground, Info Centre, Playground, Washrooms, Showers, Pump-Out Station, Pay Phone.	Bamfield	ACRD	Bamfield Parks Commission	Playground needs inspection, needs upgrade.
	✓			West Park	0.9 ha	Community Park. Community garden, playground, picnic area, and ball field.	West Bamfield	ACRD	Bamfield Parks Commission	
	✓			Waterfront Parcel A	0.7 ha	Community Park - Passive Park	West Bamfield	ACRD	Bamfield Parks Commission	
	✓			Waterfront Parcel B	1.0 ha	Community Park - Passive Park	West Bamfield	ACRD	Bamfield Parks Commission	
	✓			South Bamfield Subdivision (Parkland Dedication)	W. Bamfield 0.4ha & S. Bam Rd 0.7ha	Community Park	South Bamfield Road	ACRD	Unmanaged/ACRD Staff	
Bamfield, Cherry Creek, City of PA	✓			Alberni Inlet Trail	25 km	Regional Park & Trail	Ship Creek Rd, China Creek Campground Parking Lot, Franklin River Parking Lot.	Crown land and Island Timberlands (Licence of Occupation). Expires December 31, 2020	Volunteers & ACRD Staff	Stage 1 & 2 complete. Stage 3 has been built by volunteers. No crossing across Franklin River. Application needs to be submitted on April 1, 2020 on Mosaic website to apply for licence extension.
				Log Train Trail	18 km	Regional Park - Trail	Many access points from Woolisley Road in Beaufort to Cherry Creek.	Crown Land. ACRD has Lease from Ministry of Transportation. Expires August 1, 2021. Renews automatically every 4 years.	Volunteers & ACRD Staff	Ongoing maintenance and upgrades needed. Safety concerns. ID'ed by MIA. Signage installed 2018 and 2019. Bridge & culvert replacements needed in 2020. Need to tender work.
Cherry Creek	✓			China Creek Campground	23.8 ha	Regional Park. Marina and Campground	Bamfield Main Road	ACRD owned, leased to Port Alberni Port Authority	Port Alberni Port Authority	
	✓			Maplehurst Park	14.6 ha	Community Park (1956 Subdivision)	Willow Road	ACRD	Unmanaged/ACRD Staff	Need to request that MIA inspect this park and trail system in 2020.
	✓			Cherry Creek Roadside Trail	0.6 km	Community Park - Trail	Cherry Creek Road	Crown, MOTI Right-of-Way	ACRD Staff	Beaver Creek Water System labourer to brush trail each year. Takes approximately 2 days/year.
Long Beach		✓		South Long Beach Multi Purpose Path	3 km (in ACRD)	Local Service Area. Paved Multi Use Trail.	Tarino/Ucluelet Highway	Crown, MOTI Right-of-Way	District of Ucluelet	ACRD pays District of Ucluelet \$7000/year for maintenance. Level of service and cost needs to be revisited.
	✓			Willowbrae Park (Parkland Dedication)	0.25 ha	Community Park	Willowbrae Road	ACRD	Unmanaged/ACRD Staff	This park is waterfront. Potential for small launching area for kayaks/boats, picnic area, poor access. No parking and industrial development on either side.
Beaver Creek	✓			Evergreen Park	4.6ha ACRD Private Land, 4.5ha Crown Land	Community Park. Open riding ring, informal trails	Fayette Road & Pleased Road Beaver Creek.	ACRD and Crown (ACRD leases from Crown). Expires June 30, 2020.	ACRD Staff & volunteers. File 1404887 (Lots 1 & 2) = Southern area & 6437 Pleased Rd 004-133-927 (Lot 2) & 004-133-921 (Lot 3) = Northern area	Equestrian volunteers have been maintaining riding ring, making improvements to paddocks & installed picnic tables. Culvert over Pleased Creek requires replacement in 2020. Partnering with AVEA/DFO. ACRD will need to tender work and get engineering done.
	✓			Nordstrom Park	1.1 ha	Community Park	6038 Beaver Creek Road. Adjacent to Beaver Creek Firehall	ACRD	ACRD Staff	Sign in park. Small amount of fundraising by volunteers for playground. Improvements planned 2020 including fencing, parking lot, playground.
	✓			Darley/Highland Subdivision (Parkland Dedication)	0.6 ha	Community Park. Park surrounds creek.	Highland Drive	ACRD	Unmanaged/ACRD Staff	No plans for development.
	✓			Karen Place Subdivision (Parkland Dedication)	0.2 ha	Community Park	Karen Place	ACRD	Unmanaged/ACRD Staff	No plans for development.
	✓			Chase Subdivision (Parkland Dedication)	0.4 ha	Community Park. Park area, and dedicated trail adjacent to road.	Chase Road (End of Grandview Rd)	ACRD	Unmanaged/ACRD Staff	No plans for development.
	✓			Cougar Smith Park	2.4 ha	Community Park. (Playground, bike skills park, tennis court, ball field, basketball court, covered picnic area).	9028 Faber Road	ACRD	Sproat Lake Parks Commission	
	✓			Faber Road Trail	2.6 km	Community Park - Trail	Roadside Path	Crown, ACRD leases MOTI. No Expiry.	Sproat Lake Parks Commission	
	✓			Lakeshore Trail	3 km	Community Park - Trail	Roadside Path	Island Timberlands. Expires August 31, 2020. \$600/term, & lease from MOTI.	Sproat Lake Parks Commission	HZ applied for licence extension in January 2020. Need to ensure that Mosaic provides the extension.
			✓	Lakeshore Parking Lot (proposed)		Licence of Occupation. Parking Lot	Lakeshore Road	Crown (MOTI)		Sproat Lake Parks Commission to determine action for this property.
	Sproat Lake	✓			Faber Park Boat Launch Great Central Lake	1.02 ha	Community Park. Waterfront property on Sproat Lake. Public dock, picnic table, outhouse.	Dickson Road	ACRD	Sproat Lake Parks Commission
✓			✓	Park at Great Central Lake (West of Trestle RV Park)	1.9 ha	Community Park	Central Lake Road	ACRD	Unmanaged/ACRD Staff	No plans for development.
✓				10210 Bishop Dr Subdivision (Parkland Dedication)	0.35 ha	Community Park	Bishop Drive	ACRD	Unmanaged/ACRD Staff	No plans for development. Danger tree assessment & tree removal in 2019. Garbage picked up by SLMP in summer 2019. SLPC indicated that would visit park via lake to look at sinking dock and large garbage (styrofoam).
✓				10193 Kitisa Dr. Subdivision (Parkland Dedication)	0.27 ha	Community Park	Kitisa Drive	ACRD	Unmanaged/ACRD Staff	No plans for development. Danger tree assessment in 2019. Issues with neighbours using parkland property to park RV's/Cars. Met with T. Sisoroski in fall 2019. Tim can access parkland property from trail access to the lake. Can bring in rocks to block off area. Approx \$800.
✓				Mount Arrowsmith Regional Park	541.3 ha	Regional Park	Island Timberlands Logging Road	ACRD	Unmanaged/ACRD Staff	No plans for development.
										Located in RDN, but owned by ACRD.



## REPORT FOR INFORMATION

**To:** Committee of the Whole  
**From:** Jenny Brunn, Manager of Operations  
**Meeting Date:** March 11, 2020  
**Subject:** Extended Producer Responsibility Programs

Extended Producer Responsibility (EPR) programs have shifted the responsibility for end-of-life management of products from local governments and tax payers to the producers of the materials.

After the explosion of new disposable materials in the 1950s, the 1970s saw a strong social movement to divert these materials from landfills and incinerators through “recycling” which would also reduce the use of natural resources. These recycling programs were funded by local governments through taxes and continued to grow in cost as the amount of products and packaging continued to grow. To curb this production, the idea that producers pay for the costs for managing the things they were creating took hold and have come to be referred to as “product stewardship” or “extended producer responsibility” (EPR) programs.

British Columbia has led the EPR movement from the 1970s when the provincial government instituted its first legislation that required deposits for soft drink and beer containers. In the 1990s, the Ministry of Environment (MoE) developed new regulations for a growing list of materials including, batteries, tires, used oil, paint, HHHW, electronics. This was replaced by a single regulation in 2004 called the BC Recycling Regulation, enabled under the Environmental Management Act. In 2014, the MoE added the most challenging group of materials to date, paper and product packaging (PPP) from the residential sector. These are the materials that are currently under the Recycle BC stewardship program and include materials accepted in curbside programs and Depots (3<sup>rd</sup> Avenue, Landfill, Tofino, Ucluelet).

There are a number of products and materials that are currently being recycled in the ACRD but are not included in the Recycling Regulation:

- Mattresses – \$20 at the AVLf to dispose of their mattress which are recycled locally
- Scrap Metal – is free to drop off at landfills and often generates revenue for ACRD
- Drywall - \$250/tonne to drop off at AVLf which covers the cost of transport and processing
- Marine Rope and Netting - \$120/tonne at WCLF which is paid to Ocean Legacy in a very new program
- ICI PPP – banned from landfilling, businesses are responsible to utilize private sector solutions

The Ministry of Environment has continued to add products and materials to the Recycling Regulation and they are hoping to announce additions this spring. Decisions for including new materials are made based on:

- The ability for the materials to be recycled
- The existence of current solutions that are already responsibly recycling the materials
- The demand from local governments and residents for the creation of an EPR for certain materials

In July 2019, a number of regional districts including the ACRD, sent letters to the province requesting that the Recycling Regulation be expanded to include the Industrial, Commercial and Institutional (ICI) sector for all packaging and printed paper (PPP). In the fall of 2019, MoE put out a policy consultation paper titled “Plastics Action Plan” which the ACRD

staff provided feedback on including the need to expand the Recycling Regulation to include ICI PPP, the need to implement requirements that new products have recycled content where possible, and increased deposits in the beverage return program. Communication of the specific needs of our region may be find greater influence under the AVICC and UBCM groups to further influence Ministry decisions on changes to the Recycling Regulation.



Submitted by:

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Jenny Brunn, Manager of Operations



Approved by:

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Douglas Holmes, BBA, CPA, CA, Chief Administrative Officer