



**District of
North Saanich**

STAFF MEMO

To: Tim Tanton
Chief Administrative Officer

Date: August 6, 2019

From: Eymond Toupin
Director of Infrastructure Services

Re: **Scoter Trail North Rehabilitation Project – Public Consultation Summary and Next Steps**

RECOMMENDATION:

That Council direct staff to:

- 1) Advance detailed design and construction of the Scoter Trail North and shoreline rehabilitation Option 1; and
- 2) Inform the neighbouring property owner of the removal of the boat shed and to have the boat shed removed as part of the Scoter Trail rehabilitation project.

STRATEGIC PLAN IMPLICATIONS:

This matter relates to the following Council strategic priorities:

Protect and Enhance Rural, Agricultural, Heritage, Marine and Environmental Resources

Maintain a Safe and Healthy Community

Maintain a Strong Sense of Community

Ensure Strong Leadership, Fiscal Responsibility and Transparent Government

BACKGROUND:

At the March 18th, 2019 Regular Meeting, Council resolved the following

- 85 *That Council approve implementation of the Scoter Trail North communications and engagement activities at the estimated cost of \$32,745 plus an estimated \$11,550 in expenses.*

Kirk and Co. were engaged to implement the public engagement activities which were completed over the months of May and June. The communications consultant subsequently submitted the attached Consultation Summary Report.

Public Consultation Summary

The consultation involved a number of events to provide a variety of opportunities for public engagement including three pop-up events, a small group meeting and an open house. The public was notified of the opportunities via mailed postcards, a news release, print advertisements, on the project website, social media and posters. It is estimated a total of 161 individuals were engaged through the various events.

Participants were asked to provide feedback on the following three topics related to the project as well as given opportunity to provide general comments on the project overall.

1. Ranking the three shoreline rehabilitation options:

The majority of the participants ranked Option 1 as their first preference. This option involves the provision of a pebble beach along the entire project shoreline which provides the highest recreational and ecological value at an estimated cost of \$1.44 million.

2. Indicate agreement with the two proposed access points for the trail at Munro Road and at the north end of the trail:

A large majority of the respondents (89%) either strongly or somewhat agreed with the proposed access points.

3. Ranking the recreational activities for which the participants would most likely use the trail

Walking was ranked first by 73% of the respondents and second by another 13%. Running was ranked second by 33% of the respondents. Horse riding was ranked first by 25% of the respondents. During the small group meeting, it was indicated by one of the participants that the expectation was primarily to be provided access to the beach rather than using the trail itself for riding, i.e. use of the north trail access to get to the beach. Other recreational activities indicated as secondary included swimming (17%) and kayaking (15%).

4. There was also an opportunity for participants to provide additional comments. The following 7 key themes were identified from the additional comments:

- General support for the project. (11 mentions)
- Request for additional facilities such as benches, washrooms, bike racks, picnic tables, garbage bins, and parking spaces. (8 mentions)
- Request that project accommodate beach access for horse riding. (6 mentions)
- Request that the natural shoreline, flora, and fauna be preserved or restored as much as possible. (4 mentions)
- Request for a stairway access and crossing signs at Tapping Road. (2 mentions)
- Request for easy beach access parking facilities for kayakers. (2 mentions)
- Concern about necessity of the project, or parts of the project (2 mentions)

Next Steps

The results of the engagement activities indicates overall support for the project, endorsement of Option 1 for the shoreline rehabilitation and support for the two proposed access points. The anticipated uses of the trail are also consistent with the proposed concept. If so directed by Council, staff can have detailed design and construction of the project advanced for Option 1. It is anticipated construction would proceed during the summer of 2020.

One more item requires consideration as it will impact construction of the shoreline rehabilitation and new trail. This is an existing boat shed located in close proximity to the existing trail (Figure 1). The boat shed is located across 10269 West Saanich Road. Staff have confirmed with the Ministry of Forest, Lands, Natural Resources, Operations and Rural Development that there is no tenure or authorization for this structure and it therefore appears to be a trespass onto public property.



Figure 1: Existing Boat Shed

In order to construct the trail at the proposed elevation at this location, the boat shed would need to be removed. Alternatively, the trail may be constructed around and immediately adjacent to the wooden boat shed. This will be challenging due to the close proximity of the shed to the existing deteriorated shoreline and due to the current structural condition of the shed. It is recommended that the structure be removed due to its lack of tenure and conflict with the trail.

FINANCIAL IMPLICATIONS:

A budget of \$1.5 million has been set aside in 2019 for this project. As construction is not anticipated to proceed until 2020, these funds will likely not be utilized this year.

OPTIONS:

Council can direct staff to:

- 1) Advance detailed design and construction of the Scoter Trail North and shoreline rehabilitation Option 1;
- 2) Inform the neighbouring property owner of the removal of the boat shed and to have the boat shed removed as part of the Scoter Trail rehabilitation project;
- 3) Have the Scoter Trail designed and constructed around the existing boat shed;
- 4) Not proceed with the project;
- 5) Other.

LEGAL IMPLICATIONS:

No legal implications are anticipated.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

None anticipated.

SUMMARY/CONCLUSION:

One of Council's Strategic Priorities is the rehabilitation of Scoter Trail North. As directed by Council, public consultation on this project was completed by the District in May and June. The results of the engagement activities indicates overall support for the project, endorsement of Option 1 for the shoreline rehabilitation and support for the two proposed access points. The anticipated uses of the trail are also consistent with the proposed concept.

There is an existing untenured wooden boat shed which conflicts with the construction of the trail and shoreline rehabilitation. Due to the close proximity of the shed with the existing deteriorated shoreline, the suspect structural condition of the shed, and its lack of tenure, it is recommended that the structure be removed.

In consideration of the above, staff submits the following recommendation.

RECOMMENDATION:

That Council

- 1) Direct staff to advance detailed design and construction of the Scoter Trail North and shoreline rehabilitation Option 1; and
- 2) Direct staff to inform the neighbouring property owner of the removal of the boat shed and to have the boat shed removed as part of the Scoter Trail rehabilitation project.

Respectfully submitted,



Eymond Toupin
Director of Infrastructure Services

Concurrence,



Tim Tanton
Chief Administrative Officer



Consultation Summary Report

June 2019

Scoter Trail Project

Public Consultation

May 21 to June 18, 2019

Kirk&Co.

ABOUT KIRK & CO. CONSULTING LTD.

Kirk & Co. is a recognized industry leader in designing and implementing comprehensive public and stakeholder consultation and engagement programs. Utilizing best practices, our consultation and engagement programs are designed to maximize opportunities for input. Kirk & Co. independently analyzes and reports on public and stakeholder input.

The views represented in this summary report reflect the priorities and concerns of consultation participants. They may not be representative of the views of the public and other stakeholders because participants self-selected into the Scoter Trail Project engagement, and therefore do not reflect a statistically-significant random sample.

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1.0

Background

Scoter Trail stretches along the Patricia Bay shoreline in the District of North Saanich, beginning at Patricia Bay Park in the south and ending at the Tseycum First Nations lands in the north. The recreational trail is recognized by many as one of the most valued trails within the District, and is popular among residents and visitors alike.

Beginning with the southern section from Patricia Bay Park to Munro Road, the District began efforts to restore the entire length of the trail, with a focus on improving shoreline protection against wave erosion.

Following the completion of the southern section, the District then engaged Great Pacific Engineering and Environment in the summer of 2018 through a competitive RFP process to assess, design, and re-construct the northern section of the trail. This section of the trail, from Munro Road to the Tseycum First Nation lands, is highly eroded and in need of significant restoration before it can be reopened to public use.

Three design options were proposed as a result of Great Pacific's assessment to stabilize the shoreline and raise the trail elevation in response to rising water levels. Through the May to June 2019 consultation, the public had the opportunity to provide feedback on the design options and other topics that will influence the final project design.

The District also provided the public with preliminary information on the restoration project, including the proposed trail elevation and habitat protection measures.

How input is being used

Input received through this public consultation will be compiled and considered by the District, along with technical, environmental and financial considerations, in the final plans for the project.

2.0

Public Consultation: May 21 – June 18, 2019

2.1 PURPOSE

The Scoter Trail Project Public Consultation was undertaken by the District of North Saanich from May 21 to June 18, 2019 to seek input from the public regarding proposed restoration measures for the northern section of the trail. Engagement materials, including an online feedback form and discussion guide, were posted online at northsaanich.ca/scoter-trail/.



2.2. CONSULTATION PARTICIPATION

There were a total of **223 participant interactions** during the public consultation period:



55

feedback forms were received (44 online, 11 hard copy)



161

people (approximately) engaged with the project team through three pop-up events, a small group meeting, and an open house



7

open-ended submissions were received through email or in hard copy

2.3. CONSULTATION TOPICS

The public consultation provided information about trail elevation and habitat protection measures as part of the District's restoration plan. Feedback topics included:

- Shoreline protection
- Access points
- Trail uses

There was also an opportunity to provide additional comments and to sign up for project updates.

2.4. NOTIFICATION

Notification activities to inform the community about consultation opportunities included:



Postcards

Approximately 2,100 postcards were mailed out to residents and local businesses in the vicinity of Scoter Trail. Postcards were also distributed at pop-up events.



News Release

A news release inviting the public and media to the engagement events was distributed by the District on Wednesday, May 9, 2019.



Project Website

All consultation materials, including an online Feedback Form, were available at **northsaanich.ca/scoter-trail/**.



Print Advertisements

Advertisements regarding the public consultation were featured in the following local publications:

- Peninsula News Review print edition on May 29 and June 5
- Peninsula News Review website from May 29 to June 19



Stakeholder emails

Two emails were sent to local stakeholders to notify and remind them about consultation opportunities.



Social Media

Six tweets and six Facebook posts were posted from the District's Twitter and Facebook accounts inviting the public to attend the engagement activities and provide their feedback online.



Posters

Posters were distributed and placed at local gathering hubs such as the District Hall, Panorama Recreation Centre, and Deep Cove Market.

The District also engaged with the Tseycum First Nation as part of this consultation. The Nation was informed prior to public notifications and invited to provide input on the process and project. The District intends to continue engaging with the Nation as the project progresses.

A copy of the notification materials can be found in Appendix 1.

2.5. ENGAGEMENT METHODS

2.5.1. DISCUSSION GUIDE AND FEEDBACK FORM

The discussion guide and feedback form was divided into two sections: topics for information and topics for feedback. The first section of the discussion guide provided information on the following:

- Project background
- Trail elevation
- Habitat protection

The feedback form included information and questions related to the proposed restoration measures for the northern section of Scoter Trail. There were three quantitative questions and four qualitative questions, providing respondents with several opportunities to write comments on the following topics:

- Shoreline protection
- Access points
- Trail uses

The form also included an opportunity to provide additional comments and to sign up for project updates.

A copy of the discussion guide and feedback form can be found in Appendix 2.

2.5.2. ONLINE MATERIALS

All consultation materials were available at northsaanich.ca/scoter-trail/, including an online Feedback Form. Of the **55** feedback forms received, **44 (80%)** were submitted online.

2.5.3. ENGAGEMENT EVENTS

Approximately **161** people in total interacted with the project team over the course of three pop-up events, a small group meeting, and a public open house held in the District of North Saanich.

The **pop-up events** gave the District the opportunity to meet members of the public at popular community locations. project team members interacted with the public, answered questions about the project, distributed postcards and discussion guides, and encouraged their participation in the process.

| Date | Time | Location |
|-------------------|--------------------|---|
| Saturday, May 25 | 10:00 AM – 1:00 PM | Panorama Recreation Centre, 1885 Forest Park Drive, North Saanich |
| Saturday, May 25 | 2:00 PM – 5:00 PM | Patricia Bay Park, North Saanich |
| Wednesday, June 5 | 12:00 PM – 4:00 PM | Deep Cove Market, 10940 W. Saanich Road, North Saanich |

The **small group meeting** provided attendees with an opportunity to ask in-depth questions and provide input. At the meeting, the project team gave an overview of the Discussion Guide and Feedback Form, providing attendees with the opportunity to ask questions throughout the session.

| Date | Time | Location |
|------------------|-------------------|--|
| Thursday, June 6 | 1:00 PM – 3:00 PM | District Office, 1620 Mills Rd., North Saanich |

Please see page 12 for a summary of small group meeting key themes.

A copy of the summary meeting notes can be found in Appendix 3.

The **open house** allowed local residents to speak with the project team and ask questions about the project. Display boards were set up around the room, mirroring information from the Discussion Guide to facilitate discussion. Hard copy Feedback Forms were available and attendees were encouraged to complete the Feedback Form during the session, at home, or online.

| Date | Time | Location |
|------------------|-------------------|--|
| Thursday, June 6 | 5:00 PM – 8:00 PM | District Office, 1620 Mills Rd., North Saanich |

3.0

Public Consultation Results

The following are summary results from the **55** Feedback Forms received.

Please note that not all respondents answered every question. Quantitative results are displayed by number of selections. Some totals may not add up to 100% due to rounding. The total number of mentions for qualitative data may exceed the total number of respondents as participants may have commented on more than one topic. Themes with a mention rate less than five per cent of the total responses have not been included in the qualitative results in this report, but all comments will be reviewed and considered by the project team.

How input is being used

Input received through this public consultation will be compiled and considered by the District, along with technical, environmental and financial considerations, in the final plans for the project.

3.1. FEEDBACK FORM

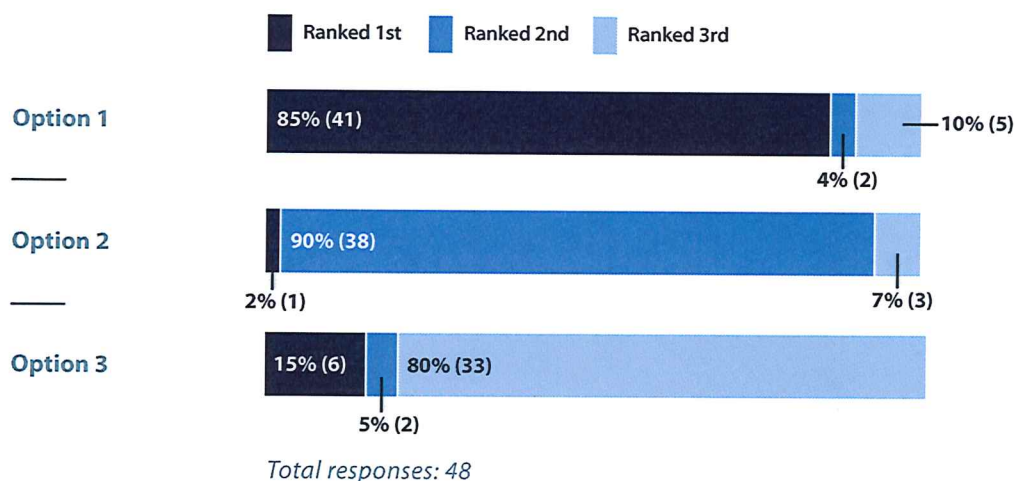
Topic 1 – Shoreline Protection

Participants were provided with three alternative trail restoration and shoreline protection options for the project area. While all three options will feature sloped banks made of large rocks (rip-rap), they differ in various ways. A description and aerial concept of each option was presented to participants, and their features were compared, as shown in the table below:

Comparison of Options

| Feature | Option 1 | Option 2 | Option 3 |
|---------------------|---|---|--|
| Description | Pebble beach along entire project shoreline | Pebble beach along north section, rip-rap along south section | Rip-rap along entire project shoreline |
| Construction impact | Largest – but avoids sensitive areas | Moderate – but avoids sensitive areas | Smallest – and avoids sensitive areas |
| Recreational value | High – beach walkable at all tides | Moderate – only northern section walkable at higher tides | Low – beach likely unwalkable |
| Ecological value | High – beach for logs and plants to establish | Moderate – northern beach section for logs and plants | Low – no change to current conditions |
| Cost | ~ \$1.44 million | ~ \$1.43 million | ~ \$1.23 million |

1. Please rank your preferred options:



The results above indicate that a majority of participants ranked Option 1 as their first preference, Option 2 as their second preference, and Option 3 as their third preference.

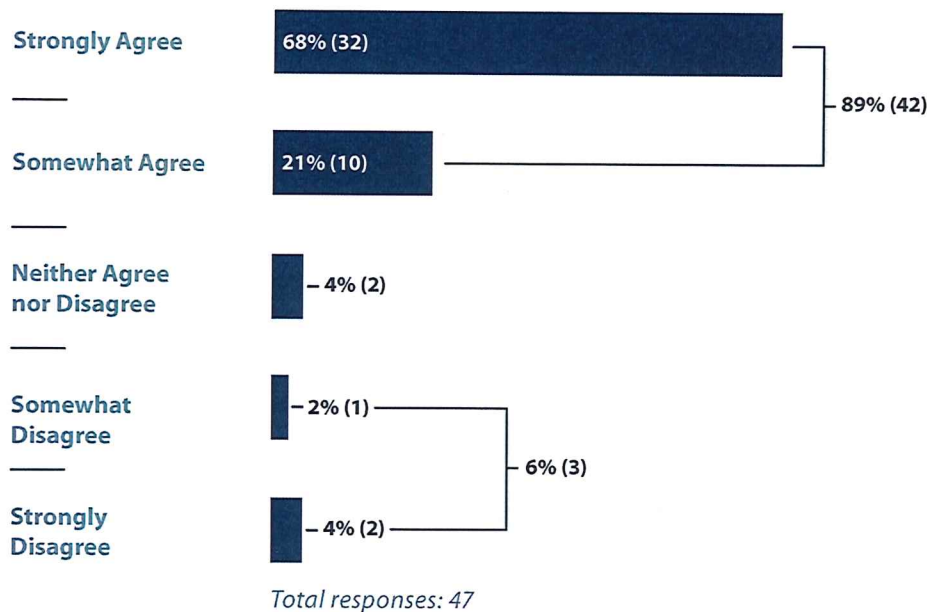
Please provide any comments or reasons you may have regarding your preference:

| Key themes from comments regarding preference (28 responses) | Number of mentions |
|---|-----------------------|
| 1. Comment that project design should protect against erosion and preserve habitat (including foreshore and trees). | 11 |
| 2. General support for Option 1. | 11 |
| 3. Support for a beach that will be walkable for all users. | 9 |
| 4. Comment about the value of investing in a long-lasting design to mitigate future costs. | 6 |
| 5. Request that project accommodate beach access for horse riding. | 3 |

Topic 2 – Access Points

Participants were provided with a description of two proposed access points for this section of Scoter Trail, i.e. the Munro Road and Northern Trailhead Access, and how they would be restored. Images of the access points in their current state and an aerial view of their locations were also included for reference.

2. Please indicate your level of agreement with the proposed access points:



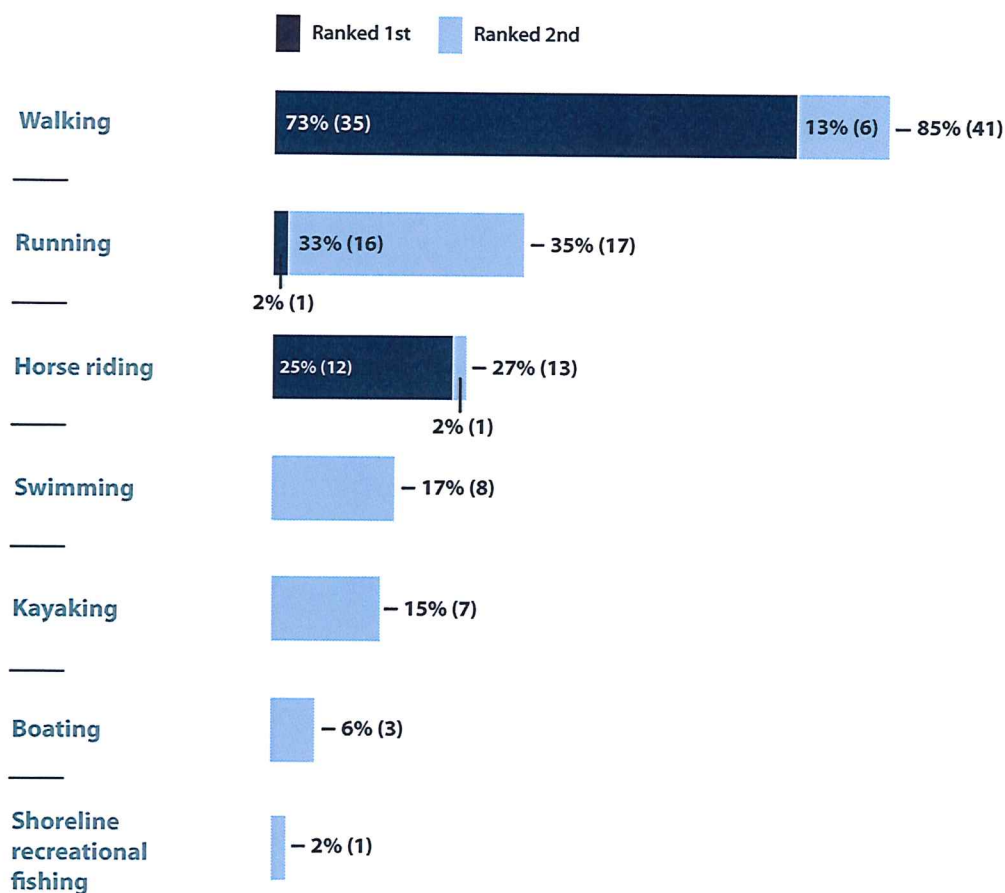
Please provide any comments or reasons you may have regarding your level of agreement:

| Key themes from comments regarding level of agreement (25 responses) | Number of mentions |
|---|-----------------------|
| 1. General support for restoring the access points proposed. | 10 |
| 2. Request for horse access to the beach. | 8 |
| 3. Request for improved facilities at Munro Road access such as bike racks, accessible ramp, better railings, and parking pull-out. | 5 |
| 4. Request for additional facilities along the entire trail such as benches, stairs to beach, and parking spaces. | 3 |
| 5. Request for an access point in-between the two proposed. | 2 |

Topic 3 – Trail Uses

Participants were asked to rank the recreational activities that they would like to use Scoter Trail for.

3. Please rank the recreational activities you would most likely use Scoter Trail for:



Responses were analysed based on the collective number of times each activity was ranked first or second. Total responses: 48

Please let us know if there are any other activities you would use Scoter Trail for or any suggestions of features:

| Key themes from comments regarding level of agreement (16 responses) | Number of mentions |
|---|--------------------|
| 1. Alternate recreational activities such as bird watching, cycling, paddle boarding, and windsurfing. | 5 |
| 2. Request for additional facilities such as benches, wheelchair access, garbage cans, and water fountains. | 4 |
| 3. Comment that walking is the main recreational use of the trail. | 3 |
| 4. Concern about horse riding and cycling on the trail. | 2 |

Additional Comments

4. Please provide any additional comments you may have regarding the Scoter Trail Project:

Note: Comments received from open-ended submissions have been incorporated into this section.

| Key themes from additional comments (36 responses) | Number of mentions |
|---|-----------------------|
| 1. General support for the project. | 11 |
| 2. Request for additional facilities such as benches, washrooms, bike racks, picnic tables, garbage bins, and parking spaces. | 8 |
| 3. Request that project accommodate beach access for horse riding. | 6 |
| 4. Request that the natural shoreline, flora, and fauna be preserved or restored as much as possible. | 4 |
| 5. Request for a stairway access and crossing signs at Tapping Road. | 2 |
| 6. Request for easy beach access and parking facilities for kayakers. | 2 |
| 7. Concern about necessity of the project, or parts of the project. | 2 |

3.2. SMALL GROUP MEETING KEY THEMES

| Meeting | Number of mentions |
|--|---|
| Small Group Meeting District Office Wednesday, June 5, 2019 1:00 PM – 3:00 PM 9 attendees | <ol style="list-style-type: none">1. Participants asked specific questions about shoreline protection options and expressed support for a design that would enhance the natural shoreline.2. Participants were interested in preserving the trees along the trail and minimizing construction and parking impact on tree roots.3. Participants were supportive of the two access points proposed. |