



TRAILS MASTER PLAN

for the

DISTRICT OF HIGHLANDS

Prepared by:
Trails Advisory Committee
January 2002

ACKNOWLEDGEMENTS

Many, many hours of mostly volunteer time went into producing this Trails Master Plan. The Trails Advisory Committee wishes to thank all the dedicated residents of the Highlands who devoted so much of their precious time and effort to the production of this document.

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- Siobhan Murphy, and all those who contributed to the original Provincial Capital Commission (PCC) sponsored Greenways/Trails Network Master Plan in 1997, on which the Trails Master Plan is based.
- Saanich Parks and Planning
- Capital Regional District (CRD) Parks
- Members of South Island Mountain Biking Society (SIMBS)
- District of Highlands staff
- All the respondents to the public questionnaire that provided valuable input

Last, but not least, the members of the Trails Advisory Committee:

Joe Taylor, Chair

Ken Faris, Council Liaison

Sheila Herbert

Dorothea Hoffman

Cathy Koshman

Alan Philip

Harry Rayner

Janet Williams

EXECUTIVE SUMMARY

The development of a trails network is complex, balancing the needs of residents, property owners, specific user groups, visitors and emergency services, with the requirement that it links with the established regional and sub-regional trail networks of neighbouring municipalities. In our rural community, emphasis is placed on creating trails that have the least possible impact on the landscape, to preserve and protect natural beauty, sensitive areas, and wildlife habitat.

In the Trails Master Plan, the Trails Advisory Committee has tried to encompass all topics concerning trails, from a brief history, mapping, outline of present and proposed trails, trails standards, to potential concerns and recommendations for the future. The process for developing the Trails Master Plan included consultation with Highlands residents, neighbouring municipalities, CRD Parks and BC Parks.

This Trails Master Plan is intended to complement the District of Highlands Parks and Recreation Master Plan, and provide input to the revised Highlands Official Community Plan (OCP). These plans will define and develop steps that may be used to achieve a complementary parks, trails and greenways network. As the Highlands grows, we hope this plan will be part of the development framework that will enhance the lifestyle of residents and visitors alike.

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1. Summary of Recommendations

6. Highlands Trail Network

- *Develop a trail network as recommended on the Trail Network Map.*
- *Consider routes to accommodate emergency vehicles in trail design.*

6.1 Regional Trails

- *Encourage development of potential regional trails that have been identified in this plan.*
- *Give all regional trails within the Highlands a multi-use designation, except where environmentally unacceptable.*
- *Establish alternate by-pass routes in areas of sensitive ecosystems.*

6.2 Sub-regional trails

- *Develop sub-regional trails that have been identified in this plan.*
- *Negotiate with landowners for public access to and development of sub-regional trails based on the priority list in Appendix I, using the various tools of acquisition in Section 9.*
- *Give all sub-regional trails within the Highlands a multi-use designation, except where environmentally unacceptable.*

6.3 Local Trails

- *Develop local trails that have been identified in this plan.*
- *Negotiate with landowners for public access to and development of local trails based on the priority list in Appendix I, using the various tools of acquisition in Section 9.*
- *Give local trails within the Highlands a multi-use designation where feasible.*
- *Consider acquisition of minor consensual trespass trails if an opportunity arises.*
- *Acquire or provide trail connection(s) from existing or future cul-de-sacs.*
- *Consider development of interpretive trails.*
- *Consider development of wheelchair accessible trails.*

6.4 Roadside Trails

- *Develop roadside trails along all major roads in the Highlands.*
- *Involve local residents in trail location, construction and maintenance.*
- *Build roadside trails along Millstream Road, Millstream Lake Road to Munn Road, Munn Road, and Woodridge Place.*

7. Trail Categories and Standards

- *Use established trail design, construction and management principles.*

8. Signage and maps

- *Catalogue and name local and sub-regional trails.*
- *Provide funding for signs.*
- *Install small signs showing trail name and designated use at trailheads and at strategic intersections.*
- *Install large signs with maps at municipal park entrances and major trailheads noting allowed users, trail rating and trail etiquette, and directional/route information as well as known hazards. These signs should also encourage trail stewardship.*
- *Continue to use the roadside trail sign shown in Appendix IV.*
- *Identify known permanent hazards along trails and mark with warning signs.*
- *Install fire hazard signs during fire season, or trail closure signs during extreme fire hazard.*
- *Follow the BC Parks sign standards, and include the District of Highlands logo on municipal trail signs.*

9. Tools of Acquisition and Protection

- *Consider a trails acquisition strategy when rezoning, development, or subdivision is proposed.*
- *Provide for trail connection(s) to other neighbourhoods and/or trails in planning future subdivisions.*
- *Provide for local trail access to provincial parks during rezoning, or subdivision application.*

10. Potential Concerns

- *Acquaint landowners with the Occupiers Liability Amendment Act when negotiating formal trail access across their land.*
- *Plan trail routes and vegetative screening to preserve privacy of landowners.*
- *Minimise risk on trails by following the steps listed in 10.4 below.*
- *Post signs warning of fire hazard.*
- *Educate dog owners by signage and information on maps to use leash or voice to control dogs on trails.*

11. Cost Implications

- *Explore opportunities for funding and volunteer services.*
- *Implement an “adopt-a-trail “ program to minimise operational costs, and to promote community involvement and pride..*
- *Supplement volunteer programs with municipal trail maintenance.*

12. Information Program

- *Create a consistent trail system identity through trail signs, maps, brochures and other public information.*
- *Ask the Parks and Recreation Advisory Committee and Trails Advisory Committee to work with staff to develop a map/brochure of Highlands parks and trails that would be available at the District Office.*
- *Develop an information program for landowners to allay potential concerns.*
- *Develop and provide user education regarding shared use of trails.*
- *Inform Highlands residents and trail users about the general concept of stewardship and how to apply it to trails.*

13. Future Amendments

- *Incorporate the Trails Master Plan into the Official Community Plan.*

2. Goals

"The District of Highlands will create a network of recreational trails." 1997 Highlands OCP, 4.2.4.a

- 1) To outline a comprehensive trails network plan for the District of Highlands and to provide standards for those trails.
- 2) To create a trail network to link important nodes in the community and connect these to a regional trail network and to neighbouring municipalities. The implementation of this plan will ensure that as the community grows and changes, the District will retain trails and will continue to develop a linked trail network for a variety of users.
- 3) To minimise the impact of a trail network on wildlife, riparian and other sensitive ecosystem areas. Implementation of this plan will help fulfil the needs of the people who live here, while protecting the natural landscape.

3. Guiding Principles

"Well-defined trails will be sited, designed, built, marked, and maintained to protect environmentally-sensitive areas against damage from human use." 1997 Highlands OCP, 1.2.1.i

The District of Highlands is blessed with an abundance of public and private greenspace. There is growing awareness that spiritual health is as important as physical health. As a network of trails to access and connect natural and recreational areas is developed, it will provide opportunities for quiet appreciation of varied landscapes, as well as providing safe interconnecting trail routes for non-motorised outdoor activities and commuters.

A trail network which connects neighbourhoods and municipal public places would enhance a sense of community. A trail network that connects with those of neighbouring municipalities would strengthen our ties to those communities. Establishment of the trail network provides an alternate mode of travel throughout the area.

3.1 Objectives

- 1) The trail network should strive to connect neighbourhoods and municipal public places, enhancing a sense of community. As well, the network should connect with those of neighbouring municipalities. Multi-use trails connecting to the CRD's proposed Regional Trail Network are deemed essential.
- 2) Trail design incorporating the use of loops of varying lengths is desirable, to allow for a variety of users and experiences, and to lessen the higher impact on ecosystems of out-and-back trails. The longer loops can be steeper, narrower and more rugged.
- 3) Trail location should consider the opportunities for emergency access and possible emergency evacuation routes.
- 4) Roadside trails should be separated from motorised traffic, wherever possible, serving as 'Highlands sidewalks' for users, young and old, including pedestrians and equestrians.
- 5) Trail construction and maintenance should be undertaken with the least amount of vegetation removal required to accommodate a safe route. Trees should be left undisturbed wherever possible.
- 6) Trails may be provided by developers as an amenity exchange or as required by the Approving Officer. This will effectively attain links/completion of routes while keeping municipal acquisition costs to a minimum. Low-impact, gravel surface parking areas for users may need to be provided at busy trailheads.

- 7) Ecological sensitivity should be the primary criterion used for location of trails near riparian areas. This will help to maintain water quality and habitat for fish and wildlife, and support native vegetation, while providing recreation opportunities. For further detailed guidance, please refer to the report, *Access Near Aquatic Areas*¹. Some of the greenspaces in near-wilderness areas or encompassing certain water bodies should not have trail access, as they are not suited to human intervention due to their sensitivity.
- 8) Appropriate and consistent trail signage including direction on user etiquette is required.

¹ Fraser River Action Plan (Department of Fisheries and Oceans) and B.C. Ministry of Environment, Lands and Parks. 1997. *Access Near Aquatic Areas: A Guide to Sensitive Planning, Design and Management*.

4. Background

4.1 Introduction

The District of Highlands is a rural residential community with an area of approximately 3,745 hectares that is predominantly greenspace. This greenspace is characterised by moss-covered rocky outcroppings, arbutus and Douglas fir at higher elevations, cedar and wetlands in the lower elevations, and many small lakes scattered throughout. The Highlands is virtually ringed by parkland within and adjacent to Highlands boundaries. Gowlland Tod Provincial Park situated to the west and north, and Mount Work Regional Park to the north-east, are within the Highlands boundaries as is the Scafe Hills addition to Thetis Lake Regional Park. The Hartland section of Mount Work Park on our north-eastern border lies within Saanich and mainly provides trails for mountain biking. However, it also contains a major section of the Regional Trail network. Goldstream Provincial Park at the south-west corner of the Highlands is adjacent to the municipal boundary. There are also several municipal parks within the community. As of January 2001, 34% of the Highlands is preserved in parkland.

The District of Highlands has three main watersheds: Millstream, Craigflower Creek, and Pease Creek. The District encompasses ten lakes, all but two of which are private, as well as many smaller wetland areas that are important nesting places for waterfowl. The protection of these riparian areas is critical in designing and constructing a trail network.

4.2 History

Upon incorporation in 1993 the District of Highlands assumed a generalised Trail Plan as part of the 1986 Langford Electoral Area OCP. In 1995 the Highlands received funding from the Provincial Capital Commission for a Greenways/Trails Network Master Plan, which was published in February 1997. The preparation of the current Trails Master Plan commenced in April 2001. At the time the current plan was developed, the District was set to embark upon revising the 1997 Official Community Plan, which is scheduled to be completed in 2002.

4.3 Classes of Trails

Trails in the Highlands are divided into three classes: trails in parkland, roadside trails, and trails on private land.

4.3.1 Trails in Parkland

These trails are located within municipal, regional and provincial parkland. They are secure for present and future use by the public. The responsibility for construction, maintenance and signage in these parks is overseen by that level of government.

4.3.2 Roadside Trails

These trails are located within municipal road rights-of-way so are also secure. They parallel roads and are separated physically from the road by a vegetated buffer where possible.

4.3.3 Trails on Private Land

Trails on private land are not secure. Many of the trails on private land are important connectors to other nodes in the community. Residents have been using some of these trails for many years

and view them as an integral part of the Highlands' lifestyle. The term most commonly used to describe this type of trail use is **consensual trespass**. This is an unofficial understanding between the landowner and the trail users to allow them to trespass on private property without penalty. This arrangement has been a popular practice, but it does not guarantee that these trail corridors are secure for future use. These trails could be closed at any time by the landowner and may also be affected by subdivision or development, or by the perceived trespass problems suffered by the landowner.

Another factor that contributes to the uncertain future of these trails is that there is no government or public agency that is directly responsible for liability, environmental sensitivity, maintenance or signage. This is left to the landowner and the users. Various approaches to these issues are addressed in more detail in later sections of this Plan.

4.4 Regional Trail Network

The original Regional Trails Plan was adopted by the CRD in 1988. The proposed trail system extends from Swartz Bay to Port Renfrew, linking major parks and other natural and cultural features, and provides opportunities for a variety of outdoor recreational pursuits, as well as a commuter component. The CRD has indicated that the regional trail network will contain opportunities for pedestrian, equestrian and bicycle use where appropriate.

When CRD Parks partnered with the Provincial Capital Commission to create the Regional Blue/Green Spaces Strategy in the mid '90s, the regional trail system really started to take off. Various sections of the regional trail network have become hugely popular, such as the Galloping Goose connecting the Western Communities with downtown Victoria and Saanich, and the Lochside Trail linking North Saanich and Sidney on the Saanich Peninsula to the same core. The more rural branches, such as those in our District, are now being focused on for acquisition and development to fill out and complete this vision for the Capital Region. Other complementary trail systems, such as the Trans-Canada Trail and Vancouver Island Recreational Corridor, are now being developed through the central portions of the Island, connecting the Victoria area with northern destinations. As a municipality in the CRD, the District of Highlands is part of the Regional Trail Network Plan (see Map 1).

The District of Highlands Trails Master Plan should reflect the aim of giving all regional trails within the Highlands a multi-use designation to facilitate the needs of all types of trail users. This designation will ensure that all users will be able to travel the Highlands' regional trails with minimum restriction, enabling long-distance travel. It is recognised that resources to provide separate trails for each user group are finite. Modifications to the trail network to provide for separate trails for conflicting user groups could be introduced as a need is demonstrated and resources become available.

CRD policy reflects concern for preservation of sensitive ecosystems. Where multi-use trails are environmentally unacceptable, such as over sensitive mountaintops (e.g. Mount Work, Jocelyn Hill), alternate by-pass routes should be established.

4.5 Regional Context

The District of Highlands has the smallest population of the 13 municipalities that make up the Capital Regional District (CRD). As the seventh largest municipality in area, the Highlands possesses large contiguous areas of greenspace and as such is an important area for recreational opportunities in the Capital Region. It is important that the Highlands, as an integral part of the region, takes into account the Capital Regional District's recent documents such as the CRD Parks Master Plan, Regional Blue/Green Spaces Strategy, and the draft Regional Growth Strategy. These plans and strategies will help establish a broad regional vision for the protection and maintenance of regional green/blue spaces, and an interconnecting regional trail network. This in turn provides an information base for more detailed land use planning by municipalities, as well as identifying areas of interest to CRD Parks and the PCC.

The Highlands Trails Master Plan provides guidelines to ensure that the Highlands directs regional and local trail users to effectively utilise designated regional trail corridors, while retaining sub-regional and local trails for more localised traffic.

5. Methodology

5.1 Trail Mapping

Data were collected in a variety of ways for the initial Greenways/Trails Network Master Plan and for the current plan. First, it was crucial to explore major existing trails and see how they connected to parks and other areas of natural and cultural significance. After this exploration was completed, additional data collection was carried out for the location of existing trails by volunteer residents using two methods. The first was a compass and hip chain; the second used a global positioning system (GPS) receiver. Each method provided adequate data for general trail location. Additional trails have since been located and digitally mapped as volunteer time permits. This has been done by compass and pace-counting, tied to GPS points. As trails on private land are acquired in the future, it will probably be necessary to survey their location for greater accuracy.

5.2 Document Preparation

In April 2001 the Trails Advisory Committee commenced the preparation of a new Trails Master Plan for the Highlands. This was to update the original Greenways/Trails Network Master Plan produced in 1997 by Siobhan Murphy. The present Trails Master Plan focuses strictly on trails. Greenways are part of the new Parks and Recreation Master Plan.

In May 2001, the committee distributed a trails questionnaire (Appendix II) with a map on the reverse showing suggested trails. The questions were based on a questionnaire done in 1996 for the original Plan in order to compare results. Fifty five questionnaires were returned. (See Appendix III). This was followed by an Open House at the Highlands Market at the end of May. Using this input, and advice from municipal staff, the committee reviewed a number of drafts and trail maps via email and at regular meetings to produce the final document.

5.3 Consultation

An important part of this Trails Master Plan was public involvement. All of the components of this Plan and its predecessor have been reviewed and worked on by members of the community in a variety of forms. Since incorporation, several open houses, newsletters, surveys and questionnaires have been conducted by various committees which have generated interest and

garnered input about possible trails issues. The municipality's Parks and Recreation; Trails; and Roads Advisory Committees; and the Highlands Emergency Programme Committee; whose members are residents of the community, also provided comments on various aspects of the plan during its development.

The development of this plan also required co-ordination with several agencies such as CRD Parks, BC Parks, Saanich Parks, Langford and View Royal, and the Provincial Capital Commission. Continued co-ordination and co-operation will greatly enhance appropriate connections to neighbouring municipalities' trail routes.

6. Highlands Trail Network

Recommendations

- *Develop a trail network as recommended on the Trail Network Map (Map 2).*
- *Consider routes to accommodate emergency vehicles in trail design.*

The Trail Network Map (Map 2) attached to this report describes the trail network that the Trails Advisory Committee is recommending be developed over the next several years to serve the objectives outlined in this plan.

Important notes:

- ❑ This map shows trail corridors only, indicating a wish to establish trails in the approximate locations of the corridors.
- ❑ Corridors shown on private land do not imply usurping of property or the assumption of availability. Trails can only be secured through negotiation with the landowner.

There are three levels of trails in the Highlands: regional, sub-regional, and local, which includes roadside. Together they form an inter-connected network for recreation and access. The goal is to create a network which will eventually link all parks, neighbourhoods, community facilities, points of interest, etc., as well as providing outdoor recreation for a variety of users.

It is important to keep in mind the rural, forested nature of the Highlands, and the vulnerability to natural disasters such as wildfire. A well designed trail network can assist in emergency evacuation or access in times of disasters. Some major trails could be designed to accommodate emergency vehicles for this purpose.

There was considerable discussion, but no consensus, on the issue of a mountain biking area in the Highlands, as recommended in the Parks and Recreation Master Plan Section 5.4.3. The committee feels this topic requires further discussion among all the stakeholders.

The major challenge to the formation of this network is the acquisition of access to trails on private land. This will require not only negotiation with landowners, but also an information program (See Section 12) on the potential concerns listed in Section 10.

6.1 Regional Trails

Recommendations

- *Encourage development of potential regional trails that have been identified in this plan.*
- *Give all regional trails within the Highlands a multi-use designation, except where environmentally unacceptable.*
- *Establish alternate by-pass routes in areas of sensitive ecosystems.*

Regional Trails are the base structure of this Trails Master Plan. Other trails planning should evolve from this structure. Proposed regional trails are those major trails in the Highlands that should become part of the CRD Regional Trail Network. These trails will connect with sub-regional and local trails to provide links to local nodes in the community, and to neighbouring municipalities.

6.1.1 Requirements

Regional trails should be multi-use except where sensitive terrain precludes this. Regional trails should provide for high traffic to and from provincial and regional parks, and should have appropriate signage to designate use and destination.

Recommendations from the Highlands for new regional trails will be discussed by the Trails Advisory Committee and the Parks and Recreation Advisory Committee, who will present them to Council, which may then forward them to the CRD Parks Committee.

Regional trails should provide for high traffic to and from provincial and regional parks, and should have appropriate signage to designate use and destination.

Sources of information for the creation of regional trail corridors have been and should be: the CRD Parks Master Plan, the CRD/Provincial Capital Commission (PCC) Regional Green/Blue Spaces Strategy, the District of Highlands Parks Master Plan, the Conservation Data Centre's Sensitive Ecosystems Inventory, and the needs of the community as determined by the Trails Advisory Committee, Council and District staff.

This plan contains proposed (and more detailed) alternative routes to the regional trail corridors for the District of Highlands shown in the CRD Parks Master Plan (Map 1). These are also incorporated into the Highlands Parks and Recreation Master Plan.

6.1.2 Potential regional trails

The potential regional trails that have been identified in this plan, and by number on Map 2, are:

- ① between Thetis Lake Regional Park and Mount Work Regional Park
- ② between Thetis Lake Regional Park and Goldstream Provincial Park
- ③ along Corry Road and through Sections 63, 56 and 67 to Mackenzie Bight parking lot
- ④ from Thetis Lake Regional Park west, to the south of Mary Lake, then to Gowlland-Tod Provincial Park
- ⑤ from Mount Work Regional Park, through Hartland Park to rural Saanich via Kerryview and/or Petworth

for a total length of approximately 19 km.

All other sections of the regional trails are within provincial and regional parks, and are deemed to be the responsibility of those agencies.

6.2 *Sub-regional trails*

Recommendations

- *Develop sub-regional trails that have been identified in this plan.*
- *Negotiate with landowners for public access to and development of sub-regional trails based on the priority list in Appendix I, using the various tools of acquisition in Section 9.*
- *Give all sub-regional trails within the Highlands a multi-use designation, except where environmentally unacceptable.*

Sub-regional trails are trails that are important connectors to the regional trail system within the District of Highlands. These trails will likely support a significant amount of traffic, but less than the regional trails. These trails should be multi-use wherever possible.

6.2.1 Potential sub-regional trails

The potential sub-regional trails that have been identified in this plan, and by number on Map 2, are:

- △**1** The trail north from the end of Woodridge Place through Section 79 to Mount Work Regional Park.
- △**2** The trail along Highland Road right-of-way from Munn Road south into View Royal and Thetis Lake Regional Park.
- △**3** A trail south-west from the bottom of Chicken Hill through Section 21 (partly in View Royal) to the base of Scafe Hill in Thetis Lake Regional Park.
- △**4** Corry Road from Section 63 to Ross-Durrance Road.²
- △**5** A trail from Chow-Nicoll Park north along the west side of Hatcher Swamp and Matson Lake to Finlayson Arm Road and north to Twinflower Park.
- △**6** The trail from the south-west corner of S.5 R.4, north-west to Finlayson Arm Road.

for a total length of approximately 9 km.

² This is a potential east-west sub-regional connection from the north-south regional trail west of Mt. Work, following roadside trails along Ross-Durrance and Hazlitt Creek Roads, through Hazlitt Creek Park, and along Millstream Road to the entrance to Gowlland Tod Park near Emma Dixon Road.

6.3 Local Trails

Recommendations

- *Develop local trails that have been identified in this plan.*
- *Negotiate with landowners for public access to and development of local trails based on the priority list in Appendix I, using the various tools of acquisition in Section 9.*
- *Give local trails within the Highlands a multi-use designation where feasible.*
- *Consider acquisition of minor consensual trespass trails if an opportunity arises.*
- *Acquire or provide trail connection(s) from existing or future cul-de-sacs.*
- *Consider development of interpretive trails.*
- *Consider development of wheelchair accessible trails.*

Local trails are trails connecting higher-level trails, neighbourhoods, points of interest, etc. They should be multi-use wherever feasible.

Discussion with the Emergency Programme Committee highlighted the need for cooperation with them on trail location. Special emphasis was placed on the ability to evacuate people in the case of major emergency, particularly wildfire. Because they have only one egress, cul-de-sacs in future subdivisions should have provision for trail rights-of-way for pedestrian connection(s) to other neighbourhoods or trails. If the opportunity arises to acquire a trail corridor for existing cul-de-sacs it should be seized. Apart from the social and recreational desirability of these trails, this is especially important for emergency evacuation purposes. These trails would act as emergency access routes where emergency roads either do not exist at present or are not feasible.

6.3.1 Existing local trails

The few existing local trails in the Highlands are:

1. The trail off upper Davies Road
2. Trails in Hazlitt Creek Park
3. Trails off Stewart Mountain Road

totalling approximately 2.5 km.

6.3.2 Potential local trails

There are many potential local trails in the Highlands. Those with greatest priority identified by the committee are shown on Map 2, and total approximately 20 km. These do not all exist at present; some are suggestions for a desired trail connection. Many other trails not shown on the map do exist. These are minor consensual trespass trails used primarily by neighbours, which should not be publicised at this time. They should be looked at again when the Trails Master Plan is next reviewed, or if an opportunity for acquisition arises through subdivision.

When individual Park Management Plans for municipal parks are drawn up, trails within those parks would be planned, reviewed and/or improved (e.g. the trail in Twinflower Park).

There are many other areas in the Highlands that could be connected or have trails through them, especially in the north. These should be considered for trails in the future, particularly if any rezoning or subdivision is proposed; for example Sections 30 and 35, formerly known as West Millstream Development.

At the time this report was being written, planning of local trails, connecting to planned sub-regional and regional trails, was being conducted within the residential area known as Western Forest Products South; Section 5, Range 4. Any future proposed development in the remainder of these lands should take into account a trails acquisition strategy to increase the network of trails in the area, and link to adjacent lands where applicable.

A subset of local trails is interpretive trails. This is also an opportunity to provide wheelchair accessible trails as there are currently none in the Highlands. There are two possible locations for these trails – at Hatcher Swamp and at Eagles Lake. The environmental restraints and impacts would have to be thoroughly considered before such trails are built. Boardwalks might need to be built in some locations. These trails would provide a different type of trail suitable for users for whom other trails are too difficult.

The priority local trails are listed in Appendix I.

6.4 Roadside Trails

"The District of Highlands will acquire and develop appropriate roadside trail corridors to promote pleasant, efficient, non-motorized travel throughout the community." 1997 Highlands OCP, 4.2.5.a

Recommendations

- *Develop roadside trails along all major roads in the Highlands.*
- *Involve local residents in trail location, construction and maintenance.*
- *Build roadside trails along Millstream Road, Millstream Lake Road to Munn Road, Munn Road, and Woodridge Place.*

These local trails are within the municipal road right-of-way, paralleling the road, and separated physically from the road where possible. Preferably a vegetated buffer will exist between the road and trail. Where the terrain precludes construction of a trail, warning signs should be posted.

6.4.1 Existing roadside trails

Roadside trails exist along the following roads: (see Map 2)

1. Millstream Road east of Martlett
2. Hazlitt Creek Road
3. Old Mossy Road
4. Caleb Pike Road west of Millstream Road to the Gowlland Tod park entrance.
5. Stewart Mountain Road

6.4.2 Potential roadside trails

All major roads in the Highlands should eventually have roadside trails along them. This will encourage pedestrian activity, and help foster community connections. It will also increase safety for users, especially on the busier sections of roads.

Priorities, because of traffic volume and population density, would be Millstream Road, Millstream Lake Road to Munn Road, Munn Road and Woodridge Place. However, residents on all roads should be encouraged to consider constructing roadside trails, in consultation with the Trails Advisory Committee. Many respondents to the questionnaires expressed an interest in

building and maintaining trails, so there is potentially a large volunteer workforce. It is important that the local residents are involved in trail location, construction and maintenance, otherwise the trails will become overgrown and eventually disappear, as is happening on Old Mossy Road.

At the time of completion of this Master Plan a roadside trail is under construction along Munn Road from Stag Road to Woodridge Place.

A roadside trail should be built along Ross-Durrance Road between Corry Road and Hazlitt Creek Road to accommodate east-west traffic coming north-west from the southern entrance to Mt. Work Regional Park towards Gowlland Tod Provincial Park (See 6.2 #4)

7. Trail Categories and Standards

Recommendations

- *Use commonly accepted trail design, construction and management principles.*

There are a variety of recreational users of trails in the Highlands. The three main groups are: **pedestrian**, **equestrian** and **cyclist**. There are various sub-categories within these groups, including hikers, joggers, endurance horse riders, mountain bikers, and commuters. The various surveys also indicated some desire for trails to run dogs, ride dirt bikes, and provide handicapped access. All user groups desire access to trails but are not always willing to share trails with other types of users. This requires appropriate signage and an information program on trail etiquette (See Section 8).

7.1 *Trail Categories*

There should be four categories of trails in the Highlands.

Single-use off-road: a trail that is designated for one type of activity only and is not located within a road right-of-way.

Multi-use off-road: a trail that is designated for more than one user group, with the understanding that consideration must be extended to other users encountered on the trails, and is not located within a road right-of-way.

Roadside trails: are located within the road right-of-way, with a multi-use designation where possible.

Cycling lanes: are located within the road right-of-way as an added, paved surface of the road shoulder designated for cycling use.

7.2 *Trail Standards*

The Trails Master Plan is not a trail-building manual. Trail construction should only take place using commonly accepted trail design, construction and management principles found in the publications in *References*, in particular the Ministry of Forests *Trail Standards*, and *Access Near Aquatic Areas*.

The following standards are guidelines only, as a flexible approach is needed based on local topography, environmental restraints, user volumes and finances. They apply only to sub-regional and local trails. Regional trails will follow CRD Parks standards.

7.2.1 Single use off-road trails:

are divided into three categories: **pedestrian, equestrian, and mountain bike.**

General: All single-use off-road trails should have a minimum 4.0 metre dedicated right-of-way. All trails should have a cross-slope of 3%-4% for drainage.

A. Pedestrian trails

tread width: minimum: 50 cm maximum: 90 cm

clearing width: minimum: 1.0 metre maximum: 2.0 metres

clearing height: minimum: 2.5 metres

tread surface: native soil. Compact gravel added to wet areas to minimise erosion.

slope: up to 15% maximum sustained grade, 20% over short distances

vegetative clearing: minimum clearing of brush and vegetation to minimise erosion

B. Equestrian trails

tread width: minimum: 60 cm maximum: 120 cm

clearing width: minimum: 1.5 metres maximum: 2.5 metres

clearing height: minimum: 3.0 metres

tread surface: exposed native soil. Compact gravel added to wet areas to minimise erosion. Round rocks added in boggy sections.

slope: up to 10% maximum sustained grade, 20% over short distances

vegetative clearing: cleared of moss and low-lying shrubs and major debris, pruning only those branches which obstruct the downhill edge of trail, making the drop off visible to horse and rider.

general: fords preferable to bridges; heavy tread must be applied over culverts to eliminate hollow sound

C. Mountain bike trails

tread width: minimum: 60 cm maximum: 90 cm

clearing width: minimum: 1.5 metres maximum: 2.5 metres

clearing height: minimum: 2.5 metres

tread surface: slightly rough, natural surfaces

slope: up to 15% maximum sustained grade, 20-30% over short distances

vegetative clearing: should be cleared of vegetation on the trail surface, with minimal removal of vegetation alongside the trails.

7.2.2 Multi-Use Off Road Trails

tread width: minimum: 60 cm maximum: 120 cm

clearing width: minimum: 1.5 metres maximum: 2.5 metres

clearing height: minimum: 3.0 metres

tread surface: exposed native soil. Compact gravel added to wet areas to minimise erosion.

slope: up to 10% maximum sustained grade, 20% over short distances

vegetative clearing: cleared of excess vegetation, with a minimum of pruning of overhanging branches.

7.2.3 Roadside Trails

tread width: minimum: 60 cm maximum: 120 cm

clearing width: minimum: 1.5 metres maximum: 2.5 metres

clearing height: minimum: 3.0 metres

tread surface: exposed native soil. Compact gravel added to wet areas to minimise erosion.

slope: 5% maximum sustained grade, 10 % over short distances

vegetative clearing: minor clearing of brush; low shrubs and ground cover to remain alongside and provide some vegetative screening from the road.

7.2.4 Commuter Cycling Lanes

tread width: minimum: 70 cm maximum: 150 cm

tread surface: pavement extended from the road shoulder within the road right-of-way.

general: demarcated by a white line between cycling lane and vehicle lane.

8. Signage

"A consistent trail system identity will be created through trail signs, maps, brochures, and other public information" 1997 Highlands OCP, 4.2.4.f

Recommendations

- *Catalogue and name local and sub-regional trails.*
- *Provide funding for signs.*
- *Install small signs showing trail name and designated use at trailheads and at strategic intersections.*
- *Install large signs with maps at municipal park entrances and major trailheads noting allowed users, trail rating and trail etiquette, and directional/route information as well as known hazards. These signs should also encourage trail stewardship.*
- *Continue to use the roadside trail sign shown in Appendix IV.*
- *Identify known permanent hazards along trails and mark with warning signs.*
- *Install fire hazard signs during fire season, or trail closure signs during extreme fire hazard.*
- *Follow the BC Parks sign standards, and include the District of Highlands logo on municipal trail signs.*

A good system of signs together with trail maps is important to help residents and visitors find and get the best use out of a trail network. See Section 12 of this plan, and refer to Section 5.5.2.5 of the *Parks and Recreation Master Plan*.

It is recommended that, as trails are built, or access acquired, trails be named and signs be installed at trailheads and at strategic intersections. These signs, particularly those visible along roads, will make people aware of the existence of a trail network, encourage the use of trails, and help people find the trails. Currently used trail names should be catalogued, and trail names should be developed. The signs should show the trail name and designate permitted or prohibited users and uses. They should be consistent for style and symbols, following the BC Parks standard (see Appendix IV for examples). The District of Highlands logo should be included on trails signs to identify the local or sub-regional nature of the trail.

At major trailheads information signs should be installed. These signs should include trail maps, outline trail etiquette (see Appendix IV for a suggested sign), and remind users not to pick wildflowers, and to pack out whatever was packed in. As well, trail users should be encouraged, via these signs, to support and assist in stewardship of the system to maintain its physical and aesthetic integrity for present and future generations.

Existing roadside trails currently use the sign shown in Appendix IV, indicating multi-use. It is recommended that use of this sign continue.

Following the Uniform Traffic Control Devices for Canada Manual, warning signs should be placed where needed, with a reduction of trail sign size to one third that recommended for road use. On roads, warning signs are needed in sections of confined roadway with little or no shoulder where non-motorised use is common, but no roadside trail is possible.

During fire season, signs should be posted warning of fire hazard and the dangers of smoking. In extreme fire hazard, trail closure signs may need to be erected.

Once a viable trail network is in place, trail maps and information brochures prepared with advice from the Parks and Recreation Advisory Committee, the Trails Advisory Committee and staff, should be made available at the Municipal Hall. Information would include trail etiquette, stewardship, trail rating for difficulty and length, hazards and liability.

9. Tools of Acquisition and Protection

"Rights of public access will be acquired where appropriate, with priority placed on land subject to development applications"

1997 Highlands OCP, 4.2.4.e

Recommendations

- *Consider a trails acquisition strategy when rezoning, development, or subdivision is proposed.*
- *Provide for trail connection(s) to other neighbourhoods and/or trails in planning future subdivisions.*
- *Provide for local trail access to provincial parks during rezoning, or subdivision application.*

9.1 Introduction

There are many tools available to acquire and/or protect trails. In the past, preservation and conservation strategies were left to various levels of government through park acquisition and land use regulation. These tools are still important, but with the ongoing changes in government and the reduction of resources, there is a need for new approaches and options to conserve or protect trails.

Recent amendments to the *Local Government Act* and *Land Title Act* now authorise local government to work more flexibly and co-operatively with land developers and landowners to conserve their lands. There are also new opportunities and incentives to allow both public and private land owners to be effective 'stewards' of their lands. This approach can apply to trails.

The following sections provide a brief description of various tools as well as organisational approaches available to acquire and protect trails. There is also some discussion of the benefits and limitations of these various tools and approaches.

9.2 Land Acquisition by purchase

Purchase of land is one method of acquiring trails. However, given the limited financial resources of the Highlands, this should be the last option and should only be used for trails that are crucial links in the network. A park acquisition fund exists that could be used for this purpose.

9.3 Trail Dedication by Subdivision

When a property is being subdivided one of the many issues the municipal Approving Officer considers is whether public trails are required in and/or through the property being subdivided. The Approving Officer will take into consideration any trail policies or standards found in the District's bylaws or plans i.e. the Official Community Plan, the Subdivision Servicing Bylaw, Trails Master Plan, etc. If the property was recently rezoned, consideration is also given to any comments or recommendations that were submitted to Council during that process. The Approving Officer is not limited to requiring trails only where indicated by these documents, nor is he/she bound to comply with those documents. This information, and any additional information that may be collected during the subdivision process, will be used as guidance and the Approving Officer will require trails where he/she believes they are appropriate. The Approving Officer may, where he/she deems it appropriate, seek comments from Council, Advisory Committees or the public regarding trail issues for a subdivision.

Trails may be provided by dedication of a trail right of way, registration of a trail easement, placement within a new road right of way in the development, or placement within a new park in the development. The power rests with the Approving Officer to determine which of these options works best for a particular trail. The subdivider would usually be required to undertake the construction of any trails being provided. There may be exceptions to this where a new trail corridor does not connect to an existing trail on adjacent lands.

9.4 Easements and Statutory Rights-of-Way

Trail access across private land can be secured through the granting of an 'easement' or statutory right-of-way under Section 214 of the *Land Title Act*. Statutory Rights-of-Way are granted only to government and may be donated or purchased. A right-of-way for trail purposes can be negotiated with property owners even if they are not subdividing their land.

This approach may be a less-expensive alternative to acquisition through purchase. Another positive aspect of this tool is that a right-of-way shares liability for public use with the municipality. The municipality could then be responsible for maintenance and signage.

9.4.1 BC Hydro Rights-of-Way

There are several hydro rights-of-way in the Highlands that are used for recreation. They connect a number of important areas of parkland and private greenspace. It is generally thought by the public that these rights-of-ways are owned by BC Hydro and are therefore free to be used. This is not the case in the Highlands. Agreements have been negotiated between private landowners and BC Hydro to secure these rights-of-way for maintenance and access to hydro towers only, NOT to provide for public access.

Therefore, while BC Hydro has expressed support for alternative uses of hydro rights-of-way that are safe and compatible with the operation of their transmission lines, in order to enable these to be open to the public, the private landowners must be involved to obtain consent to proceed with negotiation for trail purposes.

9.5 *Amenity Zoning*

This is a planning process whereby land is rezoned to allow for an additional amount of development (at the developer's option) if certain public amenities are provided. For example, on a large parcel of land, 10 residential lots are zoned to be created, but perhaps 12 could be created if public parkland and trail corridors are provided and constructed. The amenities do not have to be on the land that is being developed but they must be precisely described. For example, "a multi-use trail 1.5 metres wide within a five metre wide corridor between Road A and Park B as shown on a map; a lookout site at a specific place with two benches in a cleared area of 5 by 10 metres; all areas surfaced and signed to specific standards."

Because the trail amenities need to be described accurately in the rezoning bylaw, it is essential to have these routes identified in the OCP via a Trails Master Plan.

9.6 Donation or Transfer of Land

It is possible for individuals, organisations or governments to donate or transfer land for parks, greenways, or trail purposes. Donations or transfers of Crown land may be solicited by the municipality if and when such lands are required. Federal tax credits may be given to land owners who donate or transfer land to the municipality under the EcoGift program.

9.7 Consensual Trespass

As outlined in section 4.3.3 of this plan, the practice of consensual trespass has been an institution in the Highlands for many years. This will likely continue in many parts of the Highlands in the future. However, the landowner reserves the right to restrict access at any time. This kind of trail use limits long-term trail planning.

9.8 Stewardship

Stewardship is a practice by landowners to manage their lands in an ecologically sound manner, attempting to maintain natural values and systems. Maintaining trails on these lands will require the support of the agencies, companies, and people who manage and/or own these lands. The concept of stewardship does not exclude the development of land, or economic benefits, but seeks to work in conjunction with sound ecological practices.

A stewardship program encourages landowners to adopt conservation measures to become more of a 'low-impact' manager of their lands. This kind of program provides education and assistance to landowners, and gets residents involved in promoting considered and responsible use of these lands.

The Provincial Capital Commission is working to establish a Land Stewardship program as part of the Greenways Program and as a partner in the Regional Green/Blue Spaces Strategy. Participation at the municipal level is deemed essential to the success of the program.

It is recommended that a trails stewardship program be started in the Highlands. This would build on the established and successful lake stewardship program already in operation. By encouraging landowners to protect and maintain their lands in a natural state this will enhance the experience of trails users passing through private lands, and perhaps even encourage the landowners to maintain those trails.

10. Potential Concerns

Recommendations

- *Acquaint landowners with the Occupiers Liability Amendment Act when negotiating formal trail access across their land.*
- *Plan trail routes and vegetative screening to preserve privacy of landowners.*
- *Minimise risk on trails by following the steps listed in 10.4 below.*
- *Post signs warning of fire hazard.*
- *Educate dog owners by signage and information on maps to use leash or voice to control dogs on trails.*

10.1 Liability

Liability is a major concern of some private landowners regarding trails on their property. This is a potential barrier to public use of those trails. In 1998 the provincial government recognised those concerns and passed the Occupiers Liability Amendment Act. The Act states that a person who enters premises is deemed to have willingly assumed all risks. If the person is a trespasser or the entry is for a recreational activity for which the occupier receives no payment or other consideration, the occupier has no duty of care other than a duty to not:

- a) create a danger with intent to do harm to the person or damage to the person's property;
- or
- b) act with reckless disregard to the safety of the person or the integrity of the person's property.

This amendment is not generally known by landowners, so it will be necessary to acquaint them with the legislation when negotiating formal trail access across their land.

10.2 Privacy

Some landowners are concerned about a loss of privacy if a trail runs through, or adjacent to, their property. This can be alleviated by routing the trail away from residences, and using vegetative screening or fencing where needed.

10.3 Crime

The potential for assault, theft and vandalism is sometimes raised when new trails are established. Experience shows that the incidence of crime is much greater on roads and driveways, where access to a getaway vehicle is easier, than it is on trails.

10.4 Safety

Trail design and management should incorporate the principle of voluntary assumption of risk. However, the following steps should be taken to minimise risk:

- Construct trails to established standards
- Identify known permanent hazards along trails and mark with signs
- Identify temporary hazards, including maintenance areas, with signs or markers, and repair as soon as possible
- Implement a mechanism for trail users to report hazards
- Conduct regular maintenance inspections
- Provide barriers at dangerous drop-offs close to trails
- Install signs at major trailheads, noting allowed users, trail rating and trail etiquette, and directional/route information as well as known hazards

10.5 Fire Hazard

The Highlands is in a wildland/urban interface area. This means that there is a significant risk of damage to property or even loss of life by forest fires. Trails users need to be made aware of this risk, and special signage or trail closure might be required during extreme fire hazard conditions, at the discretion of the Fire Department.

10.6 Dogs

Encountering dogs on trails can be a problem for some users, particularly equestrians. Uncontrolled dogs can be a safety hazard. Judicious use of signage, and information on maps, can help to educate dog owners on appropriate behaviour.

Highlands bylaws indicate that dogs in Municipal parks must be leashed. In other public areas a dog "must be under the direct and continuous control of a person who is competent to control it" or on a leash. If conflicts arise on trails, which are not considered parks, perhaps the leash bylaw will need to be expanded to cover trails.

11. Cost Implications

Recommendations

- *Explore opportunities for funding and volunteer services.*
- *Implement an “adopt-a-trail “ program to minimise operational costs, and to promote community involvement and pride..*
- *Supplement volunteer programs with municipal trail maintenance.*

There are four cost components in the creation and implementation of a trails system:

- Planning
- Land Acquisition
- Trail Construction
- Trail Maintenance

Possible sources of funding include parks acquisition funds, municipal revenues, donations and local fund-raising efforts.

There are other opportunities for funding and for volunteer services that should be explored, including partnerships with non-governmental organisations such as the Victoria Natural History Society, the Outdoors Club, South Island Mountain Biking Society, and the Federation of BC Naturalists. These should be researched by District staff and the Trails Advisory Committee.

11.1 Planning

The Trails Master Plan sets the structure for a trails network. Emphasis is placed on public involvement and consultation, to ensure that a trails system will provide for the needs of the greatest number of users. Planning will use municipal staff and the Trails Advisory Committee, the Roads Advisory Committee, the Environment Advisory Committee, the Parks and Recreation Advisory Committee, the Emergency Planning Committee and the Administration and Finance Committee, as well as community organisations that express interest in trails.

11.2 Land Acquisition

Land acquisition costs will vary from trail to trail. It is recommended that the tools listed in Section 9 of this Master Plan be used to minimise cost. Opportunities for grants from organisations such as land trusts or private individuals should be explored as the need to acquire land arises. Surveying costs also need to be taken into account.

11.3 Trail Construction

Trail construction costs may be minimised by the use of volunteer groups. Many individuals indicated a willingness to volunteer via the questionnaires. Workshops in trail construction and maintenance will need to be conducted. Federally- and provincially-funded public works programs, as well as community work-experience programs, should be investigated as the need for trail construction arises.

11.4 Trail Maintenance

"The District of Highlands will organize a community-based maintenance and stewardship program (e.g., trail section sponsorship) that will minimize the municipal resources necessary to maintain the trail system." 1997 Highlands OCP, 4.2.4.h

It is recommended that trail maintenance be the purview of volunteer organisations, with the final responsibility residing with the municipality. Operational costs can be reduced by implementing an "adopt-a trail" and/or a volunteer warden program, in addition to fund-raising activities that could keep a municipal maintenance budget to a minimum. As more trails are acquired by the municipality, a regular trail maintenance budget may need to be provided. Experience in other rural municipalities such as Metchosin has shown that volunteer burnout can result if volunteers alone are relied on for trail maintenance.

The Adopt-a-trail program is a concept that has been used in other municipalities, such as the Greater Vernon Parks and Recreation District, to minimise operational costs. Recreational organisations that use trails, or individual users, would be encouraged to take responsibility for the maintenance of one or several trails. This would promote community involvement and pride. Regionally, CRD Parks draws on their volunteer warden system in which they provide training and operational support for 'first eyes' to deal with parks' use, misuse and damage. A representative involved in this program could provide an overview in concert with a trail construction and maintenance/stewardship workshop, if the District of Highlands considers this program workable for our trail network.

12. Information Program

Recommendations

- *Create a consistent trail system identity through trail signs, maps, brochures and other public information.*
- *Ask the Parks and Recreation Advisory Committee and Trails Advisory Committee to work with staff to develop a map/brochure of Highlands parks and trails that would be available at the District Office.*
- *Develop an information program for landowners to allay potential concerns.*
- *Develop and provide user education regarding shared use of trails.*
- *Inform Highlands residents and trail users about the general concept of stewardship and how to apply it to trails.*

This section incorporates items mentioned in other sections, all highlighting the need for an information program on all aspects of trails from maps through to liability.

Trail maps are the most popular and visible means of informing the public of the existence of a trail network in the Highlands. They are also an excellent medium for informing and educating users of the issues around trails, from hazards to etiquette. Once a viable trail network is established, a trail map should be produced which reiterates the information provided on trailhead signs (See Section 8). Brochures could also be produced which expand on these issues and perhaps add some history.

A separate brochure should be produced for landowners to allay potential concerns. This would include information on the Occupier's Liability Act, privacy, crime and fire hazard issues. It should also include information on land and trail stewardship.

13. Future Amendments

Recommendations

- *Incorporate the Trails Master Plan into the Official Community Plan.*

The Trails Master Plan should be incorporated into the Official Community Plan. Future amendments to the Trails Master Plan would be initiated by formal recommendation of the Trails Advisory Committee, District Staff, or community residents to the District of Highlands Council. These recommendations would be discussed at open Council meetings and a public hearing before being approved as amendments to be included in the Trails Master Plan.

Map 1
CRD Regional Trails

Map 2
Proposed Trail Network

Appendix I

Priority List of Trails for Acquisition

Introduction

The following is a priority list for acquisition of trails in the District of Highlands. Priorities are based on community response to public consultation, and on Trails Committee discussion. These priorities are, of course, subject to the actual circumstances of availability.

Numbering corresponds to numbers on Map 2.

Priority List for Acquisition

Regional Trails: see Section 6.1 and Map 2

- ① from Thetis Lake Park to Mount Work Park
- ② from Thetis Lake Park to Goldstream Park
- ③ along Corry Road and through Sections 63, 56 and 67 to Mackenzie Bight parking lot
- ④ from Thetis Lake Park to Gowlland Tod Park

Sub-regional trails: see Section 6.2 and Map 2

- △③ south-west from the bottom of Chicken Hill through Section 21 (partly in View Royal) to the base of Scafe Hill in Thetis Lake Park
- △⑤ from Chow-Nicoll Park north along the west side of Hatcher Swamp and Matson Lake to Finlayson Arm Road and north to Twinflower Park

Local trails: see Section 6.3 and Map 2

- ① a connector trail joining Bukin Drive East and Bukin Drive West on existing municipal right-of-way

The following trails are not listed by priority. Together they are considered the highest priority of the local trails shown on the map, and access should be secured through whatever means is suitable.

- ② the old hydro cutline on Kindwood Farm south from Hazlitt Creek Park

- ③ the trail from the top of Davies Road north along the east side of Section 76 to Munn Road
- ④ a trail from the end of Lorimer Road to Twinflower Park
- ⑤ the trail connecting the existing trail at the north-west corner of Stewart Mountain Road north to Millstream Lake Road
- ⑥ a trail from the top of Woodridge Place north-west to the Fork Lake area

In addition, CRD Parks should be approached about providing an off-road trail from the Mackenzie Bight parking lot to Pease Lake to provide a safer alternative to the very narrow and winding stretch of road.

Appendix II TRAILS QUESTIONNAIRE

As part of the Trails Advisory Committee mandate to update the 1997 Trails Master Plan, T.A.C. decided to modify and re-issue the questionnaire that was sent to Highlands residents in 1996. This information is required as a parallel process to the Parks Master Plan currently under way. We have focussed solely on the Trails component, and would very much appreciate residents taking a few minutes to complete this questionnaire with reference to the map on the reverse. T.A.C. members would be happy to pick up your questionnaire, or you can mail or fax it in to the District Office (fax: 474-3677). **Please return questionnaire by June 1, 2001. Thank you.**

Please circle the answer, or fill in the blank that applies to you.

1. How often do you travel trails in the Highlands?
a) once a week b) more than once a week
c) once a month d) less than once a month

2. a) Which trails do you use?
Gowlland Mt. Work Davies Rd. Corry Rd.
Lone Tree Scafe Hills Pike Lake Eagles Lake
Other: _____

- b) Do you walk, cycle, ride a horse, or other? _____

3. If you had the chance to put a new trail anywhere in the Highlands, (a) where would you put it, and why? Please sketch rough location on map:

- b) other trails? _____

4. What do you think are the most important areas of the Highlands to link by trails or greenways?

5. Do you support shared use trails? If so, why? If not, why not? _____

6. Would you like to participate in a workshop about trails? Such a workshop would include a seminar and discussion about stewardship, trail standards, signage, and construction. Yes / No

7. Would you be interested in becoming a member of a trails stewardship group that would be responsible for creating and maintaining trails? If yes, please put your name, address and phone number here: _____

8. On what section of road(s) would you like to see a road-side trail developed? (use map if desired)

On Sunday, May 27th, the Trails Advisory Committee will have an information booth at Pike House with larger maps and additional questionnaires.

Come and visit the Highlands' first Sunday Market of 2001, and check out the T.A.C. information

Please return this questionnaire by June 1st, 2001.

Additional comments: _____

-----fold-----

Stamp

Return address

**District of Highlands
1980 Millstream Rd.
Victoria, B.C. V9E 1C9**

-----fold-----

If you have questions, or wish to have your questionnaire picked up, please contact a member of the Trails Advisory Committee members listed below:

Joe Taylor (Chairman)	478-7756	Alan Philip	478-3659
Sheila Herbert	652-1466	Cathy Koshman	727-6405
Janet Williams	479-7497	Lana Frederickson	881-8603

Appendix III

Highlands Trails Questionnaire Summary

Out of the total of 55 replies to the questionnaire, by far the majority of respondents **walk** (52) on trails in the Highlands, either once or more per week (44), mainly in the two largest parks: Gowlland Tod Provincial Park (32) and Mt. Work Regional Park (32) which join in the Mackenzie Bight/Willis Point area. Eleven people use trails once a month or less. The next most popular park is Lone Tree Regional Park (23), followed by Davies Rd./Sec.33 (18), Corry Rd.(13), Scafe Hills (13) and Eagles Lake (12). The latter three are very important connectors to other natural areas and parks, and indicate good directions for proposed trails.

Horse use respondents were 8, **cyclists**-6, **runners**-5, with two **dog walkers**. Pike Lake (7) and WFP South (now LGB9) (5) topped the other incidental use followed by Stewart Mtn.(4), Hazlitt Creek (3), Deanna Place (2), Cal Revelle (2) and Roadside (1).

Almost as many (8) like ALL the map's new (proposed) trails as wish for a new trail to connect Thetis and Mt. Work (9). Other mentions of new trails are: Munn Rd. to Scafe Hill and Sec.33 (9), Woodridge to Mt. Work (2), Goldstream to Gowlland Tod (2) and Roadside trails (2). Several mention opening the Bukin Dr. right-of-way.

The areas thought most important areas to link: Thetis to Mt. Work (15), next, other major parks (6), followed by East/West links (5), East Highlands to Saanich (4) and population centres (2).

The majority favour shared use trails (34), usually with qualifying limits, with 12 saying no. Many mention hikers and horses co-existing on trails with restrictions or different trails/areas for mountain bike use, and agree terrain and its fragility should determine use.

Many respondents (25) would attend a workshop on trail construction and maintenance. Many (17) would also be interested in becoming members of a trails stewardship group, with four more saying 'in the future'.

As for the desire for roadside trails, an equal number want them on Munn Rd. (11), and Millstream Rd. and major roads (11), although ten replies want none. Five respondents want a roadside trail from Woodridge area south to the Saanich border. Three people want the broom removed from the Caleb Pike roadside trail into Gowlland Tod Park. A few want them on all roads (2), Millstream Lake. (2) and Ross-Durrance (2).

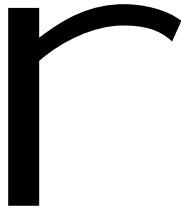
Individual or Additional Comments:

- link north Highlands to West Saanich and Beaver Lake
- link Lone Tree and Mt. Work Parks
- link Millstream Lake Rd. to Caleb Pike Rd., Munn Rd. to Davies Rd., i.e. E/W links to complement N/S trend
- links of 5 km loops, new seashore trail
- connect Pease and Durrance Lakes with off-road trail to reduce foot traffic on Ross-Durrance Rd.
- improve access to NW Gowlland Tod
- roadside trail badly needed from Millstream/Millstream Lake Rd. junction, north to Emma Dixon Rd.
- some thought roadside trails not necessary (our roads are quiet), or an unnecessary expense
- wide trails needed for shared use, mountain bike damage becoming apparent. Horses dislodge rocks, dangerous to hikers
- link swampy/lake areas for wildlife
- secure funds for roadside trail construction from Recreation Reserve fund
- owner liability a concern
- getting run over by bikes a hazard/beef for some walkers
- support more trails but more trails=higher use=more traffic necessitating facilities such as toilets, trash cans, etc.
- want commuter trails
- link Galloping Goose to Thetis, Caleb Pike to Eagles Lake
- roadside trails on Finlayson Arm Rd. and upper Millstream
- new trail around Eagles Lake wetland
- speeding bikes dangerous
- landowner/resident rights and privacy to be respected. Consult with (them) in early stages of trail planning for trail location on private property

Appendix IV

Trail Signage: Examples of Symbols and Style (consistent with CRD Parks and BC Parks symbol and style)

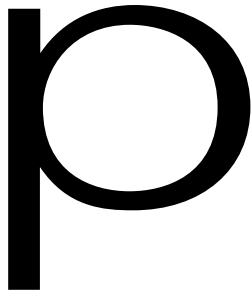
Pedestrian Trail Sign

A large, bold, black lowercase letter 'r' is centered on the page. The letter has a thick vertical stem and a curved top that tapers to a point.

Equestrian Trail Sign

A large, bold, black capital letter 'S' is centered on the page. The letter is a simple, thick, sans-serif style with a slight curve at the top and bottom.

Cycling Trail Sign

A large, bold, black lowercase letter 'p' is centered on the page. The letter has a thick vertical stem and a large, rounded bowl.

Wheelchair Access Sign

A large, bold, black number '2' is centered on the page. The number has a thick vertical stem and a curved top that tapers to a point.

Recommended Highlands Signs

Roadside Trail



Share the Trail



GLOSSARY

An *Amenity* is a contribution of land, money and/or facilities by a developer to the community in exchange for increased density.

Consensual trespass is an unofficial understanding between the landowner and the trail users to allow them to trespass on private property without penalty.

Greenways are linear green corridors that connect natural areas of greenspace to provide wildlife habitat and possibly recreational opportunities. Greenways may include trails in some areas and have no public access in other areas. Greenways can include both public holdings and private lands.

An *Official Community Plan (OCP)* is a general statement of the broad objectives and policies of the local government respecting the form and character of existing and proposed land use and servicing requirements.

The *Parks and Recreation Master Plan* is a strategic document that looks at the system of parks and recreation opportunities in the Highlands. It provides guidance on areas that might be acquired as public park, looks at park management issues, and identifies potential recreational uses and facility needs of existing and future municipal parkland.

A *riparian area* is the area located next to streams, rivers, lakes and wetlands, that has direct influence on aquatic habitat values. It includes stream banks, any side channels and associated banks, as well as upland areas not normally inundated during high water conditions.

Stewardship is a practice by landowners to manage their lands in an ecologically sound manner, attempting to maintain natural values and systems.

Trails are routes for non-motorised transportation, usually for recreation and commuting purposes. They may be designated for use by one or more user groups, (i.e. pedestrians, equestrians, cyclists) depending on the slope, terrain, and sensitivity of the area.

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