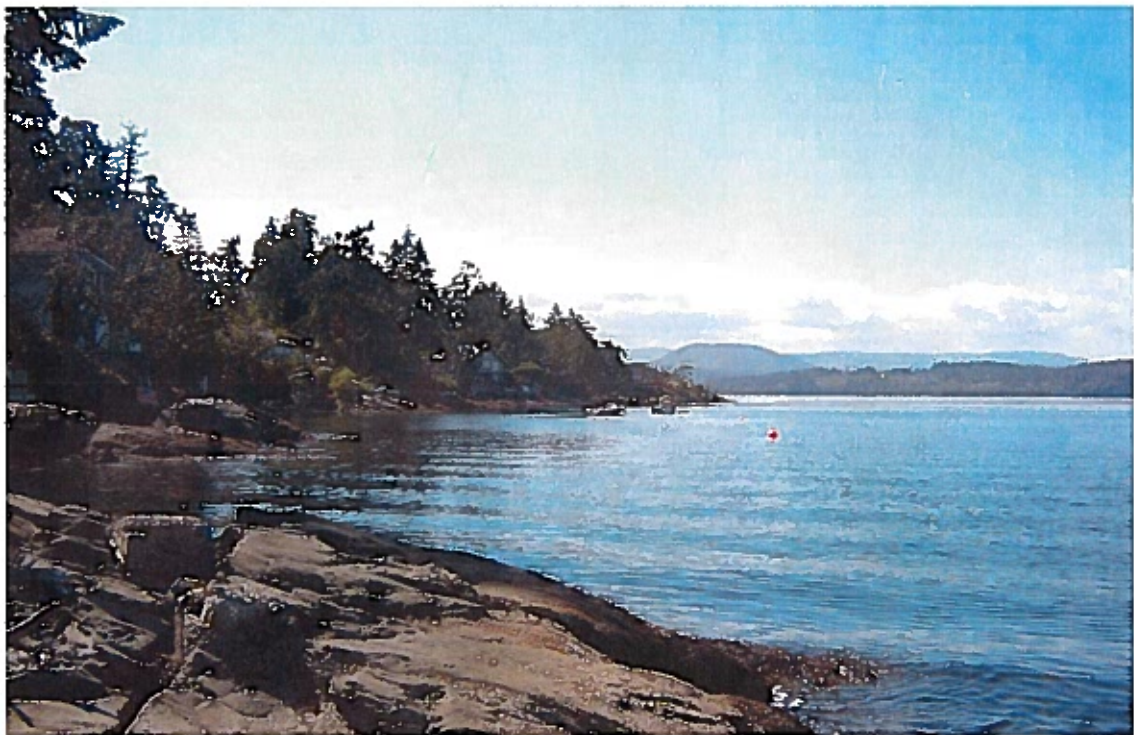


**DISTRICT OF NORTH SAANICH**

**MARINE TASK FORCE**

**FINAL REPORT**



**Submitted to Mayor & Council:**

**July 2008**



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## **1.0 Introduction**

### **1.1 Background of Task Force**

The origin of the Marine Task Force (MTF) stems from a 2004 economic planning sub-committee report on the marine industry (District of North Saanich 2004) that, amongst other things, recommended that the District review permitted uses and restrictions in the seven marine zones around North Saanich. Council subsequently asked District staff to prepare terms of reference for the work. After several iterations, Council approved the project and terms of reference in the fall of 2006 (Appendix B).

The District then issued a public invitation for interested residents to submit qualifications to serve on the Task Force and, after a short listing and interview process, six residents were appointed by Council. Council was careful in this process to ensure that a balanced mix of practical marine, economic and environmental experience was brought to the Task Force by the applicants. Representatives from three North Saanich advisory commissions (Advisory Planning, Environmental, and Parks), two Councillors and two District staff for liaison purposes were also added to the Task Force. With a District-appointed secretary, this brought the working group to a total of fourteen qualified people. A full listing of Task Force members is included in Appendix A.

The Task Force had its inaugural meeting on April 4<sup>th</sup>, 2007, at which time a Chair and Vice-Chair were elected by the group. This final report reflects some 14 months of work and has also involved extensive consultations with external stakeholder organizations through a questionnaire process and individual meetings as described in Part 1.3 and Appendix D.

### **1.2 Objectives/Terms of Reference**

Full terms of reference for the Task Force are included in Appendix B. In developing a work plan to address this scope, the work was divided into the following main elements:

1. Review and possibly recommend changes to permitted use and restrictions of the current seven marine zones around the North Saanich Peninsula. Support these recommendations with economic and environmental assessments as required.
2. Develop and recommend a method to inventory sensitive shoreline areas with respect to beach erosion, marine and foreshore habitats, etc.
3. Review and assess effectiveness of existing North Saanich bylaws, policies and procedures with respect to marine and foreshore developments.
4. Recommend new policies as required to protect marine environments and regulate new marine development within the context of the OCP, and federal and provincial regulations.

### **1.3 Process Employed**

In carrying out its mandate, the Task Force developed a detailed work plan, collected reference material and, after a group review of marine uses by area around the Peninsula, divided the Task Force members into four subgroups to look at individual aspects of the mandate. Subgroup results were discussed and reviewed at regular monthly meetings before final conclusions and recommendations were agreed upon and documented.

At an early stage in this process, the Task Force decided to both draw on the expertise of other jurisdictions in such areas as coastal stewardship, regulatory policies, etc. and also obtain input from stakeholder organizations through questionnaires and participation of invited guests from these organizations at the monthly meetings.

A listing of the major reference material reviewed through the course of the work is in Appendix C and citations in parentheses in the text of the report or in footnotes relate back to these references.

Questionnaires were issued to eight local marinas, four boating organizations, six stewardship/environmental associations, two First Nations bands, four residents associations, four federal agencies, and four North Saanich advisory commissions. Responses were received from 21 of the 32 organizations (about a 66% response rate). The questionnaires were structured to collect hard data on marine usage and views of the individual organizations on future marine uses and related environmental issues. The feedback from this process was helpful in confirming and, in some cases, adding to the various marine uses and issues discussed in Part 3 and subsequent sections of this report.

The consultation process also included a public Open House held on May 31<sup>st</sup>, 2008 that attracted about 120 residents. The Task Force work was documented at this event and material presented included a summary of the Findings (Part 7.1) and the main thrusts of the Recommendations (Part 7.2). A fuller description of the results and feedback from this consultation process is included in Appendix D.

In accordance with Council guidelines, all Task Force meetings, agendas and minutes have been made available to the public through the District website and Council meetings. Some members of the public have been attending the monthly meetings as observers and some 50 feedback sheets were received from the Open House.

## **2.0 Current Situation**

The following sections provide a broad overview of the history, current uses, facilities and regulatory regime of the marine sector in North Saanich. The discussion also reflects feedback received from various stakeholder questionnaire responses. Various identified issues are subsequently dealt with in more detail in later parts of the report.

### **2.1 North Saanich Marine History/Heritage**

The ocean surrounding the Saanich Peninsula has from early times been a rich resource initially serving First Nations peoples who used it for transportation and as a food source.

After the Hudson's Bay Company purchased land from the Saanich People in 1852 and started settling the area, a number of ocean-based businesses were developed in the Sidney area as were individual settlements. These early businesses, developed in the late 1800s and early 1900s, included a sawmill, a gristmill, a cannery and a brick manufacturer, and relied initially on the ocean for transportation although three railway lines were built in the same period. The V & S steamship line used Sidney as a main port of call on their Victoria–Nanaimo–Comox route in this era. Sidney was also the home port of the SS Iroquois used for Gulf Island mail deliveries in the early 1900s.

As time progressed, the railways were replaced by cars and trucks although the Saanich Peninsula has remained a major sea transport hub with ferry service from Sidney to Bellingham and Anacortes starting in the 1920s, and the major Swartz Bay ferry terminal opening in North Saanich in 1960. The ferry operations remain robust today in concert with population and tourism growth. The Peninsula also supports a robust commercial towing and barging business servicing the Gulf Islands. Construction and pile driving businesses have also developed to service the BC Ferries and other marine development.

Commercial fishing has, of course, always been present on the Peninsula although the current 100-boat fleet operating out of Tsehum Harbour is smaller than previous years due to declining fish stocks.

Sport fishing and pleasure boat usage increased in the last half of the century and, in turn, spawned a growth of marinas, boat building and service facilities – principally around Tsehum Harbour on the east side of the Peninsula. Federal government agencies also developed facilities at Patricia Bay<sup>1</sup> over the same period to include the current Coast Guard Research Centre, the Institute of Ocean Sciences and the floatplane ramp associated with the Victoria International Airport.

Current marine usage is described in more detail in the following sections of this report but in concluding this brief history, the Task Force noted the rapid growth of pleasure boating from residents and visitors alike over the last 20 years. This growth is directly related to both residents' desires to enjoy the ocean environment and the strategic location of North Saanich

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<sup>1</sup> Patricia Bay is known locally as "Pat Bay". Both names are used interchangeably in the report.



as a jumping off point for some of the most magnificent cruising and boating locations in North America, if not the world.

## **2.2 Current Marine & Foreshore Uses**

### **2.2.1 In water cruising**

As noted in Part 2.3, there are currently some 3,200 in-water moorage slips located in the various harbours of North Saanich and Sidney. These accommodate boats ranging in size from 20 feet to over 40 feet with a median range of 30 to 40 feet. About 50% of these are sail with auxiliary power and the balance, power. Fewer than 10% of the slips are rented by the day or week to transient visitors. Most are used for permanent moorage of boats, which are either owned locally or are permanently kept here.

The boats occupying these 3,200 slips are used for many activities, including day cruising and fishing in local waters, yacht club racing, weekend trips to the Gulf and San Juan Islands and extended cruising. Extended cruising varies from several weeks to several months and includes destinations around Vancouver Island and the BC and Washington State coastline. A few boats also take extended trips offshore to Alaska, California, Mexico and trans-Pacific crossings.

Although not all questionnaires were returned or completed, it seems that 50 to 55% of these boats are owned by local north Peninsula (North Saanich, Sidney & Central Saanich) residents. Another 20 to 25% of owners are located in other areas of the Capital Regional District (CRD) and the balance from other parts of BC, Canada and the US. Currently available moorage is in extremely short supply and all marinas have long waiting lists. This is caused by a combination of factors including the attractive retirement features of our area, the strategic proximity to popular cruising areas and the financial capabilities and lifestyles of the baby boom generation who are now approaching retirement. Additional backup data supporting these trends are included in Part 3.

### **2.2.2 Short term anchorages**

North Saanich bays and harbours are also used as overnight anchorages by boats in transit and for specific visits to the many attractions on the Peninsula. While temporary anchoring in sheltered bays is prevalent and permitted throughout Canada, there is, in certain areas, an increasing trend to private mooring buoys and/or live-aboard boats. The only area in North Saanich currently affected is Tsehum Harbour where a proliferation of anchored vessels, crab traps, etc. is sometimes a problem in the summer months. Regulatory responsibility for mooring buoys and anchorages falls under Transport Canada's Navigable Waters Protection Division. The buoy situation is, however, very loosely monitored and action is rarely taken unless there are serious safety or navigation risks.

Several of the conservation organizations contacted have flagged concern on the impacts of anchoring and unregulated buoys on eelgrass preservation and off-boat pollution, particularly with live-aboard boats. Although largely within the federal government's jurisdiction, the matter is relevant to forward-looking planning of marine developments in the area and is discussed in more detail later in the report.



### **2.2.3 Small boat use and access**

District and Peninsula residents also own and use a wide variety of small boats around the coastline. There is no way of accurately tracking the exact number but based on responses from the Sidney Anglers and Victoria Canoe and Kayak Club, there are about 500 small craft regularly used during the summer.

These boats include self-powered canoes, kayaks, rowboats, sailing dinghies, outboard runabouts and larger outboard and inboard power boats up to about 20 feet in length. The smaller boats are often car-topped or towed on trailers. These are generally day-use boats launched and recovered from the only significant boat launch facility in the area at Tulista Park in Sidney. Some of the larger boats in this category are moored on private mooring buoys in the summer months. Stakeholder feedback overwhelmingly supports the development of a second small boat launch facility on the west side of the Peninsula.

The boats are used in such activities as coastline exploration, wildlife viewing, fishing, shellfish harvesting and short trips to Sidney, Portland and other nearby islands and beaches.

### **2.2.4 Foreshore recreational use**

Extensive use is made by area residents of the various North Saanich and CRD parks, and waterfront trails along the Peninsula coastline. While parking is limited in many areas, there are 37 public beach access points and these pocket beaches and, in some cases, waterfront trails offer some magnificent views of the area's coastline. These facilities and usage are described in more detail in Part 4 and in Appendix E.

## **2.3 Boating and Transportation Facilities**

### **2.3.1 Marinas**

The following commercial marinas are located in the area

North Saanich:	Canoe Cove Marina.....	Canoe Passage
	Cedar Grove Marina.....	Tsehum Harbour
	Deep Cove Marina.....	Deep Cove
	North Saanich Marina.....	Tsehum Harbour
	Westport Marina.....	Tsehum Harbour
Sidney:	Cedar Grove Marina.....	Tsehum Harbour
	Port Sidney Marina.....	Sidney Waterfront
	Van Isle Marina.....	Tsehum Harbour
	Tsehum Harbour Public Wharf....	Tsehum Harbour

The nine marinas range from small marinas with limited facilities to large full service marinas with fuel docks, haul-out and boatyard businesses and service facilities. Canoe Cove, Port Sidney and Van Isle also have public restaurants on the property. Collectively, they have 2,900 slips, of which 1,750 are in North Saanich. After adding slips owned by the Capital City and Royal Victoria Yacht Clubs and individual private docks, there are over 3,200 wet

moorage slips in the area. The use and issues associated with these facilities are described in more detail in Part 4.

### **2.3.2 Boat service facilities**

The operation and maintenance of over 3,200 boats in the Peninsula area have created a healthy and vibrant boat services industry. Most of these businesses are located around the Sidney shores of Tsehum Harbour but a number also operate in the McDonald Industrial Park in North Saanich. The businesses range in size from small specialty businesses to sizeable marine chandleries and full service haul-out and repair facilities. There are also several custom boat builders and chartering operations on the Peninsula. The size and economic impact of these businesses is discussed in more detail in Part 3.

### **2.3.3 Other commercial facilities**

In addition to marine service facilities, several other businesses serve boaters, residents and tourists. These include restaurants, diving stores, tour boats, kayak rentals, gift shops and book stores. Most of these facilities are located in Sidney. Within North Saanich, there are two restaurants in the Canoe Cove area and one in Deep Cove. The Canoe Cove and Westport marinas lease out commercial space on their grounds for various stores, which are generally marine-related.

### **2.3.4 BC Ferries terminal**

The Swartz Bay ferry terminal has been a fixture in North Saanich since the 1960s and is a significant contributor to the District's tax base. The terminal is currently undergoing a phased expansion from 2007 to 2009, which includes new marine works. Expansions and periodic upgrades are expected to be a continuing way of life as traffic continues to grow between mainland BC and Vancouver Island. The terminal handles approximately 1 million passengers annually.

### **2.3.5 Patricia Bay federal facilities**

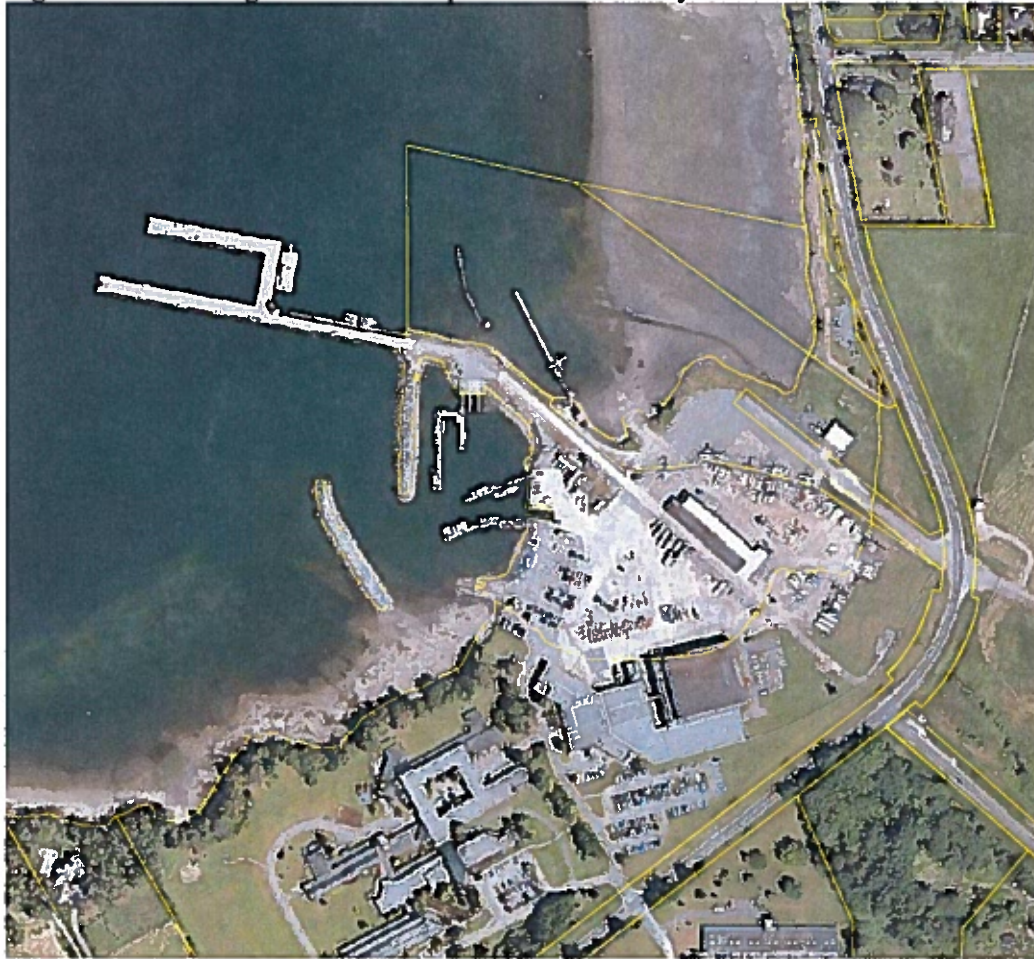
A major federal complex is located on the shores of Patricia Bay (Figure 2-1) and includes:

- The Institute of Ocean Sciences
- Canadian Coastguard (CCG) Victoria Marine Communications and Traffic Services (MCTS) Centre
- CCG Vessel Support and Fleet Engineering Workshops
- CCG maintenance and service docks for visiting CCG vessels and Search and Rescue operations
- A float plane dock and ramp operated by the Victoria Airport Authority

A building owned by the University of Victoria is also located in the same general area. This was originally designated for marine research but is currently is leased out to various businesses.

Possible co-operation between the authorities involved in this complex and the District regarding sites for a new boat ramp is discussed later in the report.

Figure 2-1. Federal government complex on Patricia Bay.



### 2.3.6 Private residential and other docks

A number of private docks exist on waterfront residents around the Peninsula. Construction of any new docks requires a foreshore lease issued by Ministry of Agriculture and Lands (Integrated Land Management Bureau) and appropriate zoning from the District of North Saanich.

Existing zoning does not support private residential and other docks so, in essence, there is currently a moratorium on the construction of new docks without an extensive rezoning application process. The lengthy permitting process and uncertain outcomes of rezoning concern some waterfront residents. Existing docks with existing leases are grandfathered (providing they were legal at the time they were built). The District does have a listing of licensed facilities but has no data on their structural condition. These “non-conforming docks” would, for the most part, have been installed prior to existing zoning regulations. Repairs are permitted in some cases but replacements may require rezoning.

A public dock owned by the CRD is also in operation east of the Swartz Bay ferry terminal to serve the residents of Piers Island on a user-pay basis.

## **2.4 Boating & Stewardship Organizations**

A number of boating and stewardship organizations are very active in the area. These are:

### **Boating Organizations**

Capital City Yacht Club.....300 Members  
Sidney North Saanich Yacht Club.....850 Members  
Sidney Anglers Association ..... 110 Members  
Victoria Canoe & Kayak Club..... 300 Members

### **Stewardship Organizations**

Peninsula Streams Society .....Umbrella for 6 Environmental Groups  
Saanich Inlet Protection Society (SIPS)  
Sea Change Marine Conservation Society  
Friends of Chalet Creek  
Friends of the Pat Bay Watershed

All of these organizations are vitally interested in marine use and public enjoyment of the area. Other important stakeholders consulted included local resident associations and the Tseycum and Pauquachin First Nations.

The focus, views and programs of these organizations are discussed in more detail in the Stakeholder Consultation Results in Appendix D and in the discussions on marine usage and policies in Parts 3 & 4.

## **2.5 Official Community Plan (OCP)**

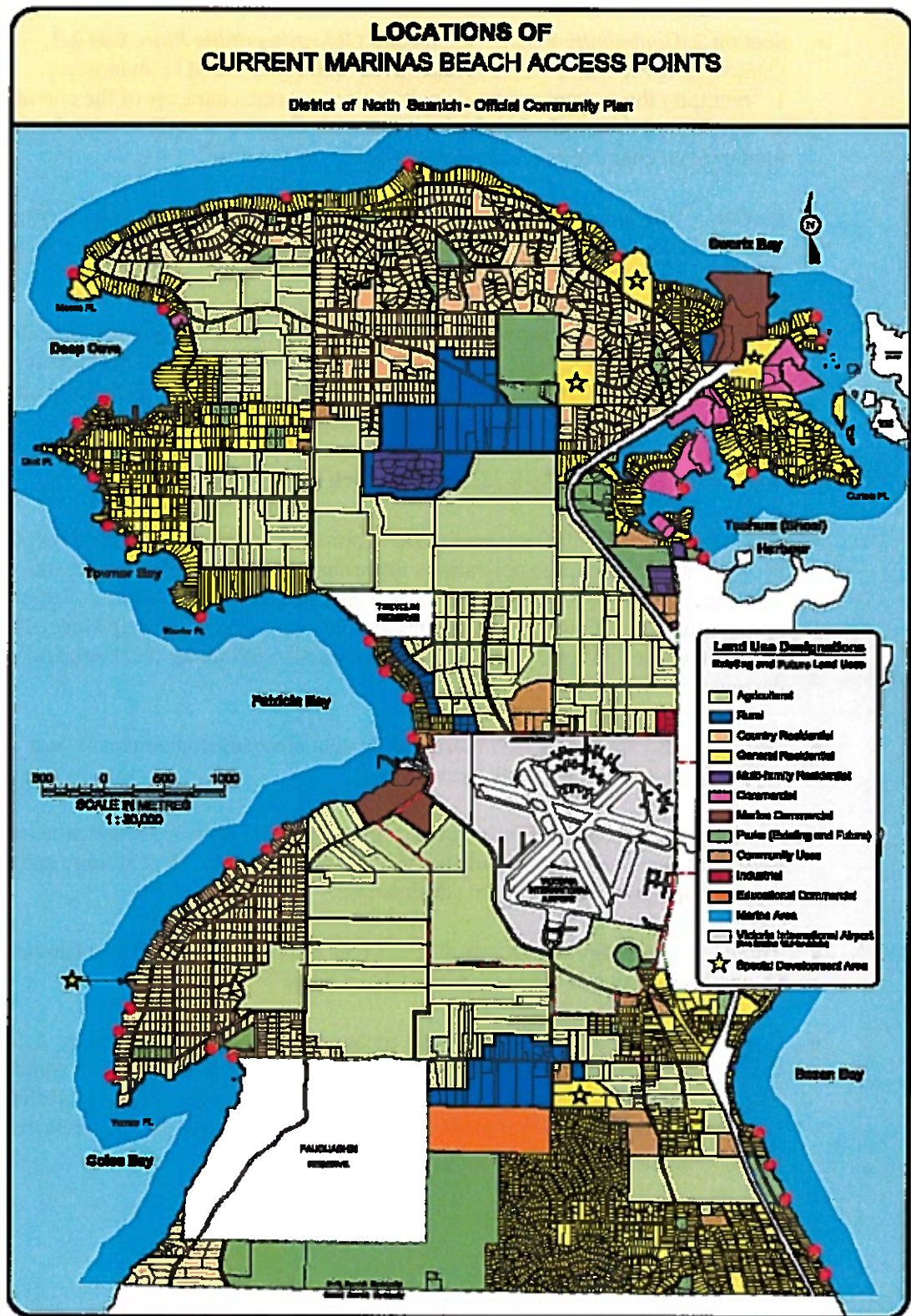
The OCP for the District of North Saanich (Bylaw No. 1130) was adopted by Council in 2007. It is an important document that not only lays out the community's vision and objectives for land use but also serves as the master policy document in guiding zoning and development processes. For each key land use type, including marine uses, the OCP sets out broad brush policies. In addition, development permit areas are used to identify areas that are environmentally sensitive or subject to hazardous conditions.

Development Permit Area No. 1, *Marine Uplands and Foreshore*, designates all lands within 15 metres of the high water mark as environmentally sensitive as well as Tsehum Harbour, the Gullhaven area, Queen Mary Bay and the Deep Cove Chalet property. The District has also used its OCP to identify five areas worthy of special consideration at the time they are developed: Canoe Cove, Queen Mary Bay, Deep Cove Chalet, the Baldwin Property and the Cresswell properties.

The plan is well supported with maps designating the key areas of land use. Figure 2-2 shows Schedule B, which designates the various land uses. Locations of current marinas are shown and the red dots indicate public beach access points. See Appendix E for a more detailed map on beach access points.



**Figure 2-2. Current Land Use Designations in North Saanich.**



The OCP was adopted before the Marine Task Force was formed and it addresses various aspects of marine use and protection in the various sections. Key principles and statements related to marine aspects are generally as follows:

- Section 2, *Community Vision - Goals and Objectives of the Plan*, Part 2.2, *Objectives of the Plan*, includes objectives relating to the MTF mandate:
  1. “retaining the present rural, agricultural and marine character of the community”,
  4. “supporting economic activity in select areas that is compatible with the District’s fundamental characteristics and may broaden the tax base”.
- Section 4, *Marine Areas*, discusses foreshore demand for marine and other uses. Marine Areas are defined to extend 300 metres out and 15 metres inland from the shoreline (high water mark).
- While recognizing the importance of recreational boating, the policies in Section 4 largely deal with the classification and protection of the various shoreline types and environmental ecosystems. The inner mudflats and marshes of Tsehum Harbour and similar areas are specifically flagged as needing protection.
- Section 4 supports the designation of Saanich Inlet as a Marine Park.
- Section 7 dealing with Commercial Development is fairly restrictive. Exceptions can be made under rezoning applications for restaurants, pubs, golf courses, etc. but commercial activities are generally restricted to current permit zones – largely on the uplands around Tsehum Harbour, Canoe Cove and pockets in Deep Cove. The federal facilities at Pat Bay and the BC Ferries also fall under this commercial designation.
- Section 7 also states that new marina and yacht club developments are “not supported outside of currently zoned sites”.
- Section 8 permits some tightly defined light industrial uses in a small area on the northwest corner of Mills Road and McDonald Park Road. Boat storage and marine repair shops would fit under this designation.
- Three of the five Special Development Areas have waterfront access: Canoe Cove, Queen Mary Bay and the Deep Cove Chalet area.
- For Canoe Cove, the policy statement recognizes that potential exists for a mix of marine commercial and further residential development and lays down some pre-requisites and guidelines on type of activities, aesthetics, densities, etc. Reference is also made to historical areas utilized prior to comprehensive development zoning, which might put constraints on new activities.

- Policies laid down for the Queen Mary and Deep Cove Chalet sites basically relate to upland residential development, although it is reasonable to presuppose any upland development might try to use the foreshore portions of the sites.
- The seven Development Permit Areas were created to further identify policies specific to environmental sensitivities, hazards and form and character of development. The principal marine component is Development Permit Area 1, *Marine Uplands and Foreshore*, which spans the complete coastline of North Saanich.
- Policies for Development Permit Area 1 lay down environmental protection guidelines for any developments and outline the requirements and studies required for any development application. Other Development Permit Areas include Creeks and Sensitive Ecosystems.
- Development Permit Area 6, *Commercial and Industries*, flags some of the commercial/industrial land use areas and, more importantly, lays down broad architectural, landscaping, and aesthetic guidelines to ensure “best practices” are used in building facilities that blend in with the character of surrounding areas and farmlands.
- The OCP also identifies Development Approval Information Areas, which encompass much of the shoreline as well as a number of inland parcels. The objectives and policies in this section lay out the requirements for additional information to be submitted with any application covering impacts and remediation measures on the environment, agricultural lands and municipal infrastructure such as transportation, community services, schools and parks, water and sewage.

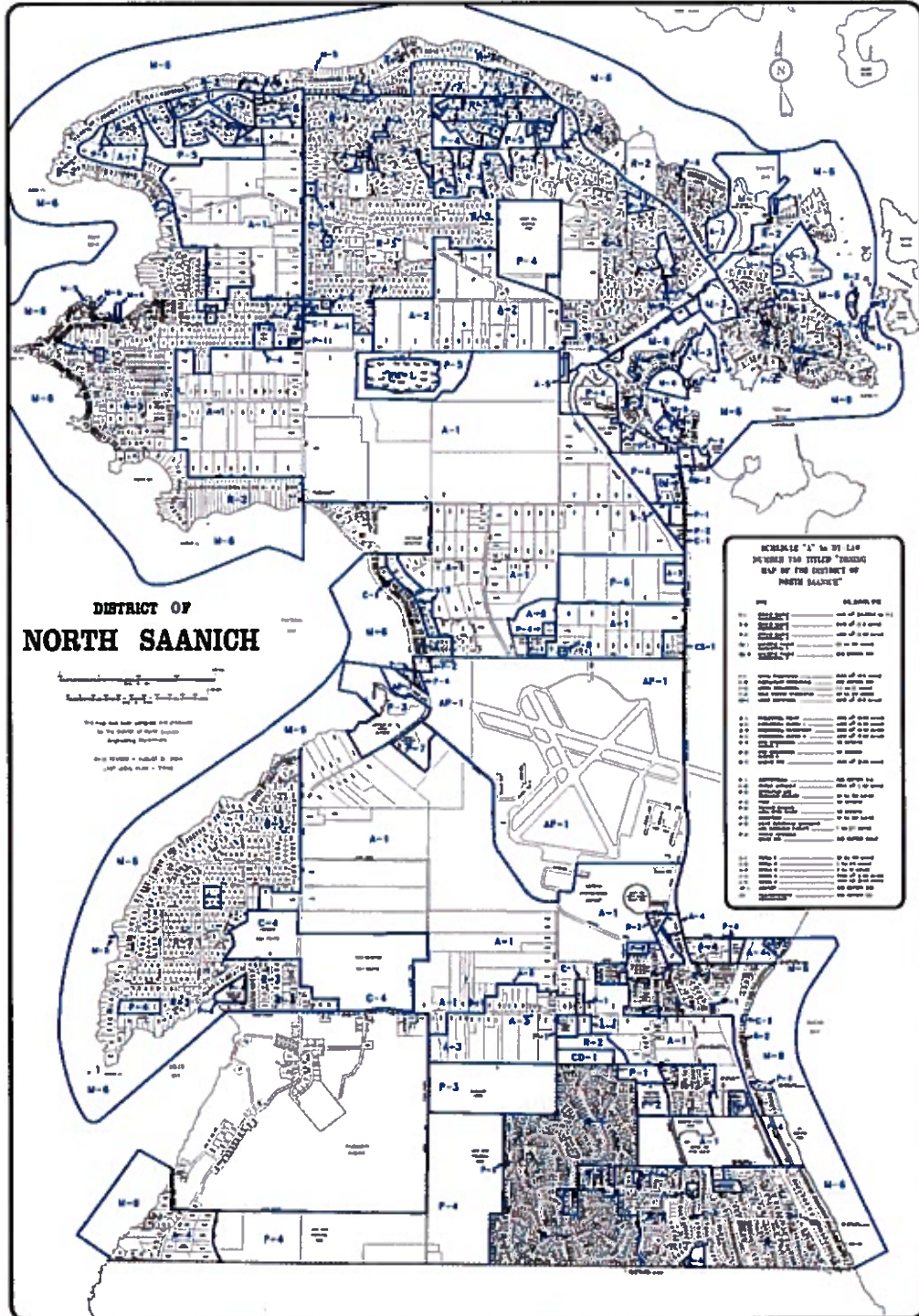
The above information attempts to set out the main objectives and development guidelines of the OCP. Under these guidelines, any new marine development is very restricted and presents a challenge in dealing with that part of the Task Force mandate looking at growth and economic impacts of marine development. The approach taken by the Task Force has, therefore, been to recognize the many sound sustainable development principles outlined in the document and, at the same time, to recommend some marine policy additions, which the Task Force feels would result in an overall benefit to the community.

## 2.6 Zoning Bylaw No. 750

Whereas the OCP lays out the broad brush designations for land use and the associated policies, Zoning Bylaw 750 is a more specific regulatory tool that is used to control land uses. The zoning map (Figure 2-3) shows the exact zoning of each property in the District. For each zone, the Zoning Bylaw provides a list of the uses permitted in that zone and deals with specifics such as siting, height and maximum size. Rezoning of a specific parcel will not trigger an amendment to the OCP providing it is consistent with its land use designation in the OCP and the policies associated with that particular land use designation.



Figure 2-3. Current North Saanich Zoning Map.



The District has the power to pass zoning bylaws to regulate the use of the water as well as land. The authority for this power and more specific information is provided in Part 6.2.3. In brief, the seven marine zones used to control development are:

- **M-1** is a commercial wharf and at present applies only to the Swartz Bay Ferry terminal and any other BC Ferry terminal that may develop in the municipality.
- **M-2** covers designated Class A marinas and permits service facilities, boat shelters, commercial stores and restaurants but **excludes live-aboards**. Capital City Yacht Club is the only facility with this designation.
- **M-3** covers designated Class B marinas and permits service facilities, boat shelters, commercial stores and restaurants and also **includes live-aboards and more extensive uplands facilities for dry boat storage**. This designation currently includes the Canoe Cove Marina, Westport and part of the North Saanich Marina.
- **M-4** covers basic Class C marinas and permits service facilities, commercial stores and restaurants but **excludes boat shelters and live-aboards**. This designation covers the balance of the North Saanich Marina, the Sidney North Saanich Yacht Club site and the Deep Cove Marina.
- **M-5** zoning is defined as Non-commercial Marine Type 1 and applies only to a few areas where limited private docks are permitted. The designation also allows mooring buoys.
- **M-6** zoning is defined as Non-commercial Marine Type 2 and is the most restrictive zoning that allows recreational use and mooring buoys but excludes any fixed structures or private docks. The M-6 designation currently covers most of the coastline of the District.
- **M-7** zoning covers the operation of marine pubs. At present, the Stonehouse Pub at Canoe Cove is the only facility with this designation.

## **2.7 Foreshore Lease Policies**

Most of the surface and subsurface land below the high water line is owned by the Crown and falls under the jurisdiction of the BC Ministry of Agriculture and Lands, Crown Land Administrative Division.

Any private entity wishing to install fixed facilities such as private docks and piers must apply for a foreshore lease, which has a usual term of 20 years. Private buoys are excluded from this requirement.

Applications for lease must be supported by appropriate documentation and the review process includes circulation of the application to other agencies such as the Ministry of Environment, the Navigable Waters Division of Transport Canada, and typically also to the

local municipality involved. Applicants are also expected to demonstrate that local zoning allows such structures and that the owners of bordering upland properties – if different from the Applicant - also support the development.

The above processes are currently under review in the hopes of creating a simpler and more user-friendly system. Revisions would potentially replace formal residential leases with an occupier permit and are planned to be introduced in 2008.

In North Saanich, very few new foreshore leases have been granted in recent years because of the M-5 and M-6 zoning classification discussed above. Most of the existing foreshore leases were granted before the marine zoning was introduced and are grandfathered under the current system. It is possible to obtain a new lease but these require rezoning applications that typically receive a lot of Council and public scrutiny.

This situation is discussed later in the report.

## **2.8 North Saanich Permitting Process**

If a property owner would like to install a foreshore installation such as a new private dock or similar structure, an application for a development permit is required. If current zoning, e.g., M-6, does not allow this, a rezoning process and public hearing will also be required. A rezoning application would also require that District staff look at Section 4 of the OCP to determine if an OCP amendment is required. A report from a qualified professional such as a biologist to assess the impact of the proposed dock on the environment can also be required.

After reviewing the application, a staff report is prepared for the Committee of the Whole. These types of applications are typically then referred to the Environmental Advisory Commission. Its recommendations are forwarded back to Council who then either deny the application or ask staff to draw up the necessary bylaws for a public hearing, if one is required. If the property is rezoned, Council must also then issue a development permit for the private dock. This process takes approximately six to eight months.

Since 1998, there have been three applications for rezoning for private docks. One application was refused, one application was withdrawn and a third application was refused but approved when it was re-submitted. Stakeholder feedback suggests that prospective applicants are somewhat overwhelmed with the length and complexity of the process, which might explain the relatively few applications received. The demand and issues associated with private docks in particular are discussed later in the report.

As part of its review work, the Task Force has considered ways to streamline this process and considered formulation of guidelines for marine development, which could be introduced into the process to enable objective decision-making and help make outcomes more predictable for proponents. This is further discussed in Parts 4 and 6.

## **3.0 Current and Future Economic Impact of Marine Industry**

### **3.1 Approach**

The Task Force Terms of Reference call for a broad economic review of the marine industry in the area, including supply/demand aspects of moorage and services and for suggestions on policies for upland development and on any recommended zoning changes.

A full blown socio-economic study on this matter is clearly outside both the mandate and the resource capabilities of the Task Force. As such, the approach taken was to:

- Collect and review moorage data through the questionnaire process, the results of which are summarized in Appendix D;
- Meet and obtain feedback from knowledgeable people in the marine business;
- Review and, in some cases, extrapolate data from other regional studies on the BC marine business; and,
- Review numerous articles from marine trade associations on boating supply/demand issues.

Particularly useful reports and information sources reviewed were:

- “*The Economic Impact of Recreational Boating in Canada*”, released by Discover Boating in February 2008. This consolidates inputs from seven provincial and national marine trade associations including the BC Marine Trades Association.
- “*A Labour Market Research Study of the Recreational Marine Industry in BC*” commissioned by the Marine Workforce Development Committee (MWDC) in November 2006. The MWDC is comprised of several businesses to develop additional marine trades training skills and recruitment in BC. Sidney and North Saanich business owners sit on this committee.
- Data and documentation on Camosun College’s current Oceans Initiative program. This is a joint initiative with the University of Victoria, Western Economic Development, and the Ministry of Advanced Education to potentially develop further initiatives in Applied Ocean Research at Camosun College and the University’s facility at Pat Bay.
- District of North Saanich. 2004. *Overview of the Marine Industry*. Appendix C2 in: Economic Planning Sub-Committee report.
- Aggregated property tax data from the District of North Saanich.
- Summary of Sidney Marine Industry June 1995 by a member of the MWDC.

Conclusions from these meetings and reviews are covered in the following.

### **3.2 Marine Business Size and Tax Base**

As summarized in Part 2, marine businesses in North Saanich include:

1. Five marinas with approximately 1,750 slips;
2. Some 20 marine service businesses encompassing a full range of boat building, sales brokerages, maintenance and repair facilities, sailmakers and rigging companies;
3. The BC Ferries Terminal at Swartz Bay;

4. The Institute of Ocean Sciences, Coast Guard and research facilities at Pat Bay;
5. Other multi-use facilities such as restaurants and stores that are not dedicated solely to marine use.

The first three groups contribute most directly to the North Saanich tax base although many of the marine service businesses lease space from marinas or building owners and therefore do not pay taxes directly to the municipality.

A larger number of service businesses are also located in Sidney and there are, of course, other facilities in Victoria. However, the North Saanich and Sidney facilities are considered, with their capabilities and location, to capture most of the service business associated with the 3200 boats in the area as well as significant non-local and transient business.

The approximately 1,300 people employed in the above businesses in the North Saanich and Sidney areas also contribute to the residential tax base of the two municipalities. In the specific case of North Saanich, Table 3-1 below shows the **direct** tax contributions of the various marine and other sectors.

**Table 3.1. 2007 North Saanich tax contributions by sector.**

<b>Sector</b>	<b>Assessed Value (\$ millions)</b>	<b>Total Taxes* (\$ 000's)</b>	<b>NS Municipal Share (\$ 000's)</b>	<b>% of Total NS</b>
Residential	3,225	12,816	4,270	71.5
Farms	3	19	10	0.2
Airport (leased lands)	73	1,646	724	12.1
BC Ferries	37	834	367	6.2
Seasonal	10	102	43	0.7
Marinas	46	622	267	4.5
Utilities		245	9	0.2
Other Business / Industrial	28	624	276	4.6
<b>Total</b>	<b>3,422</b>	<b>16,908</b>	<b>5,966</b>	<b>100</b>

\* Includes remittances to other government bodies

In addition to the above numbers, the District receives an additional \$306,000 grant in lieu of taxes from the federal complex at Patricia Bay. In relation to other municipalities in the area, the District of North Saanich has the highest business tax mill rate that, at nearly 10 mills/\$1, is 7.5 times the residential rate.

Table 3-1 shows that the tax base of North Saanich is predominantly residential, accounting for about 72% of District revenues. An additional 18% of revenues are derived from BC Ferries and the Airport-leased lands. The balance of 10% is drawn from other business sectors of which marinas account for 4.5% or about \$267,000 per year. This is roughly 50% of the total private sector businesses in the area. The numbers quoted are just the North Saanich share of the taxes paid. The total tax bills of marinas, for example, are \$622,000, more than double the \$267,000 flowing to North Saanich.

All these numbers are, of course, direct taxation revenues and do not take into account residential taxes paid by those involved in the marine sector. In an effort to establish a more complete picture of the economic impact of the marine industry, Table 3-2 was developed from the recent Discover Boating study on economic impacts of recreational boating (Discover Boating, 2008).

**Table 3-2.** Economic impact of the pleasure boating industry in B.C. and the total for Canada, 2006-2007.

	<b>BC</b>	<b>Total Canada</b>
No. of pleasure boats		2.9 million
New boats bought in 2006		65,900
Value of new boats bought in 2006		\$1.85 billion
Total direct spending including moorage, operation & maintenance		\$15.6 billion
Total economic impact including indirect employment & spending	\$3.3 billion	\$26.8 billion
Total employment re: above		
Direct		112,000
Indirect		43,000
Induced (ripple effect)		219,000
Boat manufacturing revenue	\$277 million	\$2.0 billion
Boat manufacturing employees	1,566	6,575
5-year compound growth of industry		2.7% / year

By factoring these data and adjusting for local moorage costs and other factors, direct annual expenditures by owners of the 3,200 boats moored in the North Saanich and Sidney areas are estimated to be between \$25 and \$30 million dollars. It should be noted that moorage rates in the area have increased by roughly 50% since 2004 and now account for an estimated \$12 million of the above.

Other economic contributions from direct employment in marine-related businesses such as marine construction and barging, BC Ferries, the federal facilities at Pat Bay, and marine tourism are estimated to contribute a further \$30 million annually.

Based on the multiplier in Table 3-2, the total \$60 million direct expenditures create some \$25 million of indirect impacts and with the induced economic ripple effects likely have an overall regional impact of close to \$150 million per year.

While it is not possible to differentiate between North Saanich and Sidney in this analysis, it is obvious both municipalities benefit from the direct, indirect and induced benefits from this sector.



### **3.3 Supply/Demand and Growth Factors**

The growth in boating and demand for marine services in the area is well known and illustrated by the following:

- The upcoming wave of baby boomers many of whom are retiring early with substantial disposable income.
- The popularity of Victoria in general, and of the Gulf Islands in particular, as retirement and recreational boating areas. The population of the CRD is expected to grow by 80,000 over the next 18 years.
- The long waiting lists for moorage slips in the North Saanich and Sidney areas. Wait lists are typically one to two years at the commercial marinas and much longer for lower cost moorage at private clubs. At present, an estimated 300 boat owners are looking for moorage in the area.
- The heavy investment by marina operators in new facilities – particularly large boathouses for larger craft – in areas where municipalities permit such development, e.g., Ladysmith and Maple Bay.
- The rapid growth in yacht club and boating organizations memberships.
- The backlogs and wait times, sometimes months, to get specialty repair work and major overhauls done on existing boats.
- The general increase in area tourism and charter boat operations.
- The area's ability to support several yacht and boat brokerage and sales operations.
- A spin-off from other provincial economies, particularly Alberta where the current economic boom is enabling an increasing number of families to keep boats in the area, which they use periodically for vacations and long weekends.
- Popularity of the area with a large fleet of boaters from the US Pacific Northwest, who will overnight or spend several days in the area en route to northern parts of the Island and BC mainland. While this has slowed a little due to changes in US passport requirements, it is a large market that can be further developed if desired.

On the supply side, the principal constraints are the availability of moorage and the degree to which municipalities wish to either increase or limit growth in this sector.

### **3.4 Employment, Training and Social Factors**

Total North Saanich marine-related employment is estimated to be about 650 people, in the marine service area, at the federal Pat Bay facilities and the BC Ferries terminal. A similar, if not larger, number are employed in marine service, boat building, construction and marine tourism businesses in Sidney.

Background and skills in this sector include:

- Professional scientists engaged in top quality oceanography and research
- Skilled radio operators managing the Victoria area emergency dispatch centre
- Professional managers, skippers and marine surveyors and adjusters
- Skilled boat building trades people and fibreglass specialists
- Charter and tour boat operators and boat brokers
- Marina operators and fuel service providers



- Skilled diesel and outboard mechanics
- General marine equipment and sales specialists
- Marine woodworkers and canvas specialists
- Electric and electronic instrument specialists
- Rigging and stainless steel fabricators
- General dock hands and limited unskilled labour
- Piling, dredging and construction specialists

As noted, many marine businesses are barely coping with the existing demand and, in particular, there is a significant shortage of skilled diesel and marine repair specialists. This is occurring across the province and led to the formation of a local Marine Workforce Development Committee. The major businesses involved are currently following through many of the recommendations of a recent report to improve the situation (Marine Workforce Development Committee 2006). These measures include intensive recruiting programs, more organized trade training programs, and working with educational institutions to develop focused programs and graduates. The skilled trades developing from these initiatives tend to be younger people in their thirties and forties, which bodes well for the future.

A specific factor related to North Saanich is that many of the trades people employed here cannot afford to live in the area because of high property costs and expensive housing. This is a disincentive in attracting these younger people to the community and also means the full economic benefit of the industry to the community is not realized.

In reviewing the situation, it is obvious that the north part of the Saanich Peninsula is unique in Canada in having such a comprehensive marine skills base covering all aspects of the industry. Facilities like the Institute of Ocean Sciences, university facilities at Patricia Bay, and Camosun College can be developed to become top-rated centres of expertise with sufficient encouragements for industry and the three levels of government – federal, provincial and municipal. Development of a larger local marine trades labour base could, in the longer term, also capture some spin-off from some of the Pacific Fleet vessel upgrading programs in Esquimalt.

Further to the above, one current initiative being undertaken by the University of Victoria and Camosun College, with funding from Western Diversification, is to investigate development of an applied marine research facility at the University's Pat Pay facility. The focus of this "Oceans Initiative" centre would be to commercialize marine research through a series of partnerships with private sector firms eventually creating new stand-alone business enterprises in marine technology fields.

### **3.5 Marine Economic Outlook**

From the above, it appears the marine economy in the Victoria area and the northern part of the Saanich Peninsula is healthy and thriving. In looking at the longer term economic outlook, consideration has to be given to the following:

### **Current Drivers**

- Large number of existing boaters —3,200 slips in Sidney and North Saanich involving over 6,000 boaters—all requiring service
- Continuing influx of new retirees bring wealth into the area – many with boating interests
- A continuing growth in membership of boating and cruising associations
- Continuing capital investment by marine developers in areas where they are allowed to expand, e.g., Ladysmith, Maple Bay
- Steady growth of tourism in the area – including marine components
- The strategic proximity of North Saanich and Sidney to some of the best cruising grounds in North America
- The area's cruising attractions also result in economic benefits and spending from out-of-province residents – principally from Alberta – who keep boats and, in some cases, second residences in the area
- Ongoing contracting of major naval ship refurbishments at Esquimalt facilities
- The historic and current labour base of skilled trades – albeit in high demand – in the area

### **Risk Factors and Potential Downsides**

- Uncertain economic factors such as risks of recession and volatile stock markets that may reduce discretionary spending and put some individuals and businesses at financial risk.
- Recent changes in the \$US/Canadian exchange rate, which could have some impact on US resident trips and spending in the area. This also could impact some of the local boat builders exporting to the US though these latter businesses are generally catering to the high-end market.
- Rising costs of fuel and moorage. While all boaters are concerned, the most direct effects will be a slowdown in sales of some types of new boats and an increased number of boaters, most likely older retirees, selling their boats and withdrawing from the sport. To date, the sellers are being replaced by new buyers and residents.
- Shortages of facilities and available trades could also cap the industry's growth potential.

### **Related Factors (Specific to North Saanich)**

- Actions and encouragement (or lack of) by municipalities such as North Saanich can also impact the extent to which the sector will grow in its specific locale.
- Housing affordability for marine trades who would prefer to live locally can also constrain growth of the sector.
- While opportunities exist to expand marine business in North Saanich, the District has a very high business tax rate and currently does not proactively encourage the sector or diversify the very high residential tax base (72% of total revenues). This lack of diversification puts a future tax risk on all residents as the demands for municipal services and costs increase.
- The costs of boating will certainly increase in the short term and the risk that boating becomes a sport that only the wealthy can enjoy must be avoided. At present, area boaters come from all walks of life and income levels. Marine policies developed by North Saanich should bear this in mind.

In considering all of the above, the overall marine economy on the Peninsula should continue to experience modest and sustainable growth but like all business sectors will experience periodic blips in tune with the overall economy. Key reasons for this prognosis are: the relative financial stability of North Saanich residents, many of whom are deeply committed to boating; the presence of a mature fleet of more than 3,000 boats in the area, all of which require ongoing servicing; and, finally, the exceptional cruising grounds and facilities that will continue to attract existing residents, new “baby boom” retirees, out-of-province boaters and general marine-related tourism.

### **3.6 North Saanich Policy Options**

Clearly, there is a large marine market and North Saanich businesses and employees have the experience and skills to further participate in the expected growth of this market. If North Saanich wished to attract new business and expand its tax base, the marine market is clearly a very appropriate sector to consider. Some managed expansion of this sector would also benefit the large number of North Saanich residents who own boats and are faced with escalating moorage and service costs and, in some cases, shortages of same.

The marine market is not, however, specifically addressed or articulated in the OCP, and was presumably one of the drivers in setting up the current Task Force mandate.

If North Saanich elected to encourage growth in this sector, some initiatives that could be taken include:

- Supplementing Section 7.0 *Commercial Development* of the OCP to encourage sustainable development of the marine sector;
- Putting policies in place to encourage modest and environmentally acceptable marina expansions and possibly allow additional upland area for dry storage and tasteful commercial and tourism activities;
- Considering modifications to current land use plans to expand the current business park in the McDonald Park Road area for marine-related businesses. This could also extend to appropriate areas within the Airport lands, recognizing that the Victoria Airport Authority has jurisdiction over use of the lands;
- Clarifying and expanding criteria /guidelines in the permitting documentation to better define what types of developments are acceptable and encouraged;
- Supporting the current Oceans Network Canada proposal to create a new high tech applied research centre and business park at the University of Victoria site at Pat Bay;
- Considering development of affordable housing to encourage marine trades employees to live in and contribute to the economy of the area.

More specific discussion on the attributes and environmental aspects of these possible initiatives are discussed in the following sections of the report.



## 4. Review of Marine/Foreshore Usage and Zoning

Current marine foreshore uses and facilities are described in Part 2. This part of the report examines the key uses in more detail and discusses issues and possible solutions.

Figure 2-2 shows land use designations and locations of various facilities. Other material on beach access, quality and usage can be found in Appendix E.

### 4.1. Permanent Moorage

#### 4.1.1 Moorage shortages

At present, in-water pleasure boat moorage is in short supply and all marinas have long waiting lists. This is caused by a combination of factors including the attractions of the area (especially for retirees), the proximity to popular cruising areas and the financial capabilities and lifestyle ambitions of the baby-boom generation who are now approaching retirement. Additional data supporting these trends are included in Part 3. The availability of mooring and launching facilities (see below) may ultimately limit the availability of recreational boating and, in turn, constrain the many enterprises that cater to recreational boaters.

#### 4.1.2 Marina development

The nine commercial marinas in the area account for some 2,900 slips of which 1,750 are in North Saanich. In addition, the non-profit Capital City Yacht Club has 176 slips in North Saanich and the Royal Victoria Yacht Club has an outstation in Tsehum Harbour that will accommodate about 50 transient boats, bringing the total number of mooring slips in the Sidney/North Saanich area to approximately 3,200. A more detailed compilation of marina data is included in Appendix D.

Estimates from incomplete survey data indicate the following:

Open Slips:	80% of total slips
Covered Moorage:	20% of total slips
Sail / power ratio:	50% / 50%
Boat size data:	
Under 20 feet	10% of total number of boats
20 to 30 feet	20 %
30 to 40 feet	40%
Over 40 feet	30%
Boat owners resident locations:	
North Peninsula	50 to 55%
Other Victoria	20 to 25%
Other BC	15%
Out-of-province	10%

The 3,200 boats occupying in-water mooring slips are largely used for day cruising and fishing in local waters, yacht club racing, weekend trips to the Gulf and San Juan Islands and extended cruises and ocean passages.

All marinas that replied to the Task Force questionnaire emphasized the high demand for slips and anticipated increasing demand over the foreseeable future. Also noted was a trend towards larger boats. At present the waiting time for slips at the commercial marinas for the most popular size boats (30 to 40 feet) is one to two years. At the non-profit Capital City Yacht Club, which offers its members cheaper moorage, the waiting time is well over 10 years. Assuming an annual 10% annual turnover rate, these data suggest that, at any one time, as many as 300 boaters are looking for in-water slips.

Most of the existing marinas are aging and have only limited room for expansion to accommodate demand as discussed in Part 4.1.4. Those marinas seeking limited expansion must consider the need for zoning changes in addition to the usual development permits.

The above factors have dramatically increased moorage rates with an increase of as much as 50% over the last four years. This is creating hardship and concern for some. With demand growing and resources limited, these market forces can be expected to drive the price of wet mooring space further upwards. While it seems unlikely that enough new mooring spaces could be created rapidly enough to alleviate this pressure, the Task Force has identified some options and incremental expansion opportunities to help increase the mooring opportunities for the many boating residents of North Saanich.

Understandably, most of the commercial marinas in North Saanich would expand if they could to take advantage of the strong demand. Furthermore, most of the marinas are ready for some form of upgrading or reconfiguration to meet the current demand for larger boats and thus increase profitability associated with catering to larger vessels. The reconfiguring of marinas to accommodate larger boats provides an opportunity to upgrade structures, power and other utilities to higher standards and to provide needed facilities such as holding-tank pump-outs, the investments being financed by increased revenues.

No rezoning applications are currently in process but one reconfiguration proposal was filed by the Deep Cove Marina in March 2008.

A consequence of limited space, high demand and reconfiguration trends is that marinas may concentrate on accommodating larger vessels and thereby excluding smaller vessels less than 30 feet, which comprise about 30% of today's fleet. This would negatively impact the owners of these vessels as they will be reluctant to pay the extra costs of a larger (35-40 foot) slip. If this occurs, without offsetting measures, the pleasures of cruising and the use of the anchorages in the southern Gulf Islands marine parks will be shifted towards those able to afford a larger vessel. The Task Force would like to avoid this eventuality.

#### **4.1.3. Boat shelters**

Boat shelters or boat houses currently account for about 20% of the slips in North Saanich. These are individually purchased by the owners and add to the assessed tax base of the marina in question. At present, Section 314.6 of the North Saanich Zoning Bylaw 750 restricts their number to no more than 30% coverage of the water lot area of Class A and Class B (M2- and M3-zoned) marinas. While increasing this 30% allocation would increase District tax revenues, it is expected that this would be generally resisted by area residents because of unsightly aesthetics. Any increase would also reduce the available number of open slips, which tend to be used by sailboats and smaller craft.



The upper 30% area coverage limit is considered an equitable restriction, which should also apply to incremental expansions and reconfigurations. Opportunities exist in the latter to use current “best management practices” in designs that can improve functionality and aesthetics. This can also extend to continuous rooflines and structures to replace the somewhat cluttered look of many individual and, in some cases, aging units

#### **4.1.4 Marina expansions**

##### **Possible sites**

In accordance with the mandate, the Task Force reviewed the North Saanich coastline to examine the potential for sustainable development of marina sites. This review looked at both potential new sites and expansions to existing sites with the following results.

From a practicality standpoint, consideration was given to the general topography of the shorelines and weather factors, which, particularly in recent years, has produced a series of relatively violent winter storms. The effects on the Patricia Bay shoreline adjacent to the Scoter Trail are a good example. Mother Nature, in other words, has considerable input in determining suitable locations.

Moving north along the west side of the Peninsula, the Coles Bay area was initially considered. However, this area lacks sufficient natural protection from any wind coming from the west. Additionally, the regional park at Coles Bay is frequented by significant numbers of people and it was felt that their enjoyment of the bay's natural beauty would undoubtedly be compromised by the presence of a marina.

Continuing up the coast, we found no suitable locations throughout the Ardmore area or within the confines of Patricia Bay. Here again, wind exposure would be a serious stumbling block. Towner Bay may have some potential for a small marina but this would likely be ruled out by concerns from residents in the immediate area.

Deep Cove (Figure 4-1) probably offered the most superior potential for marina expansion on the entire west side of the Peninsula. Obviously, there is exposure to northwest wind storms



although the effect of these may well be mitigated with the introduction of a breakwater or some other protective installation. A winter storm did, in fact, seriously damage a number of the northern slips a few years ago following which the marina changed hands. As previously noted, a development application is currently filed with the District by the new owner to reconfigure and upgrade the badly aging docks and foreshore protection.

The Lands End area is essentially wide open, with relatively steep slopes leading down to the water edge offering little in the way of protection from the elements. At the easterly end is the B.C. Ferry Terminal (Swartz Bay ) and we would expect that in years to come, this corporation will be requiring more space for expansion. Just to the east of the ferry terminal is a small wharf used by Piers Island residents. There is a restricted amount of parking and no major potential to increase the size due to limited upland space. Any substantial development in this area would pose a safety conflict with the BC Ferries operations. There might be a very limited opportunity for upgraded communal docks in the area in conjunction with any new housing developments.



Bazan Bay, to the south of the town of Sidney, is considered too wide open for a new marina site without prohibitively expensive breakwater protection, as it is severely exposed to the southeast gales that frequent the area.

### Conclusions

From the discussion above, it is apparent that there are no greenfield (undeveloped) sites in North Saanich that lend themselves to new, large-scale marina development. Small expansion possibilities exist at Deep Cove and Canoe Cove and some degree of expanded development is possible in Tsehum Harbour.

Recognizing both the moorage shortages being experienced by area residents and boaters, and the aging infrastructure of many marinas, the Task Force suggests that the District adopt a policy of allowing marinas some flexibility in planning and adjustment of permit areas to increase capacities by about 10%. This could encourage the necessary investment to reconfigure and upgrade docks to current “best practice” standards as well as incorporating better waste management standards and facilities such as pump-outs. One-on-one discussions with individual operators on such a plan could result in some “win-win” opportunities for businesses, boaters and residents.

This approach would obviously not preclude operators applying for more extensive expansions under the permitting and rezoning processes.

## 4.2 Dry Storage

As an alternative to in-water mooring, smaller vessels may be stored on land (in open areas or in specially constructed, multi-tiered sheds) between uses. Specialized fork-lift machines or other mechanical devices are employed to retrieve a boat from storage, launch it, lift it from the water after use and return it to its storage slot. This practice of storing vessels is an environmentally friendly method but heavily depends on site economics and frequency of vessel use.

There appear to be two principle modes of operation:

1. A facility permitting day-use of vessels. This is most effective when developed in conjunction with a shore-side marina and becomes progressively more expensive the farther such a facility is located from the water. This method is most suitable for power boats up to 30 feet in length (some 30% of the existing fleet). This



could be a preferred option for boaters who use their boats infrequently. Vessels stored in covered slots out of the water would require less maintenance than boats stored in the open, in water. The density of vessels per layer in such a facility would be at least 50% greater than that achieved in wet storage (no wharf space





required, but room is required to manoeuvre vessels in and out of storage) and with stacking vessels vertically in two or more layers, a storage density (vessels per hectare) of more than three times that of in-water moorings could be achieved. Making the most efficient use of limited upland space by multi-layered stacking of boats in storage would require a large industrial structure on the marina upland property accompanied by heavy lifting and launching machinery. Possible zoning adjustments would be needed on a case-by-case basis.



2. Off-water storage. Several small commercial sites exist in the area where recreational vehicles and boats on trailers may be stored (most frequently for the winter). Some of these could be/may be organized so as to permit boat owners to remove their vessels for use and return them the same day. Recently, a facility has been proposed near the east end of Victoria International Airport. Same-day launching and retrieval of a large boat involving transportation to a launching ramp/facility would involve more logistics. This type of storage might appeal more to non-resident boat owners who intend to use their vessels for multi-day cruising and can offer the storage operator enough lead-time to arrange for launching and temporary moorage.

The Task Force believes that some level of dry storage in the area could be developed for smaller boats and for infrequent boat users and that this could ease some of the pressure on wet moorage slips.

### 4.3 Permanent and Seasonal Mooring Buoys

Scattered around the North Saanich foreshore but predominantly in the more sheltered coves with beach access are permanent private buoyed moorings. Such moorings are subject to the federal *Navigable Waters Protection Act* and District zoning regulations (permitted in M-5 and M-6, Non-commercial Marine 1 & 2 zones). Such regulations do not specify who can place the buoys nor specify the type of ground tackle permitted other than limitations on the size of the mooring buoys. Formally, application should be made to Transport Canada before installing a private mooring buoy, but this has not been rigorously insisted upon and for the moment it would appear that anyone can install and use such a mooring.

From the point of view of conserving/protecting sea-bottom organisms, eelgrass in particular, permanent mooring structures are preferable to repeated transient anchorings.

Given the shortage of marina space, some boat owners may turn to the option of private mooring buoys. With no regulation of numbers or placement of moorings, a very confusing

situation could result both afloat (too many, too close) and ashore (clusters of dinghies). In Sidney, Tsehum Harbour is already congested with an unregulated profusion of mooring buoys, crab traps, and anchored live-aboard vessels. In the Ardmore region, one property owner has installed a "mooring raft" opposite his/her home large enough to moor several 5-m vessels. The "mooring raft" (obviously intended to function as a private dock) is certainly not in compliance with the regulations limiting buoy size. The District (and Transport Canada) needs to decide whether the "mooring raft" idea is to be permitted or disallowed.

In the early 1970s, the confusion resulting from unregulated and unsupervised private mooring buoys in Hamilton Harbour prompted the Harbour Commission to step in and ban all private mooring buoys, replacing them with moorings owned, installed and maintained by the Harbour Commission. The moorings were then leased from the Harbour Commission on a full cost-recovery basis. At the moment, the District might well consider operating a mooring service beyond its mandate/authority but at the very least the District should consider how sensible regulations and permitting processes could be introduced regarding buoyed moorings.

An ideal situation would be to have Tsehum Harbour and the immediate offshore waters of both North Saanich and Sidney (and maybe beyond) administered by the equivalent of a Port Authority. A small portion of Tsehum Harbour adjacent to the Government Wharf is administered by a volunteer Board plus a paid Harbour Manager under the federal Small Craft Harbours program. The authority of this Board does not extend to the whole of Tsehum Harbour. On the other hand, the combined mandates of the municipal governments, DFO, the provincial government, Transport Canada and the Coast Guard would provide ample legislative framework for effective coastline administration. The District should be encouraged to enter into discussions with the above stakeholders and the Town of Sidney to consider the merits of creating an effective Harbour Authority to manage Tsehum Harbour and develop appropriate bylaws/regulations to govern the configuration and placement of private mooring buoys, public mooring buoys for transient vessels, and other structures such as marinas and private docks.

This harbour authority could be used to support, monitor and enforce a variety of marine activities including a controlled mooring buoy system. The placement of buoys and type of ground tackle could be controlled together with designated areas allowing for both permanent and transient moorage. Currently, the foregoing is under the control of DFO (in concert with the Canadian Coast Guard Service) so in the event the District of North Saanich along with the Town of Sidney were to agree to a management plan, preliminary exploratory discussions would need to involve participation by DFO. The MTF is aware of Parks Canada's involvement with overseeing buoyed areas such as Sidney Spit (Sidney Island - north end); however, we believe that administering marine activities in Tsehum Harbour would best be served by the direct involvement of the two municipalities sharing responsibility for control. This shared responsibility would enable consistent and enforced regulation concerning placement of mooring buoys, disposition of live-aboards, transient anchoring or mooring zones, abandoned boats and development of an emergency plan for the whole harbour that clearly defines safety issues and responsibilities.

#### **4.4 Private Residential and Other Docks**

There are also many private docks within North Saanich attached to private property. A full inventory of docks around the Peninsula is not readily available but will be compiled as part of the District's shoreline inventory program discussed in Part 5.

Construction of any new docks requires a foreshore lease issued by the Integrated Land Management Bureau (in the provincial Ministry of Agriculture and Lands) who will not approve the lease without support from the District of North Saanich. Existing zoning bylaws do not support these facilities so an extensive rezoning process is required for any individual seeking to build a new installation. This has essentially led to a moratorium on new dock installation as people tend to be intimidated by the effort and costs involved. Existing docks with existing leases are considered legal, non-conforming.

A public dock owned by the Capital Regional District is also in operation east of the Swartz Bay ferry terminal to serve the residents of Piers Island on a user-pay basis.

Federal government wharves (piers and floats) were once common on the BC coast. The Government Wharf in Deep Cove has been decommissioned but the pier is maintained by the District as a public viewing point. The Government Wharf in Tsehum Harbour is administered under the federal *Fishing and Recreational Harbours Act* and is the only fully functioning Government Wharf in the Sidney/North Saanich area.

The Task Force discussed whether zoning changes should be made to enable more development of such docks. This would entail changing much of the existing M-6 classification to M-5. The consensus was that a blanket rezoning could not be justified as site-specific environmental factors and public foreshore use would need review on a case-by-case basis. Blanket changes would also lead to a flood of applications and would generate much public debate. On the other side of the issue, the Task Force feels the existing review process could be streamlined and possibly made more objective through the use of development guidelines. There might be some merit in considering proposals for privately built and operated, non-profit, community docks.

Changing of zoning in certain areas to permit a limited number of community docks would yield some additional mooring spaces without unduly cluttering the foreshore. The Task Force suggests that the District should consider future development of guidelines/best management practices that would serve as a non-political guide in communicating the acceptability of new dock applications. As the shoreline inventory program is further developed, the District could also consider changing M-6 zoning to M-5 in non-sensitive areas.

#### **4.5 Trailerable Boat Launch Ramps**

There is currently no public 'wet launch' (boat ramp) facility in North Saanich. There is a public launch ramp in Sidney at Tulista Park as well as a small private pay per use ramp at Van Isle Marina in Tsehum Harbour. The Tulista Park ramp is managed by the Sidney

Anglers Association on behalf of the Town of Sidney. The parking area only accommodates some 20 boats and trailers and is heavily overused in the summer months. From consultations with stakeholders, the MTF determined that public interest in a launch facility on the west side of the Peninsula is significant not only because of the limitations of existing facilities but also because there are many days when ramps on the east side are unusable because of weather.

The Task Force has therefore examined the following possible locations for a public boat launching ramp on the west side of the Peninsula:

- In the early 1990s, under the leadership of Councillor R. Herlinveaux, a proposal for a launch ramp near present-day Pat Bay Park appeared to be well underway to approval by all stakeholders. At the last moment, support from the Victoria Airport Authority was withdrawn and the project stalled. Following a meeting with the Victoria Airport Authority, the MTF has learned that for security reasons, complications with float plane operations, and plans to extend runways westwards requiring in-water landing approach lights, the area immediately to the north of the Institute of Ocean Sciences/Coast Guard complex will not be supported by the Airport Authority as a boat launching site. However the Airport Authority would not object to a launching site on the south side of the Institute of Ocean Sciences or sites to the north away from the airport approaches.
- A launching ramp is already located on the south side of the Institute of Ocean Sciences (IOS) and some parking could be available on the east side of West Saanich Road. Some parking potential exists on the IOS grounds but none of this is at present accessible to the general public. Part of the grounds area in question is also used for a seismic vault. Although the water site is viable, parking on the other side of West Saanich Road would require traffic control measures to reduce accident risks. Initial contacts with IOS and DFOs Real Property Division have not been encouraging and more discussion and government-to-government contacts would be required to make this a realistic alternative.
- Compared with permanent mooring facilities (floats, breakwaters, boathouses), a simple concrete launching ramp is relatively unobtrusive. Another site considered was near the south boundary of the Tseycum Reserve or on the reserve itself. Parking potential exists and discussions with the Tseycum Band Council support the site if funding were to be made available. The beach is very gently sloping so that consultation with engineers and environmental authorities would be required to determine if and how the facility could be configured to allow operation of the ramp at all tides. Traffic control measures would need to be installed to reduce any potential for collisions between regular traffic on West Saanich Road and vehicles with trailers crossing between the ramp and the parking lot. Care would be required in the design of the facility so as to minimize the impact of the





operation on the waterside vista, one of the most beautiful on the Peninsula. After a meeting with the Chief and subsequent discussion with their Council, the Band has indicated interest in the project and would like to discuss details further.

- A similar situation occurs in Coles Bay where a facility could be developed in partnership with the Pauquachin First Nation. Like the potential site on the Tseycum land, this site has a wide, gently sloping sand and cobble beach. Parking could be made available on the west side of West Saanich Road, avoiding the problems at the two other sites where it would be necessary to cross West Saanich Road to park tow vehicles and trailers.
- At the north end of the Peninsula adjacent and east of the cargo facility associated with Swartz Bay BC Ferries terminal, there is a P1-zoned wharf that was a federal government public dock. It is now administered by the Southern Gulf Islands Harbour Authority and is generally used by residents of the nearby islands but is open for public use. On the stone beach to the west of the foot of the dock is a boat launch ramp, which appears to have an ideal slope for launching small boats. Upland of this ramp is an enclosed place for maybe 20 to 30 vehicles. This is a locked facility for exclusive use of residents of Piers Island and therefore there would be strong resistance to opening up this facility to additional use. However, to the east of the wharf there is a similarly sloped stone beach, and about the same available upland area for parking, which could be developed into a public use boat launch ramp. Access to the wharf is by Dolphin Road that, although a smaller lane, bears the semi-trailer traffic from the cargo facility. Across Dolphin Road are undeveloped lands designated as a Special Development Area in the OCP. Associated with Canoe Cove Marina, this area may have potential for additional parking. The area is somewhat industrial and a boat launching ramp is a reasonable fit in the area.
- While as noted a west side site is preferred, one possible North Saanich site on the east is at Cy Hampson Park. This has the advantage of being on land owned by the District but has a relatively high bank waterfront and would require significant vehicle access construction and parking space. With its proximity to the Tulista ramp, it would likely only be used as an overflow for Tulista with resulting lower use and revenues.

With regard to the two sites in bays with very gently sloping beaches, the MTF briefly consulted Shane Moore of C.N. Ryzuk & Associates (Geotechnical / Materials Engineering) concerning the feasibility of constructing a “ramp” that could be used at all tides. Mr. Moore’s opinion was that it would be technically feasible to construct a “road” across the tide flats floated on a broken rock base flush with the existing grade. Rather than construct a “tsunami-proof” facility, it would be better to opt for minimum disturbance and to accept that some repairs might be needed after each storm season. Instead of relying on the skills of individual boat owners to negotiate a long narrow ramp without veering off the path, the facility might require a dedicated launch tractor with front-mounted hitch. It could be difficult, in Mr. Moore’s view, to obtain the necessary DFO permission for such a structure.

Because of the large and growing demand for launch sites, any new facilities will be heavily used. Parking for vehicles and trailers at Tulista Park ramp in Sidney is often over-subscribed and boat owners park their rigs wherever they can find room in the adjacent neighbourhood –

to the irritation of many residents. While there are several other sites in North Saanich on the west side of the Peninsula where a small ramp could be built relatively inexpensively, adjacent parking, especially for vehicles and trailers, is very limited and the immediate residential neighbourhoods would be flooded with parked rigs during the boating season. These sites are not considered in this review.

#### **4.6 Boat Service and Uplands Development**

A description of current facilities and the potential for expansion is contained in Part 3.

In summary, the boat service business is a vibrant business that the Task Force found to be a substantial contributor to the local economy and is one that should be maintained and even encouraged. With respect to other types of upland commercial development, except for the Deep Cove Chalet restaurant and Stonehouse Pub, restaurants, tackle shops, stores, chandleries and tourist outlets are all associated with existing marinas. Further it appears from the stakeholder consultation process that there is little appetite or interest in developing this type of commercial activity on a stand-alone basis. However, the Task Force feels that the District, for any new waterfront development proposals, should encourage creation of public access and tasteful commercial activities such as coffee shops, specialty stores and restaurants.

#### **4.7 Public Foreshore Use**

##### **4.7.1 Current beach access, parks and trails**

It is clear from the results of our questionnaire survey that access to recreational beaches, sea vistas, shoreside parks and trails are highly prized public amenities, which should be enjoyed by and made as accessible as possible to all residents. With increasing demands on the coastline for boating and land development purposes, care should be taken in evaluating proposals to make sure that they do not result in irreversible foreclosure of options that may be even more valuable to the community in the future.

When asked to list the positive features of their community, most residents of North Saanich will mention the extensive network of trails and the numerous public beach accesses—37 in total. Beach accesses are used in all seasons for ocean viewing and beachcombing; almost all of them present beautiful vistas. In the summer, those accesses leading to good swimming and picnicking beaches or kayak launching sites are popular with both residents and visitors.

The harmonious resolution of the private and public issues around the relatively unfettered access residents currently enjoy to area beaches requires forbearance and respect on the part of all stakeholders. Residents who live near beach accesses and visit the beaches frequently are usually acquainted with the waterfront property owners and behave respectfully. Casual visitors from away may be less respectful. Generally, the MTF supports the respectful use of the District foreshore by residents and visitors alike, recognizing that this healthful activity may be even more important to the community in the future than it is currently. This view is reflected in the responses to our questionnaire from residents' associations, the District Parks Commission and others. In the following paragraphs and in the recommendations at the end

of this report, the MTF has put forward a number of suggestions for “improvements” regarding beach access, waterfront parks and trails but always with the understanding that the implementation of them must be preceded by ample consultation and discussion.

Appendix E includes a description and assessment of all current North Saanich beach accesses. Features considered are exposure to weather, beach composition, limitations to access imposed by tides, limitations to access imposed by trails and stairs, suitability for activities such as swimming, kayak launching, picnicking, and availability of parking and public toilets. Also, the District publishes a detailed annotated map in booklet form showing parks, trails and beaches accessible from public thoroughfares.<sup>2</sup>

A review of public beach accesses, parks, and trails identified the following:

- North Saanich contains six waterfront parks of which three — Coles Bay Regional Park and Patricia Bay Park on Saanich Inlet, and Cy Hampson Park on the east side of the Peninsula — provide off-street parking, picnic areas and public toilets. Coles Bay Park and Patricia Bay Park are associated with good swimming beaches (warm water). Lillian Hoffar Park, looking into Tsehum Harbour, is spacious, an inviting picnic area, but is “parking challenged” with room for only three vehicles in its parking lot and no parking allowed on the adjacent McDonald Park Road. The remaining two parks are small; H.M.S. Plumper Park on Curteis Point has a short circular trail leading to a viewpoint and Tsehum Lagoon Park is undeveloped.
- The only significant waterfront trail in the District is the Scoter Trail, extending along the shoreline of Patricia Bay from the mouth of Ten-Ten Creek (near the seaplane ramp and adjoining Patricia Bay Park) to the south boundary of the Tseycum Reserve. This is a very popular trail in all seasons. Portions of the trail are closed because of storm damage sustained in the winters of 2006 and 2007. Rebuilding and reconfiguring the protective seawall is required before the trail can be fully restored. Some of the longer trails associated with beach accesses offer enjoyable walking through wooded areas with the reward of an ocean vista at the end.
- There are currently 37 beach accesses and five ocean viewpoints distributed around the shoreline of North Saanich. The majority of these are built on road allowances or public rights-of-way for stormwater drains. In addition to the swimming beaches associated with the parks listed above, some eight accesses lead to popular swimming beaches, all of them on the west side of the Peninsula. As a general statement applying to the majority of beach access points other than the ones associated with the parks mentioned above, the accesses and viewpoints best serve local neighbourhoods because adjacent parking is very limited and there are no amenities such as toilets or picnic tables.

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<sup>2</sup> This booklet can be downloaded from the District website:  
[www.northsaanich.ca/\\_shared/assets/A\\_Guide\\_to\\_Trails\\_Parks\\_and\\_Beach\\_Accesses\\_in\\_North\\_Saanich271.pdf](http://www.northsaanich.ca/_shared/assets/A_Guide_to_Trails_Parks_and_Beach_Accesses_in_North_Saanich271.pdf)

#### **4.7.2 Use and potential improvements to existing beach accesses**

Some improvements to a few popular and easily accessible access points are recommended, particularly in support of the growing popularity of sea-kayaking (small self-propelled vessels). The less popular accesses may suffer from a variety of "drawbacks" such as steep or difficult trail/stairs, foreshore unsuitable for swimming or launching kayaks but these drawbacks are also advantages to the discerning visitor who seeks peaceful communion with the sea and the ever-changing ocean vista.

##### **Parking**

Many beach accesses are accessible from narrow, ditch-lined residential roads and offer limited parking for automobiles. Parking restrictions apply to some of the more popular access points. Off-road parking is available at Coles Bay Regional Park, the Braemar Road beach access (not strictly off-road but not impeding movements of residents), Patricia Bay Park on the west side of the Peninsula and at Cy Hampson Park on the east side.

Parking in the vicinity of beach accesses has in the past and can again become a contentious local issue. There are no places where current beach access parking could be significantly increased without large expense and vigorous opposition from adjacent residents. Nearby waterfront property owners, while annoyed by parked cars clogging up already narrow streets and creating potential difficulties for fire or emergency vehicles, also recognize that limited parking favours beach use by local residents and discourages "come-from-aways" who tend to be less respectful. The MTF, while expressing the desire that public beaches should be widely accessible, recognizes the need for careful consultation on a case-by case basis when changes/improvements to parking are proposed. Installing racks for locking up bicycles at a few of the more popular but "parking challenged" beach accesses (see recommendations) might encourage more people to leave their cars at home.



##### **Kayak and canoe launching sites, kayak storage sheds**

The popularity of canoeing and kayaking, a low-impact form of boating with good fitness opportunities, could be further encouraged through the development/improvement of a few designated launching sites.

Three waterfront parks—Coles Bay and Patricia Bay on the west side of the Peninsula and Cy Hampson Park on the east side—all have off-road parking lots and public toilets. Portages to the water's edge are long but well-graded and suitable for wheeled dollies at Cy Hampson and Coles Bay Park. These three locations would be suitable gathering points for club outings and do not require major improvement.

Three sites adjacent to good cruising waters and good swimming might also be added to the list of designated launching sites. The beach access at the west of Braemar Road in Ardmore has off-road parking (see above) for perhaps 20 vehicles and presents an easy carry to the water. The beach access at the north end of the Scoter Trail (just south of the Tseycum

Reserve) already has a simple unsurfaced ramp leading to the beach from which it would be possible to launch a car-top boat at high tide. There is parking for 10 vehicles on the west side of West Saanich Road. The beach here, with firm sand seaward of the pavement of cobbles, is more suitable for both kayak launching and swimming. The third site lies at the west end of Tatlow Road. Parking is restricted adjacent to the trail leading to the beach; the dead-end extension of Tatlow Road west of Chalet Road clear of the no-parking zone can accommodate 10 vehicles. The trail to the beach ends in stairs but the carry is easy and the beach is excellent for both swimming and launching. Having a portable toilet maintained at these places during the summer months would qualify the three sites as designated kayak launching sites and be a boon to beach users as well as kayakers. Careful consultation with all stakeholders would be a prerequisite to implementation.

Lillian Hoffar Park on Tsehum Harbour offers access to the excellent paddling area within and to the north of the harbour. The portage from McDonald Park road to the edge of the beach stairs is nearly 300 m but it is wide and flat and suitable for wheeled dollies. There is room for only three vehicles in the off-road parking lot. An extended no-parking zone on McDonald Park Road prohibits on-road parking near Lillian Hoffar Park. This secluded park with its beautiful trees and quiet waterfront is a good place for a leisurely picnic or an afternoon's relaxation with a book or binoculars. Its range of uses to kayakers and others would be extended by the installation of seasonal or permanent toilet facilities.

If kayaks and associated gear could be securely stored near launching sites in simple sheltered stacked lockers, the owners could cycle or walk to the launch site and save themselves the chore of lifting the boats on and off car-top racks. Marinas might be able to provide such facilities (storage sheds, dollies, launch ramp or dock) most easily. There would be room for kayak lockers at Lillian Hoffar Park, Patricia Bay Park, Cy Hampson Park, and Coles Bay Regional Park.

Kayakers, having launched at one of the public launch sites, can make their way to coves and beaches that are otherwise inaccessible to the public. They are free to land on these beaches and to occupy them below the high water mark. Waterfront property owners, unused to having visitors on "their beaches", may not be thrilled to see kayakers, and even less so should one of them be compelled to answer nature's call against a beach log or a seawall. Having public toilets available at designated kayak launch sites would help to reduce the number of such irritating incidents but the absence of same does not lessen any kayaker's or beach visitor's responsibility to behave respectfully.

Despite its reputation as an environmentally benign activity, sea kayaking can have negative impacts on intertidal zones when kayakers launch or land on sensitive habitats, e.g., eelgrass beds. Kayaks are known to intrude at times upon seals with pups, nesting sea birds and feeding eagles. These responsibilities for kayakers (and, in fact, other small boat operators) should be explained in future District publications promoting kayaking and other outdoor activities.

**Public toilets**

Sites where permanent public toilets are currently available and where seasonal toilet facilities might be justified and subsequently installed are listed above. These would be of service to all beach users. New public toilets would be welcomed by some, opposed by others, and are costly to maintain (the transient portables are easily vandalized). Sensitivity to public opinion from all sides, patience, detailed understanding of each local situation is required. The MTF is not equipped for such a fine-grained approach and recognizes that the existing and standing District Commissions are best placed to deal with this and other issues at the interface of the private and the public.

**Seasonal docks**

In addition to the installation of lockable bicycle racks, public toilets, and kayak storage lockers, seasonal docks for small boats have been proposed. The only site at present that could accommodate a public seasonal dock would be in Deep Cove, where a ramp and float might be re-installed at the end of the Blauw Pier. All of these ideas require further research that must be deferred beyond the mandated time frame of the MTF.

**Potential access points**

In the 1930s Peninsula authorities actively promoted/legislated the opening of public beach access in response to the denial of access to the beaches by many landowners of the day. Some public beach access may remain from that time. Where road allowances, rights-of-way for storm drains, etc. extend to the shoreline, current District policy permits the building of public trails to ocean viewpoints or where access to the foreshore is feasible and the foreshore itself offers recreational potential, to extend the trail to the beach itself, building stairs where necessary. Over the years, often as the result of public demand, most of the "easy" and obvious beach accesses have been constructed. There may be a half-dozen public oceanside rights-of-way that have neither a public viewpoint nor a trail to the beach and a similar number of viewpoints where a set of stairs might one day be considered. The District Parks Commission maintains a list of such sites and from time to time reviews the desirability of opening or extending an access site. Public consultation is a prerequisite to any implementation.

**Seawalls**

Sea wall construction and other projects undertaken by waterfront property owners can impinge upon the use of the beach by the public. Part 6 gives details on the policies and guidelines currently in place in North Saanich for seawall construction. These guidelines also include landscaping suggestions. However, a seawall in compliance with these guidelines still may restrict previously unencumbered access to desirable portions of the beach. Development of Marine Guidelines recommended in Part 6 should address the appropriate communication procedures to lessen the conflicts in these situations.

**4.7.3 Marine parks**

Both Parks Canada and BC Parks, a branch of the BC Ministry of Environment, operate marine parks in the province. Within the Gulf Islands, BC Parks operates nine parks general starting north of Montague Harbour near Active Pass. Parks Canada operates the Gulf Islands National Park Reserve that has waterfront parks and anchorages on 15 separate islands. Locally, these include such areas as Sidney Spit, Beaumont Marine Park on Pender Island,



Portland Island and D'Arcy Island. At the most popular sites, Parks Canada places user pay mooring buoys for transient overnight anchoring and use of the onshore camping facilities and trails. The parks often have public toilets but generally require all garbage be hauled out. Park rules regarding pollution, camp fires, etc. are enforced by traveling Park wardens or contract staff. Local yacht clubs also support Parks Canada by acting as Park Hosts in the summer months. Payments for buoys are generally collected via drop boxes on an honour system. While occasional abuses occur, visiting boaters and campers highly value these protected areas and overwhelmingly treat them with respect. These parks are currently limited to bays and landing areas where the Crown owns land.

On a broader national basis, Parks Canada is investigating designating a number of areas as National Marine Conservation Areas. The intent would be to develop area-specific policies to ensure sustainable use and define sound conservation and stewardship measures. These would, as a minimum, prevent any kind of discharge or dumping as well as prohibit such activities as undersea mining or oil and gas development. In addition, because the proposed areas are so large, they would likely be subdivided into zones that would define specified uses- be they commercial or recreational. Two such areas exist in eastern Canada, and Parks Canada and the Province of BC are currently studying the Southern Strait of Georgia as a new area. The study area extends from Nanaimo to Victoria and includes the Southern Gulf Islands and the waters around North Saanich. These studies are at an early stage and will likely extend well into 2009 - 2010 as numerous stakeholders are involved. The detailed policies and usage zones have not yet been defined

While it is premature for either the MTF or North Saanich to take a detailed position on the possible Southern Georgia Strait Marine Conservation Area until the usage zones and policies are defined, the Task Force does support anti-dumping protection and designating some of the bays adjoining Crown land in the Saanich Inlet as marine parks. These sentiments are also expressed in the North Saanich OCP.

#### **4.8 Foreshore Use Recommendations**

- Support a policy which permits, subject to specific applications, marina expansions in the order of 10% over and above current capacity. Such a policy would help mitigate the substantial shortage of wet moorage, thereby shortening the waiting lists for slips in the area.
- Further to the above and the findings on alternative sites discussed in Section 4.1.4, enter into discussions with individual marina operators about expansion possibilities at Yacht Club Basin, Deep Cove, and Canoe Cove. These discussions should also include land use and zoning optimization within the permit areas and opportunities for sewer connection and upgrading of facilities to current “best practices”.
- For the Deep Cove reconfiguration application, the District should encourage the proponent to install a pump-out facility and also consider establishing a float and ramp at the end of the new or modified Blauw Pier that would be accessible to the public and suitable for launching kayaks or similar small boats.

- No changes to current boatshed regulations are recommended at this time. The possibility of common covered moorage (continuous roofline) versus individual boatsheds allows for higher density moorage and should be considered in reviews of any reconfiguration proposals.
- The District should be flexible in dealing with any requested land use or zoning changes necessary to accommodate dry land boat storage facilities. This is an environmentally friendly approach to increase the number of vessels accessing local waters. Several marina sites would be suitable for expanded dry land storage as well as the possibility of a stand-alone site. The addition of a launch ramp would be helpful in facilitating such a business venture.
- Most of the North Saanich coastline is zoned M-6 that precludes development of new private docks without rezoning. Private docks clearly provide benefits to the waterfront residents involved but can create environmental issues. The Task Force recommends further work to define, in conjunction with the shoreline inventory program, acceptable areas and, in due time, consider rezoning these areas to M-5. In the interim, the new Marine Development Guidelines (see Part 6) should deal with issues around development of such docks – perhaps encouraging multi-use or community docks. Properly written guidelines would provide more certainty to proponents and help create an objective and informed basis for approving or disallowing applications.
- North Saanich should join with Sidney to either expand the scope of the existing Tsehum Harbour Commission or form a new one, which could, at a later date, be expanded to include all of the District's shoreline. The mandate and role need to be further developed as discussed in Part 4.3 to monitor and trigger enforcement by the responsible bodies for issues such as inappropriate buoy placement, transient moorage, derelict boats, fire protection and waste discharges.
- The District should proactively follow up with Parks Canada on the designation of parts of the Saanich Inlet as a Marine Park. Such discussions should also explore the development of transient overnight mooring buoys at appropriate locations as a user-friendly, pay-for-use alternative to transient anchoring. The buoys at Sidney Spit are a good example of this approach.
- The District should commit to development of a public access boat launch ramp on the west side of the Peninsula. The preferred location is in the Patricia Bay area but, as noted in Part 4.5, land use and business arrangements need further investigation. Fallback options that would relieve existing demand are the Dolphin Road site at Swartz Bay or Cy Hampson Park on Bazan Bay. Ongoing investigation should include parking reviews and consultation with any affected residents.
- The District currently has 37 public beach accesses, many of which are accessed by narrow residential streets and steep trails down to the beaches. The Task Force recommends that most of these should remain in their natural "unimproved condition". However, the potential exists to improve resident access, use and enjoyment of our



beaches with selected improvements at several locations. It is therefore recommended that the District further investigate, and after appropriate consultation with parties involved, adopt a phased program and budget to carry out the following:

- Review and implement the most effective consultation process to balance various public needs and private property interests;
- Review existing parking possibilities and restrictions at some of the more popular beaches;
- Review District policies regarding maintenance of existing beach accesses and adjoining beaches (including trash removal) and review of regulations / bylaws (particularly to minimize incidents of rowdiness) and other matters related to safety and the encouragement of reasonable and respectful use;
- Add lockable bike racks at some or all of the following locations:

West end of Cromar Road	Lillian Hoffar Park
West end of Norris Road	West end of Tatlow Road
West end of Towner Road	(Chalet Beach)
North end of Scoter Trail	West end of Moses Point Road
Patricia Bay Park	West end of McTavish Road
West end of Braemar Avenue	Blauw Pier
Cy Hampson Park	
- Consider designating Chalet Beach as a destination beach for picnicking and general day use, which would require improving parking availability and adding toilet facilities. It may also be a suitable location for a seasonal small boat dock.
- Consider designating the following locations as kayak launch sites:

West end of Braemar Road in Ardmore
Patricia Bay at the north end of the Scoter Trail
West end of Tatlow Road in Deep Cove (Chalet Beach)
Cy Hampson Park
Lillian Hoffar Park
- These designations would require a review of parking, addition of toilets and potentially lockable user pay kayak racks or sheds. A good place to conduct an initial trial for the latter would be Lillian Hoffar Park.
- Repair and restore the seawall in those sections of Scoter Trail extending north of Patricia Bay Park that were damaged in the winter storms of 2006 to 2008.
- Consider publishing a guide to District beach accesses that describes the recreational possibilities and also provides a code of conduct for beach visitors, kayakers and canoeists and fishers. Signage at strategic locations should also be developed with the same messages as the guide.



## 5.0 Shoreline Inventory

### 5.1 Introduction

The shoreline around North Saanich is an important environmental component of the community. It provides habitat for wildlife, aesthetic value for residents of North Saanich and commercial and recreational opportunities. The OCP recognizes the value and sets out policies to balance conservation with use of the shoreline areas. The District also developed a 4-year strategic plan for North Saanich and the mandate for the Task Force clearly falls under the strategic priority: *Protect and enhance rural, agricultural, heritage, marine and environmental characteristics* (See Appendix F, Table 1 for details).

### 5.2 Objectives

From Appendix B, the District's objectives for a shoreline inventory are:

- A. To inventory sensitive shoreline including beach erosion, inter-tidal and marine environments and identify those requiring protection;
- B. To identify short and long term environmental impacts of commercial and residential development/encroachment (current and planned) on marine habitat, foreshore and related water courses that exist in or are adjacent to marine environments.
- C. To provide ground truth data to review and assess the effectiveness and relevance of existing North Saanich bylaws and policies and procedures designed to address, protect and/or enhance marine and foreshore habitats.

The Task Force mandate in the above is to develop and recommend the scope and methodology of the shoreline inventory and, subsequently or in parallel, develop and recommend practical policies that will:

- i. protect marine environments and habitats in North Saanich, all within the context of the OCP.
- ii. Balance access/use and protection of the shoreline surrounding the District.
- iii. Guide marine and shoreline development, including best practices marina developments, operations and foreshore developments.

### 5.3 Work to Date

Senior levels of government, the CRD and District have completed several studies and analyses on the marine and foreshore environment of southern Vancouver Island. Many of these studies have included the waters around North Saanich, e.g., Physical shorezone analysis of the Saanich Peninsula study undertaken by Howes and Harper in 1984 (full citation can be found in Appendices C & F). Most of these studies, however, were completed in the 1970s and 1980s with a major Saanich Inlet study completed in the mid-1990s. There does not seem to be any more recent detailed shoreline studies. See Appendix F for a list of the reports from these studies that are on file with the District. Summaries of two of the major reports can also be found in Appendix F.

Recently, the CRD launched its Natural Areas Atlas project – a web-based mapping tool that provides environmental information for the CRD. In some parts of the region, the tool provides important information such as the locations of salmon-bearing streams, spawning

zones, old-growth forests, endangered ecosystems, record-sized trees and shoreline habitats. By highlighting the location of important natural areas, the Atlas is an excellent flagging device, informing municipal engineers, planners, developers and environmental groups that further study of a proposed development or activity may be required. However, for North Saanich, very little of this information is available on the website primarily because it has not yet been collected and entered for North Saanich.

Local non-profit conservation groups such as Peninsula Streams, the Saanich Inlet Protection Society, SeaChange Conservation Society provide current and detailed information on the quality of the local marine environment and lead several monitoring and remedial initiatives particularly in Saanich Inlet. See Appendix F for details on the projects and programs undertaken by these volunteer organizations.

In 2008, the Saanich Inlet Protection Society and SeaChange Conservation Study began a detailed shoreline inventory project and the District has contributed some funding to the project. See below and Appendix F for more details.

Parks Canada has initiated a feasibility study for the proposed Southern Strait of Georgia National Marine Conservation Area. Waters around North Saanich will be included in this study and preliminary data collected and maps generated from the data have been given to District staff for inclusion in the ongoing shoreline inventory project.

#### **5.4 Methodology**

The original intent in executing the inventory work was for the District to undertake a survey. However, before this got underway, an initiative was developed by the Saanich Inlet Protection Society and the SeaChange Conservation Society to undertake a comprehensive environmental shoreline inventory. The initiative is entitled the Saanich Inlet and Peninsula Atlas of Shorelines (SIPAS) and is planned to be undertaken January – December 2008. This initiative has received funding from the District of North Saanich and a major contribution from the Van-City EnviroFund. The proposed work as outlined in the VanCity EnviroFund Grant Application Form is very well suited to complete and enhance some of the District's objectives noted above. Under the project summary, the proponents will "inventory shoreline structures and natural fish habitats along the shorelines of the Saanich Peninsula" and make their results available to the municipalities and residential associations among others. More specifically their stated objectives are:

- Document shoreline structures along the shores of the Saanich Peninsula (which in their definition includes all of North Saanich shorelines)
- Survey beach substrates and map forage fish spawning sites
- Map nearshore eelgrass habitats

The scope of this work is included in Appendix F.

The Task Force endorses this scope but urges the District as a co-funder to closely monitor the work to ensure their objectives are met within the projected schedule to December 2008. As this work extends beyond the end date of the MTF mandate, some of the regulatory and

policy recommendations in this report are based on our current understanding of the issues and may require further quantification at a later date

The stated objectives are closely aligned with the Task Force mandated objective A. There is consensus in the literature and among local experts that the most sensitive nearshore habitats in this region are habitats that support forage fish. These include eelgrass beds (for adult forage fish) and sand and gravel beds (sand lance and surf smelt spawning and resting sites). This basically includes most substrates except rocky shoreline. The SIPAS proposal specifically addresses the inventorying, conservation and restoration of these sensitive habitats.

The SIPAS proposal also addresses the Task Force objective B under their “actions” section specifically:

“Map and assess all foreshore structures and beach substrates on the Saanich Peninsula.... Summer students will conduct a lot-by-lot inventory of the foreshore and nearshore with particular attention to incursions of seawalls into the intertidal zone....From this information, we will develop a geographic data inventory linked to a map of the Saanich Peninsula.”

If the work is completed as described in the proposal, the District will have the necessary field data to undertake Task Force objective C and to proceed to develop policy.

## **5.5 Remaining Work**

Using the data collected in the shoreline inventory, the District should:

- identify special marine areas that would benefit from additional protection in consultation with local environmental groups, concerned citizens, and possibly with the assistance of a specific task force/committee;
- assess to what level the bylaws for shoreline protection are being adhered to and whether the level of compliance is sufficient to protect sensitive shoreline;
- assess whether full compliance (or compliance to the degree that the District feels it can enforce) to the District bylaws regarding individual waterfront properties sufficiently protects the environment as expressed in the District strategic plan and as supported by the OCP.

## **5.6 Moving Forward with Policy Development**

The Task Force endorses the scope of the recently approved comprehensive shoreline inventory initiative (Saanich Inlet and Peninsula Atlas of Shorelines -SIPAS) that is being undertaken by the Saanich Inlet Protection Society and the SeaChange Marine Conservation Society. As this work extends beyond the end date of the MTF mandate, some of the regulatory and policy recommendations in this report are based on our current understanding of the issues and may require further consideration at a later date. It is recommended that, as a co-funder, the District stay closely involved in the work and as results become available:

- Assess current compliance and take action on deviations with current policies and bylaws;



- Designate areas requiring more or less protection than covered by existing zoning, policies and bylaws;
- Review adequacy of and, if necessary, modify or expand existing policies and bylaws to protect and preserve the foreshore environment;
- Use data to develop best practice guidelines for foreshore structures and incorporate into the policies discussed in Recommendation 1;
- Review current marine zoning in light of any new data from the inventory;
- Consider establishing an ongoing standing expert advisory committee to assist in this work, including policy reviews and application assessments.

Much of the shoreline within the District of North Saanich is extremely resilient rocky shoreline interspersed with pocket beaches. The rocky shorelines tend to protrude into the sea whereas the pocket beaches recede inland. Often there is no natural wave-forced erosion on these pocket beaches, except after the natural backshore growth has been removed because of the landowners natural desires to fully utilize his property, obtain better views and get nearer to the ocean. An awareness program for waterfront property residents of the deleterious effects of foreshore modification would go a long way to ensure healthy shorelines.

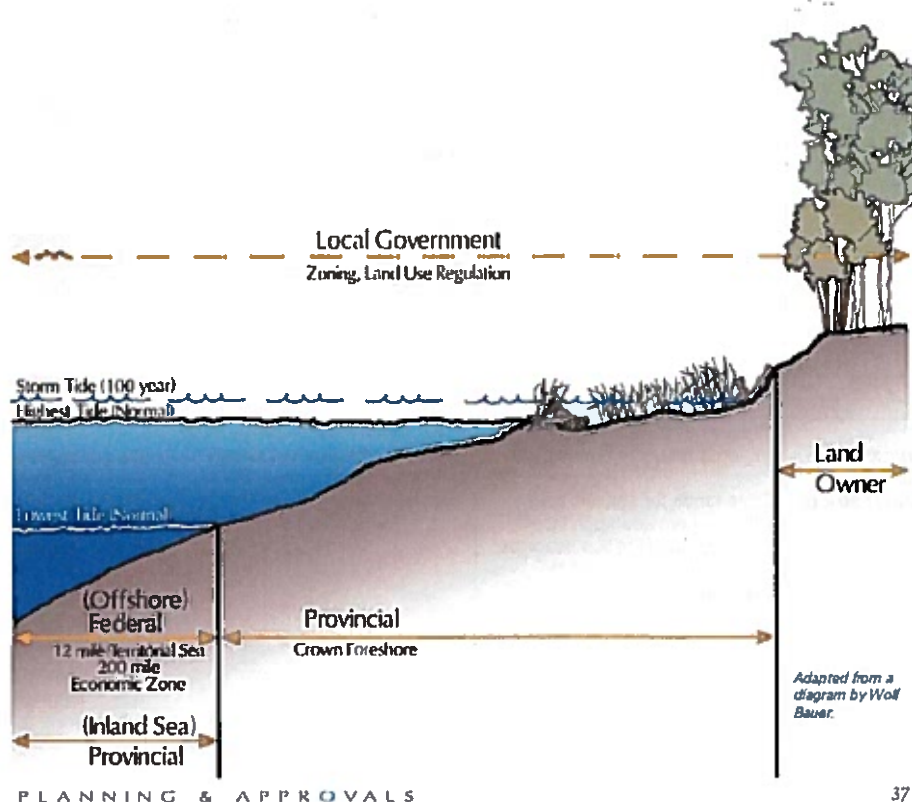
## 6.0 Review of Relevant Legislation, Policies and Procedures that Address, Protect and/or Enhance Marine and Foreshore Habitats

### 6.1 Overview

All levels of government have a role in legislating and regulating use in marine and coastal habitats. Figure 6-1, excerpted from *Coastal Shore Stewardship. A guide for planners, builders and developers*, describes the jurisdiction of each level of government: Federal – nearshore and seabed along the outer coast, from low water mark out to 12 nautical miles; provincial – shore lands, seabed and waters of the inland straits: Georgia, Juan de Fuca, Johnstone and Queen Charlotte, embayed areas, fjords and inlets, and the foreshore area between high and low tides; local governments – zoning and land use regulations on upland areas and surface of the water.

Table 6-1 describes the role of each level of government in coastal zone planning and approvals, and applicable legislation.

**Figure 6-1.** Jurisdiction along the coast (Page 37 in *Coastal Shore Stewardship. A guide for planners, builders and developers*. Published jointly by the governments of Canada and British Columbia).



**Table 6-1. Roles in Coastal Planning and Approvals** (Adapted from: Page 35 in *Coastal Shore Stewardship. A guide for planners, builders and developers*. Published jointly by the governments of Canada and British Columbia. Some of the information has been updated to reflect changes in agency names & regulations; only a portion of the table is used here).

	<b>Planning Role</b>	<b>Approvals Role</b>	<b>Legislation</b>
<b>Federal Government</b>	Facilitate coastal zone planning under Canada's Ocean Strategy	<p>Protect fish and aquatic habitat; marine mammals; migratory bird habitat</p> <p>Regulate to maintain navigable waters</p> <p>Regulate disposal of materials to deep ocean</p> <p>Assess environmental impacts of federal projects</p> <p>Designate protected areas</p>	<p>Fisheries and Oceans Canada</p> <ul style="list-style-type: none"> <li>• <u>Oceans Act</u></li> <li>• <u>Fisheries Act (Canada)</u></li> <li>• <u>Navigable Waters Protection Act</u></li> <li>• <u>Fishing and Recreational Harbours Act</u></li> </ul> <p>Environment Canada</p> <ul style="list-style-type: none"> <li>• <u>Migratory Birds Convention Act</u></li> <li>• <u>Canada Wildlife Act</u></li> <li>• <u>Canadian Environmental Protection Act</u></li> <li>• <u>Species at Risk Act</u></li> </ul> <p>Canadian Environmental Assessment Agency</p> <ul style="list-style-type: none"> <li>• <u>Canadian Environmental Assessment Act</u></li> </ul> <p>Transport Canada</p> <ul style="list-style-type: none"> <li>• Regulations for the <i>Prevention of Pollution from Ships and for Dangerous Chemicals</i></li> </ul>
<b>Provincial Government</b>	Deliver coastal zone planning to address land and resource uses	<p>Allocate, license and regulate the use of Crown foreshore and aquatic lands</p> <p>Approve and regulate discharges to coastal waters</p> <p>Approve and regulate aquaculture operations</p> <p>Regulate mineral, oil and gas development</p> <p>Designate protected areas</p> <p>Protect and conserve B.C.'s archaeology and heritage.</p>	<p>Ministry of Agriculture &amp; Lands</p> <ul style="list-style-type: none"> <li>• <u>Land Act</u></li> </ul> <p>Ministry of Community Services</p> <ul style="list-style-type: none"> <li>• <u>Local Government Act</u></li> <li>• <u>Community Charter</u></li> </ul> <p>Ministry of Environment</p> <ul style="list-style-type: none"> <li>• <u>Waste Management Act</u></li> <li>• <u>Fisheries Act (B.C.)</u></li> <li>• <u>Fish Protection Act</u> (Riparian Area Regulations)</li> <li>• <u>Wildlife Act</u></li> <li>• <u>Park Act</u></li> <li>• <u>Ecological Reserve Act</u></li> <li>• <u>Environmental Assessment Act</u></li> </ul> <p>Ministry of Energy, Mines &amp; Petroleum Resources</p> <ul style="list-style-type: none"> <li>• <u>Petroleum and Natural Gas Act</u></li> <li>• <u>Mines Act</u></li> <li>• <u>Mineral Tenure Act</u></li> </ul> <p>Ministry of Tourism, Sports and the Arts</p> <ul style="list-style-type: none"> <li>• <u>Heritage Conservation Act</u></li> </ul>
<b>Local Governments, Municipalities, Regional Districts</b>	<p>Prepare and implement regional and community plans</p> <p>Zone lands for specific uses Plan and provide such local services and facilities as roads, parks, water, sewer and drainage</p>	<p>Approve and regulate residential, recreational, commercial and industrial development along coastal shores</p>	<ul style="list-style-type: none"> <li>• Powers derived from: <u>Local Government Act</u> &amp; <u>Community Charter</u></li> <li>• Regional Growth Strategies</li> <li>• OCPs</li> <li>• Zoning</li> <li>• Subdivision</li> <li>• Watercourse protection</li> <li>• Tree protection, landscaping</li> <li>• Drainage, stormwater management</li> <li>• Sediment and erosion control</li> </ul>
<b>First Nations</b>	<p>Exercise aboriginal rights to traditional lands and waters along coast. Conduct or collaborate with federal/provincial/local governments on coastal inventory and planning.</p>		

An application for development or construction along the coast will require a permit from the lead agency in the senior levels of government, e.g., any proposed dock or seawall in North Saanich requires a permit from DFO and permission in the form of a lease from the Integrated Land Management Branch of the provincial Ministry of Agriculture and Land. As part of the permitting process, any environmental impacts of the proposed development are identified and mitigation measures may be recommended. An application for construction along the shoreline of North Saanich can require either a rezoning and / or a development permit from the District. (All upland areas extending 15 m inland from the high water mark are considered Development Permit Area 1 as described in the 2007 OCP.)

This section of the MTF report to the District of North Saanich Council will concentrate on any pertinent senior government legislation and bylaws, policies & procedures of the District and make recommendations on any improvements regarding marine habitat.

## **6.2 Pertinent Legislation / Policies**

### **6.2.1 Federal**

#### ***Fisheries Act (Canada)***

No person can carry on or undertake any work that would result in the harmful alteration, disruption or destruction of fish habitat or deposit a deleterious substance in water frequented by fish.

DFO protects fish habitat by administering the *Fisheries Act* and incorporating fish habitat protection requirements into land and water use activities and projects. DFO, through collaboration with Environment Canada and other agencies where appropriate, provide advice and specific requirements to any person, company or agency working in or near the water, in an effort to control the potential adverse effects of liquid effluent discharges, water withdrawals, physical disturbances, non-point-sources of chemical pollutants such as pesticides, other environmental contaminants, and the introduction of exotic species, predators, parasites and competitors on fish habitats.

Georgia Strait Alliance (GSA) has initiated Clean Marine BC<sup>3</sup>, a volunteer environmental recognition program for marinas and boatyards in BC. The program is being piloted at Westport Marina in Sidney and, by 2010, GSA plans to have participating marinas in all the boat centres of the region. Marinas will be provided with information to enable them to determine where improvements are needed and what standards must be met. They will then undergo an independent audit to determine their level of environmental responsibility. GSA will award marinas that pass the audit a certificate of recognition and the right to fly the Clean Marine BC flag.

GSA also encourages all landowners to help protect marine life through its ToxicSmart<sup>4</sup> Solutions. This program teaches people how to eliminate toxic products from their homes and gardens to minimize toxic run off.

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<sup>3</sup> [http://www.georgiastrait.org/files/share/Web\\_brochure2.pdf](http://www.georgiastrait.org/files/share/Web_brochure2.pdf)

<sup>4</sup> Brochure available on the web at: <http://www.georgiastrait.org/files/share/PDF/TScleaners.pdf>

**Implication for District of North Saanich:** If an application is made to North Saanich to build a structure in waters under federal jurisdiction, it is incumbent upon the applicant to also obtain authorization from DFO for the construction. The applicant must describe the environmental impact of the development or structure as part of the application process.

Regarding liquid effluent discharges and non-point-source pollution, an area of major concern is Saanich Inlet. A long-term study on Saanich Inlet (described in Appendix F) found that the inlet has limited capacity to absorb contaminants due to physical attributes such as weak tidal currents and lack of vigorous tidal mixing. The District of North Saanich shares jurisdiction over the inlet with other municipalities and agencies (e.g., Central Saanich, Saanich, the Highlands, Mill Bay, CRD, Vancouver Island Health Authority - VIHA, DFO, Ministry of Environment).

Liquid effluent discharges and non-point source pollution are also of concern throughout the District. All homeowners, not just those on the water, should be encouraged to use less toxic chemicals in their gardens and in their homes to reduce the amount of toxic chemicals that flow into the marine environment.

Currently, the Stormwater, Harbours and Watersheds program of the CRD monitors stormwater quality on the Saanich Peninsula, including Saanich Inlet and has several sampling sites in North Saanich. This program also monitors sediment chemical contamination at various sites. (For details, see Saanich Peninsula 2005 Stormwater Quality Annual Report <sup>5</sup>).

VIHA is involved with upstream investigations of pollution sources because many of the sources involve failing septic tanks and fields.

The Saanich Inlet Protection Society with community volunteers maps & monitors marine habitat in the intertidal zone of Saanich Inlet. They survey six sites in North Saanich: Coles Bay, Ten-Ten Creek, Tseycum Creek, Towner Park, Deep Cove and Moses Point. See Appendix F for more details.

Marinas and boatyards in North Saanich generally follow best management practices for hull maintenance and other environmental precautions as established by Environment Canada <sup>6</sup>. Marinas should work to continue this environmental responsibility and identify any areas for improvement through the Clean Marine BC program.

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<sup>5</sup> <http://www.crd.bc.ca/watersheds/monitoring.htm>.

<sup>6</sup> Environment Canada. Best Management Practices (BMPs) for British Columbia. Available at: [http://www.pyr.ec.gc.ca/boatyards/BMPsBC\\_e.htm](http://www.pyr.ec.gc.ca/boatyards/BMPsBC_e.htm)

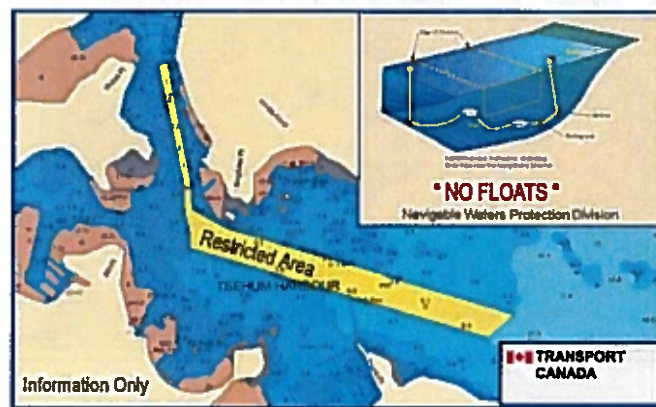


#### ***Navigable Waters Protection Act***

The Minister of Transport Canada can order the owner, managing owner, master or person in charge to remove a vessel that has been left anchored, moored or adrift in any navigable waters, if it obstructs or is likely to obstruct navigation in those waters. The Act can also apply to wharves / docks and federal harbours. The Navigable Waters Protection Division of Transport Canada oversees the Act. This authority also extends to mooring buoys, crab traps, derelict boats, etc. but because of budget and manpower limitations enforcement is usually only exercised in critical situations

**Implication for North Saanich:** Implications are discussed in detail in Part 4 of this report. One point to note that under this Act, the Navigable Waters Protection Division has designated a restricted float area for Tsehum Harbour (see Figure 6-2).

**Figure 6-2. Tsehum Harbour Restricted Float Area**

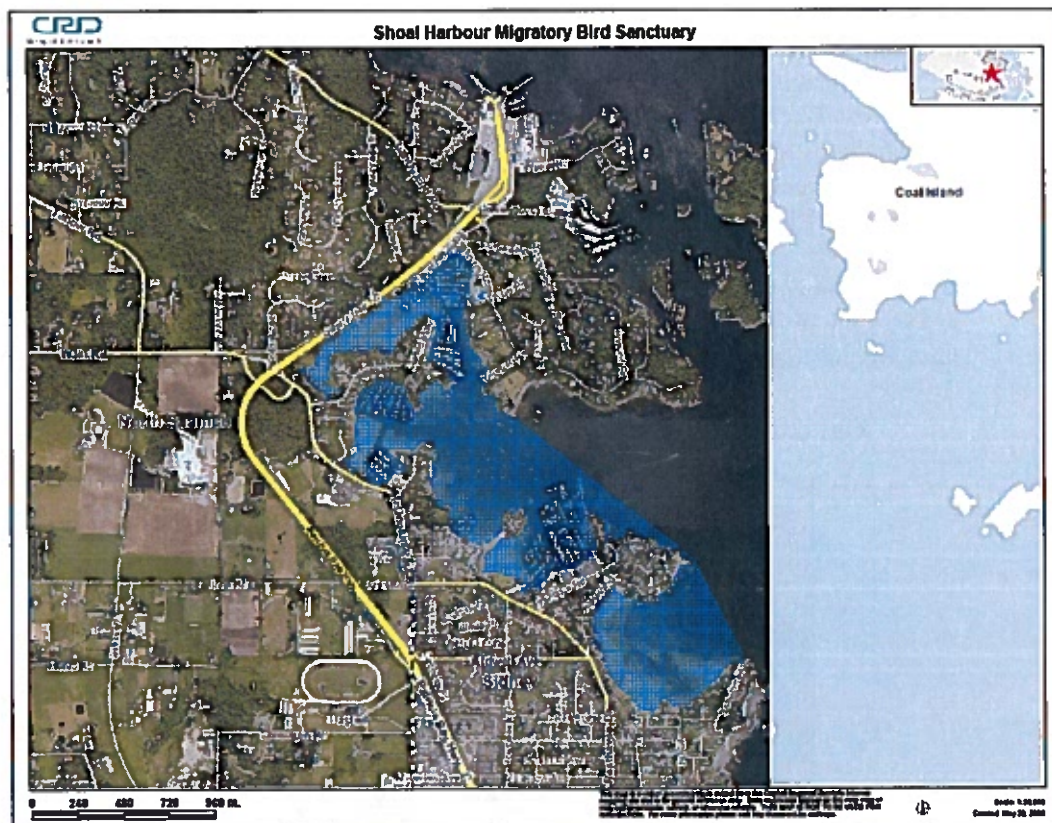


#### ***Migratory Bird Sanctuary Act***

The federal Minister of Environment can, under the *Migratory Birds Convention Act*, establish sanctuaries for migratory birds and enact regulations to control and administer such sanctuaries. The Migratory Bird Sanctuary Regulations prohibit all disturbances, hunting and collection of migratory birds and their eggs within the sanctuary and visitors must not carry firearms or allow their pets to run at large. The regulations only control activities within the sanctuary boundaries when migratory birds are present and do not provide habitat protection.

**Implication for North Saanich:** In 1931, the *Shoal Harbour Bird Sanctuary* was created covering 150 ha of those portions of Shoal (Tsehum) Harbour and Roberts Bay lying inside or to the west of a straight line joining Pleasant (Roberts) Point and Armstrong Point and a straight line joining Armstrong Point and Brydens (Kingfisher) Point. The Sanctuary is located in both Sidney and North Saanich (see Figure 6-3). Tsehum Harbour represents an unusual situation where marine developments have taken place and co-exist today within the designated boundaries of the sanctuary. It is believed the original intent in establishing the sanctuary was to protect migratory birds from hunters.

**Figure 6-3. Shoal Harbour Migratory Bird Sanctuary**



As discussed in Part 2.5, sensitive areas in Tsehum Harbour are referenced in the District's OCP. Part 4 of this report provides more details and recommendations for this area.

#### ***Fishing and Recreational Harbours Act***

Small Craft Harbours (SCH) program of DFO operates and maintains a national system of harbours to provide commercial fishers and recreational boaters with safe and accessible facilities. SCH operates under the authority of the *Fishing and Recreational Harbours Act*. SCH maintains a network of core harbours and promotes the formation of Harbour Authorities to ensure local control over management of commercial fishing harbours.

**Implication for North Saanich:** Tsehum Harbour is a Transport Canada-designated "safe harbour", which includes a public wharf and must permit safe mooring to transient boats in adverse weather conditions. Transport Canada has, over the years, devolved management of their safe harbours to local authorities and, in 1996, the non-profit Tsehum Harbour Authority was incorporated. It has an elected board of eight volunteers and one staff person from the Town of Sidney. DFO provides infrastructure funding. The Tsehum Harbour Authority, as designated under the Act, is responsible only for the area around the government wharf in Sidney and not for that part of Tsehum Harbour that lies in North Saanich. Many believe that it has authority over the whole harbour and the

Harbour Authority staff field many phone calls for issues and situations beyond their mandated area. This can cause some confusion particularly in an emergency. For example, when a boat moored near Van Isle Marina caught fire December 12 2007, there was some delay responding as it was not clear who should respond and also who had the equipment to respond. The burning boat began to drift and, without quick action from the Tsehum Harbour Authority staff, could easily have drifted into a fuel jetty or other boats. Eventually, the Sidney Fire Department responded though by the time they arrived the boat had drifted into North Saanich waters.

Part 4 of this report provides recommendations on an expanded Harbour Authority.

***Canada Shipping Act (2001)***

***(a) Regulations for the Prevention of Pollution from Ships and for Dangerous***

***Chemicals:*** New regulations will be coming into force over the next few years regarding discharge of sewage from boats. For boats less than 400 tons gross tonnage and not certified to carry more than 15 persons, there are three authorized methods for sewage disposal:

(i) the sewage is comminuted and disinfected using a marine sanitation device and the discharge is made at a distance of at least 1 nautical mile from shore,

(ii) the discharge is made at a distance of at least 3 nautical miles from shore while the ship is en route at the fastest practicable speed, or

(iii) if it is not practicable to comply with subparagraph (ii) because the ship is located in waters that are less than 6 nautical miles from shore to shore, the discharge is made while the ship is en route at a speed of at least 4 knots or, if it is not practicable at that speed, at the fastest practicable speed into the deepest waters that are located the farthest from shore during an ebb tide, or into the deepest and fastest moving waters that are located the farthest from shore.

The last method applies to many of the marine areas of North Saanich. However, this method is not authorized if a reception or “pump-out” facility is available to receive the sewage.

Most cruising pleasure boats where owners cruise overnight or for extended periods have holding tanks and pumps on their vessels that macerate sewage into fine particulates that then can either be discharged into pump-out facilities or into the ocean. Holding tank sizes vary but typically will accommodate up to a week of cruising with two people. Most boaters in BC are more than willing to use pump-out facilities and cruising associations have been pushing for the construction of more reception facilities, which are very limited at the present time.

**Implication for North Saanich:** With the heavy summer boat traffic in waters off North Saanich, environmental issues could arise if irresponsible boaters discharged their sewage into North Saanich bays and anchorages without treatment. However, North Saanich marinas do not have large sewage pump-out capacities as all are currently on septic systems not municipal sewer systems (North Saanich Marina will

be hooking up soon to sewers but does not have a pump-out facility). The only pump-out facilities on the east side of the Peninsula are in Sidney (Port of Sidney, Tsehum Harbour Authority and Van Isle Marina).

On the west side of the Peninsula, the Saanich Inlet Protection Society (SIPS) offers a pump-out service ("Pumpty Dumpty") to the marinas and many boaters who anchor in Saanich and Tod Inlets. There are no set fees for this service, funds are raised by donation. The service currently depends on access to the sewer link at Brentwood Bay in Central Saanich.

#### **(b) Private Buoy Regulations**

In Canada it is permissible for private individuals, clubs, corporations or other groups to establish aids to navigation or mooring buoys for their own use. Although it is not necessary to obtain Coast Guard permission to place or operate private aids, all private buoys must conform to the *Private Buoy Regulations*. Under these Regulations, private buoys must not mislead, interfere with, or endanger any vessel and all must conform to the Coast Guard specifications for buoy identification and usage as set out in the manual. The *Private Buoy Regulations* apply to all private buoys placed for the purpose of navigation or mooring with the exception of those buoys that are used to mark fishing apparatus.

**Implication for North Saanich:** Currently, private mooring to buoys is allowed in M-5 (Non-Commercial Marine 1) and M-6 (Non-Commercial Marine 2). Buoys sited on or affixed to land covered by water shall be permitted provided such buoys not protrude above the water more than 1 m or not be of a volume greater than 1 m<sup>3</sup>. A potential issue is that no control is placed on how these buoys are anchored to the seabed and what materials are used. A case could be made in congested areas for a regulated moorage buoy system using best practice designs in designated areas. This is discussed in more detail in Part 4.

### **6.2.2 Provincial**

#### **Policies arising from the *Land Act*:**

Factors governing use of foreshore and aquatic Crown land in B.C. are:

- the Province owns nearly all freshwater and saltwater foreshore;
- although land adjacent to foreshore may be privately owned, in common law the public retains the privilege or "bare licence" to access the foreshore;
- individuals cannot build on or develop aquatic Crown land, including Crown foreshore, without the province's authorization, even if they own adjacent property or "upland"; and
- permission to use Crown land is obtained by application to the Province.

The Province protects the environment by assessing the potential environmental impacts of every application for Crown land by:

- referring applications to other provincial agencies responsible for environmental protection, including the Ministry of Environment and local governments;
- ensuring proposed uses do not adversely effect the ecological systems of the area;

- developing mitigating measures for environmental impacts and incorporating those into tenure agreements;
- enforcing tenure agreements;
- offering temporary tenures in some cases so that impacts may be assessed; and
- closely monitoring the operations of tenure holders.

The province is currently studying simplification of the lease conditions and the permitting process. New regulations are expected imminently.

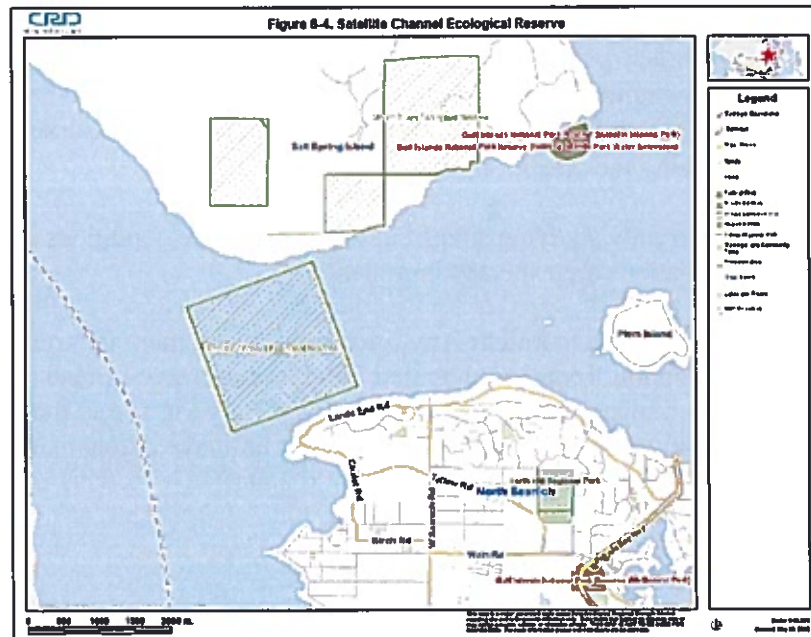
**Implication for North Saanich:** Any foreshore development in North Saanich must receive authorization from the Integrated Land Management Bureau (ILMB) of the provincial government. Rezoning and a development permit from the District is required before proceeding as, with a very few exceptions around existing marinas and grandfathered private docks, all the coastline is zoned as M-6. This is further discussed in Part 4.

#### ***Ecological Reserves Act***

Ecological reserves are areas in British Columbia selected to preserve representative and special natural ecosystems, plant and animal species, features and phenomena. The key role of ecological reserves is to contribute to the maintenance of biological diversity and the protection of genetic materials. Scientific research is one of the principle uses of ecological reserves in British Columbia.

**Implication for North Saanich:** The 343-ha Satellite Channel Ecological Reserve is located 200 metres south of Saltspring Island and 200 metres north of Saanich Peninsula (Figure 6-4). It is the only wholly subtidal marine protected area in British Columbia as it consists only of seafloor habitat. Established in 1975, it was designated to research the effectiveness of protected marine areas as a model for future marine conservation areas. The benthic infauna is diverse in species and high in biomass, with at least 67 species present, of which bivalve and gastropod mollusks, errant and sedentary polychaetes, amphipods and echinoderms are particularly diverse. Nine species have been found to be ecologically significant, and studies over time have shown the benthic communities to be stable. The ecological reserve is also important for migrating marine animals that move through the channel such as octopus, dogfish, salmon, lingcod, wolf eels, killer whales, harbour porpoise and harbour seal. Council and District staff must ensure the ecological reserve is protected from any development.



**Heritage Conservation Act**

Archaeological sites are protected by the *Heritage Conservation Act*. Landscape altering activities, property development, and local government infrastructure improvements or maintenance can impact these protected sites. There are two essential areas of archaeological resource management best conducted by local government: integration of archaeological information into planning and notification of applicants during the development approval process. Archaeological site impacts are difficult to manage since: sites are often buried and hard to identify, the locations of known sites are not allowed in the public domain as this encourages looting of these fragile places, and the locations of many sites are as yet undiscovered<sup>7</sup>. Local governments can use the BC Archaeological Site Inventory to determine where overlaps between development and archaeological sites may occur.

**Implication for North Saanich:** Many areas on the coastline around North Saanich were used by First Peoples before European contact, e.g., middens. Therefore, applicants for development permits may be required to contact the Ministry of Tourism, Sports and Arts, Archaeological Branch, to determine if the site has archaeological significance. This could require a detailed assessment and, if necessary, careful salvage and collection activities before and during construction. The ongoing detailed shoreline inventory (see Part 5) should provide more data on specific archaeological sites.

<sup>7</sup> British Columbia Archaeological Resource Management Handbook for Local Governments. Ministry of Tourism, Sports and the Arts, Archaeology Branch, Victoria, BC  
[http://www.tsa.gov.bc.ca/archaeology/docs/handbook\\_for\\_local\\_governments.pdf](http://www.tsa.gov.bc.ca/archaeology/docs/handbook_for_local_governments.pdf)

### **6.2.3 District of North Saanich Bylaws and Policies**

#### **Zoning Bylaw**

The boundaries of the District of North Saanich extend out 300 metres from the shoreline on the surface of the water. The District's zoning regulations are valid over structures and the uses in those structures providing they do not impair or impede federal power over navigation or shipping or conflict with the paramountcy of senior government legislation.<sup>8</sup>

Overall the marine Zoning Bylaw is generally sound and puts very tight controls on new development. However, some of the zoning subclassifications are a product of history and the process for rezoning for, in some cases, minor facilities, is very time consuming and expensive for the proponent. This discourages proposals, some of which might provide benefits to the community and boaters at large. An example is the refurbishment of aging and unsightly facilities with slightly larger facilities built to current "best practice" designs.

No macro changes in marine zoning are recommended pending development of some of the Marine Development Guidelines discussed in preceding sections and Part 6.3.3 and completion of the shoreline inventory. It is, however, recommended that:

- the existing M2, M3, M4 zoning and the Class A, B, and C marina designations and permit areas be reviewed on a case-by-case basis with the individual marina operators to both simplify the classifications and to accommodate the recommendations made on incremental expansions and potential dry boat storage;
- possible new industrial zones for marine service businesses be evaluated in the McDonald Park and Airport areas; and,
- as the shoreline inventory work is completed, identify and act on possible M5 zoning sites that would permit some level of private or community docks.

Some other gaps may be:

#### **Live-aboards**

Currently, live-aboards are allowed in M-2 (Commercial Marina 1 – caretaker or watchperson only) and M-3 (Commercial Waterfront – Marina Class B). For M-3, permanent living quarters cannot occupy more than 5% of the linear wharfage of the marina. Each marina with the appropriate zoning must determine how much access and service they can provide for live-aboards. However, from a District perspective, two issues arise with live-aboards: sewage disposal and safety. Any problems with live-aboards could be covered by an expanded Tsehum Harbour Authority as recommended in Part 4.

#### **Private Moorage**

Unregulated anchored moorage in Tsehum Harbour may clog the harbour and potentially create safety issues. Some safety issues may be addressed through enforcement of existing federal legislation (Navigable Waters) and coordination with the Town of Sidney. Sidney, in its OCP, has an objective to work with the Canadian Coast Guard and

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<sup>8</sup>Salt Spring Island Local Trust Committee v. B&B Ganges Marina Ltd. 2007. B.C.J. No. 1348, BC Supreme Court 892.

other agencies to eliminate the illegal permanent moorage that is located in Roberts Bay and Tsehum Harbour.

Unregulated moorage in False Creek created such a problem that the City of Vancouver approached Transport Canada's Office of Boating Safety to pursue a Boating Restriction Regulation under the *Canada Shipping Act* to restrict the length of time that boats can anchor in False Creek<sup>9</sup>.

An expanded and coordinated Tsehum Harbour Authority as recommended in Part 4 could regulate anchored moorage in Tsehum Harbour.

### **Boat Dry Storage**

Potential for increased boat dry storage in North Saanich is discussed in detail in Part 4 of this report.

### **Private Residential Docks and Piers**

Currently, private docks and piers are only allowed under M-5 zoning. However, most of the residential properties around the North Saanich shoreline are zoned M-6, which prohibits construction of any marine facility on land or water. When the M-6 zoning was applied, some properties within this zone already had existing docks or piers. These properties are considered legal, non-conforming. They can be repaired but cannot extend beyond their existing footprint without rezoning.

Fewer than 10 residential properties along the North Saanich shoreline have M-5 zoning to allow docks or piers.

## **Policies**

### **Sea Walls**

Sea walls are currently regulated by Council policy. This policy provides detailed guidelines for sea wall construction that discourages "reflective" seawalls in favour of energy-absorbing structures (stacked boulder) in compliance with DFO guidelines. These guidelines also encourage retaining as many trees and shrubs as possible to maintain slope stability and landscaping using native species to reduce the amount of water needed and lessen the risk of future slope failures. All applications are referred to the District's Environmental Advisory Commission (EAC) for their recommendations. Since the EAC and District developed the sea wall policy, new information has become available through the Green Shores<sup>10</sup> program. This program takes a holistic approach to shoreline structures and considers the impact of hardscaping on the whole area rather than the one property in question.

Sea wall construction and other projects undertaken by waterfront property owners could also restrict public access to portions of previously accessible beach areas. This is discussed in more detail in Part 4.7.2.

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<sup>9</sup> "Anchor" includes securing a vessel to a mooring buoy or attaching to another vessel that is anchored.

<sup>10</sup> Details available on website: [www.greenshores.ca](http://www.greenshores.ca)

Under the North Saanich OCP, upland areas extending 15 m inland from the high water mark are designated as Development Permit Areas and any construction in these areas would require a permit from the District. However, it is not clear in policy or legally if the permit is denied whether the District could be held liable.

## **OCP**

### **Marine Areas (Section 4)**

Under General Marine Policies, is the statement:

*4.1.5 The District supports the designation of Saanich Inlet as a marine park.*

### **Access to Shoreline**

Under Environmental Protection and Enjoyment 18.0 Additional Community Objectives and Policies is the statement:

*18.2.14 The District should select and construct public waterfront accesses each year with the aim of maximizing the recreation potential of the shoreline. Narrow accesses may be developed for pedestrian use only. Steep shoreline accesses may be developed for viewpoints only.*

### **Map Legends**

The OCP text currently does not use the same terms / descriptions as the Schedule G legend, e.g., the text uses the terms Rocky Shores, Drift Sector Beaches, Pocket Beaches Mudflats, Marsh and Delta Shores; the Schedule G legend uses Rock Platform with Beach Veneer, Broad Silty or Sandy Beach, etc.

### **Development Permit Areas (DPA):**

A development permit is a planning tool that local government can use to ensure that proposed development is consistent with community objectives, and which enables local government to establish detailed guidelines for development within a development permit area. One of the reasons a DPA can be designated is for the protection of the natural environment, its ecosystems and biological diversity.

Development Permit Area 1 (Marine Uplands and Foreshores) consists of the following:

- a) Upland areas extending 15 metres inland from the high water mark
- b) Deep Cove Chalet Property
- c) Queen Mary Bay
- d) Gullhaven Area
- e) Tsehum Harbour and Lagoon
- f) Marinas and Yacht Clubs

The objective of this designation is to regulate development along the shoreline, foreshore and uplands to provide long-term protection for the ecological values of these areas and guard against their deterioration and contamination.

Any work that alters the land in a DPA requires a permit and compliance with a set of guidelines. Not everyone in this DPA is aware of the requirements. A recent example

occurred at one of the marinas when work took place in the upland area without the required permit.

#### **Other**

It should be noted that the District of North Saanich can refer to many sources to ensure environmentally sound practices are adopted, e.g., *Green Bylaws Toolkit for Conserving Sensitive Ecosystems and Green Infrastructure*, *Stewardship Bylaws: A Guide for Local Government*, *Riparian Areas Regulations*, *Fisheries Act*

### **6.3 Recommendations**

#### **6.3.1 Federal**

##### ***Fisheries Act***

- Further to recommendations made in Part 5, the District should take a proactive approach in dealing with and remediating water pollution issues –particularly in the Saanich Inlet. Measures should include:
  - better informing residents of North Saanich on pollution issues in streams and the waters around the Peninsula;
  - an information program to advise waterfront landowners as to what they can do to reduce pollution, particularly from the upland areas, e.g., ensure proper functioning of on-site sewage treatment systems, reduce the use of fertilizers and pesticides in gardens, encourage residents to plant native species in the 15-m buffer zone;
  - continued and improved monitoring of stormwater outfalls and sediments in Saanich Inlet in partnership with CRD & VIHA and development of solutions that reduce pollution levels of public health and environmental concern as well as high sediment loads that damage the intertidal flora and fauna;
  - District support for North Saanich marinas seeking Clean Marine BC recognition, a Georgia Strait Alliance voluntary environmental recognition program for marinas and boatyards in BC;
  - the District working with all levels of government to ensure the major portion of Saanich Inlet is designated as a marine protected area
  - continuation of support to local non-profit conservation organizations to provide specific environmental deliverables and to foster public awareness and action.

##### ***Canada Shipping Act (2001): Regulations for the Prevention of Pollution from Ships and for Dangerous Chemicals***

- The District should adopt a policy that any new marina developments, seasonal docks or day use ramps or piers must have a pump-out receiving facility for individual boaters and/or for the SIPS collection barge.

##### ***Canada Shipping Act (2001): Private Buoy Regulations***

- The District should ensure that the Zoning Bylaw regarding private mooring to buoys is consistent with federal Private Buoy Regulations and should establish controlled small boat day use buoys in specific recreational areas in partnership with federal agencies such as DFO and Parks Canada and with private organizations.

### **6.3.2 Provincial**

#### **Policies arising from the *Land Act***

- The Integrated Land Management Bureau (ILMB) issues all foreshore leases and is currently revising its regulations. The District should review these revised regulations to insure an integrated management approach between the District and the province and also to ensure that ILMB is aware of sensitive marine areas in North Saanich such as pocket beaches, bird sanctuaries, and ecological reserves, etc.

### **6.3.3 District of North Saanich Bylaws & Policies**

#### **Zoning Bylaw**

- The District should consider a new policy for unsafe and failing legal, non-conforming docks or piers so that replacement may be considered to take advantage of more environmentally sound materials and methods. The Task Force has also recommended in Part 4 of this report that the District consider opening more areas to private docks based on a strict set of guidelines as to where this would be acceptable.
- No macro changes in marine zoning are recommended pending development of some of the marine and dock development guidelines discussed in the preceding sections and completion of the shoreline inventory. It is, however, recommended that:
  - The existing M2, M3, M4 zoning and the Class A, B and C marina designations and permit areas be reviewed on a case-by-case basis with the individual marina operators to both simplify the classifications and to accommodate the recommendations made on incremental expansions and potential dry boat storage;
  - Possible industrial zones for marine service businesses be evaluated in the McDonald Park and Airport areas; and,
  - As the shoreline inventory work is completed, identify possible M5 zoning sites which would permit some level of private or community docks.
- The Zoning Bylaw should be reviewed and revised, if necessary, to reflect the recommendations made by the MTF

#### **Policies**

- For sea walls, the District should consider the following:
  - New policies should be developed to incorporate new information on more environmentally sound practices and guidelines for materials, types and size of walls;
  - The District should seek a legal opinion on the District's responsibilities and liabilities regarding sea walls;
  - The District should ensure that all Development Permits are evaluated for effectiveness in protecting environmental values and consider penalties and mitigating measures for not following the conditions of the Permit;
  - The District should initiate a study to determine the effectiveness of policies and bylaws to mitigate cumulative impacts on the environment, e.g., how have all the individual sea walls in one area impacted natural shore processes?
- The District should develop Marine Development Guidelines to include:
  - Broad brush policies in the OCP on the types of marine development that are encouraged;



- Guidelines for new marina expansion, e.g., best practices, construction materials, pump-outs and waste management, public facilities, small boat ramps, etc.;
  - Guidelines for residential and community docks and, where possible, seasonal docks at parks;
  - Standards for new boat house construction –within the 30% rule;
  - Building footprint areas, heights, etc. relative to dry storage facilities;
  - Best management practices for new seawall construction;
  - Possibly incorporates an informal step 1, nonbinding discussion with prospective applicants;
  - References to a marine advisory committee to assist in review process of marine development and rezoning applications.
- The District should also ensure that all businesses, marinas, yacht clubs and residents within the marine and foreshore Development Permit Area are aware of the requirements for any construction or alterations.
  - The inconsistencies between terms used in the OCP text and in the maps and schedules regarding marine areas should be corrected.

## 7. Summary

Key findings and recommendations developed from detailed review of the various marine and foreshore uses and the queries raised in the Task Force mandate in Appendix B are as follows:

### 7.1 Key Findings

1. There is a high resident demand for recreational use of the coastline, beaches and waters around North Saanich. Recreational usage includes:
  - Day and longer term cruising by some 6,000 boaters, some 50 to 55% of whom reside in the northern part of the Peninsula with a further 25% in the greater Victoria area;
  - Fishing, crabbing, shrimping, often from smaller trailerable craft using the Tulista Park boat ramp;
  - Use of canoes, kayaks or dinghies launched from the more accessible public beach accesses;
  - Public use of beaches, viewpoints and waterfront trails (there are 37 public beach access points in North Saanich);
  - Private waterfront property use including some residences with foreshore leases and private docks;
  - Transient anchoring in bays and some live-aboards in the major harbours.
2. Commercial marine and institutional operations and facilities in the area include:
  - A 100-boat commercial fishing fleet operating out of Tsehum Harbour;
  - Nine commercial marinas (five in North Saanich and four in Sidney) and two yacht clubs, which, in total, provide permanent moorage for some 3,200 boats ranging in size from 25 to over 40 feet;
  - Growing marine service businesses that generally operate from leased premises in the Canoe Cove and Westport marinas, in the McDonald Park Industrial area and on the south side of Tsehum Harbour in Sidney;
  - Waterfront stores and restaurants — most are located in Sidney but the Deep Cove Chalet restaurant and facilities at the Canoe Cove and Westport marinas are in North Saanich;
  - The B.C. Ferries complex at Swartz Bay that will continue to undergo periodic expansions to meet increased traffic;
  - Pat Bay federal facility incorporating the Institute of Ocean Sciences, the Coast Guard Communications Centre and vessel moorage and maintenance facility and the Victoria Airport Authority leased float plane ramp;
  - CRD public wharf adjacent to Swartz Bay serving the residents of Piers Island; and,
  - Some industrial development on the Victoria Airport Authority leased lands.
3. The economic impact of the above operations on the local economy is substantial:
  - Marinas and their leased premises paid \$622,000 in property taxes in 2007 of which \$267,000 accrued directly to North Saanich, representing about 4.5% of the District's tax revenues or about 50% of the total business contribution; residential property

taxes contribute most of the District's tax revenue at 72%, the airport and ferry operations account for a further 18%;

- On a broader area basis, the total marine operations in Point 2 above are estimated to contribute some \$60 million annually in terms of direct employment and goods and services to the North Saanich and Sidney economies. Approximately 50% of this contribution results from the marine moorage and service businesses in the area with the balance drawn from employment at the Pat Bay and Swartz Bay facilities. Using standard economic multipliers, the \$60 million likely translates into a total economic contribution of some \$150 million annually to the general Peninsula area.
- Direct employment associated with the above operations is estimated at 1,300 people. Presently, there is a serious shortage of skilled marine service trades people and industry is actively looking at ways to improve the situation through recruitment, training and education. Also, because housing in North Saanich is very expensive, many of the people employed in the marine industry live elsewhere and commute to work. This adds to the recruitment challenge and also reduces the direct economic benefit within North Saanich itself; and,
- The marine service industry in the area is vibrant, has world-class capabilities and is steadily growing to meet boating demands. With judicious encouragement, the industry can continue to grow to create employment, to help diversify municipal tax revenues and to generate other economic benefits as well as adding to the overall energy and well-being of the community.

4. A review of permanent moorage needs and facilities identified the following:

- There is a severe shortage of moorage to accommodate the increasing growth of boating on the Saanich Peninsula. Many newcomers to the area who have a boat or would like to have a boat in the 30 ft to 40 ft range are unable to find moorage. Most marinas have long wait lists and at any one time, depending on size, some 300 boat owners may be looking for moorage.
- The supply/ demand imbalance is leading to rapid increases in moorage rates and generally making it more difficult for boating residents to access and enjoy the surrounding ocean environment at reasonable cost;
- Most of the existing marinas have limited room for expansion but can be expected to move towards reconfiguring and modernizing their docks to accommodate larger boats, which will further increase moorage rates and could potentially reduce moorage availability for smaller boats;
- Reconfiguration and refurbishment does, however, create opportunities to build to better standards and incorporate holding tank pump-outs and environmental control facilities;
- Boat shelters currently account for about 20% of slips in the area. These are individually purchased by the owners and add to the assessed tax base of the marina in question. At present, the District Zoning bylaw restricts boat shelters to not more than 30% of the marina's useable permit area;
- Several operators and developers are looking at dry land storage facilities with an on-request haul in /haul out. This type of storage is more suitable and economic for smaller boats –or those used infrequently. Appropriate dry land storage developments

could help alleviate the wet moorage shortage and may have a lesser environmental impact;

- The Task Force has reviewed potential sites around the Peninsula for possible marina expansion. When looking at a combination of topography, weather, navigation and other use factors, the most practical sites for expanded moorage were found to be in Yacht Club Bay in Tsehum Harbour, in Canoe Passage and in Deep Cove.

5. A review of buoyed moorage identified the following:

- At present there is almost no enforced regulation of private moorage buoys placed in sheltered bays around the Peninsula and in Tsehum Harbour unless there is a serious navigation or safety issue.
- With the shortages of permanent moorage, this lack of regulation could become a congestion and safety issue in the future –Tsehum Harbour already has problems with numerous anchored boats in the summer, live-aboards, and a proliferation of crab traps and other navigation hazards.
- While there are conflicting jurisdictions in regulating the use of inshore waters, the Town of Sidney actively participates in the Tsehum Harbour Authority and enforces bylaws dealing with waste discharge into the portion of Tsehum Harbour overseen by the Authority. The Tsehum Harbour Authority is responsible for a small area adjacent to the existing federal government wharf in the Sidney portion of Tsehum Harbour.
- Other than zoning and some financial support to conservation organizations, the District of North Saanich does not take an active day-to-day stewardship role in the waters adjoining the District. This is addressed in subsequent MTF recommendations.
- Various organizations such as Parks Canada and local environmental groups are promoting parts or all of the Saanich Inlet as a designated Marine Park. The North Saanich OCP supports this concept. Regulated transient buoys that require a user fee such as those at Sidney Spit and other marine parks could both provide a revenue opportunity for the District and reduce eelgrass removal and bottom degradation caused by multiple anchorings.

6. Boating and angler organizations as well as many residents support the need for a new small boat launching ramp preferably on the west side of the Peninsula. Findings are as follows:

- The west side of the Peninsula is favoured so that, depending on prevailing weather and wind conditions, boaters would have a choice between the Sidney Tulista Park ramp on the east side or the west side. It would also be more convenient for west side residents, including the two First Nations.
- While upfront capital is required, a west side boat launch would represent a revenue opportunity for the District and an arrangement could be put in place with the Sidney Anglers or possibly one of the First Nations to manage the ramp and collect fees for a specified percentage of the gross.
- Finding a suitable site for a boat launch ramp on the west side of the Peninsula is difficult. The Task Force has considered the following sites:
  1. the Pat Bay Airport ramp or an adjacent ramp off the District's Pat Bay Park;

2. to the south, but on the property, of the Institute of Ocean Sciences; and,
3. one of the two First Nations foreshores at either the northern part of Patricia Bay or Coles Bay.

As discussed in Part 4.5, the first two options are preferred but both the Airport Authority and the Real Property Division of DFO responsible for the IOS site have raised objections on various grounds including interference with float plane operations and access and security issues.

- Both of the First Nations sites are fairly shallow, on tidal flats, and more exposed to weather than the other sites. Consequently, costs would be higher. The Tseycum First Nation supports the need for a facility but also prefers the Patricia Bay Park area.
  - A Pat Bay location has an additional advantage in that a pump out facility could be incorporated and hooked into the new West Saanich Road sewer system.
  - The Task Force also looked at two other fallback sites: the Dolphin Road wharf at Swartz Bay and Cy Hampson Park at Bazan Bay on the east side of the Peninsula. These are discussed in detail in Part 4.5.
  - At present, no seasonal docks for day-use kayak launching and small craft tie-ups are found on the west side of the Peninsula in North Saanich. There is no place to put ashore (other than beaching) between Deep Cove and Brentwood. A launching ramp could also accommodate a seasonal floating dock similar to those found at Tulista Park
7. The Task Force mandate included consideration of upland development opportunities. As noted in Parts 3 and 4, with the exception of the Chalet restaurant and Stonehouse Pub, restaurants, tackle shops, stores, chandleries and tourist outlets are all associated with existing marinas. Further it appears from the stakeholder consultation process that there is little appetite or interest in developing this type of commercial activity on a stand alone basis. The Task Force does support, as noted earlier, expansion of the marine service business sector and feels that any new waterfront development proposals be they residential or marine should encourage public access and tasteful commercial activities such as coffee shops, specialty stores and restaurants.
  8. A review of public beach access, parks, cycle paths and trails identified the following:
    - North Saanich contains 6 waterfront parks of which 3, Coles Bay Regional Park and Patricia Bay Park on Saanich Inlet, and Cy Hampson Park on the east side of the Peninsula, provide off-street parking, picnic areas and public toilets. Coles Bay Park and Patricia Bay Park are associated with good swimming beaches (warm water). Lillian Hoffar Park, looking into Tsehum Harbour, is spacious, an inviting picnic area, but is “parking challenged” with room for only 3 vehicles in its parking lot and no parking allowed on the adjacent McDonald Park Road. The remaining two parks are small; H.M.S. Plumper Park on Curteis Point has a short circular trail leading to a viewpoint and Tsehum Lagoon Park is undeveloped.
    - The only significant waterfront trail in the District is the Scoter Trail, extending along the shoreline of Patricia Bay from the mouth of Ten-Ten Creek (near the seaplane ramp and adjoining Patricia Bay Park) to the south boundary of the Tseycum lands.

- This is a very popular trail in all seasons. Portions of the trail are closed because of storm damage sustained in the winters of 2006 and 2007.
  - There are currently 37 beach accesses and 5 ocean view points distributed around the shoreline of North Saanich. The majority of these are built on road allowances or public rights-of-way for storm water drains. In addition to the swimming beaches associated with the parks listed above, some 8 accesses lead to popular swimming beaches, all of them on the west side of the Peninsula. Apart from the major park locations most of these have limited or no parking or facilities which results in their being used primarily by the neighbouring residents.
  - The popularity of canoeing and kayaking as healthful, low environmental impact, activities can be expected to grow. Launching a kayak at some of the existing beach access is difficult, manageable at others and easy at a few. Launching sites that would be suitable for a club outing or for people coming from some distance away are restricted to the three parks (Coles Bay, Patricia Bay, Cy Hampson Park) where there is off-street parking and public toilets.
  - With a growing population and increasing urbanization, public amenities based on natural features of our landscape (beaches, woods, inshore waters) will be increasingly important and valued. Maintaining and improving the current network of parks, trails, beach accesses, and small boat launching facilities is possibly one of the best social and environmental investments the District can make.
  - Beach accesses and trails can infringe upon the privacy of adjacent property owners and while most users of these amenities behave respectfully, vandalism and inconsiderate behaviour occurs from time to time. Zoning regulations and other “rules” deemed to be in the long term public interest can also be viewed as unduly restrictive of landowners’ rights to enjoy their property. There is potential for divisive antagonisms on both sides of the public/private interface regarding trails and beach accesses that the District must attempt to minimize while pursuing policies that are fair to all parties and reflect the long term interests of the community as a whole.
9. The Task Force mandate included commentary on a foreshore inventory. At present while information on various components are available from other government studies and previous work on Saanich Inlet, an up-to-date inventory on the North Saanich shoreline is not available. The District has contributed funding towards a shoreline inventory project led by the SeaChange Marine Conservation Society. This is an important piece of work which will aid subsequent policy development. The Task Force supports this initiative and feels the District should become closely involved in the progress and conclusions drawn from the work.
10. Key Task Force findings on North Saanich marine bylaws, policies and procedures are as follows:
- The mandate for governing uses and activities in the marine areas around the District lies with the federal (DFO and Transport Canada), the provincial (Ministries of Agriculture & Land, Environment, and Tourism, Sports and the Arts) and regional (CRD) governments. The District can only control zoning and land use regulations on upland areas and the surface of the water out to 300 m.



- Currently, the District has no facilities or requirements to provide facilities for pumping out boat sewage. The only pump-out facilities on the east side of the Peninsula are in the Town of Sidney. On the west side of the Peninsula a mobile pump-out service is provided by the Saanich Inlet Protection Society.
- Marine uplands and foreshore areas of the District are in a Development Permit Area, and a development permit is required for any construction to balance development opportunities with conservation of the ecological and scenic values of the shoreline. Foreshore Leases must also be obtained and, as most of the North Saanich coastline is zoned as M6, a time-consuming and costly rezoning process is required for the construction of private residential docks. While due diligence is required on individual applications and a proliferation of facilities in environmentally sensitive areas is not desirable, the Task Force feels the process is unnecessarily onerous and that the District should better recognize and support the aspirations of property owners who wish to access, improve and enjoy the waterfront. This is addressed further in the recommendations.
- Notwithstanding the many jurisdictions covering marine activities and use of the North Saanich coastline, bays and harbours, the Task Force considers there are long-term benefits to all concerned in the District taking a proactive stewardship role in the management of their waters. Suggested ways in which this can be accomplished are contained in the recommendations.

## 7.2 Recommendations

In developing the recommendations, the Task Force has followed these guiding principles and philosophies:

- That the District should encourage and support the sustainable use and enjoyment of the magnificent waters around our coastline by all residents and taxpayers be they boaters, hikers, kayakers, residents or local businesses with balanced attention to the needs of all;
- That in reviewing and approving development proposals, sound environmental practices are applied and that key public amenities such as beaches (and access to beaches), parks and trails are protected for the use and enjoyment of future generations;
- That development processes support objective and informed decision-making, which balance business and public needs and strive for win-win outcomes;
- That permitting and re-zoning processes be reviewed and streamlined, where possible;
- That sensitivity, goodwill and respect of public and private property rights to the enjoyment of the District foreshore be exercised by all parties in the communication and review of proposals affecting the foreshore;
- That a vital and sustainable marine industry contributes to both the economic and social well-being of the community and helps diversify municipal tax revenue; and,
- That the environmental health of the marine areas surrounding the District be maintained and, where possible, improved.

### 7.2.1 General marine sector development

1. The District better recognizes the marine heritage, economic contributions and the boating interests of many of its residents by:
  - Supplementing Section 7.0 *Commercial Development* of the OCP with a specific marine development policy incorporating some of the key recommendations and philosophies contained in this report;
  - Developing specific Marine Development Guidelines as outlined in Part 6.3 and incorporating them into the appropriate development process bylaws;
  - Incorporating support for economic and sustainable diversification of the current tax base in the policies;
  - Investigating current land use plans in the McDonald Park Road and Airport land areas with a view to encouraging further marine-related businesses;
  - Supporting the current Oceans Network Canada proposal to create a new high tech applied research centre and business park at the University of Victoria site at Patricia Bay;
  - Considering development of affordable housing to encourage marine trades employees to live in and contribute to the economy of the area;
  - Encouraging proponents of new waterfront developments and improvements to incorporate an element of public use, e.g., waterfront trails/restaurants in appropriately zoned areas.

### **7.2.2 Marine & foreshore use**

2. Support a policy which permits, subject to specific applications, marina expansions in the order of 10% over and above current capacity. Such a policy would help mitigate the substantial shortage of wet moorage, thereby shortening the waiting lists for slips in the area.
3. Further to Recommendation 2, enter into proactive discussions with individual marinas on the various sites at Deep Cove, Canoe Cove and Tsehum Harbour described in Part 4.1.4. The discussions should include expansion options, land use and zoning optimization within the permit areas, environmental issues and opportunities for sewer connection and upgrading of facilities to current “best practices”.
4. For the Deep Cove reconfiguration application, the District should encourage the proponent to install a pump-out facility and also consider establishing a float and ramp at the end of the new or modified Blauw Pier that would be accessible to the public and suitable for launching kayaks or similar small boats.
5. No changes to current boatshed regulations are recommended at this time. The possibility of common covered moorage (continuous roofline) versus individual boatsheds allows for higher density moorage and should be considered in reviews of any reconfiguration proposals.
6. The District should be flexible in dealing with any requested land use or zoning changes necessary to accommodate dry land boat storage facilities. This is an environmentally friendly approach to increase the number of vessels accessing local waters. Several marina sites would be suitable for expanded dry land storage as well as the possibility of a stand-alone site. The addition of a launch ramp would be helpful in facilitating such a business venture.
7. Most of the North Saanich coastline is zoned M-6 that precludes development of new private docks without rezoning. Private docks clearly provide benefits to the waterfront residents involved but can create environmental and public access issues. The Task Force recommends further work to define, in conjunction with the shoreline inventory program, acceptable areas and consider rezoning these areas to M-5. In the interim, the new Marine Development Guidelines should deal with issues around development of such docks – perhaps encouraging multi-use or community docks. Properly written guidelines would provide more certainty to proponents and help create an objective and informed basis for approving or disallowing applications.
8. North Saanich should join with Sidney to either expand the scope of the existing Tsehum Harbour Commission or form a new one, which could, at a later date, be expanded to include all of the District’s shoreline. The mandate and role need to be further developed as discussed in Part 4.3 to monitor and trigger enforcement by the responsible bodies for issues such as inappropriate buoy placement, transient

moorage, derelict boats, fire protection and waste discharges.

9. The District should proactively follow up with Parks Canada on the designation of parts of the Saanich Inlet as a Marine Park. Such discussions should also explore the development of transient overnight mooring buoys at appropriate locations as a user-friendly, pay-for-use alternative to transient anchoring. The buoys at Sidney Spit are a good example of this approach.
10. The District should commit to development of a public access boat launch ramp on the west side of the Peninsula. The preferred location is in the Patricia Bay area but, as noted in Part 4.5, land use and business arrangements need further investigation. Fallback options that would relieve existing demand are the Dolphin Road site at Swartz Bay or Cy Hampson Park on Bazan Bay. Ongoing investigation should include parking reviews and consultation with any affected residents.
11. The District currently has some 37 public beach accesses, many of which are accessed by narrow residential streets and steep trails down to the beaches. The Task Force recommends that most of these should remain in their natural “unimproved condition”. However, the potential exists to improve resident access, use and enjoyment of our beaches with selected improvements at several locations. It is therefore recommended that the District further investigate, and after appropriate consultation with parties involved, adopt a phased program and budget to carry out the following:
  - Review and implement the most effective consultation process to achieve balanced resolution of various issues around public needs and private property interests;
  - Review existing parking possibilities and restrictions at some of the more popular beaches;
  - Review District policies regarding maintenance of existing beach accesses and adjoining beaches (including trash removal) and review of regulations / bylaws (particularly to minimize incidents of rowdiness) and other matters related to safety and the encouragement of reasonable and respectful use;
  - Add lockable bike racks at some or all of the following locations:

West end of Cromar Road	Lillian Hoffar Park
West end of Norris Road	West end of Tatlow Road
West end of Towner Road	(Chalet Beach)
North end of Scoter Trail	West end of Moses Point
Patricia Bay Park	Road
West end of Braemar Avenue	West end of McTavish Road
Cy Hampson Park	Blauw Pier
  - Consider designating Chalet Beach as a destination beach for picnicking and general day use, which would require improving parking availability and adding toilet facilities. It may also be a suitable location for a seasonal small boat dock;
  - Consider designating the following locations as kayak launch sites:

West end of Braemar Road in Ardmore  
Patricia Bay at the north end of the Scoter Trail  
West end of Tatlow Road in Deep Cove (Chalet Beach)  
Cy Hampson Park  
Lillian Hoffar Park

These designations would require a review of parking, addition of toilets and potentially lockable user pay kayak racks or sheds. A good place to conduct an initial trial for the latter would be Lillian Hoffar Park.

- Repair and restore the seawall in those sections of Scoter Trail extending north of Patricia Bay Park that were damaged in the winter storms of 2006 to 2008;
- Consider publishing a guide to District beach accesses that describes the recreational possibilities and also provides a code of conduct for beach visitors, kayakers and canoeists and fishers. Signage at strategic locations should also be developed with the same messages as the guide.

#### **7.2.3 Shoreline inventory**

12. The Task Force endorses the scope of the recently approved comprehensive shoreline inventory initiative (Saanich Inlet and Peninsula Atlas of Shorelines -SIPAS) that is being undertaken by the Saanich Inlet Protection Society and the SeaChange Marine Conservation Society. As this work extends beyond the end date of the MTF mandate, some of the regulatory and policy recommendations in this report are based on our current understanding of the issues and may require further quantification at a later date. It is recommended that, as a co-funder, the District stay closely involved in the work and as results become available:

- Assess current compliance and take action on deviations with current policies and bylaws;
- Designate areas requiring more or less protection than covered by existing zoning, policies and bylaws;
- Review adequacy and, if necessary, modify or expand existing policies and bylaws to protect and preserve the foreshore environment;
- Use data to develop best practice guidelines for foreshore structures and incorporate into the policies discussed in Recommendation 1;
- Review current marine zoning in light of any new data from the inventory;
- Consider establishing an ongoing standing expert advisory committee to assist in this work, including policy reviews and application assessments;
- Develop an information program for waterfront landowners (see Recommendation 13).

#### **7.2.4 Policies, procedures & environmental protection**

13. The District should take a proactive approach in dealing with and remediating water pollution issues –particularly in the Saanich Inlet. Measures should include:

- better informing residents of North Saanich on pollution issues in streams and the waters around the Peninsula;

- an information program to advise waterfront landowners as to what they can do to reduce pollution, particularly from the upland areas, e.g., ensure proper functioning of on-site sewage treatment systems, reduce the use of fertilizers and pesticides in gardens, encourage residents to plant native species in the 15-m buffer zone;
  - continued monitoring of stormwater outfalls and sediments in Saanich Inlet in partnership with CRD & VIHA and development of solutions that reduce pollution levels of public health and environmental concern;
  - District encouragement for North Saanich marinas seeking Clean Marine BC recognition, a Georgia Strait Alliance voluntary environmental recognition program for marinas and boatyards in BC;
  - the District working with all levels of government to ensure the major portion of Saanich Inlet is designated as a marine protected area;
  - continuation of support to local environmental organizations to provide specific environmental deliverables and to foster public awareness and action.
14. The new Marine Development Guidelines should incorporate appropriate waste management guidelines, installation of pump-outs for new marina expansions, and up-to-date design standards for docks, seawalls and other marine structures.
15. Once the new Marine Development Guidelines are in place, Council should encourage applicants to “round table” expansion plans with District staff to provide a better understanding of needs and expectations before making major investments in preliminary work.
16. The District should ensure that the Zoning Bylaw regarding private mooring to buoys is consistent with federal Private Buoy Regulations.
17. The District should liaise with the Integrated Land Management Bureau of the provincial Ministry of Agriculture and Lands to integrate processes for foreshore lease applications and also ensure that sensitive marine areas in North Saanich (e.g., pocket beaches, bird sanctuaries, and ecological reserves) are flagged and receive appropriate attention. The District should also ensure that all businesses, marinas, yacht clubs and residents within the marine and foreshore Development Permit Area are aware of District requirements for any construction or alterations.
18. The new Marine Development Guidelines should incorporate a policy that unsafe and failing legal, non-conforming docks or piers can be replaced and, where appropriate, more environmentally sound materials and methods should be used. The Task Force has also recommended earlier that the District consider opening more areas to private docks based on a strict set of guidelines as to when this would be acceptable.
19. The District should review policies on sea walls as per the following:
- The new Marine Development Guidelines should incorporate up-to-date information on environmentally sound practices and guidelines for materials, types and size of walls;



- The District should seek a legal opinion on the District's responsibilities and liabilities regarding sea walls;
  - The District should ensure that all Development Permits are evaluated for effectiveness in protecting environmental values and develop enforcement policies for non-compliance with permit conditions; and,
  - The District should use data from the shoreline inventory program to assess the extent sea walls impact natural shore processes and revise policies and guidelines as necessary.
20. No macro changes in marine zoning are recommended pending development of some of the marine and dock development guidelines discussed in the preceding sections and completion of the shoreline inventory. It is, however, recommended that:
- the existing M2, M3, M4 zoning and the Class A,B, and C marina designations and permit areas be reviewed on a case-by-case basis with the individual marina operators to both simplify the classifications and to accommodate the recommendations made on incremental expansions and potential dry boat storage;
  - possible new industrial zones for marine service businesses be evaluated in the McDonald Park and Airport areas;
  - as the shoreline inventory work is completed, possible M5 zoning sites that would permit some level of private or community docks should be identified; and,
  - the inconsistencies between terms used in the OCP text and those on the map legends and on the schedules regarding marine areas should be corrected.
21. Several of the above recommendations relate to actions and development of policies requiring technical marine knowledge and expertise. Council should, therefore, consider setting up a successor marine advisory group to support ongoing actions on Task Force recommendations.

### **7.3 Next Steps**

This report basically completes the initial mandate of the Marine Task Force. The group strongly supports the recommendations and suggests the next steps in implementation are:

- Council receive the Task Force report and, after appropriate Staff review, endorse the recommendations in principle;
- Council should direct District staff to review and develop an action program and time frame for implementation and incorporate this into the District Strategic Plan;
- Council and District staff should initiate work on the Marine Development Guidelines with appropriate internal and external resources;
- Council and District staff should initiate discussions with the various stakeholders identified in the recommendations;
- Council and District staff should ensure that, when appropriate, new marine policies and guidelines are incorporated into the OCP and District bylaws; and,
- Council and District staff should continually review the progress and work of the shoreline inventory project and, where applicable, incorporate pertinent data and key findings into marine policies and guidelines.

## **Appendix A**

### **Task Force Membership**

The Marine Task Force is made up of a number of Council recruited members drawn from the community, seconded representatives from other North Saanich advisory commissions, two Councillors, other liaison people from District staff and a Secretary. The total 14 person working group comprises:

• Graham Williams	Chair
• Rob MacLucas	Vice-Chair
• Gord Martman	
• Steve Mihaly	
• Jack Seedhouse	
• David Work	
• Farrell Boyce	Parks Commission Representative
• Dan Carrier	Advisory Planning Commission Representative
• Liz Stanlake	Environmental Advisory Commission Representative
• Annie Scoones	Co-Council Liaison
• Bob Shaw	Co-Council Liaison
• Tracy Olson	District Staff
• Bruce Williams	District Staff
• Jackie Gretchen	Task Force Secretary

## **APPENDIX B**

### **Terms of Reference**

#### **MANDATE**

The mandate for the MTF has two focuses; economic and environmental protection and enhancement.

#### **(a) Economic**

- Review the seven (7) marine zones (M-1 to M-7) to reconsider the permitted uses and restrictions and the extent to which some zoning changes and consolidation may be possible to facilitate more covered moorage (boat houses) and additional development of the upland areas to allow expansion of commercial business (including retail) and greater public access to amenities (e.g. marinas, marine retail shops, other tourism venues such as boat/kayak rentals, charters and tours). This could include:
  - Environmental impact assessments at each marina site for current and potential expansion scenarios;
  - Strategies and policies covering real estate development around marina sites; and
  - Projection demands for moorage facilities and services, economic benefits to the community, tax revenues to the District and additional infrastructure costs and how they are to be recovered.
  - Plans on how the marine industry will handle utilities; e.g. water, sewer and garbage.

#### **(b) Environmental Protection and Enhancement**

- Develop and recommend to Council a method to:
  - Inventory sensitive shoreline including beach erosion, inter-tidal and marine environments and identify those requiring protection;
  - Review and assess the effectiveness and relevance of existing North Saanich bylaws and policies and procedures designed to address, protect and/or enhance marine and foreshore habitats; and
  - Identify short and long term environmental impacts of commercial and residential development/encroachment (current and planned) on marine habitat, foreshore and related water courses that exist in or are adjacent to marine environments.
- Develop practical policies that will:
  - Protect marine environments and habitats in North Saanich, all with the context of the OCP;
  - Incorporate the new Federal Government's regulations requiring holding tanks and pump out stations in order to prevent the dumping of raw sewage from boats in bays, marinas and the open ocean);
  - Balance access/use and protection of the shoreline surrounding the

District (a Provincial resource under the jurisdiction and control of Land and Water BC Inc.);

- Guide marine and shoreline development, including best practices at marinas regarding boat painting and washing;
- Examine boat launch ramps (are they necessary and if yes, where should they be located e.g. Pat Bay), including parking.

## **MEMBERSHIP**

The Task Force will consist of eleven (11) members appointed by Council as follows:

- a) One (1) member of Council appointed as a non-voting liaison member;
- b) One (1) member from the Advisory Planning Commission;
- c) One (1) member from the Economic Planning Committee;
- d) One (1) member from the Environmental Advisory Commission, who has a biology background;
- e) One (1) member from the Parks Commission;
- f) Three (3) members from the public at large who are not already on a North Saanich Commission or Committee that have no affiliation with the marine industry; and
- g) Three (3) members representing the "Marine Industry" (example, commercial marinas, yacht/boat industry (e.g. sales and service), marina restaurants and marine tourism industry).

All members are subject to the removal at the pleasure of Council during their appointment.

The Marine Task Force shall elect from its members a chairperson and vice-chairperson.

The members of the Task Force are appointed until such time as the Task Force has fulfilled its mandate or has been terminated by Council.

Administration shall advertise in the Peninsula News Review to seek individuals who are interested in service on the Task Force and appointments shall be made in accordance with Section 90(1)(a) of the *Community Charter*.

## **MEETINGS**

Administration shall arrange for the first meeting of the MTF and conduct the election of the Chair.

The time and schedule of the MTF meetings shall be determined by the Chairperson, in consultation with its members.

For the purposes of constituting a quorum, a majority of the members of the MTF (excluding the member of Council) shall be six.

The MTF shall follow the rules of procedure outlined in the Council Procedures Bylaw.

All decisions of the MTF shall be in the form of resolutions duly passed by a majority of its Members present. The Task Force shall strive to reach consensus on issues.

A member of the MTF who abstains from voting shall be deemed to have voted in the affirmative.

#### **REMUNERATION OF TASK FORCE MEMBERS**

The members of the MTF, including the Chair, shall serve in a volunteer capacity only, with no remuneration except for the reasonable expense of attending meetings as a may be determined by the Chief Administrative Officer.

#### **TASK FORCE REPORT**

The MTF shall submit a written report to Council, through the Committee of the Whole, confirming its recommendations with respect to its purpose, within eighteen (18) months of its first meeting.

The MTF report shall be a public document and will contain reasons and justification for all recommendations. All background material relied upon or considered in the formation of recommendations shall be cited in the report and made available to Council and interested members of the public, unless doing so would infringe upon the privacy of the person or organization that provided the information.

#### **FINANCE AND ADMINISTRATION**

The Director of Development and Community Services or her designate will provide administrative services and support to the MTF.

The Task Force shall not be authorized to commit financial resources to the District of North Saanich.

#### **TERMINATION**

The Task Force shall terminate upon acceptance of the Task Force's final report by Council or any earlier date as determined by a resolution of Council

## APPENDIX C

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## APPENDIX D

### Stakeholder Consultation Results

#### 1. Consultation Process

At an early stage in the task force work, it was decided to embark on a stakeholder consultation process to both assemble data on marine uses and moorage statistics as well as collect views on opportunities, issues and concerns from stewardship and community groups. The process has involved the following steps:

- Issue and review of questionnaires on moorage data and marine use priorities to 31 stakeholder organizations;
- Group task force discussions with key organizations involved in marine use, and associated stewardship and conservation activities;
- Planning and implementation of a public Open House prior to submitting the report to Council.

Questionnaires were drafted and issued to representative stakeholder organizations in the August to September 2007 time frame. It was decided to largely consult with North Saanich-based organizations, although for completeness on moorage statistics three Sidney marinas were included in the 31 groups listed below;

#### Marinas

- Canoe Cove Marina
- Cedar Grove Marina
- Westport Marina
- North Saanich Marina
- Deep Cove Marina
- Marina Park Marina
- Van Isle Marina
- Port Sidney Marina

#### Stewardship Groups

- Peninsula Streams Society
- Saanich Inlet Protection Society (SIPS)
- Sea Change Maritime Society
- Friends of Pat Bay Watershed
- Friends of Chalet Creek
- Tseycum Watershed Initiative

#### Boating Organizations

- Capital City Yacht Club
- Sidney North Saanich YC
- Sidney Anglers Association
- Victoria Canoe & Kayak Club

#### First Nations

- Tseycum First Nation
- Pauquachin First Nation

#### Residents Associations

- North Saanich Residents Association
- Lands End Residents Association
- Dean Park Residents association

#### Federal/Regional Agencies

- Victoria Airport Authority
- Transport Canada
- Fisheries & Oceans
- Pat Bay Ocean Sciences Centre

#### North Saanich Commissions

- Environmental Advisory Commission
- Advisory Planning Commission
- Parks Commission
- Heritage Advisory Commission

In parallel with this process, key groups were invited to various Task Force meetings in the autumn of 2007 to elaborate on and brainstorm priorities and issues.

Altogether eighteen responses were received from the survey—an approximate 60% response rate. The response rate was fairly consistent among the various groupings and some common priorities and issues were identified.

Subsequent to this survey, in April 2008, a new waterfront residents group—the Peninsula Riparian Property Association—requested input into the Task Force work and were subsequently issued a questionnaire. The Task Force met with them on May 6<sup>th</sup>, 2008 and, as they were still formulating positions, the discussions were fairly general. Their questionnaire response deferred answers to the detailed queries and are, therefore, not included in the summaries in item 2 below. Individual members did, however, attend the Open House and the views of both these members and of the association as expressed at the May 6<sup>th</sup> meeting have been taken into account in the recommendations in Part 7 of this report.

Overall, this process has given the Task Force considerable confidence that the marine situation and current and future development and conservation issues are well identified. Also, to ensure public transparency and in accordance with District guidelines, all Task Force meetings, agendas and minutes have been made available to the general public through the District website and Council meetings. Some members of the public have been consistently attending the monthly meeting as observers and attended the Open House.

## **2. Questionnaire Results**

A simpler quantitative summary of “in favour” indicators on possible new development priorities is shown in Table D-1. A summary of subjective comments and views of expressed by various organizations on the questionnaire is also shown on Table D-2. Various sections of the main report have in some cases discussed specific data in more depth (e.g., moorage and demographic data) than in this section. The details from the eighteen completed 2007 questionnaires are shown in Table D-3. To ensure confidentiality of data provided by private organization the public version of this spreadsheet identifies organizations as Marina 1,2, etc. and similarly with other private organization groupings.

Overall conclusions from the work are:

- There is a very active boating community on the northern part of the peninsula with some 3,200 mooring spaces for a mix of approximately 50/50 sail /power boats in the 20 to 40 foot plus range. Some 65% of these slips are in North Saanich.
- The median size boat is in the 30 to 35 ft. range and approximately 80% are in open slips and 20% in covered boathouses.
- In addition there are approximately 500 small power and self-propelled canoeing, rowing and kayaking craft in regular use around North Saanich.
- From responses obtained, it would appear that between 50 to 55% of the 6,000 boaters involved live in the North, Central Saanich and Sidney areas. Another 20 to

25% come from other areas of Victoria and the balance from mainland BC, Alberta and the northwest US.

- There is consensus that the demand for boating activities of all kinds will continue to increase. The limited availability and increasing cost of moorage and the lack of small boat launch sites are, however, a significant concern for many boaters and could constrain future growth. All marinas have long waitlists.
- Viewpoints differ on how to effectively deal with the above demand, the marinas and yacht clubs would like to see more boat moorage developed while some of the stewardship and one residents group feel that new moorage should be discouraged mainly on environmental grounds but also for foreshore conservation and aesthetics.
- Boating and yacht club organizations were supported by all groups but some felt that the size and extent of these groups were currently adequate.
- There is strong support from most groups on a new small boat launching ramp on the west side of the peninsula for small powered craft, canoes and kayaks, etc.
- There was strong support from all groups for maintaining and improving general beach access, including parking issues and launching sites for kayaks and other small craft –possibly including some seasonal docks/floats as well as public toilets and other amenities.
- Opinion was mixed on possible merits of controlled mooring buoys in popular bays with concerns raised on need, jurisdiction, maintenance and waste discharge issues. One stewardship group felt that controlled buoys are better than anchoring for protection of eelgrass beds and most agreed that the existing clutter of buoys, anchored boats and live-aboards in Tsehum Harbour is a significant issue.
- All groups agreed the desirability of preserving and, in some cases, expanding parks, waterfront trails and cycle paths although some flagged different priorities. Also some felt that modest and sustainable marine development could co-exist with these important uses.
- All deemed that public trails, piers, viewpoints, etc. were important, but again priorities differed between respondents on possible additions.
- All deemed major ferry and air transport facilities were essential. Opinion was neutral, however, on the need or demand for new commercial waterfront development such as stores, restaurant and tourism facilities.
- Stewardship groups and one First Nation expressed major concerns on polluted land-based runoff into creeks and the ocean — particularly in Saanich Inlet. This has contributed to declines in shellfish and other marine habitats. This has flagged a broader watershed management issue with widely distributed community and regulatory responsibilities. Waste from cruising and live-aboard boats was also flagged as a concern although new strengthened federal regulations in this area are being implemented.
- Stewardship groups also expressed concern on the extent and design of sea walls around the Peninsula and, in general, were opposed to construction of new private docks and similar structures.

Discussion and policy recommendations on this material are contained in the main body of the report.

### **3. Public Open House**

As a final step in the stakeholder consultation process, a public open house was held on May 31<sup>st</sup>, 2008 in the North Saanich Municipal Hall. This was organized as a drop-in with the work of the Task Force presented on about 30 story boards. Task Force members were available to answer queries and generally interface with residents. Presentation materials included photographs of activities and maps of existing and potential new facilities. The Saanich Inlet Protection Society and the SeaChange Conservation Society were also represented and had an exhibit on their stewardship activities. Findings of the Task Force report were presented in full and the key thrusts of the recommendations were also identified. Attendees were encouraged to fill out comment sheets and drop them in a box as they were leaving.

The Open House was well attended with some 120 people dropping in over the afternoon. Forty-five comment sheets were received at the meeting and an additional five emails were received after the meeting. In general, feedback was balanced across the key areas of the report. Apart from a few isolated comments, there was little negative feedback on the substance of the work. A group of waterfront property owners did state they were not adequately involved in the process although at the time of our 2007 questionnaire process, no representative stakeholder group was in existence. A few people also would have liked to see handouts of the material. Findings and recommendations were subsequently emailed to those who asked.

A summary of the feedback by subject area follows.

#### **Economic Development**

There was little comment on this subject. The few who did were generally in support of using marine services to diversify the tax base. One person would liked to have seen more examples of upland development.

#### **Increased Moorage**

Of the dozen or so comments received on this subject, support seemed to be 2:1 for the incremental expansion recommendations. One person against said this conflicts with the intent of the OCP while another did not like the current reconfiguration proposal by Deep Cove. One person felt the only practical solution to the moorage shortage was to disallow non-resident mooring and to build a large new facility in Pat Bay. Several people expressed interest in dry storage concepts.

#### **Small Boat Ramp**

Some 20 comments were received strongly supporting a new small boat ramp on the west side of the peninsula. One person suggested avoiding Warrior Point on environmental grounds.

#### **Kayak Facilities**

A number of comments were received supporting kayak launch sites including facilities such as toilets, storage and, in one case, a water washdown source. Several also requested



overnight parking at the Park sites. Suggestions were also received for launch sites in Tsehum Harbour and at Amherst in Sidney.

### **Private Docks & Seawalls**

Several waterfront residents felt zoning and the OCP should be changed to permit private docks. One person suggested this be done on a cove-by-cove basis to avoid sensitive environmental areas. On the negative side, one person cited Piers Island as an example of overdevelopment and another expressed concern on a lack of consultation and District control on a boathouse rebuild on an adjacent property. There was concern /confusion expressed on overlapping federal/provincial/municipal jurisdictions in this area.

### **Beach Access Improvements**

A number of comments were received from both private waterfront property owners and beach users. Generally, the private property owners expressed concern on the periodic public abuse of beaches and enforcement/clean up problems associated with noisy/drinking beach parties and garbage. One person also worried about potential location of public toilets in front of his property and another thought there was too much emphasis on bike racks in the facility maps. The main emphasis on the above was to couple any changes with adequate consultation and abuse monitoring and enforcement provisions.

### **Environmental Factors**

A number of comments were received in general supporting environmental preservation of the area and specifics as follows:

- The need for more sewage pump-out facilities in the area;
- A need to communicate more information on watershed management;
- Monitoring and remediation of stream inflow —structures and quality — into beaches and bays;
- MTF should consult with and review work of Georgia Strait Alliance in such areas as Bazan Bay;
- North Saanich should provide more funding to support SIPS shorekeeping activities and marine sewage collection barge;
- More information on environmentally acceptable dock construction would be welcomed;
- Crab take should be reduced in areas where overharvesting is present;
- One person felt there was not enough attention being paid to environmental activities in the Open House presentation.

### **Policies & Guidelines**

Several comments were received, including one from a live-aboard, supporting increased regulation of navigation and pollution control activities in Tsehum Harbour. As noted earlier, there were also comments on the effectiveness, or lack of, multi-jurisdictional government agencies on marine areas and questions on how and if North Saanich should get involved. Probably the most contentious issue raised in this area is whether M6 zoning should be changed to M5 in certain areas to accommodate private docks.

**Table D-1**

**Statistical Summary of 18 Questionnaire Responses  
on possible facilities improvements and additions**

<b>Subject:</b>	<b>In Favour</b>	<b>Groups involved:</b>
1. Marina expansion	45%	Primarily boating groups and marinas
2. Public beach access	70%	Mostly Environmental
3. New small boat launching ramp	65%	Mix of respondents
4. Public viewing and fishing piers	45%	Mix of respondents
5. Additional mooring buoys	40%	Mix of respondents
6. Wildlife & nature preserves.	55%	Mix of respondents
7. Waterfront trails, viewpoints & cycle paths	70%	Mix of respondents
8. Kayak & Canoe Launching Ramps	75%	Mix of respondents
9. Seasonal docks	55%	Mix of respondents
10. Waterfront cafes and businesses	Most felt adequate	

Most respondents added comments expanding on other issues and environmental factors – See Table D-3 below.

**Table D-2**

**Supplementary Comments by Questionnaire Respondents**

**Marina Grouping**

**Marina 1**

- 1 Expansion needed- Southside bay.
- 2 Need launching ramps.
- 3 More public access.
- 4 Bigger and wider Slips & Boathouses.
- 5 No mooring buoys except for transients.

**Marina 2**

- 1 Need expansion of moorage facilities in Tsehum Harbour.
- 2 In favour of residential moorage.
- 3 In favour of mooring buoys.
- 4 Increase public access to marinas & facilities.
- 5 Boats are increasing in size.
- 6 Need sewer hookups for holding tank dumping.
- 7 Want to expand westward in the harbour.

**Marina 3**

- 1 Supports expansion of moorage in Tsehum Harbour.
- 2 In favour of commercially controlled buoyed moorage.
- 3 Need to permit dredging for routine marina maintenance
- 4 Is involved in commercial uplands development
- 5 Sees need for additional parking policies and more public use of marinas
- 6 Flags need for environmental sustainability of any expansions coupled with green space development.

**Marina 4**

1. Supports expansion of moorage in Tsehum Harbour
2. Sees rapidly increasing growth in boating and moorage needs.

**Boating Organizations & Yacht Clubs**

**Boating Group 1**

- 1 Shortage of moorage in area.
- 2 Need for public access.
- 3 Need for wildlife & parks.
- 4 Boat launching ramps needed.
- 5 No room for expansion at CCYC.

**Boating Group 2**

- 1 The club feels it is located in the best location for boating in the Greater Victoria area.
- 2 Expansion needed in all areas, Marinas, Businesses, & Residences.
- 3 More public access for dinghies, kayaks, small daysailers etc.

- 4 Membership growing @ 10%/year, Boats getting bigger.
- 5 Would like to see Yacht Club Bay (Tsehum Harbour) in front of the clubhouse developed for Club boat moorage, junior sailing facilities etc.

**Boating Group 3**

1. Sees a need for boat launching facilities.
2. Sees a need for public piers.
3. Canoe and kayak launching sites deemed inadequate.
4. Boat launching ramp needed on west side of peninsula.

#### **Boating Group 4**

- 1 Increase facilities & support for paddling sports on peninsula.
- 2 Need public access to beaches for swimming and water sports.
- 3 Need for public trails and cycle paths.
- 4 Need for buoyed moorage, public parking and small boat storage.
- 5 Sees marinas & yacht clubs at present as adequate.
- 6 Need for another public boat launch on the peninsula to serve recreational boaters and paddlers.

#### **Conservation & Stewardship Groups**

##### **Stewardship Group 1**

- 1 Has concerns on developmental impacts on shoreline and sub tidal habitats.  
(discussed in more detail at Task Force meeting Dec 6<sup>th</sup>)
- 2 Reduce Private Moorage.
- 3 Increase Public Recreation Facilities.
- 4 Increase Parks and Preserves.
- 5 Need funding for Shoreline Beach Inventory.

##### **Stewardship Group 2**

Generally against new development in Saanich Inlet and is active in various programs to protect the Inlet as discussed with the Task Force Dec 6<sup>th</sup> 2007.

Comments made on questionnaire include:

1. Runs the Shore Keepers program and a volunteer sewage collection barge

2. No new private docks, boathouses and seawall construction should be permitted on the inlet.
3. Concerned about detrimental run off from contaminated creeks entering inlet
4. Prefers mooring buoys to allowing anchoring.
5. Need more public beach access.
6. Beaches, trails, viewpoints etc. keep natural and accessible.

##### **Stewardship Group 3**

1. Focused on Pat Bay and Tseycum/Ten Ten Creeks.
2. Concerned about polluted run off in Creeks and detrimental effect on shellfish and other marine habitat in the Inlet.
3. Supports controlled recreational use of inlet small boat ramp, kayaking, seasonal docks etc.

#### **First Nations Groups**

##### **First Nation Group 1**

Did not respond in detail to the questionnaire but gave the following verbal views on the situation at a meeting on Dec 6<sup>th</sup> 2007:

1. Was very critical of existing land and marine based development on the Saanich Inlet which has resulted in a dramatic reduction in shellfish and marine life over the last several generations since the peninsula was settled.
2. Largely blames polluted creek runoff and direct industrial discharges into the Inlet.
3. First Nations has no funds and considers its up to N Saanich, developers and property owners to fix the problems.
4. After discussion with the Band Council a verbal communication was received Jan 17<sup>th</sup> that they would support a small boat ramp or harbour in Patricia Bay .

## **Residents Associations**

### **Residents Association 1**

1. States their view of the importance of preserving of the existing marine environment and associated wildlife habitat, viewpoints and public access.
2. Is not convinced of public support for any increases in marine development.
3. Doesn't support new marina development.
4. Puts high priority on recreational and small boat use including a possible new ramp.

## **Federal Agencies**

### **Transport Canada (Navigable Waters Protection Division)**

1. Supports new marina development and recreational usage of the waters.
2. Is concerned about the proliferation of mooring buoys, crab pots and derelict vessels along the shoreline.
3. Flags the provincial /municipal jurisdiction on foreshore leases required for new marine construction.

5. Concerned on quality of creek & land based run off and adequacy of enforcement.

### **Residents Association 2**

1. Beach use, Viewpoints, and trails inadequate.
2. Canoe, kayak and small boat launching areas inadequate.
3. Sees a need for buoyed moorage, parking and dinghy storage sites.
4. Sees a need for additional docking and marina facilities on the peninsula

## **Victoria Airport Authority**

- 1 Does not support public use of Pat Bay Park due to attracting birds near flight paths and resulting garbage being left in area.
- 2 Does not want a public boat launch in Pat Bay.
- 3 Sees a need for nature & wildlife preserves in area.
- 4 Sees Pat Bay as a strictly commercial aviation & boating operation.

## **North Saanich Advisory Commissions**

### **Environmental Advisory Commission**

- 1 No further development in Tsehum Harbour.
- 2 Inadequate public beach areas.
- 3 Inadequate viewpoint access.
- 4 Inadequate trails and cycle paths.
- 5 Need for public piers.
- 6 Sees canoe, kayak and small boat launching ramps as inadequate.
- 7 Against any new boathouses.
- 8 Need for nature and wildlife preserves.
- 9 Sees marinas and yacht clubs as adequate at present.
- 10 No new docking facilities, use dryland storage.

### **North Saanich Parks Commission**

- 1 Beach access for public inadequate.
- 2 Public viewpoints inadequate.
- 3 Recreational fishing access inadequate.
- 4 Canoe, kayak and small boat launching ramps inadequate.
- 5 Need for buoyed moorage, parking and storage for dinghys.
- 6 Nature and wildlife preserves inadequate.
- 7 Sees marinas and yacht clubs as adequate. Against expansion.

**North Saanich Heritage Advisory Commission**

Is vitally interested in preservation of heritage marine sites and structures including; wetlands, tidal flats, foreshore, flora, fauna and environmentally sensitive areas. Additionally:

1. Supports compatible recreational use of the water including boating facilities waterfront trails, kayaking, fishing etc
2. Is concerned on the water quality of creeks and landbased runoff into the ocean.
3. Notes the likely need for expansion of the Swartz Bay Ferry Terminal.
4. Case needs to be made before support obtained for small boat ramp.
5. Doesn't favour new developments in Nymph Point or Marina Way lagoon.
6. Recommends study be made to assess impacts and remediation of water runoff-particularly in Saanich Inlet



**Table D-3. Marine Task Force – Summary of Survey Responses**

Query	Marina 1	Marina 2	Marina 3	Marina 4	Marina 5	Marina 6	Marina 7	Marina 8	YC 1	YC2
<b>Contact Person</b>										
<b>No of Members-If applicable</b>									300	850
<b>Comment on MTF mandate</b>		Fine	Support							Excellent
<b>Use Preferences</b>										
Marinas-open docks	Y	Y	Y		Y				Y	Y
Marinas – boathouses	Y	Y	Y		Y				Y	Y
Marinas & boating clubs gener.	Y	Y	Y		Y				Y	Y
Mooring buoys & access fac.	Q	Y	Q						N	Y
Residential/Private docks	Y	Y							Y	Y
Canoe/Kayaking & access fac.	Y	Y	Y						Y	Y
Small boat launching ramps	Y	Y							Y	Y
Public piers fishing & viewing									Y	Y
Recreational beach use	Q		Y	Y					Y	Y
Ocean viewpoints, vistas	Y	Y	Y						Y	Y
Waterfront trails & cycle paths	Y	Y	Y						Y	Y
Recreat. Fishing, prawning, etc.	Y	Y	Y						Y	Y
Nature preserves/wildlife habitat	Y		Y							Y
Commercial boat service fac.	Q	Y	Q							Y
Sea & Air transport docks, etc.	Y									Y
Waterfront bus. & restaurants	Y	Y	Y							Y
<b>Suggested other uses</b>										
<b>Flagged concerns on uses</b>	None	None	Dredg Rest							Insuff moor
<b>Any expanded marine uses</b>		Tsehum	Tsehum		Tsehum					Tsehum
<b>Any decreased marine uses</b>										
<b>Develop. of new moorage</b>	Y	Y	Y		Y					Y
<b>Prefer. on open vs covered moor.</b>	Both	Curr Mix OK	Mix							Both
<b>Develop buoyed moorage</b>	Transient	Y	Y-Comm							Y
<b>Develop small boat ramp</b>	Y	Low Prior		Y						Y
<b>Develop seasonal docks</b>	Y	Y	Y							Y
<b>Public access to coastline</b>	Y	Y	Q							Y
<b>Own/control moorage</b>	Y	Y	Y						Y	N
<b>No. of open slips</b>	221	50	100		494				70	
<b>No. of covered slips</b>	154	25			145				106	

Query	Marina 1	Marina 2	Marina 3	Marina 4	Marina 5	Marina 6	Marina 7	Marina 8	YC1	YC2
Total no. of slips	375	75	100		639				176	
Total linear footage	n/a	3000ft.	3200ft.						6250	
Waiting list for moorage	up to 1 yr	2 yrs	Yes		up to 100				6-7 yrs.	
No. or % Power	70%	50%			33%				90%	50%
No. or % Sail	30%	50%	Maj sail		67%				10%	50%
% by slip length										
Under 20 ft.	10%		10%						4%	
20 – 30 ft.	20%	10%	50%						17%	
30 – 40 ft.	40%	30%	30%						49%	
Over 40 ft.	30%	60%	10%		31%				30%	
% Member / customer by area										
NS/CS/Sidney	30%	30%	75%		75%					50%
Other Victoria	30%	25%	15%		4%					30%
Other BC	25%	15%	5%		6%					15%
Out of province/country	15%	30%	5%		5%					5%
Member/cust. age demographic										
Current	Wide range	40-70	Av 50+						50-60	Av. 60
Future	Wide range	Young trend	Similar							Pot. young
Future moorage demand										
Comments	High	High	High						High	High 10%
	Larger slips	Larger slips	20-30%							Larger boats
Moorage Alts. Considered	Dry Stor	N	Y						N	Dry Stor
Youth sailing prog offered	N	N	N						N	Y 150/yr
Charter boating hosted	Y	N	N – Plan to						N	N
Fishing activities hosted	N		N – Plan to						Spec events	N
New future services	Hi-Cust Ser	Pumpouts	Add Parking						N	More facilities
Marine tourism hosted	N	N	Y						N	Recip. visit
Changing service needs	See note	See notes	Increases.						N	See notes
Uplands Dev. Suggestions	Dry stor.	Serv. bus.	See notes						N	Serv. fac.



Query	Boating Org 3	Boating Org 4	Steward. Group 1	Steward. Group 2	Steward. Group 3	Steward. Group 4	Steward. Group 5	First Nation 1	First Nation 2
Contact Person									
No of Members-If applicable	110	300	6 Env. Gps	83		5+			
Comment on MTF mandate		Addr kayak	Good	See notes		Useful			
Use Preferences									
Marinas-open docks				Status Quo					
Marinas – boathouses				N					
Marinas & boating clubs gener.	H+,H+,I	„A				O,O,A			
Mooring buoys & access fac.	L-,L-,A	H+,H+,I		Status Quo		H,H			
Residential/Private docks			Reduce	N					
Canoe/Kayaking & access fac.	H+,H+,I	H+,H+,I	Increase			H,H,I			
Small boat launching ramps	H+,H+,I	O,H+,I		N		H,H,I			
Public piers fishing & viewing	H+,H+,I					H,H,I			
Recreational beach use	H,H+,A	H,H+,I	Increase	Keep it natur		O,O,A			
Ocean viewpoints, vistas	H,H,A	H,H,A	Increase	Keep it natur		H+,H+,A			
Waterfront trails & cycle paths	H,H,A	H,H,I	Increase	Keep it nature		H,H,A			
Recreat. Fishing, prawning, etc.	H+,H+,I	„A	Increase	Limit comm..		H,H,I			
Nature preserves/wildlife habitat	H+,H+,		Increase	na in S. Inlet		H,H,I			
Commercial boat service fac.		„A		N – S. Inlet					
Sea & Air transport docks, etc.	H,H,A	„A		Fed issue		H+,H+,A			
Waterfront bus. & restaurants	O,O,	„A		N – S. Inlet		O,O,A			
Suggested other uses		Self power boats							
Flagged concerns on uses	Beach poll	Bias larg bits	Seawalls	Dcks/ seawalls		Poll Vigil			

Query	Boating Org 3	Boating Org 4	Steward. Group 1	Steward. Group 2	Steward. Group 3	Steward. Group 4	Steward. Group 4	Steward. Group 5	First Nation 1	First Nation 2
Any expanded marine uses	PBay, DC	Bchs & Park	Beach prot							
Any decreased marine uses	No	Hbr. ComUse		Private docks						
Develop. of new moorage	Yes	No	Open	No						
Prefer. on open vs covered moor.				No boat houses						
Develop buoyed moorage			Yes	Possibly						
Develop small boat ramp	Yes	Yes	Yes	No		Yes				
Develop seasonal docks	Yes	Maybe	Yes			Yes				
Public access to coastline			Increase	Y – beach access						
Marine dev sustainability										
Is any growth desir. & sustainable				N						
Are existing regs. adequate				Inadeq enforce						
Compatibility with other uses				N						
Are there any negative impacts				Dead ocean floor						
Suggestions on major initiatives			Joint work beach inv.	Keep informed						
Notes Questionnaire No. 2 – Community Interest groups and Fed Agencies										
Respondents were asked to successively rank current importance, future importance and adequacy of inadequacy of facilities, hence:										
On importance:	On adequacy:			On adequacy:			A adequate			
	L- not important at all			L not really important			I inadequate			
				O neutral or open						
				H important						
				H+ very important						

Query	Boating Org 3	Boating Org 4	Steward. Group 1	Steward. Group 2	Steward. Group 3	Steward. Group 4	Steward. Group 5	First Nation 1	First Nation 2
		Sample Coding		H,H+,I	item is important now, will be important in the future and facilities are currently inadequate				
				L,L,A	item is not really important now or in the future and facilities are adequate				
				,A	priorities were left blank but facilities were flagged as adequate				
				Expanded comments and answers to queries are included in separate notes for each respondent					

Query	Residents Group 1	Residents Group 2	Residents Group 3	Victoria Airport Authority	Fisheries & Oceans Canada	Transport Canada	NS Env Adv Comm	NS Adv Planning Comm	NS Parks Comm	NS Heritage Adv Comm
<b>Contact Person</b>										
<b>No of Members-If applicable</b>	200	50	700-800		Declined particip.	None	See notes		Adequate	Adequate
<b>Comment on MTF mandate</b>	See notes	None	Declined participation – outside org. mandate	None	Available for queries					
<b>Use Preferences</b>										
Marinas-open docks										
Marinas – boathouses										
Marinas & boating clubs gener.	H,H,A	H+,H+,I				H+,H+,A	H,H,A		H,H,A	H+,H+
Mooring buoys & access fac.	A	H,H+,I				H+,H+,I	H,H,I		O,H,I	
Residential/Private docks										
Canoe/Kayaking & access fac.	H+,H+,I	H,H+,I				H+,H+,A	H,H+,I		H+,H+,I	H,H,I
Small boat launching ramps	H,H+,I	H,H+,I		N,Pat Bay		H,H,A	H+,H+,I		H+,H+,I	
Public piers fishing & viewing	L,L,A	O,H,I				H,H,A	H,H+,I		H,H,A	H,H
Recreational beach use	H,H+,A	H+,H+,I		N,Pat Bay		H,H,A	H,H+,I		H+,H+,I	H,H,I
Ocean viewpoints, vistas	H+,H+	H+,H+,I				O,O,A	H,H,I		H+,H+,I	H+,H+
Waterfront trails & cycle paths	H+,H+,I	H+,H+,I				H,H,A	H+,H+,I		H+,H+,I	H,H,I
Recreat. Fishing, prawning, etc.	H,H+,A	O,H,I				H,H,I	O,H,A		H,H,I	
Nature preserves/wildlife habitat	H+,H+,I	L,L,A		H+,H+		O,O,A	H+,H+,I		H+,H+,I	H+,H+
Commercial boat service fac.										
Sea & Air transport docks, etc.	H,H,A	H+,H+,I		H+,H+,A		H+,H+,A	H,H,A		,A	H+,H+
Waterfront bus. & restaurants	O,O,A	H,H+,I				O,O,A	O,O,A		O,O	H



Query	Residents Group 1	Residents Group 2	Residents Group 3	Victoria Airport Authority	Fisheries & Oceans Canada	Transport Canada	NS Env Adv Comm	NS Adv Planning Comm	NS Parks Comm	NS Heritage Adv Comm
Suggested other uses	Upland prot.	More publ. access					None		Sew. disp. fac.	Land runoff
Flagged concerns on uses	Inad. enforce.	Inad. parking				Mar. clutter	Tsehum dev.		Publ. FS access	Runoff qual.
Any expanded marine uses	No	Yes					Bys, kayaks		Access, trails	Ferry T exp
Any decreased marine uses	Follow OCP						Tsh, DC, Ferr		New marinas	Parts Tsh
Develop. of new moorage	No	Yes				Yes	Dry stor. Only		See notes	
Prefer. on open vs covered moor.	No expan	No pref					Open		No change	Open
Develop buoyed moorage	No	Yes				Yes	No		Qual dayuse	
Develop small boat ramp	Possibly	Yes				Yes	Yes		Yes	Make case
Develop seasonal docks	No	Yes				Qual. yes	No		Qual. yes	
Public access to coastline										

## **APPENDIX E**

### **Catalogue of North Saanich Beach Accesses**

## **E1.0 Introduction**

Figure E-1 shows the location of the 37 North Saanich beach accesses. The accompanying table (Table E-1) links the locator numbers shown in Figure E-1 with names referring to streets or other geographical features. Also included in Table E-1 is a summary of information pertaining to the recreational uses of the foreshore adjacent to the beach accesses (parking options, trail lengths, ease of access, exposure to weather, facilities, etc.). This information is not included in the current edition of the District's *Guide to Trails, Parks and Beach Accesses in North Saanich* and it is proposed that a similar table be included in a future edition. A more detailed presentation of information for each of the 37 beach accesses is included in Appendix E in the form of a page of text and photographs for each site. This information refers to conditions obtained as of June, 2008.

## **E2.0 Further Development of North Saanich Beach Accesses**

The main body of the North Saanich Marine Task Force report contains proposals for the development/improvement of the District's beach accesses, waterfront parks and trails and points out that implementation of any proposed change would be subject to a more detailed assessment of the need for the change, the site itself, and consultation with neighbouring residents. The remarks concerning development of North Saanich beach accesses, waterfront parks and trails in this appendix should, therefore, be considered as an annotated list of proposals or possibilities.

### **E 2.1 Additional Beach Accesses**

The numerous and generally well-marked and maintained North Saanich beach accesses attest to the long-term policy of the District (see section 18.2.1 in the May, 2007 edition of the North Saanich OCP) to provide adequate recreational opportunities for all residents. The majority of North Saanich accesses are built on public road allowances extending from a perimeter/shore road to the shoreline. The "undeveloped" shoreline-intersection public road allowances mostly lead to steep banks or uninviting shorelines (or both) and could be considered as sites for future scenic viewpoints. There remain a few "undeveloped" allowances that could be developed, the need arising, as full beach accesses, and while the District should maintain its options regarding these possibilities according to its stated policy, the Marine Task Force would be reaching beyond its current knowledge to offer detailed recommendations. Accesses at sites other than those at public road allowances would require the lease or purchase of privately held land, clearly another story for another day. Thus "further development" in the context of this appendix/report refers to the improvement of existing beach accesses.

### **E 2.2 Destination Beaches**

We define a destination beach as one that is roomy enough to accommodate large numbers of people, most of whom travel to the beach by automobile. Of the warm water swimming beaches on the west side of the Peninsula, only Coles Bay (#2), Patricia Bay (#10, #11, #12, #13) and Chalet Beach (#20) are large enough to be considered as destination beaches. Two of these, Coles Bay and Patricia Bay, are associated with public parks with off-road motor vehicle parking, public toilets and already function as destination beaches as does Cy Hampson Park (#34, #35) on the east side of the Peninsula, although the beach composition and the water temperatures do not favour Cy Hampson Park as a swimming destination.

Chalet Beach does not qualify as a destination beach; it is accessible via road allowance and trail through a residential area; vehicle parking is both restricted in the vicinity of the houses and limited to about 10 vehicles in the cul-de-sac portion of Tatlow Road west of Chalet Road.

### **E 2.3 Designated Kayak/Canoe Launching Sites**

A designated kayak or canoe launching site calls for easy access to the beach (short distances, no difficult stairs), interesting and safe paddling in the vicinity, nearby parking for at least 12 vehicles that would not interfere with the needs or activities of nearby residents, and, if possible, a public toilet. If the site were a convenient point of departure for a camping trip, then it would be a significant advantage if overnight parking were permitted. The three parks mentioned above would qualify as designated kayak launch sites. The Aboyne Avenue Access (#5), the access at the north end of the Scoter Trail (#13) and Chalet Beach (#20) are possible kayak launching sites. See the detailed notes (Section E 3).

### **E 2.4 Neighbourhood Beach Accesses**

The remaining 30 North Saanich beach accesses (not designated as destination beaches or as kayak launch sites) are used mainly, but not exclusively, by local residents. The District has established and maintains a trail to the beach from the nearest road access and, where necessary, a set of stairs. No other amenities or services such as public toilets, garbage cans, picnic tables, off-road parking, or beach patrols are provided.

Because of the narrow roads and the requirement to provide passage for emergency vehicles, public parking close to the access is limited and sometimes curtailed by no-parking zones. Near the access to a popular swimming beach, on a warm summer day, the nearby streets may become congested with parked vehicles. It has been suggested that lockable bicycle racks be installed at the more parking-congested accesses in the hopes that some area residents will be persuaded to leave their cars at home. See the detailed notes (Section E 3).

The question of whether neighbourhood beach accesses should be equipped with public toilets is frequently raised. Enquiries to the Vancouver Island Health Authority and the Capital Regional District have determined that toilets are not required on neighbourhood beaches. In North Saanich, the visits of area residents tend to be relatively short – an afternoon swim, sunset picnic. Concerning the impact of animal wastes deposited on beaches, it should be noted that the majority of ailments traced to contact with contaminated water are caused by bacteria associated with fecal matter. Summer background counts of coliform bacteria in the waters off North Saanich swimming beaches are acceptably low. However, feces of any kind, (dog feces, soiled diapers) are sources of contamination and should be removed from beaches promptly. The urine of healthy people is virtually sterile and thus the occasional urinations of beach visitors, unwelcome and unmannerly as they may be, pose a relatively minor risk. Summer evening high tides and tidal currents are effective beach cleansers. Ultimately the need for a public toilet adjacent to a beach must correlate with the average number of beach visitors per day. A cursory examination of posted information (mostly from the non-tidal Great Lakes area) suggests that when the average number of daily visitors exceeds 50, a toilet should be provided. A guideline for North Saanich beaches that would initiate water quality sampling when beach usage reached a certain level could be helpful.

Inconsiderate and rowdy behaviour, often associated with evening drinking parties, does occur from time to time on accessible beaches. Many waterfront residents are of the opinion that the frequency and intensity of such incidents has increased from a sporadic but bearable nuisance in the past to the point where their personal safety feels threatened. The main body of the Marine Task Force Report suggests that it is time that all stakeholders come together to address the problem of how to maintain reasonable and respectful use of beaches by residents and visitors while strongly discouraging rowdy and disrespectful behaviour.

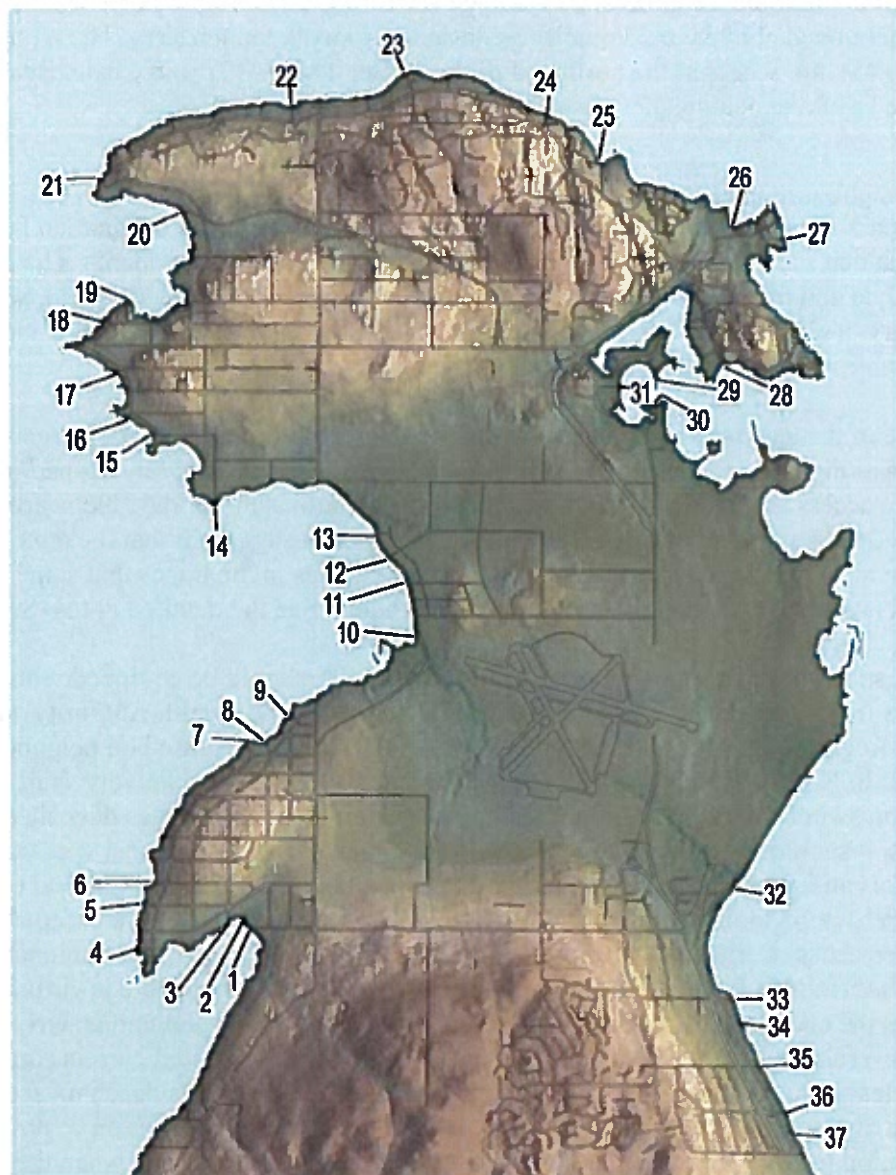


Figure E1: Locations of the 37 North Saanich Beach Accesses (see Table E1)



Table E-1: Summary of the properties of the 37 North Saanich beach accesses (see Figure E-1)

SITE	L.N.	Park	Dist.	Diff.	T.L.	Exp.	Swm	Kyk	Pic	Tlt
West end McTavish Rd	01	0, L	50	E	L	SW-NW	R	R		
Coles Bay Park	02	PL	100	E	L	SW-W	R	R	Y	Y
South end Hartfell Ave	03	10	50	M	L	SW	R	N		
Near Yarrow Point	04	2, L	100	E		SW-NW	N	M		
West end Aboyne Ave	05	L	100	M		SW-NW	R	M-		
West end Braemar Ave	06	>10	50	E		SW-NW	R	R		
Bend in Ardmore Dr	07	3, L	100	M		SW-N	N	M		
Glenelg & Ardmore	08	10	100	M		W-N	N	M-		
West end Briarwood Pl	09	>10	20m	E		SW-N	R	R		
Patricia Bay Park	10	PL	30m	E	L	W-N	N	R	Y	Y
West end Tapping Rd	11	L	50m	E	L	SW-NW	R	M		
West end Munro Rd	12	6	10m	E	L	SW-NW	R	M		
North end Scoter Tr	13	10	30m	E	L	SW-W	R	R		
Warrior Point	14	10	430m	M		SW-NW	N	N		
West end Towner Rd	15	L	40m	E		W-NW	R	R		
West end Norris Rd	16	L	15m	M		SW-W	R	M		
West end Cromar Rd	17	L	30m	M		S-W	R	M		
Madrona & Setchell	18	L	100m	M		W-N	N	N		
North end Setchell Rd	19	4	20m	D		NW	N	N		
West end Tatlow Rd	20	10	50m	E		SW-NW	R	R		
West end Moses Pt Rd	21	8, L	100m	E		W-N	R	M		
Near Woodcreek Park	22	3, L	130m	M		NW-NE	N	N		
North end Seabreeze Rd	23	8	70m	M		W-E	N	M		
North end Junco Rd	24	6	100m	D		NE-SE	N	N		
South end Shearwater Tr	25	4	65m	M		NW-N	N	N		
North end Barnacle Rd	26	L	30m	E		N	N	N		
East end Gullhaven Rd	27	8	20m	M		N-NE	N	N		
South end Beach Rd	28	3	70m	E		SW-SE	R	R		
Nymph Point Park	29	10	230m	M		E-SE	N	N		
North end Blue Heron Rd	30	10	20m	M	L		N	M		
Lillian Hoffar Park	31	3, L	270m	M		E	N	R-	Y	
Mouth of Reay Creek	32	10	10m	M-		NE-SE	N	M-		
East end Bazan Bay Rd	33	10	20m	M		NE-SE	N	R-		
Cy Hampson Park North	34	PL	140m	M		NE-SE	N	M	Y	Y
Cy Hampson Park South	35	PL	100m	M		NE-SE	N	N	Y	Y
East end Amity Dr	36	4	30m	E		E-SE	N	M		
East end Wardle Rd	37	3	30m	E		NE-SE	N	M		

L.N. = Locator Number

Park = Number of parking spaces close to access (L denotes restrictions)

Dist. = distance from closes road access to the beach (metres)

Diff. = difficulty of access (especially for kayakers – E = easy, M = manageable, D = difficult)

T.L. = access limitation imposed by tides (L = difficult a low tides, H = difficult at high tides)

Exp. = sector of wind/wave directions to which the beach is exposed

Swm = recommendation regarding swimming (R = recommended, N = not recommended)

Kyk. = recommendation regarding kayak and canoe launching (R = recommended, N = not recommended)

Pic. = presence/absence of picnic tables (Y = presence)

Tlt. = presence/absence of public toilets (Y = presence)



## **E 3.0 Catalogue Of Existing North Saanich Beach Accesses**

### **#1 MCTAVISH ROAD (Accessible from south end of Inverness Road)**

**Parking:** Tow Away zones. Nearest parking 100 m from trail entrance on Inverness >10 vehicles.

**Distance from Closest Road Access to Beach:** 50 m

**Trail:** Easy, OK for wheels.

**Stairs:** Vertical drop 2m. Easy.

**Access Limitation by Tide:** None. Gently sloping beach. Water edge 100 m from foot of bluff at low tide.

**Beach Materials:** Cobble/sand.

**Exposure to Weather:** SW to NW

**Recreation:** Popular beach, good swimming.

**Rating for Kayak/Canoe Access:** Recommended.

**Improvements:** Recommended site for a lockable bicycle rack.

---

### **#2 COLES BAY REGIONAL PARK**

**Parking:** Designated off-road parking lot.

**Distance from Closest Road Access to Beach:** 100m

**Trail:** Wide, well-graded, OK for wheels.

**Stairs:** None

**Access Limitation by Tide:** None.

**Beach Materials:** Small cobbles, small slope.

**Exposure to Weather:** SSW to WSW

**Recreation:** Good swimming at > half tide, picnic area and privy 40 m inland from beach.

**Kayak/Canoe Launch Site:** Recommended but subject to long carry.

**Improvements:** None contemplated at this time.

---



### **#3 SOUTH END OF HARTFELL AVENUE**

**Parking:** Tow Away Zone. Parking on Hartfell Avenue 50 m from trail entrance > 10 vehicles.

**Distance from Closest Road Access to Beach:** < 50 m

**Trail:** < 10m leading directly to stairs.

**Stairs:** Vertical drop 10m, several sharp turns.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand.

**Exposure to Weather:** SSW

**Recreation:** Good swimming beach at > half tide.

**Rating for Kayak/Canoe Access:** Not recommended (stairs limiting).

**Improvements:** None contemplated at this time.

---

#### **#4 NEAR YARROW POINT**

**Parking:** Room for 2 vehicles on widening immediately south of trail entrance; this section of Ardmore Drive is narrow.

**Distance from Closest Road Access to Beach:** 100m

**Trail:** OK for wheels.

**Stairs:** None.

**Access Limitation by Tide:** Shore immediately north of trail OK for launching at > half tide. Rough cobble beach 50 m north manageable at low tide..

**Beach Materials:** Gently sloping rock shelf adjacent to trail.

**Exposure to weather:** S to N (exposed).

**Recreation:** Ocean viewing (excellent 180 degree vista), beachcombing. Not recommended for swimming

**Rating for Kayak/Canoe Access:** Manageable, limited by long carry and rough foreshore

**Improvements:** None contemplated at this time.

---



#### **# 5 WEST END OF ABOYNE AVENUE**

**Parking:** Limited: both Ardmore Drive and Aboyne Avenue are narrow; park with care.

**Distance from Closest Road Access to Beach:** 100m

**Trail:** Slopes downhill to stairs - a little rough but negotiable with wheels.

**Stairs:** Vertical drop 3m. Awkward for kayaks/canoes.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand pocket beach immediately south of stairs.

**Exposure to Weather:** SW to NW

**Recreation:** Ocean viewing, beachcombing, swimming. Secluded pocket beach, shaded until mid-afternoon.

**Rating for Kayak/Canoe Access:** Manageable with difficulty.

**Improvements:** None contemplated at this time.

---

#### **#6 WEST END OF BRAEMAR AVENUE**

**Parking:** > 10 vehicles on Braemar Ave. west of Ardmore Drive.

**Distance from Closest Road Access to Beach:** < 50 m

**Trail:** Easy and short.

**Stairs:** None.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/clay.

**Exposure to Weather:** WSW to NNW

**Recreation:** Ocean viewing, beachcombing. Good swimming beach.

**Rating for Kayak/Canoe Access:** Recommended.

**Improvements:** Recommended site for a lockable bicycle rack. This beach access has potential as a kayak launch site at which a public toilet might be considered.

---



**#7 BEND IN ARDMORE DRIVE**

**Parking:** Room for 2 - 3 vehicles immediately adjacent to access.

**Visibility limited by curve.**

**Distance from Closest Road Access to Beach:** 100m

**Trail:** OK for wheels.

**Stairs:** Vertical drop 3m. Negotiable.

**Access Limitation by Tide:** None..

**Beach Materials:** Large cobbles.

**Exposure to Weather:** WSW to ENE

**Recreation:** Ocean viewing, beachcombing.

**Rating for Kayak/Canoe Access:** Manageable.

**Improvements:** None contemplated at this time.

---

**#8 GLENELG & ARDMORE**

**Parking:** >10 vehicles on Glenelg Ave., north of Ardmore Dr.

**Distance from Closest Road Access to Beach:** 100m

**Trail:** Wide, grassy right-of-way.

**Stairs:** Vertical drop 2m. Narrow stairs with turn - awkward but manageable.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand

**Exposure to Weather:** WNW to NNW

**Recreation:** Ocean viewing, beachcombing. Swimming is not recommended **if** the adjacent storm drain is flowing.

**Rating for Kayak/Canoe Access:** Manageable but not recommended

**Improvements:** None contemplated at this time.

---

**#9 WEST END OF BRIARWOOD PLACE**

**Parking:** Room for > 10 vehicles on Glynwood Park Road.

**Distance from Closest Road Access to Beach:** 20m

**Trail:** Short and easy carry.

**Stairs:** Vertical drop 1.5m. There is an adjacent ramp.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand.

**Exposure to Weather:** WSW to N

**Recreation:** Ocean viewing, beachcombing. Good swimming beach.

**Rating for Kayak/Canoe Access:** Recommended

**Improvements:** None contemplated at this time.

---

#### **# 10 PATRICIA BAY PARK**

**Parking:** Room for 2 -3 vehicles on the west side of W. Saanich Road adjacent to the access. A paved trail leads from the access to the Pat Bay Park parking lot 100 m south.

**Distance from Closest Road Access to Beach:** 30m

**Trail:** See "Parking" above.

**Stairs:** Vertical drop 3.5m. Easy.

**Access Limitation by Tide:** Very little beach exposed at high tide. CAUTION: At very low tides the exposed lower beach consists of gooey clay/silt. It is possible to become mired in this muck.

**Beach Materials:** Cobbles grading seawards to silty sand then muck (see caution above)

**Exposure to Weather:** W to N

**Recreation:** Ocean viewing, beachcombing. Not recommended for swimming due to nearby storm drains, silty beach material and the mouth of Ten-ten Creek. There are public toilets at Pat Bay Park.

**Rating for Kayak/Canoe Access:** Recommended except at extreme tides. This access is frequently used as a kayak launching site for club outings, group training sessions.

**Improvements:** Recommended site for a lockable bicycle rack.

---



#### **# 11 WEST END OF TAPPING ROAD**

**Parking:** Limited parking on Tapping Road on the east side of W. Saanich Road. CAUTION: Many vehicles travel this section of W. Saanich Road; cross with care.

**Distance from Closest Road Access to Beach:** 10m from W. Saanich Road to the stairs, 50 m or more from the parking available on Tapping Road.

**Trail:** Short and easy from W. Saanich Road.

**Stairs:** Vertical drop 2.5m. Easy.

**Access Limitation by Tide:** Little beach room at high tides, silty material exposed at low tide.

**Beach Materials:** Cobbles grading seawards to sand and silt.

**Exposure to Weather:** SW to NW

**Recreation:** Ocean viewing, beachcombing, hiking (linked to Scoter Trail). Suitable for swimming at > half tide; better swimming conditions obtain farther north.

**Rating for Kayak/Canoe Access:** Manageable except at extreme tides.

**Improvements:** None contemplated at this time.

---



#### **#12 WEST END OF MUNRO ROAD**

**Parking:** Room for approximately 6 vehicles on the west side of W. Saanich Road 20 m from trail, 3 vehicles on the east side of W. Saanich 50 m from trail, limited parking on Munro Road > 50 m from trail. **CAUTION:** heavy traffic on W. Saanich Road.

**Distance from Closest Road Access to Beach:** 10m

**Trail:** Very short.

**Stairs:** Vertical drop 3.5 m. Wide concrete stairs with good hand rails.

**Access Limitation by Tide:** None; little or no exposed beach at very high tides.

**Beach Materials:** Cobbles grading seawards to silty sand.

**Exposure to Weather:** SW to NW

**Recreation:** Ocean viewing, beachcombing. Good swimming area.

**Rating for Kayak/Canoe Access:** Manageable

**Improvements:** None contemplated at this time.

---

#### **#13 NORTH END OF THE SCOTER TRAIL**

**Parking:** Room for 10 vehicles on the west side of West Saanich Road, 40 m from trail.

**Distance from Closest Road Access to Beach:** 30 m

**Trail:** Road width graded to beach level.

**Stairs:** None.

**Access Limitation by Tide:** None.

**Beach Materials:** Fine cobbles, grading to firm sand offshore.

**Exposure to Weather:** SW to W

**Recreation:** Ocean Viewing, beachcombing. Good swimming/wading beach. Popular windsurfing location.

**Rating for Kayak/Canoe Access:** Recommended.

**Improvements:** Recommended site for a lockable bicycle rack. This site should be considered as a designated kayak launching site and a public toilet is recommended.

---

#### **# 14 WARRIOR POINT**

**Parking:** Towner Park Road >10 vehicles.

**Distance from Closest Road Access to Beach:** 430m

**Trail:** Narrow, gravel base, winding through woods. Not recommended for kayak access or bicycles.

**Stairs:** Vertical drop 2.5m, narrow and with turn.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobbles on rocky shelf.

**Exposure to Weather:** SW to NW

**Recreation:** Ocean viewing (panoramic views), beachcombing, hiking. Not recommended for swimming.

**Rating for Kayak/Canoe Access:** Not recommended.

**Improvements:** None contemplated at this time.

---



#### **#15 WEST END OF TOWNER ROAD**

**Parking:** Tow away zones on both Madrona and Towner Roads. Poor visibility at intersection. Limited parking on Towner and Madrona 50 m from trail entrance.

**Distance from Closest Road Access to Beach:** 40m

**Trail:** Wide and level.

**Stairs:** Vertical drop 1.5m. Easy.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand.

**Exposure to weather:** SSW to WNW.

**Recreation:** Ocean viewing, beachcombing. Good, safe swimming beach.

**Rating for Kayak/Canoe Access:** Recommended.

**Improvements:** Recommended site for a lockable bicycle rack.

---



#### **#16 WEST END OF NORRIS ROAD**

**Parking:** Tow Away zone in the Norris Road extension. Parking on Madrona is limited. More parking available on Norris Road (see Improvements).

**Distance from Closest Road Access to Beach:** 10 m

**Trail:** Wide and paved.

**Stairs:** Vertical drop 7m. Stairs are straight and with good hand rails.

**Access Limitation by Tide:** None, but little beach remains at very high tides.

**Beach Materials:** Cobble/sand with rock outcrops.

**Exposure to Weather:** SE to W

**Recreation:** Ocean viewing, beachcombing. Good swimming beach.

**Rating for Kayak/Canoe Access:** Manageable, but not recommended.

**Improvements:** Recommended site for a lockable bicycle rack. Parking may need to be restricted to one side of Norris Road.

---

#### **#17 WEST END OF CROMAR ROAD**

**Parking:** Park on Cromar; Madrona is narrow.

**Distance from Closest Road Access to Beach:** 30m

**Trail:** Level and short.

**Stairs:** Vertical drop 7m. Good hand rails.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand.

**Exposure to Weather:** S to W

**Recreation:** Ocean viewing, beachcombing. Good swimming beach.

**Rating for Kayak/Canoe Access:** Manageable, but not recommended.

**Improvements:** Recommended site for a lockable bicycle rack. Parking restrictions may need to be reconsidered.

---





#### **#18 MADRONA DRIVE AND SETCHELL ROAD**

**Parking:** Limited and dangerous parking near entrance to trail.

**Distance from Closest Road Access to Beach:** 100 m

**Trail:** Narrow and winding.

**Stairs:** None.

**Access Limitation by Tide:** Not accessible at low tides.

**Beach Materials:** Rock.

**Exposure to Weather:** W to N

**Recreation:** Ocean viewing. Not recommended for swimming.

**Rating for Kayak/Canoe Access:** Not recommended.

**Improvements:** None contemplated at this time.

---

#### **#19 NORTH END OF SETCHELL ROAD**

**Parking:** Limited parking (4 -5 vehicles) on Setchell Road.

**Distance from Closest Road Access to Beach:** 20 m

**Trail:** None.

**Stairs:** Stairs to viewpoint (vertical drop 2.5m). Steep trail down the rocks to the water's edge, slippery when wet.

**Access Limitation by Tide:** None, but footing is slippery at low tides.

**Beach Materials:** Rock

**Exposure to Weather:** NW

**Recreation:** Ocean viewing (excellent vistas). Sometimes used by divers (short distance to deep water) but not recommended for swimming.

**Rating for Kayak/Canoe Access:** Dangerous, not recommended.

**Improvements:** None contemplated at this time.

---

#### **#20 CHALET BEACH (west end of Tatlow road)**

**Parking:** No parking (Tow away zone, all hours) within 30 m of trail entrance. Tow away zone, 9 pm to 6 am on Tatlow Road west of Chalet Road. Room for 10 vehicles on Tatlow Road, west of Chalet Road.

**Distance from Closest Road Access to Beach:** 50 m

**Trail:** Last half of the trail consists of broad terraced steps leading to concrete stairs.

**Stairs:** Vertical drop over steps and concrete stairs 4 m.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand.

**Exposure to Weather:** SW to NW

**Recreation:** Ocean viewing, beachcombing (long beach). Good swimming beach, plenty of room.

**Rating for Kayak/Canoe Access:** Recommended. Excellent paddling in the vicinity of Moses Point.

**Improvements:** Recommended site for a lockable bicycle rack. Chalet Beach has been proposed as a kayak launching site and site for a seasonal dock, possibly in partnership with the Chalet Restaurant.

---

#### **#21 MOSES POINT**

**Parking:** Closest parking 10m from trail entrance. Room for 8 - 10 cars. No overnight parking.

**Distance from Closest Road Access to Beach:** 100m

**Trail:** Wide, suitable for wheels.

**Stairs:** Vertical drop 2m over smooth, sometimes slippery rocks.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand with rock outcrops.

**Exposure to Weather:** W to N

**Recreation:** Pretty beach with interesting flora and fauna. Easy access for swimming but water may be cool.

**Rating for Kayak/Canoe Access:** Manageable. Good launching point for exploration of Satellite Channel, west side of Salt Spring Island.

**Improvements:** Recommended site for a lockable bicycle rack.

---



#### **#22 NEAR WOODCREEK PARK**

**Parking:** Limited (3 - 4 cars) on Lands End Road.

**Distance from Closest Road Access to Beach:** 130 m

**Trail:** Pretty trail alongside a small creek/drainage ditch. Narrow and winding.

**Stairs:** Vertical drop 3m.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobbles.

**Exposure to Weather:** NW to NE

**Recreation:** Ocean viewing, beachcombing. Not recommended for swimming (shaded, drainage outfall).

**Rating for Kayak/Canoe Access:** Not recommended

**Improvements:** None contemplated at this time.

---



#### **#23 NORTH END OF SEABREEZE ROAD**

**Parking:** 8 - 10 vehicles on Sea Breeze and Jupta Way.

**Distance from Closest Road Access to Beach:** 70m

**Trail:** Wide and gently sloping, OK for wheels.

**Stairs:** Vertical drop 3.5 m. Easy.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobbles, rocky ledges.

**Exposure to Weather:** W to E

**Recreation:** Ocean viewing, beachcombing. Not recommended as a swimming beach. Shaded in summer, storm drain outfall.

**Rating for Kayak/Canoe Access:** Manageable.

**Improvements:** None contemplated at this time.

---

#### **#24 NORTH END OF JUNCO ROAD**

**Parking:** 6 - 8 vehicles on Junco Road and Towhee Road.

**Distance from Closest Road Access to Beach:** 100m

**Trail:** Steep downhill to water, many stairs.

**Stairs:** Numerous, total vertical drop > 100 feet

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble and sand.

**Exposure to Weather:** NE to SE

**Recreation:** Ocean viewing, beachcombing. Challenging climb up and down, good access for swimming but shaded in summer.

**Rating for Kayak/Canoe Access:** Not recommended.

**Improvements:** Some stairs need replacing. No other improvements contemplated at this time.

---



#### **#25 SOUTH END OF SHEARWATER TERRACE**

**Parking:** 4 -5 vehicles on Shearwater Terrace.

**Distance from Closest Road Access to Beach:** 65m

**Trail:** Unsuitable for wheels. Soft and wet near the beach.

**Stairs:** None.

**Access Limitation by Tide:** None

**Beach Materials:** Cobble/Sand.

**Exposure to Weather:** NW to N

**Recreation:** Quiet, secluded beach, shaded in summer. Not recommended for swimming because of proximity to a storm drain outfall.

**Rating for Kayak/Canoe Access:** Not recommended.

**Improvements:** None contemplated at this time.

---

#### **#26 NORTH END OF BARNACLE DRIVE**

**Parking:** Very limited due to proximity of ferry terminal and Piers Island vehicles.

**Distance from Closest Road Access to Beach:** 3m

**Trail:** Short trail to beach at west side of pier.

**Stairs:** Pier then ramp to float 30m.

**Access Limitation by Tide:** None.

**Beach Materials:** Sand.

**Exposure to Weather:** N

**Recreation:** Congested area - not recommended.

**Rating for Kayak/Canoe Access:** Recommended but constrained by lack of parking.

**Improvements:** None contemplated at this time.

---





#### **#27 EAST END OF GULLHAVEN ROAD**

**Parking:** 8 - 10 vehicles on Gullhaven Road. Parking in the neighbourhood is restricted due to the proximity of the BC Ferries terminal.

**Distance from Closest Road Access to Beach:** 20 m

**Trail:** Somewhat rough leading to uneven rocks.

**Stairs:** None.

**Access Limitation by Tide:** Awkward at all tides.

**Beach Materials:** Rock shelf, rough cobble pocket beach adjacent.

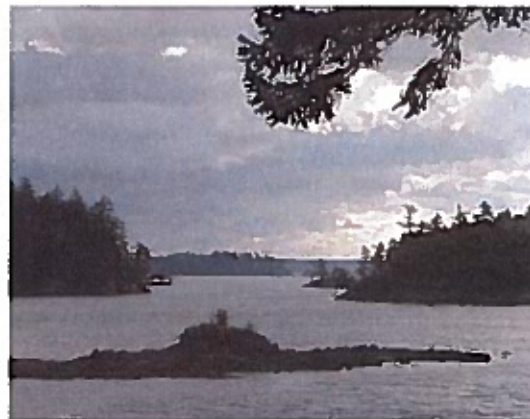
**Exposure to Weather:** N to NE

**Recreation:** Attractive views, birdwatching, not recommended for swimming.

**Rating for Kayak/Canoe Access:** Not recommended.

**Improvements:** None contemplated at this time.

---



#### **#28 SOUTH END OF BEACH ROAD**

**Parking:** Room for 3 vehicles in widening of Beach Road 50 m from trail entrance.

**Distance from Closest Road Access to Beach:** 70m

**Trail:** Level, easy.

**Stairs:** Vertical drop 1.5m. Narrow but easy.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand.

**Exposure to Weather:** SW to SE, short fetches.

**Recreation:** Pretty beach suitable for picnicking and swimming.

**Rating for Kayak/Canoe Access:** Recommended.

**Improvements:** Recommended site for a lockable bicycle rack.

---

#### **#29 NYMPH POINT PARK**

**Parking:** Parking on both sides of Marina Way.

**Distance from Closest Road Access to Beach:** 230 m along trail to the beach at the north end of Nymph Point Park.

**Trail:** Easy at first from Marina Way to the edge of Nymph Point Park. Narrow and winding beyond. Caution required in exploring the walking trails in the Park; some skirt the edges of steep bluffs.

**Stairs:** Trail leads to unimproved "scramble" down to pocket beach at the north edge of Nymph Point Park. Vertical drop 3m.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble/sand over clay.

**Exposure to Weather:** E to SE, short fetches.

**Recreation:** Park area and nearby beach suitable for picnicking, ocean viewing.

**Rating for Kayak/Canoe Access:** Not recommended.

**Improvements:** Recommended site for a lockable bicycle rack.

---



### **#30 NORTH END OF BLUE HERON ROAD**

**Parking:** Room for 10 or more vehicles on Blue Heron Road.

**Distance from Closest Road Access to Beach:** 20 m

**Trail:** Poorly defined.

**Stairs:** None. Clamber down 1.5 m high stacked boulder retaining wall.

**Access Limitation by Tide:** No beach at high tide.

**Beach Materials:** Silty cobble.

**Exposure to Weather:** Sheltered.

**Recreation:** Uninteresting.

**Rating for Kayak/Canoe Access:** Manageable subject to tide.

**Improvements:** None contemplated at this time.

---

### **#31 LILLIAN HOFFAR PARK**

**Parking:** Room for 3 vehicles off-road. No parking on adjacent Macdonald Park Road.

**Distance from Closest Road Access to Beach:** 270 m

**Trail:** Wide and level.

**Stairs:** 3 m drop from bank to beach. Easy.

**Access Limitation by Tide:** None.

**Beach Materials:** Cobble, clay, rock ledges.

**Exposure to Weather:** E, but reasonably sheltered.

**Recreation:** Ocean viewing, beachcombing, picnicking.

**Rating for Kayak/Canoe Access:** Long carry-in but otherwise recommended.

**Improvements:** Recommended site for a lockable bicycle rack.

Due to the difficulty of access by automobile, Lillian Hoffar Park has been proposed as a site for kayak and canoe storage lockers, possibly constructed and operated in partnership with local paddling groups and Parkland School.

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### **#32 MOUTH OF REAY CREEK (off Lochside Drive)**

**Parking:** Room for 10 vehicles on the east side of Lochside Drive.

**Distance from Closest Road Access to Beach:** < 10 m

**Trail:** 5 m

**Stairs:** Vertical drop 1.5 m, currently unsafe (spring 2008).

**Access Limitation by Tide:** None.

**Beach Materials:** Fine cobbles.

**Exposure to Weather:** NE to SE

**Recreation:** Ocean viewing, beachcombing. Not recommended for swimming due to proximity of Reay Creek.

**Rating for Kayak/Canoe Access:** Not recommended until stairs are repaired.

**Improvements:** If stairs cannot be repaired, the access should be closed. No other improvements contemplated at this time.

---



**#33 EAST END OF BAZAN BAY ROAD**

**Parking:** Room for 10 vehicles in Bazan Bay Rd. cul-de-sac.

**Distance from Closest Road Access to Beach:** 20 m

**Trail:** Rough trail down the bank. Vertical drop 4 m.

**Stairs:** None.

**Access Limitation by Tide:** None.

**Beach Materials:** Broken rock.

**Exposure to Weather:** NE to SE

**Recreation:** Ocean viewing, beachcombing.

**Rating for Kayak/Canoe Access:** Manageable.

**Improvements:** None contemplated at this time.

---

**#34 CY HAMPSON PARK (north access)**

**Parking:** Room for 10 -12 vehicles in parking lot off Lochside Drive.

**Distance from Closest Road Access to Beach:** 140 m parking lot to beach.

**Trail:** Wide and well-graded, good for wheels.

**Stairs:** None. Last part of carry is over a 1 m stacked boulder retaining wall.

**Access Limitation by Tide:** None.

**Beach Materials:** Rough cobbles.

**Exposure to Weather:** NE to SE

**Recreation:** Ocean viewing, beachcombing, Public toilet at the top of the trail.

**Rating for Kayak/Canoe Access:** Manageable.

**Improvements:** Recommended site for a lockable bicycle rack. Access for kayaks would be improved if a set of stairs were constructed leading from the beachside picnic area to the beach proper.

---

**#35 CY HAMPSON PARK (south access)**

**Parking:** Room for 10 -12 vehicles in parking lot off Lochside Drive.

**Distance from Closest Road Access to Beach:** 100 m

**Trail:** Paved trail from parking lot to top of the stairs.

**Stairs:** Vertical drop 5.5 m. Stairs have a landing and turn half way down.

**Access Limitation by Tide:** None.

**Beach Materials:** Rough cobbles.

**Exposure to Weather:** NE to SE

**Recreation:** Ocean viewing, Beachcombing.

**Rating for Kayak/Canoe Access:** Not recommended.

**Improvements:** None contemplated at this time.

---



### **#36 EAST END OF AMITY DRIVE**

**Parking:** Room for approx. 4 vehicles on Amity Drive east of Lochside Drive.

**Distance from Closest Road Access to Beach:** 30 m

**Trail:** Wide and paved.

**Stairs:** Vertical drop 3 m. Straight stone stairs with good handrails.

**Access Limitation by Tide:** None.

**Beach Materials:** Rough cobbles.

**Exposure to Weather:** E to SE

**Recreation:** Ocean viewing, beachcombing.

**Rating for Kayak/Canoe Access:** Manageable.

**Improvements:** None contemplated at this time.

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### **#37 EAST END OF WARDLE ROAD**

**Parking:** At present there is room for 2 or three vehicles in the cul-de-sac off Lochside Drive. Could be expanded with removal of encroaching vehicles.

**Distance from Closest Road Access to Beach:** 30 m

**Trail:** Wide, easy.

**Stairs:** Vertical drop 4m

**Access Limitation by Tide:** None.

**Beach Materials:** Coarse cobbles.

**Exposure to Weather:** NE to SE

**Recreation:** Ocean viewing, beachcombing.

**Rating for Kayak/Canoe Access:** Manageable.

**Improvements:** None contemplated at this time.

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A more complete version of this catalogue showing photos of stairs and approaches is in preparation and will be available as an electronic document.

## APPENDIX F

### Background information for Part 5: Shoreline Inventory

#### F-1. Excerpt from the *Strategic Plan for the District of North Saanich: 2007-2010*.

##### **Strategic Priority - Protect and enhance rural, agricultural, heritage, marine and environmental characteristics**

*"North Saanich residents are proud and protective of their special place and unique environments. This strategic priority is clearly #1 for both Council and community. Through the Regional Growth Strategy, we join with the CRD and our local government neighbours to commit to the 'conservation challenge'. Over and above the green/blue strategies to protect sensitive and significant land and marine environments, North Saanich is also determined to protect and enhance its rural, agricultural and heritage foundations and lifestyle. The District is committed reducing greenhouse gas emissions to address the climate change issue and will undertake necessary initiatives to achieve this goal.*

<b>Desired Long Term Results – more specific intermediate outcomes</b>	<b>GENERAL STRATEGIES 2007-2010</b>
<b>01: Sensitive and significant environmental areas and ecosystems protected.</b>	<p><b>ES1:</b> Inventory sensitive and significant areas and identify those requiring protection (complete by year end 2008).</p> <p><b>ES2:</b> Ongoing application of Riparian Areas Regulation (BC Regulation 837/2004) to identify streamside protection and enhancement areas and appropriate measures to protection of these areas and fish habitat. (complete by Spring 2008)</p> <p><b>ES3:</b> Ongoing examination of pesticide and invasive species management options with CRD.</p> <p><b>ES4:</b> Integrate OCP environmental policies with Development Approval Bylaw (complete by year end 2008).</p> <p><b>ES5:</b> Review environmental protection tools available to local governments and adopt those appropriate for DNS. (Standards for Impact Assessment required - 2008)</p> <p><b>ES6:</b> Develop an action plan to address global climate change (initial plan to be completed by year end 2008).</p>
<b>02: The agricultural Community preserved and enhanced.</b>	<p><b>ES7:</b> Ongoing support for the Agricultural Advisory Commission (with full stakeholder participation) to provide recommendations on agricultural issues within the District.</p>
<b>03: Sensitive marine and inter-tidal habitats preserved and protected.</b>	<p><b>ES8:</b> Inventory sensitive shoreline, inter-tidal and marine environments and identify those requiring protection (by April 2008).</p> <p><b>ES9:</b> Develop policies, in conjunction with the Marine Task Force (MTF) and the Parks Commission, that balance access/use and protection of the shoreline surrounding the District (a Provincial resource under the jurisdiction and control of Land and Water BC Inc.) (complete by year end 2008)</p> <p><b>ES10:</b> Prepare clear policies to guide marine and shoreline development – (MTF to submit report by year end 2008).</p>
<b>04: District &amp; Regional Trail System that facilitates access to and enjoyment of natural and rural assets.</b>	<p><b>ES11:</b> Commitment to completion of the many connector, beach access, and signage projects in the North Saanich Parks Commission Five-Year Capital Plan.</p>
<b>05: Significant cultural and heritage features and Landscapes protected.</b>	<p><b>ES12:</b> Inventory of significant cultural and heritage features and landscapes (by year end 2007).</p> <p><b>ES13:</b> Develop a heritage policy and program, strategies for the protection of key cultural and heritage assets (by year end 2008).</p> <p><b>ES14:</b> Develop a Parks Master Plan in conjunction with Parks Commission (by year end 2008).</p>

**F-2. List of reports for completed marine and foreshore studies pertinent to North Saanich** (in chronological order from earliest to latest). All are on file at the District of North Saanich municipal office; websites are given for those available online.

- University of Victoria. 1977. A preliminary marine environmental impact assessment at Westport Marina. A report prepared for the District of North Saanich.
- District of North Saanich Advisory Planning Committee. 1978. Bosun's Marina.
- Dobrocky Seatech Ltd. 1978. Some features of the flushing of Canoe Cove as determined by a dye and drogue study. A report prepared for the Plyad Investment Corporation.
- Gilmour, P.A. and T. Cook. 1979. Shellfish growing – water sanitary survey of Saanich Inlet from Moses Point to Whiskey Point. Environmental Protection Branch, Ministry of Environment, Victoria, BC. 87pp.
- Willis, Cunliffe, Tait and Woodward-Clyde Consultants. 1979. District of North Saanich Shore Land Protection Program. A report prepared for the CRD.
- Turner, K.C. and R.L. Morris. 1981. An investigation of bacterial contamination entering Patricia Bay and Mill Bay. Marine Resources Branch, Ministry of Environment, Victoria, BC. 99pp.  
<http://www.for.gov.bc.ca/hfd/library/documents/bib61143.pdf>
- Abs, S., and K. Lozoway. 1981. Environmental Problem Analysis. Tschum Harbour / Canoe Bay, Vancouver Island. Assessment Branch, Ministry of Environment, Victoria, BC. Xiii+187pp. <http://www.for.gov.bc.ca/hfd/library/documents/bib71190.pdf>
- Dawe, N.K. 1982. Use of Shoal Harbour Bird Sanctuary by Migratory Birds. Environment Canada, Canadian Wildlife Service. Delta, BC. 16pp.
- Howes, D.E. and J. Harper. 1984. Physical shorezone analysis of the Saanich Peninsula. Technical Report 9. Ministry of Environment, Victoria, BC.
- Morgan, K.H., R. Hay and K. Vermeer. 1987. Seasonality and distribution of marine birds in Saanich Inlet, Vancouver Island, B.C. Canadian Technological Report on Hydrography and Ocean Sciences No. 95: iii + 53pp.
- Ministry of Environment, Lands and Parks. 1996. Saanich Inlet study. Synthesis report. Technical Version. Website:  
[www.env.gov.bc.ca/wat/wq/saanich/saanich\\_inlet\\_tech.pdf](http://www.env.gov.bc.ca/wat/wq/saanich/saanich_inlet_tech.pdf)
- Capital Regional District Natural Areas Atlas website:  
[www.crd.bc.ca/maps/natural/atlas.htm](http://www.crd.bc.ca/maps/natural/atlas.htm)

**F-3. Sample of findings from two of the above reports:**

**SAANICH INLET**

(from Ministry of Environment, Lands and Parks. 1996. Saanich Inlet study. Synthesis report. Technical Version. Website: [www.env.gov.bc.ca/wat/wq/saanich/saanich\\_inlet\\_tech.pdf](http://www.env.gov.bc.ca/wat/wq/saanich/saanich_inlet_tech.pdf))

Note that of the six study areas in the Inlet, two were in North Saanich: Deep Cove and Patricia Bay. The environmental status and uses and characteristics for these two areas are summarized in Table F-2. Field work was done to collect data.

**Table F-2. Findings from the 1995 Saanich Inlet for two North Saanich sites: Deep Cove and Patricia Bay**

	Deep Cove	Patricia Bay
Environmental Status	<ul style="list-style-type: none"> <li>• water circulation is moderate</li> <li>• <i>coliform bacteria</i> exceed shellfish criteria (highest levels in the Inlet)</li> <li>• there is some chemical contaminant input from Deep Cove Creek</li> <li>• salmonid use of Deep Cove Creek is unknown</li> <li>• major eelgrass beds are present</li> <li>• herring have not spawned in 23 years</li> <li>• harbour seal haulouts exist</li> <li>• sensitive environments include:               <ul style="list-style-type: none"> <li>○ eelgrass beds (major beds present)</li> <li>○ productive soft-bottom <i>invertebrate</i> community</li> <li>○ potential salmonid spawning <i>habitat</i> in Deep Cove Creek</li> <li>○ rearing area for chinook and coho smolt (summer/fall)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• water circulation is moderate</li> <li>• <i>coliform bacteria</i> exceed shellfish criteria</li> <li>• chemical contaminant concentrations are elevated in Airport Creek</li> <li>• there is historical salmonid use of Tseycum Creek; <i>habitat</i> is presently degraded</li> <li>• large eelgrass beds are present</li> <li>• herring have not spawned in 23 years</li> <li>• harbour seal and seal lion haulouts exist</li> <li>• sensitive environments include:               <ul style="list-style-type: none"> <li>○ eelgrass beds (large beds present)</li> <li>○ productive soft-bottom <i>invertebrate</i> community</li> <li>○ salmonid spawning <i>habitat</i> in Tseycum Creek</li> <li>○ salmonid smolt rearing area</li> </ul> </li> </ul>
Uses and Characteristics	<ul style="list-style-type: none"> <li>• developed residential <i>foreshore</i></li> <li>• 4 archeological sites</li> <li>• private marina</li> <li>• closed shellfish beds (for harvest) resulting from fecal contamination</li> <li>• recreational fishing areas</li> <li>• significant swimming and diving spots</li> </ul>	<ul style="list-style-type: none"> <li>• urbanized and industrialized <i>foreshore</i>; Institute of Ocean Sciences facility and float plane operation</li> <li>• 8 archeological sites</li> <li>• Tseycum Village on waterfront</li> <li>• closed shellfish beds (for harvest) resulting from fecal contamination</li> <li>• recreational fishing areas</li> <li>• some swimming and diving spots</li> <li>• birding areas</li> <li>• Patricia Bay Park</li> </ul>

Some of the study's conclusions include:

- Saanich Inlet is a highly valued place
- Human uses and highly valued characteristics of Saanich Inlet, including aesthetic, cultural, spiritual, and environmental attributes, have been degraded or diminished..
- Water circulation in Saanich Inlet is generally sluggish compared to adjacent waters.
- For fecal contamination and, in some areas, chemical contamination, the assimilative capacity of Saanich Inlet has been exceeded. Fish populations have declined dramatically and eelgrass and other aquatic habitats have been degraded. The inlet is sensitive to nutrient enrichment, specifically nitrogen, in surface waters.
- Non-point sources to Saanich Inlet are the major source of contamination and include: stormwater; ineffective septic systems; runoff from residential, agricultural and residential lands; atmospheric deposition; and spills and leaks from boats and marinas; and, The largest contributor (over 80%) is assessed by the Sea Change society to result from landbased runoff and streams
- Embayments and isolated reaches, such as Patricia Bay and Deep Cove, are most vulnerable to environmental degradation.

Seventeen recommendations were made, some examples include:

- Within the Saanich Inlet watershed, all levels of government must coordinate and clarify their environmental responsibilities with a view to protecting and enhancing the health of Saanich Inlet. .... All levels of government need to work together in the interests of the ecosystem, perhaps by forming a body to aid in implementing study recommendations.
- Source control actions for non-point sources must be implemented using an integrated approach to address chemical contaminants, bacterial contaminants as well as sediment loading.
- Education programs and community stewardship initiatives should be supported to ensure local residents are involved in source control of contaminants, habitat enhancement and monitoring programs. Education programs should reach residents, farmers and developers. Source control cannot be effective without public participation.
- Land development practices must minimize sedimentation and runoff.
- Development proposals in the vicinity of Saanich Inlet must be assessed in terms of their impact on the environment. The report listed four considerations that should apply including: We have only listed one –perhaps say the major thrust is....
  - A cumulative effects approach, in which Saanich Inlet is considered in its entirety, should guide the evaluation of developments, land use and water use. Several small developments may have cumulative impacts equal to or greater than a single large one, particularly with respect to non-point sources.

## **TSEHUM HARBOUR**

(from Abs, S., and K. Lozoway. 1981. Environmental Problem Analysis. Tsehum Harbour / Canoe Bay, Vancouver Island. Assessment Branch, Ministry of Environment, Victoria, BC. xiii+187pp.  
<http://www.for.gov.bc.ca/hfd/library/documents/bib71190.pdf>)

This problem analysis was a literature search and synthesis of known information. No field work was done to collect data. It was undertaken by the provincial Ministry of Environment in response to a request from the District of North Saanich and the Town of Sidney for an environmental analysis of the Tsehum Harbour / Canoe Bay area. The report identifies issues and concerns regarding three 1981 proposed marina expansions in this area and provides an assessment of important environmental and coastal management factors based on literature reviews and consultations with key people.

Some conclusions of the analysis included:

- **Biophysical Issues:** The most ecologically significant areas are the remaining intertidal mudflats and shallow water habitats. These areas and their associated wildlife...are affected by present marina development.
- **Planning Issues:** The outcome of poor planning has been incremental coastal development without due consideration for mitigation of cumulative and long-term environmental and social impacts.
- **Concerns regarding further development:** The three proposed marina expansions proposed in the 1981 study area have the potential to add to existing environmental impacts. Of major concern is the uncertainty as to the resilience of the remaining natural areas and whether or not the existing biological communities will be able to maintain the same level of productivity if further foreshore development takes place.

Some recommendations included:

- The value of the Federal Migratory Bird Sanctuary (see Section 6 for more details) has been severely compromised by existing development in Tsehum Harbour. North Saanich and Sidney councils, the Canadian Wildlife Service, the BC Ministry of Environment and marina operators should cooperate to protect the remaining mudflat and shallow water areas that are identified as valuable feeding and resting areas for migratory and resident birds.
- Water quality and water circulation patterns in the study area should be assessed on a site-specific basis. Based on data from these studies, action can then be taken to address specific problems related to water quality degradation and inadequate harbour flushing.
- The supply and demand for boating facilities in the region should be discussed with the CRD and provincial governments. The future role of Tsehum Harbour and Canoe Bay in the supply of moorage should be defined. Each municipality should prepare a list of their information needs, concerns and recommendations regarding marina development in preparation for these discussions.



- Future development proposals should be considered in the context of a coastal management strategy which could be developed in consultation with appropriate agencies. Guidelines should be developed for the review of coastal development proposals. These guidelines should address project need and alternatives as well as environmental, economic and social impacts.
- All marina development proposals should indicate how the proponent will minimize or mitigate adverse environmental impacts related to alteration of important habitat areas, water quality and water circulation. Marina design should indicate compatibility with the natural setting, adjacent uses and nearby communities.
- Other recommendations / comments were specific to the three proposals at that time for marina expansion. Two were subsequently approved for development, both in Tsehum Harbour: the North Saanich Marina and Van Isle Marina.

#### **F-4. Activities and concerns of local conservation groups with respect to the North Saanich foreshore and Saanich Inlet**

*At the request of the Marine Task Force, Denis Coupland, Chair, Shorekeeping and Streamkeeping Committee, Saanich Inlet Protection Society, and Nikki Wright, SeaChange Conservation Society, provided a report on the activities of several local conservation organizations:*

The two senior levels of government (federal and provincial) no longer undertake extensive environmental protection and associated monitoring programs and instead have moved to a model of developing guidelines and manuals of “best management practices”. Municipal governments, for the most part, lack the expertise or the staff to carry out effective monitoring or to initiate remedial action. As a result, local non-profit conservation groups such as Peninsula Streams, the Saanich Inlet Protection Society, and SeaChange Conservation Society, now provide the most current and detailed information on the quality of the local marine environment and lead several monitoring and remedial initiatives. These organizations rely on volunteer workers; they are funded by donations from the public and also receive grants from municipalities and other philanthropic sources.

The quality of the North Saanich foreshore, as reflected in the abundance and species composition of the flora and fauna in the intertidal zone (beach between low water and the splash zone above the high water mark) is strongly and negatively affected by runoff from streams and storm drains. The fine sediments carried by surface runoff have physically smothered formerly productive shellfish habitats and eelgrass beds (the latter are important rearing areas for many fish species). Bacterial contamination of the runoff (*E. coli*, in particular) renders the remaining edible clams and oysters unfit for human consumption. Other observations point to the deleterious effects of excessive nutrients again carried by surface runoff. Ultimately, the foreshore quality as reflected by the intertidal life reflects the management (or lack of it) of the entire watershed contributing to surface runoff. Local watershed management is not yet firmly embedded in the list of municipal responsibilities.

Local riparian property owners can mitigate or exacerbate their contribution to bacterial and nutrient and sediment loadings by how they manage the buffer zone immediately above the

high water mark. Good management practices have been established as a result of long experience and can make a significant and positive difference.

### **1. Conserving Saanich Inlet**

In 1995 a multidisciplinary team of scientists and consultants conducted a comprehensive environmental study of the Saanich Inlet. Common themes appeared consistently in the Saanich Inlet Study Final Report, which formed the basis for many of the study's conclusions and recommendations. **Item #4** reads: "The theme of Conservation, Protection and Restoration must be applied when considering remedial action" (to the problems of non-point source pollution, degraded fish habitat and water quality and declining fish populations, to name a few). Some other excerpts from that report are also presented in Appendix F.

Over the years since the completion of that Report, three organizations have worked persistently to slow down the causes of pollution affecting the waters of Saanich Inlet: The Saanich Inlet Protection Society (SIPS), Peninsula Streams Society (PSS) and SeaChange Marine Conservation Society (SeaChange). These three charitable non-profit conservation societies are working on core priorities that address critical threats to the water quality of Saanich Inlet and livelihoods of those who live around it. Each priority has specific actions and measurable results.

#### **Priority: Reduce effluent discharge from recreational boats**



Members of *Saanich Inlet Protection Society* recognized the need for a pump-out service for boats in Saanich Inlet several years ago. In November, 2001 a vessel was purchased and named *Pumpty Dumpty* by the local community. Pump out service for effluent from recreational boats has been provided 3 days a week in the summer since 2002. These are the annual results for 2002-2005:

In 2008, the *Pumpty Dumpty* crew is providing a steady service with voluntary and paid staff to cover week day requests and weekends. In addition, they distribute a brochure informing boaters on the impact of sewage on the life within Saanich Inlet. The combination of steady service with education further encourages use of the service rather than boaters dumping effluent from holding tanks into the Inlet.

#### **Priority: Reduce sediment outflows into the Inlet**



*Peninsula Streams Society* works with stream member groups to reduce impacts of land use on water quality. The nearshore marine environment suffers significantly from land-based pollution as this photo shows after a January 2000 storm event in Saanich Inlet. Plain old silt from farming, municipal ditches and construction sites kills off eelgrass and marine invertebrate species directly and interferes with feeding and reproduction. If we want to protect the biological integrity of Saanich Inlet and other nearshore areas we must do it through environmental education and stewardship as the 'regulatory model' has been abandoned by senior governments.

## **Priority: Increase fish habitat and reduce suspended sediments in Tod Inlet**



*SeaChange Marine Conservation Society* transplanted 1800 eelgrass plants within Gowlland Tod Provincial Park in 2000. A healthy eelgrass meadow now thrives at this site, providing fish, crab and shellfish habitat in the inlet, which was badly damaged by industrial practices until the early 1900's. Water quality is a major concern for eelgrass growth, as light needs to penetrate the water for the plants to flourish.

A saltmarsh restoration project is underway at the mouth of Tod Creek, helping to reduce clay sediments from entering the waters of the estuary. We work with BC Parks, the Department of Fisheries & Oceans, local First Nations communities and other local conservation organizations.

The members of the **Saanich Inlet Protection Society**, **Peninsula Streams Society** and **SeaChange** believe that clear priorities, specific and measurable results, assigned budgets and responsible staff will together lead to meaningful progress on our collective efforts to conserve and recover the health of the Saanich Inlet. We are organizing a *Headwaters to Deepwaters II Conference* in November 2008 to bring together scientists, non-governmental environmental conservation groups, artists and local communities to determine the existing state of Saanich Inlet and to devise ecosystem indicators to find out what losses or gains have been made since the Saanich Inlet Report was completed.

### **2. Saanich Peninsula Shorekeeping Program**

The Shorekeeping program began on the Saanich Peninsula in 1999 with staff assistance provided by the Department of Fisheries and Oceans and with the participation of some trained Shorekeepers from the Tseycum First Nation and a few volunteers. The aim of the program is to return year after year to the same sites on the shoreline and conduct both a physical and biological survey. The sites are generally 50 metres wide and extend from the foreshore down through the intertidal zone to the 0 tide mark during the extreme low tides of May, June and July. The physical survey measures any changes which may have taken place in the beach over the preceding year such as changes in its steepness or the alteration of particular habitats e. g. from sand to pebbles or from being algae-covered to bare rock. In each of the identified habitats, a biological survey is then made by sampling all of the plants and animals found in it. This includes not only organisms on the surface such as algae, barnacles and crabs but, where it is possible to dig, everything within 10 cm of the surface such as clams and worms. All of this information is fed into a data base maintained by DFO.

At the end of 2003, DFO announced that it would no longer be able to provide staff assistance to the program. The Saanich Inlet Protection Society offered to take over the program provided DFO would supply all the necessary equipment and would continue to input new data into the existing data base. With this arrangement, the annual surveys have

continued and new sites have been added with the participation of both Tseycum and Tsartlip members and a small army of volunteers.

The database is now extensive enough, with some of the sites having been surveyed for all of the last nine years, that it should be possible to detect changes and trends at particular sites. However, this would require rigorous statistical analysis and the formulation of biological bench marks to produce meaningful results. At present, no one either inside or outside of DFO has undertaken to perform this arduous task. We still remain hopeful that perhaps some graduate researcher or someone within the science division of DFO may be willing to undertake it soon but, in any event, the data will at least be available if another study such as the one done in the 1990s on the Saanich Inlet is ever carried out.

Even without formal analyses, it is possible to outline some general observations regarding each of the ten sites currently surveyed. Most of these are located at the mouths of creeks because creek outflows have significant impacts on the surrounding beaches.

*[Editor's Note: only those sites in North Saanich are described below; please contact Dennis Coupland of SIPS if you would like details for Tod Creek, Jimmy's Beach, Hagan Bight/KENNES, and Sandhill Creek]*

### **Ten Ten Creek**

The creek at the southeast end of Pat Bay drains airport lands and agricultural land including Pendray Farm, the largest dairy cattle operation on Vancouver Island. Manure is liquefied and sprayed on the fields to grow cattle feed. The smell of manure is often evident at the creek mouth and there is heavy bacterial growth, probably including *E. coli* and a high probability of excessive water-borne nutrients (nitrogen and phosphorus). Excessive nutrient loading can have harmful results. For instance, the dominant clam is observed to be the bentnose clam, a species which can do well in polluted water when there is little competition from other species such as native littlenecks or manilas. Also, large areas of the beach are covered in sea lettuce which thrives on overnutrification. Excessive growth of sea lettuce blocks the growth of other plants and deprives other organisms of oxygen when it decomposes.

In addition, a heavy sediment load from Ten-Ten Creek creates large deposits of mud in the estuary to the extent that we are physically unable to survey the site all the way out to the 0 tide line. Larger clams such as butter clams and horse clams do sometimes manage to establish themselves in this area but we often find only empty shells as they have been smothered by the sediment outflow in the spring. Water quality analysis has not been done but there is a possibility of heavy metal and organic contamination from the airport and other industrial operations in the watershed.

### **Tseycum Creek**

This site in the middle of Pat Bay also shows signs of overnutrification such as bacterial growth, large numbers of bentnose clams and sea lettuce cover, possibly from agricultural runoff and leakage from septic tanks. In addition, the riprap wall which was installed in 2003 to protect a gravesite has caused extensive scouring of the upper beach as the force of the

waves, rather than being dissipated, rolls back onto the sand. A small tidal marsh which previously existed there has been obliterated and the sand in the upper intertidal zone removed. However, perhaps due the stronger tidal current here, near the 0 tide line there is adequate eelgrass growth with a fair abundance of larger clams such as butter clams, horse clams and geoducks and some Dungeness crabs.

### **Towner Park**

This site is at the northeast corner of Pat Bay at the base of Warrior Point. There are no signs of excess nutrients or sedimentation and there is good biodiversity throughout the intertidal zone. The eelgrass beds are very healthy with lots of large clams and Dungeness crabs. Water testing done here for the native epuration clam fishery indicated that the *E. coli* counts were almost low enough to allow harvesting.

### **Coles Bay**

This site is located between the boat ramp and a small creek which flows down through the Pauquachin Territory. Biodiversity is excellent except at sites where mud and silt from upland runoff have accumulated. Water testing for the epuration clam fishery has shown that it is almost of sufficient quality to permit harvesting.

### **Chalet Creek**

This site in Deep Cove below the Chalet Restaurant is surrounded by large houses with extensive lawns. Much of the beach is covered in a thick bed of sea lettuce, an indication of excessive nutrient loading, possibly from lawn fertilizers and leaching from septic sewage disposal fields. Once renowned for its rich intertidal life, the bay has a very low level of biodiversity.

### **Moses Point**

This site at the northwest tip of the Peninsula is swept by the strong tides in Satellite Channel. The biological survey here is a favourite among our members because we find not only high numbers of most of the species we encounter elsewhere but also more exotic species such as octopus, sea cucumbers, brittle stars and clingfish. It gives one an idea of what some of our other beaches might have looked like in the past. The one downside is that, because it is often the only site on the Peninsula open for clam harvesting, the numbers and size of the edible clams are far less than they should be. Residents refer to the beach as being overharvested by some individuals.

## **F-5. Scope of the Shoreline Inventory Project**

### **Saanich Inlet & Peninsula Atlas of Shorelines (SIPAS)**

*June 2008-August 2009*

#### **Mission**

Three stewardship organizations<sup>11</sup> with multiple partners<sup>12</sup> will create a GIS-referenced inventory of shoreline components of the Saanich Inlet and Saanich Peninsula: natural or modified shorelines; backshore vegetation; foreshore use; identification of critical biological habitat; beach processes; biophysical characteristics of beaches; potential forage fish spawning sites; shoreline restoration opportunities and eelgrass habitats.

#### **Why?**

1. To provide information for science based decision making for regional, municipal and First Nation governments.
2. To provide stewardship opportunities for Saanich Inlet and Peninsula communities.
3. To provide identification and conservation of critical biological habitats.

#### **1.4 Outcomes**

##### **SIPAS Desired Outcomes & Deliverables**

##### **Restoration/Conservation Community:**

1. An inventory of shoreline modifications to identify areas that need protection to maintain critical habitats or prevent effects of poor development that damages sensitive ecosystems, such as enhances erosion
2. Outreach to waterfront users and property owners to educate them about Green Shore principles
3. Initiate "Peninsula Beaches" stewardship group(s) that will participate in year round shore stewardship activities (examples: beach clean ups, mapping and surveying)
4. Identification of forage fish (sand lance spawning or potential spawning sites) beaches
5. An inventory of eelgrass beds
6. Identification of ecological rD Restoration opportunities

##### **1.4.1 Geographical Reach**

Willis Pt to Brentwood Bay - Island View Beach; Hatch Point to Finlayson Arm.

##### **1.4.2 Municipalities/Regional Districts/First Nations**

1. Snapshot of current foreshore development
2. Information needed to develop policies and bylaws (including OCPs) to protect critical habitats including marine riparian zones

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<sup>11</sup> Peninsula Streams Society, SeaChange Marine Conservation Society, Saanich Inlet Protection Society

<sup>12</sup> Presently: VanCity Credit Union, Real Estate Foundation BC, Institute of Ocean Science, Coastal Oceans & Resources, Inc., Archipelago Marine Research Ltd., Province of B.C. (MOE), CRD, First Nations Saanich communities, Dept. of Fisheries & Oceans, Canadian Wildlife Service, District of North Saanich. Potential partners include Central Saanich and Sidney, CVRD, University of Victoria and others.



3. Integration of data into their GIS systems
  4. Facilitate planning and bylaw enforcement activities
- 1.1.3 Provincial Government**
1. Determination of unlicensed incursions into foreshore area for Lands Branch
  2. Protection of foreshore environments, critical habitats, and habitats important to species at risk
  3. Integration of data collected into Conservation Data Centre Database, where appropriate
- 1.1.4 Federal Government**
1. Canadian Wildlife Service – forage fish spawning sites as they relate to marine birds ( i.e., SARA-Marbled Murrelet)
  2. DFO-Detailed surveys of critical fish habitats (forage fish spawning sites and eelgrass habitats)-better
  3. CHS – GPS data of high water mark, inshore features
  4. INAC – areas of IR reserve shoreline impacted/threatened/need restoration
- 1.2 Deliverables**
1. Data sets in shape files and data reports as required by recipients/partners
  2. Appropriate reports to funding organizations
  3. DFO technical reports: habitat identification and inventory report  
: inventory and data template“how to” report for other coastal community groups
  4. Reports/Data for 2008 Saanich Inlet Ecosystem Health Conference (*Headwaters to Deepwaters II*, November 2008)