



Regional District of Bulkley-Nechako

Parks & Outdoor Recreation Study

June 2020



The RDBN and the project team would like to express a big thank-you to the clubs and residents who shared photos for use in this report:

- Report Cover – Dave Silver, Ride Burns
- Section 1.0 Cover – Bulkley Valley Nordic Ski Club
- Section 5.0 Cover (page 34) – Bulkley Valley Quad Riders
- Section 7.0 Cover (p.53) – Houston Hikers

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RDBN Residents and Survey Participants	Tweedsmuir Recreation Commission
Bulkley Backcountry Ski Society	Vanderhoof Fish and Game Club
Bulkley Valley Intensive Motorized Association	Nechako Valley Sporting Association
Bulkley Valley Quad Riders	Nechako Nordics Ski Club
Tyee Mountain Trail Society	Braeside Community Recreation Association
BV Backpackers	Rip'n the North Mountain Bike Club
Smithers Mountain Bike Association	Houston Mountain Bike Association
BV Outdoor Recreation Society (BVORS)	Houston Hikers
Bulkley Valley Community Resources Board	Lions Society
Bulkley Valley Cross Country Ski Club	Granisle Boat Club
Smithers Snowmobile Association	Morice Mountain Nordic Ski Club
Silvern Trails Society	Morice Outdoor Recreation Society
Bulkley Valley Kayak and Canoe Club	Stellat'en First Nation
Cycle 16	Saik'uz First Nation
Round Lake Community Association	Wet'suwet'en First Nation
Northwest Backcountry Horsemen	Wit'set First Nation
Bulkley Valley Bowmen	Yekooche First Nation
Omineca Ski Club	Nadleh Whut'en First Nation
Lakes District Outdoor Recreation Society	Takla First Nation
Ride Burns (BLMBA)	Town of Smithers
Burns Lake Snowmobile Club	Village of Telkwa
Decker Lake Recreation Commission	Village of Burns Lake
Fort St. James Snowmobile Club	District of Fort St James
Murray Ridge Nordic Ski Club/Stuart Lake Nordic Ski Club	Village of Fraser Lake
Mount Pope Provincial Park - Mtn bike trails	Village of Granisle
Stuart Lake Sailing Club	Village of Houston
Fort St James Sled Dog Association	FLNRORD-Regional Economics Operations Branch
Murray Ridge Ski Area	RSTC - Recreation Officers
Fraser Lake Saddle Club	BC Parks- regional Staff
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Francois Tchesinkut Recreation Commission	RDBN Staff

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Jason Llewellyn, Director of Planning
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John Illes, Chief Financial Officer

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1.0 Executive Summary



1. Executive Summary

The Regional District of Bulkley-Nechako (RDBN) recognizes the value that parks and outdoor recreation contribute to the overall quality of life and sustainability of the region. Currently, the RDBN does not formally provide any parks or outdoor recreation services in rural areas. Existing parks and services in the rural areas are provided primarily by volunteer clubs, Recreation Sites & Trails BC, and BC Parks.

In recent years, demand for outdoor recreation opportunities in the RDBN has grown. At the same time, climate change impacts, such as beetle kill and forest fires, have created new challenges for maintaining trails and recreation areas. Many of the outdoor recreation areas and trails in the RDBN are maintained by volunteer clubs and it is becoming increasingly difficult for volunteer clubs to upkeep existing parks, trails, campsites, boat ramps, and other outdoor amenities.

To address these challenges, the RDBN initiated this Study to explore what a formal outdoor recreation service in the RDBN could look like and how the RDBN could provide a long-term, sustainable funding source to outdoor recreation clubs that operate and maintain popular recreation assets. The Study seeks to answer the following questions:

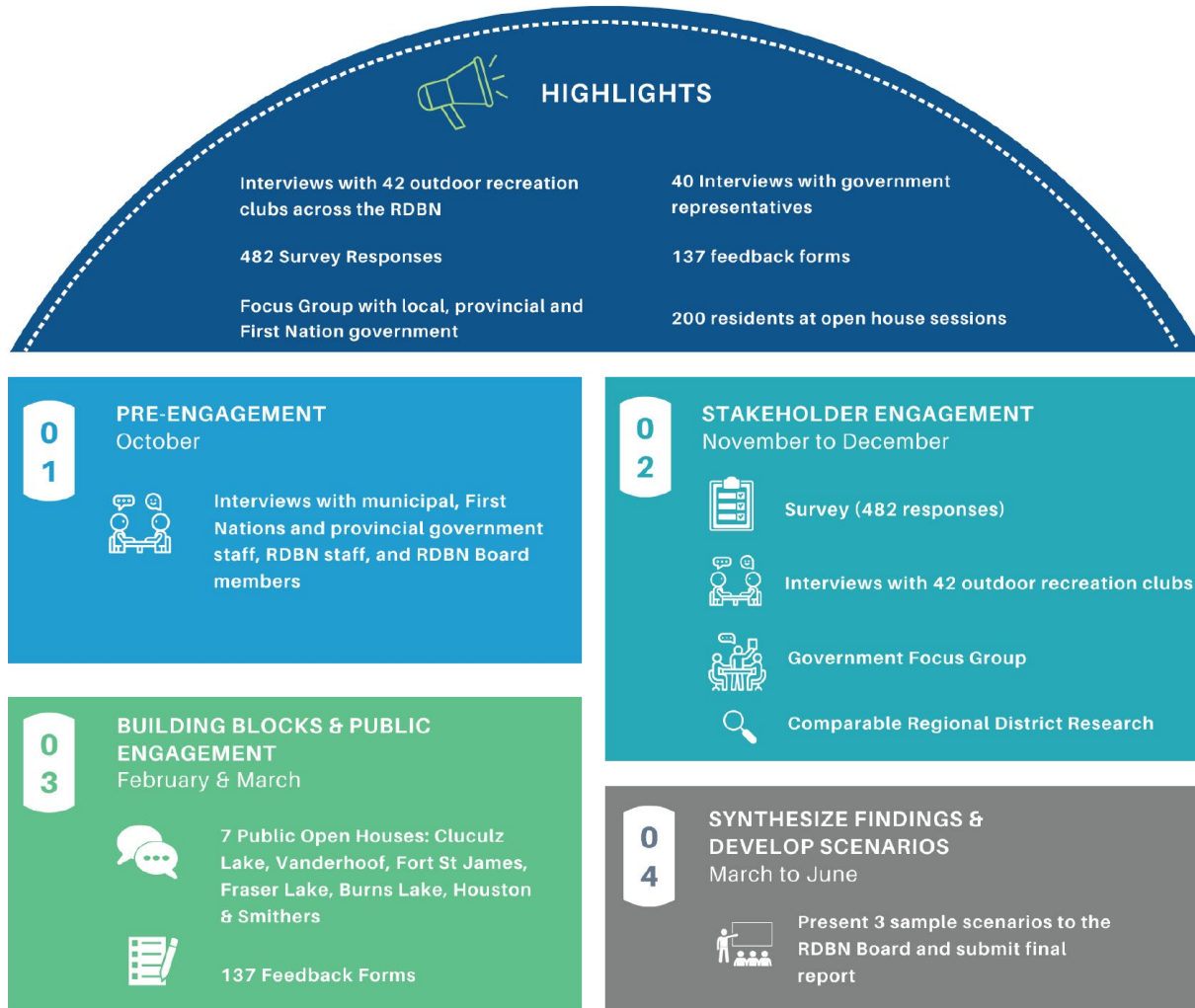
- **What are the outdoor recreation needs and demands across the RDBN? How do needs and demands differ across Electoral Areas?**
- **What is working well for existing volunteer recreation clubs and what are their challenges? How can the RDBN support volunteer clubs without stifling their enthusiasm and autonomy?**
- **What could an outdoor recreation service in the RDBN look like and what would it cost?**

Many regional districts (RDs) throughout B.C. provide parks and outdoor recreation services. Table 1 highlights the range of services and staff requirements for six RDs interviewed through this Study.

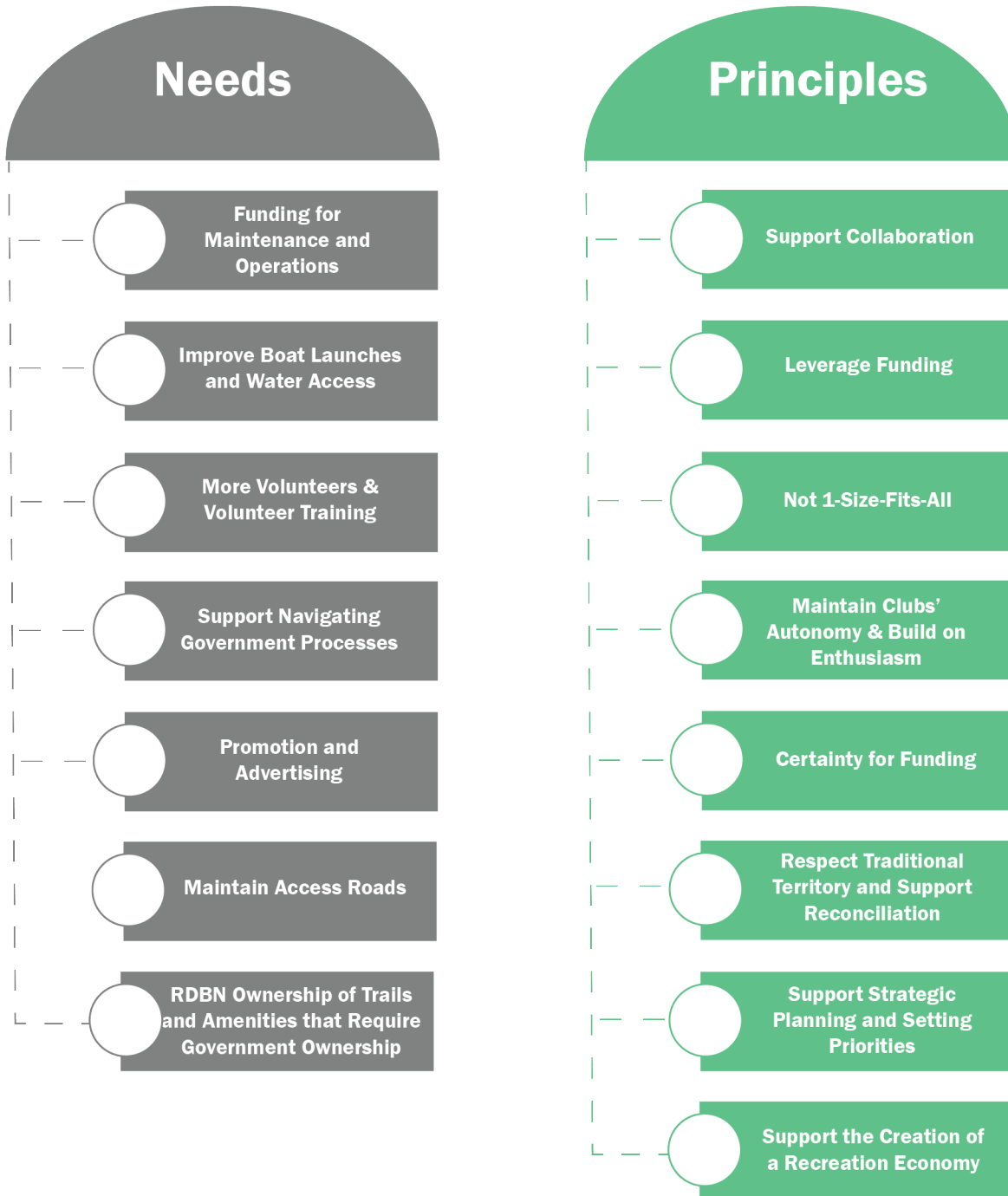
Table 1: Comparable Regional Districts

	Outdoor Recreation Assets	Full Time Employees (FTE)	Maintenance Management
RD East Kootenay	3 Regional Parks, 1 Exhibition Ground, 1 Boat Launch, 2 non-motorized trail corridors (11.4 km total), and 1 arena	1.8 FTE	RDEK employees and contractors
Columbia-Shuswap RD	Multiple Regional Parks, Trail Network, Multiple Neighbourhood Parks, Multiple MOTI Beach Access sites, 4 Boat Launches, 2 Campgrounds, 2 Bike Skills Park, and 3 indoor facilities	3.5 FTE	Contracts
Comox Valley RD	43 Parks, 14 Trail Corridors, 28 Beach Accesses, and 2 Boat Launches	5.2 FTE	Contracts
Strathcona RD	14 Parks, 3 Trail Corridors, 28 Beach Access Signs, RD Actively Maintains 4 Beach Accesses, 1 Boat Launch, 6 Community Docks	2 FTE	Contracts
Sunshine Coast RD	17 km of Paved Bike Paths, 71 km of Mapped Trails 9 Regional Parks, 17 Community Parks; 88 Green Spaces, 10 Neighbourhood parks, 3 tot lots, 6 Community Halls	9 FTE	SCRD employees
Peace River RD	5 Regional Parks, 1 Community Park, Exploring opportunities for trail development	1 FTE + seasonal maintenance staff	PRRD employees

This Study involved gathering feedback from outdoor recreation clubs, the general public, and other levels of government that deliver outdoor recreation services. The Study began in October 2019 and the primary engagement methods were a public online survey, interviews, a government focus group, and public open house sessions that included a feedback form. The diagram below provides an overview of the highlights from the engagement process.



Through the engagement in Phase 1 and 2, stakeholders consistently referenced seven common needs and eight principles (diagram below). These needs and principles were confirmed through the broader public engagement in Phase 3 and have served as a checklist in developing the sample scenarios for a RDBN outdoor recreation service outlined in Section 7 of this report.



With the information gathered from comparable RDs and through the Phase 1 and 2 engagement findings, the following "building blocks" were developed (illustrated below). The building blocks analogy seeks to break-down and define the various elements of an outdoor recreation service in order to facilitate dialogue about what a new service could look like. These building blocks are not intended to be exclusive of one another and can be combined into various scenarios for service delivery.



The RDBN hires an employee(s) to administer an outdoor recreation service and coordinate with different levels of government, local non-profit organizations, and the public.



The RDBN provides funding to a non-profit society (or multiple societies) to deliver an outdoor recreation service.



The RDBN owns or leases outdoor recreation assets that are currently not being managed by any other level of government. Some examples of outdoor recreation assets that are in high demand include lake/river accesses, boat launches, and active transportation trails.



The RDBN establishes a grant program to provide maintenance funding to outdoor recreation clubs. Clubs apply for funding annually and the RDBN determines who receives funding.



The RDBN enters into multi-year agreements with outdoor recreation clubs to provide funding to maintain outdoor recreation amenities that clubs operate.

As part of the public engagement, participants were asked to fill in feedback forms to share their thoughts on the building blocks. In total, 137 feedback forms were completed. **The information provided in feedback forms cannot be generalized to the broader public**, but taken into consideration with findings from interviews with clubs and responses to the online survey, we can glean the current level interest in a new outdoor recreation service. A detailed summary of engagement findings is available in Appendix I - What We Heard Report.

Generally, residents from Areas A and B expressed the strongest support for a new outdoor recreation service. Residents want a service that is focused on providing funding to outdoor recreation clubs, rather than being focused on administration and developing RDBN-owned and operated parks or trails. Participants from Areas A and B expressed strong support to provide funding for clubs through multi-year agreements rather than grants.

Although, there is a strong demand in Areas A and B to focus on providing funding to clubs, it is important to acknowledge that administering funding agreements and liaising with clubs requires administrative resources. In addition to this, there is demand for the RDBN to take over ownership of specific assets, such as the Cycle 16 trail from Smithers to Telkwa.

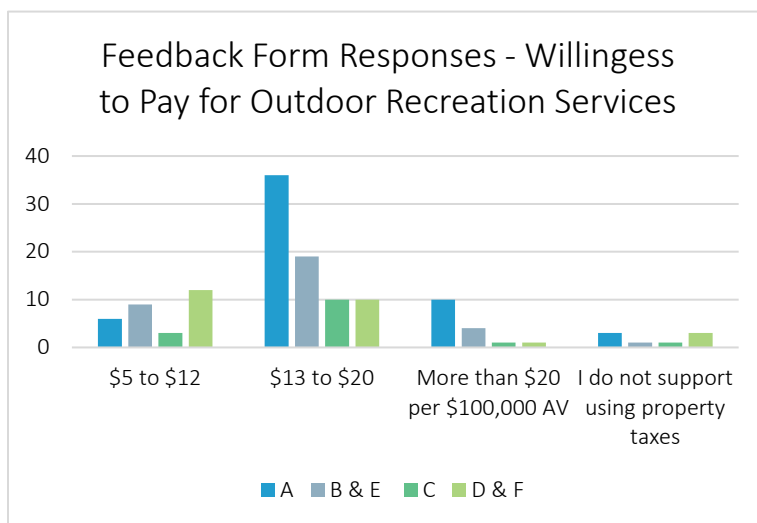
Area G has strong community champions who are supportive of establishing a new service, but there was limited broad community involvement in the Study (only 6 people attended the Houston open house and 26 people responded to the survey). Local clubs expressed support for multi-year funding agreements rather than grants.

The participation from Area E was limited, therefore the findings do not provide any insight into the level of support in that Electoral Area. Since starting this Study, Area E residents have expressed interest in having the RDBN own and operate a park on Francois Lake.

In Area C, D, and F there are strong outdoor recreation champions, but the level of community-wide support for a new outdoor recreation service is unclear. Area D and F have limited clubs currently operating. Area C has a variety of clubs and has expressed a need for support in working with the provincial government to formalize trails on Crown land.

Boat launches and river/lake access are contentious issues across the RDBN. Typically, these assets are not managed by a volunteer group and require a government body to lead development and maintenance.

During the open house sessions residents were asked about their willingness to pay for a new service. Approximately 60% (75 people) of respondents supported a tax rate of \$13 to \$17 per \$100,000 of Assessed Value (AV). In Areas D and F, it was split: approximately half of the respondents (12 people) supported a lower rate of \$5 to \$8 per \$100,000 AV and slightly less than half of respondents (10 people) supported a tax rate of greater than \$13 per \$100,000 AV.



The findings and research in this Study have led to the development of three sample scenarios. These scenarios are described in further detail in Section 7. Each scenario has a sample budget to demonstrate potential costs and tax rates. There are endless scenarios and budget options, but these examples seek to meet the needs and principles identified through the engagement process, while exemplifying a range of service provision models.

#1: Region-Wide Service with Municipal Contribution

- All Electoral Areas & Municipalities
- 1.2 FTE
- Sample Annual Tax Requisition = \$739,000



#2: Sub-Regional Area A, B & E Service with Municipal Contribution

- A, Smithers, Telkwa, B, E, and Burns Lake
- 1.0 FTE
- Sample Annual Tax Requisition = \$438,000



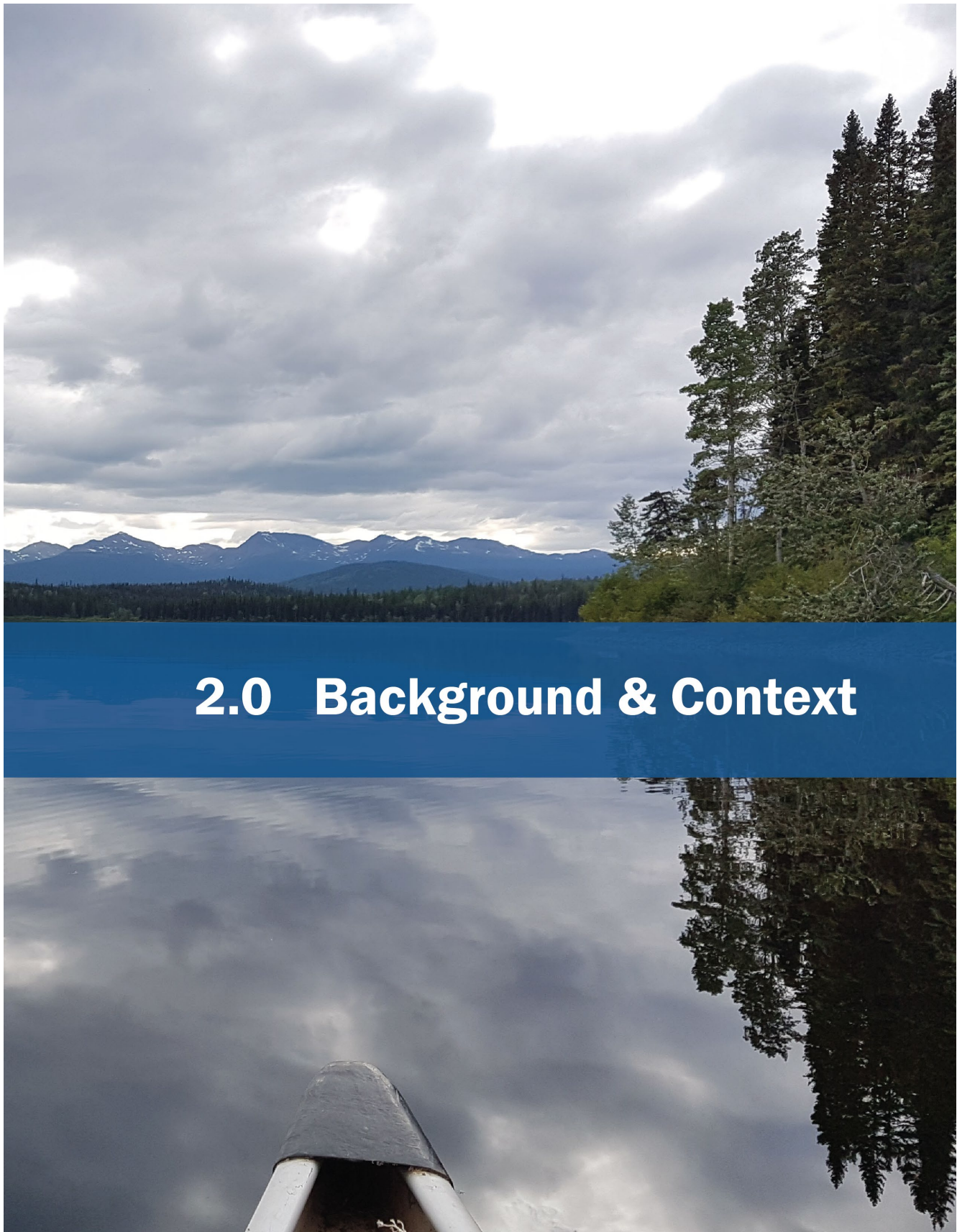
#3: Area A Service with Municipal Contribution

- A, Smithers and Telkwa
- 0.75 FTE
- Sample Annual Tax Requisition = \$325,000



This Study started a dialogue across the RDBN about the idea of creating a new service for residents. Since starting the project, interest in the project has grown. The Study provides valuable information about what the RDBN’s needs and demands are and what an outdoor recreation service could look like and cost. However, it is important to continue the dialogue with key stakeholders, club representatives, and the general public as this project moves forward. Section 8 of this report includes recommendations for next steps and key questions that need to be answered as this work moves into future phases.

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2.0 Background & Context

2. Background & Context

2.1. About the Study

The Regional District of Bulkley-Nechako (RDBN) recognizes the value that parks and outdoor recreation contribute to the overall quality of life and sustainability of the region. Currently, the RDBN does not formally provide any parks or outdoor recreation services in rural areas. Existing parks and services in the rural areas are provided primarily by volunteer clubs, Recreation Sites & Trails BC, and BC Parks.

In recent years, demand for outdoor recreation opportunities in the RDBN has grown. At the same time, climate change impacts, such as beetle kill and forest fires, have created new challenges for maintaining trails and recreation areas. Many of the outdoor recreation areas and trails in the RDBN are maintained by volunteer clubs and it is becoming increasingly difficult for volunteer clubs to upkeep existing parks, trails, campsites, boat ramps, and other outdoor amenities.

To address these challenges, the RDBN initiated this Study to explore what a formal outdoor recreation service in the RDBN could look like and how the RDBN could provide a long-term, sustainable funding source to outdoor recreation clubs that operate and maintain popular recreation assets. The Study seeks to answer the following questions:

- **What are the outdoor recreation needs and demands across the RDBN? How do needs and demands differ across Electoral Areas?**
- **What is working well for existing volunteer recreation clubs and what are their challenges? How can the RDBN support volunteer clubs without stifling their enthusiasm and autonomy?**
- **What could a parks and outdoor recreation service in the RDBN look like and what would it cost?**

2.2. Scope

The Study represents the start of a conversation (feasibility stage) on the role the RDBN could play in efficient and effective parks and outdoor recreation service delivery. The Study is focused on rural areas of the RDBN and includes outdoor recreation only. The scope of the Study is summarized below:

- The Study is not focused on developing a detailed inventory of existing parks and outdoor recreation assets.
- The Study is not a land use planning process focused on identifying potential new parks.
- The Study is focused on rural areas of the RDBN and does not seek to change the structure of existing municipal parks service delivery.
- The Study does not assess indoor recreation assets, such as pools and arenas.
- This Study is focused on developing solutions that serve the needs of local residents. This work has the potential to increase outdoor recreation tourism opportunities, but the immediate focus is on developing a service that will meet local needs and improve livability to attract and retain residents.

2.3. Impetus for the Study

The idea of the RDBN getting more involved in parks and outdoor recreation service provision has been a frequent topic of discussion for the RDBN Board. In June 2019, the RDBN Board directed staff to move forward with this Study. The following issues and initiatives have prioritized the need for this Study:

- 1. Capacity Constraints for Local Recreation Clubs:** Currently outdoor recreation clubs play a leadership role in providing outdoor recreation services throughout the RDBN. In each community there are a variety of clubs who maintain and operate trails and recreation areas and these clubs predominantly rely on grants, membership fees, business sponsorship and volunteer labour to deliver their services. Many of the clubs across the RDBN have expressed challenges in keeping up with maintenance needs as outdoor recreation activities become increasingly popular and climate change impacts, such as beetle kill and forest fires, create new challenges for maintaining trails and recreation areas.

Clubs are also experiencing uncertainty with respect to funding as the Government of B.C's Rural Dividend Fund (a primary funding source for outdoor recreation clubs), has been temporarily cancelled. In addition, historically reliable funding sources (such as Community Forests) are becoming less certain with Annual Allowable Cut reductions and general decline in the forest sector. This Study seeks to explore how the RDBN can better support these clubs and the benefits that their volunteer efforts bring to communities.

- 2. RDBN as a Park & Trail Owner:** Recently there have been requests for the RDBN to own or have tenure over specific trails and recreation areas. A few examples of this are the parcel of land East of Burns Lake that was recently donated to the RDBN for future park use and the Cycle 16 Trail Society's request that the RDBN take ownership of the proposed trail from Smithers to Telkwa. In addition, there are various lake/river access points and boat launches that are not being managed or maintained and the issue of insufficient and poorly maintained boat launches is a common complaint that the RDBN receives.

In addition to these local initiatives, the Province of British Columbia, recently released the Move Commute Connect BC's Active Transportation Strategy working to make active transportation options more convenient, available and affordable. The provincial government is looking to local governments and indigenous communities to take an active role in developing, maintaining and managing the development of active transportation infrastructure in BC. This strategy has come with funding announcements, but still leaves the question of ownership and maintenance of such infrastructure uncertain. This Study will consider what role the RDBN could play as an owner and administrator of outdoor recreation areas and trails.

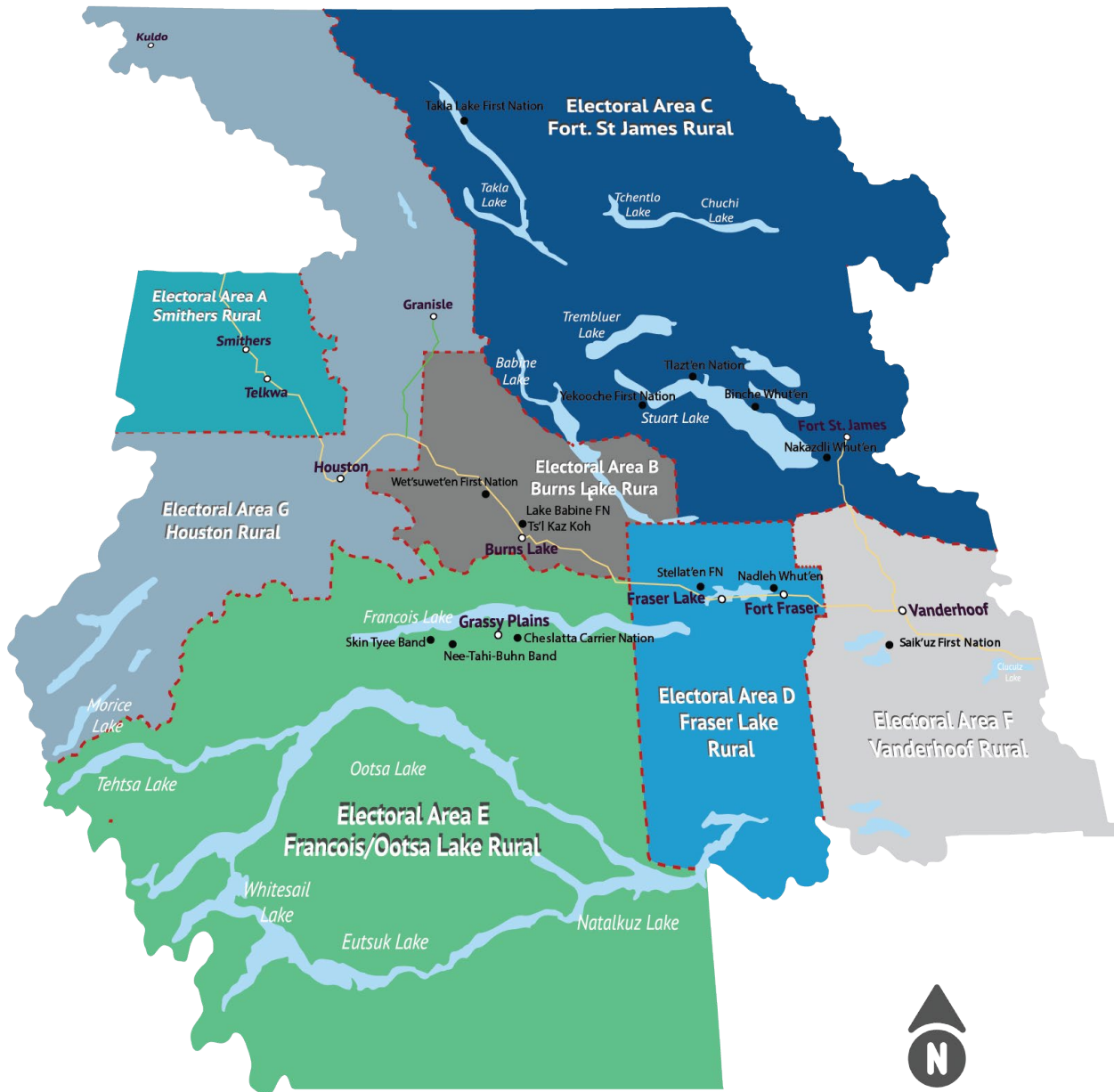
“The Regional District has shown great leadership and insight, recognizing the role that recreation assets play in the Bulkley Valley and to the regional economy.”

-Club Representative

2.4. RDBN Communities

Within the RDBN boundaries there are 7 Electoral Areas that include 8 municipalities and 15 indigenous communities. In addition to this, the Office of the Wet'suwet'en serves as a central office for the hereditary chiefs of Wet'suwet'en Nations (noted as OW in table below) and the Carrier Sekani Tribal Council serves as a tribal council made up of First Nations with Carrier and Sekani heritage.

Study Area



2.5. RDBN's Current Role in Parks & Outdoor Recreation Service Delivery

Currently the RDBN does not formally provide a parks and outdoor recreation service or collect taxes for such a service. The RDBN does, however, provide the following services that support parks and recreation across the region:

- 1) **Grant in Aid:** The RDBN provides grants to community organizations through a Board resolution. Typically, organizations receive between \$500 to \$3,000 through grant in aid requests, though requests of up to \$10,000 have been approved. The RDBN Board makes decisions regarding requests above \$2,500 while the RDBN Chief Administrative Officer in consultation with the Board makes decisions for requests that are less than \$2,500.¹
- 2) **Gas Tax Funding:** The Federal Gas Tax Fund is intended to provide grant funding for the construction, renewal or enhancement of municipal infrastructure². Some local governments allow non-profit organizations to submit proposals for Gas Tax Funding, while other local governments focus specifically on infrastructure that they own and operate. Recreation infrastructure is eligible for funding through the Federal Gas Tax Fund and the RDBN accepts applications by local non-profit organizations for Federal Gas Tax Funding.
- 3) **Transfers to Partner Municipalities for Recreation Services:** The RDBN collects property taxes from rural residents to contribute to the costs that municipalities incur for providing specific recreation services, such as pools, parks, and arenas.
- 4) **Grant Writing Support:** The RDBN has an economic development team with proposal writers on staff that can assist non-profit organizations in the following areas:
 - Identifying funding sources,
 - Reviewing proposals,
 - Planning projects, and
 - Writing grant applications.

“Thank you for pursuing this! Good outdoor recreation infrastructure and opportunities really add to the quality of life here.”

-Survey Respondent

¹ *Regional District of Bulkley-Nechako*. Grant in Aid Online Application Form, 2019, <https://www.rdbn.bc.ca/departments/economic-development/grant-services/grant-aid/online-grant-application-form>. Accessed December 2019.

² *Government of Canada*. Federal Gas Tax Fund, 2019. https://www.infrastructure.gc.ca/alt-format/pdf/gtf-fte/GTF_NATIONAL_EN.pdf. Accessed December 2019.

2.6. Revenue Sources & Administrative Mechanisms for a Regional District Recreation Service

The authority for a Regional District (RD) to establish and operate parks and recreation services is set out in the Part 10 of the *Local Government Act*. The *Act* allows RDs to acquire land for parks and trails and pass regulatory bylaws with respect to managing those parks. Once a RD establishes a parks function by bylaw, it can use the following tools to generate revenues for parks and recreation services:

- **Property Taxes:** Property taxes are the most common revenue stream for supporting a parks and recreation function.
- **Parkland or Cash-in-Lieu of Parkland at Time of Subdivision:** The *Local Government Act* gives RDs the authority to require 5% parkland dedication or cash in lieu at the time a parcel of land is subdivided. The cash in lieu of land must be used to purchase other land for community park purposes and cannot be used for parks maintenance and operation. The 5% park dedication requirement does not apply where fewer than three additional lots are created (unless the lot being subdivided was created within the past five years), where the lots that are created are larger than 2 hectares in size, or where the subdivision is a consolidation of existing parcels.
- **Development Cost Charges (DCCs):** Through a Development Cost Charges (DCC) Bylaw RDs may charge developers a fee at the time of development. DCCs for parks can be used for land acquisition and for specific improvements, such as trails and picnic areas. In order to be able to set parks DCC rates, the RD must have a parkland acquisition and improvement program, including estimated costs.
- **Ecological gifts, bequests, life-estates, land donations:** RDs have the authority to accept ecological gifts of land. It can be a considerable tax benefit to a donor to have a land donation recognized as having “ecological significance” by Revenue Canada. RDs can also accept land donations and bequests of land outside of the Revenue Canada ecological gift program.
- **Gas Tax Grants and other Senior Government Grants:** RDs have access to various government grant programs to fund parks and recreation infrastructure. Typically, these programs do not provide funding for maintenance costs.

2.7. Relevant Plans & Strategies

This Study does not represent the first or the only planning document relating to outdoor recreation in the RDBN. The table below outlines a few recent planning documents and studies that have been considered and reviewed in the development of this Study.

Table 2: Relevant Plans & Strategies

Author	Year	Document	Description
BC Parks	2016	<u>BC Park's Future Strategy</u>	BC Parks' Future Strategy is a blueprint for an improved parks system that is focused on conservation, recreation, and sustainability.
FLNRORD	2012	<u>Trails Strategy for British Columbia</u> (currently under revision)	The Trails Strategy provides the framework, principles, and guidance necessary to develop a world class trails system for BC. Overall, this framework establishes clear strategic direction for planning, developing, maintaining, managing, marketing and using an integrated network of trails in BC. The trail strategy is undergoing a comprehensive review that started in 2019.
MTAC	2019	<u>Welcoming Visitors, Benefiting Locals, Working Together: A Strategic Framework for Tourism in BC 2019-2021</u>	Sets out a clear direction to foster year-round tourism growth and provide world-class tourism experiences while preserving and protecting our natural environment. The framework will guide and manage tourism growth, preserve our environment and celebrate Indigenous culture, while inspiring travellers to visit all regions of the province.
RDBN	2019	Guide for Tourism Investment Readiness	Targeted set of five steps to attract investment into the RDBN tourism sectors.
RDBN	2017	<u>Value of Tourism Report</u>	This report provides the baseline data for the value of tourism in the region, building a case for investment in tourism planning, development and marketing. The report applies Destination B.C.'s Value of Tourism Model to the region showcasing the tax dollars collected in 2016 by tourism activities and providing a benchmark for visitation.
RDBN	2009	Memo to RDBN Board Re: Recreation Inventory	In 2009, RD staff prepared a report that summarizes the location and maintenance status of recreation sites previously maintained by the Ministry of Forests, identifies of other recreation amenities in the region, and explains how other RDs manage the maintenance and operation of recreation sites.
Rip 'n the North Mountain Bike Club & RSTBC	2017	Trails & Mountain Bike Nechako – A Recreation & Tourism Planning Project	This report summarizes key findings from a community-driven recreation and tourism planning project that included the communities of the District of Vanderhoof and Fort St. James, the Village of Fraser Lake and Nadleh Whut'en First Nation. This document highlights engagement activities and outcomes, highlights community interests and priorities, and outlines recommended strategies and actions.
Cycle 16	2019	Maintenance Cost Estimates Report	This report presents information about trail maintenance standards in BC, Regional Districts' role in trail maintenance, and maintenance cost budget approaches used for active transportation trails in BC. The research and information collected have been applied to the long-term maintenance, and capital replacements cost estimates for Phase 1 of the Cycle 16 commuter trail.

RSTBC, FWHMB and FLNRO	2015	Bulkley River Access Needs Assessment	This Scoping Study to assesses the effectiveness of river access points along the Bulkley River from the Morice River to the Suskwa Forest Service Road. The study outlined maintenance needs and enhancements that could be made to existing river access sites.
Western Canada Mountain Bike Tourism Association, Northern BC Tourism, RDBN and Partner Municipalities	2014	Northern B.C. Mountain Bike Recreation & Tourism Development Strategy	This document assesses the potential for developing mountain bike tourism in northern B.C. and includes recommendations for developing the mountain bike economy in northern B.C.
District of Burns Lake	2018	Lakes District Tourism Economic Diversification & Community Development Strategy	This strategy outlines the current status of the Lakes' District economy, strengths and assets, where the community wants the economy to go, and actions for making the district a better place to live with a stronger economy.

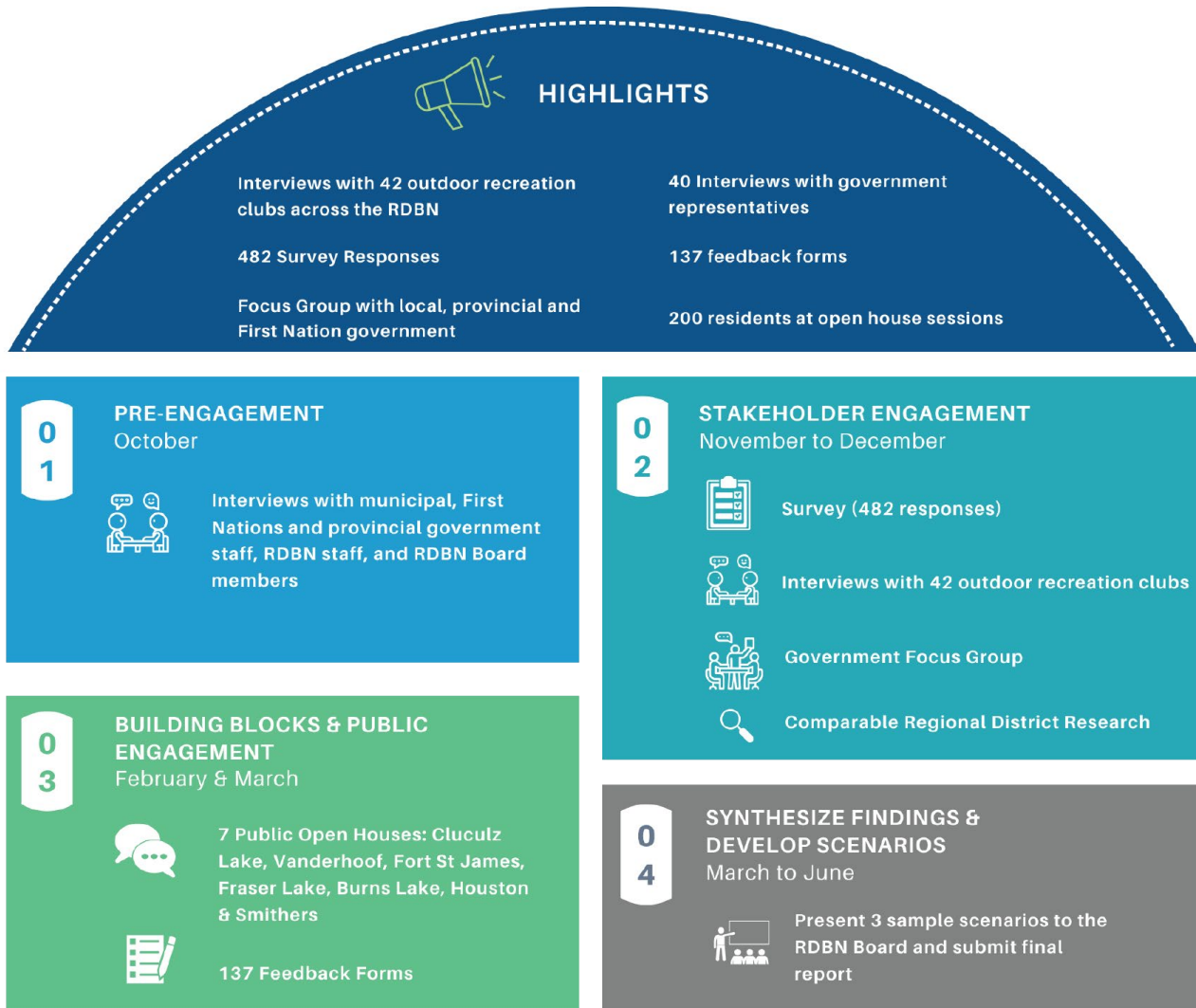
3.0 Process



3. Process

3.1. Process Overview

The Study began in October 2019 and the primary engagement methods were a public online survey, interviews, a focus group, and seven public open house sessions.



The project began with the creation of a comprehensive stakeholder list. The list includes 153 contacts made up of the following groups:

- 10 economic development or tourism agencies
- 21 First Nations
- 41 community organizations or interested individuals
- 50 recreation clubs and organizations
- 15 elected officials
- 14 Local Governments
- 8 Provincial Government Agencies

This stakeholder list was used to reach people for interviews and provide project updates via email. The project team also created a public email rdbnrecreation@gmail.com where the public could ask questions or ask to be added to the stakeholder distribution list.

3.2. Who Was Involved

Below is a description of who was involved across the RDBN.

Interviews with RDBN Staff and Board Members (15): Pre-meetings were hosted with fifteen RDBN Staff and Board members (including Mayors of partnering municipalities). The purpose of these interviews was to introduce the project and gain an understanding of issues relating to recreation management in the RDBN. The interviews served as a valuable opportunity to gather perspectives and expectations about the Study.

Interviews with Partnering Municipalities (10), First Nations Government (9), Provincial Government Staff (6): Pre-engagement conversations were hosted prior to publicly launching the process in order to gain an understanding of issues relating to recreation management across jurisdictions. The individuals were notified of the project and were asked to promote the survey and participation in open house sessions.

Comparable Regional District Interviews (6): The project team interviewed staff from six Regional Districts to learn about how they deliver and pay for parks and outdoor recreation services and to explore the partnerships they have with clubs.

One-on-One Outdoor Recreation Club Interviews (42 clubs – 60 individuals): Interviews and meetings were organized with various volunteer clubs involved in recreation service delivery across the RDBN. The purpose of these interviews was to introduce the project, get background information, and understand the needs, demands and opportunities for parks and recreation service delivery in the RDBN. Interviews were conducted in-person or over the phone and in many cases includes multiple people from each organization.

Public Survey (482): An online survey was made available from October 28th to November 24th. The purpose of the survey was to understand unmet recreation needs and opportunities from the perspectives of the general public. Paper copies of the survey were distributed when requested, though only 2 completed paper surveys were submitted.

Public Open Houses: Seven public open house sessions were hosted in the following communities:

1. Cluculz Lake
2. Fraser Lake
3. Vanderhoof
4. Fort St James
5. Burns Lake
6. Houston
7. Smithers

3.3. Criteria for Selecting Clubs to Interview

The project team established the following criteria to determine which clubs would be prioritized for an interview:

- The core service of the club must be outdoor recreation.
- Wildlife, hunting and fishing organizations were not prioritized for interviews, as the core functions of these organizations is wildlife conservation, which is the responsibility of the provincial government rather than the RDBN.
- Recreation Commissions were originally identified for interviews, but it became clear throughout the process that outdoor recreation was not the core function of these organizations therefore not all Recreation Commissions were interviewed.
- Private guides and tourism operators were not interviewed, as the focus of this Study is on meeting local needs rather than tourism needs.
- Community associations and advisory planning committees were not interviewed but were notified and updated about the project.
- Visitors Centres and Tourism agencies were not interviewed but were notified and updated about the project.
- Hudson Bay Mountain and Murray Ridge Ski Hill were not identified for interviews under the assumption that they are private businesses; however, Murray Ridge Ski Hill operates as a non-profit organization and should be included in future phases of this project.

The table on the following page includes a list of the 42 outdoor recreation clubs that were interviewed through the process.

“I actually just wanted to find space to thank the unknown people who go out with their chainsaws and clear blown down trees. It's an extraordinary amount of work and I am deeply appreciative.”


-Survey Respondent

Table 3: Outdoor Recreation Clubs Interviewed

Outdoor Recreation Clubs Interviewed (42 in total)	
Electoral Area A	
1. Bulkley Backcountry Ski Society	8. Bulkley-Valley Outdoor Recreation Society (BVORS)
2. Bulkley Valley Community Resources Board	9. Cycle 16
3. Bulkley Valley Cross Country Ski Club	10. Round Lake Community Association
4. Bulkley Valley Intensive Motorized Association	11. Silvern Trails Society
5. Bulkley Valley Kayak and Canoe Club	12. Smithers Mountain Bike Association
6. Bulkley Valley Quad Riders	13. Smithers Snowmobile Association
7. Bulkley-Valley Backpackers	14. Tyee Mountain Trail Society
	15. Northwest Backcountry Horsemen
	16. Bulkley Valley Bowmen
Electoral Area B	
1. Omineca Ski Club	4. Burns Lake Snowmobile Club
2. Lakes District Outdoor Recreation Society	5. Decker Lake Recreation Commission
3. Ride Burns (previously Burns Lake Mountain Bike Association)	
Electoral Area C	
1. Fort St. James Snowmobile Club	4. Fort St James Sled Dog Association
2. Fort St. James Rock Climbers	5. Stuart Lake Nordic Society
3. Stuart Lake Sailing Club	6. Rip n' the North Mountain Bike Club - FSJ
Electoral Area D	
1. Fraser Lake Saddle Club	2. Rip n' the North Mountain Bike Club – Fraser Lake
Electoral Area E	
1. Colleymount Recreation Commission	3. Tweedsmuir Recreation Commission
2. Francois Tchesinkut Recreation Commission	
Electoral Area F	
1. Vanderhoof Fish and Game Club	3. Nechako Valley Sporting Association
2. Braeside Recreation Association	
Area G	
1. Houston Mountain Bike Association	5. Morice Mountain Nordic Ski Club
2. Houston Hikers	6. Morice Outdoor Recreation Society
3. Lions Society	7. Houston Snowmobile Club
4. Granisle Boat Club	

Project Area & Who Was Involved

Area B (Burns Lake)

Club Interviews: 5 (11 people)

 Survey Responses: 55
 Elected Officials Interviews: 2
 Local Government Staff Interviews: 2
 First Nations Interviews: 1

Area A (Smithers/Telkwa)

Club Interviews: 16 (23 people)

 Survey Responses: 238
 Elected Officials Interviews: 2
 Local Government Staff Interviews: 2
 First Nations Interviews: 1

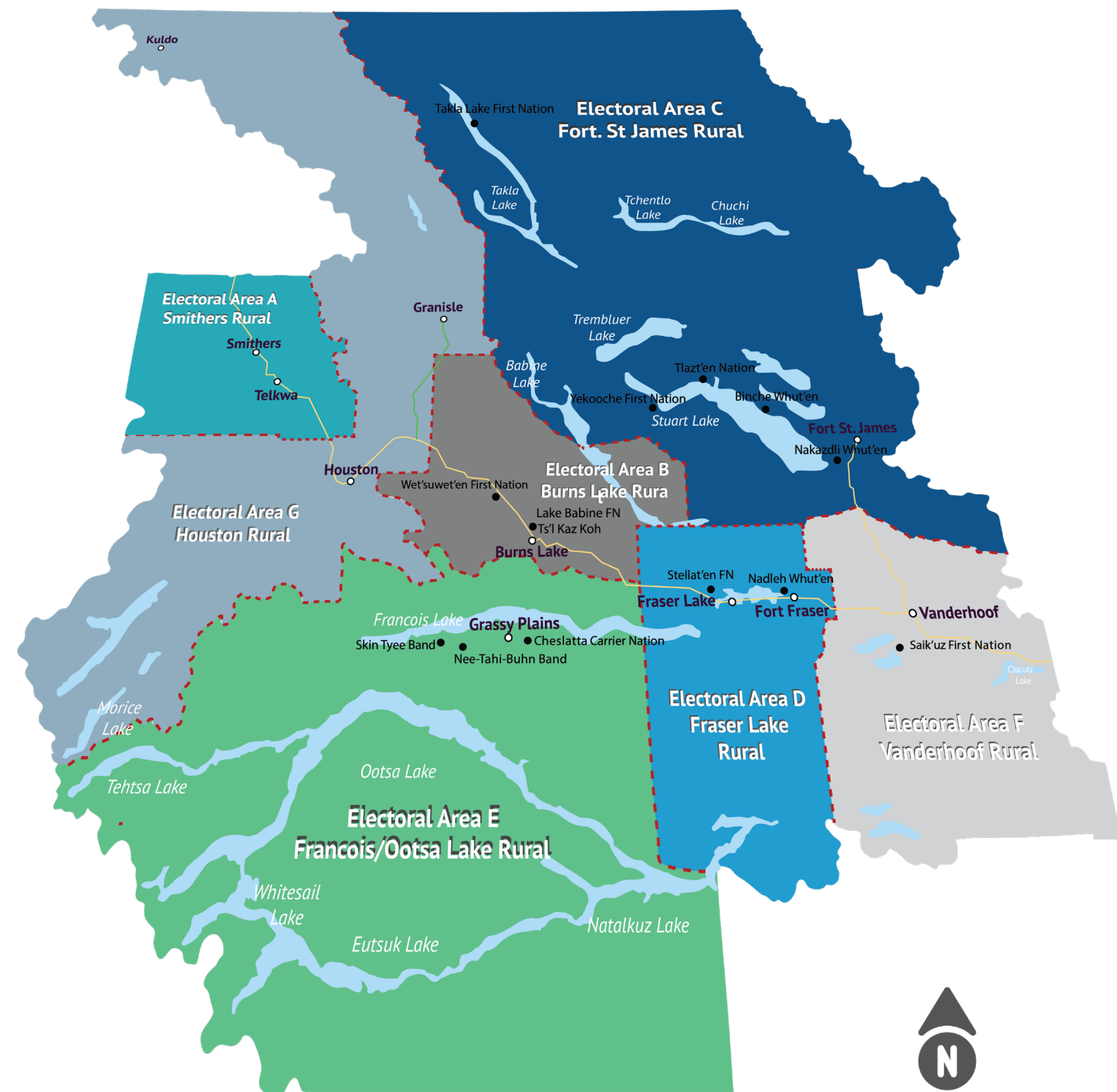
Area G (Houston Rural)

Club Interviews: 7 (23 people)

 Survey Respondents: 26
 Elected Officials Interviews: 3
 Local Government Staff Interviews: 3

Area E (Francois/Ootsa Lake)

Club Interviews: 3 (4 people) from Recreation Commissions
 Survey Responses: 9
 Local Government Staff Interviews: 1
 Elected Officials Interviews: 1




Area C (Fort. St James Rural)

Club Interviews: 6 (8 people)

 Survey Responses: 33
 Elected Officials Interviews: 2
 Local Government Staff Interviews: 1
 First Nations Interviews: 2

Area F (Vanderhoof Rural)

Club Interviews: 3 (4 people)

 Survey Responses: 77
 Elected Officials Interviews: 2
 Local Government Staff Interviews: 1
 First Nations Interviews: 2

Area D (Fraser Lake Rural)

Club Interviews: 2 (2 people)

 Survey Responses: 30
 Elected Officials Interviews: 1
 Local Government Staff Interviews: 1
 First Nations Interviews: 2

4.0 Examples of Regional District Parks & Outdoor Recreation Service Delivery

Parks & Outdoor Recreation Services in Comparable Regional Districts

Fraser Valley	CSRD	Comox Valley	Strathcona	Peace River
1 Full Time Admin Employees	3.6 Full Time Admin Employees	5.3 Full Time Admin Employees	2 Full Time Admin Employees	2 Full Time Admin Employees
Recently hired in-house maintenance staff (previously done via contracts)	Maintenance Contracts & Partnerships	Maintenance Contracts & Partnerships	Maintenance Contracts & Partnerships	6 Maintenance Staff
5 Regional Parks 1 Community Park Exploring opportunities for trail development	234 km of Trails 32 Community Parks 17 Lake Access Points 5 Boat Launches 2 Campgrounds 2 Bike Skills Park	14 Trail Corridors 43 Parks 28 Beach Accesses 2 Boat Launches	3 Trail Corridors 14 Parks 4 Beach Accesses 1 Boat Launch 6 Community Docks	17 km of Paved Paths 71 km of Trails 9 Regional Parks 17 Community Parks 48 green spaces 10 Neighbourhood Parks 3 Tot Lots
Annual Operating Budget: \$420,000	Annual Operating Budget: \$2.8 M	Annual Operating Budget: \$1.7 M	Annual Operating Budget: \$550,000	Annual Operating Budget: \$2.3 M

Partnerships

Many Regional Districts and government agencies partner with volunteer groups to deliver outdoor recreation services. The diagram below provides some examples of tools that can be used to facilitate partnerships.

Informal | **MOU** | **Agreement** | **Land Use / Access Agreement** | **Licence or Lease**

There is no written agreement but an understanding exists that a community group maintains or manages a site. Safety volunteer based.

An agreement of how to work together, operating roles and responsibilities, but legally binding.

A signed operating or maintenance agreement with a community group to maintain and operate a site. Usually accompanied by an annual budget contribution from the RD. Legally binding.

Community group may have a land use agreement to occupy and manage a site. May or may not include a budget contribution from the RD.

Community group may have a long term licence to occupy and manage a site. Can confer some exclusive use by the group to a site.

Transfer of responsibility for operation & maintenance increases from left to right. Costs may or may not increase depending on the financial contributions to the groups.

In the Comox Valley Regional District, the local fly fishing club maintains beach accesses for popular fishing spots. The CVRD has a licence of occupation (Item 5 above) with the Government of BC (the owner of the beach access land memorandum of understanding (Item 2 above) with the fly fishing club.

The Peace River Regional District owns the Halfway Graham Rodeo Grounds and provides funding to a local non-profit organization to operate the grounds via an agreement (Item 3 above).

On Hornby Island, the Hornby Island Residents and Ratepayers Association (HIRRA) is responsible for maintenance and operations of parks through an agreement (Item 3 above) with the Comox Valley Regional District (CVRD). The Mount Geoffrey Nature Park is a popular hiking and mountain biking park on Hornby Island that is a partnership between HIRRA, BC Parks, the CVRD and the local mountain bike club.

DELIVERED BY REGIONAL DISTRICTS

4. Examples of Regional District Parks & Recreation Service Delivery

4.1. Examples from Six Regional Districts

Many Regional Districts (RDs) across B.C. have staff and departments dedicated to parks and outdoor recreation. For this Study, we interviewed and researched³ six RDs in order to gain an understanding of how these local governments deliver outdoor recreation services across. The project team aimed to select RDs in lower population density areas that provide examples of a range of service levels.

Table 4: Comparable Regional Districts

Regional District	Population (2016)	Population Density (2016)
Regional District of Bulkley-Nechako (RDBN)	37,896	0.52/km²
Regional District of East Kootenay (RDEK)	60,439	2.2/km ²
Columbia-Shuswap Regional District (CSRD)	51,366	1.8/km ²
Comox Valley Regional District (CVRD)	66,527	39.1/km ²
Strathcona Regional District (SRD)	44,671	2.4/km ²
Sunshine Coast Regional District (SCRD)	29,970	7.9/km ²
Peace River Regional District (PRRD)	64,272	0.54/km ²

**For comparison, the Regional District of Metro Vancouver has a population density of 854.5/km²*

4.1. Scope of Outdoor Recreation Service & Staff Resources

The six RDs interviewed all deliver a similar service model: their primary role is maintaining, operating and promoting parks and recreation assets that the RD owns or leases. The table on the following page provides an overview of the services and staff resources required to administer the service in each RD. The level and scope of service varies significantly, with the PRRD providing an example of a smaller service (5 regional parks and 1 community park), and the SCRd and CVRD exemplifying an advanced and established parks service (the CVRD has 43 parks, 14 trail corridors, 28 beach access and 2 boat launches).

³ Comparable Regional District Research included:

- CSRd: Interview November 29, 2019 with Ryan Nithie (Team Leader, Community Services)
- RDEK: Interview November 20, 2019 with Kevin Patterson (Environmental Service Manager)
- SCRd: Interview December 3rd, 2019 with Kevin Clarkson (Parks Superintendent) and review of 2019 Financial Plan
- CVRD: Interview with Mark Harrison, Manager of Parks and review of 2019 Financial Plan
- SRD: November 2019 email exchange with Michael McGregor, Parks Technician and review of 2019 Financial Plan
- PRRD: Interview December 2, 2019 with Bryna Casey (Parks and Rural Recreation Coordinator) and review of 2019 Financial Plan

All of the RDs interviewed hire employees to administer their services. The table below shows examples of staffing levels. The PRRD has lower staffing levels, while the Sunshine Coast RD has 9 full-time employees for administering the service. Most RDs use contracts for maintenance, with the exception of the PRRD and SCRCD who have a team of employees who are responsible for maintenance of parks and trails.

Table 5: Overview of Outdoor Recreation Services Offered in other RDs

	Outdoor Recreation Assets	Employees	Maintenance Management
RD of East Kootenay	<ul style="list-style-type: none"> • 3 Regional Parks • 1 Exhibition Ground • 1 Boat Launch • 2 Non-Motorized Trail Corridors (11.4 Km Total) • Indoor: 1 Arena 	<ul style="list-style-type: none"> • 1 Recreation Coordinator/Invasive Plants Manager • 2 Full Time year-round Maintenance Employees (35% parks/65% arena) • 1 Supervisor (40% recreation/60% solid waste) 	Combination of RDEK employees and contractors
Columbia-Shuswap RD	<ul style="list-style-type: none"> • Multiple Regional Parks • Extensive Trail Network • Multiple Neighbourhood Parks • Multiple Moti Beach Access • 4 Boat Launches • 2 Campgrounds • 2 Bike Skills Park • Indoor: 3 Indoor Facilities (Arena/Curling) 	<ul style="list-style-type: none"> • 3 Full-Time Park Coordinators • 1 Manager (60% parks/40% arena and curling rinks) 	Contracts
Comox Valley RD	<ul style="list-style-type: none"> • 43 Parks • 14 Trail Corridors • 28 Beach Accesses • 2 Boat Launches 	<ul style="list-style-type: none"> • 1 Full-Time Parks Manager • 3 Full-Time Park Technicians • 1 Full-Time Parks Planner • 0.2 FTE Administrative Support 	Contracts
Strathcona RD	<ul style="list-style-type: none"> • 14 Parks • 3 Trail Corridors • 28 Beach Access Signs • 4 Rd-Maintained Beach Access Areas • 1 Boat Launch • 6 Community Docks 	<ul style="list-style-type: none"> • 1 Manager (35% Parks/65% other) • 1 Assistant Manager (35% Parks/65% other services) • 1 Parks Technician • 1 Parks Planner (35% parks/65% general planning) 	Contracts
Sunshine Coast RD	<ul style="list-style-type: none"> • 17 Km of Paved Bike Paths • 71 Km of Mapped Trails • 9 Regional Parks • 17 Community Parks/Shore Access • 88 Green Spaces • 10 Neighbourhood Parks • 3 Tot Lots • 6 Community Halls 	<ul style="list-style-type: none"> • 1 Manager (Facility Services & Parks) • 1 Full-Time Parks Coordinator • 1 Full-Time Parks Services Assistant • 6 Full-Time, year-round Maintenance Staff 	SCRD employees are responsible for maintenance. Contracts are used for specialized services only
Peace River RD	<ul style="list-style-type: none"> • 5 Regional Parks • 1 Community Park • Exploring Opportunities for Trail Development 	<ul style="list-style-type: none"> • 1 Full-Time Coordinator (30% parks) • 1 Manager (20% parks) • 1 General Manager (20% parks) • 2 Seasonal Full Time Maintenance (May-October) 	PRRD recently switched from contractor maintenance to hiring employees

4.1. Regional Scope & Municipal Participation

Not all Electoral Areas in a regional district are required to participate in an outdoor recreation or parks service. Five of the six RDs interviewed provide a service to every Electoral Area within their jurisdiction; the exception is the Strathcona RD where one Electoral Area opted to not receive or pay into parks and recreation services.

The operations of a RD outdoor recreation service is predominantly funded through taxation. In some cases, municipal residents contribute tax dollars to a RD outdoor recreation or parks service, while in other cases only the rural residents contribute. Only one of the RDs interviewed (Peace River RD) has municipal tax payers contributing to the overall parks service. The Columbia-Shuswap RD indicated that municipalities do not contribute to their parks service, but they do contribute to the Sicamous to Armstrong Rail Trail Corridor, which is administered through a separate bylaw from the parks service. The Sunshine Coast RD operates a x-country ski area that municipalities pay into, but municipalities do not contribute to the broader community parks services.

Table 6: Geographic Scope of Service and Who Pays

	Geographic Scope	Do municipalities pay into the service?
RD East Kootenay	All Electoral Areas receive outdoor recreation services	No municipal contributions
Columbia-Shuswap RD	All Electoral Areas receive outdoor recreation services	No municipal contributions (except for the rail trail, which municipalities contribute to through a separate bylaw)
Comox Valley RD	All Electoral Areas receive outdoor recreation services	No municipal contributions
Strathcona RD	3 of 4 Electoral Areas receive outdoor recreation services	No municipal contributions
Sunshine Coast RD	All Electoral Areas receive outdoor recreation services	Municipalities do not pay into the community parks service, but some municipalities pay into specific, smaller recreation services.
Peace River RD	All Electoral Areas receive outdoor recreation services	Municipalities pay into the service at the same tax rate as rural areas

4.2. Regional Scope of Service & Taxation Structure

All of the RDs interviewed for this Study use property taxation as the primary revenue source to operate their parks and recreation services. The RDs interviewed use three different methods of taxation to support an outdoor recreation service:

- 1) **Individual Electoral Area Tax Rate** whereby each Electoral Area pays a unique tax rate equivalent to the level of service that they receive.
- 2) **Sub-Regional Tax Rate** whereby 2 or more Electoral Areas pay the same tax rate for a joint-service.
- 3) **Regional Tax Rate** whereby each Electoral Area pays the same tax rate for a regional service.

A summary of each RDs' taxation structure is provided in the table below. Five of the six RDs use an Individual Electoral Area Tax Rate (1); this seeks to ensure that the revenues collected from an Electoral Area are re-invested in the same Electoral Area. Alternately, the Peace River RD offers five regional parks that are funded through a Regional Tax Rate (all Electoral Areas pay the same rate). Regional parks are large, destination-style parks that are used by residents across the region. The Peace River RD also uses an Individual Electoral Area tax rate to support one community park.

Table 7: Taxation Structure

	Individual Electoral Area Tax Rate: 1 or a portion of an Electoral Area pay into the service	Sub-Regional Tax Rate: 2 or more Electoral Areas pay the same tax rate for a joint-service	Regional Tax Rate: All Electoral Areas pays the same tax rate for a regional service
Regional District of East Kootenay	Each EA pays a unique tax rate for community parks	n/a	All Electoral Area pays the same tax rate for regional parks
Columbia-Shuswap Regional District	Each EA pays a unique tax rate for community parks	n/a	Sicamous-Armstrong Rail Trail is supported by a tax that all Electoral Areas pay into (at the same rate), except for Area A
Comox Valley Regional District	Denman Island and Hornby Island (part of Area A) have their own separate services and each island pays a unique tax rate	3 Electoral Areas pay a single tax rate for a joint service (Baynes Sound, Area B and Area C)	n/a
Strathcona Regional District	Each EA pays a unique tax rate for community parks	n/a	n/a
Sunshine Coast Regional District	Each EA pays a unique tax rate for community parks	n/a	n/a
Peace River Regional District	One EA pays into a community park service	n/a	All Electoral Area pays the same tax rate for regional parks

The Columbia-Shuswap RD primarily uses Individual Electoral Area taxation to support their service and a Regional Tax is only used to pay the loan for the purchase of the Sicamous-Armstrong rail trail route. Through the interviews staff explained that typically the regional tax rate supports regional destination parks while the Individual Electoral Area tax rates support smaller community parks and facilities.

The Comox Valley RD follows a Sub-Regional (2) taxation structure whereby three Electoral Areas pay a single tax rate for a joint service. This tax supports parks, trails, beach accesses and boat launch areas that are used by people throughout the three contributing Electoral Areas. For this Sub-Regional approach, the tax revenues are pooled to fund projects across three Electoral Areas based on a joint parks and greenways strategic plan. Pooling of resources allows the Comox Valley RD to generate larger budgets for bigger investments.

One of the key challenges with establishing taxes for an outdoor recreation service is determining who pays and how much they will pay. Similar to pools and arenas, when it comes to outdoor recreation the

people living in the community where the asset is located are not the only people who use the service. Residents and visitors who will use outdoor recreation assets do not observe Electoral Area boundaries. Residents may express concern about the idea of a regional or sub-regional tax rate, but this “thinking-as-a-region” approach can make it easier to raise revenues to support large investments in destination-style parks and trails, rather than having small budgets for individual Electoral Areas.

4.1. Tax Rates & Operating Budgets

The table below outlines the tax rates and operating budget for three of the RDs that were interviewed. The operating budget does not include capital costs, such as major improvements and land acquisition. The operating budgets in the table below show a range from large budgets (~\$2M in the Comox Valley RD) to smaller budgets (\$430,000 in the Peace River RD).

Table 8: Tax Rates & Operating Budgets

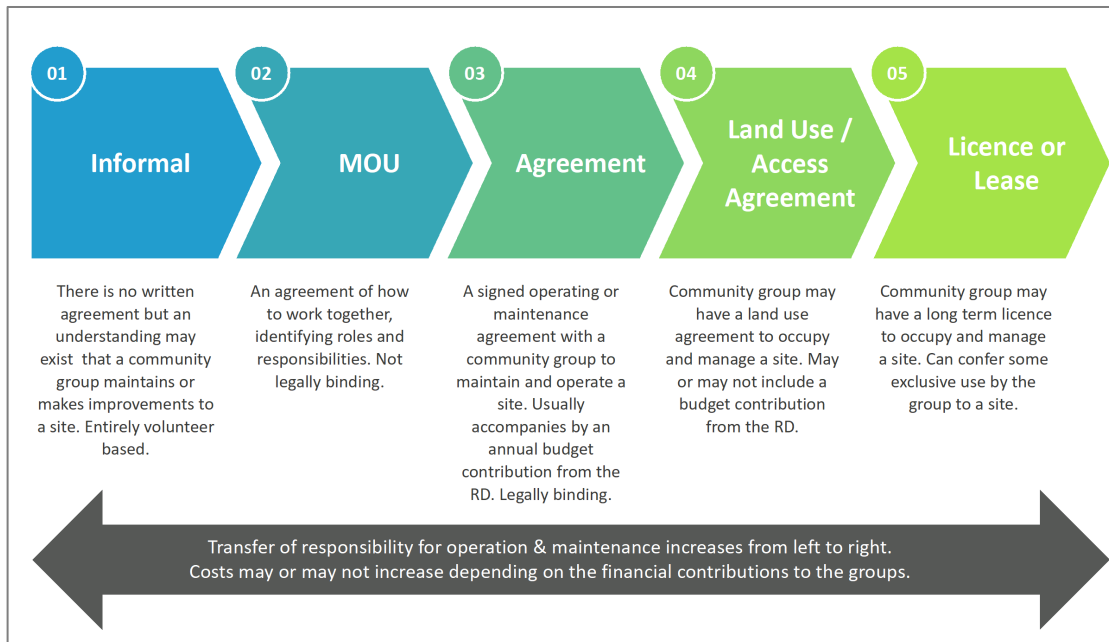
	Service	2019 Tax Rate/ \$100,000 Assessed Value	2019 Operating Budget
RDBN Comparable Services	Bulkley Valley Pool (Area A only)	\$36	\$655,000 (from rural tax payer contributions)
	*Burns Lake Arena	\$61	\$200,000 (from rural tax payer contributions)
Comox Valley Regional District	Baynes Sound, Area B & C	\$23.48 plus \$20 parcel tax	\$1.8M
	Hornby Island	\$26	\$180,000
	Denman Island	\$21	\$92,000
Strathcona Regional District	Area B	\$46	\$172,000
	Area C	\$20	\$233,000
	Area D	\$28	\$256,000
Peace River Regional District	All Electoral Areas	Information Not Available	\$430,000
*Burns Lake Arena tax rate applies to improvements only and only property owners within the fire protection area pay into the service.			

4.2. Liability & Insurance

With regards to managing insurance and liability risks, all of the RDs interviewed use the Municipal Insurance Association of BC (MIABC) services. RDs reduce risks through the use of signage and information as well as the administration of Board-endorsed park inspection policies and procedures for assessing and responding to hazards in parks and recreation areas. In addition to this, some RDs utilize trail standards (such as the International Mountain Biking Association standards). All of the RDs interviewed require third party liability insurance for all contractors and clubs, societies, and community associations involved in maintenance. In some cases, the RDs will cover the costs of liability insurance for volunteer groups that are involved in maintenance of RD-operated parks and trails.

4.3. Partnerships in Regional District Parks & Recreation Services

All six of the RDs interviewed maintain their parks and recreation assets through contracts, with the exception of the Sunshine Coast RD and the Peace River RD who has a staff team for maintenance. In some cases, professional contractors are paid to complete the maintenance work, while in other cases maintenance is completed through partnership with local clubs and volunteers. Some of the RDs interviewed provide training opportunities (IMBA trail standards, chainsaw courses, etc.) to ensure that contractors and volunteers are qualified and safe. The diagram below illustrates the different types of partnerships that can exist and explains how the responsibility for operation and maintenance increases as you move from left to right on the diagram.



Below are a few unique examples of how the RDs interviewed partner and involve volunteer clubs in recreation service delivery:

- Forming Recreation Committees:** The Columbia-Shuswap RD has a Parks Advisory Committee for each Electoral Area that meets twice annually (spring and fall). The Committee is used as a sounding board for the community at large and provide input on budgets, capital planning, maintenance priorities and a general two-way dialogue between the CSRD and community.
- Providing funding to Volunteers and Clubs to Oversee or Complete Maintenance:** In the Comox Valley RD both Denman and Hornby Island have Parks Committees that receive funding to maintain parks and recreation assets on the islands. The Denman and Hornby Island Committees use funding to hire contractors as well as rely on volunteers to fill maintenance gaps. Capital projects are managed by Comox Valley RD staff.
- Hiring a Trail Alliance as a Maintenance Contractor:** The Columbia-Shuswap RD has a unique partnership with the Shuswap Trail Alliance whereby they utilize the Trail Alliance as a maintenance contractor. This provides a reliable funding stream to the non-profit Trail Alliance and achieves the Columbia-Shuswap RD's maintenance needs.

- **Partnerships with the Provincial Government, Regional Districts and Volunteer Clubs:** In many cases, the Government of B.C. also plays a partnership role, as not all RD-operated parks and trails are owned by the Regional District. In many cases the RD has tenure agreements with the Crown for parks that they operate. For example, the Mount Geoffrey Nature Park on Hornby Island includes a combination of land owned by the RD, Crown land with Comox Valley RD tenure and B.C. Parks designated land. In the Mount Geoffrey Nature Park the Hornby Parks Committee administers a maintenance contract (through service agreements with the Comox Valley RD), and local volunteers (such as the mountain bike club) also contribute to trail maintenance on a volunteer-basis.

4.4. Regional District Management of Boat Launches & Foreshore Access

In Canada the foreshore is legally designated as public space, though providing access to that public foreshore can be difficult if there is not a designated waterfront park area. When land with access to a body of water is subdivided, the Ministry of Transportation and Infrastructure (MOTI) creates public access routes to the shoreline at the time of land subdivision pursuant to the *Land Title Act, Section 75(1)(c) and (d)*. These accesses are shown as public rights-of-way (ROW) on subdivision plans, though a road may not actually be constructed. Depending on the size of a subdivision, these ROWs are typically required every 200 to 400 metres and the ROWs become MOTI jurisdiction.

In many cases RDs secure permits or a licence of occupation over the ROW in order to develop and maintain trails, garbage bins, boat launches and other amenities that provide access to the water. Below are a few examples of how the RDs that were interviewed manage the issue of foreshore access and boat launches:

- **Fee for Service Boat Launch:** In the RD East Kootenay, the Yaqaxxaqłamki Regional Park (Yaqaxxaqłamki = “where the boat leaves the shore”) has a boat launch that the RD operates and maintains through a Licence of Occupation with the Crown. Launch fees and day parking fees are charged and those fees are approved by the Crown. A contractor is hired during peak season to collect fees. The RDEK charges a 2 -tier fee whereby local residents pay a lower fee than visitors. The RD East Kootenay does not necessarily recoup costs of hiring a contractor, but the contractor ensures that the boat launch runs smoothly and provides value to residents and tourists.
- **No-Fee Boat Launches:** The Columbia-Shuswap RD operates multiple boat launches on MOTI ROW under a Licence of Occupation with the Crown. The boat launches include garbage bins that are maintained by RD contractors. The Columbia-Shuswap RD noted that parking can be an issue at boat launches due to the narrow nature of the ROW and it would be ideal to have more space than a ROW for boat launches.
- **Volunteer Maintained Foreshore Access:** The Comox Valley RD has a service agreement with a local volunteer group on Denman Island to oversee a contractor to maintain a boat launch. Capital improvements are managed by the Comox Valley RD. The Comox Valley RD also promotes an “Adopt a Beach Access” program whereby local residents and community groups can take on maintenance responsibilities.
- **RD Signage & Trail Maintenance:** The Strathcona RD holds a permit from MOTI to place and maintain signage for 28 beach access points (but does not maintain a trail or access) and holds a MOTI permit for 4 beach access points where the RD maintains access signage as well as a trail.



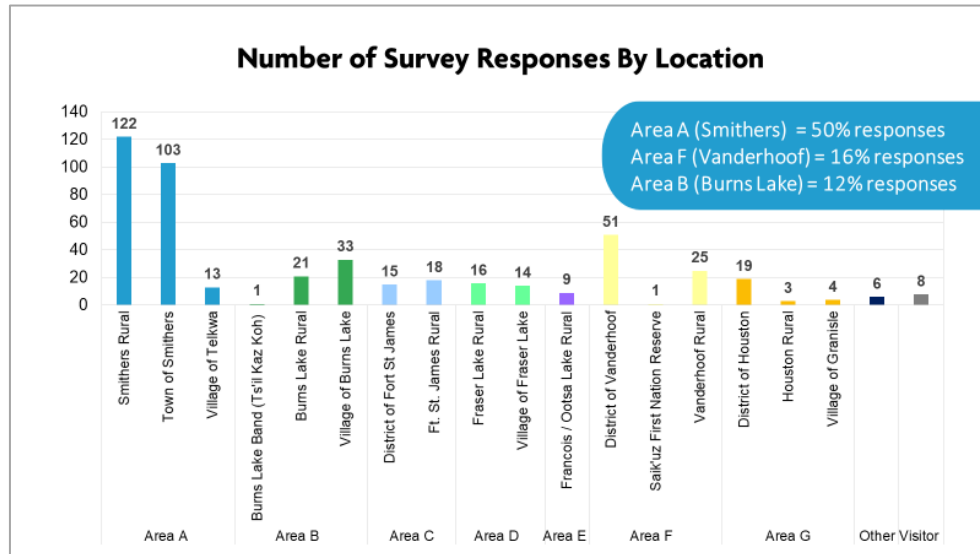
5.0 Needs, Gaps in Service & Opportunities for RDBN Involvement

5. Needs, Gaps in Service & Opportunities for RDBN Involvement

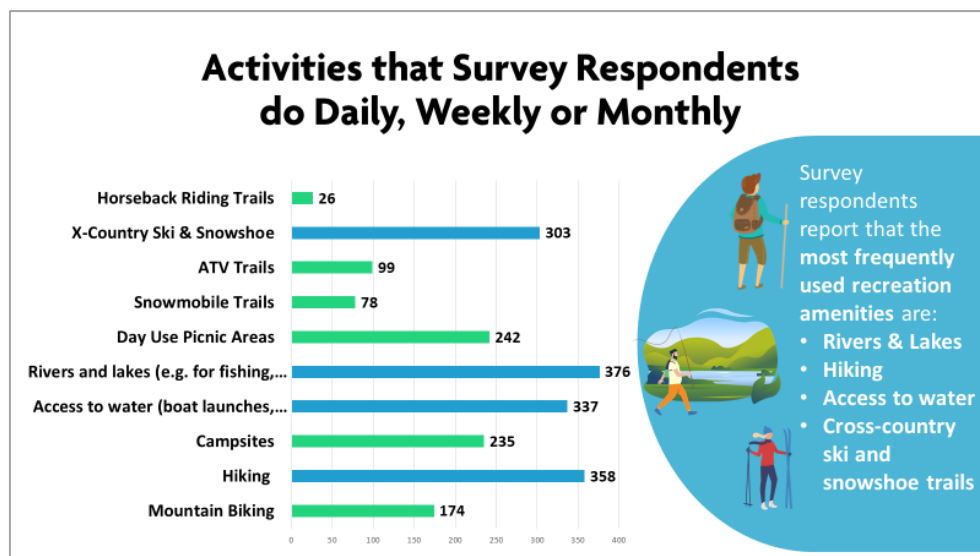
This section summarizes the key needs that were heard through the interviews with 42 clubs and the community survey. More details are available in the What We Heard Report in Appendix I.

5.1. Overview of Needs Identified by Survey Respondents

A total of 482 survey responses were received. Area A (Smithers) accounts for 50% (n=238) of the survey responses, followed by Area F (Vanderhoof) with 16% (n=77) of the responses, and Area B (Burns Lake) with 12% (n=55) of responses.



The most common outdoor activities that respondents reported are water-based activities (fishing, boating, etc.), hiking, accessing rivers and lakes, and cross-country skiing.



Respondents were asked to identify challenges that they face when recreating in the region, and the most frequent themes include (illustrated in the diagram below):

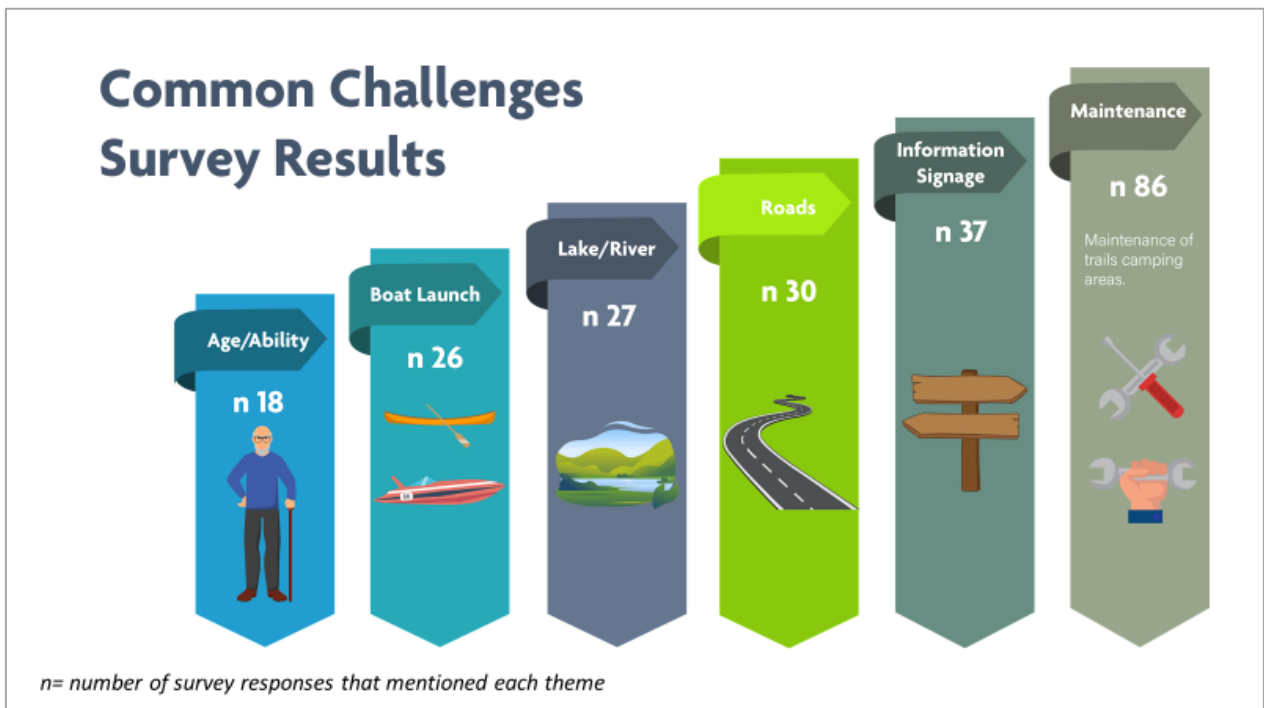
- **Maintenance:** Many trails are not passable due to blow-down and overgrowth.
- **Information & Signage:** There is a lack of directional signage for navigating trails and limited information (both online and print) about how to access recreation areas and trails.
- **Road Access Maintenance:** Access roads are not repaired and the lack of plowing in the winter significantly reduces winter recreation opportunities.
- **Lake/River Access:** There is a lack of parking, docks and beach areas at popular lakes and rivers and lake/river access areas are not well connected to the active transportation network (i.e. you have to drive to them).
- **Boat Launches:** There is a lack of boat launches and those that exist are poorly maintained.
- **Age/Ability Friendly:** There are not enough trails and recreation areas that are close to town and family-friendly.

“Support from the Regional District would create more stability for the club and volunteers”

-Club Representative

“Recognize it is challenging to pay for what volunteers do”

-Club Representative

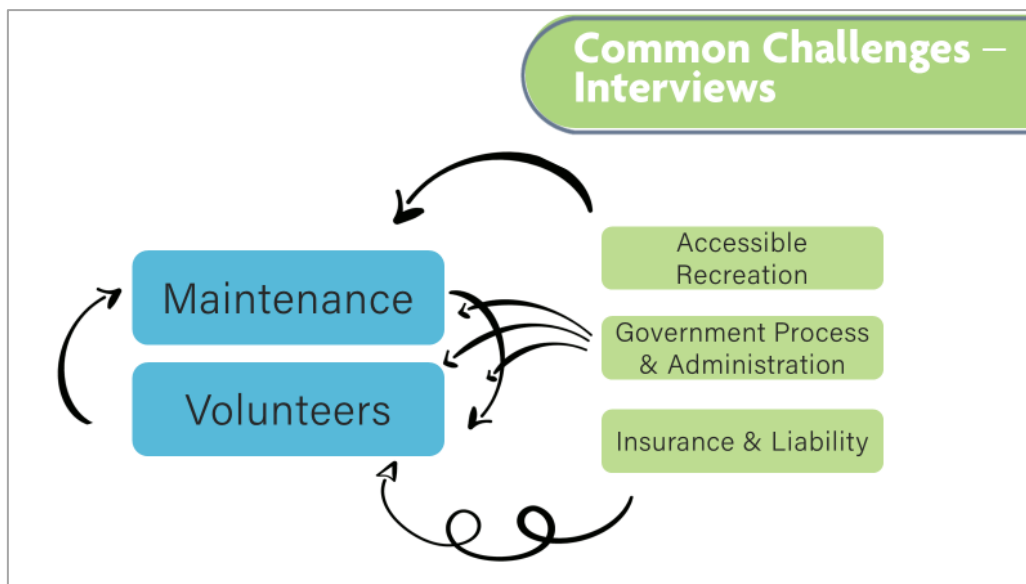


5.2. Overview of Needs Identified by Outdoor Recreation Clubs

During interviews with outdoor recreation clubs the following common themes were consistently reported when asked about challenges they face:

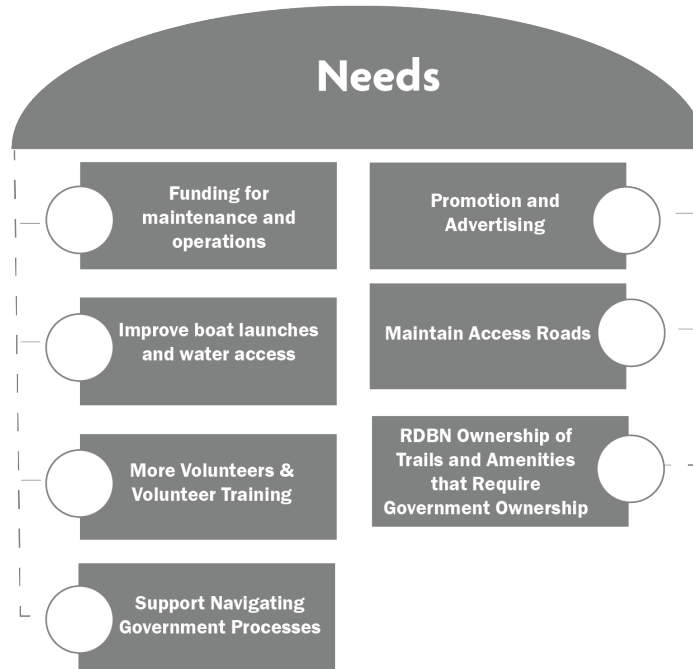
- **Maintenance:** Many societies reiterated that most grant funding is for new development and maintenance costs are ineligible. Clubs spoke to issues relating to maintaining trails (blow-down, brushing, etc.), maintaining amenities (outhouses, garbage, etc.), maintaining equipment, and maintaining access roads.
- **Volunteers:** Many clubs expressed that the same few volunteers are consistently doing the majority of the work. In many cases, aging volunteers and a small population base were identified as challenges.
- **Accessible Recreation:** Clubs expressed the need for new recreation infrastructure that is closer to town, supports active transportation, and offers recreation opportunities for people of all ages and abilities.
- **Government Process and Administration:** Clubs expressed frustration with the amount of time they had to put towards administration and coordinating agreements with the Province. Many clubs expressed that they would prefer to spend their volunteer hours with more hands-on work.
- **Insurance and Liability:** Societies expressed challenges with the high costs associated with insurance for operating trails and recreation areas as well as events.

The diagram below illustrates that each of these themes from the interviews are inter-connected and one issue may intensify another issue. For example, without sufficient trail maintenance and volunteers it is very difficult to create the high standards of maintenance needed for age and ability-friendly trails. Another example is that clubs cannot promote volunteering on or using informal trails that are not legally sanctioned and insured.



5.3. Summary of Needs Across Electoral Areas

Through the engagement process seven needs were consistently brought up. These seven needs are illustrated in the diagram below served as a checklist in developing the scenarios for a RDBN outdoor recreation service (Section 7 of this report).



Though the seven common needs were frequently mentioned, there were differences across Electoral Areas that are important to consider:

- Area A has the largest and most established recreation network in the region and clubs are well organized and supported, but clubs lack funding to keep up with maintenance and meet user expectations for expansion.
- Area B has an established and growing outdoor recreation network and those clubs with formal trails and assets are struggling to keep up with maintenance and meet user expectations for expansion.
- Area E does not have any clubs that are solely focused on outdoor recreation. It is likely that many of the Area B clubs have members from Area E. Given the lakes that characterize Area E, boat launches and water access are a priority.
- Area D has very few recreation clubs; however, it has many natural assets, including Fraser Lake and Mouse Mountain, that create potential for recreation opportunities and investment.
- Area F clubs appear to be financially self-sustaining and their use of an umbrella organization to manage multiple clubs (Nechako Valley Sporting Association) provides for efficiencies in operations. Given the lakes and rivers in the area, boat launches and water access are a priority.
- Area C has a culture of community support for outdoor recreation but volunteer capacity and a small population base pose a challenge. Some clubs would benefit from support navigating government process, while others need funding.

- Area G has a combination of newer clubs and clubs with a long-standing history. Some clubs would benefit from support navigating government process, while others would benefit from funding for maintenances and expansion.

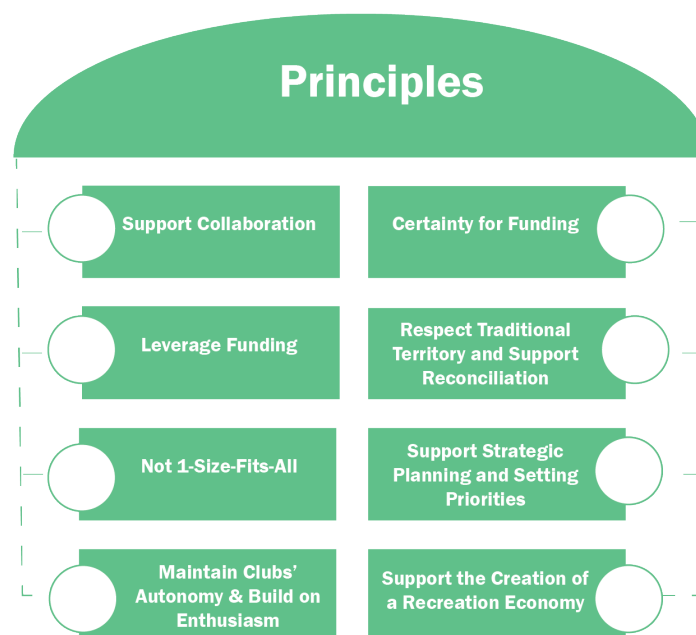
It is important to highlight that just because an Electoral Area has a lower magnitude for a specific need, it does not mean there is less demand or that the area has lower potential for developing outdoor recreation amenities. For example, Area D has less of a need for funding for maintenance than Area A because Area A has significantly more established recreation assets being managed by clubs. However, Area D has potential for developing new outdoor recreation infrastructure given the local population base is in close proximity to natural assets, such as Fraser Mountain and Fraser Lake and if outdoor recreation assets are developed and clubs or government become more engaged in maintenance, then maintenance funding may become a bigger priority.

“Funding for maintenance dollars has to be solicited every year making it extremely hard for volunteers of our club to hire and keep a contractor. Not to mention the sites are what suffer the most.”

-Survey Response

5.4. Principles for an Outdoor Recreation Service

Through the public engagement and focus group with government staff, the following principles have been developed to guide the development of scenarios for a new outdoor recreation service. The principles are based on common themes from interviews with outdoor recreation clubs, the provincial government, First Nations governments, elected officials and discussions during a Government focus group meeting with representatives of different government agencies. The scenarios proposed through this study will be measured against these principles.



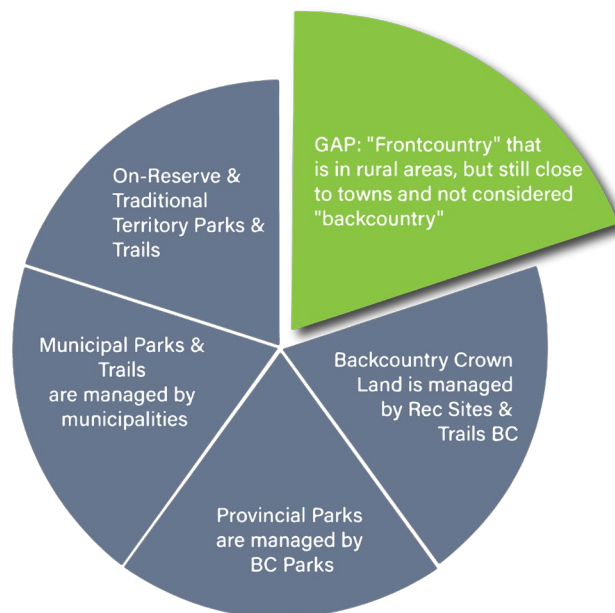
5.5. Gaps in Service & Opportunities for RDBN Involvement

Gap #1: Recreation Assets in Rural Areas that are Close to Towns

The needs identified through interviews and the public survey reflect two major gaps in the delivery of outdoor recreation services. The first gap is a geographic gap with respect to where outdoor recreation services are provided. The RDBN does not formally provide recreation services or have staff dedicated to outdoor recreation, but various levels of government currently play a role in providing outdoor recreation services throughout the region.

- **Backcountry Crown Land** is managed by Recreation Sites and Trails BC.
- **Provincial Parks** are managed by BC Parks.
- **Municipal Parks and Trails** are managed by municipalities.
- **On-Reserve and Traditional Territory Parks and Trails** are managed by First Nations.

The diagram below illustrates that currently no level of government is focused on providing outdoor recreation in **rural areas that are close to municipal boundaries**. These areas are important because they are close enough to towns that they are accessible but are located in rural areas with natural assets that may have high recreation and environmental values.



Key recreation assets that are located in this “gap area” include:

- Boat launches and lake/river access points that are located on Crown land between private properties and outside of municipal boundaries.
- Inter-community trails that cross multiple jurisdictions.
- Privately owned land that owners may want to donate for park use.

The survey responses support the importance of outdoor recreation opportunities in the “gap area”. Survey responses report that access to water and boat launches are the top 4 and 5 most frequently reported challenges for people recreating in the region. The importance of this geographic gap in service delivery is further supported by survey responses and interviews with clubs that expressed a need to focus on developing recreation opportunities in areas that are close to town, beginner and age-friendly and can be accessed via the active transportation networks.

Gap #2: Funding for Maintenance

The second major gap is the gap in funding for maintenance. The lack of funding for maintenance was the most frequently reported challenge through the interviews with clubs and the need for improved maintenance was the most frequently reported challenge from the public survey. Outdoor recreation clubs, local municipalities, RSTBC or BC Parks currently maintain outdoor recreation assets across the RDBN. Outdoor recreation clubs rely on volunteer labour to complete maintenance as well as small contracts for maintenance that are technical in nature or require specialized machinery. Outdoor recreation clubs in the RDBN have successfully secured grants for trail expansions and equipment purchases, but have expressed frustration that most grants do not fund ongoing maintenance costs. The lack of maintenance funding means that clubs can develop the infrastructure, but they do not have the resources to maintain it.

The more a trail or camping area is used, the more maintenance it requires. In recent years, information about outdoor recreation assets is being shared through online marketing and videos. Much of this marketing is focused on assets that are maintained by volunteers. A few examples of this include:

- Destination B.C.’s [Ride North Route 16](#) Mountain Bike Promotional Campaign
- Forecast Ski Magazine’s True North BC – [Episode 1 Smithers Hankin-Evelyn](#)
- Rider West Smithers ATV [Article](#)
- [Trailforks](#) app provides comprehensive mapping of trails for multiple sports and has become a go-to resource for navigating and finding trails across the world

There are endless examples of videos, maps, articles, and promotional materials directing visitors to backcountry recreation areas and trail networks that are maintained and managed by volunteers. This online promotion is an exciting opportunity for raising awareness about outdoor recreation assets and attracting tourists from the region and afar, but can also generate more use and higher user-expectations. Through interviews, municipal staff shared stories of visitors struggling to navigate poorly maintained backcountry roads to find trailheads that were promoted on a brochure or website. During interviews with clubs, people expressed that government should be providing sustainable funding for maintenance if there is a desire to promote or brand communities as outdoor recreation destinations.

Given that a lack of volunteers was reported as an issue in all Electoral Areas, relying solely on volunteers to complete maintenance is not a sustainable operating model. In addition to the challenge of a lack of volunteers, some maintenance needs simply exceed volunteer skills and time availability. During interviews with clubs, representatives spoke of the overwhelming amount of beetle-kill blow-down that simply exceeds volunteer capacity. Clubs also spoke of the need for contractors for technical trail design and the development of trails that meet standards required by RSTBC (such as the International Mountain Bike Association standards).

Ultimately, maintaining outdoor recreation assets comes with a cost. Currently no level of government in the RDBN has proposed a sustainable solution for funding maintenance of high-use recreation assets in the region. There is an opportunity for the RDBN to utilize property tax revenues to provide a sustainable funding stream to ensure that trails and outdoor recreation amenities meet a standard of maintenance that ensures a safe and accessible outdoor experience for residents and tourists alike.

5.6. Opportunities for RDBN Involvement in Outdoor Recreation Service Delivery

Without a RDBN parks and outdoor recreation function, the RDBN does not have the dedicated capacity to fill the gaps and needs identified through this Study. Some important roles the RDBN could play in managing outdoor recreation assets include:

- **Funding for Maintenance:** Using property taxation, the RDBN can provide a consistent and reliable source of funding for the volunteer clubs that are maintaining outdoor recreation assets in rural areas.
- **RDBN Tenure or Ownership of Multi-jurisdictional Trails:** Clubs are able to enter into partnership agreements with RSTBC or BC Parks to maintain and operate recreation assets that are under RSTCT or BC Parks jurisdiction. If trails and recreation areas that are not designated a BC Park or Rec Site, the provincial government requires a government agency to have tenure or ownership of the site. An example of this is the proposed Cycle 16 trail that crosses multiple jurisdictions and no level of government has taken on the responsibility of tenure or insurance.
- **Club Coordination & Administrative Support:** By establishing an outdoor recreation service, the RDBN will be able to partner in multi-jurisdictional outdoor recreation initiatives and provide more support to local clubs that are working with the BC Government to formalize outdoor recreation assets. With an outdoor recreation service, the RDBN could support clubs and help relieve the administrative burden associated with formalizing recreation assets. During interviews clubs in five of the seven electoral areas indicated that they would appreciate support with navigating government process and they find that it leads to volunteer burn-out.
- **RDBN Tenure of Water Access on MOTI Right-of-Way (ROW):** There are many undeveloped MOTI ROW that provide access to lakes and rivers. MOTI will enter into agreements with regional or local governments that would like to maintain the sites or provide funding to a non-profit organization to maintain the sites. With a parks and outdoor recreation service the RDBN would have the capacity to administer tenure and maintenance agreements for water/lake access sites and boat launches.

“The RDBN could partner with local outdoor recreation clubs to promote the area for recreational tourism. The RDBN could provide financial support to help the Clubs maintain the recreational amenities enjoyed by both residents and visitors.”

-Survey Response

- **RDBN Ownership, Tenure and Operation of New or Informal Parks:** Within the RDBN there are examples of areas that are used as parks (i.e. Malkow lookout, in Area A) as well as opportunities for land with high environmental and recreation values to be donated for park use or given to the RDBN through new subdivision development. By establishing a parks and outdoor recreation function, the RDBN can serve as the owner or tenure holder for these areas and ensure that they are formally maintained and insured. It is common for RDs across the province to operate regional parks and to acquire parkland through donations or through subdivision development processes.
- **Promotion:** By establishing a parks and outdoor recreation service the RDBN would have the capacity to promote outdoor recreation assets with online and print materials. This could include promoting clubs, events, volunteerism and healthy living.
- **Building Relationships with Local First Nations:** Outdoor recreation poses an opportunity for the RDBN to partner and build relationships with local First Nations. During interviews, First Nations government representatives shared examples of outdoor recreation projects that their communities are leading and expressed an interest in both developing private operators for tourism and public recreation amenities for visitor and locals.

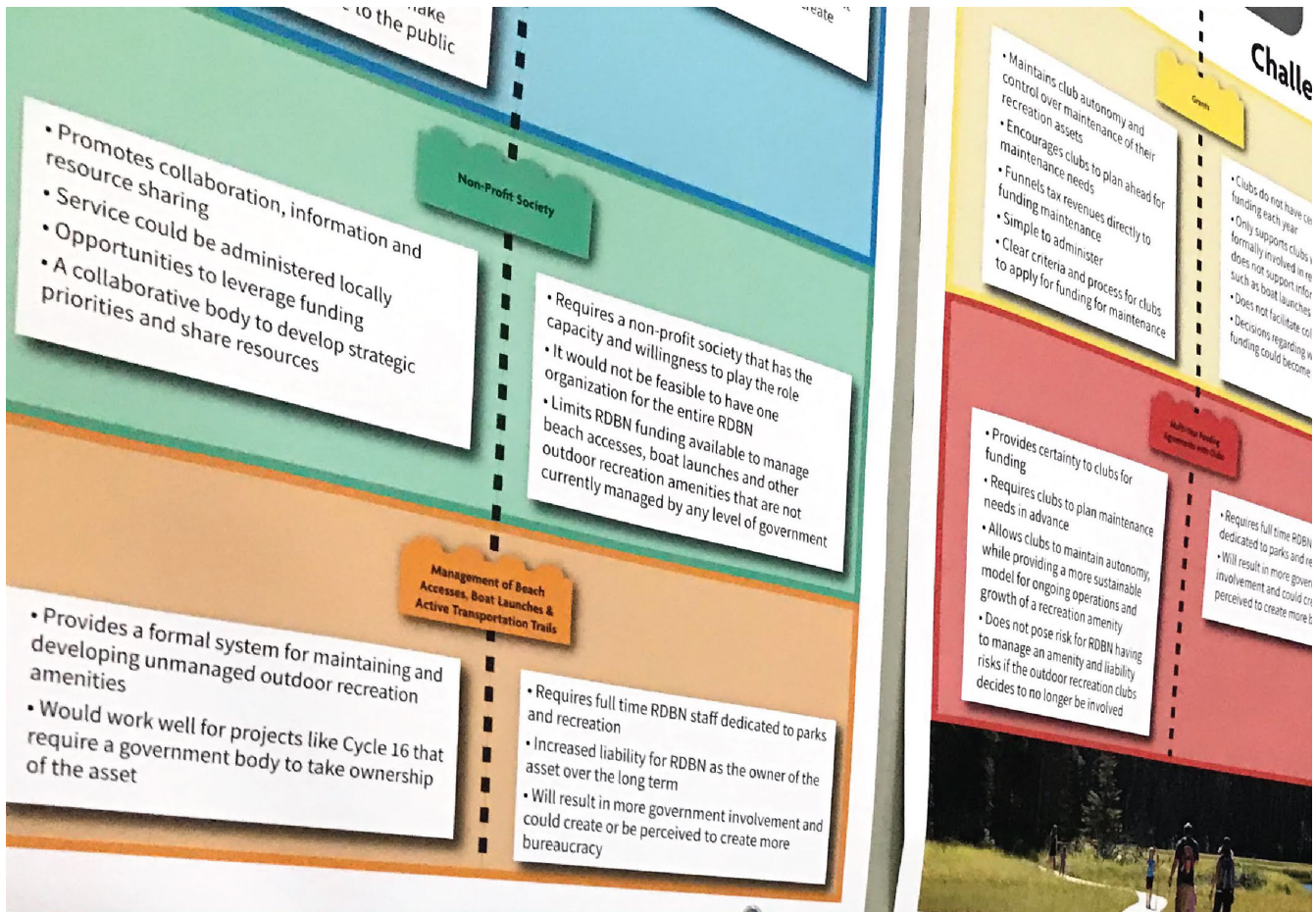
Through interviews, many representatives acknowledged that local First Nations and the RDBN do not work closely or have a lot of interaction. Recreation poses a unique opportunity for First Nations and the RDBN to work together on a shared interest. First Nations expressed interest in developing long-distance historical trails and creating employment opportunities for trail building/maintenance that offer consistent and reliable work.

First Nations government representatives that were interviewed also reiterated the importance of approaching First Nations as partners and not simply as stakeholders. First Nations throughout the RDBN have many policy initiatives and programs that are focused on environmental management and sustainability on Traditional Territory. It is important that the RDBN is aware of these initiatives. Some examples of issues relating to recreation that First Nations will have an interest in include:

- Including and considering culturally significant areas in recreation planning and partnering to develop signage to share First Nations history and culture.
- Impacts of motorized access in culturally significant or environmentally sensitive areas.
- Impacts of recreation on water quality.
- Alignment with First-Nations led land use plans and provincial government land use plans that have been or are being developed in partnership with First Nations.

“Recreation presents an opportunity for local governments and First Nations to collaborate on something of mutual interest.”

-Interview with First Nations Government representative



6.0 Building Blocks for an Outdoor Recreation Service & Open House Highlights



6. Building Blocks of an Outdoor Recreation Service & Open House Highlights

6.1. Building Blocks of a Parks and Outdoor Recreation Service

This section presents and discusses the benefits and drawbacks of five building blocks for a new parks and outdoor recreation service. The building blocks analogy seeks to break-down and define the various elements of an outdoor recreation service in order to facilitate dialogue about what a new service could look like. These building blocks are not intended to be exclusive of one another and can be combined into various scenarios for service delivery.



The RDBN hires an employee(s) to administer an outdoor recreation service and coordinate with different levels of government, local non-profit organizations and the public.



The RDBN provides funding to a non-profit society (or multiple societies) to deliver an outdoor recreation service.



The RDBN owns or leases outdoor recreation assets that are currently not being managed by any other level of government. Some examples of outdoor recreation assets that are in high demand include beach/water accesses, boat launches and active transportation trails.



The RDBN establishes a grant program to provide maintenance funding to outdoor recreation clubs. Clubs apply for funding annually and the RDBN determines who receives funding.



The RDBN enters into multi-year agreements with outdoor recreation clubs to provide funding to maintain outdoor recreation amenities that clubs operate.

6.2. Blue Block: RDBN Administration

It is common for regional districts in BC hire an outdoor recreation coordinator or technician to administer the service. By administering the service in-house, the RD maintains control over the service and investments. The primary role of the coordinator includes:



- Administering and monitoring maintenance contracts and funding programs;
- Liaising with and supporting local clubs and responding to community needs, complaints and public inquiries relating to parks and outdoor recreation;
- Promoting and advertising recreation amenities in the region;
- Administering land tenures with the Crown and private property owners;
- Developing and implementing policies for acquiring park land, risk assessments and standards; and
- Liaising with partner municipalities, First Nations governments, the provincial government and other potential partners (health authorities, school districts).

The table below summarizes the benefits and drawbacks of the RDBN leading the administration of an outdoor recreation service.

Table 9: Benefits & Drawbacks of the Blue Block

Benefits of the Blue Block	Drawbacks of the Blue Block
<ul style="list-style-type: none"> • The RDBN can operate assets that are currently not managed by any level of government, such as boat launches, water access and inter-community trails. • Supports clubs navigating government process and administration. • The RDBN can develop promotional information and online/print information about recreation assets in the region. • The RDBN can change and grow in response to community demand. • The RDBN can partner with other organizations (such as governments, First Nations, tourism agencies and health authorities) to develop new recreation amenities and programs that serve the region. • The RDBN can fund and coordinate training programs for volunteers i.e. trail building, operation of equipment, wildlife tree assessment, etc. • The RDBN can apply for senior government grants that support outdoor recreation projects and initiatives. 	<ul style="list-style-type: none"> • The cost of hiring a coordinator takes away from money that could be used for maintenance of outdoor recreation assets and trails. • Having one coordinator for a large geographic area like the RDBN could make it challenging to deliver services that meet local needs.

6.1. Green Block: Community-Led Non-Profit Administration

RDs have the authority to provide funding to non-profit organizations to deliver a service on behalf of the RD. A good example is on Hornby Island, where a non-profit society called the Hornby Island Residents' and Ratepayers' Association (HIRRA) manages a variety of services on Hornby Island (including recreation) through a multi-year service agreement with Comox Valley RD (CVRD). The CVRD provides HIRRA with funding from property tax revenues and HIRRA is able to hire and coordinate a contractor to maintain local parks and trails that the CVRD owns or leases. The CVRD manages all capital improvements and HIRRA is responsible for ongoing maintenance and daily operations.⁴



Another example of this is the Central Cariboo Arts and Culture Society, which is a non-profit society that is funded through property taxation of rural residents in the Cariboo RD (CRD). The Society delivers arts and culture services throughout the Cariboo RD, including distributing funding to local arts organizations through a grant program and multi-year agreements. When the CRD established this service in 2009 it was the first rural RD in the province to do so.⁵ Though this is not a recreation service, it is a recent example of a newly-established regional-district service that utilizes an arms-length organization to administer the service.

The scope of services provided would depend on funding available and the interests of the non-profit society and the RDBN, but could include: strategic planning, overseeing maintenance contracts, being directly involved in maintenance, promoting outdoor recreation areas, and promotion (i.e. maps, signage, etc.). This service requires a non-profit Society that is willing to take on this role; this could be an existing Society or could require the creation of a new Society. The benefits and drawbacks of a community-led model are summarized in the table below.

Table 10: Benefits & Drawbacks of the Green Block

Benefits of the Green Block	Drawbacks of the Green Block
<ul style="list-style-type: none"> • Promotes collaboration, information and resource sharing. • Could result in an outdoor recreation services that is more responsive to local needs and demands. • Independent non-profit organization can advocate for major projects. • Could increase volunteerism by providing a range of volunteer opportunities and providing a one-stop shop for people who want to volunteer. • Potential to leverage funding through a non-profit organization. • A collaborative body to develop strategic priorities and share resources. • Can be seen as a neutral, arm's length to government, community service provider. 	<ul style="list-style-type: none"> • If the non-profit society is managing RDBN-owned or leased assets then the RDBN would require more staff capacity for overseeing the non-profit society's operations and standards. • If RDBN is not able to afford to hire a coordinator under this role, the RDBN will have limited capacity to develop and operate boat launches, water access or inter-community trails. • Requires buy-in from recreation clubs and volunteers who may have limited capacity to participate in another venue for volunteers to meet, organize and register under the <i>Societies Act</i>. • Would not be feasible to have one organization for the entire RDBN. • RDBN would need to dedicate staff time to working with the non-profit.

⁴ Hornby Island Residents and Ratepayers' Association. <http://hirra.ca/about/>. Accessed December 2019

⁵ Central Caribou Arts & Culture Society. <http://www.centralcaribooarts.com/about/>. Accessed January 2019.

6.2. Orange Block: RDBN-Owned or Leased Outdoor Recreation Assets

The fourth building block involves the RDBN owning or leasing recreation assets that other levels of government are not responsible for. Some examples of high-demand assets including: lake/river accesses, boat launches and active transportation trails.



RDs with a parks or outdoor recreation service typically own or lease the land that their parks and trails are located on. The benefits and drawbacks are outlined in the table below.

Table 11: Benefits and Drawbacks of the Orange Block

Benefits of the Orange Block	Drawbacks of the Orange Block
<ul style="list-style-type: none"> • Formalizes a recreation asset and provides certainty to clubs for funding. • The RDBN may be able to provide more affordable insurance that could save clubs money on insurance costs. • Would work well for projects like Cycle 16 that require a government body to take ownership of the asset. 	<ul style="list-style-type: none"> • Requires full time RDBN staff dedicated to parks and recreation. • Will result in more government involvement and could impact autonomy. • Increased liability for RDBN as the owner of the asset. • If the outdoor recreation clubs is not active in the long-term the RDBN needs to find a new way to maintain the asset.

6.1. Yellow Block: Grant Program

The RDBN can establish a grant program to deliver funding to clubs for maintenance and operations. A grant program would fill a gap that currently exists as a result of grant funding being predominantly focused on new infrastructure.



Both the Peace River RD and the Comox Valley RD offer grants for new projects, operations and maintenance funding for not-for-profit groups and maintenance of recreation trails. The table below summarizes the benefits and drawbacks of a grant program.

Table 12: Benefits and Drawbacks of the Yellow Block

Benefits of the Yellow Block	Drawbacks of the Yellow Block
<ul style="list-style-type: none"> • Maintains club autonomy and control over maintenance of their recreation assets. • Encourages clubs to plan ahead for maintenance needs. • Funnels tax revenues directly to funding maintenance. • Simple to administer. • Clear criteria and process for clubs to apply for funding for maintenance. 	<ul style="list-style-type: none"> • Clubs do not have certainty for funding each year. • Only supports clubs who are formally involved in recreation and does not support informal recreation like boat launches. • Does not facilitate collaboration. • Decisions regarding who receives funding could become political.

6.2. Red Block: Multi-Year Funding Agreements for Clubs

The fifth building block involves the RDBN entering into multi-year agreements with outdoor recreation clubs who maintain and operate outdoor recreation assets. The outdoor recreation clubs would be responsible for operating and maintaining the asset, and the RDBN would provide some funding to help with the costs of maintenance and operations.



All of the RDs interviewed for this Study have a few multi-year funding agreements with clubs, but typically these agreements are focused on providing funding for maintaining parks and trails that the RD owns or leases.

Table 13: Benefits and Drawbacks of the Red Block

Benefits of the Red Block	Drawbacks of the Red Block
<ul style="list-style-type: none"> • Provides certainty to clubs for funding. • Requires clubs to plan maintenance needs in advance. • Allows clubs to maintain autonomy, while providing a more sustainable model for ongoing operations and growth of a recreation asset. • Does not pose risk for RDBN having to manage an asset and liability risks if the outdoor recreation clubs folds or no longer wants to be involved. 	<ul style="list-style-type: none"> • Requires full time RDBN staff dedicated to parks and recreation. • Will result in more government involvement and could create or be perceived to create more bureaucracy.

6.3. Public Feedback on the Building Blocks

During the open house sessions, a total of 137 feedback forms were received. A detailed analysis of findings from the open house sessions is included in the attached in Appendix I. **It is important to note that the responses from the feedback forms cannot be generalized to the broader public, as only a small portion of the population filled them in.** The feedback forms, combined with findings from interviews and the survey provide some indication of the level of support from each community. The project team hosted open house sessions in the following seven communities:

1. Cluculz Lake
2. Vanderhoof
3. Fort St James
4. Fraser Lake
5. Burns Lake
6. Houston
7. Smithers



The open house sessions were focused on sharing key findings from the study and receiving feedback on the building blocks and the potential costs of an outdoor recreation services. The feedback forms were made available online with supporting documents including: a handout, the open house display boards and the draft What We Heard Report.

The feedback forms included specific questions about the building blocks. When respondents were asked about which building blocks they wanted to see incorporated into a RDBN service, the majority of respondents indicated support for the blue, orange and red blocks. There was less support for the non-profit administration model (green building block) and grants (yellow block).



Low support: 29% of feedback form respondents indicated support for providing funding to a non-profit society to administer the service.



Strong support: 73% of feedback form respondents indicated support for the RDBN hiring an employee to administer an outdoor recreation service.



Strong Support: 75%, indicated support for the RDBN to get involved in the management of river/lake accesses, boat launches and trails that are currently not being managed by any other level of government.



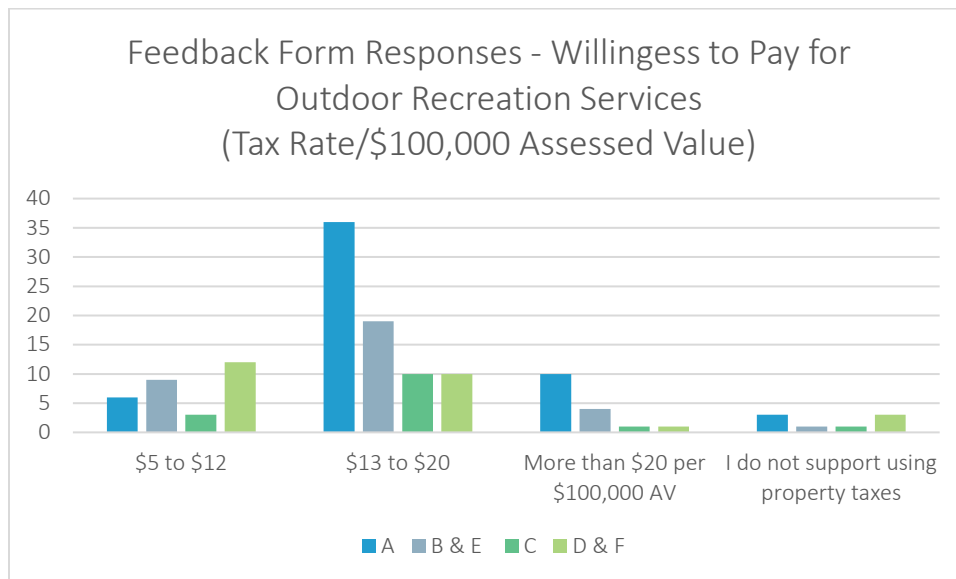
Very Strong Support: 91% of the feedback form respondents indicated support for the RDBN providing financial support to local clubs to help them maintain outdoor recreation amenities. In Smithers, Houston and Burns Lake, representatives from clubs expressed a strong preference for multi-year funding agreements rather than grants.



The feedback form did not explicitly ask about grants, but **many residents west of Burns Lake expressed frustration with grants** and a desire for longer-term funding agreements.

The feedback forms also included questions about people’s willingness to pay for an outdoor recreation service. **The information provided in feedback forms cannot be generalized to the broader public**, but taken into consideration with findings from Phase 1 and 2 we can glean the current level interest in a new outdoor recreation service. The table and bullets below provide an overview of what we heard about the willingness to pay for a new outdoor recreation service:

- Electoral Area A received the most responses (55). The majority of respondents (36) indicated support for a tax rate between \$13 to \$20 per \$100,000 AV.
- Electoral Areas B and E received 33 responses. Of those, thirteen indicated support for a tax rate from \$17 to \$20 per \$100,000 AV and seven indicated support for a tax rate from \$9 to \$12 per \$100,000 AV.
- Electoral Areas D and F received 26 responses. Nine respondents expressed support for a tax rate of \$5 to \$8 and ten respondents expressed support for a tax rate from \$13 to \$20 per \$100,000 AV.
- Electoral Area C received 15 responses and the most common response (10 responses) was support for a tax rate from \$9 to \$20 per \$100,000 AV.
- There were not sufficient responses to report on Electoral Area G.



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7.0 Scenarios for a RDBN Outdoor Recreation Service

7. Scenarios for a RDBN Parks & Outdoor Recreation Service

7.1. Assumptions

The scenarios presented in this report and detailed in Appendix II have been developed with the following assumptions:

- 1) Scenarios are intended to be examples of what an outdoor recreation service could look like. There is no expectation that the RDBN will immediately endorse a scenario. The sample budgets and tax rates are provided for information only.
- 2) Each scenario includes the following two separate budgets and tax rates:
 - 1 budget and tax rate is for administration, operations, maintenance, and development of RDBN owned/leased assets (blue and orange blocks).
 - 1 budget and tax rate is for funding to clubs (yellow and red blocks).

These budgets are separate because the RDBN will be required to create one bylaw for establishing a service for administration, operations, maintenance, and development of RDBN-operated (owned/leased) assets and a separate bylaw to administer funding to clubs. By separating the budgets, the RDBN can easily calculate the tax rate required for each bylaw and service being provided.

- 3) The data used to calculate tax revenue scenarios is based on 2019 property assessment data from BC Assessment.
- 4) The tax revenue calculations include revenues for all property classes (residential, utilities, major industry, light industry, business, other, rec/non-profit and farm).
- 5) The scenarios include estimates for funding that could be available to clubs. The scenarios assume that each club would receive equal funding, to provide a sense of the scale of funding available for each club. This calculation seeks to provide the reader with a general sense of the potential amount of funding available and it is not anticipated or recommended that funds be distributed equally. The RDBN would need to establish criteria for determining which clubs receive funding and how much they receive.
- 6) The sample budgets provide a high-level overview of what an annual budget under each scenario could look like. Identifying or providing cost estimates for specific projects is beyond the scope of this project. Details about the types of infrastructure that could be developed and maintained would need to be confirmed through future planning work.
- 7) The scenarios consider tax revenues only and do not consider other revenue streams, such as cash-in-lieu of parkland or external grants. However, the sample budgets do assume that the RDBN would set-aside capital reserves annually that could go towards matching grants.

7.2. Scenarios Overview

The diagram below provides an overview of 3 examples of scenarios for delivering outdoor recreation services in the RDBN:

- 1) Scenario 1: Service for all Electoral Areas and Municipalities
- 2) Scenario 2: Service for Area B, E, Smithers, Telkwa, and Burns Lake
- 3) Scenario 3: Service for Area A, Smithers and Telkwa

The size of the building blocks in the diagram below reflect the magnitude of funding that each building block would receive. All of the scenarios include tax contributions from partner municipalities.

The scenarios are intended to be examples of service delivery models that could potentially work in the RDBN. These scenarios have been developed to address the needs, principles and demands heard through engagement. These scenarios also seek to provide RDBN Directors, the public, and key stakeholders with a range of options and financial structures to consider. A detailed budget for each scenario is included in Appendix II.

#1: Region-Wide Service with Municipal Contribution

- All Electoral Areas & Municipalities
- 1.2 FTE
- Sample Annual Tax Requisition = \$739,000



#2: Sub-Regional Area A, B & E Service with Municipal Contribution

- A, Smithers, Telkwa. B, E, and Burns Lake
- 1.0 FTE
- Sample Annual Tax Requisition = \$438,000



#3: Area A Service with Municipal Contribution

- A, Smithers and Telkwa
- 0.75 FTE
- Sample Annual Tax Requisition = \$325,000



7.1. Scenario Descriptions

Scenario 1: Region-Wide Service with Municipal Contribution



In this scenario the RDBN would provide outdoor recreation services to the entire region. Both municipalities and rural areas would pay into the service. Approximately 45% of the budget would go towards the blue and orange blocks (administration/coordination and the development and maintenance of RDBN owned or leased assets). The remaining 55% would go towards red and yellow blocks (financial support to clubs). This scenario proposes that the RDBN hires 1.2 FTE to serve the entire region.

Through the engagement process, clubs in Areas A, B and G expressed a strong desire for multi-year agreements rather than grants. The diagram to the left includes a larger red block and smaller yellow block to illustrate that the majority of the funding to clubs would be provided via multi-year agreements, but it may be appropriate to use grants in some of the eastern communities where there are fewer clubs operating.

The sample annual tax requisition for this scenario is \$739,000. The table below summarizes the annual average cost per household, tax rates, and total annual tax requisition for this scenario. If municipalities did not pay into the service, the total tax requisition would decrease to \$372,000 (approximately 50% decrease). A detailed budget is available in Appendix II.

	A	B/E	C	D	F	G
Annual Average Cost Per Household	\$47	\$23	\$11	\$9	\$13	\$11
Tax Rate/ \$100,000 AV	\$18	\$16	\$8	\$8	\$7	\$11
Annual Tax Requisition	\$365,000	\$123,000	\$70,000	\$35,000	\$87,000	\$58,000

This scenario would meet all of the identified needs, except it is unclear if there would be sufficient budget for RDBN involvement in maintaining access roads. This scenario proposes 1.2 FTE, which may not be enough resources to achieve the principles that require more time and resources; such as supporting collaboration and supporting reconciliation.



Scenario 2: Sub-Regional Area A, B & E Service with Municipal Contribution



In this scenario the RDBN would provide outdoor recreation services to Electoral Areas A, B, E, Smithers, Telkwa, and Burns Lake. Both municipalities and rural areas would pay into the service. Approximately 51% of the budget would go towards the blue and orange blocks (administration/coordination and the development and maintenance of RDBN owned or leased assets). The remaining 49% would go towards red blocks (financial support to clubs).

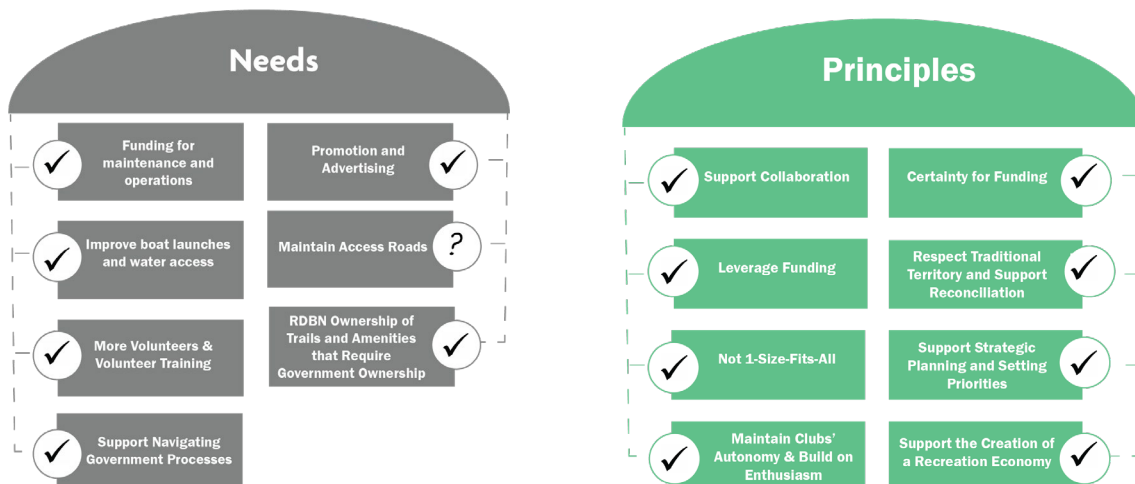
This scenario proposes that the RDBN hires one full time position to deliver the service. This scenario does not include grants because residents and clubs expressed a preference for multi-year funding agreements.

This scenario focuses on the areas and communities that expressed the strongest level of support for an outdoor recreation service. The project team received less feedback from Telkwa residents and therefore the level of support in Telkwa needs to be confirmed.

The sample annual tax requisition for this scenario is \$438,000, which would be distributed to each region based on the amount they contributed to the total revenues (74% to Area A and 26% to Area B). If municipalities did not pay into the service, the total tax requisition would decrease to \$219,000 (approximately 50% decrease). The table below summarizes the annual average cost per household, tax rates, and total annual tax requisition for this scenario. A detailed budget is available in Appendix II.

	A	B/E	C	D	F	G
Annual Average Cost Per Household	\$44	\$23	n/a	n/a	n/a	n/a
Tax Rate/ \$100,000 AV	\$16	\$16	n/a	n/a	n/a	n/a
Annual Tax Requisition	\$325,000	\$113,000	n/a	n/a	n/a	n/a

This scenario would require 1 FTE to serve a smaller area (compared to Scenario 1); this increase in resources would make it more likely for the RDBN to achieve the principles that require more time and resources; such as supporting collaboration, supporting reconciliation, and strategic planning.



Scenario 3: Area A Service with Municipal Contribution



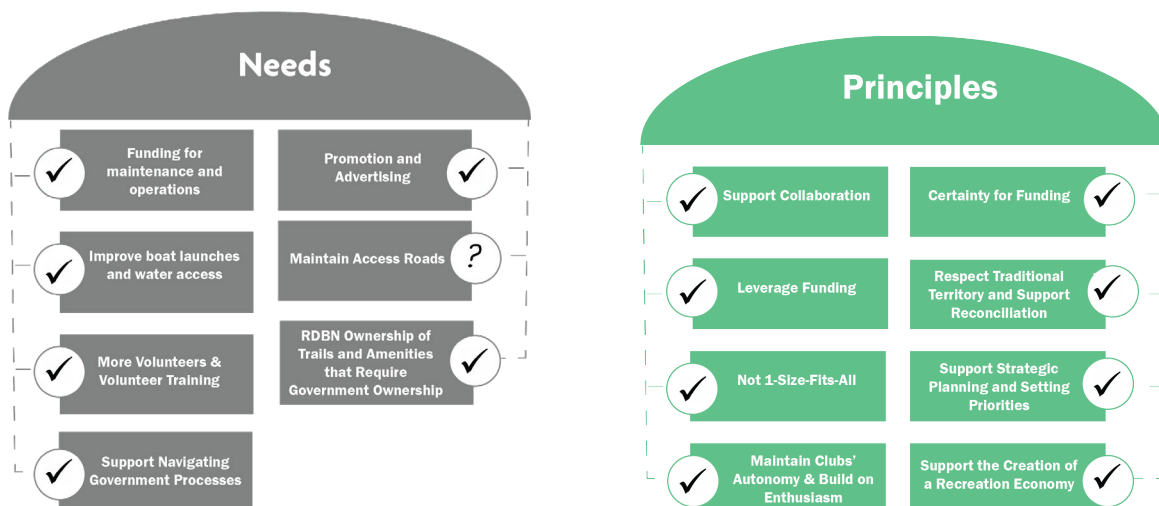
In this scenario the RDBN would provide outdoor recreation services to Electoral Areas A, Smithers, and Telkwa. Both municipalities and rural areas would pay into the service. The proposed budget is split 50/50 between the blue and orange blocks (administration/coordination and the development and maintenance of RDBN owned or leased assets) and the red blocks (financial support to clubs).

This scenario proposes that the RDBN hires 0.75 FTE to deliver the service. This scenario does not include grants because during the open house sessions and interviews residents expressed a preference for multi-year funding agreements. This scenario focuses on the areas and communities that expressed the strongest level of support for an outdoor recreation service. We received less feedback from Telkwa residents and are therefore the level of support in Telkwa needs to be confirmed.

The sample annual tax requisition for this scenario is \$325,000, which would be distributed across Electoral Area A, Smithers and Telkwa. If municipalities did not pay into the service, the total revenues would decrease to \$190,000 (approximately 59% decrease). If Telkwa did not pay into the service, the total tax requisition would decrease to \$300,000 (a 7% decrease). The table below summarizes the annual average cost per household, tax rates, and total annual tax requisition for this scenario. A detailed budget is available in Appendix II.

	A	B/E	C	D	F	G
Annual Average Cost Per Household	\$42	n/a	n/a	n/a	n/a	n/a
Tax Rate/ \$100,000 AV	\$325,000	n/a	n/a	n/a	n/a	n/a
Annual Tax Requisition	\$16	n/a	n/a	n/a	n/a	n/a

This scenario would achieve the same needs and principles as Scenario 2. There would be sufficient staff resources to achieve all of the principles, including the principles that require more time and resources; such as supporting collaboration, supporting reconciliation, and strategic planning.

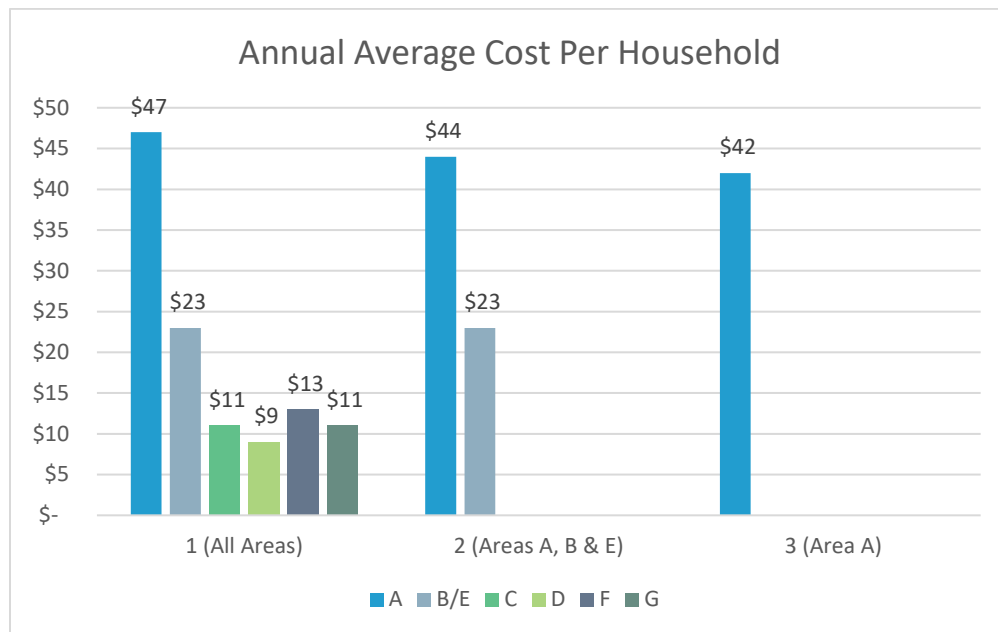


7.2. Tax Rates & Revenues for Each Scenario

For each scenario a sample budget has been developed. The table below summarizes the tax rates for each scenario and the chart illustrates the average annual cost per household. For Scenario 1, the proposed tax rates are higher in Areas A, B and E and lower in Areas G, D, F, and C. The scenarios propose a higher tax rate in communities that demonstrated a higher level of support for the new service through the public engagement. The highest annual average cost per household is in Area A (\$47 under Scenario 1) and the lowest annual average cost per household is in Area D (\$9 per household under Scenario 1). Areas with lower property values are likely to have lower average costs per household.

Table 14: Tax Rate Per \$100,000 AV

Tax Rate Per \$100,000 Assessed Value (AV)			
	Scenario 1 (Area All Areas)	Scenario 2 (Areas A, B & E)	Scenario 3 (Area A)
A	\$ 18	\$ 16	\$16
B/E	\$ 16	\$ 16	n/a
C	\$ 8	n/a	n/a
D	\$ 8	n/a	n/a
F	\$ 7	n/a	n/a
G	\$ 11	n/a	n/a







7.3. Budget Break-Down for Each Scenario

The table below outlines the percentage of the budget for each scenario that is allocated to administration and RDBN owned/leased assets (blue and orange blocks) and the percentage allocated to providing financial support to clubs (red and yellow blocks).

Each scenario tries to allocate approximately 50% of the total budget to financial support to clubs. The reason for this is because through the interviews and public engagement process, residents expressed both a broad level of support for the idea of providing financial support to clubs and clubs expressed challenges in finding sustainable funding streams to meet their growing maintenance needs.

This represents a unique model when compared to other regional districts that we interviewed for this Study. Most other regional districts are focused predominantly on developing and managing assets that they owned. The structure proposed under these three scenarios represents a unique model that responds to the needs and demands that the project team heard through the engagement process with volunteer clubs and local residents. These models also propose a structure that allows the RDBN to support clubs without stifling their enthusiasm or controlling clubs' operations.

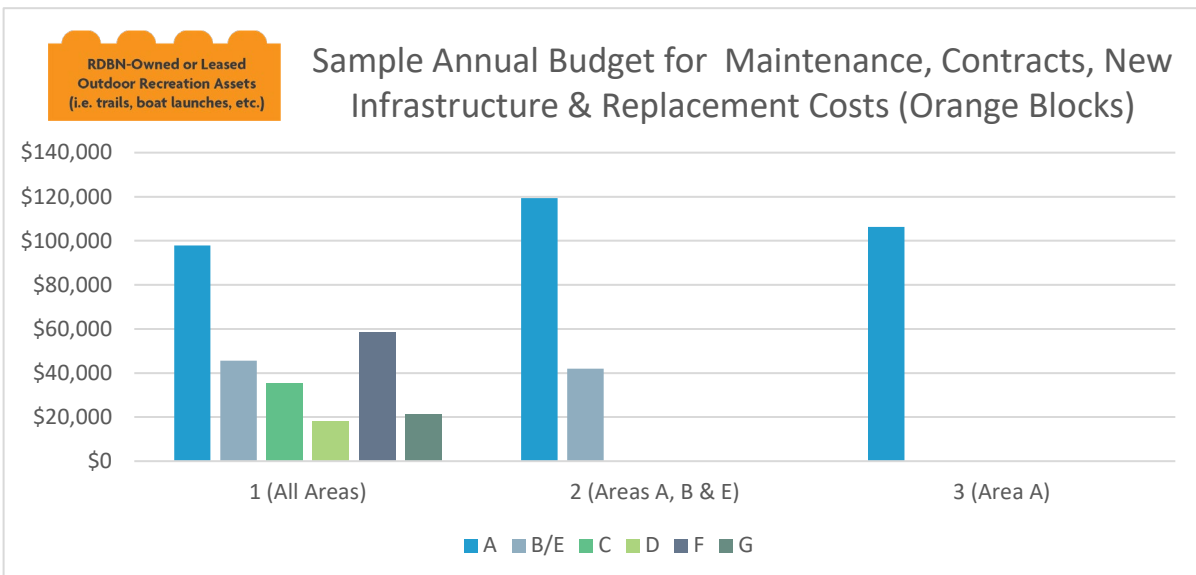
Table 15: Budget Break-Down for Each Scenario

	% of Budget for Orange/Blue vs. Red/Yellow Building Blocks		
	Scenario 1 (All Areas)	Scenario 2 (Areas A, B & E)	Scenario 3 (Area A)
 	45%	51%	50%
 	55%	49%	50%

7.4. RDBN Owned or Leased Assets (Orange Block)

The chart below illustrates how much funding each scenario would allocate to the development and maintenance of RDBN owned or leased assets (see Appendix II for further details). All three scenarios aim to develop a budget that would provide some room to develop and maintain RDBN owned or leased infrastructure, while still having sufficient funding remaining for providing financial support to clubs. During the engagement process, Areas A and B expressed a desire to develop a service that is focused on providing financial support to clubs. However, in these areas some priority projects have already been identified (such as the Cycle 16 trail from Smithers to Telkwa and Imerson’s Beach on Francois Lake), and there will be a need for funding to support the maintenance and coordination of RDBN owned/leased assets.

Conversely, Areas D and F have fewer clubs operating and there is strong interest in improving river and lake access, which typically requires government ownership and management. Determining exactly what the RDBN could do with the funds in each community requires more detailed planning and depends on costs that vary based on the site conditions.

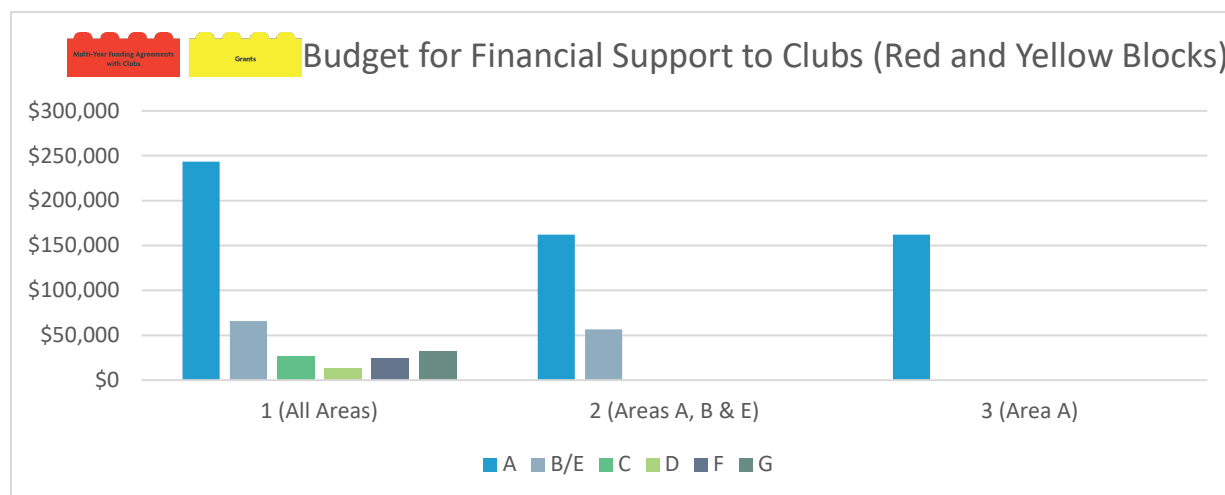


Given the lower population-base, property values, and proposed tax rates in Areas D and G these regions would have a lower budget. Area F has been allocated a larger budget to reflect the fact that there will likely be more interested in government-managed recreation assets due to the limited number of clubs operating in the area and the demand for more river and lake access (which typically requires government ownership and management). Area F has a larger tax base and it is therefore easier to raise revenues for Area F investments compared to Areas D and G. Area C has a lower budget than Area F due to a lower tax rate, but also reflects the fact that there are more clubs operating in Area C and therefore Area C may prefer to see funding directed to clubs rather than focusing on government owned and operated assets.

The sample budgets sets aside money each year to use towards matching grants for future years. The RDBN would need to make strategic decisions to ensure that they do not over-invest in new infrastructure that they do not have the funds to maintain. These budgets are only samples, but provide an indication of the type of revenue that can be generated by each community.

7.5. Financial Support to Clubs (Red & Yellow Blocks)

The chart below illustrates the sample budgets for providing financial support to clubs under each scenario. In all three scenarios Area A has the largest budget to reflect the large concentration of clubs in Area A and the feedback we received during engagement expressing a desire to see more sustainable funding for clubs. Area B has the second largest budget for clubs, as the public engagement showed strong support to provide funding to clubs.



The table below provides more detail on the allocated funding in Scenario 1. The proposed budget assumes that all clubs received equal distribution of funds. The table below seeks to provide a general sense of the potential amount of funding available and it is not anticipated or recommended that funds be distributed equally. The RDBN would need to establish criteria for determining which clubs receive funding and how much they receive. For example, criteria may include demand for the service provided by the clubs, cost of service delivery, level or standard of service provided, number of users, etc.

Table 16: Additional Details on Financial Support to Clubs for Scenario 1

Multi-Year Funding Agreements with Clubs	Grants	% Revenues	Annual Funding to Clubs	Estimated # Clubs	Estimated Funding Per Club (assuming equal distribution)
A, Smithers, Telkwa		60%	\$243,361	20	\$12,168
B, E and Burns Lake		16%	\$65,848	5	\$13,170
C, Fort St James		6%	\$26,346	6	\$4,391
D, Fraser Lake		3%	\$13,292	3	\$4,431
F, Vanderhoof		6%	\$24,979	5	\$4,996
G, Houston, Granisle		8%	\$31,834	6	\$5,306
Total		100%	\$405,660		

7.6. Implementation & Administration

In order to implement any of the scenarios, the RDBN needs to establish (at a minimum), the following two separate bylaws:

- 1) Service Establishment Bylaw to create the outdoor recreation service, identify which communities, and state the maximum tax rate to be charged (if applicable).
- 2) Contribution Bylaw to administer financial support to clubs via multi-year agreements or grants.

An example of each bylaw is provided in Appendix III. The Service Establishment Bylaw (1 above) gives the RD the authority to charge a tax for the service, hire staff, and develop and maintain parks that are owned or leased by the RD. This type of bylaw also allows the RD to enter into service agreements with contractors or volunteer groups for maintaining assets that are owned or leased by the RD.

Typically, establishing a new service requires electoral assent (which includes an alternate approval process or referendum). However, the *Local Government Act* includes some unique authority for parks and trails services. Section 339(2g) of the *Local Government Act* states that Regional Districts are not required to set a maximum tax rate in a bylaw that establishes a service for Regional Parks or Trails. In addition to this, Section 347(1b) states that Regional Districts are not required to obtain electoral assent and the Board may authorize electoral area approval for Regional Parks or Trails Services. The RDBN would need to confirm with the provincial government regarding whether or not a proposed Service Establishment Bylaw requires electoral assent or not.

The Contribution Bylaw (2 above) gives the RD the authority to collect taxes for the purpose of providing funding to non-profit organizations that maintain and operate outdoor recreation assets that the RD does not own or lease. A Contribution Bylaw would give the RD the ability to enter into multi-year funding agreements for up to 3 years with clubs. In the RDBN, many clubs operate assets on Crown land through agreements with the province therefore Contribution Bylaws would be required. Contribution Bylaws can be designed to establish a pool of funding to be distributed or the bylaw can be designed to provide funding to an individual club or organization. Electoral Assent is required prior to adopting a Contribution Bylaw; therefore, it could be more efficient to develop Contribution Bylaws for regions rather than for individual organizations.

Once a park or outdoor recreation service is established, the RD can establish bylaws to dictate regulations and standards in the parks and trails. An example of this type of bylaw is also included in Appendix III.

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8.0 Next Steps & Considerations

8. Next Step & Considerations

8.1. Recommended Next Steps

This Study started a dialogue across the RDBN about the idea of creating a new service for residents. Since starting the project, interest in the project has grown. The Study provides valuable information about what the RDBN's needs and demands are and what an outdoor recreation service could look like and cost. However, it is important to continue the dialogue with key stakeholders, club representatives, and the general public as this project moves forward. The recommendations in this report include the following next steps:

- 1) **Continue the dialogue with outdoor recreation clubs.** It is important for the RDBN to ensure that any proposed services consider and address the needs of local clubs. If clubs are not adequately consulted, it is less likely that the RDBN will meet their needs and this could lead to public opposition to a proposed service. Some key questions that need to be answered include:
 - a. How much annual funding do clubs in each Electoral Area need?
 - b. What type of criteria will the RDBN establish for entering into funding agreements with clubs?

- 2) **Continue the dialogue with political and administrative leadership teams from partner municipalities and rural areas.** Through these conversations the RDBN should determine the level of interest and willingness to pay for an outdoor recreation service. Below is a list of key outstanding questions for RDBN Directors:
 - a. A unique feature of all of the scenarios (compared to other RDs in the province), is the focus on providing funding to clubs who will be responsible for maintenance (red and yellow blocks). What do Directors think of this approach as opposed to the more typical approach where RDs are more focused on parks and outdoor recreation areas that they own and directly operate?
 - b. Would Directors support hiring a staff person to administer the service (blue block)?
 - c. Would Directors support the RDBN owning, leasing and managing outdoor recreation assets, such as boat launches, river/lake access areas and trails that are currently not managed by any other level of government (orange block)?
 - d. The sample annual budgets outlined in this report do not include potential funding from senior-level government matching grants, but they do include a line item for Capital Reserve that could go towards matching fund for grants. Without grants, it may be difficult for the RDBN to invest in "big ticket" infrastructure projects without charging a higher tax rate. What do Directors think of the idea of relying on senior-government matching grants for capital investments?
 - e. Do Directors think that tax revenues raised in Electoral Areas should go directly back into Electoral Areas? Or do they support a regional or sub-regional approach that allows funds to be pooled and spent on projects jointly identified by the participating areas and may include rotating larger investments between areas.
 - f. Are municipalities willing to contribute to the service?
 - g. Which regions are interested in moving forward with exploring the development of this new service?

- 3) In developing the scope and scale of an outdoor recreation service, consider the following:**
- a. Use the Needs & Principles as a checklist to ensure you are achieving your intended outcome.
 - b. Ensure that your tax rate will provide sufficient funding for maintenance as well as capital replacement costs.
 - c. Reduce the overall tax rate you need to charge by relying on senior-level government grants for new capital infrastructure.
 - d. Be strategic about investments in new infrastructure. A key challenge brought up throughout the interviews, survey and open house sessions is the idea that it is easier to secure funding for new infrastructure than for maintenance. The RDBN should develop careful criteria for determining the types of infrastructure they develop and acquire to ensure that tax rates do not need to increase significantly to meet maintenance requirements in the future.
 - e. Give careful consideration to the name of the department or division. Ensure that the name reflects the core service that the RDBN will be providing. For example, if the focus is on active transportation and trails then those key words should be reflected in the division name.
- 4) Continue to share information with the public about the proposed service.** This project involved developing a project webpage (www.rdbn.bc.ca/recreation), using the RDBN Planning Facebook page and developing a distribution list with over 150 stakeholders. The RDBN should continue to provide updates to these stakeholders and provide project updates through the website and Facebook page as the project develops and moves into future phases.
- 5) Educate residents about the benefits of outdoor recreation.** The RDBN should develop an education campaign prior to any alternate approval process to build understanding about the economic and health benefits associated with outdoor recreation and explain why the RDBN is pursuing this service. This could be done through a video to easily disseminate information. There may be grant funding to support this type of work.
- 6) Determine the best option for administering an outdoor recreation service and draft a service establishment bylaw that allows the RDBN to hire staff to administer the service.** Once all of the issues are understood, RDBN staff should draft a bylaw and present it to the RDBN Board for a decision.

8.2. Other Revenue Sources

A primary objective of this Study was to develop tax revenue scenarios to help the RDBN understand the potential taxation that is required to formally deliver outdoor recreation services. The project is heavily focused on tax revenues and taxation is typically the primary revenue source for the general operations of a parks department; however, it is important that the RDBN is aware of other revenue sources. Section 2.6 of this report describes a list of a list of alternative revenue sources, including: Development Cost Charges, Parkland or Cash-in-Lieu of Parkland at Time of Subdivision, Ecological Gifts and Grants.

The RDBN Economic Development Division maintains a list of local government grant opportunities and many of them are for outdoor recreation and trail development. There is a lot of opportunity for grant funding, especially for projects that improve active transportation. A few examples of grants that may support planning and infrastructure development include:

- The [B.C. Government Active Transportation Infrastructure Grants](#) provides cost-sharing for up to \$500,000 per project. The cost-sharing ratio depends on the size of the community and ranges from 50% to 80% of the project cost.
- Gas Tax funding can be used for active transportation and outdoor recreation infrastructure.
- The Green Municipal Fund provides funding for both planning and capital projects that support active transportation.

8.3. Made in the Bulkley-Nechako Approach

The recommendations in this report represent a unique form of delivering outdoor recreation services. The regional districts interviewed for this study all predominantly focused on administering and operating outdoor recreation services that they own or lease. The Peace River RD and Comox Valley RD offer outdoor-recreation focused grants and many of the regional districts interviewed utilize service agreements to support clubs that maintain assets that the regional districts own. However, none of the regional districts played a primary role in supporting clubs. We live in a unique region where volunteers have driven the development of outdoor recreation and continue to look for innovative ways to grow and maintain these assets.

If the RDBN moves forward with these recommendations, the outcome will serve as a unique structure for delivering outdoor recreation services. The proposed model of focusing on providing funding to clubs is similar to models that are more common for arts and culture service delivery. For example, the Fraser Fort-George Regional District has a bylaw to collect taxes that are distributed annually through multi-year agreements with eight arts and culture-based organizations. Another example is the Caribou Regional District, where a tax requisition is distributed to an Arts Society that is responsible for supporting and distributing grant funding to arts-based organizations throughout the region.

8.4. Outdoor Recreation in the Context of COVID-19

Since this work began in October 2019, our world has changed in ways that nobody could foresee. For organizations and governments, priorities have shifted to establishing systems that allow staff and residents to live and work safely in the context of COVID-19. It may be tempting to see COVID-19 as a significant threat to the tourism economy and, therefore, investing in outdoor recreation may be seen as less of a priority for the RDBN. However, it is important to remember that this work is not being fueled by the goal of promoting tourism for visitors from around the world. This work is focused on serving the local community and creating livable places that will attract and retain new residents.

Now more than ever, we understand the value of having paths, trails and open spaces near our homes so that we can maintain our physical and mental health. We have also been reminded of the fragility of seniors and the importance of maintaining healthy lifestyles as we age. This experience has shown us just how much we value socializing and gathering as a community. COVID-19 has highlighted that investing in outdoor recreation is not just about tourism; it is an investment in public health. We often think that only the federal or provincial government can influence public health, but investing in outdoor recreation is a powerful tool that local governments can use to proactively improve the overall health of communities.



***“One touch of nature makes the
whole world kin.”***

-John Muir (Father of National Parks)

Appendix I – What We Heard Report



What We Heard

RDBN Parks & Outdoor Recreation Services Study

June 2020



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1. Introduction & Background

The Regional District of Bulkley-Nechako (RDBN) recognizes the important role of parks and outdoor recreation in the overall quality of life and sustainability of the region. Currently, the Regional District does not formally provide any parks or outdoor recreation services, beyond financial contributions to municipal recreation activities. Existing parks and services in the rural areas are provided primarily by volunteer clubs, Recreation Sites & Trails BC, and BC Parks.

In response to increased public demand for outdoor recreation opportunities and challenges, the Regional District has developed the Parks and Outdoor Recreation Services Study (herein referred to as “the Study”). The Study seeks to answer the following questions:

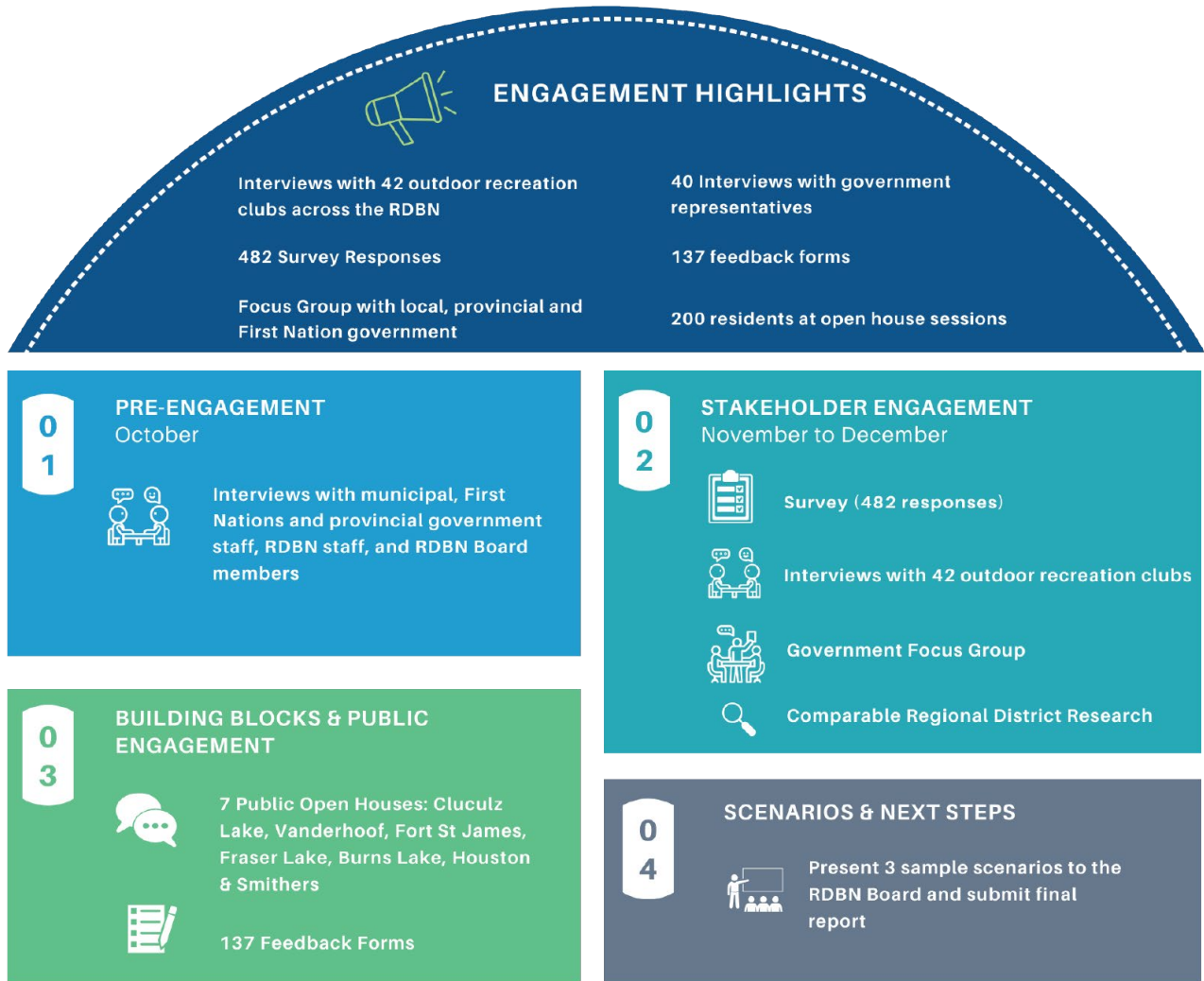
- **What are the outdoor recreation needs and demands across the RDBN? How do needs and demands differ across Electoral Areas?**
- **What is working well for existing volunteer recreation clubs and what are their challenges? How can the RDBN support volunteer clubs without stifling their enthusiasm and autonomy?**
- **What could a parks and outdoor recreation service in the RDBN look like and what would it cost?**

Community engagement was a core component of the Study. The Study began in October 2019 and the primary engagement methods included a public online survey, interviews, a government focus group, and seven open house sessions. Engagement opportunities provided the chance to hear directly from the people living, recreating and volunteering in communities across the RDBN.

This What We Heard report summarizes the key findings from the engagement process. The engagement findings will be used to help inform the development of the recommendations for the RDBN Board.

1.1 Process Overview

The diagram below illustrates the engagement process that occurred during Phases 1, 2 and 3 of the process.



1.2 What Was Done

The following engagement activities were completed from October to December 2019:

- I. **Interviews with Outdoor Recreation Clubs (42 clubs – 60 individuals):** The purpose of these interviews was to understand the needs, demands and opportunities for outdoor recreation from the perspective of local volunteers

that are currently maintaining and operating outdoor recreation amenities. Interviews were conducted in-person or over the phone and in many cases multiple people from each organization participated in the interviews.

- II. **Public Survey (482):** An online survey was made available from October 28th to November 24th. The purpose of the survey was to understand unmet outdoor recreation needs and opportunities from the perspectives of the general public. Paper copies of the survey were distributed when requested, though only 2 paper surveys were submitted.
- III. **Focus Group Session (19 participants):** The Focus Group provided an opportunity for representatives from local, provincial and First Nations governments as well as tourism and economic development agencies to learn about the “Study” and provide input on how the RDBN can support parks and outdoor recreation throughout the region.
- IV. **Open House Sessions (~204 participants):** Seven Open House sessions were planned across the RDBN in the following communities: Clucuz Lake, Vanderhoof, Fort St. James, Fraser Lake, Burns Lake, Houston and Smithers. The Open House sessions provided information to the public about the project and provided the public with an opportunity to ask questions of the project team and RDBN staff. Feedback forms were collected during the open house sessions as well as posted on the RDBN webpage between March 11th – 20th, 2020.

Engagement opportunities were promoted via individual phone calls, meetings, the project website, press release, and social media.

1.3 Criteria for Which Outdoor Recreation Clubs were Interviewed

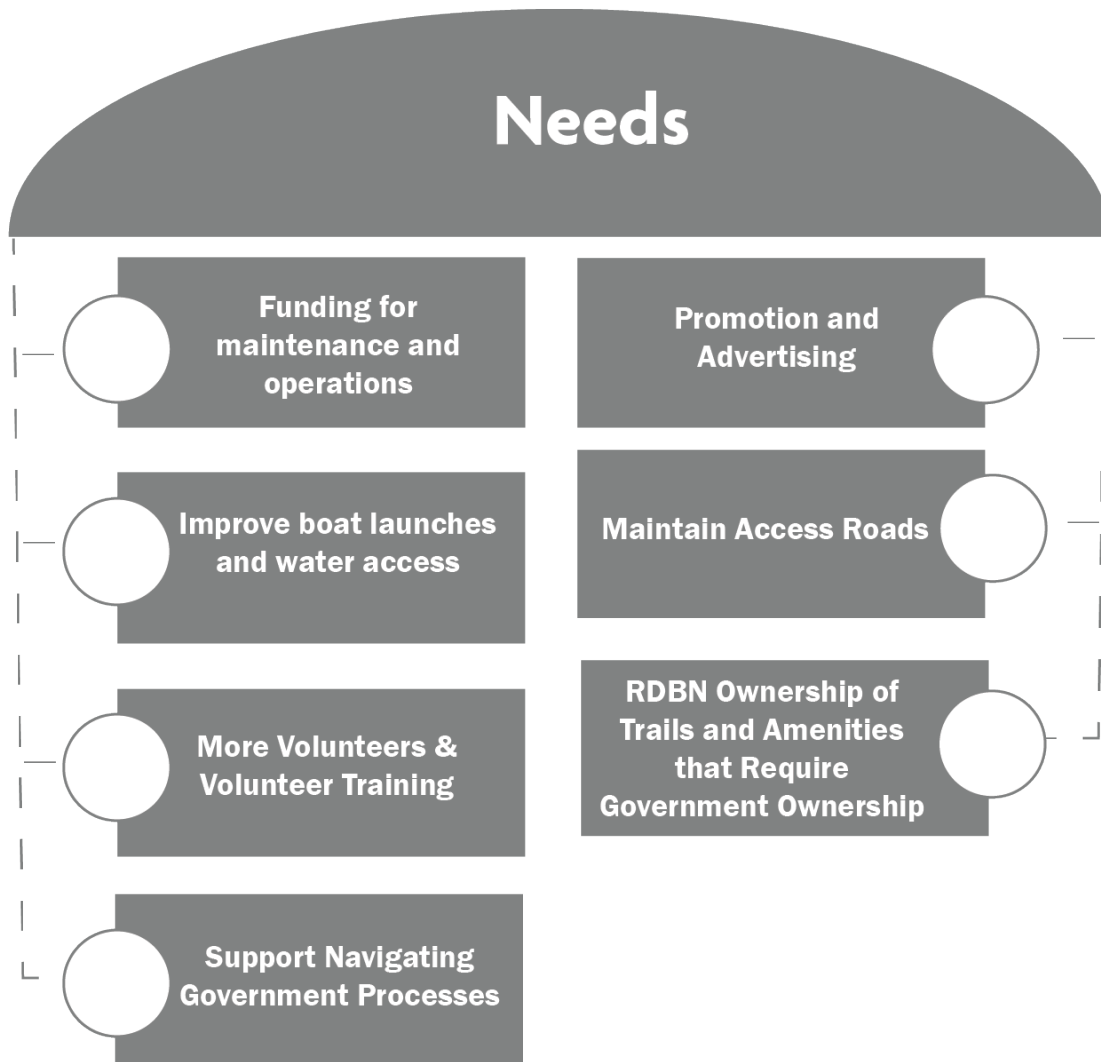
The project team established the following criteria to determine which clubs would be prioritized for an interview:

- The core service of the club must be outdoor recreation.
- Wildlife, hunting and fishing organizations were not prioritized for interviews, as the core functions of these organizations is wildlife conservation and the interests of these organizations are the responsibility of the Province of B.C. and not a related to a service the RDBN could provide.
- Recreation Commissions that focus on managing community halls were originally identified for interviews, but it became clear throughout the process that outdoor recreation was not the core function of these organizations. As a result of this finding not all Recreation Commissions were interviewed.
- Private guides and tourism operators were not interviewed, as the focus of this Study is on meeting public recreation.
- Community associations and advisory planning committees were not interviewed but were notified and updated about the project.
- Visitors Centres and Tourism agencies were not interviewed but were notified and updated about the project.
- Hudson Bay Mountain and Murray Ridge Ski Hill were not identified for interviews under the assumption that they are private businesses; however, Murray Ridge Ski Hill operates as a non-profit organization and should be included in future phases of this project.

Appendix A includes a list of the 42 outdoor recreation clubs that were interviewed through the process.

2. Summary of What We Heard Across Electoral Areas

The needs identified through the engagement process have been consolidated into the seven areas illustrated in the diagram below. These seven needs will guide the development of recommendations for a RDBN outdoor recreation service.



Though the seven common needs were frequently mentioned, there were differences across Electoral Areas that are important to consider. The table below illustrates the magnitude of each need within each Electoral Area.

The magnitude (low, medium or high) is determined by the frequency of comments received regarding each need, the number of established outdoor recreation clubs in the region and the amount of established outdoor recreation amenities and infrastructure in the region. A discussion of the magnitude of need in each Electoral Area is described below on the following page.

Needs	Medium				High		
	A	B	C	D	E	F	G
Funding for Maintenance & Operations	Dark Blue	Dark Blue	Dark Blue	Light Blue	Very Light Blue	Dark Blue	Dark Blue
Improve Boat Launches & Water Access	Dark Blue	Dark Blue	Dark Blue	Light Blue	Dark Blue	Dark Blue	Light Blue
More Volunteers & Volunteer Training	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue
Support Navigating Government Process	Dark Blue	Light Blue	Dark Blue	Dark Blue	Very Light Blue	Light Blue	Dark Blue
Promotion & Advertising	Dark Blue	Dark Blue	Dark Blue	Light Blue	Very Light Blue	Light Blue	Dark Blue
Maintain Access Roads	Dark Blue	Light Blue	Light Blue	Dark Blue	Very Light Blue	Light Blue	Dark Blue
RDBN Ownership of Trails & Amenities that Require Government Ownership	Dark Blue	Light Blue	Dark Blue	Light Blue	Light Blue	Light Blue	Light Blue

- Area A has the largest and most established recreation network in the region and clubs are well organized and supported, but clubs lack funding to keep up with maintenance and meet user expectations for expansion.
- Area B has an established and growing outdoor recreation network and those clubs with formal trails and assets are struggling to keep up with maintenance and meet user expectations for expansion.
- Area E does not have any clubs that are solely focused on outdoor recreation. It is likely that many of the Area B clubs have members from Area E. Given the lakes that characterize Area E, boat launches and water access are a priority.
- Area D has very few recreation clubs; however, it has many natural assets, including Fraser Lake and Fraser Mountain, that create potential for recreation opportunities and investment.
- Area F clubs appear to be financially self-sustaining and their use of an umbrella organization to manage multiple clubs (Nechako Valley Sporting Association)

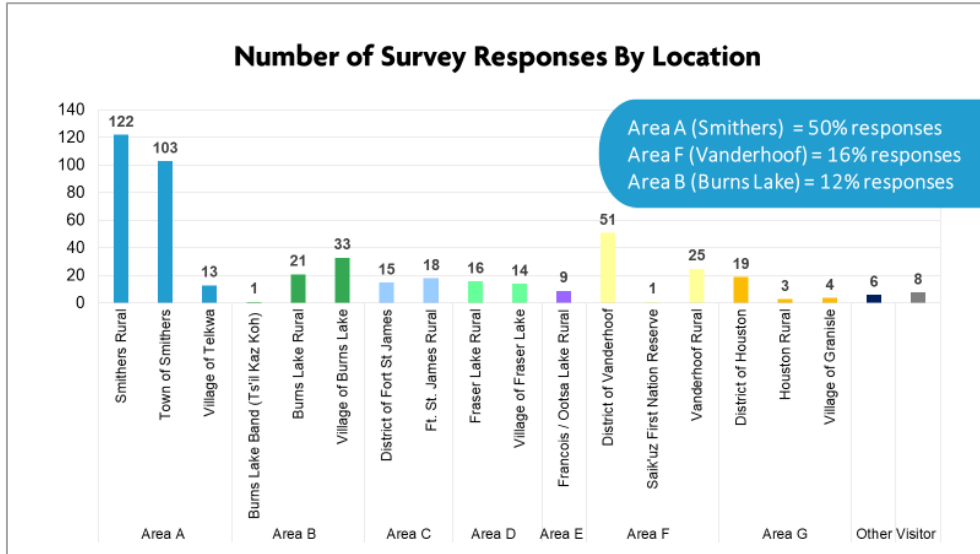
provides for efficiencies in operations. Given the lakes and rivers in the area, boat launches and water access are a priority.

- Area C has a culture of community support for outdoor recreation but volunteer capacity and a small population base pose a challenge. Some clubs would benefit from support navigating government process, while others need funding.
- Area G has a combination of newer clubs and clubs with a long-standing history. Some clubs would benefit from support navigating government process, while others would benefit from funding for maintenances and expansion.

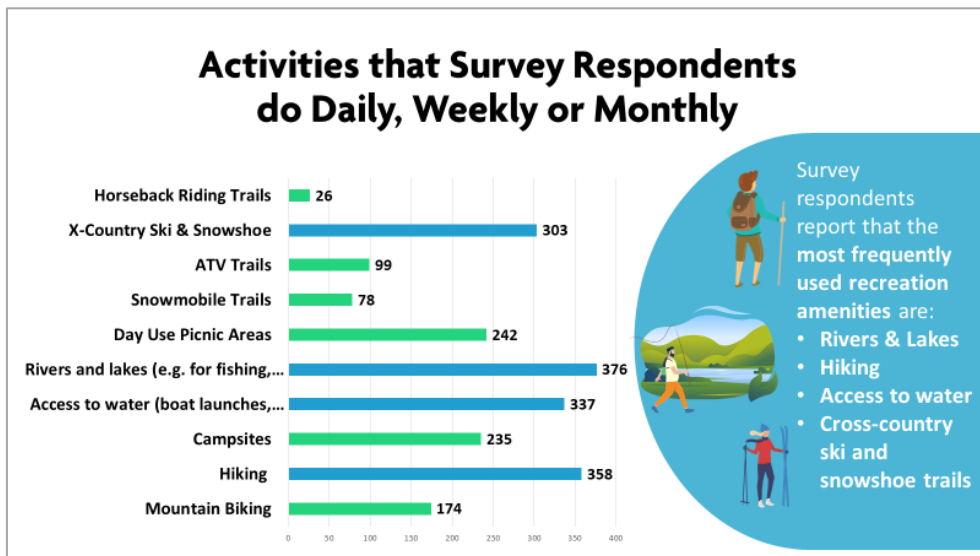
It is important to highlight that just because an Electoral Area has a lower magnitude for a specific need, it does not mean the area has lower potential for developing outdoor recreation amenities. For example, Area D has less of a need for funding for maintenance than Area A because Area A has significantly more established recreation assets being managed by clubs. However, Area D has potential for developing new outdoor recreation infrastructure given the local population base is in close proximity to natural assets, and if outdoor recreation assets are developed and clubs or government become more engaged in maintenance, then maintenance funding may become a bigger priority.

3. Summary of Survey Responses

A total of 482 survey responses were received. Area A (Smithers) accounts for 50% (n=238) of the survey responses, followed by Area F (Vanderhoof) with 16% (n=77) of the responses, and Area B (Burns Lake) with 12% (n=55) of responses.

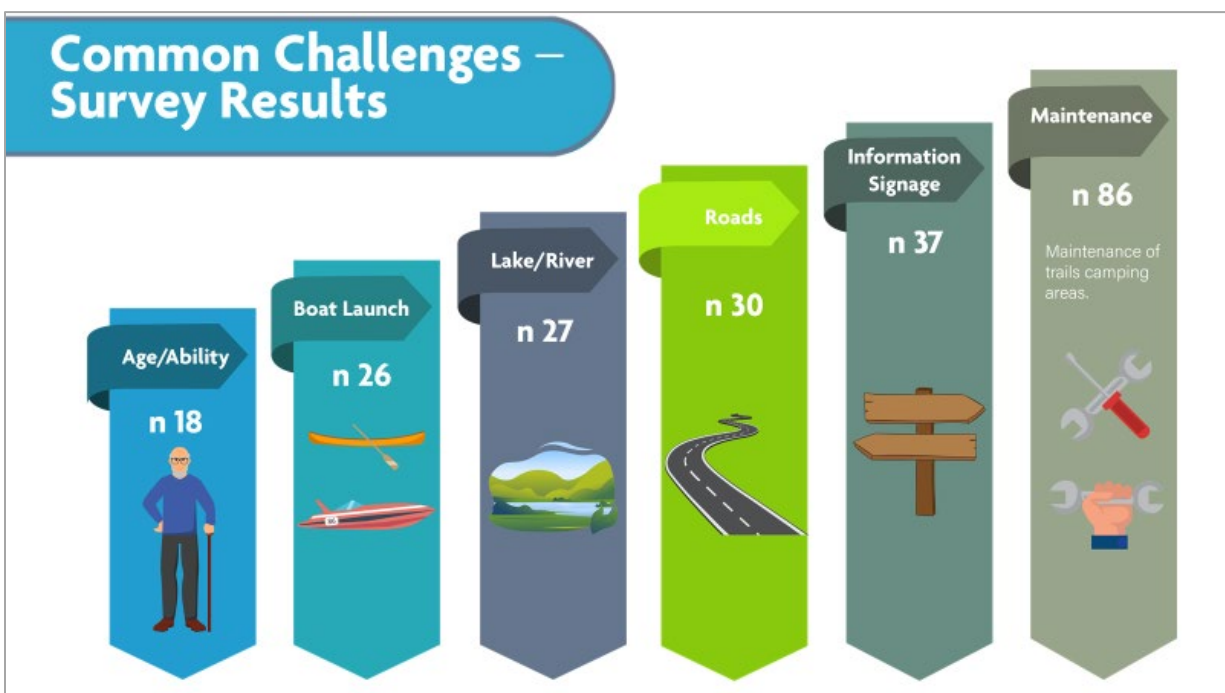


The most common outdoor activities that respondents reported were water-based activities (fishing, boating, etc.), hiking, accessing rivers and lakes, and cross-country skiing.



Respondents were asked to identify challenges that they face when recreating in the region, and the most frequent themes include (illustrated in the diagram below):

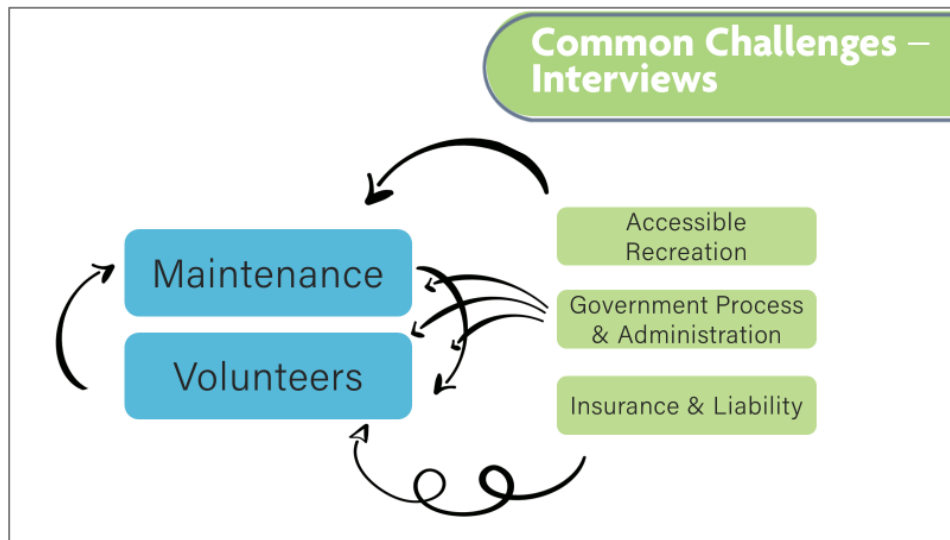
- **Maintenance:** Many trails are not passable due to blow-down and overgrowth.
- **Information & Signage:** There is a lack of directional signage for navigating trails and limited information (both online and print) about how to access recreation areas and trails.
- **Road Access Maintenance:** Access roads are not repaired and the lack of plowing in the winter significantly reduces winter recreation opportunities.
- **Lake/River Access:** There is a lack of parking, docks and beach access at popular lakes and rivers and lake/river access areas are not well connected to the active transportation network (i.e. you have to drive to them).
- **Boat Launches:** There is a lack of boat launches and those that exist are informal and poorly maintained.
- **Age/Ability Friendly:** There are not enough trails and recreation areas that are informal and close to town, fully accessible, and family-friendly.



4. Summary of Interviews with Outdoor Recreation Clubs

A total of 42 outdoor recreation clubs were interviewed throughout the process. A detailed list of all of the clubs interviewed is provided in Appendix B. Although each Electoral Area and recreation organization has different needs and cater to a unique population and visitor base, there are a number of common needs and challenges within the RDBN.

The two most frequent themes were the need for **additional funding to support maintenance** and the **need for more volunteers**. Following these themes was a demand for more recreation opportunities that are closer to town and accessible for people of all ages and abilities, a need for **more help navigating government process** and **challenges with the high cost of insurance for hosting events and managing and maintaining trail and recreation networks**. These common challenges, and their interconnections, are illustrated in the image below and further described in the following pages.



Maintenance

Many clubs noted that most grant funding is for new development and maintenance costs are ineligible. Clubs consistently expressed a need for additional funding to support the following maintenance activities:

- **Trail Maintenance:** Interviewees expressed challenges meeting maintenance needs for danger tree removal, tree falling and bucking, hand brushing, and machine-brushing.
- **Maintaining Recreation Infrastructure:** Interviewees noted poor maintenance or a lack of maintenance of amenities, such as: cabins, trail heads, parking lots, outhouses, garbage facilities, signage, boat launches.
- **Equipment Maintenance:** Interviewees explained that equipment maintenance is a high cost that many people don't think about and noted that equipment maintenance isn't eligible for most grants.
- **Access Roads:** Clubs expressed frustration with the lack of plowing of access roads in winter months and poor summer road maintenance. This includes the brushing of roads and a lack of maintenance of boat launches.

In some cases, clubs have common maintenance and equipment needs (for example, snowmobile clubs and x-country ski clubs have similar needs with respect to pre-season brushing to prepare for trail grooming); but in many cases clubs have unique maintenance needs. In addition to this, clubs have a significant amount of knowledge about their maintenance needs and the local contractor supply network and, therefore, clubs wish to maintain the autonomy and leadership they have in making decisions about maintenance.

Volunteers

Many clubs expressed that the same few volunteers are consistently doing the majority of the work. In many cases, aging volunteers and a small population base were identified as challenges. Some key issues that were consistently raised regarding the lack of volunteers include:

- **Chainsaw Training:** Need for additional chainsaw safety certification to ensure that volunteers meet insurance requirements and minimize risk.
- **Volunteer Recruitment & Capacity:** Desire to increase volunteerism with recreation organizations.
- **Coaches & Trainers:** Need for coaches and trainers in order to keep youth engaged and create a culture of competition. This was particular need in the cross-country ski community, but was also raised from water-based clubs (sailing, kayaking, canoeing) and mountain bike clubs.

- **Funding for Events & Volunteers:** Clubs indicated a need to funding to support events and cover costs for volunteers (accommodation, food, etc.)
- **Finance Management Volunteers:** Clubs expressed challenges finding volunteers with skills in finance.

Accessible Recreation

Clubs consistently noted the need for new recreation infrastructure that is closer to town, supports active transportation and recreation for all ages and abilities:

- **Active Transportation & Recreation Amenities Closer to Town:** People want to be able to cycle to a nearby trailhead or lake access without getting in a car.
- **Age & Ability Friendly Trails:** People want to be able to bring their kids and grandparents to enjoy trails and recreation areas. The need for beginner-friendly trails was a common theme for mountain biking clubs.
- **Improved Amenities at Trailheads:** People want better maintained outhouses, access, signage, garbage, and maps.
- **Improved Access to Information:** There is a need for more access to information online and promotion of tourism in the region.

Government Process & Administration

- **Navigating Government Process & Contacts:** Assistance for recreation organizations navigating government process, developing land use agreements, and finding contacts within government.
- **Grant Writing:** Desire for continued and expanded grant writing support
- **Templates for Operational Plans:** Standard templates for operation plans for recreation infrastructure on crown land.

Insurance and Liability

- **Unsanctioned Trails:** Unsanctioned trails and assets are not legal and cannot be insured for users or volunteers doing maintenance.
- **Insurance Costs & Administration:** Clubs needs to provide liability insurance for users and volunteers and those costs can be high. In some cases, clubs do not fully understand their liability exposure, what their insurance needs are, and how government insurance on Crown land may or may not cover them.

Outdoor recreation clubs were asked to provide ideas for how the RDBN can support them as well as feedback regarding how the RDBN should not get involved.

When asked where the RDBN should not get involved, clubs consistently expressed a desire to avoid the creation of more red tape and to ensure that clubs maintain autonomy and leadership. In addition to this, clubs do not want the RDBN to create services that compete with clubs' services and they do not want the RDBN to dictate who they hire for maintenance contracting.

The infographic consists of five horizontal bars on the left, each containing a suggestion, and a large grey rounded rectangle on the right containing a title. The bars are colored as follows: blue, teal, dark blue, green, and dark teal. The grey shape has a white border and a curved edge on the left side.

- Do not create additional red tape or another level of permitting
- Let local clubs take the lead and do not dictate how clubs operate
- Let the clubs control maintenance plans & trail standards
- Do not offer or create services that compete with the clubs
- Do not dictate contractors for maintenance

**Interviews:
Suggestions
for Services
the RDBN
Should Not
Get Involved**

5. Summary of Focus Group Meeting

On December 11, 2019 the consulting team led a focus group with government representatives. The focus group was held in Burns Lake and was facilitated by:

- Hillary Morgan, RPP MCIP
- Liliana Dragowska, RPP MCIP
- Karin Albert, Parks Planner

A total of 19 people participated, including representatives from the provincial government (8), RDBN (5), partner municipalities (5) and First Nations governments (1). The participants came together to share ideas about how the RDBN can support and enhance outdoor recreation throughout the region. The ideas and questions discussed throughout the day will be integrated into the “Study” to ensure that recommendations are grounded in local realities.

Below is a summary of the topics that were covered throughout the day:

1. Presentation and discussion of “What we heard” through the online survey and interviews with volunteer-based recreation clubs;
2. Overview of recreation service delivery models from comparable Regional Districts throughout BC;
3. Discussion of the pros and cons of different service delivery models in the context of the needs identified through the engagement process and perspectives of everyone in the room.
4. Discussion of opportunities for governments and agencies to work together to advance common parks and outdoor rec goals.

The general consensus from the focus group was that a new RDBN outdoor recreation service should achieve the following:

- ***Support collaboration***, including sharing resources, skills, and finding efficiencies.
- Allow the RDBN to play the role of ***both a facilitator and land owner or tenure holder role***.
- Allow for ***leveraging funding*** (this could mean through grant access or through support from other levels of government).
- A RDBN outdoor recreation service should ***not be 1-size fits all*** and should reflect diverse needs across the region.
- ***Build on club’s enthusiasm and energy***.
- Provide space for ***strategic planning and setting priorities***.
- Create ***certainty for funding and work getting done***.

- ***Address the needs of informal recreation*** (such as boat launches and water access) as well as formal, club-driven recreation.

Based on the focus groups discussion, there was general consensus that the project team should consider the following risks in undertaking this work:

- Clubs have limited capacity and ***we need to design a service that support clubs and doesn't add more to their plate.***
- ***Picking and choosing who gets what is challenging and could become political.***
- The ***low population density and tax base*** is a limiting factor in creating a new service for the region.
- Creating funding for maintenance will create employment opportunities in communities and ***government procurement policies may limit the ability to hire local contractors.***
- Maintenance isn't sexy and the ***RDBN may be perceived as creating a redundant service.***

6. Summary of Open House Sessions

From February 26th to March 11th the RDBN and the consulting team hosted seven open houses in Cluculz Lake, Vanderhoof, Fort St James, Burns Lake, Fraser Lake, Houston and Smithers. Over 200 people attended open houses. The open houses included display boards summarizing what was heard through the interviews and surveys, key findings from comparable Regional Districts that offer outdoor recreation services, and examples of what a RDBN outdoor recreation service could look like. More information and the open house display boards are available at www.rdbn.bc.ca/recreation.

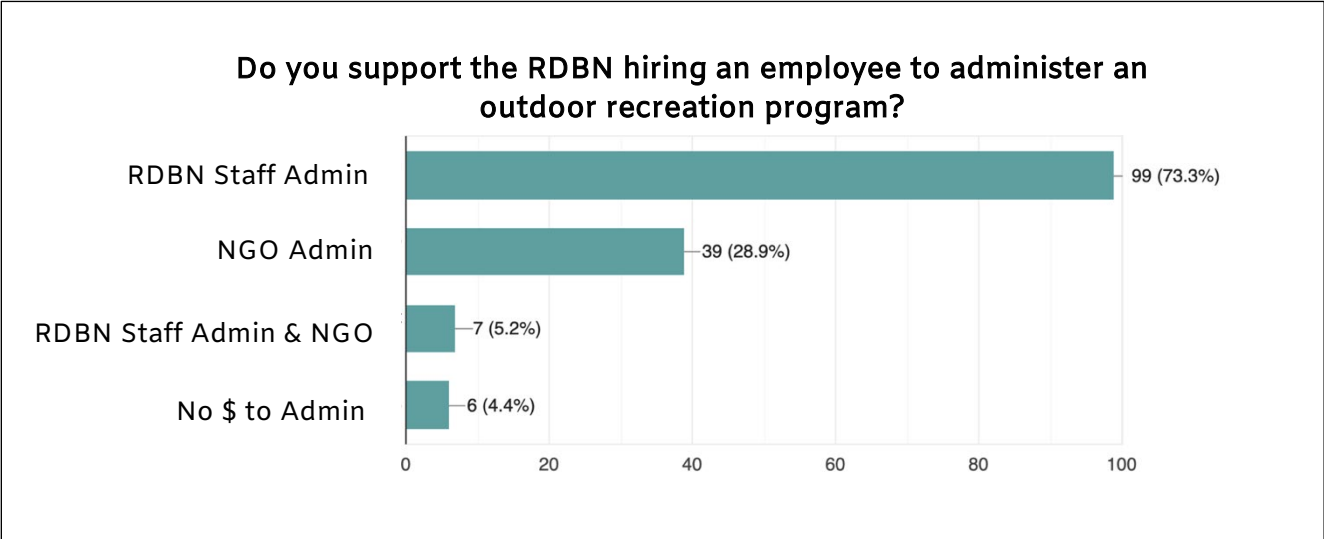
Some of the key topics discussed at the open houses included:

- Enthusiasm and ideas about potential outdoor recreation projects, such as boat launches, trails, and signage.
- Opportunities for the RDBN to get more involved in promoting outdoor recreation amenities through a website.
- General interest in municipal residents contributing tax dollars to the service; residents expressed that there are no borders when it comes to outdoor recreation amenities and who uses them.
- Most people who attended the open houses expressed support for the idea of the RDBN providing more funding support to non-profit clubs that currently manage and develop outdoor recreation assets.
- Representatives from local outdoor recreation clubs were generally not supportive of the idea of creating grants and would prefer to have multi-year funding agreements.
- Mix of feedback regarding the idea of hiring an outdoor recreation coordinator who would be responsible for liaising with clubs, promoting outdoor recreation amenities, building partnerships, securing grants and funding, and managing any RDBN-owned outdoor recreation assets.
- Concern about taxes collected being invested into the local area.
- Concern about tax increases for people on a fixed-income and in communities where the economy is declining.
- The highest turn-out for open houses were in Smithers, Cluculz Lake, Burns Lake, Fraser Lake, and Fort St James. There was a low turn-out in Vanderhoof and Houston.

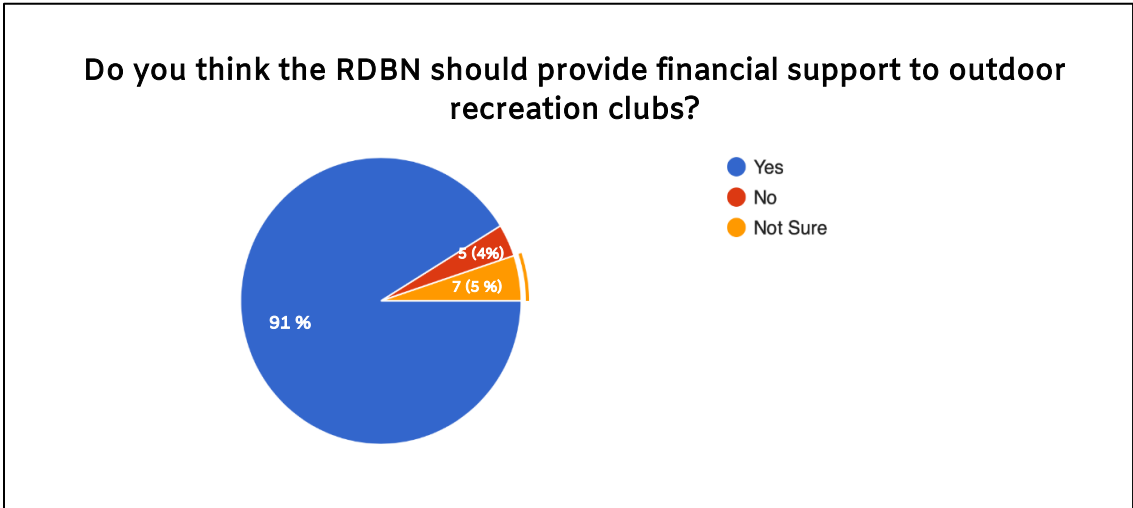
The consulting team collect 137 feedback forms, 26 of which were submitted online. The feedback forms gathered input about how residents would like to see the RDBN get involved in delivering and supporting outdoor recreation services and what residents would be willing to pay in property taxes to support a new service. The feedback form was made available online until Friday, March 20th, 2020.

The information provided in feedback forms cannot be generalized to the broader public, but taken into consideration with findings from interviews with clubs and responses to the online survey, we can glean the current level interest in a new outdoor recreation service. The following four charts summarize the results from the feedback from.

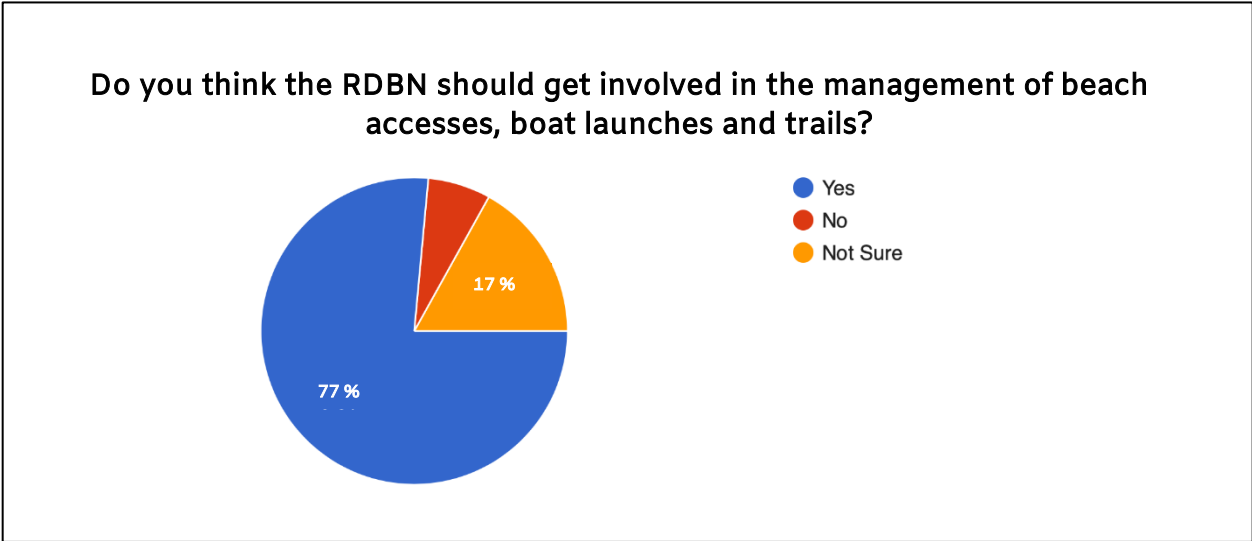
A key element of creating an outdoor recreation service is having a dedicated employee to run the service. The majority of the feedback forms indicated support for the RDBN to hire an employee to support outdoor recreation.



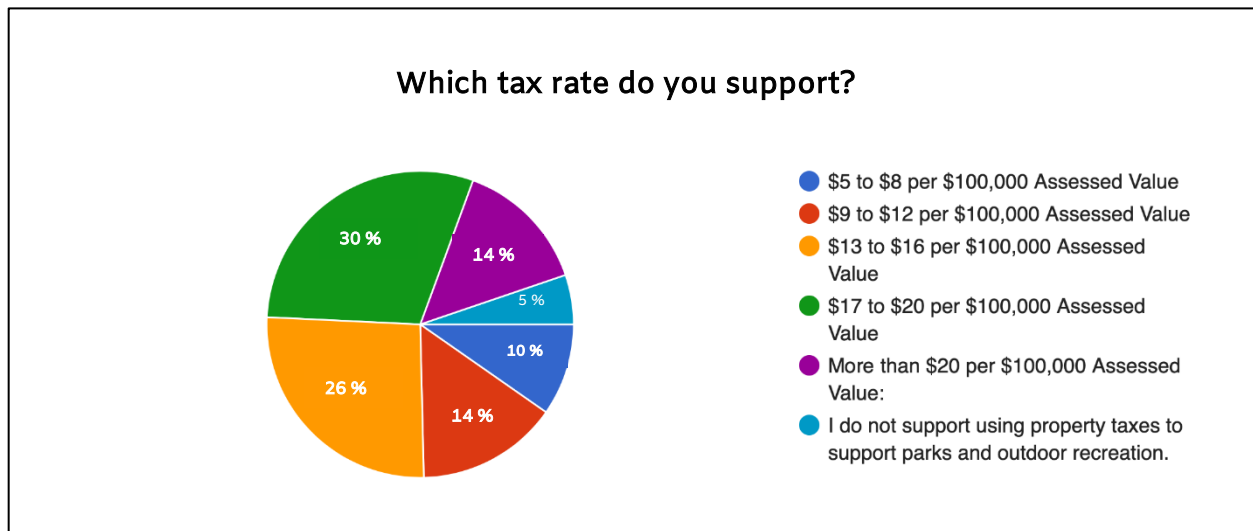
Throughout this Study, outdoor recreation clubs consistently reported that a lack of funding for maintenance is a major challenge that they face. Many clubs expressed that maintenance needs are exceeding volunteer capacity and it is difficult to secure funding for maintenance because most grants are focused on the development of new infrastructure. 91% of the feedback form respondents indicated support for the RDBN providing financial support to local outdoor recreation clubs to help them maintain outdoor recreation amenities.



The majority of the feedback forms, 75%, indicated support for the RDBN to get involved in the management of beach accesses, boat launches and active transportation trails that are currently not being managed or maintained by any level of government or by local clubs.



The majority of the feedback forms indicated support for charging a tax to raise revenues to support outdoor recreation in the region.

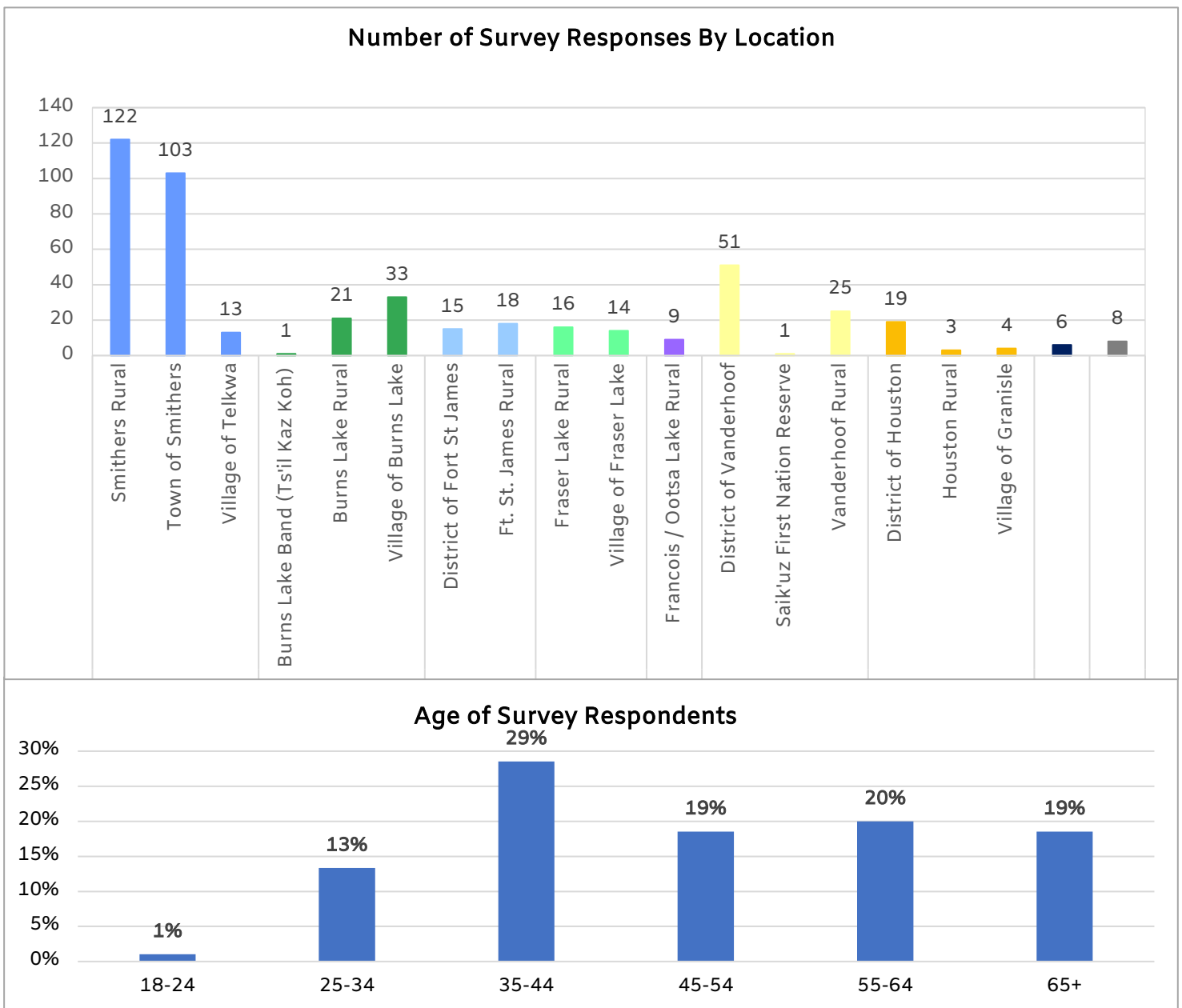


Respondents indicated they volunteered for over 30 distinct recreation groups within the Regional District. A detailed summary of what was heard and feedback form results in each area can be reviewed in Appendix C.

Appendix A – Detailed Summary of Survey Results

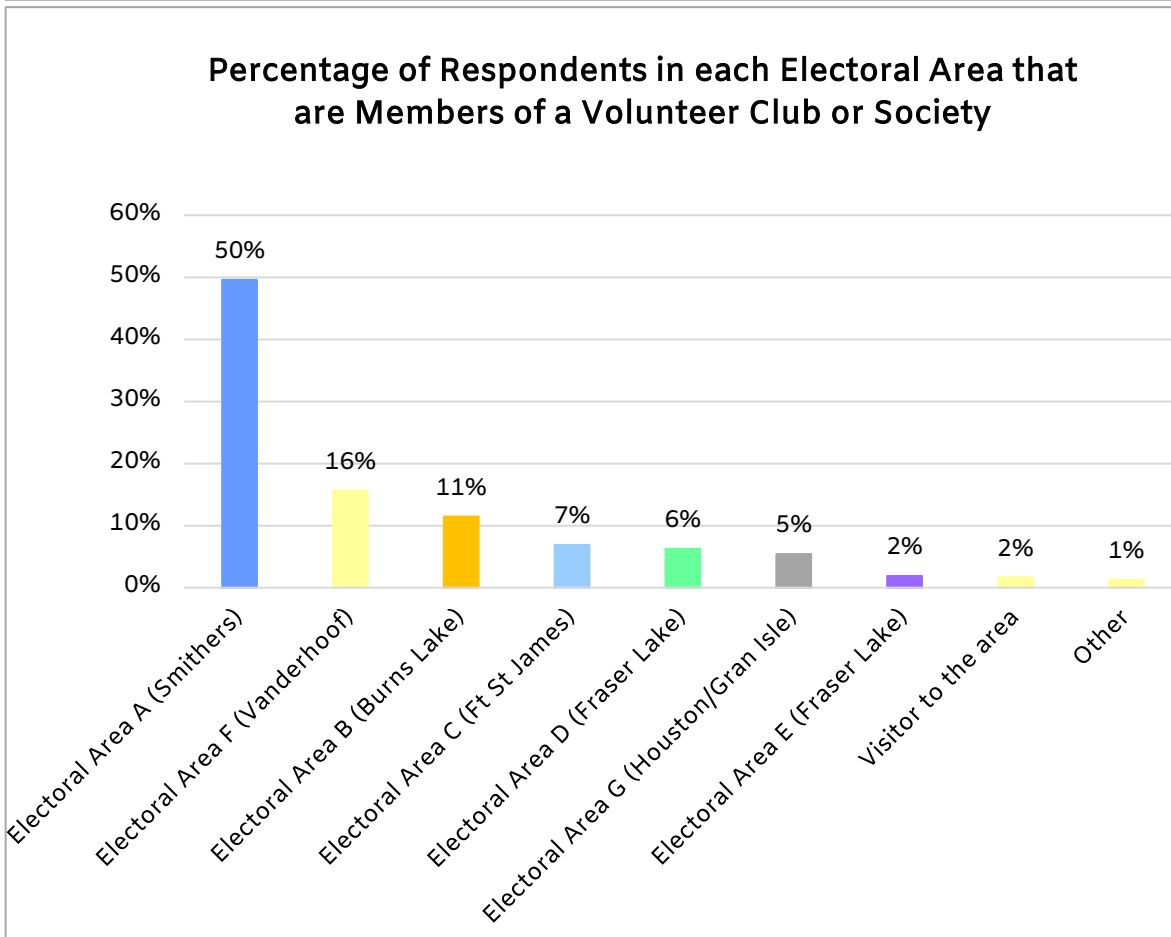
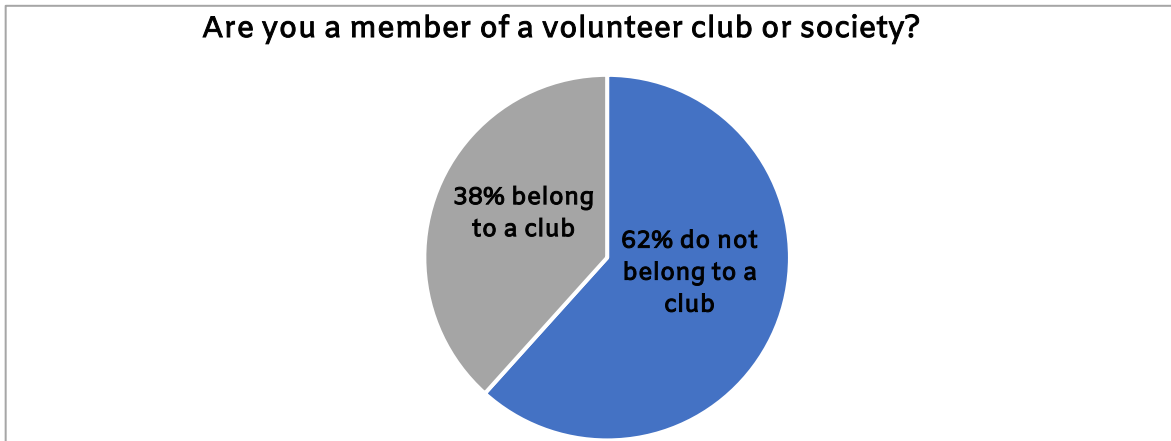
A-A.1 RESPONDENTS

A total of 482 survey responses were received. Area A (Smithers) accounts for 50% (n=238) of the survey responses, followed by Area F (Vanderhoof) with 16% (n=77) of the responses, and Area B (Burns Lake) with 12% (n=55) of responses. The survey responses reflect a range of age groups from 35 years old to over 65 years old; however, those under 24 years of age are not represented by the survey.

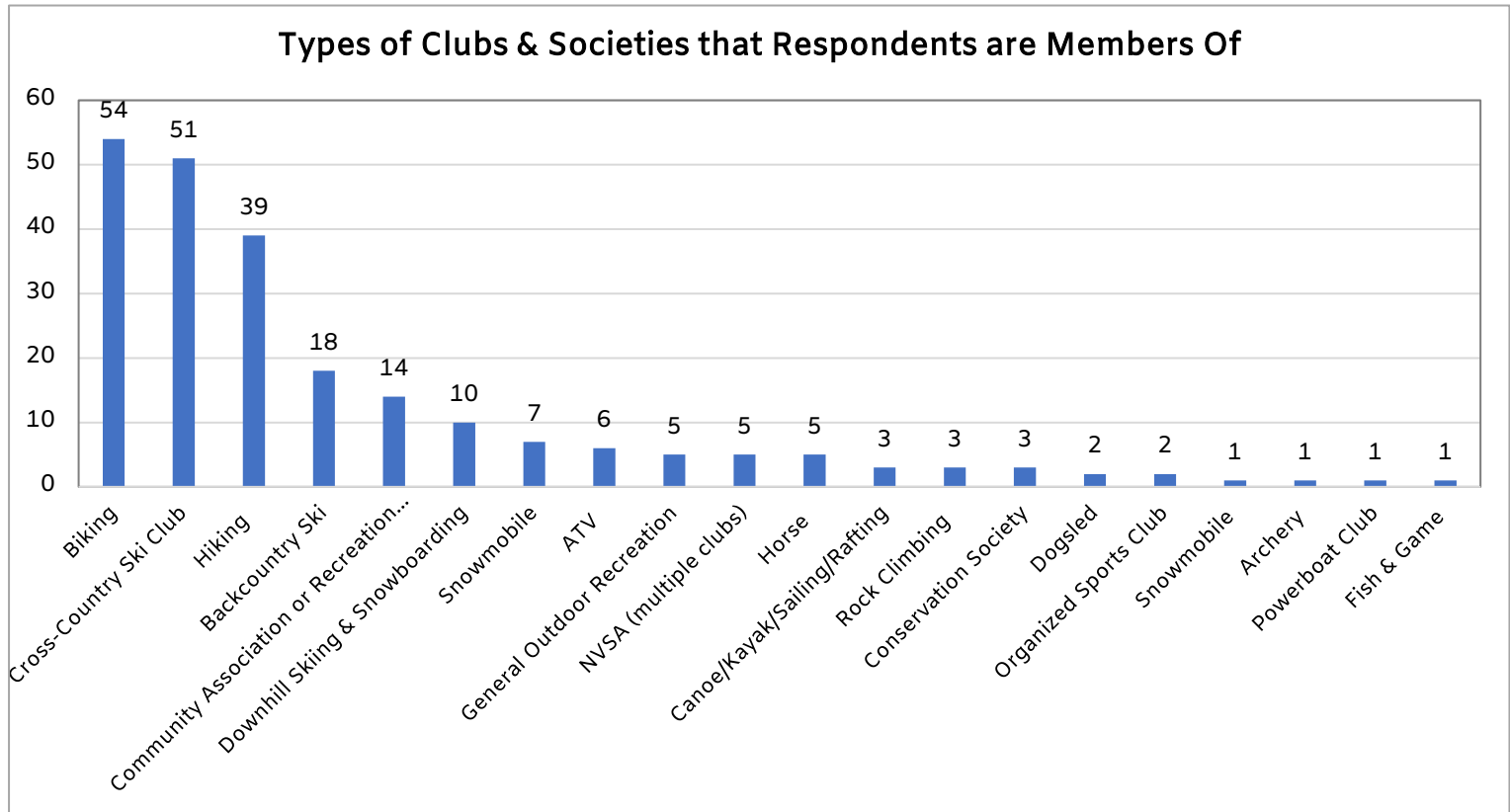


A-A.2 PARTICIPANTS IN CLUBS

184 respondents belong to a volunteer club or society, while 298 respondents do not. Respondents from Electoral Area A (Smithers) have more participation in clubs and volunteer societies than other Electoral Areas. Fifty percent of respondents from Electoral Area A reported being a member of a club, compared to 16% in Area E and 11% in Area B.



Respondents are members of a variety of clubs and societies. The three most common types of clubs that respondents belong to are bike clubs (n=54), cross-country ski clubs (n=51) and hiking clubs (n=39).

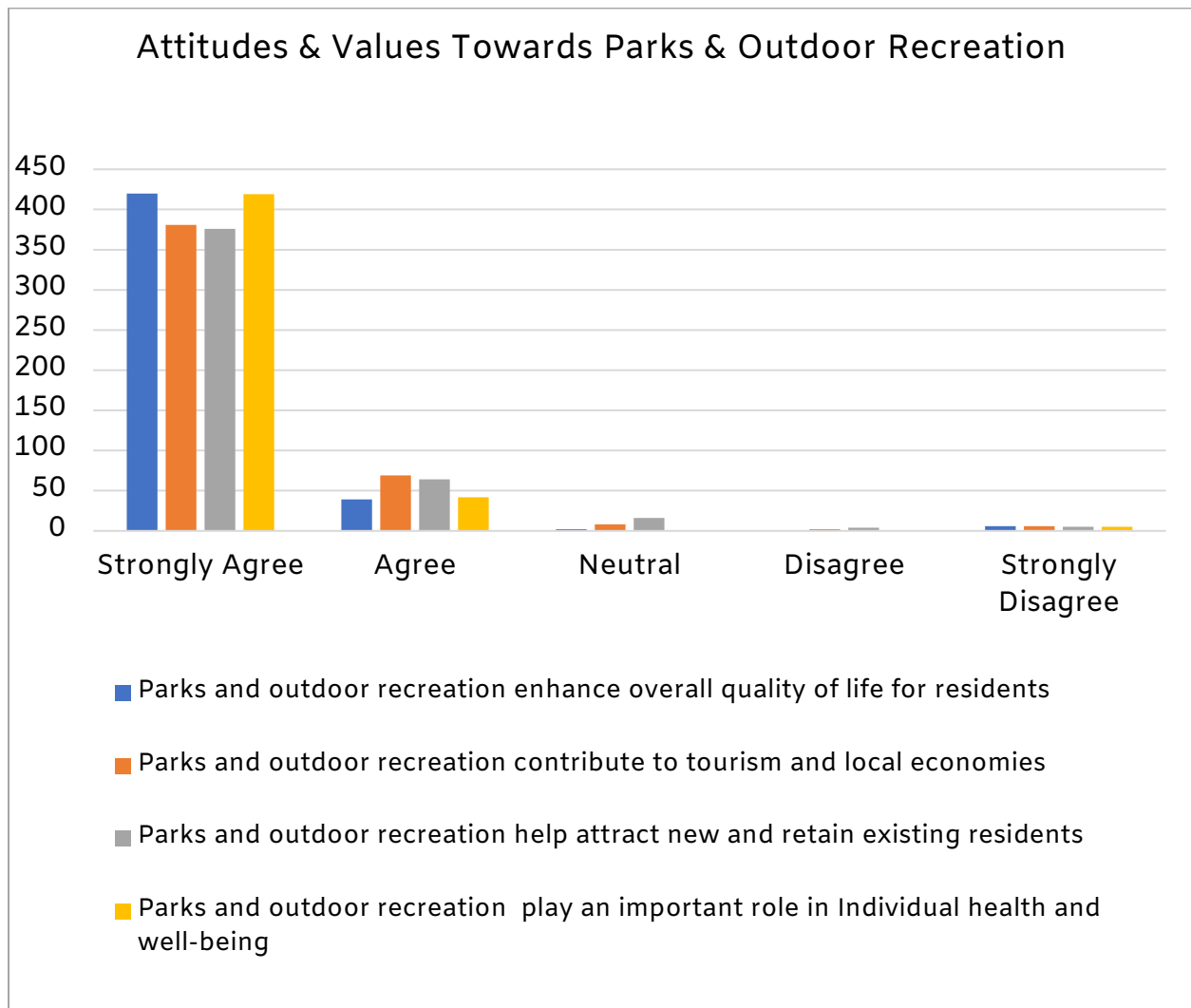


A-A.3 ATTITUDES & VALUES TOWARDS OUTDOOR RECREATION BY ELECTORAL AREA

With the exception of a few outliers, respondents across all Electoral Areas strongly agreed or agreed with the following statements:

- Parks and outdoor recreation enhance overall quality of life for residents
- Parks and outdoor recreation contribute to tourism and local economies
- Parks and outdoor recreation help attract new and retain existing residents
- Parks and outdoor recreation play an important role in Individual health and well-being

This demonstrates that people who filled out the survey generally value parks and outdoor recreation.



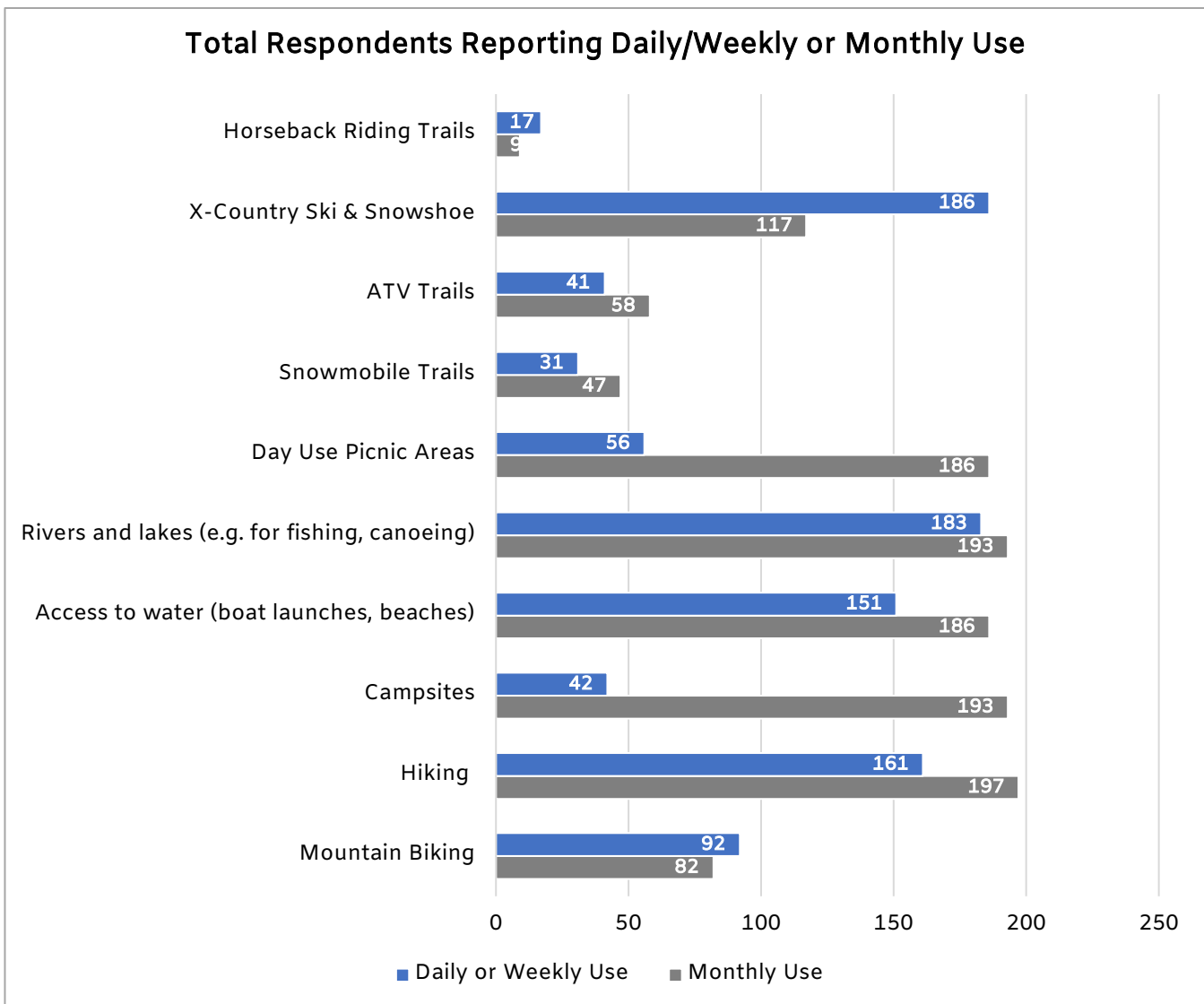
A-A.4 OVERALL FREQUENCY OF USE FOR OUTDOOR RECREATION AMMENITIES

Respondents reported that they participate in the following outdoor recreation activities on a **daily or weekly** basis (during the season it is available):

- 1) X-Country Skiing and Snowshoeing (39% respondents indicated daily or weekly use)
- 2) Rivers and lakes (38% respondents indicated daily or weekly use)
- 3) Hiking (33% respondents indicated daily or weekly use).

Respondents reported that they participate in the following outdoor recreation activities on a **monthly** basis (during the season it is available):

- 1) Hiking (41% respondents indicated monthly use)
- 2) Rivers & Lakes as well as campsites (40% respondents indicated monthly use)
- 3) Access to Water and Day Use Picnic Areas (39% respondents indicated monthly use).



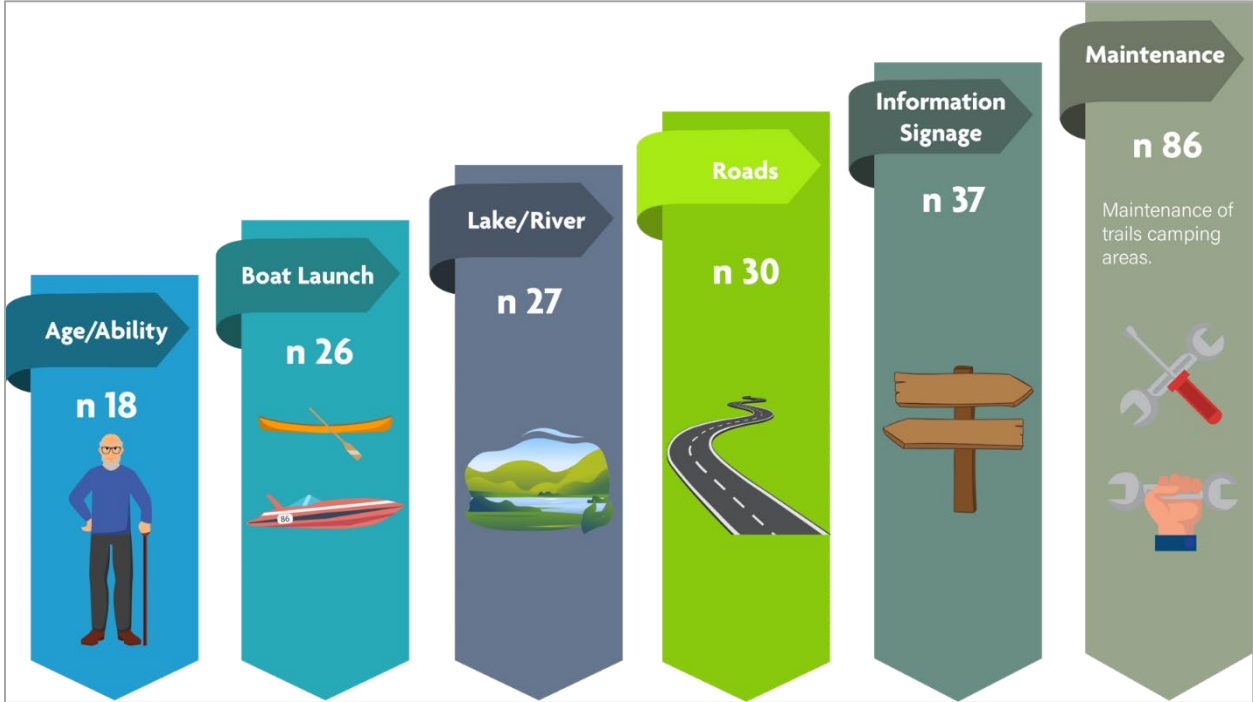
These findings cannot be used to generalize about the popularity of each outdoor recreation activity, but the information does tell us that x-country skiing, hiking and water-based activities are frequently used by respondents.

Other outdoor recreation activities that were reported include:

- 92 respondents (19% of total) reported mountain biking on a daily or weekly basis;
- 41 respondents (8.5% of total) reported using ATV trails on a daily or weekly basis; and
- 31 respondents 6.4% of total) reported using snowmobile trials on a daily or weekly basis.

A-A.5 CHALLENGES WITH EXISTING PARKS AND RECREATION AREAS

The most frequently reported challenges for existing parks and recreations areas captured in the graphic below and described in detail in the following pages.



1) Maintenance of Trails and Camping Areas (n=86)

- The most frequently reported challenge with maintenance is fallen trees and overgrowth on hiking and biking trails. Respondents noted that volunteers cannot keep up with the amount of maintenance required.
- Many respondents indicated that there was too much reliance on volunteer groups for trail maintenance.
- Other general maintenance themes include comments regarding: garbage, outhouses being dirty and vandalism.

2) Information and Signage (n=37)

- Lack of directional signage makes it difficult to find trailheads and navigate trail systems safely.
- Lack of comprehensive and up to date maps.
- Online mapping is improving, but in some cases trails advertised are not maintained.
- Trail marking needs to be improved in some areas.

3) Road Access Maintenance (n=30)

- Lack of maintenance and low design standards on access roads (grading, only 4X4-friendly, etc.) for popular trailheads.
- Lack of winter plowing on access roads limits potential for backcountry skiing opportunities.

4) Lake & River Access (n=27)

- Lack of parking, docks and beach areas at popular lakes and rivers.
- Desire for improved access for pedestrians and cyclists via multi-use path networks as well as for vehicle access.
- Some respondents commented about crowding and litter at lakes that are developed for public access.

5) Boat Launches (n=26)

- No boat launches exist or there is a lack of boat launches at popular lakes and rivers.
- Many of the existing boat launches are not being maintained and require improvement.

Other common themes regarding challenges are outlined in the table below.

Theme (n=# of times theme was reported)	Frequent Comments
Age and Ability-Friendly Activities (n=18)	<ul style="list-style-type: none"> • Lack of wheelchair access • Desire for more beginner and kid-friendly mountain biking and walking/hiking trails • Need for play structures for children • Not enough recreation areas and trails that are close to town and family-friendly
General comments about a desire for more outdoor recreation amenities (n=17)	<ul style="list-style-type: none"> • Desire for more trails for hiking, biking, walking and running and for more variety of trails (i.e beginner, intermediate, advanced) • Desire for more campsites
Campsites closed or too crowded (n=12)	<ul style="list-style-type: none"> • Campsites should have a longer season (they open to late and close too early) • Popular campsites are often full on long weekends • Desire for more enforcement to address people “holding” campsites by parking their trailer mid-week for use on the weekend and people camping for weeks or months at the same site.
Environmental Damage (n=10)	<ul style="list-style-type: none"> • Littering (garbage, beer cans, toilet paper, etc.) near lakes and rivers • Quality of water in lakes and rivers (impacts of industry, farming, etc.) • Lack of bridges over fish-bearing watercourses creating damage from ATVs
Conflict between Motorized and Non-Motorized (n=10)	<ul style="list-style-type: none"> • Complaints that motorized activity damages trails (i.e. create mud and rip up trails) and disturb non-motorized users
Parking (n=9)	<ul style="list-style-type: none"> • Desire for more developed parking areas at popular outdoor recreation areas (trailheads, lakes, climbing areas, etc.) • Some comments noted safety issues when the lack of parking forces people to park on shoulders of backroads that may have erosion, rock falls, etc.
Safety (n=9)	<ul style="list-style-type: none"> • Lack of dedicated roadside pull-outs, especially in the winter months for backcountry skiing, snowshoeing, etc. • Poorly maintained infrastructure and blow-down/hazard trees posing safety hazards
More amenities in existing outdoor recreation areas (n=8)	<ul style="list-style-type: none"> • Desire for more outhouses and garbage cans at campsites and trailheads
Cycling for transportation and accessing outdoor	<ul style="list-style-type: none"> • Most outdoor recreation areas require vehicle access and a safe bike path (separated from the highway and roads) that connects different destinations could allow more travel to outdoor recreation via bicycle.

recreation amenities (n=7)	<ul style="list-style-type: none"> • Desire for a trail between Smithers and Telkwa
Other (n=10)	<ul style="list-style-type: none"> • Examples of private property owners blocking or limiting access to public land. • Conflicts between recreation users and industry as well as recreation users and wildlife. • Lack of dog-friendly outdoor recreation areas.

A-A.6 IDEAS FOR RDBN INVOLVEMENT IN PARKS & OUTDOOR RECREATION

The survey included an open-ended question that asked respondents if they had any additional comments or suggestions for the RDBN to consider regarding parks and outdoor recreation needs and opportunities. Many respondents included suggestions for how the RDBN should get involved in parks and outdoor recreation service provision. Below is a summary of key themes and ideas that were provided.

The top three comments supported the RDBN providing more funding for maintenance, improve access to water, and more financial assistance for clubs that provide maintenance service. There were also many comments about the desire for more recreation amenities (rather than just maintaining what currently exists), supporting Cycle 16 and improving and maintaining roads that provide backcountry access.

Theme	# Comments
Fund maintenance	20
Water Access/Boat Launch/Docks	19
Financial assistance to clubs	18
More parks, trails and recreation amenities	14
Support Cycle 16	13
Improve access roads to backcountry	13
All ages and abilities	9
Improve promotion and advertising	8
Improve parking and facilities at recreation access points	5
Improve and maintain First Nations historical trails	4
Manage motorized recreation to reduce impact on non-motorized users	4
Link up trail systems	4

Appendix B – Club Profiles

Who We Heard From - 42 Clubs Interviewed

Electoral Area A

1. Bulkley Backcountry Ski Society
2. Bulkley Valley Community Resources Board
3. Bulkley Valley Cross Country Ski Club
4. Bulkley Valley Intensive Motorised Association
5. Bulkley Valley Kayak and Canoe Club
6. Bulkley Valley Quad Riders
7. BV Backpackers
8. BV Outdoor Recreation Society (BVORS)
9. Cycle 16
10. Round Lake Community Association
11. Silvern Trails Society
12. Smithers Mountain Bike Association
13. Smithers Snowmobile Association
14. Tye Mountain Trail Society
15. Northwest Backcountry Horsemen
16. Bulkley Valley Bowmen

Electoral Area G

1. Houston Mountain Bike Association
2. Houston Hikers
3. Lions Society
4. Granisle Boat Club
5. Morice Mountain Nordic Ski Club
6. Morice Outdoor Recreation Society
7. Houston Snowmobile Club

Electoral Area E

1. Colleymount Recreation Commission
2. Francois Tchesinkut Recreation Commission
3. Tweedsmuir Recreation Commission

Electoral Area B

1. Omineca Ski Club
2. Lakes District Outdoor Recreation Society
3. Burns Lake Mountain Bike Association
4. Burns Lake Snowmobile Club
5. Decker Lake Recreation Commission

Electoral Area C

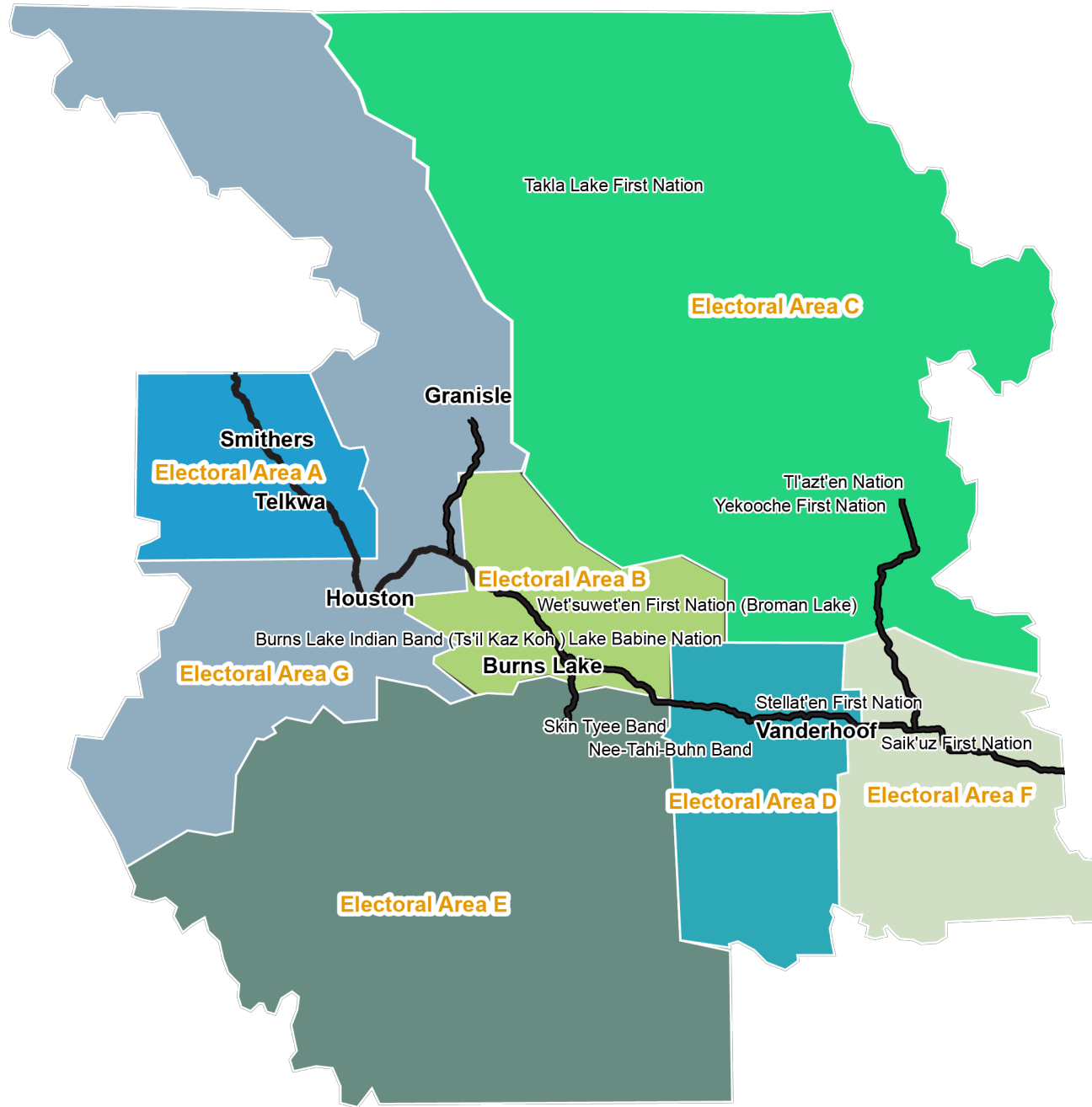
1. Fort St. James Snowmobile Club
2. Fort St. James Rock Climbers
3. Stuart Lake Sailing Club
4. Fort St James Sled Dog Association
5. Stuart Lake Nordic Society
6. Rip n' the North - FSJ

Electoral Area D

1. Fraser Lake Saddle Club
2. Rip n' the North Mountain Bike Club – Fraser Lake

Electoral Area F

1. Vanderhoof Fish and Game Club
2. Nechako Valley Sporting Association (includes the Nechako Nordics Ski Club, Vanderhoof Fish & Game Club, Handgun club, trap shooting, archery and big bore range)
3. Braeside Community Recreation Association



Electoral Area A Interviewed Club Profiles

Smithers Mountain Bike Association

Year in Operation: 10 years
of Members: 577
Average Membership Fee: \$35
Annual Volunteer Hours: 1500+
Core Services:



- The Smithers Mountain Bike Association is a group of volunteers who support the Bulkley Valley's mountain bike community through trail development, trail maintenance and events
- ◆ The management of mountain biking trails and activities in four trail networks on Hudson Bay Mountain: The Bluff Recreation Site, the Ptarmigan Road Recreation Trails, the Piper Recreation Site and Backdoor a non-sanctioned destination trail from the top of HBM to Town.

Land Ownership: 3 Partnership agreement with RSTBC. MOU (hand shake agreement) with the local chapter of CN for the parking lot and trail head of the Bluff trail network.

Users: Predominantly locals 339 adult members, 98 families (167 adults, 71 children), ages 3 -70. Increase in visitor of the trail.

Umbrella Organizations: Mountain Bike BC

5 Year Vision: Vibrant mountain bike culture with well-maintained trails in the

Smithers Snowmobile Club

Year in Operation: 46 years
of Members: 200
Average Membership Fee: \$140
Annual Volunteer Hours: 900+



Core Services:

- ◆ Five areas with groomed trails under agreement with RSTBC, grooming report provided on the club website for the Big Onion 20km north of Smithers; The Dome 25km North of Smithers; Microwave 19km southeast of Telkwa; Harold Rice Recreation Area 30km west of Smithers; and Sinclair 28km Southeast of Telkwa.
- ◆ Promote responsible safe use of snowmobiles and enhance local economy through trail and recreational asset development.

Land Ownership: Agreements with the Province of BC, RSTBC and BC Parks.

Users: 10 – 70 years old, diverse and growing. Many out of towners, terrace, Vanderhoof, Burns Lake in early season, many from Alberta later in the season.

Umbrella Organizations: Partnership with Avalanche Canada for safety information

5 Year Vision: Grow the membership ;Maintain access to the established areas, and Maintain groomers.

Bulkley Backcountry Ski Society

Year in Operation: 10 years
of Members: 100
Average Membership Fee: \$30
Annual Volunteer Hours: 460+ (maintenance)
Core Services:



- ◆ Manage Hankin Backcountry ski area and are responsible for the ploughing road access in the winter months and maintain 2 cabins
- ◆ Maintain skylark cabin and rentals at Ashmen Ridge;
- ◆ Provide maps and information for back country ski areas within the Bulkley Valley.

Land Ownership: Partnership agreement with RSTBC for Hankin Ski Area. Skylark Cabin at Ashmen is a LOC with the Province.

Users: In 2018 over 3000 uses were counted through the gate at Hankin Ski Area. Many locals, includes tourists and regional residents. Majority of Hankin users are between 20-40 years old, not many kids, and lots of active retirees.

Umbrella Organizations: Federation of Mountain Clubs of Canada

5 Year Vision: Continue to maintain and develop Hankin;Develop a ski cabin at East Boulder;Develop access and cabins to new back country ski areas with alpine focus;50% more members;Develop new strategic plan for organization.

Bulkley Valley Backpackers

Year in Operation: 40 years
of Members: 85
Average Membership Fee: \$5
Annual Volunteer Hours: 350+
Core Services:

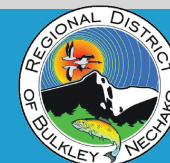


- ◆ Organizing activates every Sunday ranging from Easy to difficult in all four seasons;
- ◆ 32 Trails to maintain – Minimum 3 trail work bees a year, plus individual members maintain specific trails and areas. 50km of interface trails;
- ◆ Regular clearing of deadfall with focus on Seymour ridge;
- ◆ Maintenance of website and georeferenced PDF on the website for ease of public access to trails.

Land Ownership: Partnership agreement with RSTBC for the management of 32 trails as listed in the Bulkley RAMP.

Users: Majority of club members are between 60-70 years old part of original membership. Some new comers to community join to get barring's on hikes and access to mountains in the area.

5 Year Vision:Maintain weekend outings as a group activities; Increase the ability to keep trails open and clear;Increase awareness of the trails available in the valley and grow the membership and get young people involved;Explore putting all the trails on trail forks.



Electoral Area A Interviewed Club Profiles

Bulkley Valley Nordic Centre

Year in Operation: 40 years
of Members: 600-800
Average Membership Fee: \$37 membership \$124 season pass
Annual Volunteer Hours:



Core Services:

- ◆ BVCCSC has a comprehensive Management Plan 2019-2021 available on their website;
- ◆ Maintain and operate the Nordic and biathlon facilities with over 52 km of groomed trails; operation equipment and maintenance expenses;
- ◆ Offering and promoting cross-country skiing skill development programs for children, youths, adults, racers and biathlon athletes; and;
- ◆ Organizing and hosting cross-country ski and biathlon race events.

Land Ownership: Partnership agreement with RSTBC; Licence of Occupation 6408004 for 7.15 ha. The Club and Wetzin'Kwa Community Forest Corporation have a [memorandum of understanding](#) .

Users: Large demographic of Children, families and individuals all ages.

Umbrella Organizations: BC Cross Country Association and Nordiq Canada

5 Year Vision: Continue operations and follow the 5 year management plan laid out.

BV Quad Riders

Year in Operation: 5 years+
of Members: 35
Average Membership Fee: \$50
Annual Volunteer Hours: 160+



Core Services:

- ◆ Promote responsible quad riding and user safety on existing trail systems;
- ◆ maintain the following trail systems: The Dome and Telkwa Pass. We also manage Jonas Creek Recreation Site located at 19 km on the Telkwa FSR.

Land Ownership: Partnership agreement with RSTBC for four areas.

Users: Older demographic forms the group average 70-80 yrs old, people interested in working on trails.

Umbrella Organizations: ATV BC

5 Year Vision: Lack of leadership in new members – not sure if they will exist and be able to maintain current recreation areas.

Tyee Mountain Trail Society

Year in Operation: 13 years
of Members: Board
Average Membership Fee: No Fee
Annual Volunteer Hours: 100+



Core Services:

- ◆ Pack 40 km of free cross country trails on Tyee mountain – On private land and crown land;
- ◆ Maintain the trails in summer (brushing) and winters (packing and track setting) with a small volunteer base. Many volunteers from the Hislop and fir road community;
- ◆ Maintain access trail heads from Babine Road and Hislop Road (access through private land).

Land Ownership: Partnership agreement with RSTBC for Tyee Mountain Ski Trails. Informal agreements with a few land owners, one does not want public on or through their land.

Users: Trail network used by neighbourhood in the Hislop and Fir Rd and locals from Smithers and Telkwa - all seasons. Skiing, walking and biking.

5 Year Vision: Purchase of a new small snow cat on tracks for grooming; Being able to keep access to trails open.

Round Lake Community Hall

Year in Operation: 98 years hall (~12 year RSTBC)
of Members: 50
Average Membership Fee: \$10
Annual Volunteer Hours: ~80 for the Rec site

Core Services:

- ◆ Hall operates a beach with dock and Bulkley Valley Recreation Site with Trails, 3 outhouses and a group tenting place, interest in remote sites off moose mountain rec reserve and protected them, falls and quick hills;
- ◆ Coordinate community recreation services, programs and activities in the Quick and Round Lake area. The purpose of Association is to make the Quick and Round Lake Area a better community to live in through community participation and involvement.

Land Ownership: Partnership agreement with RSTBC for the Bulkley Valley recreation site, and 3.2 acres Round Lake Community Association owns land.

Users: Neighbourhood users, visitors, and hall users.

5 Year Vision: Community Hall will be strong as a music venue, keeping a good facility for rural residents to gather; Increase membership; Continue to serve community with outdoor activities.



Electoral Area A Interviewed Club Profiles

BV Outdoor Recreation Society



Year in Operation: 16 years

of Members: Board

Average Membership Fee: Trails by donation

Annual Volunteer Hours: 120 – (2000hr in 2019)

Core Services:

- ◆ Manage, maintain and develop Canyon Creek Cross Country Ski Trails (800 hec) including the new day use cabin built in 2019;
- ◆ Mission statement includes enhancing recreation opportunities for residents in the Bulkley Valley. Work as liaison between public and government to conserve non-motorized opportunities for recreation.

Land Ownership: Partnership agreement with RSTBC for Canyon Creek Ski Trails.

Users: All ages and attractive for families with young children – no fee

5 Year Vision: Buy new grooming equipment for the trails; Grow trail network to include the alpine loop.

Bulkley Valley Kayak and Canoe Club



Year in Operation: 21 years

of Members: 45-55

Average Membership Fee: \$20 membership \$20 Tatlow Falls Key

Annual Volunteer Hours: 320+

Core Services:

- ◆ Main services are maintaining access to Tatlow Falls and maintain Tatlow falls as a community recreation facility – Access road and gate, Lease agreement, picnic tables, fire pit and wood, outhouse, stair to river side and sauna;
- ◆ Platform for people to get together with shared interested in White Water – Facebook group- email list;
- ◆ Hosting events annual Tatlow fest in the spring. Pool session for teaching and coaching kayaking skills and building white water community.

Land Ownership: Lease agreement with private land owner.

Users: Demographic core users are 30-40, 20% of members under 25 yrs. of ages.

Mostly locals, Fishermen and non-paddling community members purchase memberships for Tatlow. Events and high water draw out of towners from PG, Terrace, Cariboo.

5 Year Vision: Focus on Tatlow falls and providing access and increase participation in the sport. Creating a task team to investigate securing long-term access with the land owner to Tatlow Falls through purchase of land and donation to government body.

Northwest Backcountry Horsemen



Year in Operation: 20 years

of Members: 85

Average Membership Fee: \$45 + insurance

Annual Volunteer Hours: 1300+

Core Services:

- ◆ Operate Coalmine Camp – Back Country horse camp with a club house, covered picnic shelter, 8 Horse stables, horse infrastructure, RV camp sites and 15km of trails currently maintained;
- ◆ Development and maintenance of horse-riding trails.

Land Ownership: Active lease with a private land owner up the Telkwa Coalmine Road- Coalmine camp. 5 acres of private land with 15km of trails currently developed. Member only camp. In discussion with RSTBC regarding development of Horse trails on crown land adjacent to the Coalmine Camp.

Users: Families, youth through horse camps, and 50% of membership over 60 years old.

Umbrella Organizations: BC Backcountry Horsemen

5 Year Vision: Continue to develop the Coalmine camp and adjacent trails; Continue to increase membership; Promote the Coalmine camp and begin to open it up for public rentals i.e. weddings, more camps.

Bulkley Valley Bowmen



Year in Operation: 35 years

of Members: 80

Average Membership Fee: 10 /\$20 Family \$70 BCAA Insurance

Annual Volunteer Hours: 6 hours each member + lawn maintenance

Core Services:

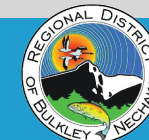
- ◆ The [Bulkley Valley Bowmen](#) enthusiastically promotes the sport of archery. Family-oriented recreation activity through the maintenance of the Archery grounds and facilities;
- ◆ Provide events (Regional tournament end of April with over 250 registrants from around the province), junior Olympian program May – July, and family-oriented programming;
- ◆ Maintain over 4km of wheelchair accessible trails adjacent to the Bulkley River – used by non-members.

Land Ownership: Town of Smithers Lease the land for \$1

Users: 80 members, 30% under the age of 16, and lots of family memberships.

Umbrella Organizations: BC Archery Association

5 Year Vision: Facility would be self-sustaining through rentals; Plan for indoor archery facility that can be rented out for events at the fairgrounds. (Construction \$200,000, \$170,000 materials, \$130,000 in volunteer labour – over 4-5 years).



Electoral Area A Interviewed Club Profiles

Cycle 16 Trails Society



Year in Operation: 4 years+
of Members: 810 lifetime members
Average Membership Fee: \$15
Annual Volunteer Hours:

Core Services:

- ◆ Vision to development of a paved path, separate from the highway, linking Telkwa, Smithers and rural areas, for the benefit and enjoyment of locals and visitors. Three phases: phase 1 - Bulkley River to Laidlaw Rd, phase 2- Experimental farm to Telkwa, phase 3- overpass on Highway 16 east of Babine Lake Rd.
- ◆ Cycle 16 fundraising for development of the trail.

Land Ownership: Advocating for RDBN to take ownership of the linear park.

Negotiated private land ROW for private land crossings.

Users: Members of cycle 16 are predominantly from Smithers, Telkwa and the outlying area.

5 Year Vision: Phase 1 of the trail being constructed, and the group working on phase 2; Cycle 16 would be in a trail management role for the development and maintenance.

Bulkley Valley Intensive Motorized Association



Year in Operation: 13 years
of Members: 19
Average Membership Fee: \$20
Annual Volunteer Hours: 100+

Core Services:

- ◆ Develop an Intensive Motorized Area, with camping as set out in the Recreational Access Management Plan (RAMP). A place set aside on crown land in the Bulkley Valley area for all off road vehicles to legally enjoy their intensive motorized recreation. Mud Bogging, Hill Climbing and Touring Scenic View Points are all points of interest.
- ◆ Work with RSTBC to navigate government process for recreation area establishment.

Land Ownership: In permitting stage of development for an RSTBC agreement

5 Year Vision: Have the land secured, all development plans complete and trail development started for a BV Intensive Motorized Use Area.

Silvern Trail Society



Year in Operation: 6 months
of Members: 17
Average Membership Fee: \$10
Annual Volunteer Hours: 25 to date

Core Services:

- ◆ Maintain and improve neighbourhood trails including: Hurlings to Tobbagan; Creek; bike trail glacier gulch; Trail to Twin falls.
- ◆ Manage trails for motorized and non-motorized use;
- ◆ Promote trial-based recreation in the neighbourhood.

Land Ownership: Informal network through crown land and private land.

Users: Neighbourhood users.

5 Year Vision: Maintenance of existing trails and development of new trails as desired and identified by the neighbourhood.

Bulkley Valley Community Resources Board

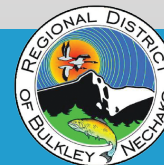
Year in Operation: 28 years
of Members: 7 – 12 board members
Annual Volunteer Hours: 420+

Core Services:

- ◆ CRB facilitated the Summer Recreational Access Management Plan (RAMP) for the Bulkley LRMP February 2013;
- ◆ As part of the conservation plan the Telkwa Mountains Recreation Access (TRAMP) Management Advisory Group is updating and formalizing the access management plan. The BVCRB supports and encourages this work;
- ◆ Established values for recreation access that are referred to in the planning documents and available on the CRB's website;
- ◆ Hold a data base of all recreation trails (private or crown Land) within the Bulkley Valley. The CRB has been working on making this information available to the community through an online resource.

Agreements with Government: The BVCRB has a terms of reference and has some agreements with the provincial government regarding their existence and role in monitoring the Bulkley Forest District.

5 Year Vision: Continue to monitor the LRMP, RAMP and assist in the development of the Winter RAMP.



Electoral Area B Interviewed Club Profiles

Burns Lake Snowmobile Club



Year in Operation: Late 1970s

of Members: ~35

Average Membership Fee: \$75 Standard membership

Annual Volunteer Hours: 1,000+

Core Services:

- Promote safe snowmobiling and ATVing;
- Organize events: Poker rides and drag races; guided trail rides (annual Telkwa Pass guided ride); avalanche training;
- Maintain and operate a building and storage and trails with brushing and tree clearing on trails through volunteers and contracts funded by grants;
- Partner with other users such as the motocross users on a motocross track development.

Land Ownership: The club's building is on Crown land through a free licence of occupation, and 34 km of trail designated by RSBTC under a partnership agreement.

Users: All ages, locals and visitors.

Umbrella Organizations: British Columbia Snowmobile Federation

5 Year Vision: More members and club rides and events; Summer motocross events; Extended trail to provide access to more terrain.

Lakes District Outdoor Recreation Society (LORS)



Year in Operation: 2002

of Members: 44 concerned citizens with 9 active executive officers

Core Services:

- LORS mandate is to maintain, enhance and develop our local recreation sites, trails and established Provincial Parks;
- Oversee and coordinate a maintenance contract for 28 RSTBC sites and 2 provincial parks;
- Hire a contractor annually from mid-May to mid-September (trails are not maintained in the winter). Contractor is responsible for: cleaning and stocking outhouses, weed eating, lawn mowing, maintaining boat launches, good public relations, user counts, minor upgrades (i.e painting).

Land Ownership: Agreement with RSTBC and BC parks.

Users: 85% from Burns Lake and the surrounding region.

5 Year Vision: New volunteers; Continue to operate as they are and be able to oversee the maintenance contract.

Burns Lake Mountain Bike Association (BLMBA)



Year in Operation: 2005

of Members: 200 riders/hikers/dog-walkers.

Average Membership Fee: \$40 per adult; \$30 per youth; \$120 per family

Annual Volunteer Hours:

Core Services:

- Trail Advocacy Society, a local riding club/association, and Tourism Operator for the trails on and surrounding Boer Mountain, 10 minutes north of downtown Burns Lake;
- Build and maintain trails, organize and oversee Weekly Work Bees;
- Instructions for bikers of all levels (15 certified coaches, three are Level 2
- Organizing and hosting events and clinics: Babes in Balance, Bike Camps, Adult Competitions and Lessons, Spirit of the North indigenous-youth focused event, Big Pig Mountain Bike Festival;
- Cleaning and stocking outhouses in the riding area.

Land Ownership: Two land use agreements: 160 acres of private land on lease from the Burns Lake Community Forest which comprises the Burns Lake Bike Park section. The other is a 4000-hectare area on and around Boer Mountain in partnership with RSTBC.

Users: Out of country, region as well as local (40% local, 30% BC, 20% elsewhere). All ages.

Umbrella Organizations: International Mountain Bike Association and Mountain Bike BC

5 Year Vision: Smooth road to the summit; Continue to keep recruiting new volunteers; Contract out less glamorous maintenance; Continue events and work bees (pride of ownership).

Omineca Ski Club



Year in Operation: 1927

of Members: 220

Average Membership Fee: Adult \$100; Youth \$70; Child \$50; Senior \$90; Family \$195; Snowshoe Only \$40

Annual Volunteer Hours: 3,000 +

Core Services:

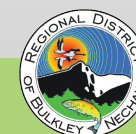
- Maintaining and developing cross country trails (over 27 km of trail);
- Training coaches;
- Operating a woodlot to generate revenues for the club (club has exclusive right to harvest though AAC is so low they are not able to harvest right now);
- Organizing and hosting social and competitive events: annual ski race, provincial-level biathlon, women's retreat weekend, ski lessons for kids and a "rookie day" for adults, Omineca Amazing Relay (fun biathlon event).

Land Ownership: Mix of club-owned land, leased Crown land and RSTBC designated site.

Users: Predominantly members (except for events)

Umbrella Organizations: Cross Country BC (CCBC) and Cross Country Canada (CCC)

5 Year Vision: Focus on members and volunteers; Better "brand identity" for the club.



Electoral Area B Interviewed Club Profiles

Decker Lake Recreation Commission

Year in Operation: 1947

Core Services:

- Use has changed over the years: in the past there was more x-country skiing, skiing, swimming lessons, etc.) now the focus is on in-hall recreation;
- Hosting events and fundraisers: art show, card playing tournaments (weekly), harvest market.

Land Ownership: Commission owns the Hall – has beach front area across from hall.

Users: Local residents and seniors.

5 Year Vision: New volunteers involved; More craft and food-focused events that will draw a crowd.

Colleymount Recreation Commission

Year in Operation: 1934 (hall was built), incorporated in 1987

of Members: 25

Average Membership Fee: No fee

Core Services:

- Operating and maintaining the community hall and rentals
- Organizing and hosting events (Christmas bizarre and February snowmobile poker ride)
- Indoor recreation (i.e. Yoga on Thursdays)

Land Ownership: Commission owns the land.

Users: Mostly Seniors

5 Year Vision: Don't really want any change. We would do more but there is a lack of interest. Most people in Colleymount are retired or only live here in the summer months.



Electoral Area C Interviewed Club Profiles

Rip n' the North Mountain Bike Club (Fort St James trail system)



Year in Operation: 10 years
of Members: 15 in FSJ
Average Membership Fee: \$15/year
Core Services:

- Maintaining and building trails in the Fort St James (~30 to 50 km of trails), Fraser Lake and Vanderhoof Area;
- Trail clearing and maintenance (this is done informally);
- Advocating for land use agreement. A draft agreement is underway to take over maintenance of the mountain bike trail network in FSJ;
- Spearheaded the creation of the FSJ Bike Park which is now maintained by the District of FSJ.

Land Ownership: None yet, but they are currently drafting an agreement with BC parks to take over maintenance of the mountain bike trail network in FSJ.

Users: Trails are predominantly used by locals, Fort St James Highschool Mountain Bike team uses the FSJ trails.

5 Year Vision: More signage; Greater community support; Annual event that draws mountain bikers from the region and take advantage of the close proximity of trails to community services.

Fort St James Snowmobile Club



Year in Operation: Informally since 1972, but formalized as a Society in 1996
of Members: 125
Average Membership Fee: \$25/member and \$50/family
Annual Volunteer Hours: 3000 hours = \$41,550/year at minimum wage rates

Core Services:

- Maintaining and grooming 360 km of 4-season trails as well as outhouses and picnic tables used by snowmobiles, ATVs, horses, hikers and x-country skiers;
- Hosting events (poker rides);
- Currently building a new clubhouse;
- Promotion through maps (print and Avenza), brochures and Facebook, advocating for keeping trails clean with pack it in/out.

Land Ownership: The trails are designated through an agreement with RSTBC. The club own the property the clubhouse is on.

Users: Regular users are mostly local, but during the Dogsled races people come from as far as Whitehorse. Trails are used by people of all ages.

5 Year Vision: Continue to improve outhouses, picnic tables, etc.; ATV campsite on Whitefish Trail up the Stuart Lake; Kitchen in the clubhouse to offer food on-site for events.

Stuart Lake Nordic Society



Year in Operation: Started in the 1980s
of Members: ~70 active trail users
Average Membership Fee: \$0
Annual Volunteer Hours: 1000 hours/year = \$13,850/year @ min wage
Core Services:

- Promoting Nordic skiing by maintaining trails and keeping membership fees low;
- Setting and maintaining trails on Stuart Lake and Murray Mountain.

Land Ownership: Maintenance agreement with RSTBC.

Users: Local residents. Mostly older adults and elementary school-aged kids.

Umbrella Organizations: Nordique Canada

5 Year Vision: Include x-country ski lessons in physical education for students in elementary and highschool; More involvement with other regional clubs; Combined downhill (Murray Mtn) and Nordic membership/pass and better promotion/integration with the downhill skiing at Murray Mountain.

Fort St James Rock Climbers



Core Services:

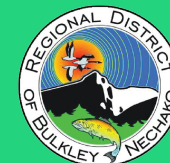
- There is no formal climbing club, just a community of climbers;
- A lot of improvements in FSJ come from the Prince George Alpine Club (locally there has not been a consistent group to justify creating a formal club).

Land Ownership: All climbing areas are within Mt Pope Provincial Park.

Users: Local residents and surrounding areas (predominant users are from Prince George). Routes range from beginner to advanced, though the lack of information and signage may deter beginners.

Umbrella Organizations: PG Alpine Club

5 Year Vision: A more established club or a club integrated into existing clubs; More integration into the community with youth and beginner-friendly routes.



Electoral Area C Interviewed Club Profiles

Fort St James Dogsled Association



Year in Operation: Early 90's

of Members: 15

Average Membership Fee: No Fee

Annual Volunteer Hours: ~1,000

Core Services:

- Organizing local, regional and international dog sled races, family-oriented sled-dog events, and races for skijoring;
- Maintaining trails, including marking a safety trail on Stuart Lake with reflectors every 100 m;
- School rides with Nak'albun Elementary School.

Land Ownership: None

Users: All ages (small children to seniors)

Umbrella Organizations:

5 Year Vision: Growing to include more family involvement and small kennels (growth in shorter laces and smaller kennel racing); Growth in skijoring; More community engagement in dog care.

Stuart Lake Sailing Club



Year in Operation: 1980s

of Members: 20

Core Services:

- 1 week summer sailing camp for kids;
- Maintain and operate a clubhouse on Crown land;
- Organize up to 2 trips a year up the lake;
- Promote non-motorized water-based recreation;
- Club has 3 boats that they maintain for use by members (BC sailing provides more boats for the sailing camps).

Land Ownership: Clubhouse is located on Crown land (right-of-way).

Users: Kids participate in the sailing program and adults who own a boat.

5 Year Vision: Continue summer sailing camps; Establish a local trainer to continue lessons beyond the camp dates; More sailboats on the lake.

Additional Organizations Not Interviewed

Murray Ridge Ski Hill



Electoral Area D Interviewed Club Profiles

Rip n' the North Fraser Lake



Year in Operation: 10 years

of Members: 3 in Fraser Lake

Average Membership Fee: \$15/year

Core Services: Developing and maintaining the multi-use trail network (biking, hiking on Mouse Mountain and Fraser Mountain.

Land Ownership: Within the District of Vanderhoof.

Users: Dog walkers, hikers, high school students, tourists, x-country skiers, all ages.

Umbrella Organization: Fraser Mtn and Mouse Mountain are within City limits

5 Year Vision: A club that can circulate their maintenance schedules and continue receiving funding, more growth in Fraser Lake, finished destinations that we can promote (signage, insurance, quality trails), and bike camps in each community for all ages and abilities.

Fraser Lake Saddle Club



Year in Operation: Since 1961

of Members: 40

Average Membership Fee: \$10 non-riding \$30 single-riding member \$50 family

Core Services:

- Operating and maintaining horse facilities, including an outdoor riding arena, 4-5 box stalls and “learn to” barn, 2 outhouses, a clubhouse and an announcer’s booth;
- Organizing horseback riding events, community gatherings and fundraisers: play days, trail rides, dances, etc.;
- Offering lessons and hosting competitions (“gymkhana”) and fun days for kid;
- Providing infrastructure for horses travelling through town as needed.

Land Ownership: Club’s infrastructure is on private property.

Users: Family friendly, all abilities of riders.

Umbrella Organization: Horse Council BC.

5 Year Vision: More participants to enjoy the volunteer efforts, upgrades to the facilities, more people involved and maintain the family-feel.



Electoral Area E Interviewed Club Profiles

Francois Tchesinkut Recreation Commission

Year in Operation: 1926

Core Services: Operating the Francois Lake Community Hall: rentals (weddings, meetings, etc.), hosting seniors coffee groups, fundraisers, etc.

Land Ownership: The Commissions owns the land and building that the hall is on.

Users: Local, rural community, all ages.

5 Year Vision: Maintain the hall so it can be used; Increase seniors activities.



Electoral Area F Interviewed Club Profiles

[Nechako Valley Sporting Association](#)



Year in Operation: 1940

of Members: 300+ members

Average Membership Fee: Single 1 year membership \$40; Single 3 year membership \$100; Family 1 year membership \$55; Family 3 year membership \$100; \$5 gate key deposit.

Core Services:

- Maintain and operate 190 acres west of Vanderhoof where they have a clubhouse, x-country ski trails, trap range and a shooting range;
- Maintains Water Lilly Lakes x-country ski area (~40 km of dog-friendly trail); club grooms the trail intermittently as they require a lot of snow to be groomed and used;
- NVSA is an umbrella organization that administers (shared costs of insurance, space, promotion, etc.) the following local clubs: Archery; Hand Gun; Big Bore Range; Trap Shooting; Nechako Nordics X-country skiing & Biathlon (8 km groomed, 3 km of which are lit); Vanderhoof Fish & Game Club;
- X-country ski school program (each student gets 4 lessons each if the school pays \$10/student/PAC). Fee covers equipment and storage;
- Hosting fundraisers and events including: Shots for Cancer (clay shoot with 100-120 participants), 3 D Archery Shoot (~100 participants), Spirit of the North X-Country Race (~300 people), Biathlon BC Cup every 2 years (~75 competitors), x-country running (high school team uses NVSA venue), Regional Biathlon competitions (1/year ~50 participants), Archery Target Event at the Fall Fair (~150 participants).

Land Ownership: The Club has a lease with the Crown for 190 acres of land.

Users: Primarily local people - Nechako Nordics club is known regionally in the x-country ski community.

Umbrella Organizations: Biathlon BC, XC Canada, Nordique Canada, X-Country BC and Archery BC

5 Year Vision: Canoe Circuit in the Demonstration Forest is complete; Water Lilly trails improved and better maintained; Mountain biking is more involved in group activities (more beginner trails); Potential for summer mountain bike trails at Water Lilly and the canoe circuit.

[Rip n' the North Mountain Bike Club Vanderhoof](#)



Year in Operation: 10 years

Average Membership Fee: \$15/year

Core Services:

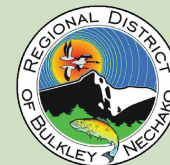
- Developing and maintaining the non-motorized multi-use trail network (biking, hiking, running, snowshoeing, skiing, etc; No horseback or motorized)) and bike park behind the Vanderhoof Museum;
- Building and maintaining trails.

Users: Locals frequent the trails - all ages, lots of kids use the skills training bike park. Promoted on Trail-forks so mountain bikers from out of region use the network as well.

5 Year Vision: A club that can circulate their maintenance schedules and continue receiving funding; More growth in Fraser Lake and Fort St James; Finished destinations that we can promote (signage, insurance, quality trails); Bike camps in each community for all ages and abilities.

[Additional Organizations Interviewed](#)

Braeside Community Recreation Commission



Electoral Area G Interviewed Club Profiles

Morice Outdoor Recreation Society (MORS)



Year in Operation: 2004 and officially incorporated in 2008

of Members: 15

Average Membership Fee: No Fee

Core Services:

- Working with RSTBC to designate Barrett Hatt and Vallee Lake as non-motorized rec sites with a 4-season trail network;
- Developing and maintaining infrastructure and trails at Barrett Hatt and Vallee Lake (2.9 km hike to lookout and viewing platform at Vallee Lake with a boardwalk over the marsh).

Land Ownership: Working on agreement with RSTBC.

Users: People from nearby communities use the site as well as local schools and summer camps (i.e. bible camp at Dunalter and Salvation Army at Vallee Lake). Good, easily-accessible family hike.

5 Year Vision: More involvement and leadership from younger people; Barrett Hatt and Vallee Lake are a focal point for hiking in the region; Complete agreement with RSTBC.

Morice Nordic Ski Club



Year in Operation: 1987

Annual Volunteer Hours: ~1,000 hours/year

Core Services:

- Maintaining Morice Mountain non-motorized Rec Site that is over 6,000 ha with multi-use trails, including biking, hiking, horseback riding, snowshoeing and x-country skiing (~50 km of non-alpine trail and 14 km of snowshoe trail) and Campground maintenance;
- “Ski library” offers free x-country ski rentals for members and \$10 for non-members;
- Host the Morice Mtn Challenge – a mountain running race event (80 people participated in 2018).

Land Ownership: Partnership Agreement with RSTBC

Users: All ages, but it is hard to keep teenagers engaged in Nordic skiing. Mostly local, but starting to see regional and out-of-region visitors.

5 Year Vision: Cabins on the lake, backcountry ski cabins, etc.; Grow the Morice Mountain Challenge and other events; Establish a community forest over the club’s operating area to raise funds for operations (maintenance, coaching, etc.) The community forest would follow best practices in forests management and cutting would be limited (focus would still be on offering a wild/natural place for recreation); Club won’t define itself as a x-country ski club and will instead be focused on all non-motorized uses.

Houston Hikers



Year in Operation: 19 years

of Members: 5 board members

Core Services:

- Devoted to promoting Houston and the surrounding area as a hiking destination for tourists, as well as promoting hiking as a form of recreation for locals;
- Website development, main asset of the group with geo referenced PDF’s www.Houstonhikers.ca ;
- Promoting, maintaining and developing multi-use – hiking, nordic skiing, quad riding, horseback riding and more.

Land Ownership: Partnership agreements with RSTBC over some of the trails.

Users: Locals, regional tourism and visitors, website tracks visits and shows regional and international people viewing.

5 Year Vision: Continue to slowly grow and maintain the trails in the Houston TSA

Houston Mountain Bike Association (HMBA)



Year in Operation: 2 years

of Members: 30

Average Membership Fee: \$25 individual; \$15 Youth; \$65 Family

Annual Volunteer Hours: 172 hrs

Core Services:

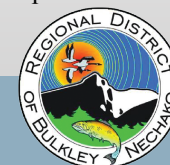
- Operate and maintain 9km of Downhill trails, this included beginner Green trails to Black technical riding areas;
- Educate and build a mountain bike community and culture in Houston;
- Seek funding to develop the mountain bike trail network as a recreation resources in Houston.

Land Ownership: Partnership agreement with RSTBC for Mount Harry Davis.

Users: Families and women; Generally new to the sport users; Bikers, walkers, fat bikers, trappers, hunter; Locals and visitors alike.

Umbrella Organizations: Member of IMA (\$250 annual)

5 Year Vision: Maintain and sustain the trails – max out at 15km of trail; Complete the Green line from top to bottom and develop the Skills family riding hub.



Electoral Area G Interviewed Club Profiles

Granisle Lions Club



Year in Operation: Lions 1968 Campground 44 year

of Members: 12

Core Services:

- Operate Lions Beach Campground – 23 camp sites, 6 with power, a playground and docking facilities. May long to September long. Collect fees, garbage and maintain, outhouses;
- Other services include: provide the Lifeline Services and Helping Hands, lend medical equipment, organize the Granisle days parade, light up the park event, collect eye glasses and hearing aids to assist in supporting BC Kids Camp, sell ice in the community, distributing Christmas hampers, organize annual dog walks, own and operate apartment building, sort and collect bottle recycling, BBQ for fathers bay fishing derby.

Land Ownership: Lease land as a LOC from the Crown – 10 year lease.

Users: Busy camp site with regional and visitors from afar.

Umbrella Organizations: Vancouver Lions Club.

5 Year Vision: Continue operation with additional RV site with power provided.

Granisle Power Boat Club



of Members: 100+

Average Membership Fee: \$250 + \$5 every foot over 25ft

Core Services:

- Own, operate and maintain the dock infrastructure: floating docks and berths in the Marina;
- Work with the Village that owns the anchors and boat ramp;
- Provide security in the nights during the summer months;
- Ham Radio operator and boat rescue volunteers.

Land Ownership/Leases and Agreements with Government: Agreement and partnership with the Village of Granisle

Users: ¾ of the marina is boat club and long term seasonal moorage, ¼ is daily, weekly and monthly moorage sold by the General Store. Locals, Burns Lake, Houston, Smithers, Alberta, Terrace, Clinton, Chase, PG, 100 Mile House, Telkwa, Vancouver's during the summer months.

5 Year Vision: New marina infrastructure.

Additional Organizations Not Interviewed

Houston Snowmobile Club



** The information in these profiles is based off interviews hosted in the fall of 2019. There may be inaccuracies in the information.*



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COMMUNITY PLANNING

Appendix C – Open House and Feedback Form Summary

The RDBN hosted Open House sessions throughout the region to share findings from the feasibility study and receive input regarding options for delivering outdoor recreation services. The dates, times, locations, number of participants, and number of feedback forms collected for the open house sessions are summarized below:

Community	Date/Time	Location	# Participants	# Feedback Forms
Cluculz Lake	February 26 th , 2020 5 PM – 8 PM	Cluculz Lake Community Hall	~50	10
Vanderhoof	March 3 rd , 2020 5 PM- 7:30 PM	Integris Community Centre	4	2
Fort St James	March 4 th , 2020 5 PM- 7:30 PM	Fort St James Community Centre	20	13
Fraser Lake	March 9 th , 2020 11:30 AM – 1 PM	Autumn Services	31	13
Burns Lake	March 9 th , 2020 5 PM- 7:30 PM	Lakeside Multiplex	35	29
Houston	March 10 th , 2020 5 PM- 7:30 PM	Houston Community Hall	6	4
Smithers	March 11 th , 2020 5 PM- 7:30 PM	Old Church	60 +	39
Online				26

A-C.1 OBJECTIVES OF THE OPEN HOUSE

- Inform the public about the project purpose, scope and key findings.
- Educate the public about parks & rec services in other RDs as well as about the RDBN’s current taxation and services provided.
- Share proposed tax revenue and service scenarios and ask feedback on which scenario or “building blocks” they prefer.
- Gauge the public’s willingness to pay in each Electoral Area
- Provide the public with an opportunity to ask questions
- Inform the public about next steps and the decision-making process

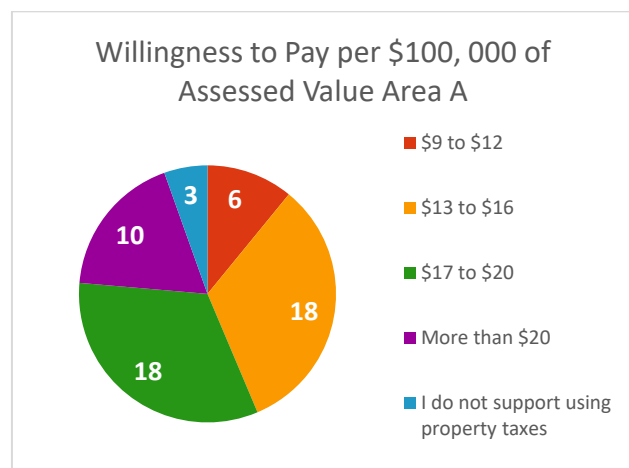
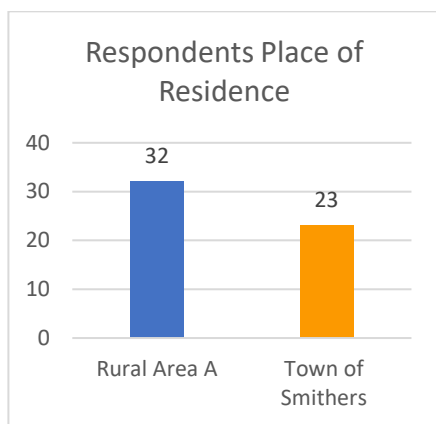
A-C.2 OPEN HOUSE AND FEEDBACK FORM SUMMARY BY ELECTORAL

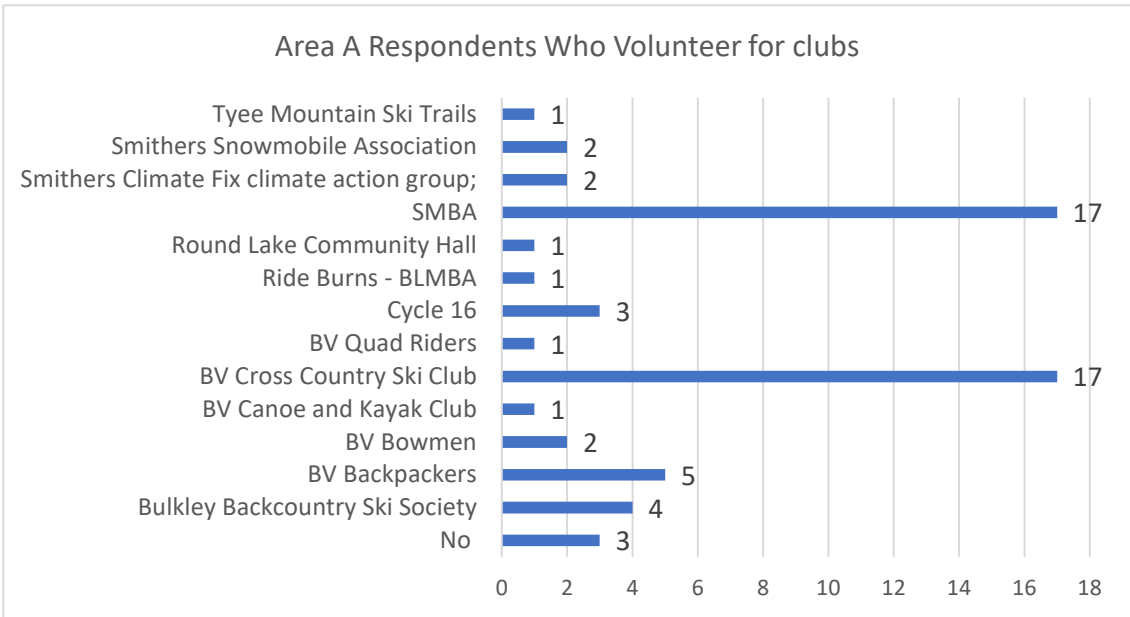
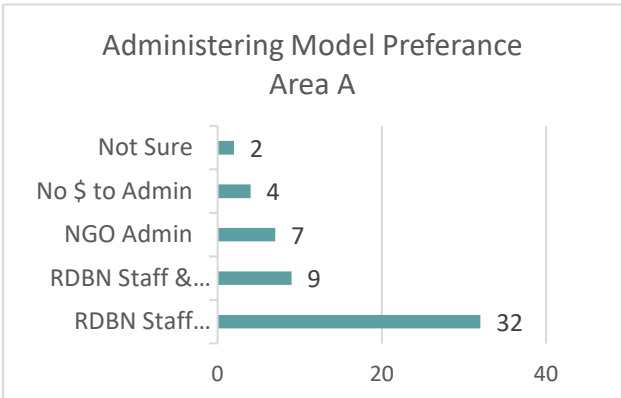
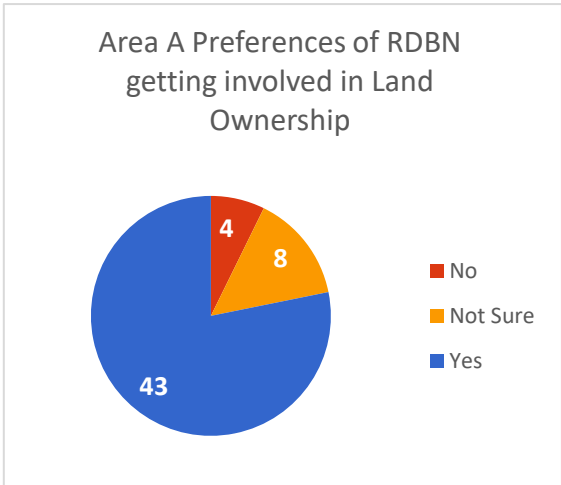
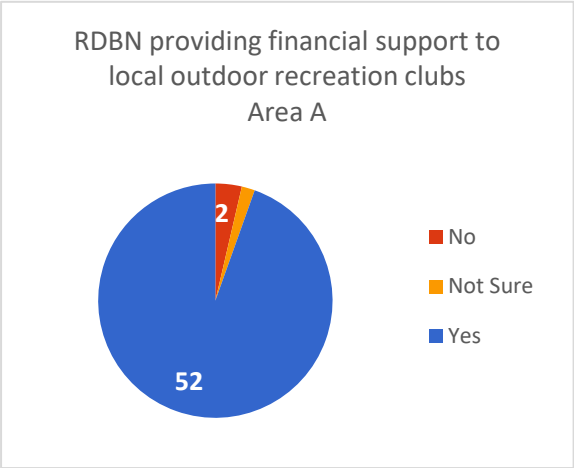
A-C 2.1 Area A Summary

Some of the topics discussed at the open houses included:

- There is a need to develop a business case to support investing in outdoor recreation services. The decision should not be solely guided by tax payers opinion, given the many economic, social and environmental benefits of investing in outdoor recreation.
- General support, enthusiasm and positivity for RDBN involvement in delivering outdoor recreation services.
- Interest in the idea of the RDBN owning or leasing outdoor recreation assets and working with clubs and groups to maintain assets.
- Interest in collaborating with First Nations to ensure that things are done respectfully and collectively.
- Question on how snowmobiling fits into the service, given it is backcountry but generates economic benefits to the towns and region.
- Discussion of how a RDBN outdoor recreation would align with climate change and community goals.
- Desire to understand how we move from ideas to action.
- Interest in the RDBN providing direct funding support to clubs.
- Questions about how to integrate conservation values with recreation development.
- Strong interest in active transportation (i.e.Cycle 16 Telkwa to Smithers).

55 Feedback forms were collected from residents in Area A and Smithers. The results of the feedback forms are reported below and on the following page.



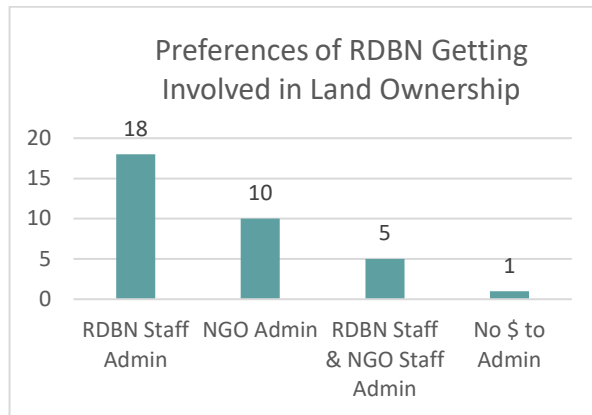
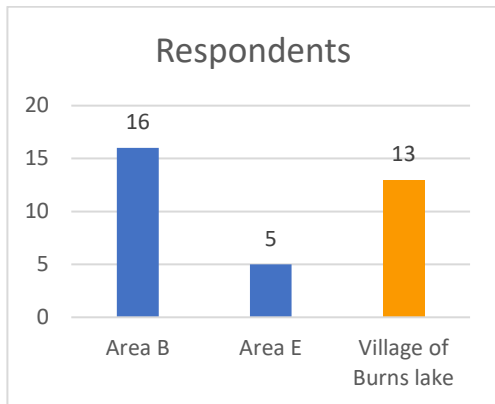


A-C 2.2 Area B & E Summary

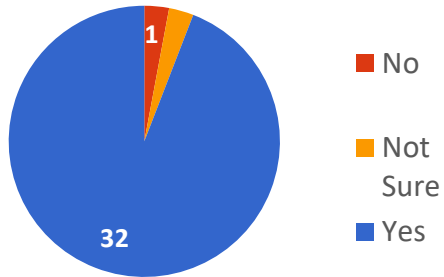
Some of the topics discussed at the open houses included:

- Why are only rural residents contributing tax dollars to the service? Desire to see contribution from Village of Burns Lake residents.
- Lack of support for a coordinator, there may to be the right fit for the region at this time. Direct access to funds as a step one, step two coordination later after time to decide what the role is and find the right person.
- Opportunities for student trail workers
- Community members being membership poor – opportunity to create one community membership.
- SARS – interest in coordinating with clubs for search and rescue purposes.
- Lots of enthusiasm about the service and concept of parks and outdoor rec and happy that the RD was leading the conversation.
- Huge interest in promoting the recreation assets.
- Consider recommending hospitality tax - Municipal and Regional District Tax (MRDT) of up to 3%.

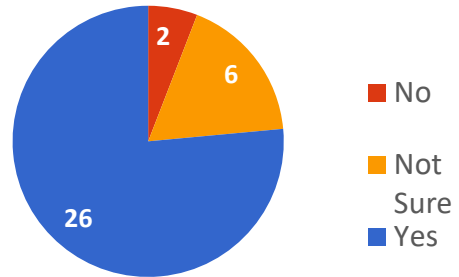
34 feedback forms were received from Areas B, E and Burns Lake. The key findings from the feedback forms are reported below and on the following page.



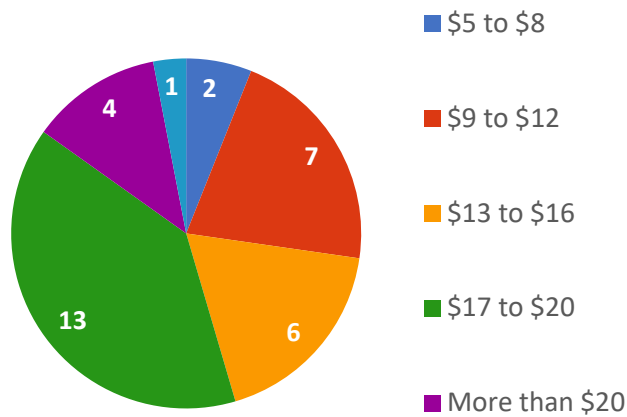
RDBN providing financial support to local outdoor recreation clubs

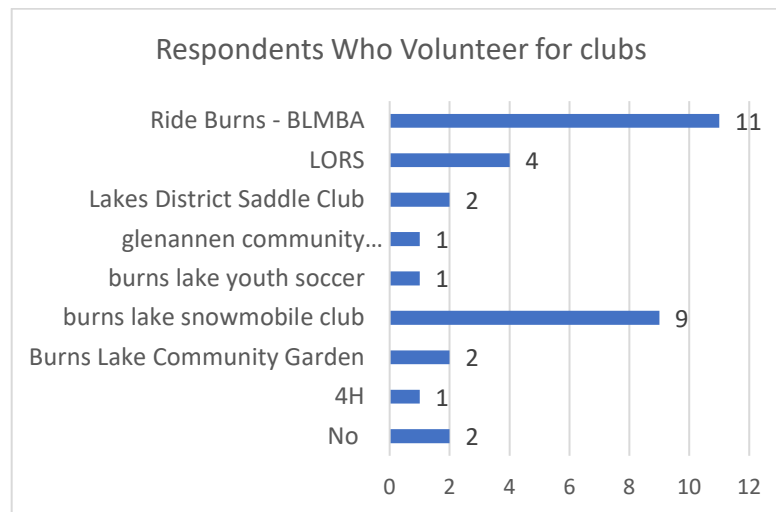


Preferences of RDBN getting involved in Land Ownership



Willingness to Pay per \$100,000 of Assessed Value





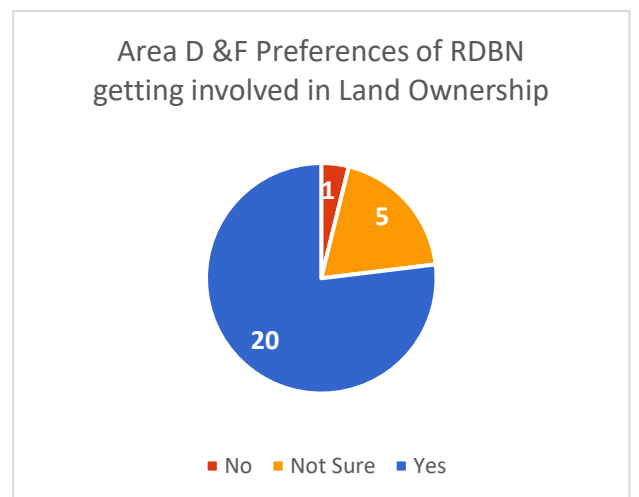
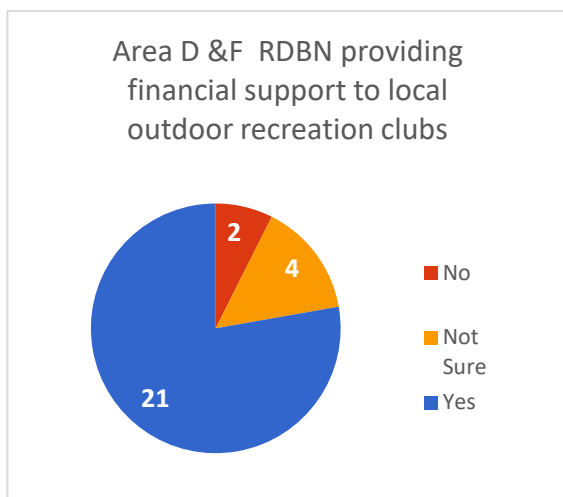
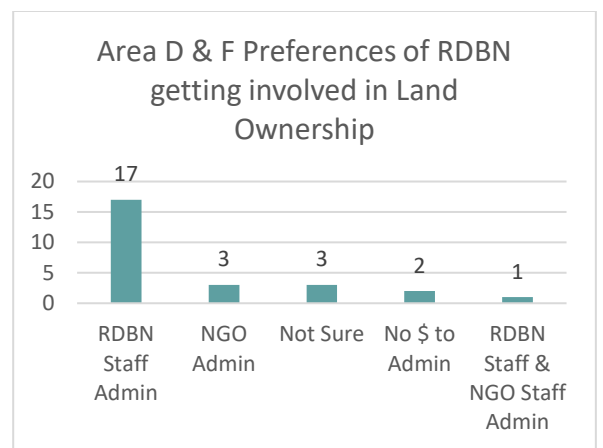
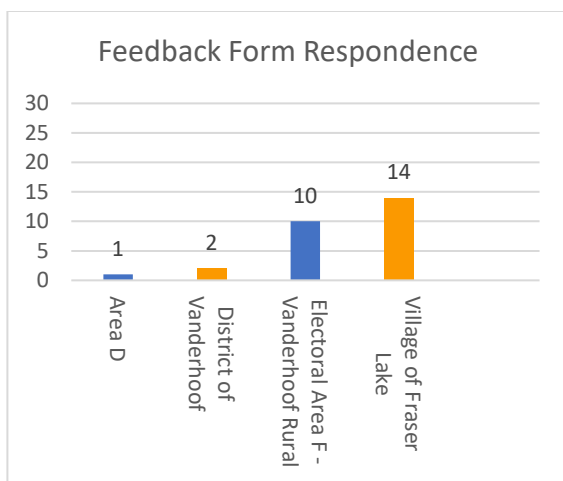
A-C 2.3 Area D & F Summary

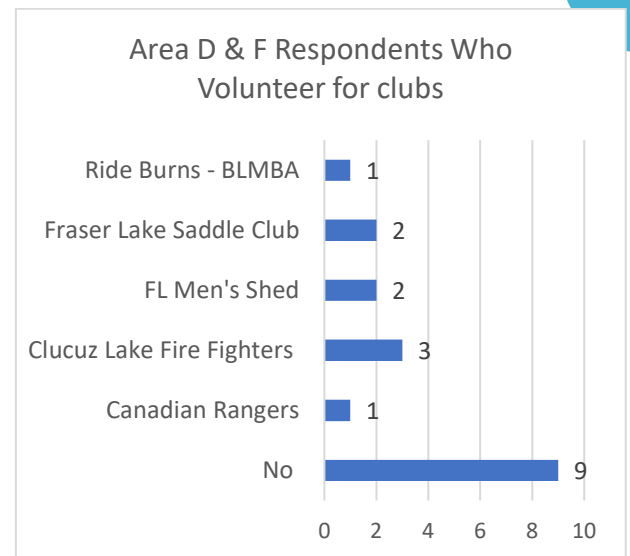
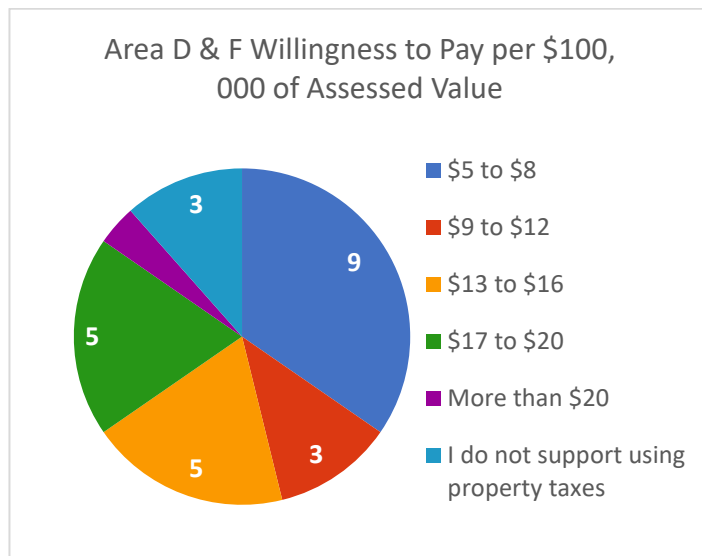
Some of the topics discussed at the open houses included:

- Concern about tax increases, particularly for seniors on fixed incomes.
- There is a lack of clubs & volunteers, therefore government leadership is more important in these communities –ie. ATV club not enough interest in starting a club.
- Shift work really does effect individuals ability to participate in volunteer activities. Some people expressed a desire to volunteer, but that it was challenging due to shift work schedules.
- Fraser Lake Saddle Club is interested in moving their current location and partnering with other outdoor recreation activity types to develop new recreation area close to town.
- Desire to see more access to motorized recreation from town. For example, people with disabilities want to use ATV's or snowmobiles to travel from town to crown land or lake in close proximity.
- Stellat'en First Nations is interested in partnering or collaborating on recreation initiatives.
- Potential for recreation that tells stories of the history of the area.
- River and lake-based recreation.
- Active transportation.
- People want everyone to pay the same price and receive the same level of service for the taxes that they pay. There is concern that tax dollars will be focused into specific communities. Residents don't want to pay for amenities in other regions.

- Current boat launches near Clucuz Lake are not in great spots (low water) and are adjacent to private property thus creating issues with parking.
- Concern about health of the lake/water quality; mostly associated with septic systems and outhouses (but could be a factor to consider with increased boat traffic)
- People wanted to know the types of services that they would be receiving before answering the question about willingness to pay.

A total of 27 feedback forms were received in Area D and F. A summary of the feedback received is provided below and on the following page.



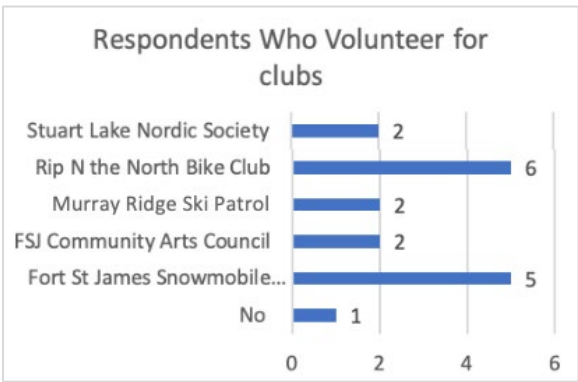
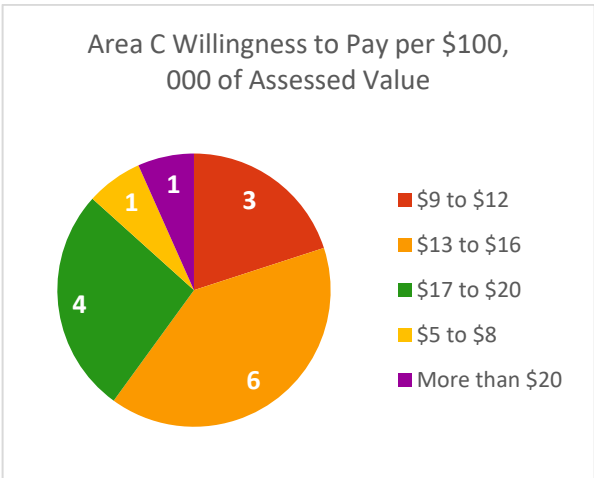
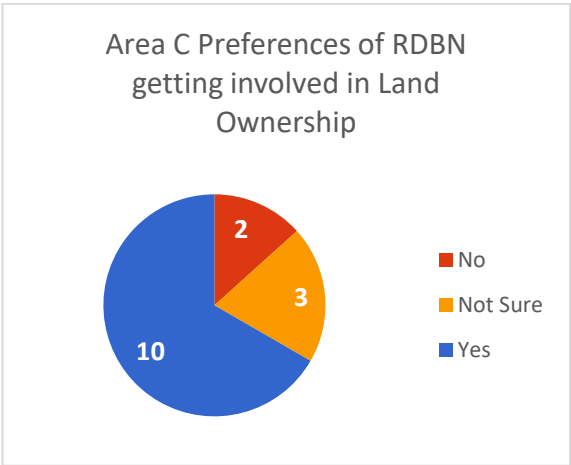
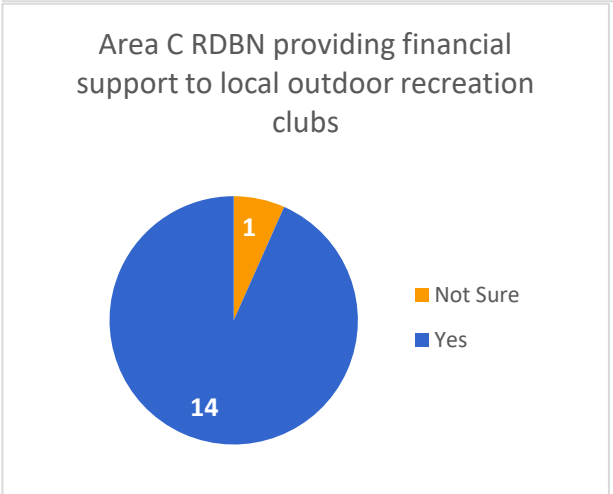
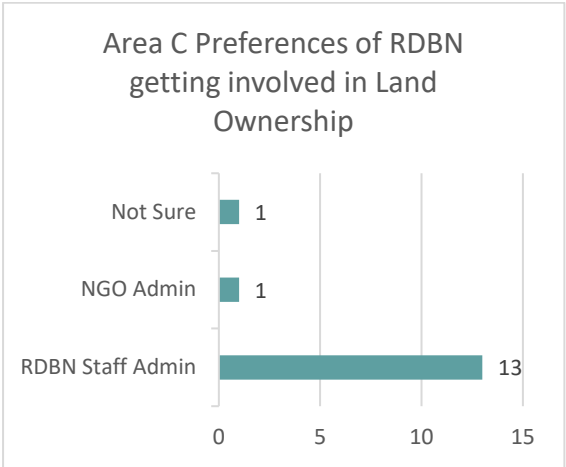
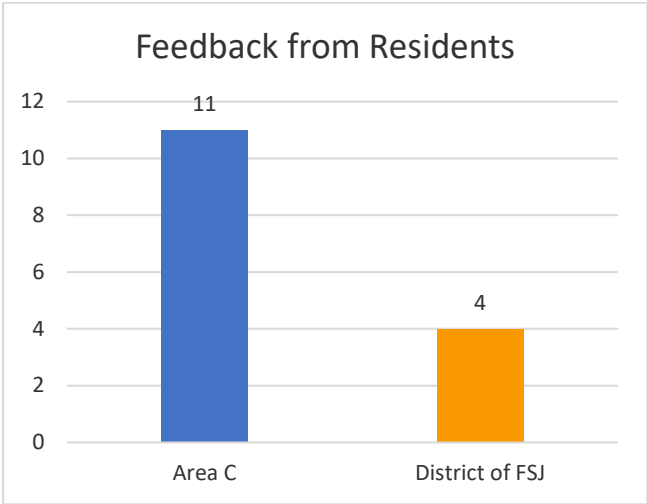


A-C 2.4 Area C Summary

Some of the topics discussed at the open houses included:

- People were generally positive, enthusiastic, and interested in seeing success in their community.
- There was a mix of interest in the desire for RDBN to own specific amenities.
- Many people were inspired by comparable communities, and building partnerships with the RDBN, local clubs and province.
- There is a desire to legalize bike trails on Mount Pope and have clubs involved in maintenance.
- Interest in accessibility and design options.
- Interest in multi-year funding agreements with clubs to sustain maintenance and build excitement through investment in the community and volunteers.
- Interest in RDBN having a website that lists all the recreation assets with disclaimers on the RD not maintaining access.

A total of 15 feedback forms were received from Area C and Fort St James. The summary of feedback is reported on the following page.



A-C 2. 5 Area G Summary

There were only 6 individuals who attended the Houston/ Area G Open House. Some of the topics discussed at the open houses included:

- No interest in grants; instead a desire for consistent funding.
- Interest in municipalities paying into a proposed service.

There were only four feedback forms submitted. One feedback form was completed by a rural resident and the other three were filled out by Houston residents. Out of the 4 respondents, two wanted to see a non-profit organization administer the service. The 4 respondents were all in support of the RDBN providing support to local outdoor recreation clubs, and the RDBN getting involved in land ownership. 3 out of the 4 respondents was willing to pay more than \$20, while the other one was willing to pay between \$5 to \$8 per \$100, 000 of assessed value. Respondents participated in the Morice Nordic Ski Club and the Houston Mountain Bike Association.

A-C. 3 REGIONAL SUMMARY OF OPEN-ENDED FEEDBACK FORM COMMENTS

The Feedback form had an open-ended question that asked respondents if they had any additional comments. Below is a summary of key themes and ideas that were provided.

The top three comments included ideas for new infrastructure, trails and development sites in the region, the general support and recognition around the broader community, and a general interest to see municipalities and municipal tax payer participate in the service. There were also many comments about a mixed approach to administration of such a service to include both RDBN staff and local not-for-profit administration, recognition of maintenance needs in the region and a stable source of funding for existing outdoor recreation assets maintained by clubs.

Theme	# Comments
New Infrastructure Ideas	12
Recognition of the Broader Community Benefit	8
Include Municipalities and Municipal Tax Payers in the Service	7
Great Idea	6
Mixture of RDBN and Community Administration	6
Maintenance need in the Region	6
Stable Source of Funding for Existing Outdoor Recreation Assets Maintained by Clubs	5
Increased Coordination between Clubs and Government Agencies	4
Integrate Conservation and Climate Change Values into Future Recreation Planning	3

Appendix II – Detailed Scenario Analysis

Appendix II – Detailed Scenario Analysis

RDBN Outdoor Recreation Study

June 2020

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Assumptions

The scenarios presented in this report have been developed with the following assumptions:

- 1) Scenarios are intended to be examples of what an outdoor recreation service could look like. There is no expectation that the RDBN will immediately endorse a scenario. The sample budgets and tax rates are provided for information only.
- 2) Each scenario includes the following two separate budgets and tax rates:
 - 1 budget and tax rate is for administration, operations, maintenance, and development of RDBN owned/leased assets (blue and orange blocks).
 - 1 budget and tax rate is for funding to clubs (yellow and red blocks).

These budgets are separate because the RDBN will be required to create one bylaw for establishing a service for administration, operations, maintenance, and development of RDBN-operated (owned/leased) assets and a separate bylaw to administer funding to clubs. By separating the budgets, the RDBN can easily calculate the tax rate required for each bylaw and service being provided.

- 3) The data used to calculate tax revenue scenarios is based on 2019 property assessment data from BC Assessment.
- 4) The tax revenue calculations include revenues for all property classes (residential, utilities, major industry, light industry, business, other, rec/non-profit and farm).
- 5) The scenarios include estimates for funding that could be available to clubs. The scenarios assume that each club would receive equal funding, to provide a sense of the scale of funding available for each club. This calculation seeks to provide the reader with a general sense of the potential amount of funding available and it is not anticipated or recommended that funds be distributed equally. The RDBN would need to establish criteria for determining which clubs receive funding and how much they receive.
- 6) The sample budgets provide a high-level overview of what an annual budget under each scenario could look like. Identifying or providing cost estimates for specific projects is beyond the scope of this project. Details about the types of infrastructure that could be developed and maintained would need to be confirmed through future planning work.
- 7) The scenarios consider tax revenues only and do not consider other revenue streams, such as cash-in-lieu of parkland or external grants. However, the sample budgets do assume that the RDBN would set-aside capital reserves annually that could go towards matching grants.

Scenario 1: Region-Wide Service with Municipal Contribution



In this scenario the RDBN would provide outdoor recreation services to the entire region. Both municipalities and rural areas would pay into the service. Approximately 45% of the budget would go towards the blue and orange blocks (administration/coordination and the development and maintenance of RDBN owned or leased assets). The remaining 55% would go towards red and yellow blocks (financial support to clubs).

This scenario proposes 1.2 FTE to serve the entire region. Through the engagement process, clubs in Areas A, B and G expressed a strong desire for multi-year agreements rather than grants. The diagram to the left includes a larger red block and smaller yellow block to illustrate that the majority of the funding to clubs would be provided via multi-year agreements, but it may be appropriate to use grants in some of the eastern communities where there are fewer clubs operating.

Scenario 1 Financial Details

The total annual tax requisition for Scenario 1 is \$739,000. If municipalities did not pay into the service, the total annual tax requisition would decrease to \$372,000 (approximately 50% decrease).

Table 1: Scenario 1 Tax Rates and Requisition

	RDBN Operational Costs		Financial Support to Clubs		Total Tax Rate for Service/ \$100,000 AV	Annual Average Cost/ Household
	Tax Rate/ \$100,000 AV	Annual Tax Requisition	Tax Rate/ \$100,000 AV	Annual Tax Requisition		
A, Smithers, Telkwa	\$6	\$121,681	\$12	\$243,361	\$18	\$47
B, E and Burns Lake	\$8	\$56,702	\$8	\$65,848	\$16	\$23
C, Fort St James	\$5	\$43,910	\$3	\$26,346	\$8	\$11
D, Fraser Lake	\$5	\$22,154	\$3	\$13,292	\$8	\$9
F, Vanderhoof	\$5	\$62,447	\$2	\$24,979	\$7	\$13
G, Houston, Gran Isle	\$5	\$26,528	\$6	\$31,834	\$11	\$11
Total		\$333,421		\$405,660		

Through the public engagement process the eastern communities and Area G expressed a lower level of interest for an outdoor recreation service. Across all communities, people who participated in the interviews or open houses expressed support for providing funding to clubs and a desire to limit administrative costs. The sample budget reflects this by proposing a lower tax rate in eastern communities and Area G (\$7 to \$11 as opposed to \$16 to \$18 in A and B) and directing a larger proportion of tax revenue towards support to clubs (55%) as opposed to RDBN administration and operations (45%).

Table 2 provides a sample annual budget for RDBN operations (blue and orange blocks). The sample budget assumes that the RDBN will apply for senior-level matching grants using money from the Capital Reserves & Replacement budget.

Table 2: Sample Scenario 1 Annual Budget for RDBN Operations (Blue and Orange Blocks)




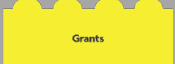
 RDBN Administration  RDBN-Owned or Leased Outdoor Recreation Assets (i.e. trails, boat launches, etc.)	A, Smithers & Telkwa	B, E & Burns Lake	C, Fort St James	D, Fraser Lake	F, Vanderhoof	G, Houston & Granisle
Administration	0.44 FTE	0.20 FTE	0.16 FTE	0.08 FTE	0.22 FTE	0.10 FTE
Maintenance, Permits, Licensing, etc.	\$35,856	\$16,709	\$12,939	\$6,528	\$18,401	\$7,817
*New Infrastructure	\$32,845	\$15,306	\$11,852	\$5,980	\$16,856	\$7,161
Capital Reserve & Replacement	\$18,247	\$8,503	\$6,585	\$3,322	\$9,365	\$3,978
Consulting Fees	\$10,948	\$5,102	\$3,951	\$1,993	\$14,047	\$2,387
Total	\$135,793	\$63,278	\$49,002	\$24,723	\$78,118	\$29,605
% of Total	36%	17%	13%	6%	21%	8%
<i>*New infrastructure values do not include revenues from potential grants.</i>						

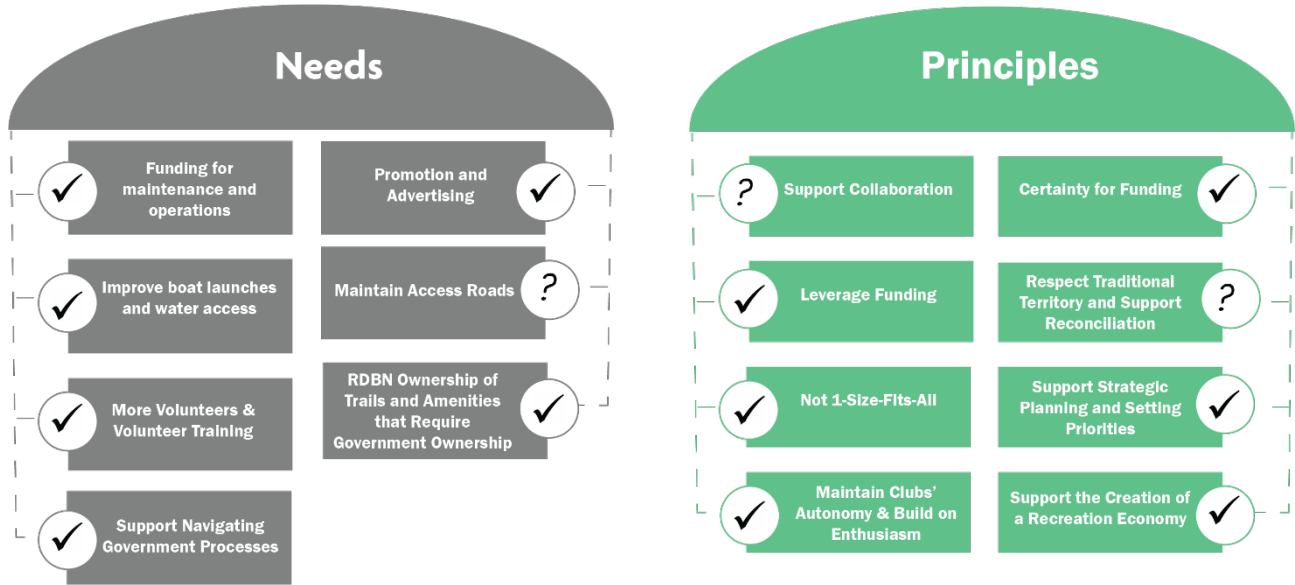
Table 3 estimates the amount of funding that could be provided to clubs, assuming that all clubs received equal distribution of funds. This calculation seeks to provide the reader with a general sense of the potential amount of funding available and it is not anticipated or recommended that funds be distributed equally. The RDBN would need to establish criteria for determining which clubs receive funding and how much they receive.

Table 3: Details on Funding to Clubs (Red and Yellow Blocks)

 Multi-Year Funding Agreements with Clubs  Grants	% Revenues	Annual Funding to Clubs	Estimated # Clubs	Estimated Funding Per Club (assuming equal distribution)
A, Smithers, Telkwa	60%	\$243,361	20	\$12,168
B, E and Burns Lake	16%	\$65,848	5	\$13,170
C, Fort St James	6%	\$26,346	6	\$4,391
D, Fraser Lake	3%	\$13,292	3	\$4,431
F, Vanderhoof	6%	\$24,979	5	\$4,996
G, Houston, Gran Isle	8%	\$31,834	6	\$5,306
Total	100%	\$405,660		

Scenario 1 Needs & Principles

This scenario would meet all of the identified needs, except it is unclear if there would be sufficient budget for RDBN involvement in maintaining access roads. This scenario proposes 1.2 FTE; however, this still may not be sufficient to achieve the principles that require more time and resources; such as supporting collaboration and supporting reconciliation. The RDBN would need to be careful not to over-invest in new infrastructure that they do not have the funds to maintain.



Scenario 2: Sub-Regional Area A, B & E Service with Municipal Contribution



In this scenario the RDBN would provide outdoor recreation services to Electoral Areas A, B, E, Smithers, Telkwa, and Burns Lake. Both municipalities and rural areas would pay into the service. Approximately 51% of the budget would go towards the blue and orange blocks (administration/coordination and the development and maintenance of RDBN owned or leased assets). The remaining 47% would go towards red blocks (financial support to clubs).

This scenario proposes that the RDBN hires one full time position to deliver the service. This scenario does not include grants because during the engagement process residents expressed a preference for multi-year funding agreements.

This scenario focuses on the areas and communities that expressed the strongest level of support for an outdoor recreation service. We received less feedback from Telkwa residents and are therefore uncertain of the level of support in Telkwa.

Scenario 2 Financial Overview

The total annual tax requisition for Scenario 2 is \$438,000, which would be distributed to each region based on the amount they contributed to the total revenues (74% to Area A and 26% to Area B). Both rural and municipal residents in Areas A, B, and E would pay a total of \$16 per \$100,000 AV (\$21 to \$42 annually for the average homeowner). If municipalities did not pay into the service, the total annual tax requisition would decrease to \$219,000 (approximately 50% decrease).

For Areas B, E and Burns Lake, this scenario charges the same rates as Scenario 1. For Area A, Telkwa, and Smithers, this scenario charges a slightly higher tax rate compared to Scenario 1 for orange and blue blocks (\$8 vs. \$6) and a lower tax rate for financial support to clubs (\$8 vs. \$12).

Table 4: Scenario 2 Tax Rates and Requisition

	RDBN Operational Costs		Financial Support to Clubs		Total Tax Rate for Service/ \$100,000 AV	Annual Average Cost/ Household
	Tax Rate/ \$100,000 AV	Annual Tax Requisition	Tax Rate/ \$100,000 AV	Annual Tax Requisition		
A, Smithers, Telkwa	\$8	\$162,241	\$8	\$162,241	\$16	\$42
B, E and Burns Lake	\$8	\$56,702	\$8	\$56,702	\$16	\$22
Total		\$218,943		\$218,943		

Table 5 provides a sample annual budget for RDBN operations (blue and orange blocks). The sample budget assumes that the RDBN will apply for senior-level matching grants using money from the Capital Reserves & Replacement budget.

Table 5: Scenario 2 Sample Annual Budget for RDBN Operations (Blue and Orange Blocks)



	A, Smithers & Telkwa	B, E & Burns Lake
 RDBN Administration		
 RDBN-Owned or Leased Outdoor Recreation Assets (i.e. trails, boat launches, etc.)		
Administration	0.74 FTE	0.26 FTE
Maintenance, Permits, Licensing, etc.	\$41,625	\$14,625
*New Infrastructure	\$22,200	\$7,800
Capital Reserve & Replacement	\$25,900	\$9,100
Consulting Fees	\$29,600	\$10,400
Total	\$183,607	\$64,510
% of Total	74%	26%
<i>*New infrastructure does not include potential grants</i>		

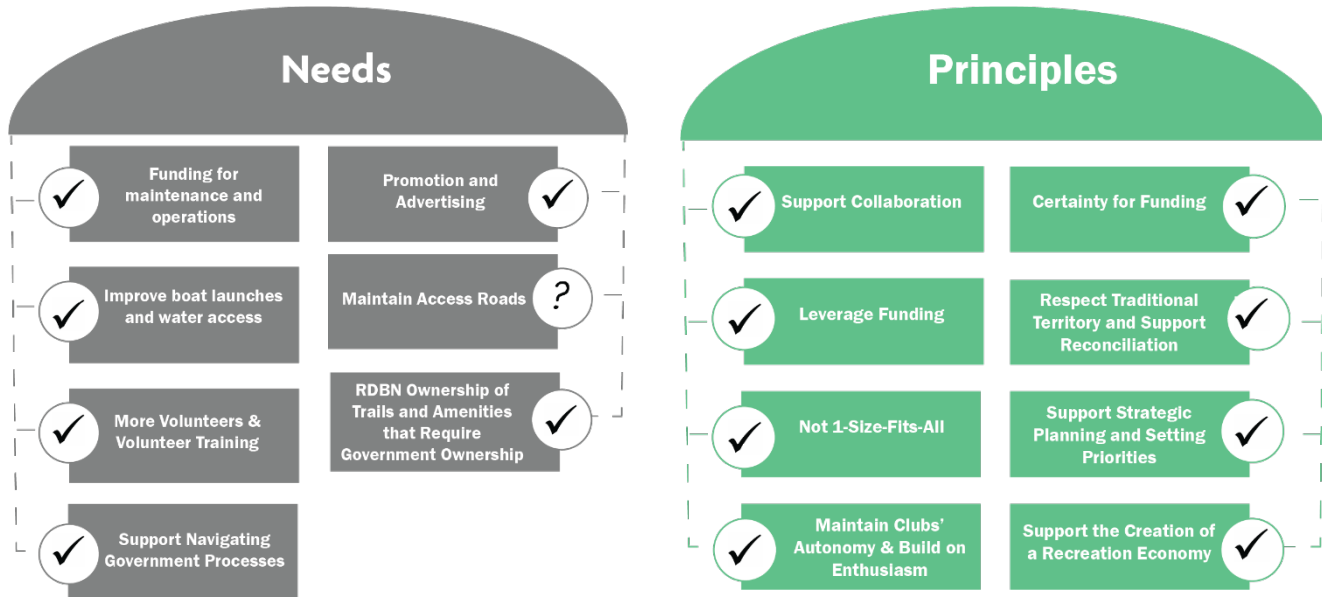
Table 6 estimates the amount of funding that could be provided to clubs, assuming that all clubs received equal distribution of funds. The RDBN would need to establish criteria for determining which clubs receive funding and how much they receive.

Table 6: Scenario 2 Details on Funding to Clubs (Red)

 Multi-Year Funding Agreements with Clubs	% Revenues	Annual Funding to Clubs	Estimated # Clubs	Estimated Funding Per Club (assuming equal distribution)
A, Smithers, Telkwa	74%	\$162,241	20	\$8,112
B, E and Burns Lake	26%	\$56,702	5	\$11,340
Total	100%	\$218,943		

Scenario 2 Discussion, Needs, and Principles

This scenario achieves the majority of the needs, except it is unclear if there would be sufficient budget for RDBN involvement in maintaining access roads. This scenario proposes 1 employee serving Electoral Areas A, B, E, Smithers, Telkwa, and Burns Lake, rather than 1.2 employee serving the entire RDBN. This increase in resources means that the RDBN is more likely to achieve the principles that require more time and resources; such as supporting collaboration, supporting reconciliation, and strategic planning.



Scenario 3: Area A Service with Municipal Contribution



In this scenario the RDBN would provide outdoor recreation services to Electoral Areas A, Smithers, and Telkwa. Both municipalities and rural areas would pay into the service. The proposed budget is split 50/50 between the blue and orange blocks (administration/coordination and the development and maintenance of RDBN owned or leased assets) and the red and yellow blocks (financial support to clubs).

This scenario proposes that the RDBN hires one ¼ time position (0.75 FTE) to deliver the service. This scenario does not include grants because during the open house sessions and interviews residents expressed a preference for multi-year funding agreements.

This scenario focuses on the areas and communities that expressed the strongest level of support for an outdoor recreation service. We received less feedback from Telkwa residents and are therefore uncertain of the level of support in Telkwa.

Scenario 3 Financial Overview

The total annual tax requisition for Scenario 3 is \$325,000, which would be distributed across Electoral Area A, Smithers and Telkwa. Both rural and municipal residents in Areas A, Smithers, and Telkwa would pay a total of \$16 per \$100,000 AV (\$38 to \$44 annually for the average homeowner). If municipalities did not pay into the service, the total annual tax requisition would decrease to \$190,000 (approximately 59% decrease). If Telkwa did not pay into the service, the total revenues would decrease to \$300,000 (a 7% decrease)

Table 7: Scenario 3 Tax Rates and Requisition

	RDBN Operational Costs		Financial Support to Clubs		Total Tax Rate for Service/ \$100,000 AV	Annual Average Cost/ Household
	Tax Rate/ \$100,000 AV	Annual Tax Requisition	Tax Rate/ \$100,000 AV	Annual Tax Requisition		
Electoral Area A	\$8	\$67,123	\$8	\$67,123	\$16	\$44
Smithers	\$8	\$83,107	\$8	\$83,107	\$16	\$44
Telkwa	\$8	\$12,011	\$8	\$12,011	\$16	\$38
Total		\$162,241		\$162,241		

This scenario proposes the same tax rates as Scenario 2, but is scoped to a smaller area. Table 8 provides a sample annual budget for RDBN operations (blue and orange blocks). The sample budget assumes that the RDBN will apply for senior-level matching grants using money from the Capital Reserves & Replacement budget. If the RDBN is successful in securing grants, the money available for new infrastructure could increase by twice as much or more.

Table 8: Scenario 3 Sample Annual Budget for RDBN Operations (Blue and Orange Blocks)



 RDBN Administration	 RDBN-Owned or Leased Outdoor Recreation Assets (i.e. trails, boat launches, etc.)	Area A	Smithers	Telkwa
Administration		0.75 FTE		
Maintenance, Permits, Licensing, etc.		\$27,265	\$33,757	\$4,879
*New Infrastructure		\$12,412	\$15,367	\$2,221
Capital Reserve & Replacement		\$8,274	\$10,245	\$1,481
Consulting Fees		\$10,343	\$12,806	\$1,851
Total		\$7,447	\$9,220	\$1,333
% of Total		\$67,086	\$83,061	\$12,004
<i>*New infrastructure does not include potential grants</i>				

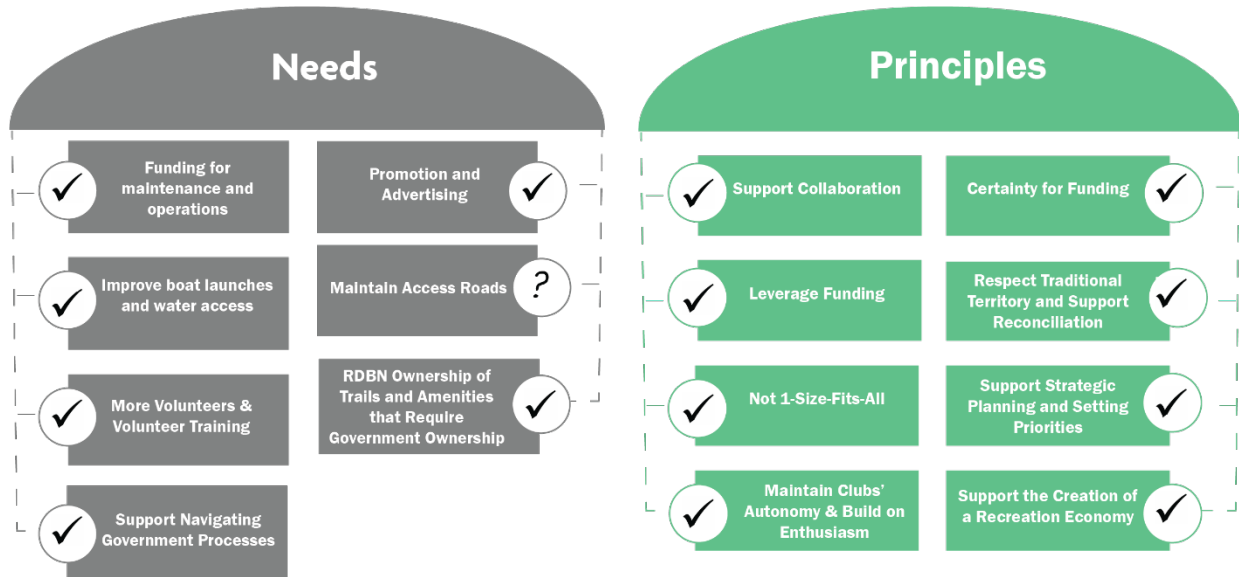
Table 9 estimates the amount of funding that could be provided to clubs, assuming that all clubs received equal distribution of funds. The RDBN would need to establish criteria for determining which clubs receive funding and how much they receive.

Table 9: Scenario 3 Details on Funding to Clubs (Red Block)

 Multi-Year Funding Agreements with Clubs	% Revenues	Annual Funding to Clubs	Estimated # Clubs	Estimated Funding Per Club (assuming equal distribution)
Area A	41%	\$67,123	n/a	n/a
Smithers	51%	\$83,107	n/a	n/a
Telkwa	7%	\$12,011	n/a	n/a
Total	100%	\$162,241	20	\$8,112

Scenario 3 Needs & Principles

This scenario would achieve the same needs and principles as Scenario 2. There would be sufficient staff resources to achieve all of the principles, including the principles that require more time and resources; such as supporting collaboration, supporting reconciliation, and strategic planning.



Appendix III – Sample Bylaws

REGIONAL DISTRICT OF COMOX-STRATHCONA

BYLAW NO. 2925

A bylaw to merge the community parks services in Electoral Areas ‘A’, ‘B’, and ‘C’ into one service to be known as the Electoral Areas ‘A’, ‘B’ and ‘C’ parks and greenways service

WHEREAS pursuant to Bylaw No. 2090 being “Electoral Area ‘A’ Community Parks Local Service Area Conversion Bylaw No. 2090, 1998” adopted on the 25th day of January 1999 the Regional District of Comox-Strathcona established a service known as the Electoral Area ‘A’ community parks service for the provision and operation of community parks;

AND WHEREAS pursuant to Bylaw No. 2091 being “Electoral Area ‘B’ Community Parks Local Service Area Conversion Bylaw No. 2091, 1998” adopted on the 25th day of January 1999 the Regional District of Comox-Strathcona established a service known as the Electoral Area ‘B’ community parks service for the provision and operation of community parks;

AND WHEREAS pursuant to Bylaw No. 2092 being “Electoral Area ‘C’ Community Parks Local Service Area Conversion Bylaw No. 2092, 1998” adopted on the 25th day of January 1999 the Regional District of Comox-Strathcona established a service known as the Electoral Area ‘C’ community parks service for the provision and operation of community parks;

AND WHEREAS pursuant to section 802.1 of the *Local Government Act* the board of the Regional District of Comox-Strathcona wishes to amend the “Electoral Area ‘A’ Community Parks Local Service Area Conversion Bylaw No. 2090, 1998”, the “Electoral Area ‘B’ Community Parks Local Service Area Conversion Bylaw No. 2091, 1998”, and the “Electoral ‘C’ Community Parks Local Service Area Conversion Bylaw No. 2092, 1998” by merging the Electoral Area ‘A’ community parks service, the Electoral Area ‘B’ community parks service, and the Electoral Area ‘C’ community parks service into one service to be known as the Electoral Areas ‘A’, ‘B’ and ‘C’ parks and greenways service for the provision and operation of sub-regional parks;

AND WHEREAS the directors for Electoral Areas ‘A’, ‘B’, and ‘C’ have consented to the adoption of this bylaw;

AND WHEREAS the approval of the inspector of municipalities has been obtained pursuant to section 802(3) of the *Local Government Act*;

NOW THEREFORE the board of the Regional District of Comox-Strathcona in open meeting assembled enacts as follows:

Service

1. The “Electoral Area ‘A’ Community Parks Local Service Area Conversion Bylaw No. 2090, 1998”, the “Electoral Area ‘B’ Community Parks Local Service Area Conversion Bylaw No. 2091, 1998”, and the Electoral ‘C’ Community Parks Local Service Area Conversion Bylaw No. 2092, 1998” are hereby amended by merging the Electoral Area ‘A’ community parks service, the Electoral Area ‘B’ community parks service, and the Electoral Area ‘C’ community parks service into one service to be known as the Electoral Areas ‘A’, ‘B’ and ‘C’ parks and greenways service.

Boundaries of the service area

2. The boundaries of the service shall be coterminous with the boundaries of Electoral Areas ‘A’, ‘B’ and ‘C’ of the Regional District of Comox-Strathcona.

Participating area

3. Electoral Areas ‘A’, ‘B’, and ‘C’ are the participating areas for the service.

Cost recovery

4. As provided in section 803 of the *Local Government Act*, the annual cost of providing the service shall be recovered by one or more of the following:
 - (a) property value taxes;
 - (b) parcel taxes;
 - (c) fees and charges;
 - (d) revenues raised by other means authorized by the *Local Government Act* or another act; and
 - (e) revenues received by way of agreement, enterprises, gift, grant or otherwise.

Maximum requisition

5. In accordance with section 800.1(1)(e) of the *Local Government Act*, the maximum amount that may be requisitioned annually for the cost of the Service is the amount that may be raised by a property value tax rate of fifty cents per one thousand dollars (50¢ per \$1,000) applied to the net taxable value of land and improvements for regional hospital district purposes.

Apportionment

6. The annual costs of the service shall be apportioned to each participant on the basis of the converted value of land and improvements for hospital purposes in those areas.

Service review

7. All aspects of the Electoral Areas ‘A’, ‘B’ and ‘C’ parks and greenways service shall be reviewed every five years, with the first review occurring in 2012.

Date of effect

8. This Bylaw No. 2925 takes effect on January 1, 2007.

Citation

9. This Bylaw No. 2925 may be cited for all purposes as **“Electoral Areas ‘A’, ‘B’ and ‘C’ Parks and Greenways Service Bylaw No. 2925, 2006”**.

READ A FIRST AND SECOND TIME THIS 26TH DAY OF JUNE 2006.

READ A THIRD TIME THIS 26TH DAY OF JUNE 2006.

I hereby certify the foregoing to be a true and correct copy of Bylaw No. 2925 being “Electoral Areas ‘A’, ‘B’ and ‘C’ Parks and Greenways Service Bylaw No. 2925, 2006” as read a third time by the board of the Regional District of Comox-Strathcona on the 26th day of June 2006.

J. Warren

Manager of Legislative Services

**APPROVED BY THE
INSPECTOR OF MUNICIPALITIES THIS 28TH DAY OF OCTOBER 2006.**

ADOPTED THIS 27TH DAY OF NOVEMBER 2006.

J. Abram

Chair

J. Warren

Manager of Legislative Services

I hereby certify the foregoing to be a true and correct copy of Bylaw No. 2925, being “Electoral Areas ‘A’, ‘B’ and ‘C’ Parks and Greenways Service Bylaw No. 2925, 2006” as adopted by the board of the Regional District of Comox-Strathcona on the 27th day of November 2006.

J. Warren

Manager of Legislative Services

The following is a consolidated copy of the Electoral Areas Arts and Culture Grant Service Establishing Bylaw No. 278, 2014 and includes the following bylaws:

Bylaw No.	Bylaw Name	Adopted	Purpose
278	Electoral Areas Arts and Culture Grant Service Establishing Bylaw No. 278, 2014	January 28, 2014	To establish the electoral areas arts and culture grant service for the purpose of providing funding to societies and non-profit organizations that own and / or operate arts or culture facilities in the Comox Valley to assist with the protection, preservation, maintenance and promotion of said infrastructure

This bylaw may not be complete due to pending updates or revisions and therefore is provided for reference purposes only. Titles and whereas clauses may be different than in original bylaws to make this consolidated version more clear and identify historical changes and conditions. THIS BYLAW SHOULD NOT BE USED FOR ANY LEGAL PURPOSES. Please contact the corporate legislative officer at the Comox Valley Regional District to view the complete bylaw when required.

COMOX VALLEY REGIONAL DISTRICT
BYLAW NO. 278

A bylaw to establish the electoral areas arts and culture grant service for the purpose of providing funding to societies and non-profit organizations that own and / or operate arts or culture facilities in the Comox Valley to assist with the protection, preservation, maintenance and promotion of said infrastructure

WHEREAS under section 796 of the *Local Government Act* a regional district may operate any service the board considers necessary or desirable for all or part of the regional district;

AND WHEREAS the board of the Comox Valley Regional District wishes to establish a service to provide funding to societies and non-profit organizations that own and / or operate arts or culture facilities in the Comox Valley to assist with the protection, preservation, maintenance and promotion of said infrastructure;

AND WHEREAS the approval of the inspector of municipalities has been obtained under section 801 of the *Local Government Act*; and

AND WHEREAS the approval for the participating areas was obtained by alternative approval process under section 801.3 of the *Local Government Act*;

NOW THEREFORE the board of the Comox Valley Regional District in open meeting assembled enacts as follows:

Service

1. (1) The service established by this bylaw is to provide funding to societies and non-profit organizations that own and / or operate arts or culture facilities in the Comox Valley to assist with the protection, preservation, maintenance and promotion of said infrastructure.
- (2) The service shall be known as the electoral areas arts and culture grant service (the ‘service’).

Boundaries

2. The boundaries of the service are all of Electoral Area ‘B’ (Lazo North) and Electoral Area ‘C’ (Puntledge – Black Creek) and the Vancouver Island portion of Electoral Area ‘A’ (Baynes Sound – Denman/Hornby Islands) as identified in schedule ‘A’ attached to and forming part of this bylaw.

Participating areas

3. Electoral Area ‘A’ (Baynes Sound – Denman/Hornby Islands), Electoral Area ‘B’ (Lazo North) and Electoral Area ‘C’ (Puntledge – Black Creek) includes a participating area in the service.

Cost recovery

4. As provided in section 803 of the *Local Government Act*, the annual cost for this service shall be recovered by one or more of the following:
 - (a) property value taxes;
 - (b) parcel taxes;
 - (c) fees and charges imposed under section 363 of the *Local Government Act*;
 - (d) revenues raised by other means authorized by the *Local Government Act* or another Act; and
 - (e) revenues received by way of agreement, enterprises, gift, grant or otherwise,

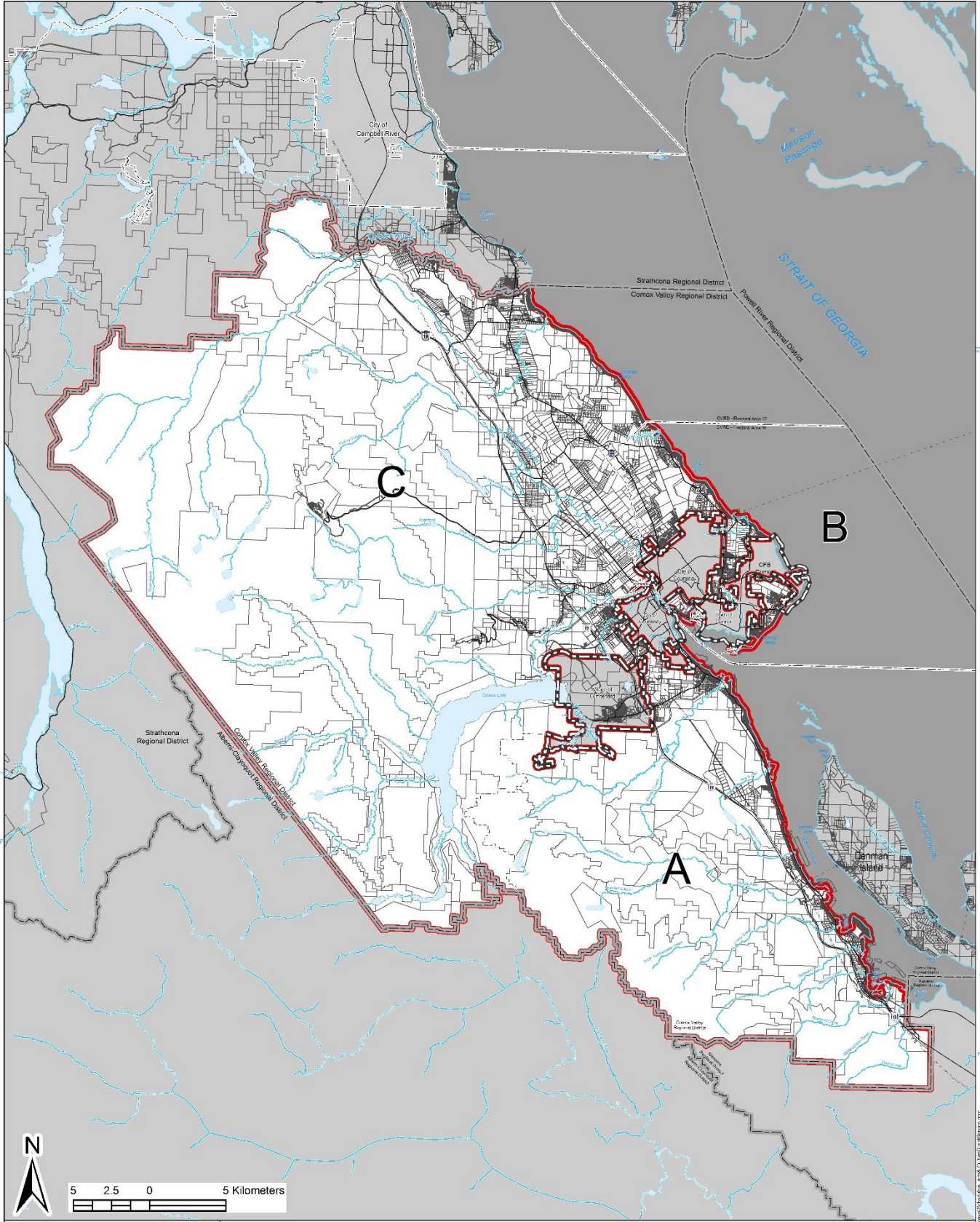
Maximum requisition

5. In accordance with section 800.1(1)(e) of the *Local Government Act*, the maximum amount that may be requisitioned annually for the cost of the service is the greater of \$100,000 or \$0.025 per \$1,000 applied to the net taxable value of land and improvements for regional hospital district purposes.

Citation

This Bylaw No. 278 may be cited as "Electoral Areas Arts and Culture Grant Service Establishing Bylaw No. 278, 2014."

SCHEDULE A



The following is a consolidated copy of the Denman Island Community Parks and Greenways Service Establishment Bylaw No. 386, 2015 and includes the following bylaws:

Bylaw No.	Bylaw Name	Adopted	Purpose
386	Denman Island Community Parks and Greenways Service Establishment Bylaw No. 386, 2015	December 15, 2015	To establish the Denman Island community parks and greenways service

This bylaw may not be complete due to pending updates or revisions and therefore is provided for reference purposes only. Titles and whereas clauses may be different than in original bylaws to make this consolidated version more clear and identify historical changes and conditions. THIS BYLAW SHOULD NOT BE USED FOR ANY LEGAL PURPOSES. Please contact the corporate legislative officer at the Comox Valley Regional District to view the complete bylaw when required.

COMOX VALLEY REGIONAL DISTRICT

BYLAW NO. 386

A bylaw to establish the Denman Island community parks and greenways service

WHEREAS under section 796 of the *Local Government Act* a regional district may operate any service the board considers necessary or desirable for all or part of the regional district;

AND WHEREAS the Comox Valley Regional District wishes to establish a community parks and greenways service for Denman Island;

AND WHEREAS the approval of the inspector of municipalities has been obtained under section 801 of the *Local Government Act*;

AND WHEREAS participating area approval was obtained by alternative approval process under section 801.3 of the *Local Government Act*;

NOW THEREFORE the board of the Comox Valley Regional District in open meeting assembled enacts as follows:

Service established

1. The service established by this bylaw is the Denman Island community parks and greenways service.

Boundaries

2. The boundaries of the service area shall be that portion of the Electoral Area 'A' (Baynes Sound Denman/Hornby Islands) of the Comox Valley Regional District as shown on the attached schedule 'A'.

Participating area

3. The participating area is Denman Island which is part of Electoral Area 'A' (Baynes Sound Denman/Hornby Islands).

Cost recovery

4. As provided in section 803 of the *Local Government Act*, the annual cost of providing the service shall be recovered by one or more of the following:
 - (a) property value taxes;
 - (b) parcel taxes;
 - (c) fees and charges;
 - (d) revenues raised by other means authorized by the *Local Government Act* or another act; and
 - (e) revenues received by way of agreement, enterprises, gift, grant or otherwise.

Maximum requisition

5. In accordance with section 800.1(1)(e) of the *Local Government Act*, the maximum amount that may be requisitioned annually for the cost of the service is the amount that may be raised by a property value tax rate of \$0.50 per \$1,000.00 applied to the net taxable value of land and improvements for regional hospital district purposes.

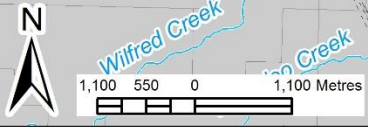
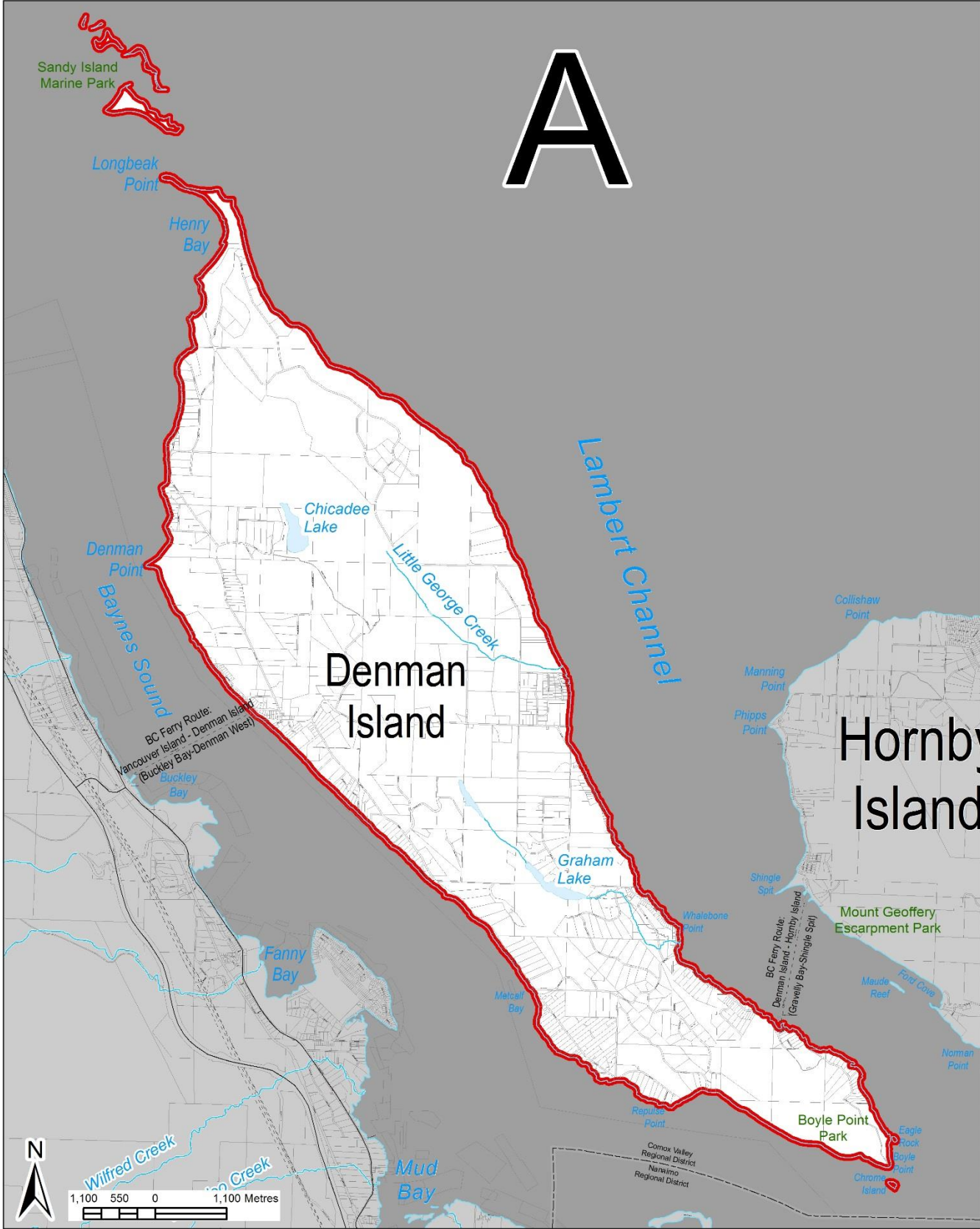
Effective date

6. This bylaw comes into effect on January 1, 2016.

Citation

This Bylaw No. 386 may be cited for all purposes as “Denman Island Community Parks and Greenways Service Establishment Bylaw No. 386, 2015”.

A



Schedule "A"
"Denman Island Community Parks and Greenways Service Establishment Bylaw No. 386, 2015"
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COLUMBIA SHUSWAP REGIONAL DISTRICT

BYLAW NO. 5556

A bylaw to regulate the management, maintenance, improvement, operation, development, control and use of Columbia Shuswap Regional District parks within Electoral Areas A, B, C, D, E and F.

BL 5689

WHEREAS under Section 176 of the *Local Government Act*, a regional district has the power to acquire, hold, manage and dispose of land, improvements, personal property or other property, and any interest or right in or with respect to that property;

AND WHEREAS pursuant to section 796.2 of the *Local Government Act*, a regional district may, by bylaw, regulate and prohibit in relation to a regional district service;

AND WHEREAS the CSRD has established a community parks service for electoral areas A, B, C, D, E and F and the Regional Board of the CSRD deems it advisable to adopt a community parks regulatory bylaw;

NOW THEREFORE the Board of the Columbia Shuswap Regional District, in open meeting assembled, hereby enacts as follows:

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Section 1 - Definitions

1. Definitions

For the purpose of this Bylaw, the following words or expressions are defined:

“ATV” means an *all* terrain vehicle, 4-wheel drive vehicle, off-road vehicle or other device used for off-road travel.

“Authorized Personnel” means the CSRD’s Team Leader, Parks and Recreation, employees of the CSRD’s Parks and Recreation Department and persons having a contract with the CSRD pertaining to the operation or administration of parks.

“Camp” means to occupy a campsite, to set up a tent or other shelter or to remain overnight.

“Campground” means an area in a park containing one or more campsites and designated as a campground.

“Campsite” means an area within a campground that is designated as a site for overnight camping.

“CSRD” means the Columbia Shuswap Regional District.

“Day Use Area” means a park, or any area of a park, designated for day time use only, and includes all boat launches located within any park.

“Domestic Animal” means a vertebrate that has become domesticated, including any mammal, bird, reptile, amphibian, insect, fish, marine animal or other animal kept as livestock or pet.

“Family Unit” means the parents, children and/or dependants of said parents residing in a single household.

“Firearm” includes a rifle, shotgun, handgun, spring gun or any other device that propels a projectile by means of an explosion, compressed gas or spring, but does not include a longbow or crossbow.

“Fireworks” means devices that explode or burn to produce visual or sound effects and such other explosive as may be designated as such by the Lieutenant-Governor under the provision of the *Fireworks Act of the Province of British Columbia* or under the provision of the *Canadian Explosives Act* and its regulations, as the case may be, but does not include torpedoes, flares, fuses or similar pyrotechnic devices used by motorists, railroads, police or other agencies for signaling purposes or illumination.

“Litter” includes garbage, refuse, rubbish or trash of any kind, including a container, package, bottle or can or any part thereof.

“Motorcycle” means a motorcycle as defined in the *Motor Vehicle Act* (British Columbia) and includes any vehicle that runs on two or three wheels and has a saddle or seat for the driver to sit astride.

“**Natural Resources**” means any land, water or atmosphere, their mineral, vegetable and other components, and includes all fauna and flora, including all vegetation.

“**Operator**” means a CSRD employee or contractor charged with managing and operating a park or operating facilities in a park.

“**Park**” includes land and water dedicated, owned, leased, licensed, controlled (including jointly) or used by the CSRD as park, sports field or recreation area, including any public trails that are owned or controlled by the CSRD that have been designated for pedestrian, equestrian, skating, skiing, snowshoeing, cycling, motorized or multiple use.

“**Park Road**” means a road within a park that is owned or controlled (including jointly) by the CSRD and is open to members of the public using the park.

“**Park Use Permit**” means a park use permit issued under this Bylaw.

“**Parking Area**” means an area within a park that is designated for use as public parking.

“**Registered Party**” means an individual or group of individuals who are registered as campers at a park in accordance with this Bylaw.

“**Snowmobile**” means a snowmobile as defined in the Snowmobile Regulation under the *Motor Vehicle (All Terrain) Act* (British Columbia).

“**Swimming Area**” means an area of a park designated for public swimming.

“**Vegetation**” includes all trees, shrubs, plants, flowers, natural grass and ground cover, whether wild or in a cultivated state, living or dead.

“**Vehicle**” means a vehicle as defined in the *Motor Vehicle Act* (British Columbia) and shall include a trailer of any kind.

“**Watercraft**” means a canoe, boat, kayak, personal watercraft, houseboat, motorboat or other water-borne vessel.

Section 2 – Public Conduct

2. Personal Conduct

- (1) No person shall cause or engage in any activity that causes a nuisance in a park.
- (2) No person shall obstruct or interfere with the use and enjoyment of a park by any person.
- (3) No person shall use obscene, profane, insulting or indecent language in a park.
- (4) No person shall make or cause to be made any noise in a park that is liable to disturb the quiet, peace, rest, enjoyment, comfort or convenience of any person in a park or of any person residing outside of a park.
- (5) Without limiting subsection (4) of this section, no person shall, between the hours of 10:00 p.m. and 7:00 a.m. the following day, operate any device that is liable to disturb the quiet, peace, rest, enjoyment, comfort or convenience of any person in a park or a person residing outside of a park.

3. Fires

- (1) No person shall start or maintain a fire in a park, except in facilities provided at a park for that purpose.
- (2) No person shall use any vegetation to start or maintain a fire in a park, except firewood that is provided by a campground operator for fire purposes.
- (3) No person shall leave a fire in a park unattended.
- (4) No person shall throw or place upon the ground in a park a lighted match, burning cigarette or cigar or any other burning material.

4. Personal Property

No person shall store, cache or leave equipment, supplies or other property in a park, except at a campsite at which that person is a member of a registered party during the period the party is registered to camp at that campsite.

5. Alcoholic Beverages

No person shall sell, possess or consume alcoholic beverages in a park, except:

BL 5689

- (1) within areas where a parks permit and license under the *Liquor Control and Licensing Act* (British Columbia) have been issued.
- (2) Within designated campsites.

6. Equine or Packing Animals

No person shall bring into a park, or use within a park, any equine or other animal used for packing, except in areas or on trails designated for such use.

7. Domestic Animals

- (1) No person shall bring any domestic animal into any of the following located within a park:
 - (a) a swimming area;
 - (b) a building or structure open to the public; or
 - (c) an area, including a trail, where domestic animals are prohibited pursuant to a designation under this Bylaw.
- (2) Subsection (1) of this section does not apply to a domestic animal that provides therapeutic benefits to humans with physical and mental illnesses or provides assistance to people with physical disabilities when accompanying a person requiring such benefits or assistance.
- (3) Every person who brings a domestic animal into an area of a park designated as a leash area, shall cause the animal to be leashed at all times and shall maintain control of the leash at all times.
- (4) Every person who brings a domestic animal into a park shall ensure that when the animal is not on a leash that the animal remains at all times under the control of that person.
- (5) No person who brings a domestic animal into a park shall permit the animal to:
 - (a) cause an annoyance to any person;
 - (b) injure any person;

- (c) damage property;
 - (d) chase or molest wildlife;
 - (e) graze, browse or otherwise consume vegetation; or
 - (f) roam at large.
- (6) Every person who brings a domestic animal into a park shall clean up all excrement from that domestic animal and dispose of such excrement in an appropriate waste receptacle in a manner that does not cause any inconvenience or annoyance to others.
- (7) Authorized Personnel may, in writing or verbally, order a person who contravenes this section to remove the relevant domestic animal from the park and every person so ordered shall immediately remove the animal from the park.

8. Day Use Areas and Park Facilities

- (1) Except where otherwise designated, no person shall, between the hours of 10:00 p.m. and 5:00 a.m. the following day, enter or remain in a day use area.
- (2) Every group of 10 or more persons using any park facilities shall designate one person as their representative.

9. Commercial Activities

No person shall conduct any commercial activities within a park, except pursuant to a park use permit.

Section 3 – Motor Vehicles, Watercrafts and Aircraft

10. Illegal Parking and Tow Away

- (1) No person shall:
- (a) stop or park a vehicle on the traveled portion of a park road; or
 - (b) stop or park a vehicle in a manner that:
 - (i) impedes the proper use of a park road or parking area ;
 - (ii) damages vegetation; or
 - (iii) interferes with recreational use of the park.
- (2) No person shall, between the hours of 10:00 p.m. and 5:00 a.m. the following day, stop or park a vehicle in a park, except
- (a) at a campsite where that person is a member of the registered party for that campsite, or
 - (b) in a parking area designated for overnight parking.
- (3) Authorized Personnel may remove, or cause to be removed, any vehicle that is stopped or parked in contravention of this Bylaw, and impound and store such vehicle.
- (4) The owner of a vehicle that is removed and impounded under this Bylaw shall pay the costs of removal and impoundment.

11. Motor Vehicles, ATV's, Motorcycles and Snowmobiles

- (1) No person shall use or operate a vehicle in a park, except:
 - (a) on a park road; or
 - (b) in an area designated for the particular use.
- (2) Subsection (1) does not apply to a self-propelled wheelchair or other similar device used by a disabled person.
- (3) No person shall use or operate an ATV, motorcycle or snowmobile in a park, except in an area designated for such use.

12. Watercraft

- (1) No person shall use or operate a watercraft within a swimming area.
- (2) No person shall use or operate a motorized watercraft within a park within 30 metres of a swimming area.
- (3) No person shall moor or store a watercraft in a park, except when loading or unloading the watercraft and in either such case for not longer than ten minutes.
- (4) No person shall bring a watercraft into a park before 5:00 a.m., except for a watercraft parked at a campground in accordance with this Bylaw.
- (5) Every person who brings a watercraft into a park shall remove the watercraft from the park by 10:00 p.m., unless the watercraft is parked at a campground in accordance with this Bylaw.

13. Use of Aircraft

No person shall use an aircraft of any kind, including a helicopter, to arrive at or depart from a park.

Section 4 – Firearms & Hunting

14. Possession and/or Discharge of Firearms, Bows and Crossbows

- (1) No person shall carry or discharge a firearm, bow or crossbow in a park.
- (2) No person shall bring a firearm, bow or cross bow into a park.

15. Feeding of Wildlife

No person shall feed wildlife in a park.

16. Fireworks and Firecrackers

No person shall possess or discharge fireworks, firecrackers or explosive materials of any kind in a park, except for an event authorized by a park use permit.

Section 5 – Preservation and Waste Management

17. Prohibited Activity

- (1) No person shall:
 - (a) vandalize, damage or destroy any sign, structure, improvement or work of any kind in a park;
 - (b) damage or destroy any natural resource in a park;
 - (c) possess or remove any natural resource from a park;
 - (d) engage in any research or collection activity in a park without a permit; or
 - (e) remove water from a park or from any watercourse or water body in a park, except for personal consumption within the park.

18. Littering & Dumping

- (1) No person shall dispose of litter or other waste in a park, except in a waste receptacle or in a pit or area designated for that purpose.
- (2) No person shall bring litter or other waste into a park for the purpose of disposal in the park.
- (3) No person shall cause or allow waste to enter a park or flow or seep into any land or water in a park or to be emitted into the air in a park.
- (4) No person shall deposit, dump or leave any soil, refuse or debris in a park.

Section 6 – Camping

19. Campgrounds

- (1) No person shall camp within a park, except at a campsite in respect of which the person is a member of a registered party for that campsite.
- (2) No person shall use any facilities located within a campground unless that person is a member of a registered party for a campsite at that campground.
- (3) In order to register at a campground, the person or, if the registration is for a group of people, a designated representative of that group shall register with the campground operator by providing the name of the designated representative, the number of persons in the group, the mode of transportation of the group and any other information reasonably required by the campground operator.
- (4) The designated representative shall be responsible for
 - (a) the registration of the group;
 - (b) the payment of any applicable fees; and
 - (c) the actions and conduct of each person in the group while in the park.
- (5) No person shall, between the hours of 10:00 p.m. and 7:00 a.m. the following day, enter or remain within a campground unless the person is a member of a registered party.

20. Maximum Length of Stay

- (1) No person shall camp in a park for more than 14 consecutive days.
- (2) No person who has camped in a campground for 14 consecutive days shall camp further at that campground until they have remained outside of the campground for a period of at least 72 hours.

21. Second Non-Recreational Vehicle Charge

- (1) Subject to subsection (1), no more than one vehicle other than watercrafts and ATV's, may be parked at a campsite.
- (2) A second vehicle may be parked at a campsite if the vehicle is identified in the registration application for the registered party.
- (3) No more than one ATV and one watercraft may be parked at a campsite.

22. Maximum Number of Persons on a Campsite

No more than 6 persons may camp at a campsite at one time, except a family unit where it can be reasonably demonstrated that all members are of the same family unit.

Section 7 - Fees

23. Fees

Every person using a park or park facility shall pay to the CSRD any applicable fee pertaining to such use that may be imposed from time to time by the CSRD or a person having a contract with the CSRD to operate a park or park facility.

Section 8 – Park Use Permits, Designations & Regulations

24. Authorized Personnel Designations & Authority

- (1) Authorized Personnel may from time to time do the following in relation to parks:
 - (a) designate areas for climbing, walking, cycling, skating, games, swimming, boating or other activities of the public;
 - (b) designate areas where specific recreational activities are permitted or prohibited;
 - (c) designate areas for vehicle travel and stopping;
 - (d) designated public parking areas and parking spaces;
 - (e) designate areas at which persons must access watercourses and water bodies;
 - (f) designate areas for the protection of grass and grounds;
 - (g) designate areas for horseback riding;
 - (h) designate areas as campgrounds and campsites;
 - (i) designate areas for fire pits and barbeque fireplaces;
 - (j) designate areas that are closed for the protection of vegetation or wildlife;

- (k) establish kiosks and notice boards for the posting of notices;
- (l) establish a park or part of a park as an off leash area for domestic animals;
- (m) establish parks or parts of parks, and hours, where domestic animals are restricted;
- (n) establish hours for the daily opening and closing of parks or parts of parks;
- (o) establish hours for the daily opening and closing of parks or park facilities and temporarily extend the set hours of a park/facility to accommodate:
 - (i) a special event, such as a statutory holiday celebration;
 - (ii) an organized gathering; or
 - (iii) an organized sport or activity;
- (p) limit the length of stay of a person in a park, including to a greater extent than otherwise be provided elsewhere in this Bylaw;
- (q) temporarily or on an ongoing basis, limit the number of persons, vehicles or watercrafts in a park or any part of a park;
- (r) temporarily close any part of a park to public use for the purposes of construction, maintenance, repairs, removal of hazards, preventing overcrowding, special events, organized gatherings, organized sports or activities or any other reasonable cause;
- (s) temporarily close any park or portion of a park to the public to enable the use of the park or portion by persons holding a park use permit;
- (t) review applications for park use permits and issue park use permits;
- (u) collect fees imposed respecting the use of any park or park facility;
- (v) post signs, including to identify areas designated pursuant to this section;
- (w) make incidental park rules and regulations not inconsistent with this Bylaw; and
- (x) permit such uses or activities as may be considered necessary or desirable for the development or maintenance of any park or park facility.
- (y) Allow for the sale, possession and consumption of alcoholic beverages through the issuance of a parks use permit.

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- (2) No person shall disobey any park sign or violate any parks rule or regulation established under this Section.

25. Park Use Permit

A person desiring to use a park or a park facility for an activity or other use for which a park use permit is required under this Bylaw may apply for a park use permit by completing and submitting to Authorized Personnel, no less than 5 working days in advance of the proposed activity or use, an application for a park use permit in a form prescribed by Authorized Personnel.

26. Permit Review

- (1) Authorized Personnel shall review every application for park use permits and shall issue a park use permit to applicant if:

- (a) the applicant has submitted:
 - (i) a complete application and any additional information in relation to the activity or use described in the application that Authorized Personnel may require;
 - (ii) any fee payable with respect to the park use permit;
 - (iii) proof of adequate insurance in respect of the activity or use described in the application as required by Authorized Personnel;
 - (b) the application is made by the person undertaking or responsible for the activity or use described in the application;
 - (c) the park or facility is available for the activity or use described in the application; and
 - (d) the activity or use described in the application:
 - (i) will not result in the contravention of any other applicable CSRSD bylaw or provincial or federal law or regulation;
 - (ii) will promote or facilitate the safe utilization of the park or facility for recreational purposes; and
 - (iii) will not interfere unduly with the enjoyment of the park/facility by others.
- (2) Authorized Personnel may:
- (a) impose terms and conditions under a park use permit, as may be considered necessary by Authorized Personnel;
 - (b) require that a permit applicant provide financial security to the CSRSD, in an amount determined by Authorized Personnel and in the form of cash or an unconditional, automatically renewing letter of credit, to ensure compliance with the terms of the park use permit and this Bylaw in relation to the activity permitted under the park use permit;
 - (c) refuse to issue a park use permit to any person or group who has previously contravened this Bylaw; and
 - (d) revoke a park use permit if the use permitted by the permit is conducted other than in accordance with this Bylaw.

27. Retention of Permit

The holder of a park use permit or, if the holder is a corporation or other organization, a representative of the organization that holds the park use permit shall at all times be present at the park or park facility and keep the park use permit in his or her possession while the park or facility is in use pursuant to the permit and shall present the permit to any CSRSD employee or agent upon request.

28. Removal of Property and Restoration of Permit Area

- (1) Except as otherwise provided in a park use permit, the holder of a permit shall, within 15 days following the expiry or termination of a park use permit, or receipt of a written order from Authorized Personnel, remove all property of any nature brought into the park and shall restore, repair and rehabilitate the area to as nearly as possible to its natural condition, or restore, repair or rehabilitate the area to the satisfaction of Authorized Personnel.

- (2) If a person fails to comply with subsection (1) of this section, Authorized Personnel may remove and dispose of the property and may restore, repair or rehabilitate the area as Authorized Personnel considers necessary.
- (3) Any expense incurred by the CSRD under subsection (2) of this section shall be a debt owing the CSRD payable by the permit holder within 21 days of receipt of an invoice. If the permit holder does not pay the amount of the invoice within the time provided, the CSRD may draw down and use any security held by it in relation to the applicable park use permit to pay for such expenses.

Section 9 – Enforcement and Penalties

29. Eviction

- (1) Authorized Personnel may, in writing or verbally, order a person who does anything in contravention of this Bylaw to leave a park, or a specified portion of it, within a period of time specified in the order, and every person so ordered shall comply with the order and leave the park, or the specified portion of it, in accordance with such order.
- (2) If no period of time is specified in an order issued under subsection (1) of this section, the order shall be effective immediately.
- (3) The order issued under subsection (1) of this section shall specify the period of time during which the order is to remain in effect, but in no case shall it remain in effect for more than 72 hours from the time the order is issued.
- (4) A peace officer may remove from a park any person who violates any provision of this Bylaw and who has refused to leave pursuant to an order under this section.

30. Enforcement and Obstruction of Authorized Personnel

- (1) This Bylaw may be enforced by Authorized Personnel, CSRD bylaw enforcement officers and the RCMP.
- (2) No person shall obstruct or interfere with any person enforcing this Bylaw.
- (3) No person shall obstruct or interfere with Authorized Personnel in the exercise of the powers of Authorized Personnel under this Bylaw.

31. Exemptions

This bylaw shall not apply to:

- (1) drivers, operators or other personnel of ambulances, police or fire department vehicles engaged in the performance of emergency duties; or
- (2) employees, contractors and agents of the CSRD while engaged in works or services undertaken for or on behalf of the CSRD in a park.

32. Offence and Penalties

Every person who contravenes a provision of this Bylaw is guilty of an offence and is liable, upon summary conviction, to a fine not exceeding \$10,000.

