

MANAGEMENT PLAN

February 1996

**for Gowlland Tod
Provincial Park**



**Prepared by
South Vancouver Island District
Langford, BC**

Canadian Cataloguing in Publication Data

BC Parks. South Vancouver Island District.

Gowlland Tod Provincial Park management plan

Cover title: Management plan for Gowlland Tod Provincial Park.

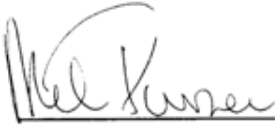
ISBN 0-7726-2799-1

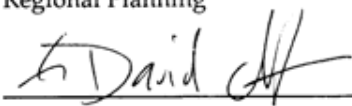
1. Parks - British Columbia - Planning. 2. Parks -
British Columbia - Management. 3. Gowlland Tod
Provincial Park (B.C.) I. Title: Management plan for
Gowlland Tod Provincial Park.

FC3815.G68B32 1996 333.78'3'0971128 C96-960041-0
F 1089. G68B32 1996

Gowlland Tod
Provincial Park

MANAGEMENT PLAN

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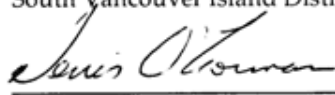
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Acknowledgements

This Draft Management Plan has been prepared by BC Parks staff and a volunteer advisory group. Interest groups and the general public have also provided important information.

The planning process has been facilitated by Chris Kissinger, *Project Coordinator*. David Chater, *South Vancouver Island District Manager*, provided BC Parks "technical" input to the process. Roger Norrish, *Management Planning Coordinator*, and Mel Turner, *Manager, Regional Planning Services*, provided much assistance and expertise. Brian Bawtinheimer, *Senior Park Ranger*, Barb Clark, *Information/Administrative Clerk*, Tom Eng, *Regional Planning Technician*, Karen MacDowell, *Senior Park Information Officer*, Brian Dyck, *Survey Methodologist* and Hans Roemer, *Marine Ecologist* all contributed to the preparation of this plan.

This document reflects the interests and contributions of the members of the Gowlland Tod Advisory Group. BC Parks would like to give special recognition to the members of this advisory group who volunteered their time to provide the advice that makes up this plan. The following people have been active participants on the Gowlland Tod Advisory Group.

Thom Ward Jr.	Federation of Mountain Clubs of BC
Janet Williams	District of Highlands Parks and Rec. Advisory
Doug Andrews, Don Benn	
Ron Weir	Interested Parties
Dick Niven, Hardy Lane	Council of BC Yacht Clubs
Lois Livesey, Richard Keltie	Outdoor Club of Victoria
Rick Simpson, Daryl Youlden, Susan Langlois	Tod Inlet Boaters Association
Richard Hebda, Derrick Mallard	Citizens Association to Save the Environment
Elliott Gose, Kathy Gose	Gowlland Foundation
Michael Carson	Victoria Natural History Society
Denise Tregear, Cameron Young,	Willis Point Community Association
Ida von Schuckmann, Gillian Jackson	
Ian Brown	Alpine Club of Canada
Gerald Person, Pat Brown	Club Tread
Bill Turner	Tourism Victoria
Marcie Mclean, Kerry Sutton	Highland District Community Association
Gordon Maxwell	District of Langford
Ches Spencer	Garden City Horse Club
Wayne Clayton, Richard Vida	South Island Mountain Bike Society
Laura Johnson	BC Marine Awareness Society
Dave De Shane	District of Saanich

BC Parks also retained Saba Sall as *Tsowten* to the bands of the Saanich and Malahat First Nations. Through the *Tsowten*, the Chiefs and Councils of these bands were invited to assist in this planning process and kept informed of all advisory group discussions and recommendations.

Finally, BC Parks and the members of the Gowlland Tod Advisory Group acknowledge the contribution made by Wayne Verwood, *BC Lands, Special Project Negotiator*, Springfield Harrison and the field staff of *Stellar Survey Corporation*, Brian Peddlesden and the members of the public who have taken the time to provide their comments and knowledge.

Plan Highlights

- * Gowlland Tod Provincial Park will be managed primarily for conservation goals and secondly for recreational opportunities. This emphasis will be reflected in the information packages that are produced for the park. Gowlland Tod Park has not traditionally served the tourist market. Until its creation as a provincial park, the area contributed to the outdoor lifestyle of the regional population living in the south Vancouver Island area as well as those visiting from outside the area. Current use patterns may change as knowledge of the park spreads. However, Gowlland Tod Provincial Park will not be developed or promoted as a recreation destination or overnight camping park.
- * Gowlland Tod Provincial Park will protect and conserve over 1,200 hectares of terrestrial and marine vegetation and wildlife communities within the Coastal Douglas-fir biogeoclimatic zone.
- * Over 63 percent of the park will be zoned Special Feature. A significant portion of the park, over 34 percent, will be zoned Natural Environment.
- * The unique qualities of Gowlland Tod Provincial Park's natural and cultural features are reflected in the Vision Statement for the park.
- * The park will provide a variety of recreational opportunities including hiking, horseback riding, cycling, and boating.
- * The plan recommends the establishment of a formal Gowlland Tod Advisory Group and continued liaison with adjacent communities and First Nations regarding coordinated planning initiatives, park management, plan implementation and plan review.
- * BC Parks will strive to acquire recommended park additions to protect conservation values, visual qualities, and recreation features.
- * The plan recommends the development of a protocol between BC Parks and the Saanich and Malahat First Nations which will establish a regular communication process to initiate appropriate management, information and education strategies that respect the values of the First Nations peoples and conform to the *Park Act* and *Park Act Regulations*.

Commitments for management of the natural and cultural values of the park:

- * Management focus is firstly on the protection of natural ecosystems, biodiversity, archaeological and cultural values. Park management will also encourage restoration and rehabilitation of previously disturbed areas and ecosystems.
- * The management plan recognizes the need to emphasize respect for and protection of the very significant archaeological, cultural and heritage values within the park.

- * The plan establishes a strategy for acquiring further historical and ethnographic information, conducting field studies and establishing management strategies which endeavour to protect and interpret the area's First Nation values.
- * BC Parks will work with other provincial and federal agencies and adjacent communities to define an area which includes Gowlland Tod Provincial Park and its surrounding lands and which considers biophysical processes. This area, referred to in this plan as the "Saanich Peninsula - Malahat" area, reinforces the importance of considering Gowlland-Tod Park's connection to its surrounding lands.
- * Currently, information about the park is limited, and the plan sets direction for obtaining increased knowledge of the natural, historical and cultural values of the park so that the visitor can be exposed to the values present and so better informed management decisions can be made.
- * Management plans will be prepared for information and education, to protect vegetation and terrestrial wildlife values and to deal with the threat of fire.

Commitments for visitor services :

- * Recreational opportunities which are compatible with the protection of ecological, cultural, and aesthetic values will be provided.
- * Park development and visitor activities will be planned so that impacts on the park's values and natural processes are minimized and at the same time there is safe and reasonable public access. The plan recommends an extensive system of trails for hiking, a limited number of horse and cycling trails, a day use area, a viewing platform at Caleb Pike South, parking for vehicles in three staging areas (Caleb Pike South Road, Durrance Road, and Wallace Drive-Quarry Lake), and interpretive information that creates understanding and awareness of the cultural and conservation values and features of these protected lands. Appendix A outlines the park development concept.
- * A program to educate the public to respect and protect the environmentally sensitive sites, and to provide information and foster respect for the cultural and archaeological values of the park, is outlined in this management plan.
- * Marina facilities and long term moorage in Tod Inlet will be removed.
- * A Park Host opportunity with the Tod Inlet Boat Owners' Association or some other boaters association, will be developed.

Introduction

What is a Management Plan?

A management plan is an important document which guides a park's management for a five to ten year term. It sets out objectives and actions for conservation, development, interpretation and operation of a park. A management plan relies on current information relating to park values, recreation uses, and activities occurring on surrounding lands. This information is available from park managers, discussions with other government agencies, previously prepared reports, public interest groups, advisory groups, First Nations Communities and from the general public.

The process for preparing a plan involves a rigorous analysis of the overall goals of the park, patterns of use, management objectives, and possible sources of conflict among park policies. Through the process, various options for managing the park are developed and assessed. In choosing the most appropriate options, the intent is to reach a balance between conservation and recreation based on the Vision Statement and purpose of the Park.

Management plans establish long-term management direction for a park and also deal with immediate issues. This means that the plan will generally contain numerous statements describing management actions that need various degrees of attention. Since BC Parks cannot carry out every task at the same time, the plan must also set priorities for management actions.

BC Parks prepares many management plans with a high degree of public involvement. The general public, First Nations and interest groups have opportunities to provide comments to BC Parks through a variety of means including direct consultation, public meetings, questionnaires, and local advisory groups. In the case of this management plan, BC Parks was assisted by a volunteer advisory group; however, not all management plan processes are assisted by the public in this way.

Management plans are reviewed every five to ten years. The future review of the Gowlland Tod Provincial Park Management Plan will involve the Saanich and Malahat First Nations, members of the Gowlland Tod /Goldstream Provincial Parks Public Advisory Group and the general public.

The Gowlland Tod Provincial Park Management Plan

This Management Plan for Gowlland Tod Provincial Park has been prepared by BC Parks staff with advice from the Gowlland Tod Advisory Group. Additional input was received from the Saanich and Malahat First Nations and through public meetings during which development and associated management concepts were presented for review and comment.

This Management Plan focuses on management issues, objectives and recommended actions, and is presented in six main sections:

- 1) purpose or context of the plan, highlighting planning issues and providing a summary of background information on the park;
- 2) role of the park and its vision statement, describing the importance of the park and critical goals and principles that establish the long-term foundation for managing the park;
- 3) park zoning, defining how different areas of the park will be managed;
- 4) objectives and associated actions for managing the natural and cultural values;
- 5) objectives and actions for providing outdoor recreation opportunities and for providing information in and about the park; and
- 6) priorities for implementing the management actions.

1. Plan Purpose

The management plan states the goals, objectives and strategies for park management. The Vision Statement outlines important values associated with the park and sets the tone for discussing specific management objectives over the long term.

The purpose of this plan is to guide protection, conservation and interpretation of the rich and important ecological, scenic and cultural values of Gowlland Tod Provincial Park while allowing for appropriate recreational activities. This park, in the dry Coastal Douglas-fir Biogeoclimatic Zone, provides a significant opportunity not only to inform the public both of the consequences of human impact and possibilities of restoration but to increase appreciation and respect for the area's extensive cultural history.

It is the aim of BC Parks and the Gowlland Tod Advisory Group to develop a management plan that ensures compatibility with the values and needs of the Saanich and Malahat First Nations, Greater Victoria residents, and that meets the broader public interest. Further, this plan is based upon the concept of approaching park management in a holistic manner, by treating terrestrial and marine floral and faunal communities as integrated ecosystems.

Management plan implementation and park management will take place with ongoing discussions between BC Parks, the Saanich and Malahat First Nations, and representatives of the Gowlland Tod/Goldstream Provincial Parks Public Advisory Group. Approval of the management plan is not an indication that funding to implement management actions is available. Standard funding procedures will apply during implementation of the plan.

Planning Issues

The Management Plan addresses a number of planning issues identified by BC Parks, the Saanich and Malahat First Nations and the Gowlland Tod Advisory Group.

Boundary Expansion

Boundary changes are desirable and should be considered for the management of park values and recreation needs.

Protection of the Natural Environment

Previously uncontrolled recreational use such as hiking, cycling, and horseback riding on steep slopes and shallow soils on rocky outcrops has had a negative impact on park vegetation. Loss of vegetation and erosion have occurred on sensitive sites, including the Tod Inlet site which was once the location of the historic Vancouver Portland Cement Company.

In Finlayson Arm, and more importantly Tod Inlet, marine debris and foreshore disturbance are concerns that need to be addressed.

Additionally, surrounding landowners, municipalities, and other resource managers control activities outside of the park. It is important to ensure that these activities consider park values.

Protection of Archaeological and Heritage Values

Gowlland Tod Provincial Park is an area with high cultural and historic values. There is a need to establish a strategy for acquiring further historical and ethnographic information, conducting field studies and establishing management strategies which endeavour to protect and interpret the areas First Nation's and historic values.

Provision of Recreational and Educational Opportunities

This area has served as a backyard recreation area for Victoria. Now, as a provincial park, there will be a greater public focus to the area, and there is a need to establish management objectives and actions that encourage recreational and educational opportunities which are compatible with the protection of ecological, cultural and aesthetic values.

Involvement of First Nations

The lands of Gowlland Tod Provincial Park are of significant interest to the Saanich First Nation, comprised of the Pauquachin, Tsartlip, Tsawout, and Tseycum Bands, and to the Malahat First Nation.

Background Summary

The Commonwealth Nature Legacy was established to commemorate the honour of hosting the Commonwealth Nations for the XV Commonwealth Games in 1994. The Commonwealth Nature Legacy was an initiative of the Government of British Columbia, in partnership with local governments (Capital Regional District and District of Central Saanich) and other contributors (West Coast Energy, The Nature Conservancy of Canada, The Gowlland Foundation, Timber West Forest Ltd., FAMA Estates Ltd., Western Forest Products, Citizens' Association to Save the Environment and Sierra Club). The purpose of these legacy lands is to preserve a heritage of green space on southern Vancouver Island for both present and future generations.

The lands of the Commonwealth Nature Legacy, which included eight specific sites on Southern Vancouver Island, featured the acquisition of approximately 1000 hectares in The Gowlland Range, Tod Inlet and Mt. Finlayson areas. These lands were selected for their ecological significance and recreational values. This document creates a plan for Gowlland Range and Tod Inlet as a single provincial park; Gowlland Tod Provincial Park (Figure 1). Mt. Finlayson has been added to and will be managed as part of Goldstream Provincial Park.

The Gowlland Range and Finlayson Arm

The Gowlland Range is a significant part of one of the last remaining natural areas in Greater Victoria. This area comprises nearly 663 hectares of rugged highlands that tower 430 meters above the shoreline of Finlayson Arm and Squally Reach on Saanich Inlet. The Gowlland Range has long been recognized as an important green space for preservation, with its dramatic landscape, panoramic views, eight kilometres of shore line and unique terrestrial and adjacent marine habitats.

The uncommonly clear waters of Finlayson Arm, the fiord at the foot of the Gowlland Range, is partially contained within Gowlland Tod Provincial Park. This unique 240 hectare foreshore area, which is refreshed with new water but once a year, is home to a fascinating variety of species, including the giant cloud sponge and rich communities of anemones and lamp shells -- species rare elsewhere in the world. Marine mammals such as killer whales and seals are also native to this marine habitat.

The Gowlland Range is rich in biodiversity. Seashore, open forest and rock-outcrop habitats support over 150 species of resident, migrant, winter and summer visitor, and vagrant birds, including eagles, hawks, grouse and owls. The area preserves nationally rare, dry coastal Douglas-fir habitat. Wild flowers colour open grassy meadows in spring and early summer, arbutus and manzanita ring the open areas. The Range is also home to blacktail deer, river otter, mink, cougar, black bear, raccoon and other wildlife.

Six archaeological sites have been identified along the Gowlland Range shoreline, giving evidence of pre-contact use of the area by First Nation peoples. An early copper mine and nearby Caleb Pike Homestead are reminders of pioneer activity. There already exists an extensive network of hiking and horse trails using logging and mineral development roads of a bygone era.

Tod Inlet

The natural shoreline and uplands along Tod Inlet have long been valued for their beauty, ecological significance and recreational potential. This 225 hectare parcel of land protects portions of Tod Creek, the Partridge Hills north of Durrance Lake, a significant amount of Tod Inlet's east shoreline, the uplands on the west shore of Tod Inlet 500 feet beyond the high water mark, Rocky Ridge, East Cole Hill Gully and the Butchart Gardens Ridge. The significant values of the Tod Inlet foreshore, comprising 32 hectares, are also contained within the boundaries of Gowlland Tod Provincial Park. The Tsartlip Indian Band has filed a site specific land claim with the federal government that includes the Tod Inlet property.

The Tod Inlet portion of the park, accessible from both land and water, offers extraordinary recreational and educational opportunities, as well as a variety of ecologically and regionally significant natural and historic features. Douglas-fir, western red cedar, arbutus and meadow habitats are dominant, but dozens of other plant species--some rare or threatened (e.g. phantom orchid)--are also found. The range of habitats in the inlet and adjacent waters supports a rich diversity of wildlife, including the great blue heron, bald eagle, and Peale's peregrine falcon, all designated as sensitive/vulnerable. Blacktail deer, red squirrel, river otter and other wildlife are also found.

Six archaeological sites have been recorded, primarily along the shoreline and Tod Creek, and include two village sites used by First Peoples 1,500 years ago or earlier. There are extensive reminders on the east shore and uplands of Tod Inlet of The Vancouver Portland Cement Company. On this site, a self-contained industry town thrived between 1904 and the mid 1920s. There already exists a network of hiking trails utilizing the original roads and railway right-of-way of this town.

Additional Lands

As part of its contribution to the Commonwealth Nature Legacy, the Capital Regional District contributed 65 hectares of Mt. Work Regional Park, specifically, the area surrounding McKenzie Bight on Finlayson Arm. This addition allows creation of a continuous protected area corridor within Saanich Inlet from Brentwood Bay to Goldstream Park. Upon these CRD lands there already exists a network of trails using the transportation routes of a past era and maintained until recently by the Capital Regional District Parks Department.

In addition, sixty-three hectares (Lot 59) were transferred directly to the province for inclusion in the park, by Western Forest Products Limited, in exchange for increased density in a residential subdivision in the District of Highlands.



Plate 1. Arbutus grove near the summit of Jocelyn Hill

2. The Role of the Park

Regional and Provincial Significance

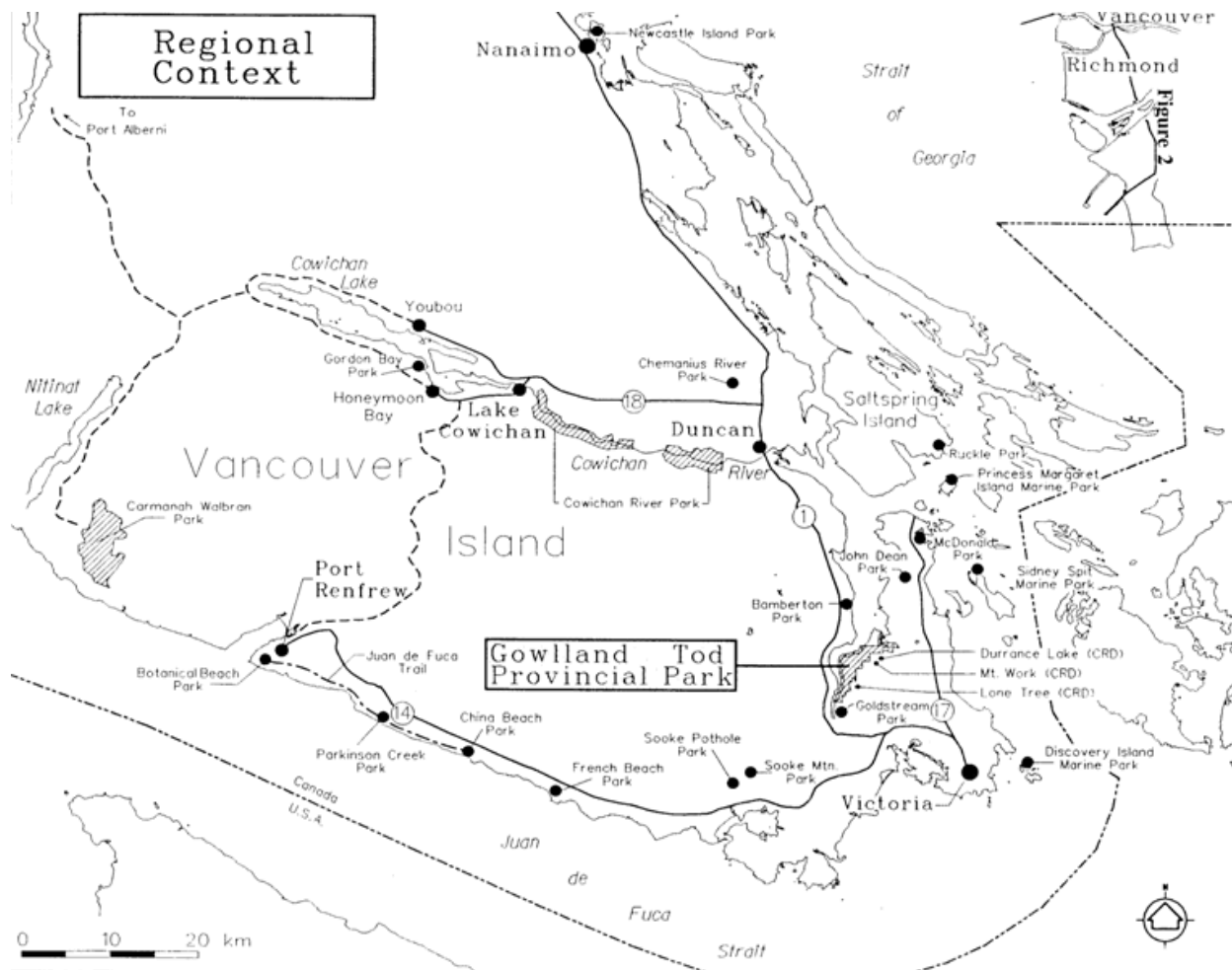
The Gowlland Tod Provincial Park area has long been acknowledged as important both for conservation of natural values and for outdoor recreation. Its conservation and recreation role is strengthened all the more by the significance this area has in the legends of the First Nation's peoples and by the increasing level of urban development on southern Vancouver Island. This development has eliminated most opportunities to preserve and protect roadless areas, or "near-urban natural areas" as they are sometimes referred to, in close proximity to Victoria, the second largest city in British Columbia.

In the BC Parks system, Gowlland Tod Provincial Park is special because there are few large natural area provincial parks--Indian Arm park is the only other--in a near-urban setting and including a major marine ecosystem. While we have other parks near major cities, they are largely high elevation areas such as Cypress, Golden Ears and Mount Seymour provincial parks.

On a regional scale (Figure 2), Gowlland Tod Provincial Park achieves several significant objectives including:

- a) It complements natural, cultural and recreational values in Goldstream Park;
- b) It provides additional green space near Victoria;
- c) It complements the marine provincial parks in the region including French Beach, Sidney Spit Marine, Discovery Island Marine, Princess Margaret Island Marine, Ruckle, and Bamberton parks;
- d) It offers attractive family recreation opportunities introducing people to the wild natural environments near Victoria; and
- e) It functions as the anchor for a high-quality integrated trail system in the Capital Regional District.

In addition to protecting the ecological diversity of an undeveloped portion of the Saanich Peninsula and a portion of Finlayson Arm in Saanich Inlet, the park also contains significant recreational and cultural features. Tod Inlet not only has a number of important First Nations archaeological sites, it was also the location of the Vancouver Portland Cement Company which operated in the early years of this century. For hikers and other outdoor enthusiasts, there are a number of activities easily enjoyed by day visitors to the park, in an area that offers magnificent vistas of Finlayson Arm and the Saanich Peninsula.



Local Significance

Gowlland Tod Provincial Park, 1219 hectares, is one of 21 protected areas on southern Vancouver Island (Figure 2). All these sites protect small remnants of the dry Coastal Douglas-fir zone. The parks provide varied recreational activities including picnicking, camping, horseback riding and hiking, as well as opportunities for environmental appreciation and nature study.

The Capital Regional District also maintains a series of 16 Regional Parks that protect regionally significant landscapes and offer extensive recreational opportunities to regional residents.

The Gowlland Tod area consists of predominantly forested land and includes extremely sensitive sites which provide habitat for unique plant communities of Phantom Orchids and Goldstar within the rare dry Coastal Douglas-fir Biogeoclimatic Zone. The marine components of the park, Tod Inlet and Finlayson Arm, provide the environment for a unique community of sponges, anemones and lamp shells - - animals rare elsewhere in the world.

The lands to the north and east of the provincial park maintain a rural atmosphere, with narrow twisting roads, large lots and hobby farms. The road network is an important factor in determining access to the park. While no user statistics exist for this specific area, Capital Regional District park facilities at Durrance Lake and Mt. Work received 43,000 and 25,000 visits respectively in 1994. With this established volume of traditional use, it can be anticipated that the availability of this new area for local recreation will draw even more recreationists to this portion of the Saanich Peninsula.

The communities of Highlands, Willis Point and Central Saanich have a history of working hard to protect the cherished areas of the ecosystem which surrounds them. The establishment of Gowlland Tod Provincial Park is a testimonial to their interest in preserving these significant areas. The area has also always played a significant role in the cultural expression and development of the Saanich and Malahat First Nations peoples.

Conservation Role

BC Parks has two conservation goals; *ecosystem representation* and *special features conservation*. Gowlland Tod Park contributes to both goals, and park management will emphasize both goals. The overall management goal of Gowlland Tod Park is to conserve, restore, protect and enhance ecological, cultural and aesthetic values and to provide opportunities for education, recreation and scientific research. Specifically:

- * Gowlland Tod Provincial Park contributes to conserving representative ecosystems and biological diversity within the dry Coastal Douglas-fir biogeoclimatic zone.
- * Over 63 percent of the park is designated as a Special Feature Zone. This zone provides protection for natural processes and cultural values, and visitor access may be restricted to limit impacts. An additional 33 percent is designated as a Natural Environment Zone. In this zone, natural processes are allowed to continue, and the effects of visitor use on natural and cultural values are minimized.
- * The park contains areas of large mammal habitat (eg. cougar, black bear) and conserves habitat for these and other species.
- * Finlayson Arm is a coastal fiord with steep underwater walls that preserve unique marine communities with rare species.
- * Because the Saanich First Nation's elders have pointed out sites where they continue to pursue their Aboriginal way of life, significant spiritual, cleansing, gathering and ceremonial locations within the park area need to be treated with respect.
- * The entire site of the Vancouver Portland Cement Company (1904-1921) with its Chinese, East Indian and Industrial history is preserved within the Tod Inlet portion of the park.
- * The east side of Finlayson Arm that is within Gowlland Tod Provincial Park is currently zoned as "special feature". This area provides a unique opportunity to protect, for research and interpretation purposes, all resident species from ridge top to ocean floor and as such warrants ecological reserve status. Conversion of this area from park to ecological reserve status is one of the actions that this plan recommends.

Recreation and Education Role

BC Parks has four recreation goals; *tourism travel routes, outdoor recreation holiday destination, backcountry, and local/regional recreation*. Gowlland Tod Provincial Park contributes to the *local/regional recreation* goal by providing residents with readily accessible day use outdoor recreation activities. Park management will facilitate recreational and educational activities that have minimal impact on the significant natural ecosystems and cultural features within the park. The park contributes to recreational goals by protecting a natural environment suitable for the provision of a variety of recreational opportunities. Specifically:

- * Residents and visitors to the Greater Victoria area will be able to hike, ride horses, cycle, swim, dive, boat, fish and appreciate nature at a location that is less than half an hour from a major population center.
- * The First Nations' cultural sites combined with the aesthetic values of the park provide an excellent opportunity for education and interpretive programs focused on creating an awareness of and a respect for the natural and spiritual environment.
- * Components of the trail network within Gowlland Tod Provincial Park will, where environmentally sound and physically practical, be integrated with and complement the regional trail concept of the Capital Regional District Parks Department.
- * The waters of Saanich Inlet offer opportunities for a variety of boating experiences. The waters of Tod Inlet provide an opportunity for peaceful enjoyment of this protected inlet. The waters of McKenzie Bight and Elbow Point in Finlayson Arm offer some of the finest scuba diving opportunities in the region.
- * Sensitive marine and terrestrial species and communities within Gowlland Tod Provincial Park present an outstanding opportunity to undertake scholarly research projects and to educate visitors to respect and learn about these natural features.

Vision Statement

What is a Vision Statement?

A vision statement for Gowlland Tod Provincial Park has been developed for a number of years into the future to set a tone for how the park may differ from what it is today. Being clear about the long-term vision helps to guide what should be done in the short-term. The Vision Statement is an important guide for reacting to changing demands for recreation or for incorporating new approaches to conservation management.

Gowlland Tod Provincial Park

Vision Statement

The Vision Statement for Gowlland Tod Provincial Park looks ahead 50 years to the year 2045, when the park will continue to provide protection for the rare dry Coastal Douglas-fir habitat. The park will also continue to play an important role in providing a relatively undisturbed environment for terrestrial and marine wildlife and vegetation. The park will be part of the larger "Saanich Peninsula-Malahat" area, where integrated management strategies will be implemented to sustain the region's natural and recreational values. Cooperation with other Provincial and Federal Agencies, the Capital Regional District, First Nations, and Municipalities to preserve, maintain and integrate ecological balance and recreational opportunities will be a priority.

Leading-edge research and data collection on cultural sites, wildlife and vegetation values will provide BC Parks with the ability to make informed management decisions. Maintaining and respecting the land, water, wildlife, vegetation and cultural values will continue to be a priority. Conservation efforts will discourage recreation in sensitive locations.

Gowlland Tod Provincial Park will play an important role in developing public awareness of and appreciation and respect for conservation and natural processes. Information will be presented within the park, focussing on First Nations' history and their holistic connection with nature. There will also be information about the industrial history of the Tod Inlet area and about park objectives and management strategies. This education process will aid in conserving marine and terrestrial wildlife, vegetation, and cultural sites. Park visitors will be encouraged strongly to support and assist in the stewardship of the park and conservation of its values. Human beings will have an opportunity to become more deeply aware of their fundamental connection with the rest of the natural world.

Into the year 2045, Gowlland Tod Provincial Park will continue its important role in providing people with day-use opportunities for experiencing nature and recreation. Both the location of facilities and park management philosophies will respect the interests of the local communities. Recreational opportunities will be established with due care for ecological consideration and vary in length from a few hours to a full day. Trails will be enhanced with information on the park's cultural and physical features. People will enter a tranquil ambiance as they approach Tod Inlet. Its day-use area will be oriented to family activities, such as cultural-interpretation walks, picnicking, boating and swimming. Divers will have opportunities to explore the waters of McKenzie Bight and Elbow Point in Finlayson Arm. There will be harmonious enjoyment of Tod Inlet and Finlayson Arm by both powered and non-powered watercraft.

BC Parks, the Saanich First Nations and the Malahat First Nation will work together to ensure that recreation activities are respectful of the environment and sacred sites, and that people still find solitude, inspiration and personal growth in the Gowlland Tod area. Essentially these lands will have changed little, and where possible the lands of the park will be returned to the natural state once widespread in the area.

3. Park Zoning

Zoning divides a park into land and water areas, based upon uniform and consistent management objectives. The zones reflect the intended land use, the degree of human use, and the level of management and development required. At one end of the spectrum, the Intensive Recreation Zone indicates a portion of a park that is appropriate for high levels of recreation and facility development. At the opposite end, the Wilderness Conservation Zone indicates an area of a park that receives that highest level of resource protection and minimal human presence. Between these two ends, there are three additional zones providing a range of conservation and recreation priorities. Details of the zoning descriptions are in Appendix B.

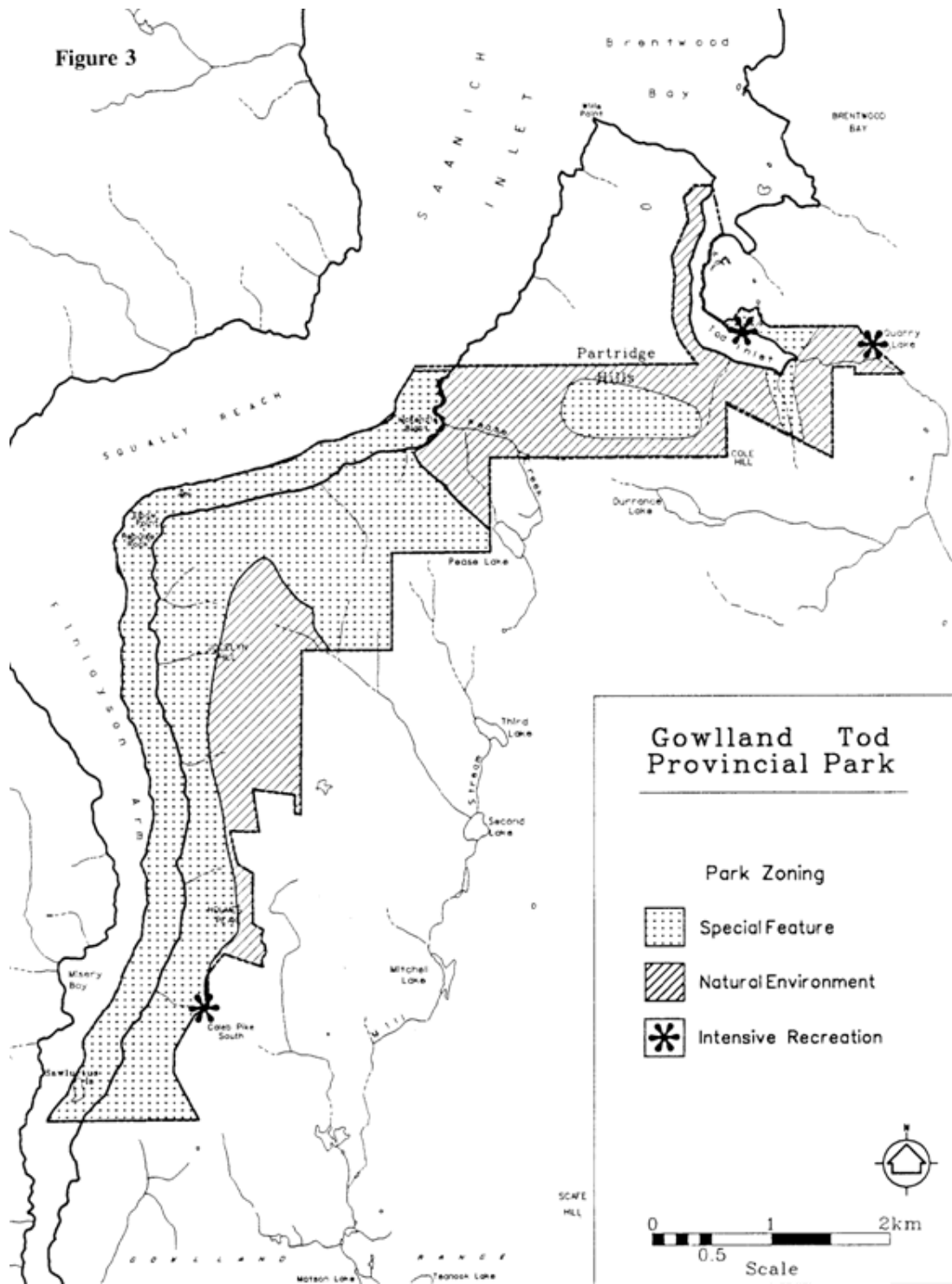
Based on Gowlland Tod's features, its objectives for conservation and recreation, its size, and its vision statement, these park lands falls within 3 zones (Figure 3.):

- Special Feature Zone
- Natural Environment Zone
- Intensive Recreation Zone

Special Feature Zone

The objective of the Special Feature Zone is to protect and present significant natural or cultural values, features or processes because of their special character, fragility or heritage values. This zone covers the Arbutus/wildflower community of the Partridge Hills and the rare, Coastal Douglas-fir/Cliffs/Marine Foreshore community of the east side of Finlayson Arm as well as the culturally significant riparian area of Tod Creek and the historic works in Tod Inlet. Due to the sensitivity of the plant communities and historic significance at these locations, random visitation to this zone will not be encouraged. Visitors will be requested to remain on the network of well defined trails, and in some locations travel will be restricted to foot traffic. The Finlayson Arm area provides a unique opportunity to preserve and protect all species from the floor of Finlayson Arm to the top of Gowlland Ridge. This opportunity is so significant that this area will be proposed for Ecological Reserve status. This zone comprises 772 hectares or 63 % of the park. The significance of this zone in this park is reflected by the fact that no other provincial park in British Columbia contains such a high percentage of its total size within the Special Feature Zone.

Figure 3



Natural Environment Zone

The objective of the Natural Environment Zone is to provide for a variety of easily-accessible off-road outdoor recreation activities in a largely undisturbed natural environment. This zone includes the remainder of the park outside the Intensive Recreation Zone and Special Feature Zone. Facilities will be provided where they are necessary to:

- 1) maintain the natural environment;
- 2) provide education/interpretation opportunities; and
- 3) enhance appropriate recreation opportunities.

The intent is to ensure that facilities do not dominate the natural setting. Traditional uses, such as hiking, horseback riding and cycling will be encouraged where the environment is not compromised. Trail development will make use of the natural terrain, old road beds, incorporate scenic values and respect the sensitive natural and cultural sites of the park. This zone comprises 414 hectares or 34 % of the park.

Intensive Recreation Zone

The objective of this zone is to provide for a variety of high-use, readily-accessible, facility-oriented outdoor recreation activities. In Gowlland Tod Provincial Park, areas zoned for this purpose include the vehicle parking lots at the Quarry Lake and Caleb Pike South sites, a day use area on the north-east shore of Tod Inlet and a viewing platform at Caleb Pike South. Development will be aimed at managing a reasonable number of visitors, in a setting that will be maintained in as natural a state as possible. This zone comprises 33 hectares or 3 % of the park.

4. Management of Natural and Cultural Values.

Introduction

Gowlland Tod Provincial Park was established in 1995, to protect the physiography, ecosystems and cultural heritage of a large portion of southwest Saanich Peninsula and to provide a picturesque setting for outdoor recreation. The park protects an example of the Coastal Douglas-fir biogeoclimatic zone and a unique marine ecosystem. As only 2.08% of land representing this biogeoclimatic zone currently is protected, it is vital that parks and ecological reserves protect and restore the ecological processes and features included in them. The objectives of natural and cultural protection in Gowlland Tod Provincial Park will stress managing human impacts to prevent degradation or interference with normal ecological processes or the remains of an aboriginal presence.

This section of the management plan outlines management objectives and actions which will provide general park management direction; it also identifies priorities for specific management plans. These objectives and actions comply with the Park Act, Park Act Regulations and relevant ministry policies and are intended to complement official policies and community plans of the adjacent municipalities and the Capital Regional District.

Land and Natural Resource Tenures

There are a number of land tenures which predate the establishment of Gowlland Tod Provincial Park. These are:

- * A 2 post Mineral Claim - MERYL (tenure #303132) is valid and is situated adjacent to sections 38, 59, 60 and 94 Highlands District.
- * BC Hydro has a park use permit for 2 powerline rights-of-way that traverse Gowlland Tod Provincial Park.
- * A dam and easement for a waterline supplies water from Tod Creek to Butchart Gardens.
- * A second easement, through the Tod Inlet portion of the park, allows Butchart Gardens drainage from the Ross Fountain into the waters of Tod Inlet.

Gowlland Tod Provincial Park is created as a Class A Provincial Park and has not, as specified in Section 12 of the Park Act, been designated as one of the 6 categories of provincial parks.

Objectives

To eliminate tenures in conflict with the Park Act.

To manage non-conforming tenures to meet the conservation objectives of the park.

To manage the park's upland and marine areas for the protection of its natural features and rehabilitation of the lands affected by past industrial activity.

Actions

- * Acquire the MERYL 2 post claim.
- * Develop powerline permit areas for recreational opportunities such as mountain bike trails and horse trails and ensure that wildlife and vegetation concerns are addressed through conditions of the permit.
- * Ensure that the dam facilities on Tod Creek and drainage facilities at Tod Inlet are under park use permit, have the minimum possible impact on adjacent ecosystems, enhance park services, complement the recreational opportunities, and are visually compatible with the natural setting.
- * Amend the Legislation that establishes Gowlland Tod Provincial Park to state its designation as Category 6 as per Section 12(1)(f) of the Park Act.

Boundaries

The boundary of the park is the legal administrative tool to define lands on which BC Parks has legislated authority under the Park Act to manage values and provide recreation opportunities. It is important to consider whether changes to the park boundary are necessary. For example, natural processes such as groundwater flow and outdoor recreation on the natural landscape surrounding the park can also have effects on the park. Further, there may be unique features, unrepresented vegetation communities or cultural sites outside the park that are significant and should be considered for conservation.

This section highlights the main interests and concerns relating to the park's boundary and sets direction for resolving park boundary issues. There are 10 specific issues related to the park boundary (Figure 4):

1) 1 Chain Crown grant and foreshore north of McKenzie Bight

Above the highwater mark there is a 66 foot wide strip of land north of McKenzie Bight that was reserved in 1907 as a Crown Grant for the purpose of providing public access from the water of Finlayson Arm to the land of the eastern shore. Recent investigations indicate that there is no road through this strip of land and as such it has retained its original naturalness. The corridor remains Crown Provincial Land and BC Parks has no legislated management control over this area.

2) Partridge Hills

The northern boundary of the park excludes significant features that have high conservation and recreation significance. This area is part of the Partridge Hills complex and contains significant representation of Douglas-fir/Arbutus vegetation communities, the inclusion of which would enhance the biological integrity of this park. Recreationally, the area provides superb views of Saanich Inlet and Saanich Peninsula and contains trails that complement the existing trail network in the northern portion of the park.

3) Cole Hill

This area contains natural and sensitive forest communities of scattered old growth Douglas-fir, arbutus and Garry Oak, along with wonderful viewpoints that complement the Vision Statement of this management plan.

4) Section 25 - A portion of Mount Work Regional Park

Visitors to the provincial park lands in the vicinity of McKenzie Bight and those who will be entering the park area south of this point have to walk approximately 300 metres through Mount Work Regional Park of the Capital Regional District. As the two areas are managed under different acts, regulations and policies, it will be difficult for BC Parks staff to manage visitors at the point of origin of their visit and over the 500m of trail. These lands should be under the jurisdiction of one park agency .

5) Section 38

This area provides opportunities that can enhance the park's aesthetic, ecological and learning experiences.

6) Section 69 - South of the Panhandle, connection with Lone Tree Regional Park.

East of the Stonecrest Subdivision (Lot 69) is a portion of the park referred to as the "Panhandle". There are two issues that relate to this area.

- 1) There is some discrepancy between maps about the location of the present southern boundary of the panhandle in relation to the Millstream Road right of way.
- 2) There is a small portion of Section 69 that is south of the panhandle and east of Millstream Road.

This area offers another opportunity to complement the concept of a regional trail system because it assists in the physical connection of this provincial park with Lone Tree Regional Park.

7) Caleb Pike South and Caleb Pike North

The residential development proposed for the area abutting the western boundary of the park in the vicinity of Caleb Pike Road brings with it the concern that residential development of the West Millstream Housing Development will compromise environmental quality through groundwater contamination should there be septic failure. This could eliminate a source of water for wildlife. Development in this area could also affect the recreational character through creation of a physical barrier to a contiguous trail system and through restriction of parking lot options.

8) Section 74

This section of Crown Provincial land abuts Gowlland Tod Provincial Park and the inclusion of all or part of this lot would ensure trail connection and preservation of ecological values such as a year round water course and wildflowers.

9) Goldstream Connector

There is a desire to ensure a trail connection to Goldstream Provincial Park.

10) Sawluctus Island

This island features significant archaeological and cultural values in combination with natural values such as seal haulouts and the roosting site for eagles which frequent the area.

Objectives

To work within local government planning processes to protect areas adjacent to the park that have high natural, cultural and recreational values.

To work cooperatively with other government agencies, local governments, industries, First Nations and public interest groups to manage the park in consideration of natural processes and recreational activities outside of the park boundary.

To connect Goldstream and Gowlland Tod Provincial Parks through a trail corridor.

To acquire lands next to the park which contain identified significant conservation and recreation values.

Actions

Through local planning processes, interagency negotiations and other acquisition processes, acquire the following recommended additions to the park:

* **1 Chain Crown Grant and foreshore north of McKenzie Bight**

Acquire the 28 hectare Crown Granted, 66ft strip of land north of McKenzie Bight on Saanich Inlet and 300 meter foreshore.

* **Partridge Hills**

Acquire 90 hectares of the Partridge Hills area to:

- 1) Include The "Second Knoll" of Partridge Hills;
- 2) Use the northern limit of the current trail/road network and the eastern side of the 1 Chain Strip as the north and west boundaries;
- 3) Preserve the viewshed and environmental quality of the northwest shore of Tod Inlet by shifting the boundary 30 meters west of the top of slope.

This boundary adjustment would protect the Douglas-fir/Arbutus vegetation community and create a circuitous trail network. At the same time it will greatly enhance the preservation of natural and visual features found in the park, as well as reducing the possibility of ground and surface water contamination in the Tod Inlet drainage from residential development.

* **Cole Hill**

Initiate a process of joint discussions with the Capital Regional District and Saanich Municipality with the goal of indicating to the Department of National Defence that a protected area designation that includes all lands with old growth trees is an appropriate future function for the Cole Hill area. This does not mean that this area must become part of Gowlland Tod Provincial Park. The area needs to be protected, addition to this park being one possible solution.

* **Section 25 – A portion of Mount Work Regional Park**

Acquire 64 hectares of Section 25, west of Ross-Durrance Road, within Mt. Work Regional Park, from the Capital Regional District to BC Parks.

* **Section 38**

Acquire the 23 hectares of significant aesthetic and ecological values contained in the western portion of Section 38, without providing access to the park from Martlett Drive.

* **Section 69 - South of the Panhandle, connection with Lone Tree Regional Park.**

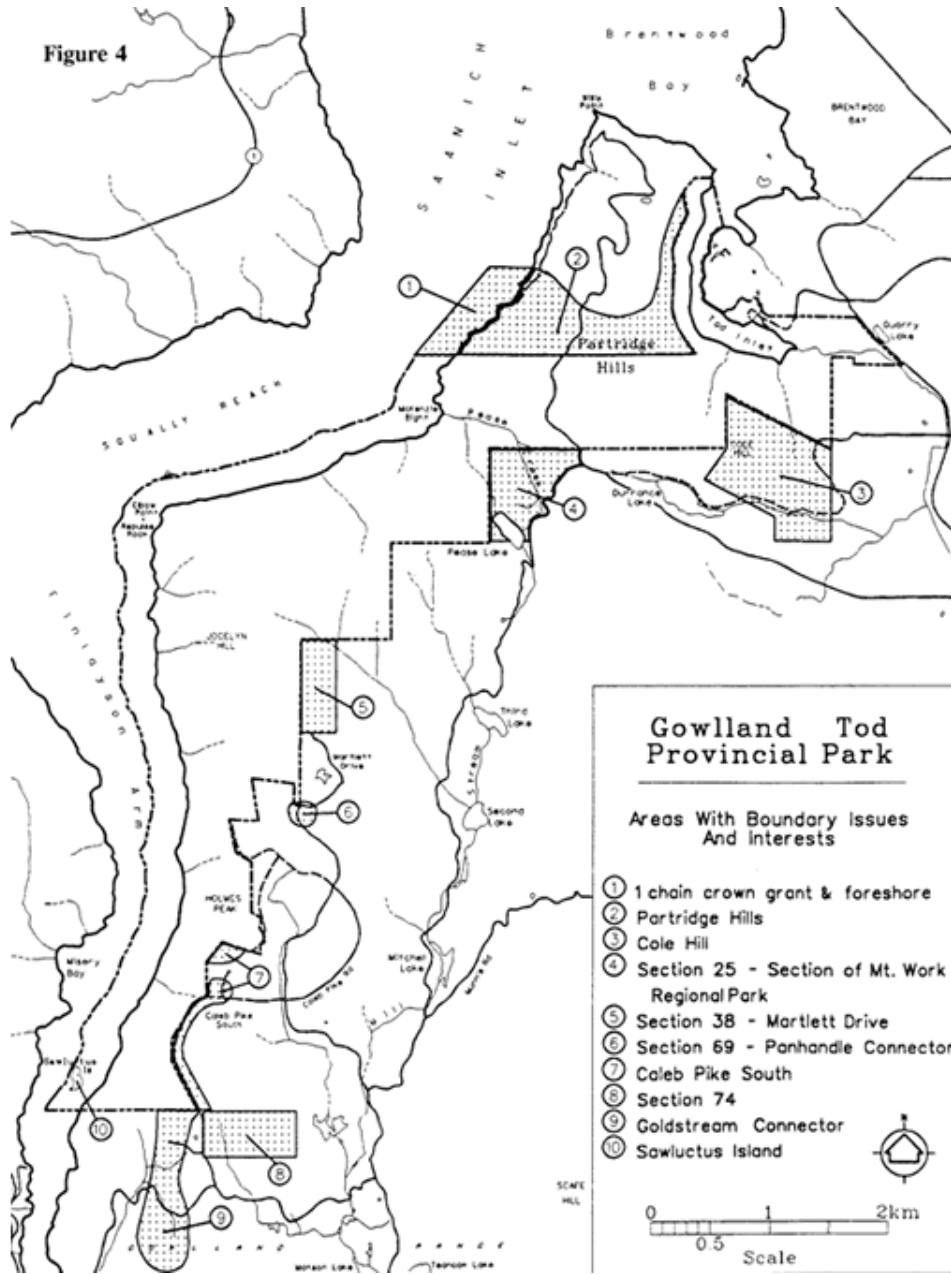
Investigate the legal status of the 2 hectare area south of the panhandle and acquire if necessary this area for the connection between Gowlland Tod Provincial Park and Lone Tree Regional Park so that it can be used in a manner that is compatible with the regional trail concept.

* **Caleb Pike South and Caleb Pike North**

Modify the boundaries of the West Millstream Housing Development, through the subdivision process, as follows:

- 1) Adjust the boundaries of Phases A and B to ensure that the ecologically valuable areas with sensitive wildlife habitat and year round wetlands are contained within the park;
- 2) Adjust the boundary of Lot 4, Phase B, to allow for a parking area;
- 3) Adjust the boundary of Lot 3, Phase A, to ensure that the trail which traverses north to south through the park does not trespass through a private lot; and
- 4) Adjust the boundary of Lot 46 to ensure a safe trail location that connects Section 74 to Gowlland Tod Provincial Park.

Figure 4



* **Section 74**

Acquire the vacant crown 31 hectare north half of Section 74

* **Goldstream Connector**

Acquire vacant crown land which will provide a trail connection between Goldstream and Gowlland Tod provincial parks. Specifically:

- 1) Section 75
- 2) Section 75A

Acquire or obtain necessary easements over private and municipal lands so as to provide a trail connection between Goldstream and Gowlland Tod provincial parks. Specifically:

- 1) A strip of land in the Southeast 1/4 of Section 73
- 2) West 1/2 of Section 16

* **Sawluctus Island**

Acquire this 1.34 hectare island for addition to Gowlland Tod Provincial Park.

* Seek cooperation from communities adjacent to the park to deal with the issue of establishing local access points into the park.

* Maintain close communications with the First Nations to ensure that the rights of the member bands and the interests of BC Parks are mutually respected.

* Install BC Parks standard signs to identify the park's land boundaries.

Vegetation

Gowlland Tod Provincial Park is special because its terrestrial and aquatic vegetation are the basis for both wildlife and marine habitats and contribute to the visual and recreational attractions of the park. The park represents the Coastal Douglas-fir portion of the Nanaimo Lowlands Ecoregion and encompasses additional special vegetation features such as Douglas-fir/Arbutus communities, three red-listed species and 29 yellow-listed species. Gowlland Tod Park also supports a rich community of marine plant species.

During the 1940s and '50s, a large portion of the park's upland was altered by logging. Any remnant old-growth tree or forest is a feature worthy of protection and potentially interpretation to the public.

First Nations continue to have the right to harvest plants for sustenance, medicinal, and ceremonial purposes within the park.

The Gowlland Range and Tod Inlet landscape is strongly representative of coastal glaciation including examples of glacial scouring, roches moutonnées, deposition and other glacial features. The thin soils characteristic of the area, associated with the parent materials and influenced by insular mountain climatic rain shadow effects, have combined in unique ways to produce unusual terrestrial and marine flora. No other provincial park provides similar flora representation.

Evidence of this unusual flora is the number and variety of rare plant species, together with the tree and shrub species which strongly reflect that soil and climate conditions of the area. The large number of arbutus and its smaller relative, the hairy manzanita, together with shore pine, Douglas-fir and Garry oak, are vegetative cover elements of which are found 1,600 kilometres to the south in California. This open forest cover is scattered over the rocky outcrops of the Gowlland Range.

Plant cover has yet to be fully documented. An inventory of plant species may prove that there are several additional rare or threatened species present within Gowlland Tod Provincial Park. Soil moisture is a limiting factor to tree and plant growth in the low rainfall area. Seepage areas, springs and open areas with thin soils become important in the support of rare plant species diversity and for dependent animals. It is in these areas that the rare and endangered plant species may be found.

Objectives

To protect, maintain, and enhance the park's terrestrial and marine vegetation, especially remnant old-growth trees and forest ecosystems.

To restore damaged land and marine vegetation to natural conditions.

To protect rare, endangered or sensitive terrestrial and aquatic plant communities and species.

To prevent, where possible, the establishment of non-native species.

To restore natural processes as part of the park's ecological integrity.

Actions

- * Institute a program of appropriate and sensitive site rehabilitation of those areas of the park where logging, road construction, trail construction and non-conforming public recreation have taken place.
- * Complete a terrestrial and aquatic vegetation inventory to identify and map plant communities, rare species and threatened plant communities. Work closely with the District of Highlands to facilitate the successful initiation, implementation and completion of the District of Highlands Volunteer Plant Inventory Program.
- * Prepare a vegetation management plan that will identify specific management strategies based on the findings of vegetation inventory and mapping.
- * Prepare a fire management plan that will protect park facilities and suppress wildfire.
- * Establish a regular forum for discussing and preparing with adjacent communities and the Ministry of Forests a fire response plan that can be implemented for Gowlland Tod Provincial Park.
- * Protect sensitive or unique vegetation communities from the adverse impacts of recreational use by locating trails away from these areas, and consider ecological reserve designation as a means of recognizing the sensitivity of these sites.
- * Retain tree snags for wildlife habitat except in situations within Intensive Recreation or Natural Environment Zones where there is a threat to the safety of visitors or park facilities.
- * Develop public awareness programs to foster respect for the park's vegetation and natural processes. Enhance these programs with presentation of traditional First Nations' cultural values.

- * Encourage and support research to better understand natural processes.
- * Control all research activities with a park use permit.
- * Enforce Park Act Regulations that prohibit the disturbance and removal of terrestrial and aquatic vegetation except as authorized by a park use permit.
- * Work closely with BC Hydro to establish a powerline right-of-way vegetation management program that is pesticide-free, removes non-native vegetation and reflects the Vision Statement of Gowlland Tod Provincial Park.

Water

Gowlland Tod Provincial Park contains bodies of both fresh and salt water which are significant to the plants and animals of the park and to park visitors. These are also significant to the First Nations' cultural values.

An existing tenure affects the water flow of Tod Creek. A second tenure creates an easement for a well to supply water to Butchart Gardens and a third tenure is in place for drainage from the Ross Fountain in Butchart Gardens into Tod Inlet.

Water quality of the park may be compromised through groundwater contamination that results from residential development adjacent to the park.

There is also the possible threat of oil or similar substances contaminating the intertidal zone of the park.

Objective

To maintain or improve the natural conditions and quality of salt water and fresh water in and adjacent to the park.

Actions

- * Initiate, cooperate with and support other processes that will improve/maintain water quality in and adjacent to the park. Specifically, request that the water quality component of the Saanich Inlet Study be expanded to include Tod Inlet.
- * Monitor and protect from any interference the groundwater, streams and marine environment.

- * Work with adjacent land tenure holders (e.g. GVWD watershed lands) to mitigate the potential impacts of external development that will have an effect on the waters of the park.
- * Work with the Municipalities of Central Saanich and Saanich to ensure that the development east of Wallace Drive does not contaminate the waters which flow into Tod Creek.
- * Assess the environmental impact of past industrial activities that have taken place on both park and adjacent non-park lands.
- * Seek alternative sanitary facilities that do not compromise environmental integrity, are properly designed and located to respect the visual values of this provincial park.
- * Establish and maintain contact with BC Environment, the Provincial Emergency Program (Ministry of the Attorney General) and the Federal Government to explore what oil spill control measures may be developed for the protection of the marine component of the park.
- * Ensure that trail development and maintenance minimize erosion of surface materials.
- * Establish the waters of the park as an area of "No Dumping" of holding tanks or any other contaminant.

Fish

Gowlland Tod Provincial Park provides habitat for freshwater and marine fish. Freshwater streams in the park are small. While there may be some resident fish, no species inventory exists. The park's marine environment is also home to a variety of sport and non-sport species which frequent the waters of Finlayson Arm and Tod Inlet, for which no inventory of these fish is available.

BC Parks is concerned about the protection of fish species which depend on the waters of Finlayson Arm for their habitat. The Department of Fisheries and Oceans (DFO) manages marine fish species which frequent the park and fish which migrate through the park's waters. BC Parks will need to provide input into the DFO's management plan to ensure that the plan is consistent with park objectives.

First Nations peoples covered by the Douglas Treaties have the right to "fish as formerly" for shellfish and finfish in the waters of Gowlland Tod Provincial Park.

Objectives

To protect and maintain the current natural diversity of marine and freshwater fish found in the park.

To maintain and enhance natural fish habitat.

To present and interpret, for public education, the fish species and the cultural significance they have to the First Nations peoples.

Actions

- * Complete an inventory of marine and freshwater fish species in the park.
- * Investigate opportunities for the enhancement of fish habitat and fish populations in the Tod Creek drainage.
- * Establish close cooperation between BC Parks, BC Environment, First Nations and the Department of Fisheries and Oceans to enable proper protection of fish species in the park.
- * Control all research activities with a park use permit.

Wetland and Aquatic Ecosystems

Gowlland Tod Provincial Park has a special role in the enhancement and preservation of and education about wetland and aquatic ecosystems of the Coastal Douglas-fir component of the Nanaimo Lowlands Ecoregion. The ecosystems of the Coastal Douglas-fir are highly valued by the public.

Objectives

To protect the park's limited wetlands to maintain the natural communities, especially the amphibian and bird populations.

To enhance and protect the wetland and aquatic ecosystems of Gowlland Tod Provincial Park that are being negatively affected by the water courses that enter the park.

Actions

- * Implement an inventory of riparian and wetland communities in the park.
- * Prohibit trail building in riparian areas until an inventory of both communities is complete.
- * Encourage and support research to better understand the natural processes and values of riparian and wetland communities.
- * Establish close cooperation between BC Parks and the Saanich and Malahat First Nations to ensure that the First Nation natural and cultural values are a component of the data collected in riparian and wetland sites within the park.
- * Use park use permits to control all research activities.
- * Encourage compatible research activities that provide educational opportunities within the park and highlight the special role that Gowlland Tod Provincial Park has in preservation of riparian and wetland areas.
- * Institute a program of cooperative management of adjacent and connected wetlands that is consistent with the objectives of the park.

Marine Wildlife

As a result of its extreme depth, steep shoreline and unique oceanographic features, the Finlayson Arm fjord supports a rich marine community of giant cloud sponges; anemones, sea plumes, and lamp shells -- species rare elsewhere in the world. These marine species are particularly vulnerable to disturbance from divers and marine wildlife harvesting techniques. Marine mammals such as killer, gray and pilot whales, harbour seals, and river otters can be observed in the park.

In the intertidal zone, there are numerous bivalve mollusks, including clams, oysters, mussels; univalve mollusks such as snails and limpets; as well as crabs, sea stars, sea urchins and sea cucumbers.

First Nations peoples covered by the Douglas Treaties have the right to "fish as formerly" for shellfish and finfish in the waters of Gowlland Tod Provincial Park.

Objectives

To maintain and protect the natural diversity of marine species and populations with special attention to rare, endangered, sensitive or vulnerable species.

To protect critical habitats and enhance species with declining populations.

To increase knowledge and understanding of marine values and habitat in and around the park.

To inform the public about non-consumptive appreciation of marine wildlife.

To encourage compatible scientific research projects in the park, particularly those that strive to better understand natural processes and those with direct management benefits.

Actions

- * Develop common objectives with government agencies, First Nations and park neighbours, and share information to facilitate a common management objective for resident and trans-boundary species of Finlayson Arm, Saanich Inlet and Tod Inlet.
- * Acquire data and build on the information that has been collected through the Saanich Inlet Study and include this information in park files. Provide the highlights of this information to the public in the form of an information brochure.
- * Establish a non-disturbance policy that stipulates that there will be no physical disturbance (e.g. anchors dragging, dumping of rocks, creation of artificial reefs) to the ecologically sensitive areas of Finlayson Arm and Squally Reach.
- * Seek a harvesting closure from the Department of Fisheries and Oceans that will prohibit the disturbance and removal of sensitive marine animals, such as sea plumes and lamp-shells.
- * Inform park visitors of the rationale for management actions and restrictions through signs, education programs and brochures.
- * Encourage compatible research activities that provide educational opportunities within the park and highlight the special role that Gowlland Tod Provincial Park has in preserving marine wildlife.
- * Control all research activities with a park use permit.

Terrestrial Wildlife

Terrestrial wildlife species contribute considerably to the park's diversity and steps must be taken to preserve critical habitats for these species. The Gowlland Range is home to blacktail deer, mink, cougar, black bear, as well as raccoons and other small mammals.

Large mammals are seen only occasionally in the park, and for the most part only by chance. It is imperative that these animals not be disturbed, particularly during times of physiological stress such as during winter or gestation.

The seashore, open forests and rock outcrop habitats support over 100 species of birds, including bald eagle, turkey vulture and the blue listed (considered vulnerable) Hutton's vireo, great blue heron and golden eagle.

First Nations peoples covered by the Douglas Treaties have the right to harvest wildlife for sustenance and ceremonial purposes within these park lands.

Objectives

To maintain and protect the natural diversity of terrestrial species and populations with special attention to rare, endangered, sensitive or vulnerable species.

To protect critical habitats and enhance declining habitats.

To increase knowledge and understanding of terrestrial species and their habitats in and around the park.

To encourage scientific research projects in the park, particularly those aimed at better understanding of natural processes and those with direct management benefits.

Actions

* Develop a long term management plan for wildlife in the park. Key elements in this strategy include:

- ongoing wildlife inventory;
- role of fire, insect and disease in creating a range of habitats including snags for various bird and animal species;
- minimizing negative encounters between people and wildlife based on the concept of initially closing areas to protect wildlife from people; and
- management of introduced species.

- * Develop common objectives with government agencies, First Nations and park neighbours, and share information that will facilitate a common management objective for both resident and trans-boundary species of Gowlland Range and Tod Inlet.
- * Ensure that recreational development in the Intensive Recreation, Natural Environment and Special Feature Zones minimize impact on wildlife or its habitat.
- * Retain tree snags for wildlife habitat except in situations within Intensive Recreation or Natural Environment Zones where there is a threat to the safety of visitors or park facilities.
- * With the exception of the rights established for the First Nations within the Douglas Treaty, prohibit the harvesting of wildlife.
- * Control all research activities with a park use permit.

Cultural and Historic Values

First Nations peoples have used this area long before the arrival of Europeans. There are 12 archaeological sites presently recorded inside the park boundaries. All of these sites are shoreline middens with the exception of one inland site. The fact that most of the known sites are found along the shoreline is often indicative of the coastal bias of earlier archaeological inventories and not necessarily a reflection of the total number of possible sites. Most of the known sites were used as seasonal hunting, fishing and gathering camps, while in the Tod Inlet area there are two documented village sites. There are also sites of medicinal, spiritual and ceremonial significance within the park.

Based on the traditional role that these village sites played in the First Nation's culture, these ancestral lands are part of a specific claim by the Tsartlip tribe, currently awaiting settlement.

No extensive or site-specific archaeological assessment has been undertaken in the park area.

In 1904, R. Butchart purchased property on the east shore of Tod Inlet and began construction of the Vancouver Portland Cement Company in 1905. Associated with the cement works and lime quarry were a number of structures which served employees, and closer to Tod Creek were pastures and fruit orchards. Nearby were separate East Indian and Chinese settlements for the quarry workers. This development functioned as an isolated, self-sufficient townsite and played a significant role in both the recent history of the Saanich Peninsula and in the industrial history of the province.

Mineral exploration once occurred near Jocelyn Hill and timber harvesting has been conducted throughout the park. These two historical activities are part of the cultural values of Gowlland Tod Provincial Park.

Objectives

To increase cultural and historic knowledge relating to the park.

To protect and preserve archaeological, cultural and historic values from disruptive development and land uses.

To provide information and education on First Nations culture and the heritage of the area.

Actions

All of the following actions will be taken in cooperation with the Heritage Conservation Branch and the Archaeological Branch of the Ministry of Small Business, Tourism and Culture.

- * Undertake, in concert with Saanich and Malahat First Nations, an inventory of archaeological values in Gowlland Tod Provincial Park. If it is necessary to remove artifacts, they will remain the property of the First Nation's peoples.
- * Undertake an inventory of the historical sites and values of the park.
- * Implement protective measures near archaeological sites as recommended through consultation with the Saanich and Malahat First Nations (e.g., fencing, seasonal closures). Trail and facility development will avoid sensitive spiritual and archaeological sites. Where these sites can not be avoided, visitors will be directed to remain on designated trails in the proximity of these important cultural areas.
- * Develop, in concert with Saanich and Malahat First Nations, and present to the public an information package that describes the values of and respect for these lands that are held by native peoples.
- * Develop and present to the public a history of the Vancouver Portland Cement Company, the townsite and its inhabitants in Tod Inlet, and the evolution of this site from industrial use to today's Butchart Gardens.
- * Identify and maintain, in cooperation with Butchart Gardens Ltd., the living components of the area's historical background. (e.g., apple trees and meadows.)

Relationship With Saanich and Malahat First Nations

It is important to have a good working relationship between BC Parks and the Saanich and Malahat First Nations people who have aboriginal interests in the park area. These First Nations are the Tsartlip (Brentwood Bay), Pauquachin (Cole Bay), Tsawout (Saanichton Bay) and Tseycum (Patricia Bay) bands of the Saanich First Nation and the Malahat First Nation (Mill Bay).

The Douglas Treaty encompasses Gowlland Tod Provincial Park and covers the members of these two First Nations. First Nations people covered under the Douglas Treaty have the right to "hunt on unoccupied lands and fish as formerly". The lands of this provincial park are administered recognizing that the rights identified in this treaty must be considered when developing strategies to manage the park's fish and wildlife. Further to this, the creation of this park does not restrict these First Nations from continuing to use the park area for traditional medicinal, ceremonial and spiritual purposes.

BC Parks has limited information on the First Nations culture and heritage features and values to be found in the park area.

Objectives

To develop on-going communications and a strong working relationship with the Saanich and Malahat First Nations.

To develop an increased knowledge of First Nations interests and values as they pertain to the lands and waters of Gowlland Tod Provincial Park.

Actions

- * Respect the Douglas Treaty rights of the signatory First Nations and ensure that these rights are understood by park staff and park visitors.
- * Continue meetings with representatives of the Saanich and Malahat First Nations to develop an understanding of the common values between BC Parks and those of the First Nations and to discuss possible opportunities for their involvement in aspects of the park's management.

- * With the assistance of the Heritage Conservation Branch and the Archaeological Branch of the Ministry of Small Business, Tourism and Culture, BC Parks will seek cooperation from the First Nations and assist their representatives in gathering archaeological, heritage and cultural information that may be important for conservation purposes. When found, artifacts remain the property of the First Nations peoples.
- * Develop a protocol between BC Parks and the Saanich and Malahat First Nations which establishes a regular communication process to initiate appropriate management, information and education strategies that respect the values of the First Nations peoples and conform to the Park Act and Park Act Regulations.
- * Encourage the First Nations to continue to use the park for traditional purposes such as to train or conduct tribal singing and dancing.
- * Strive to increase the awareness and understanding by non-aboriginal peoples of the rights of the First Nations peoples in Gowlland Tod Provincial Park using educational and informational materials located throughout the park.

Relationship with Neighbouring Communities

Gowlland Tod Park is surrounded by the jurisdictions of Willis Point, represented by the Capital Regional District, the Municipalities of Langford, Central Saanich, Saanich, and the District of Highlands. It is necessary to ensure coordination in planning for the larger "Saanich Peninsula-Malahat" area.

Objectives

To encourage surrounding landowners and community planners to maintain the natural integrity of the "Saanich Peninsula -Malahat" area and respect the Vision Statement of this Management Plan.

To ensure that any management initiative contemplated within Gowlland Tod Park considers the values and wishes of the neighbouring community.

To preserve and improve the visual and audible qualities of the park's natural environment.

To seek cooperation from communities adjacent to the park to deal with the issue of local access points into the park.

Actions

- * Work co-operatively with surrounding landowners and community planners to encourage activities outside of the park that are compatible with or minimize the impact on park values.
- * Establish a regular forum for discussing and preparing with adjacent communities and the Ministry of Forests a fire response plan that can be implemented for Gowlland Tod Provincial Park.
- * Encourage activities in the park that are quiet and are consistent with the surrounding neighbourhood.
- * Design and situate park facilities that complement the park's setting and vision statement and that respect the values and wishes of the neighbouring community.

Visual Values

The natural scenery in and around Gowlland Tod Provincial Park is fundamental to the visitor's experience. Views of the Olympic Mountains, Mt. Baker, North Shore Mountains, Saanich Peninsula, Finlayson Arm, Saanich Inlet and the expanses of forest within the park all combine to make this an exceptional location to experience the aesthetic values of the "Saanich Peninsula-Malahat" area.

Visitors to the "Saanich Peninsula -Malahat" area will have the opportunity to view the park in its natural and unencumbered state as they travel the adjacent roads and highways.

Park visitors can view areas outside the park from the numerous viewpoints and open areas. Development in areas adjacent to the park can affect the viewscape and the experience for the park visitor.

Objectives

To minimize unnatural changes to the views in and out of the park so that the visual qualities and atmosphere of the park are protected.

To design and situate park facilities in a manner that preserves the visual integrity of the park.

Actions

- * Encourage the Capital Regional District, Cowichan Valley Regional District, adjacent municipalities and private land owners to consider visual impact when approving developments that affect the viewshed of Gowlland Tod Provincial Park. The visual quality objectives, referenced to the standards of the Forest Practices Code, will assist in reducing changes to the natural scenery viewed from the park.
- * Locate and design all park facilities in harmony with the visual setting and in accordance with park zoning objectives.
- * Provide opportunities to view the "Saanich Peninsula-Malahat" area.

Outdoor Recreation Values

Gowlland Tod Provincial Park has a number of natural features that enhance opportunities for a variety of day-long outdoor recreation pursuits. The park's central location combined with its forested landscape features, waterfalls, trails and moss-covered rock outcrops provide for easy, relaxing recreation, education and viewing opportunities for a broad cross-section of people. The marine component of the park offers unique underwater flora and fauna, intertidal communities and limited secure anchorage. These combined features provide visitors with a wide range of outdoor recreation opportunities. All these features are affected by the conservation goals of the park. The amount of recreation at any one site will vary with the specific site's ability to support a given recreational activity. Consequently, management prescriptions will vary according to environmental sensitivity.

Objectives

To ensure that recreation promotion, development and use is compatible with the values of the First Nations and conservation objectives for the park's natural features and values.

To ensure that where it is practical and ecologically sound, hiking, horseback and cycling trails will be integrated into the Regional Trail System.

Actions

- * Manage recreation use in conjunction with the park's zoning plan so that natural values will be minimally affected.
- * Limit use of sensitive natural features such as moss covered rock outcrops, steep slopes, wetlands and distinctive wildlife habitat areas and areas of unique marine flora and fauna.
- * Ensure that recreational and facility developments do not negatively affect the natural or cultural values or the outdoor recreation experience.
- * Use the results of research programs to provide information to park visitors so as to enhance their environmental awareness, understanding and appreciation of the natural values of the park.

Scientific Research and Education

We know little and need to know more about the park. Knowledge of the details of natural and cultural values is critical to meaningful management. The park's close proximity to Camosun College, University of Victoria, Institute of Ocean Sciences and other institutions provides an excellent research, outdoor classroom and educational opportunity.

Objective

To encourage approved scholarly research relating to the archaeological and other cultural sites.

To better understand the natural processes in order to conduct site restoration and rehabilitation in the park.

To promote education and conservation through increasing environmental awareness, understanding and appreciation of the natural and cultural values of the park.

Actions

- * Develop a scholarly research strategy to enhance the knowledge of natural processes and First Nations relationship with the lands of Gowlland Tod Provincial Park.
- * Ensure that research relating to archaeological sites has the involvement of First Nations peoples, the Heritage Conservation Branch, a *Heritage Conservation Act* permit, and park use permit. Other types of research require a park use permit only.
- * Consult with Saanich and Malahat First Nations on an ongoing basis with regard to appropriate types of archaeological and cultural research and appropriate information to share with the public. There will be no archaeological research conducted without prior consent of the Saanich and Malahat First Nations.
- * Work with Saanich and Malahat First Nations and past residents of the area to record the oral history of Gowlland Range and Tod Inlet to preserve its history and enrich public understanding of the cultural and historical significance of these areas.
- * Work with universities and corporate sponsors to establish a source of funding to ensure timely and appropriate scholarly research is carried out.

5. Visitor Services

Introduction

This section of the management plan describes the strategies for managing outdoor recreation and park visitors and providing park information. There are three important themes running through this section:

- 1.) Provision of opportunities for people to experience the park in ways that are compatible with its features and conservation of natural values;
- 2.) Provision of outdoor recreation opportunities in such a way that there are minimal conflicts between user groups; and
- 3.) Provision of the means for creating public awareness of and respect for natural and cultural values along with conservation ethics and ensuring that appropriate information is available to visitors.

General Concept

Gowlland Tod Provincial Park will be managed primarily for conservation goals and secondly for recreational opportunities. This emphasis will be reflected in the content of information about the park. Gowlland Tod Provincial Park has not traditionally served the tourist market, yet it contributes to the outdoor lifestyle of the regional population living in the south Vancouver Island area as well as those visiting from outside the area. Current use patterns may change as knowledge of the park spreads. However, Gowlland Tod Provincial Park will not be promoted primarily as a recreation destination.

Since the announcement as a provincial park, the area has gained high public profile. A major task for this management plan is to build upon this strong interest in the area and ensure that people are made aware of the park's sensitive environments and its educational potential.

The general concept for visitor services management is to design and locate park facilities in a manner sensitive to the Coastal Douglas-fir biogeoclimatic zone, the unique marine ecosystem and the First Nation values of the area. Appendix A outlines a comprehensive concept which recognizes these sensitive values and the need for efficient management of visitor use.

Access Strategy

The primary access to the park will be from three specific areas; Wallace Drive adjacent to Quarry Lake, Durrance Road adjacent to Mount Work Regional Park and Caleb Pike South Road west of Millstream Road. Some residents also access the park, with the permission of the land owner, through trails which cross private land. These informal access routes will remain as long as there is support from the affected land owners and there are no associated safety or serious park management problems. Further to this, BC Parks will seek cooperation from communities adjacent to the park to deal with the planning for any additional local access points into the park. The nature of this cooperation will respect the wishes and policies of the adjacent communities, at the same time ensuring that the values of the park and the Vision Statement are protected.

Marine access to Gowlland Tod Provincial Park lands from McKenzie Bight and to a greater extent Tod Inlet will be allowed.

The strategy recognizes the environmental sensitivity of areas such as Holmes Peak, Jocelyn Hill and the Partridge Hills and creates moderate-sized parking lots at Wallace Drive, Durrance Road and Caleb Pike South. These locations are chosen to disperse use, limit the need for visitors to travel Millstream Lake Road and at the same time encourage the establishment of alternate forms of travel (e.g., shuttle bus, car pooling, cycling) to the park.

Objective

To provide a reasonable level of access for visitors to experience the park while minimizing effects on the environment, wildlife, cultural features and other visitors' enjoyment of the park.

Actions

- * Eliminate, except for emergency and park management purposes, vehicle use of former logging and subdivision roads in the park through use of gates and landscaping. Gates, road rehabilitation, trail relocation and closure will also be used to prevent access to areas with rare plant species and sensitive natural and cultural features.
- * Encourage the establishment of private sector transportation to the formally developed access points at Caleb Pike South, McKenzie Bight Access and Wallace Drive.
- * Provide secure bike racks at the formally developed access points. (i.e., Caleb Pike South, McKenzie Bight Access and Wallace Drive.)

- * Provide a minimal marine access facility in Tod Inlet, (i.e., dinghy float). The purpose of this facility will be to ensure safe access to and from the shore and at the same time protect the bank from erosion.

Information Strategy

Providing current information about provincial parks is an important aspect of visitor service management. Information about Gowlland Tod Provincial Park will serve a number of functions. First, it will help people organize their visit and plan what areas of the park they wish to visit. Second, information promotes outdoor etiquette, respect for the natural surroundings and careful appreciation of the wide variety of values found within the park. Third, it will create an awareness of cultural and conservation values and features of these protected lands.

Park information will be distributed in the form of a regional map for Vancouver Island and the Gulf Islands, in a park-specific brochure and on road side signs. Maps will be distributed at park offices and Travel Info Centres. Brochures will be distributed through park offices. Signs will provide directions and distances to the park and activity symbols. Inside the park, the brochure will be available and signs will offer interpretation of natural and cultural values and outline management policies.

Promotion of a park can affect the level of use and the type of visitors it attracts. Promotion strategies must consider different objectives, ones which provide a recreational opportunity and ones which emphasize conservation of sensitive natural and cultural values. Gowlland Tod Provincial Park represents an excellent opportunity to educate and inform visitors and residents alike. The information presented to the public will be low key and focused not to encourage use, but ensuring visitors are informed of First Nations culture and values, the BC Parks system and its conservation and recreation mandate. The aim will be to ensure that visitors have a safe, enjoyable and low impact experience. This information will help park visitors to have accurate expectations of what role Gowlland Tod Provincial Park plays in the community.

Objectives

To instill a sense of stewardship for the park.

To promote an understanding of and appreciation for the natural and cultural values of the park and the surrounding area.

To provide visitors with information that will enhance their respectful use and enjoyment of the park's natural, cultural and recreational features.

To educate public about possibilities of rehabilitation of natural systems.

To create an awareness of the role of the park in achieving the goals of the provincial park system.

To portray the role of Gowlland Tod Provincial Park in conserving important habitat, biodiversity and cultural values while also recognizing that there will be high levels of visitation.

Actions

- * Enhance the public's awareness of Gowlland Tod Provincial Park as an area conserving, protecting and respecting natural and cultural values and biodiversity through brochures, signs, special events and other media.
- * Develop self-guiding, interpretive trails that provide information about the natural and First Nations values along with the Industrial history of the park.
- * Provide clear information, by way of map and brochure, about the sensitive areas of the park and the location of accepted recreational activities.
- * Develop Gowlland Tod Park's image as a protected area with family-oriented day use opportunities.
- * Create facilities and signs, including information shelters, trail signs and road side signs that are consistent with the Vision Statement, in accordance with the BC Parks' sign manual and are integrated to create a park identity.
- * Develop and showcase natural systems rehabilitation projects (e.g., old road rehabilitation, trail closures, old growth stands, broom removal).

Management Services

Gowlland Tod Provincial Park is administered from the South Vancouver Island District Office of BC Parks, situated in Goldstream Provincial Park, Langford. Staff ensure that the various management responsibilities are carried out according to the Park Act and Park Act Regulations, this management plan, established policies and procedures of the Ministry, and a variety of other provincial acts and regulations, eg. Wildlife Act, Litter Act. This includes such priorities as: regulating public use to ensure safe and appropriate use of the park; maintaining trails and facilities; managing permits for research and commercial uses within the park; minimizing effects from visitor use; conducting environmental rehabilitation and management projects and collecting data on the park's natural and cultural values.

Throughout the development of the draft management plan for the park, BC Parks benefitted greatly from the participation of individuals of the public who volunteered to sit as members of the Gowlland Tod Advisory Group. This collaboration resulted in a greater degree of public awareness, understanding and support for the park. In addition, it has resulted in a greater degree of awareness and understanding on the part of BC Parks of public concern and resolve that this park be managed in an open, sensitive and sensible manner that respects the values and wishes of First Nations and the neighbouring communities. It is, therefore, mutually beneficial for the public, First Nations and BC Parks that the South Vancouver Island District of BC Parks establish an ongoing Goldstream/Gowlland Tod Advisory Group. This group will play an important role in the management of the park through consultation, advice, and assistance. This formally-recognized group will also have access to additional funding opportunities and volunteers, both of which will complement the spirit and intent of this management plan and the Vision Statement for Gowlland Tod Provincial Park.

Objectives

To carry out management responsibilities according to the Park Act, Park Act Regulations and the guidelines of this management plan.

To foster opportunities for volunteer services and activities such as being hosts and interpreters of the natural and cultural values of Gowlland Tod Provincial Park.

To maintain a public role in the management of the park.

Actions

- * Encourage volunteers by creation of a volunteer network through which members help to implement this plan during their visits. The terms of reference for such a network would be developed with BC Parks to ensure that they conform with the policies of BC Parks, this management plan and vision statement.
- * Establish a volunteer Gowlland Tod/Goldstream Provincial Park public advisory group. (See Appendix D)
- * Liaise on a regular basis with groups representing park users, to ensure that park management concerns benefit from the greatest possible input.
- * Regulate public use to ensure safe and environmentally friendly use of the park and its facilities.
- * Conduct research and work necessary to rehabilitate disturbed sites, prevent user impacts and protect vegetation, wildlife, cultural, natural and recreation values.
- * Monitor changes in environmental conditions and visitor use patterns.

- * Develop monitoring methods and standards to ensure that the park is being managed sustainably.
- * Prepare Annual Management Plans that address the implementation of management actions and respect the Vision Statement of this management plan.
- * Develop a safety plan that will satisfactorily deal with potential park user emergencies.

Visitor Opportunities

Introduction

The natural features of Gowlland Tod Provincial Park provide an attractive setting for a variety of opportunities for cultural and nature interpretation and for outdoor recreation. These activities must be managed so that they are compatible with the zoning, are not detrimental to natural and cultural values, are consistent with visitors' expectations and respect the Vision Statement of this management plan. The underlying principle is that visitors are able to enjoy the views and ambiance that the park offers, but in a manner that is not detrimental to the park's natural and cultural values.

This plan endorses the concept of a trail network that connects Sidney and Central Saanich to Goldstream Park and further west; a plan on which BC Parks and the Goldstream/Gowlland Tod Advisory Group members will work with neighbouring municipalities and the Capital Regional District to determine the best routes for a variety of uses. The guiding principle in these discussions is that, for a variety of environmental and social reasons, it may not be possible or practical to endorse a trail network that has a single, multi-use trail for its entire length. Of course, any trails within the park that are appropriate for a specific use within a regional trail network concept will be formally included in that network.

This section describes what types of activities are appropriate for the park, where they are allowed and what type of experience visitors will have.

Natural and Cultural Values Appreciation

Gowlland Tod Provincial Park's natural, cultural and historical characteristics have tremendous potential for appreciation, interpretation and education. Activities, such as self-guided walks and interpretive displays, are popular and can build an appreciation of local First Nations' cultural values, local history, natural flora and fauna values, ecological processes, and conservation principles. In addition, such activities complement the tourism industry of the region and enhance visitor opportunities for the elderly and special needs visitors. Lastly, these activities promote stewardship, understanding and support for the park and its values.

Information helps to cultivate an understanding of park management and the role that parks play in conserving special features and biological diversity. Gowlland Tod Park is ideally suited to providing information on five main themes:

- 1) Characteristics of the composition and structure of the plant communities within the Coastal Douglas-fir biogeoclimatic zone;
- 2) Native wildlife and marine ecology;
- 3) Cultural and archaeological significance of the Gowlland Tod Provincial Park area to the member bands of the Saanich and Malahat First Nations;
- 4) History of the park's previous industrial activities such as logging, mining and the Vancouver Portland Cement Company township and its inhabitants; and
- 5) Rehabilitation of natural systems.

Objective

To inform and educate park visitors about the natural, cultural and First Nations' values of Gowlland Tod Provincial Park so that they gain a better appreciation and understanding of the natural and historical significance, as well as the principles of conservation and park stewardship.

Actions

- * Provide in-park information as suggested in the Development Concept outlined in Appendix A.
- * Develop an overall public information and education management plan that creates a low key information strategy incorporating the following:
 - Interpretative displays, self-guided walks and brochures to explain the biological significance of the vegetation communities and geological features of the park;
 - Information gathered during the Saanich Inlet Study to inform and educate park visitors about the sensitivity and uniqueness of the waters and marine features of Finlayson Arm;
 - Development and implementation interpretive strategies, with the Saanich and Malahat First Nations, in order to present the cultural values of the park; and
 - Development, with interested individuals and community groups, interpretative displays and self-guided trails to explain the history of the Vancouver Portland Cement Company township and past industrial activities of the park.
- * Initiate an outreach program that provides pre-trip information about the environmental and cultural significance of this park in an effort to assist schools in determining if their needs will be met at Gowlland Tod Provincial Park.

Day Use Opportunities

Park users, especially from neighbouring communities, visit Gowlland Tod Provincial Park on a daily basis. Their activities include walking, nature appreciation and picnicking. They need a place to park their vehicles and eat a meal; they also need trails, in-park information and safe viewing areas.

Objectives

- To provide opportunities for day-use while minimizing environmental impact.
- To provide opportunities for picnicking in natural setting.

Actions

- * Establish formal access points to Gowlland Tod Provincial Park, consisting of a parking lot, toilet facilities and information shelters, at the following locations:
 - Wallace Drive across from Quarry Lake;
 - Durrance Road in the vicinity of the existing Mt. Work Regional Park parking lot; and
 - Caleb Pike South Road in the vicinity of the West Millstream Housing Development.

- * Implement the Development Concept as outlined in Appendix A including providing opportunities for picnicking in a natural setting at Tod Inlet and Caleb Pike South.

- * Install toilet facilities in the McKenzie Bight area.

- * With the exception of boaters with self contained living facilities and special events, prohibit camping in Gowlland Tod Provincial Park.

Hiking and Walking

Hiking and walking are the most popular park activities. Prior to the establishment of Gowlland Tod Provincial Park, the Gowlland Range was initially "adopted" by the Garden City Horse Club which, under the auspices of a Regional Trail Network, established, developed and maintained a trail system that used old logging roads and common sense routing. The trail development in the area was further enhanced by the Gowlland Foundation which had permission to construct trails on land belonging to local residents and the land owner of the day. These groups, interested individuals, and other associations have continued to volunteer their time to keep the trails of the area open. At the time of the creation of Gowlland Tod Provincial Park, there are over 40 km of trails built to a variety of standards.

As this is a new park, not all trails have names nor is there a well rounded knowledge of the conditions of all the trails. With this in mind, it will be necessary to assess each trail to determine its environmental sensitivity and recreational suitability.

Objectives

To provide a variety of high quality, low impact hiking and walking opportunities within the park.

To ensure that the park connects to an integrated trail system that provides the public with opportunities to hike and walk throughout the Capital Regional District.

Actions

- * Use the skills of BC Parks and the local knowledge of the Gowlland Tod Advisory Group members to establish a Trail Advisory Group to evaluate the present trail network to ensure that existing trail locations conform to environmental sensitivities, the management actions and zoning of this management plan, and the Vision Statement for the park. Upon assessment and where necessary, add and/or subtract trails from the trail system as outlined in the Development Concept (Appendix A)

This Trail Advisory Group will provide a linkage with other park agencies (Saanich, CRD, etc.) to ensure trail network compatibility.

- * Priority areas for field assessment by the Trail Advisory Group are:
 - Tod Creek and Jocelyn Hill areas, which includes investigating the amalgamation of the best parts, based on safety of visitors and ecological interests, of the Timberman and Bluff Top trails into a single trail;
 - Partridge Hills area;
 - Holmes Peak area; and
 - The trail connection between Goldstream and Gowlland Tod Provincial Parks.

Upon completion of this assessment, an addendum will be appended to this plan identifying the hiking trails of Gowlland Tod Provincial Park, the Connector trail and Mt. Finlayson.

- * Monitor the effects of visitor use and, where visitor use is found to damage trails and park values, phase out the activity.
- * Develop management strategies to protect the natural environment of Gowlland Tod Provincial Park, and distribute, in cooperation with local hiking and walking groups, information on hiking and walking ethics.
- * Sign trails to encourage park visitors to stay on the trails and provide direction.

Horse Use

Horse riding by local residents occurs frequently in the park. Prior to the establishment of Gowlland Tod Provincial Park, local horse clubs developed and maintained a network of trails that have been built to a variety of standards. Horse use will be monitored closely to ensure that there are limited conflicts with other visitors and that adverse effects to the environment are minimized. Park Act Regulations state that horse riding is allowed only on designated trails in provincial parks.

Objectives

To provide opportunities for horse use in locations where the activity limits damage to trails or park values and the activity minimizes conflict with other park visitors.

To ensure that the park connects, where practical and environmentally suitable, to an integrated trail system that provides the public with opportunities to horseback ride throughout the Capital Regional District.

Actions

- * Use the skills of BC Parks and the local knowledge of the Gowlland Tod Advisory Group members to establish a Trail Advisory Group to evaluate the present trail network to ensure that designated horse trail locations conform to environmental sensitivities, the management actions and zoning of this management plan, and the Vision Statement for the park. Upon assessment and where necessary, add and/or subtract trails from the trail system as outlined in the Development Concept (Appendix A).

- * As an interim measure and until there has been further on-site assessment of trails within Gowlland Tod Provincial Park the following areas are closed to horses:
 - Jocelyn Hill;
 - Partridge Hills;
 - Bluff Top Trail;
 - McKenzie Bight Access Trail; and
 - Tod Inlet - Quarry Lake Access Trail

The remainder of the trails that are currently being used by horses will continue to be available for use by horses until the on-site evaluation is complete.

- * Upon completion of this assessment an addendum will be appended to this plan identifying the horseback riding trails of Goldstream and Gowlland Tod Provincial Parks.
- * Monitor the effects of horse use and, where horse use is found to damage trails and park values to an unacceptable limit or to conflict with other park visitors, phase out the activity.
- * Develop, in cooperation with local riders and the BC Horse Council, management strategies to protect the natural environment.
- * Investigate with the Disabled Riders Association the possibility of establishing a riding route that is suitable for disabled riders.
- * Distribute information on horse use ethics.
- * Inform horse users that horses are allowed only on designated trails.

Cycling

Cyclists have used a network of trails within the park. The majority of these trails were developed by the local hiking and horse clubs. Cyclists' use will be monitored closely to ensure that there are minimal conflicts with other visitors and no adverse effects to the environment. Park Act Regulations state that cycling is allowed only on designated trails in provincial parks.

Objectives

To provide opportunities for cycling in locations where the activity limits damage to trails or park values and the activity minimizes conflict with other park visitors.

To ensure that the park connects, where practical and environmentally suitable, to an integrated trail system that provides the public with opportunities to cycle throughout the Capital Regional District.

Actions

- * Use the skills of BC Parks and the local knowledge of the Gowlland Tod Advisory Group members to establish a Trail Advisory Group to evaluate the present trail network to ensure that designated cycle trail locations conform to environmental sensitivities, the management actions and zoning of this management plan, and the Vision Statement for the park. Upon assessment and where necessary, add and/or subtract trails from the trail system as outlined in the Development Concept (Appendix A).

- * Limit designated cycle trails until there has been further on-site assessment of trails within Gowlland Tod Provincial Park. Initial cycle trails will be:
 - That portion of Caleb Pike South Road that is within the park; and
 - Tod Inlet - Quarry Lake Access Trail, initially for a 1 year trial period, incorporating an educational and strong regulatory message, i.e. "walking speed only."

Upon completion of this assessment an addendum will be appended to this plan identifying the cycling trails of Goldstream and Gowlland Tod Provincial Parks.

- * Monitor the effects of cycling and, where cycling is found to damage trails and park values to an unacceptable limit or conflict with other park visitors, phase out the activity.

- * Develop, in cooperation with local cyclists and Cycle BC, management strategies to protect the natural environment of Gowlland Tod Provincial Park.

- * Distribute information on cycling ethics.

- * Inform cyclists that bikes are allowed only on designated trails.

Motorized Vehicle Use

Motor vehicles are allowed only on designated roadways in provincial parks.

Boating

Tod Inlet and to a lesser extent McKenzie Bight are frequently used by recreational boaters. Historically, members of the Tod Inlet Boat Owners' Association have used the inlet as year round anchorage, and until recently maintained a dock facility in Tod Inlet. The Association has agreed to remove all remaining facilities and structures affiliated with the association before December 31, 1995.

Objectives

To encourage temporary anchorage for visitors arriving by boat.

To limit impact of boats on the marine environment.

To stress marine safety and enhancement of environmental quality

Actions

- * Install a small dinghy float in the Intensive Recreation Zone of Tod Inlet.
- * Do not allow construction of a boat launch or installing of mooring buoys in the park.
- * Work with Transport Canada to establish in Tod Inlet a 5 knot speed limit that respects the "tranquil ambiance" of the Vision Statement.
- * Provide marine safety information for Tod Inlet that educates boaters to the freak winds that come down off the surrounding hills and the anchoring precautions that need to be taken.
- * Ensure that all facilities associated with the Tod Inlet Boat Owners' Association are removed as per their agreement with BC Parks.
- * Develop a Park Host opportunity with the Tod Inlet Boat Owners' Association or other boating associations.
- * Provide environmental quality information that educates boaters to activities that have a negative impact on the marine environment.

Scuba Diving

Saanich Inlet, and in particular Finlayson Arm and Squally Reach, have the distinction of containing rare marine flora and fauna associated with waters of great depth with low rates of flushing. The area off Elbow Point is therefore extremely popular with divers as a location to view rare and sensitive marine species.

Objective

To allow non-consumptive recreational scuba diving in the park foreshore.

Actions

- * Request that the Department of Fisheries and Oceans close commercial and recreational harvest of marine life by divers to protect the unique underwater habitat within the Finlayson Arm and Squally Reach portion of the Gowlland Tod Provincial Park foreshore.
- * Monitor the effects of diving and, where divers are found to be damaging park values, phase out the activity.
- * Develop, in cooperation with divers, management strategies to protect the natural environment.
- * Distribute information on diving ethics.
- * Stress in park information the environmental uniqueness and sensitivity of Saanich Inlet.

Opportunities For Special Needs Visitors

The park with its close proximity to Greater Victoria, has the potential to provide opportunities for people with special needs. For example, the establishment of a view point west of the Caleb Pike South parking area can provide access for individuals who can not walk far but want to view Finlayson Arm and experience nature. Planning for the location of facilities, the layout of trails and placement of interpretive signs should consider the needs of these visitors.

Objective

To provide opportunities for people with special needs to experience the natural surrounding and views provided in Gowlland Tod Provincial Park.

Actions

- * Consult with organizations for the disabled to see what opportunities are possible within the park.
- * Design and develop, where appropriate, trails and facilities that meet the needs of special needs visitors and respect the environmental sensitivities of the park. (e.g., Tod Inlet)
- * Construct a viewing platform west of the Caleb Pike South parking area.

6. Plan Implementation

Introduction

This section compiles all of the actions listed throughout this management plan in the general order in which they appear in the plan. The actions are listed in three ways.

The first list (Highest Priority Actions) highlights the actions that are of the highest priority and require attention within the near future.

The second list (Task of Project Oriented Actions) highlights the actions that consist of a specific task or project. Park managers will review this list for upcoming budgets and annual work plans for staff. This list is separated into Resource Management actions and Visitor Services actions.

The third list (On-going Monitoring Actions) describes the actions that require on-going or monitoring types of tasks or projects. This list will be reviewed regularly by park managers to ensure that the overall spirit and intentions of this management plan are being followed. This list is also separated into Resource Management actions and Visitor Services actions.

Implementation of actions outlined in this management plan is dependent on the availability of BC Parks' financial and staff resources, and will be affected by the needs of other parks in the South Vancouver Island District and in the rest of the BC Park system. Approval of this plan does not constitute automatic approval of funding for implementation. There will be opportunities for community/corporate sponsorship to undertake the implementation of some of the actions that appear in the following lists.

1. Highest Priority Actions

Natural and Cultural Resource Management

- * Acquire the MERYL 2 post claim
- * Amend the Legislation that establishes Gowlland Tod Provincial Park to state its designation as Category 6 as per Section 12(1)(f) of the Park Act
- * Through local planning processes, interagency negotiations and other acquisition processes, acquire the following recommended additions to the park:
 - 1 Chain Crown grant and foreshore north of McKenzie Bight;
 - Caleb Pike South and Caleb Pike North; and
 - Section 25 - A portion of Mount Work Regional District Park.
 - North half of Section 74
 - Goldstream Connector
- * Initiate, cooperate with and support other processes that will improve/maintain water quality in and adjacent to the park. Specifically, request that the water quality component of Saanich Inlet Study be expanded to include Tod Inlet.
- * Complete a terrestrial and aquatic vegetation inventory to identify and map plant communities, rare species and threatened plant communities. Work closely with the District of Highlands to facilitate the successful initiation, implementation and completion of the District of Highlands Volunteer Plant Inventory Program.
- * Establish a non-disturbance policy that stipulates that there will be no physical disturbance (e.g., anchors dragging, dumping of rocks, creation of artificial reefs) to the ecologically sensitive areas of Finlayson Arm and Squally Reach.
- * Develop a protocol between BC Parks and the Saanich and Malahat First Nations which establishes a regular communication process to initiate appropriate management, information and education strategies that respect the values of the First Nations peoples and conform to the Park Act and Park Act Regulations.
- * Undertake, in concert with Saanich and Malahat First Nations, an inventory of archaeological values in Gowlland Tod Provincial Park. If it is necessary to remove artifacts they will remain the property of the First Nations peoples.
- * Undertake an inventory of the historical sites and values of the park.

Visitor Services

- * Establish formal access points to Gowlland Trod Provincial Park, consisting of a parking lot, toilet facilities and information shelters, at the following locations:
 - Wallace Drive across from Quarry Lake;
 - Durrance Road in the vicinity of the existing Mt. Work Regional Park parking lot; and
 - Caleb Pike South Road in the vicinity of the West Millstream Housing Development.
- * Provide a minimal marine access facility in Tod Inlet, (i.e. dinghy float). The purpose of this facility will be to ensure safe access to and from the shore and at the same time protect the bank from erosion.
- * Provide clear information, by way of map and brochure, about the sensitive areas of the park and the location of accepted recreational activities.
- * Establish a volunteer Gowlland Tod/ Goldstream Provincial Park public advisory group. (See Appendix D)
- * Implement the Development Concept outlined in Appendix A including providing opportunities for picnicking in a natural setting at Tod Inlet and Caleb Pike South.
- * Work with Transport Canada to establish in Tod Inlet a 5 km speed limit that respects the "tranquil ambiance" of the Vision Statement.
- * With the exception of boaters with self contained living facilities and special events, prohibit camping in Gowlland Tod Provincial Park.
- * Use the skills of BC Parks and the local knowledge of the Gowlland Tod Advisory Group members to establish a Trail Advisory Group to evaluate the present trail network to ensure that existing trail (hiking, horseback and cycling) locations conform to environmental sensitivities, the management actions and zoning of this management plan, and the Vision Statement for the park. Upon assessment and where necessary, add and/or subtract trails from the trail system as outlined in the Development Concept (Appendix A)

Upon completion of this assessment, an addendum will be appended to this plan identifying the hiking trails of Gowlland Tod Provincial Park, the Connector trail and Mt. Finlayson.
- * Sign trails that are designated for horse and cycle use.

- * Ensure that all facilities associated with the Tod Inlet Boat Owners' Association are removed as per their agreement with BC Parks.
- * Develop a host opportunity with the Tod Inlet Boat Owners' Association or other boating associations.

2. Task or Project Actions

Natural and Cultural Resource Management

- * Develop powerline permit areas for recreational opportunities such as mountain bike trails and horse trails and ensure that wildlife and vegetation concerns are addressed through conditions of the permit.
- * Ensure that the dam facilities on Tod Creek and drainage facilities at Tod Inlet are under park use permit, have the minimum possible impact on adjacent ecosystems, enhance park services, complement the recreational opportunities, and are visually compatible with the natural setting.
- * Initiate the acquisition of the remaining recommended park addition areas.
- * Install BC Parks standard signs to identify the park's land boundaries.
- * Institute a program of careful and sensitive site rehabilitation of those areas of the park where logging, road construction, trail construction and non-conforming public recreation have taken place.
- * Prepare a vegetation management plan that will identify specific management strategies based on the findings of vegetation inventory and mapping.
- * Prepare a fire management plan that will protect park facilities and suppress wildfire.
- * Work with the Municipalities of Central Saanich and Saanich to ensure that the development east of Wallace Drive does not contaminate the waters which flow into Tod Creek.
- * Assess the environmental impact of past industrial activities that have taken place on both park and adjacent non-park lands.
- * Establish the waters of the park as an area of "No Dumping" of holding tanks or any other contaminant.
- * Complete an inventory of marine and freshwater fish species in the park.
- * Establish close cooperation between BC Parks, BC Environment, First Nations and the Department of Fisheries and Oceans to enable proper protection of fish species in the park.

- * Implement an inventory of riparian and wetland communities in the park.
- * Institute a program of cooperative management of adjacent and connected wetlands that is consistent with the objectives of the park.
- * Develop common objectives with government agencies, First Nations and park neighbours, and share information to facilitate a common management objective for resident and trans-boundary species of Finlayson Arm, Saanich Inlet and Tod Inlet.
- * Acquire data and build on the information that has been collected through the Saanich Inlet Study and include this information in park files. Provide the highlights of this information to the public in the form of an information brochure.
- * Develop a long term management plan for wildlife in the park. Key elements in this strategy include:
 - ongoing wildlife inventory;
 - role of fire, insect and disease in creating a range of habitats including snags for various bird and animal species;
 - minimizing negative encounters between people and wildlife based on the concept of initially closing areas to protect wildlife from people; and
 - management of introduced species.
- * With the exception of the rights established for the First Nations within the Douglas Treaty, prohibit the harvesting of wildlife.
- * Develop, in concert with Saanich and Malahat First Nations, and present to the public an information package that describes the values of and respect for these lands that are held by native peoples.
- * Develop and present to the public a history of the Vancouver Portland Cement Company, the township and its inhabitants in Tod Inlet, and the evolution of this site from industrial use to today's Butchart Gardens.
- * Limit use of sensitive natural features such as moss covered rock outcrops, steep slopes, wetlands, distinctive wildlife habitat areas and areas of unique marine flora and fauna.
- * Develop a scholarly research strategy to enhance the knowledge of natural processes and First Nations relationship with the lands of Gowlland Tod Provincial Park.

Visitor Services

- * Provide secure bike racks at the formally developed access points. (i.e., Caleb Pike South, McKenzie Bight Access and Wallace Drive.)
- * Enhance the public's awareness of Gowlland Tod Provincial Park as an area conserving, protecting and respecting natural and cultural values and biodiversity through brochures, signs, special events and other media.
- * Develop an overall public information and education management plan that creates a low key information strategy incorporating the following:
 - Interpretive displays, self-guided walks and brochures to explain the biological significance of the vegetation communities and geological features of the park;
 - Information gathered during the Saanich Inlet Study to inform and educate park visitors about the sensitivity and uniqueness of the waters and marine features of Finlayson Arm;
 - Development and implementation of interpretive strategies, with the Saanich and Malahat First Nations, that present the cultural values of the park; and
 - Development, with interested individuals and community groups, of interpretive displays and self-guided trails to explain the history of the Vancouver Portland Cement Company township and past industrial activities of the park.
- * Encourage volunteers by creation of a volunteer network through which members help to implement this plan during their visits. The terms of reference for such a network would be developed with BC Parks to ensure that they conform with the policies of BC Parks, this management plan and Vision Statement.
- * Prepare annual management plans that address the implementation of management actions and respect the Vision Statement of this management plan.
- * Develop a safety plan that will satisfactorily deal with potential park user emergencies.
- * Sign trails to encourage park visitors to stay on the trails and provide direction.
- * Initiate an outreach program that provides pre-trip information, about the environmental and cultural significance of this park in an effort to assist schools in determining if their needs will be met at Gowlland Tod Provincial Park.

- * Install toilet facilities in the McKenzie Bight area.
- * Develop management strategies to protect the natural environment of Gowlland Tod Provincial Park, and distribute, in cooperation with local hiking, walking, horseback and cycling groups, information on trail use ethics.
- * Investigate with the Disabled Riders Association the possibility of establishing a riding route that is suitable for disabled riders.
- * Provide marine safety and environmental quality information for Tod Inlet that educates boaters to the freak winds that come down off the surrounding hills and the anchoring precautions that need to be taken.
- * Request that the Department of Fisheries and Oceans close commercial and recreational harvest of marine life by divers to protect the unique underwater habitat within the Finlayson Arm and Squally Reach portion of the Gowlland Tod foreshore.
- * Develop, in cooperation with divers, management strategies to protect the natural environment.

3. Ongoing and Monitoring Actions

Natural and Cultural Resources

- * Seek cooperation from communities adjacent to the park to deal with the issue of establishing local access points into the park.
- * Maintain close communications with the First Nations to ensure that the rights of the member bands and the interests of BC Parks are mutually respected.
- * Establish a regular forum for discussing and preparing with adjacent communities and the Ministry of Forests a fire response plan that can be implemented for Gowlland Tod Provincial Park.
- * Protect sensitive or unique vegetation communities from adverse impacts of recreational use by locating trails away from these areas and consider ecological reserve designation as a means of recognizing the sensitivity of these sites.
- * Develop public awareness programs to foster respect for the park's vegetation and natural processes. Enhance these programs with presentation of First Nations' cultural values.
- * Retain tree snags for wildlife habitat except in situations within Intensive Recreation or Natural Environment Zones where there is a threat to the safety of visitors or park facilities.
- * Monitor and protect from any interference the groundwater, streams and marine environment.
- * Seek alternative sanitary facilities that do not compromise environmental integrity, are properly designed and located to respect the visual values of this provincial park.
- * Establish and maintain contact with BC Environment, the Provincial Emergency Program (Ministry of the Attorney General) and the Federal Government to explore what oil spill control measures may be developed for the protection of the marine component of the park.
- * Work with adjacent land tenure holders (e.g. GVWD watershed lands) to mitigate the potential impacts of external development that will have an effect on the waters of the park.

- * Ensure that trail development and maintenance minimize erosion of surface materials.
- * Seek a harvesting closure from the Department of Fisheries and Oceans that will prohibit the disturbance and removal of sensitive marine animals, such as sea plumes and lampshells.
- * Work closely with BC Hydro to establish a powerline right-of-way vegetation management program that is pesticide-free, removes non-native vegetation and reflects the Vision Statement of Gowlland Tod Provincial Park.
- * Investigate opportunities for the enhancement of fish habitat and fish populations in the Tod Creek drainage.
- * Control all research activities with a park use permit.
- * Prohibit trail building in riparian and wetland areas until the riparian and wetland inventory is complete.
- * Establish close cooperation between BC Parks and the Saanich and Malahat First Nations to ensure that the First Nation natural and cultural values are a component of the data collected in riparian and wetland sites within the park.
- * Encourage and support compatible research activities that provide educational opportunities within the park and highlight the special role that Gowlland Tod Provincial Park has in preservation of riparian areas, wetland areas and marine wildlife.
- * Ensure that recreational development in the Intensive Recreation, Natural Environment and Special Feature Zones minimize impact on wildlife or its habitat.
- * Inform park visitors of the rationale for management actions and restrictions through signs, education programs and brochures.
- * Implement protective measures near archaeological sites as recommended through consultation with the Saanich and Malahat First Nations. (e.g., fencing, seasonal closures). Trail and facility development will avoid sensitive spiritual and archaeological sites. Where these sites can not be avoided, visitors will be encouraged to remain on designated trails in the proximity of these important cultural areas.
- * Identify and maintain, in cooperation with Butchart Gardens, the living components of the areas historical background. (e.g. apple trees and meadows.)
- * Respect the Douglas Treaty rights of the signatory First Nations and ensure that these rights are understood by park staff and park visitors.

- * Continue meetings with representatives of the Saanich and Malahat First Nations to develop an understanding of the common values between BC Parks and those of the First Nations and to discuss possible opportunities for their involvement in aspects of the park's management.
- * With the assistance of the Heritage Conservation Branch and the Archaeological Branch of the Ministry of Small Business, Tourism and Culture, BC Parks will seek cooperation from the First Nations and assist their representatives in gathering archaeological, heritage and cultural information that may be important for conservation purposes. When found, artifacts remain the property of the First Nations peoples.
- * Encourage the First Nations to continue to use the park for traditional purposes such as to train or conduct tribal singing and dancing.
- * Strive to increase the awareness and understanding by non-aboriginal peoples of the rights of the First Nations peoples of Gowlland Tod Provincial Park using educational and informational materials located throughout the park.
- * Work co-operatively with surrounding landowners and community planners to encourage activities outside of the park that are compatible with or minimize the impact on park values.
- * Encourage activities in the park that are quiet and are consistent with the surrounding neighbourhood.
- * Design and situate park facilities that complement the park's setting and Vision Statement and that respect the values and wishes of the neighbouring community.
- Encourage the Capital Regional District, Cowichan Valley Regional District, adjacent municipalities and private land owners to consider visual impact when approving developments that affect the viewshed of Gowlland Tod Provincial Park. The visual quality objectives, referenced to the standards of the Forest Practices Code, will assist in reducing changes to the natural scenery viewed from the park.
- * Locate and design all park facilities in harmony with the visual setting and in accordance with park zoning objectives.
- * Provide opportunities to view the "Saanich Peninsula-Malahat" area.
- * Manage recreation use in conjunction with the park's zoning plan so that natural values will be minimally affected.
- * Ensure that recreational and facility developments do not negatively affect the natural or cultural values or the outdoor recreation experience.

- * Ensure that research relating to archaeological sites has the involvement of First Nations peoples, the Heritage Conservation Branch, a *Heritage Conservation Act* permit, and park use permit. Other types of research require a park use permit only.
- * Consult with Saanich and Malahat First Nations on an ongoing basis with regard to appropriate types of archaeological and cultural research and appropriate information to share with the public. There will be no archaeological research conducted without prior consent of the Saanich and Malahat First Nations.
- * Work with Saanich and Malahat First Nations and past residents of the area to record the oral history of Gowlland Range and Tod Inlet to preserve its history and enrich public understanding of the cultural significance of these areas.
- * Use the results of research programs to provide information to park visitors so as to enhance their environmental awareness, understanding and appreciation of the natural values of the park.
- * Work with universities and corporate sponsors to establish a source of funding to ensure timely and appropriate scholarly research is carried out.

Visitor Services

- * Eliminate, through use of gates and landscaping, vehicle use of former logging and subdivision roads in the park, except for emergency and park management purposes. Gates, road rehabilitation, trail relocation and closure will also be used to prevent access to areas with rare plant species and sensitive natural and cultural features.
- * Encourage the establishment of private sector transportation to the formally developed access points, Caleb Pike South, McKenzie Bight Access and Wallace Drive.
- * Develop Gowlland Tod Provincial Park's image as a protected area with family-oriented day use opportunities.
- * Create facilities and signs, including information shelters, trail signs and road side signs that are consistent with the Vision Statement, in accordance with the BC Parks' sign manual and are integrated to create a park identity.
- * Liaise on a regular basis with groups representing park users, to ensure that park management concerns benefit from the greatest possible input.
- * Regulate public use to ensure safe and environmentally friendly use of the park and its facilities.
- * Conduct research and work necessary to rehabilitate disturbed sites, prevent user impacts and protect vegetation, wildlife, cultural, natural and recreation values.
- * Develop monitoring methods and standards to ensure that the park is being managed sustainably.
- * Monitor changes in environmental conditions and visitor use patterns.
- * Monitor the effects of visitor use and, where visitor use is found to damage trails and park values, phase out the activity.
- * Distribute information on hiking, horse use, cycling and diving ethics.
- * Stress in park information the environmental uniqueness and sensitivity of Saanich Inlet.
- * Design and develop, where appropriate, trails and facilities that meet the needs of special needs visitors. (e.g., Tod Inlet)

APPENDIX A

DEVELOPMENT CONCEPT

Preparation of a development concept plan was a vital part of the Gowlland Tod Provincial Park management planning process. The plan was developed through consultation with the Gowlland Tod Advisory Group and the public. The public involvement process is outlined in Appendix C.

The principles underlying this development concept include:

- * Realization of the Vision Statement for the park;
- * Protection, conservation and interpretation of the rich and important ecological, scenic and cultural values of Gowlland Tod Provincial Park;
- * Provision of an opportunity to inform the public both of the consequences of human impact and possibilities of restoration, while increasing appreciation and respect for the area's extensive cultural history;
- * Ensuring compatibility with the values and needs of the Saanich and Malahat First Nations, Greater Victoria residents, and the broader public interest;
- * Provision of recreational opportunities which are compatible with the values identified in this plan; and
- * Approaching park management in a holistic manner, by treating terrestrial and marine floral and faunal communities as integrated ecosystems.

This development concept (Figure 5) includes the following facilities.

- * **Trails**
An extensive network of approximately 40 km of trails exists within the park. The Goldstream/Gowlland Tod Trail Advisory Group assist BC Parks in the evaluation of this trail network to ensure that existing trail locations conform to environmental sensitivities, the management actions and zoning of this management plan, and the Vision Statement for the park. Upon assessment and where necessary, add and/or subtract trails from the trail system as outlined in the development concept.

Upon completion of this assessment, an addendum will be appended to this plan identifying the hiking, cycling and horseback trails of Gowlland Tod Park, the Connector trail and Mt. Finlayson.

In the interim the following will apply:

Hiking and Walking

All the trails indicated on the development concept map are for hiking purposes.

Horse Use

Until there has been further onsite assessment of trails, the following areas are closed to horses:

- Jocelyn Hill;
- Partridge Hills;
- Bluff Top Trail;
- McKenzie Bight Access Trail; and
- Tod Inlet - Quarry Lake Access Trail

The remainder of the trails that are currently being used by horses will continue to be available for use by horses until such time as an onsite evaluation is complete.

Cycle Use

Until there has been further on-site assessment of trails, designated cycle trails will be:

- That portion of Caleb Pike South Road that is within the park; and
- Tod Inlet - Quarry Lake Access Trail, initially for a 1 year trial period, incorporating an educational and strong regulatory message, i.e. "walking speed only."

* **Parking**

Establish parking lots, information shelters, sanitary facilities and formal access points to Gowlland Tod Provincial Park at the following locations:

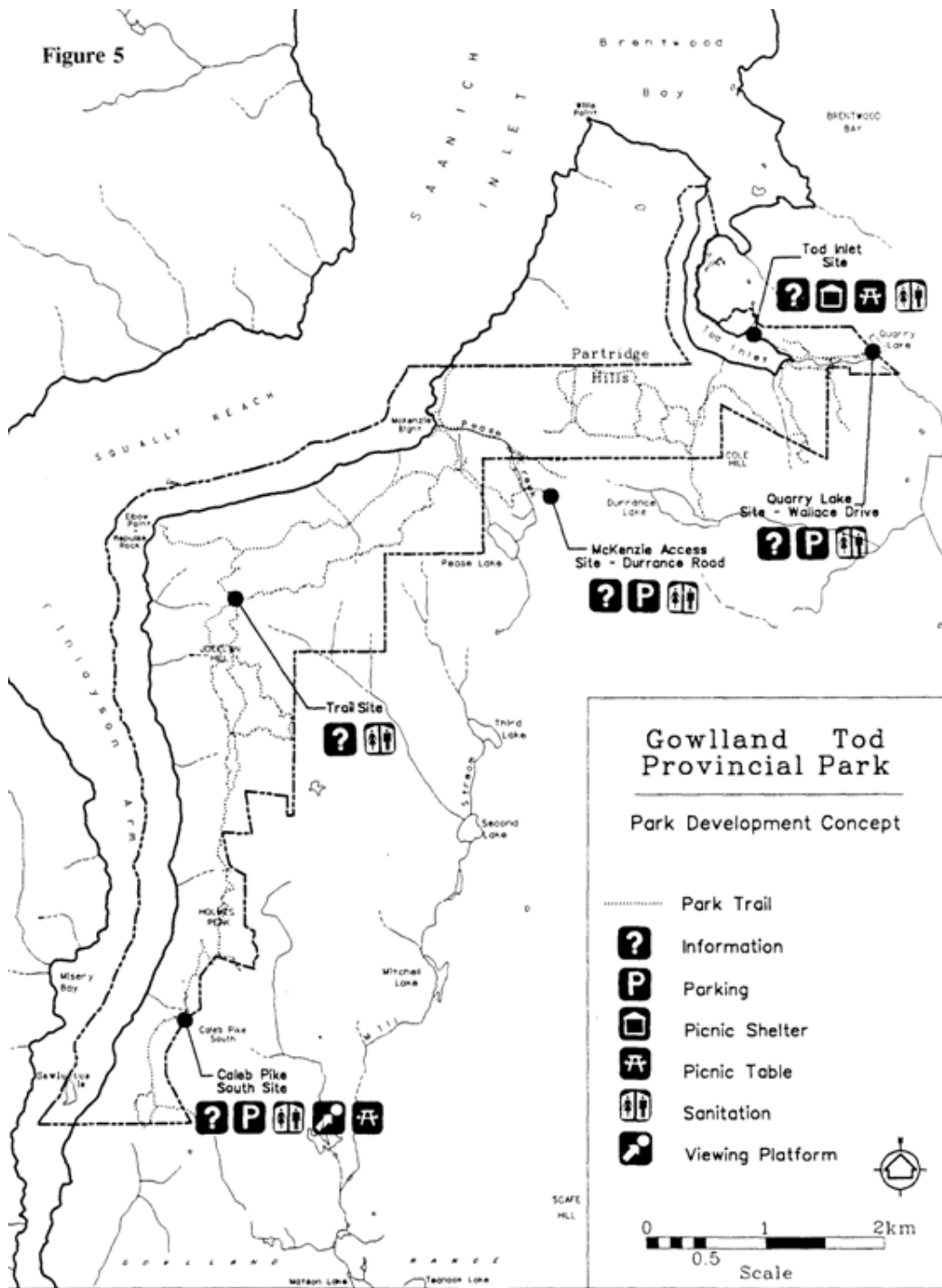
- Wallace Drive across from Quarry Lake;
- Durrance Road in the vicinity of the existing Mt. Work Regional Park parking lot; and
- Caleb Pike South Road in the vicinity of the West Millstream Housing Development.

* **Day Use**

Facilities will be established at Tod Inlet, McKenzie Bight, and on the Caleb Pike South Roadway. At Tod Inlet a day use area will be located containing a formalized picnic site and picnic shelter. Self-guided natural and cultural interpretation trails will be available for visitors and a small dinghy float will be in place to allow safe access and egress for marine visitors to Tod Inlet. McKenzie Bight will have a toilet facility and at the Finlayson Arm viewpoint, on the Caleb Pike South Roadway, a viewing platform, suitable for access by the physically challenged, will be constructed.

With the exception of boaters with self contained living facilities and special events, prohibit camping in Gowlland Tod Provincial Park.

Figure 5



APPENDIX B
ZONING IN BC PARKS

	Intensive Recreation	Natural Environment
Objective	To provide for a variety of readily accessible, facility-oriented outdoor recreation opportunities.	To protect scenic values and to provide for backcountry recreation opportunities in a largely undisturbed natural environment.
Use Level	Relatively high density and long duration types of use.	Relatively low use but higher levels in association with nodes of activity or access.
Means of Access	All-weather public road or other types of access where use levels are high (see "Impacts" below).	Mechanized (power-boats, snowmobiles, all terrain vehicles), non-mechanized (foot, horse, canoe, bicycle). Aircraft and motorboat access to drop-off and pickup points will be permitted.
Location	Contiguous with all-weather roads and covering immediate areas, modified landscapes or other high-use areas.	Removed from all-weather roads but easily accessible on a day-use basis. Accessible by mechanized means such as boat or plane.
Size of Zone	Small; usually less than 2,000 hectares.	Can range from small to large.
Boundary Definition	Includes areas of high facility development in concentrated areas.	Boundaries should consider limits of activity/facility areas relative to ecosystem characteristics and features.
Recreation Opportunities	Vehicle camping, picnicking, beach activities, power-boating, canoeing, kayaking, strolling, historic and nature appreciation, fishing, snowplay, downhill and cross-country skiing, snowshoeing, specialized activities.	Walk-in/boat-in camping, power-boating, hunting canoeing, kayaking, backpacking, historic and nature appreciation, fishing, cross-country skiing, snowmobiling, river rafting, horseback riding, heli-skiing, heli-hiking, and specialized activities.

Special Feature	Wilderness Recreation	Wilderness Conservation
To protect and present significant natural or cultural resources, features or processes because of their special character, fragility and heritage values.	To protect a remote, undisturbed natural landscape and to provide backcountry recreation opportunities dependent on a pristine environment where air access may be permitted to designated sites.	To protect a remote, undisturbed natural landscape and to provide unassisted backcountry recreation opportunities dependent on a pristine environment where no motorized activities will be allowed.
Generally low.	Very low use, to provide solitary experiences and a wilderness atmosphere. Use may be controlled to protect the environment.	Very low use, to provide solitary experiences and a wilderness atmosphere. Use may be controlled to protect the environment.
Various; may require special access permit.	Non-mechanized; except may permit low frequency air access to designated sites; foot, canoe (horses may be permitted).	Non-mechanized (no air access); foot, canoe (horses may be permitted).
Determined by location of resources; may be surrounded by or next to any of the other zones.	Remote; generally not visited on a day use basis.	Remote; not easily visited on special day use basis.
Small; usually less than 2000 hectares.	Large; greater than 5,000 hectares.	Large; greater than 5,000 hectares.
Area defined by biophysical characteristics or the nature and extent of cultural resources (adequate to afford protection).	Defined by ecosystem limits and geographic features. Boundaries will encompass areas of visitor interest for specific activities supported by air access. Will be designated under the Park Act.	Defined by ecosystem limits and geographic features. Will be designated under the Park Act.
Sight-seeing, historic and nature appreciation. May be subject to temporary closures or permanently restricted access.	Backpacking, canoeing, kayaking, river rafting, nature and historic appreciation, hunting fishing, cross-country skiing, snowshoeing, horseback riding, specialized activities (eg. caving, climbing).	Backpacking, canoeing, kayaking, river rafting, nature and historic appreciation, fishing, cross-country skiing, snowshoeing, horseback riding, specialized activities (eg. caving, climbing).

	Intensive Recreation	Natural Environment
Facilities	<p>May be intensely developed for user convenience.</p> <p>Campgrounds, landscaped picnic/play areas, trail, accommodation or interpretive buildings, boat launches; administrative buildings, service campgrounds, gravel pits, disposal sites, wood lots, parking lots, etc.</p>	<p>Moderately developed for user convenience. Trails, walk-in/boat-in campsites, shelters; accommodation buildings may be permitted; facilities for motorized access eg. docks, landing strips, fuel storage, etc.</p>
Impacts on Natural Environment	<p>Includes natural resource features and phenomena in a primarily natural state but where human presence may be readily visible both through the existence of recreation facilities and of people using the zone.</p> <p>Includes areas of high facility development with significant impact on concentrated areas.</p>	<p>Area where human presence on the land is not normally visible; facility development limited to relatively small areas.</p> <p>Facilities are visually compatible with natural setting.</p>
Management Guidelines	<p>Oriented toward maintaining a high quality recreation experience. Intensive management of resource and/or control of visitor activities.</p> <p>Operational facilities designed for efficient operation while remaining unobtrusive to the park visitor.</p>	<p>Oriented to maintaining a natural environment and to providing a high quality recreation experience. Visitor access may be restricted to preserve the recreation experience or to limit impacts.</p> <p>Separation of less compatible recreational activities and transportation designation of transportation modes may be necessary to avoid potential conflicts (eg. horse trails, cycle paths, hiking trails).</p>
Examples of Zoning	<p>Campground in Rath Trevor Beach Park; Gibson Pass ski areas in E.C. Manning Park.</p>	<p>Core area in Cathedral Park; North beach in Naikoon Park.</p>

Special Feature	Wilderness Recreation	Wilderness Conservation
Interpretive facilities only, resources are to be protected.	Minimal facility development. Limited development for user convenience and safety, and protection of the environment eg. trails, primitive campsites, etc. Some basic facilities at access nodes, eg. dock, primitive shelter, etc.	None.
None; resources to be maintained unimpaired.	Evidence of human presence is confined to specific facility sites. Facilities are visually compatible with natural setting.	Natural area generally free of evidence of modern human beings
High level of management protection with ongoing monitoring. Oriented to maintaining resources and, where appropriate, a high quality recreational and interpretive experience. Active or passive management depending on size, location, and the nature of the resource. Visitor access may be restricted to preserve the recreation experience and to limit impacts.	Oriented to protecting a pristine environment. Management actions are minimal and not evident. Managed to ensure low visitor use levels. Visitor access may be restricted to protect the natural environment and visitor experience.	Oriented to protecting a pristine environment. Management actions are minimal and not evident. Managed to ensure low visitor use levels. Visitor access may be restricted to protect the natural environment and visitor experience.
Tidepools in Botanical Beach Park; Sunshine Meadows in Mount Assiniboine Park.	Quanchus Mountains Wilderness in Tweedsmuir Park; Wilderness Zone in Spatsizi Park.	Central Valhallas Wilderness in Valhalla Park; Garibaldi Park Nature Conservancy Area.

APPENDIX C

PUBLIC PROCESS AND SUMMARY OF KEY ISSUES

Public Participation

In March of 1994 it was announced to the public that the Gowlland Range and Tod Inlet were to become a provincial park as part of the Commonwealth Nature Legacy. In response to a high level of public interest, BC Parks took the initiative to conduct a series of public meetings in June 1994 in the surrounding communities to listen to concerns. From these meetings a list of groups and individuals with an interest in these areas was generated. The member bands of the Saanich and Malahat First Nations were also contacted and a commitment was made to involve them in the development of a management plan.

The management planning process for Gowlland Tod Provincial Park was initiated in December 1994. BC Parks contacted groups and individuals that were identified from earlier meetings to have an interest in contributing their knowledge and experience to the creation of a draft management plan for the park. The member bands of the Saanich and Malahat First Nations were also contacted and invited to join with the other groups and individuals to form the Gowlland Tod Advisory Group.

The Advisory Group had its first meeting in January 1995. Over the next six months, the group worked with BC Parks to develop the project Terms of Reference, a Vision Statement and a draft management plan. The Advisory Group provided local knowledge and advice to the planning process. The meetings were scheduled every two weeks and were open to the public. Following each meeting a newsletter (Update) was created, detailing the highlights of the previous meeting and forwarded to each of the advisory group members and others who had expressed an interest in the process. Additional public input was received through phone calls, and correspondence. Features mapping and an archaeological assessment were completed to assist with the development of the draft plan. In addition a Tsowten (helper) was retained to communicate with the member bands of the Saanich and Malahat First Nations.

The draft management plan was presented at a series of public meetings held throughout Greater Victoria; including: the District of Highlands (Caleb Pike Homestead), June 26, 1995; Central Saanich (Bayside Middle School), June 27, 1995 and The Victoria Conference Centre, July 11, 1995 for public review and comment. Through these open houses and additional mailouts over 250 copies of the draft document and questionnaire were distributed. BC parks also issued formal requests for comments on the draft plan to all neighbouring municipalities and local, provincial and federal government agencies that would or could be affected by the plan. i.e. BC Environment, Ministry of Forests, Capital Regional District, Department of Fisheries and Oceans. Comments and questionnaires were received until September 15, 1995. All comments and questionnaires were reviewed by the members of the Gowlland Tod Advisory Group. A further three meetings of the advisory group were spent discussing the input received from the public. This final document is a collaboration of the original draft and the additional public comments which the Gowlland Tod Advisory Group recommended the executive of BC Parks endorse as the management plan for Gowlland Tod Provincial Park.

Summary of Key Issues

Throughout the planning process there were four key issues which generated a significant amount of discussion and public comment. What follows is a summary of the comments received on these topics specific issues, the issue analysis and the resultant management actions as stated in this management plan for Gowlland Tod Provincial Park.

1) BOUNDARY EXPANSION

Public Comments:

Comments ranged from leaving the boundaries as they are to adding all lands adjacent to the park that would preserve more parkland for conservation and recreation purposes.

Analysis:

The advisory group recommended altering the boundaries in ten areas based on preservation, continuity and sustainability of natural, cultural and recreational values in concert with management and logistical rationale.

Management Actions:

Through local planning processes, interagency negotiations and other acquisition processes, acquire the following additions to the park:

1) 1 Chain (66') Crown Grant and foreshore north of Mckenzie Bight; 2) Portions of Partridge Hills; 3) Cole Hill; 4) Section 25 - A portion of Mount Work Regional Park; 5) Portion of Section 38; 6) Section 69 - South of the Panhandle, connection with Lone Tree Regional Park; 7) Caleb Pike South and Caleb Pike North; 8) Section 74; 9) Goldstream Connector and 10) Sawluctus Island.

2) ACCESS TO GOWLLAND TOD PROVINCIAL PARK VIA MARTLETT DRIVE

Public Comments:

A traditional access to the central portion of the park has been through private property. Upon creation of the park this access was closed by the property owner. Public comments emphasized the desire to have this property added to the park for the purpose of creating a quick access to the center of the park.

Analysis:

The advisory group also received comment from the District of Highlands and local residents stating that they did not wish to see the rural nature of their neighbourhood compromised through additional traffic, road widening and the creation of a parking lot at the end of Martlett Drive. Further to this, it was suggested that this same private property be added to the park for the purpose of access and parking lot. Assessment of this suggestion determined that this location was not conducive to the construction of a parking lot. In addition, some of the most ecologically sensitive areas of the park are located in this central area. The continued quick access to this area would result in large numbers of visitors and continue to compromise the environmental integrity of these sites. Without this access point visitor use will be more evenly dispersed throughout the park thus protecting the sensitive ecological sites.

Management Action:

Establish formal access points to Gowlland Tod Provincial Park, consisting of a parking lot, toilet facilities and information shelters, at the following locations:

- Wallace Drive across from Quarry Lake (Tod Inlet);
- Durrance Road in the vicinity of the existing Mt. Work Regional Park parking lot (Mckenzie Bight); and
- Caleb Pike South Road in the vicinity of the West Millstream Housing Development.

BC Parks will seek cooperation from communities adjacent to the park to deal with the planning for any additional local access points into the park. The nature of this cooperation will respect the wishes and policies of the adjacent communities, at the same time ensuring that the values of the park and the Vision Statement are not compromised.

3) CONSERVATION AS THE PRIMARY MANAGEMENT FOCUS FOR GOWLLAND TOD PROVINCIAL PARK**Public Comments:**

Comments were received stressing a desire to ensure that this park would provide opportunities for a wide variety of recreational activity. Equally important were the comments stressing the need to recognize the ecological significance of this park, its rare and threatened species and cultural values.

Analysis:

The park represents the Coastal Douglas-fir portion of the Nanaimo Lowlands Ecoregion and encompasses additional special vegetation features such as Douglas-fir/Arbutus communities, three red-listed species and 29 yellow-listed species. There was strong public support for the Vision Statement (89%) and the planning process (82%) that guided and developed this management plan.

Management Actions:

Management focus is firstly on the protection of natural ecosystems, biodiversity, archaeological and cultural values. Park management will also encourage restoration and rehabilitation of previously disturbed areas and ecosystems.

Secondly, recreational opportunities which are compatible with the protection of ecological, cultural, and aesthetic values will be provided.

4) DETERMINATION OF APPROPRIATE USE OF TRAILS**Public Comments:**

The area has been traditionally utilized for walking, hiking, horseback riding and cycling. There was a strong desire indicated in the comments received to ensure that where ever possible these activities continue to be allowed. Further, that the trails within Gowlland Tod Park should be integrated into the regional trail system as proposed by the Capital Regional District.

Analysis:

Not enough is known about the condition, location or sustainability of the trail system within Gowlland Tod Park. The Advisory Group recommended that a complete and detailed inventory of the trails be undertaken to determine the activities appropriate for each trail.

Management Actions:

A Goldstream/Gowlland Tod Trail Advisory Group be created to assist BC Parks in the evaluation of this trail network to ensure that existing trail locations conform to environmental sensitivities, the management actions and zoning of this management plan, and the Vision Statement for the park. Upon assessment and where necessary, add and/or subtract trails from the trail system as outlined in the development concept.

Upon completion of this assessment, an addendum will be appended to this plan identifying the hiking, cycling and horseback trails of Gowlland Tod Park and the connecting trails to Goldstream Provincial Park, especially in the Mt. Finlayson area.

APPENDIX D

TERMS OF REFERENCE GOWLLAND TOD/GOLDSTREAM PROVINCIAL PARKS PUBLIC ADVISORY GROUP

Mandate

The Advisory Group shall provide advice to the District Manager on the management of Gowlland Tod and Goldstream Provincial Parks by reviewing and commenting on:

- a. The implementation of the approved management plans.
- b. Annual Management Plans.
- c. Specific issues referred by the District Manager.
- d. Permit applications.
- e. Creative funding opportunities.

Meeting Requirements

- a. The Group will meet formally at least two times a year. Meeting locations will be decided by the Group.
- b. The Group may be requested to attend public meetings.
- c. Additional Group meetings may be called to review specific issues between scheduled meetings.
- d. Group meetings will be open to the public and will be advertised in local newspapers two weeks in advance of the meeting.

Composition

- a. The Group will be made up of no more than ten people.
- b. The make up of the Group should reflect a diversity of relevant interests, expertise and knowledge.
- c. The Group will reflect the principles of employment equity.
- d. With the exception of the BC Parks Area Supervisor who will be a permanent member, no employee of BC Parks, operations contractor or permittee, shall be a member of the Group.
- e. BC Parks will solicit volunteers to serve on the Group by:
 - i. advertising the terms of reference in the Times Colonist newspaper and local regional papers,
 - ii. other advertising methods: eg. word of mouth, letters to various clubs, groups, organizations and individuals.
- f. Potential candidates will be asked to submit a resume of qualifications and experience, a brief statement outlining their reasons for wanting to be member of this Group and letters of recommendation or endorsement.

- g. The District Manager, assisted by peers in the field of conservation and recreation and at least one member of the existing Advisory Group, will review all applications and select the first Group.

Selection Criteria

To insure the Group embraces a broad range of knowledge and abilities, the following criteria will be used in selecting Group members:

- a. At least one person will have a provincial perspective on outdoor recreation issues and/or knowledge of BC's park system.
- b. At least three persons will have an awareness of Gowlland Tod and Goldstream Provincial Parks and similar related issues.
- c. At least five persons will have a strong interest, expertise or knowledge in one or more of the following areas:
 - i. Park interpretation.
 - ii. Human and natural history.
 - iii. Resource conservation and management
(eg., Botany, Environmental Consultation, Impact Assessment)
 - iv. Outdoor recreation.
 - v. Environmental law.
 - vi. Planning and research.
 - vii. Engineering/trades.
 - viii. Aboriginal issues and culture.
 - vix. Landscape architecture/design.
- d. All members will have a strong commitment to the vision and philosophy of the respective management plans.
- e. Members will be selected on their own merit and not as representatives of any special interest group(s) with which they may be associated.

Procedure

- a. The Group will operate on a consensus basis. If consensus cannot be achieved, all positions will be forwarded to the District Manager.
- b. Six Group members will be considered a quorum.
- c. The Group will annually elect a chairperson.
- d. The chairperson will be the media contact and spokesperson for the group.
- e. The first Group will be appointed for a three year term. During this term they will present recommendations on issues such as length of term, the frequency of turnover to ensure both vitality and continuity of the group, number of consecutive terms a member can serve, procedures to amend the Group structure, and changes in membership.

- f. The Group is appointed by and reports to the District Manager who reserves the right to make amendments to the committee structure as required, appoint new members to the Group or to terminate the Group. The reasons for any decisions in these matters will be publicly stated.
- g. The Group will prepare agendas in consultation with the District Manager, who will provide relevant background information on issues referred to the Advisory Group for consideration.
- h. Meetings will be open to the public. The public will bring agenda items to the chairperson prior to the start of the meeting for inclusion in the agenda. The chairperson will have the prerogative to decide if the topic is relevant to the meeting and place it on the agenda accordingly. If the topic is not appropriate or timely it can be brought from the floor at the end of the meeting. There will be time scheduled at the end of every meeting for public input, comment and presentations.
- i. Parks will provide a secretary to record minutes and those minutes will be distributed to each member after the Group meeting.
- j. The Group has no authority to call public meetings, commit funds, enter into contracts or represent BC Parks.

Recommendations

Concerns or advice from the Group will be in the form of written recommendations to the District Manager.

Remuneration

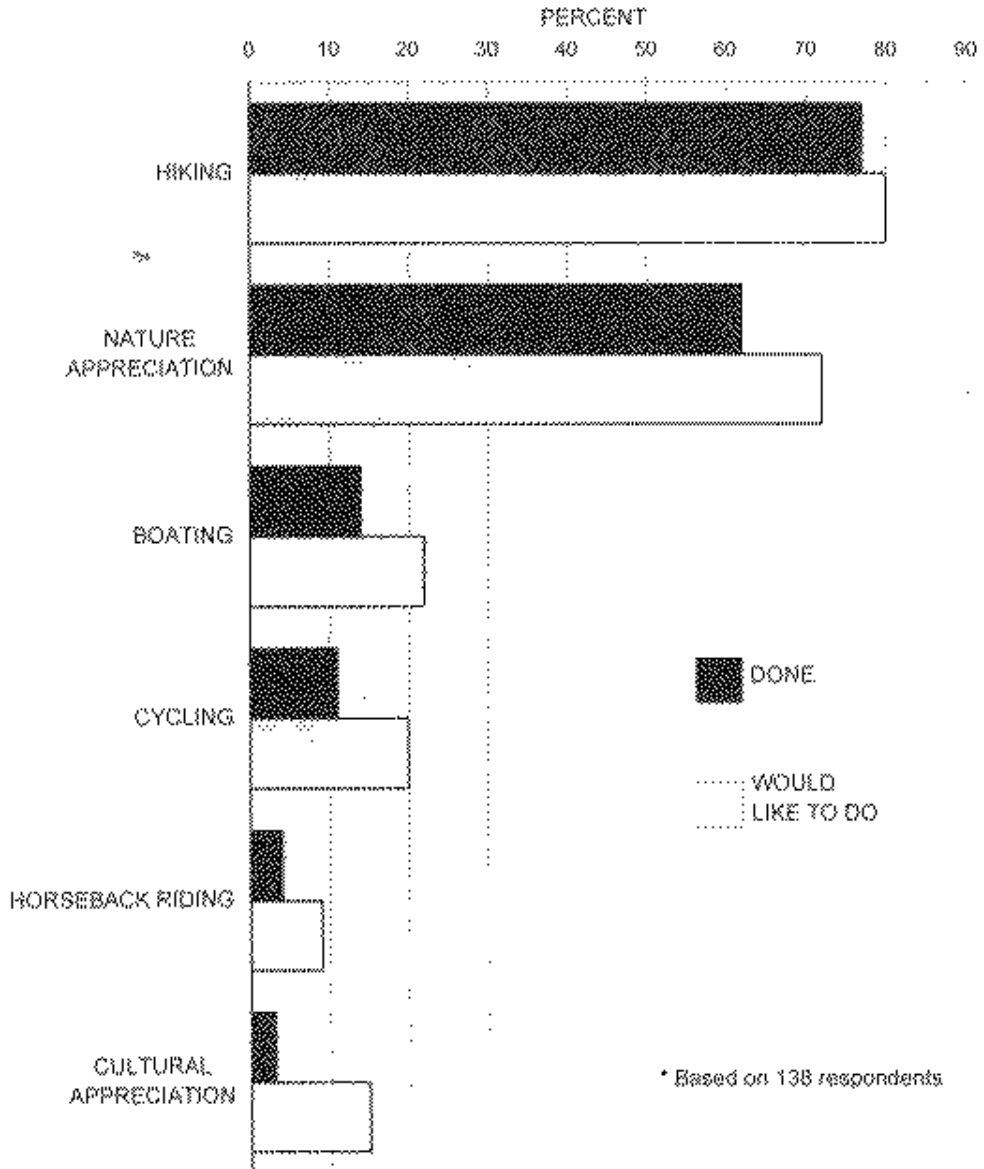
Members of the Group will serve without remuneration but BC Parks will pay appropriate and necessary out of pocket expenses that arise directly out of the performance of their duties as members of the Advisory Group, in accordance with the Financial Administration Act and Regulations.

BC Parks will supply the meeting room and other meeting expenses.

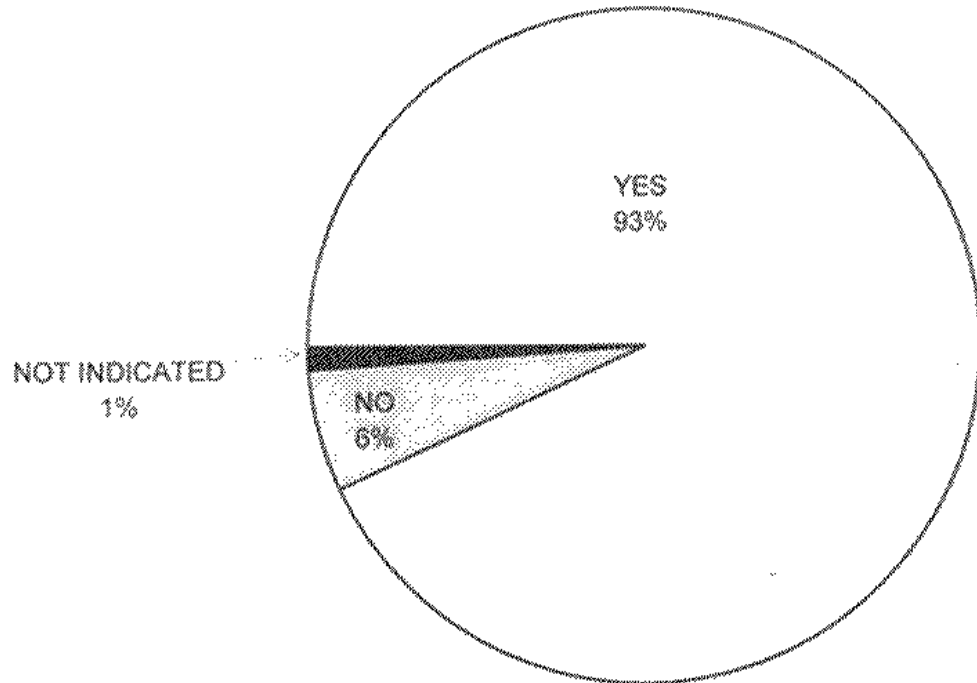
APPENDIX E

PROFILE OF RESPONDENTS

PARTICIPATION IN RECREATION ACTIVITIES
IN GOWLLAND TOD AREA

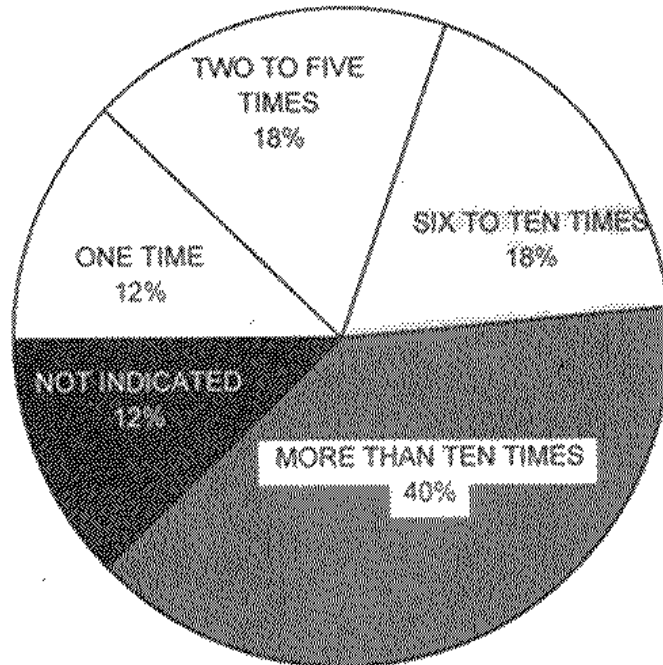


HAVE EVER USED GOWLLAND TOD AREA BEFORE*



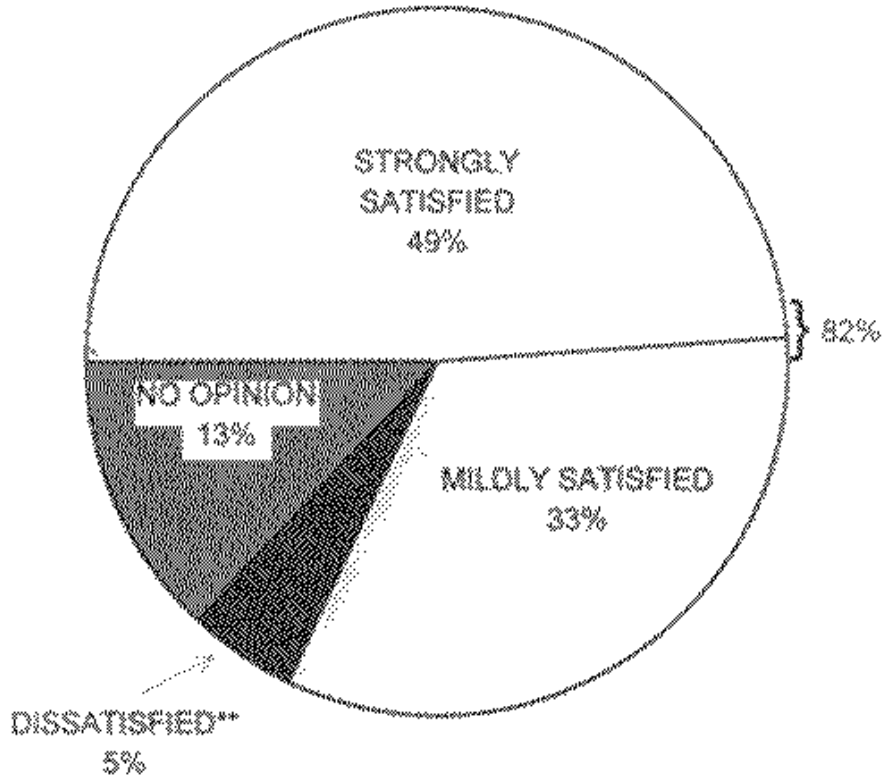
Based on 138 respondents

FREQUENCY OF USE OF GOWLLAND TOD AREA*



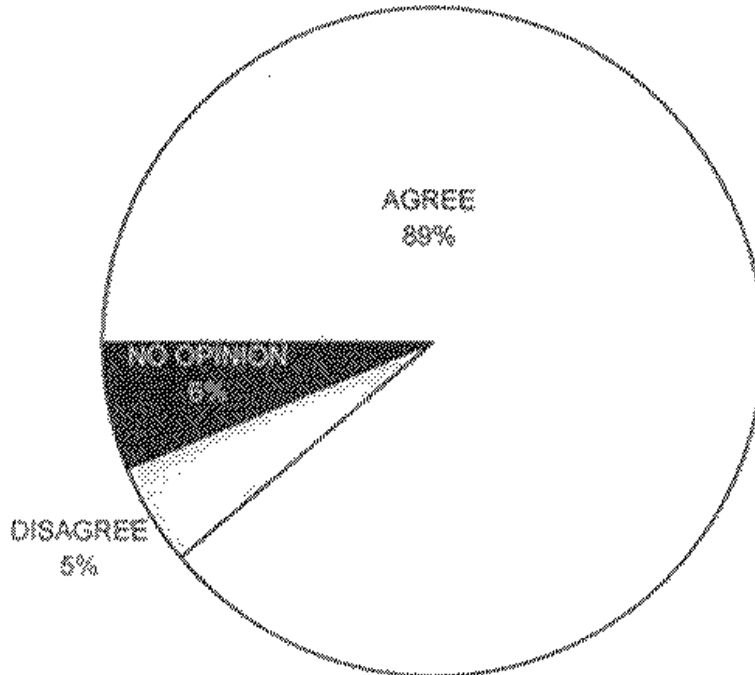
Based on 138 respondents

SATISFACTION WITH PLANNING PROCESS*



Includes Strongly Dissatisfied (1%) and Mildly Dissatisfied (4%)
Based on 138 Respondents

VIEWS OF VISION STATEMENT



Based on 138 Respondents

