

I. REPORTS OF COMMITTEES

I.1 Committee of the Whole

I.1.a Report from the July 15, 2021 COTW Meeting

I.1.a.a Rezoning Application No. 00785 for Gorge Waterway Park

Moved By Councillor Isitt

Seconded By Councillor Loveday

That first and second reading of the Zoning Regulation Bylaw Amendment outlined in Rezoning Application No. 00785 for Gorge Waterway Park be considered by Council and a Public Hearing date be set.

CARRIED UNANIMOUSLY

E.3 Rezoning Application No. 00785 for Gorge Waterway Park

Committee received a report dated June 30, 2021 from the Director of Sustainable Planning and Community Development regarding a rezoning application to amend the GWP Zone, Gorge Waterway Park District to allow public docks, wharfs and piers, which would allow for the expansion of the existing Gorge Waterway Park swim dock.

Moved By Councillor Alto

Seconded By Councillor Thornton-Joe

1. That first and second reading of the Zoning Regulation Bylaw Amendment outlined in Rezoning Application No. 00785 for Gorge Waterway Park be considered by Council and a Public Hearing date be set.
2. That Council advance this matter for ratification at the July 15, 2021 daytime Council meeting and proceed with giving the bylaws introductory readings at this same meeting so that a Public Hearing can be scheduled for August 5, 2021.

CARRIED UNANIMOUSLY



Committee of the Whole Report For the Meeting of July 15, 2021

To: Committee of the Whole **Date:** June 30, 2021

From: Karen Hoese, Director, Sustainable Planning and Community Development

Subject: Rezoning Application No. 00785 for Gorge Waterway Park

RECOMMENDATIONS

1. That first and second reading of the Zoning Regulation Bylaw Amendment outlined in Rezoning Application No. 00785 for Gorge Waterway Park be considered by Council and a Public Hearing date be set.
2. That Council advance this matter for ratification at the July 15, 2021 daytime Council meeting and proceed with giving the bylaws introductory readings at this same meeting so that a Public Hearing can be scheduled for August 5, 2021.

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures as well as the uses that are permitted on the land and the location of uses on the land and within buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a rezoning application for Gorge Waterway Park. The proposal is to amend the GWP Zone, Gorge Waterway Park District to allow public docks, wharfs and piers, which would allow for the expansion of the existing Gorge Waterway Park swim dock.

The following points were considered in assessing this application:

- The proposal would facilitate the expansion of an existing recreational amenity.
- The proposal is consistent with the Marine designation within the *Official Community Plan*, which envisions recreational activities as well as moorage structures.
- The proposal is consistent with the *Victoria West Neighbourhood Plan*, which envisions improving existing public docks, wharfs and other public access for neighbourhood swimming.

BACKGROUND

Description of Proposal

This Rezoning Application is to rezone from the GWP Zone, Gorge Waterway Park District to a site-specific zone to allow public docks, wharfs and piers, which would facilitate the expansion of the existing swim dock within Gorge Waterway Park.

Sustainability

The City commissioned Golder Associates Inc. to complete an Aquatic Effects Assessment (AEA). This study reviewed the potential adverse consequences of construction in this aquatic environment and intertidal zone and recommended measures to mitigate such impacts. The consultant concluded that, with proper mitigation measures, the expansion of the existing dock and placement of proposed swim buoy anchors are unlikely to negatively impact the marine habitat.

Public Realm

This rezoning would facilitate the improvement of a public amenity at Banfield Park.

Accessibility

This rezoning application is specifically for the change of use to allow for public docks. Improved accessibility within Banfield Park will be included within future park improvement projects.

Land Use Context

Gorge Waterway Park is located adjacent to Banfield Park and the Selkirk Trestle, at the north end of Victoria harbour. The lands surrounding the park are generally occupied by single family dwellings and Craigflower Village at the south, and single-family dwellings to the northwest as well as multi-unit residential to the northeast.

Existing Site Development and Development Potential

The site is the water lot adjacent Banfield Park and has an existing public swim dock installed on the shoreline. Under the current GWP Zone, Gorge Waterway Park District, the property is intended to be used as a park with water related recreational activities.

Relevant History

On May 27, 2021, Council passed the following motion:

That Council direct staff to:

- 1. Prepare amendments to the Gorge Waterway Park Zoning Regulation Bylaw in order to facilitate the expansion of the Banfield Park swimming dock;*
- 2. Waive the requirement for pre-submission Community Association Land Use Committee consultation;*
- 3. Direct staff to initiate development of the Gorge Waterway Park Management Plan, with input from representatives of the Gorge Swim Fest Society; and*
- 4. Direct staff to report back on the feasibility of enhancing Banfield Park for access to the shoreline in the 2022 Strategic Plan.*

The amendments to the Gorge Waterway Park Zoning have been prepared (Attachment D). The recommended motion would allow Council to proceed to first and second readings of the bylaw and a Public Hearing.

Community Consultation

On May 27, 2021, Council waived the requirement to participate in a *Community Association Land Use Committee (CALUC)* meeting for this application. The application was forwarded to the Victoria West CALUC for comment on June 17, 2021. At the time of writing this report, a letter from the CALUC had not been received.

ANALYSIS

Official Community Plan

The subject property is designated as Marine within the *Official Community Plan*. This urban place designation envisions recreational activities and moorage structures and seeks to protect recreational attributes of the Marine waters of Juan de Fuca Strait east of the Ogden Point Breakwater and the Gorge Waters north of the Selkirk Trestle. In addition, the strategic directions for Victoria West include providing enhanced access to the waterfront.

Victoria West Neighbourhood Plan

The proposal is consistent with the *Victoria West Neighbourhood Plan*, which speaks to updating the existing park amenities including docks:

“Support community-led efforts in partnership with the City to create new and/ or improve existing public docks, wharves and other public access for neighbourhood swimming and/or watercraft with possible locations at Banfield Park, subject to habitat and environmental considerations.”

Tree Preservation Bylaw and Urban Forest Master Plan

There are no *Tree Preservation Bylaw* impacts associated with this application and there are no impacts to public trees.

CONCLUSIONS

The proposal to amend the GWP Zone to allow for public docks is consistent with the OCP and the *Victoria West Neighbourhood Plan*. The rezoning would facilitate the expansion of the existing dock and improve the recreational amenities in the area.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00785 for Gorge Waterway Park.

Respectfully submitted,

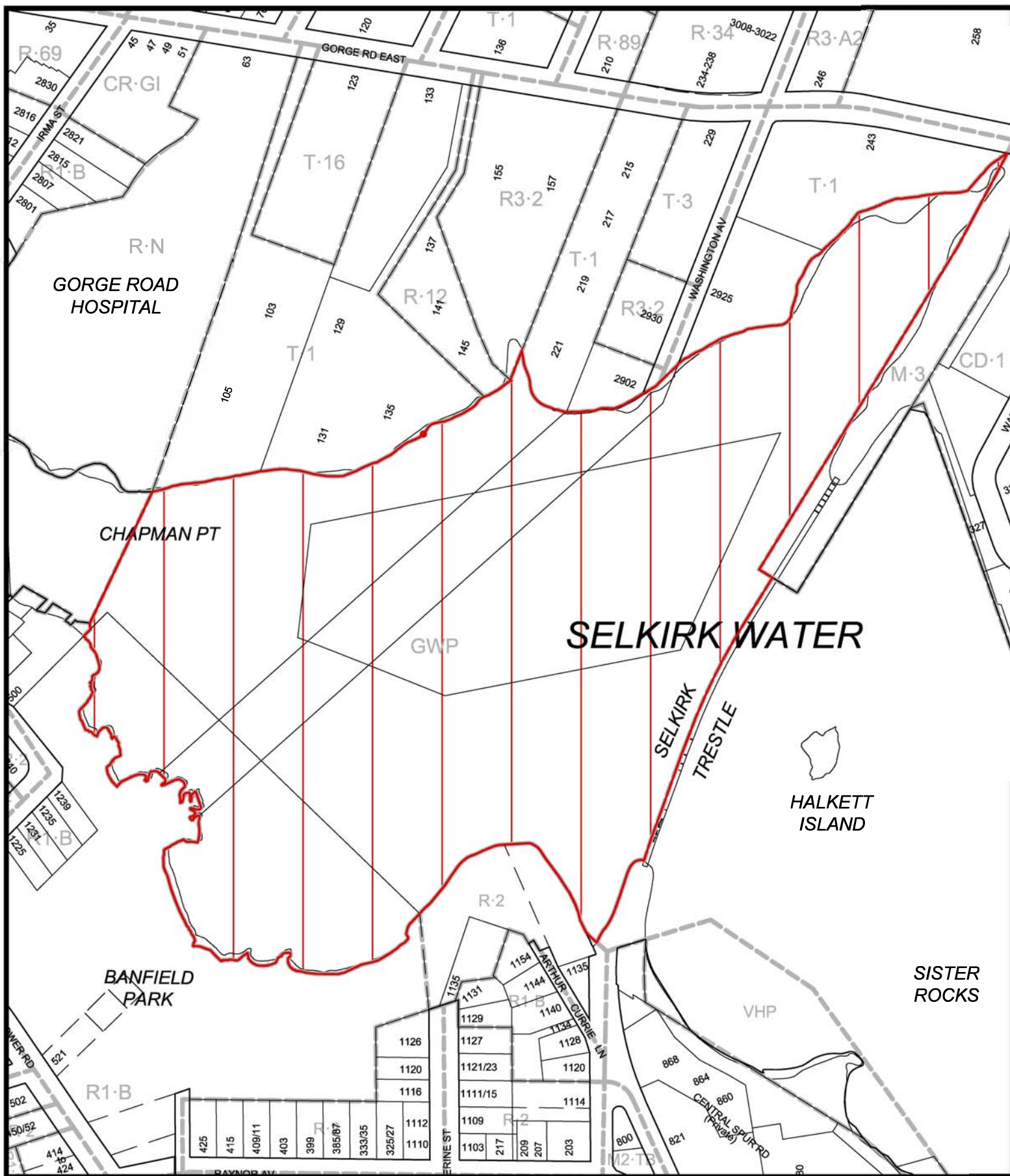
Mike Angrove
Senior Planner
Development Services Division

Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Committee of the Whole Report from the May 27, 2021 meeting
- Attachment D: Proposed Bylaw No. 21-072.



Public Docks within Gorge Waterway Park Rezoning No.00785





Public Docks within Gorge Waterway Park
Rezoning No.00785





Committee of the Whole Report

For the Meeting of May 27, 2021

To: Council **Date:** May 20, 2021
From: Thomas Soulliere, Director of Parks, Recreation and Facilities
Subject: Banfield Park Dock Expansion and Gorge Waterway Park

RECOMMENDATION

That Council direct staff to:

1. Prepare amendments to the Gorge Waterway Park Zoning Regulation Bylaw in order to facilitate the expansion of the Banfield Park swimming dock;
2. Waive the requirement for pre-submission Community Association Land Use Committee consultation; and
3. Direct staff to initiate development of the Gorge Waterway Park Management Plan, with input from representatives of the Gorge Swim Fest Society.

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with an update on the Banfield Park dock expansion project and planning for Gorge Waterway Park.

Council approved an expansion to the Banfield Park swim dock as part of the 2021 Financial Plan and directed staff to work towards completing the project this summer. As staff have progressed with the planning process, two specific critical path actions were identified, which must be addressed to successfully deliver this project.

First, the City must address an issue of compliance with the *Gorge Waterway Park District Zoning Bylaw*, which prohibits the “construction of docks or wharfs” in the zone. As outlined below, staff recommend an amendment to allow the Banfield Park dock construction to proceed as quickly as possible.

Second, the City must comply with the federal regulations, under the *Fisheries Act* and the *Species at Risk Act*, through a permit for construction within the marine environment. These permits allow interventions to occur annually between July and October.

Pending Council support for the recommendations in this report, staff will continue to advance the necessary technical design and analysis for this community amenity over the coming months. The current target is to complete this project in the fall of this year.

An additional component of this report relates to the development of a marine park management plan for Gorge Waterway Park, as required in the City's license of occupation with the Province. The City has not yet initiated this work; however, staff have identified an opportunity to commence the development of this plan, in coordination with another initiative noted as a priority item in 2020.

Last year, Council directed staff to collaborate with a group of community stakeholders who authored a report, *Collaborative to Improve Access to the Gorge Waterway*, on potential park improvements along the waterfront. Pending Council approval, staff will proceed with the development of the park management plan for Gorge Waterway Park later this year, with input from residents as represented by the Gorge Swim Fest Society, on potential enhancements to the recreational and environmental features of the City's first marine park.

PURPOSE

The purpose of this report is to provide Council with an update on the Banfield Park dock expansion project and planning for Gorge Waterway Park.

BACKGROUND

Gorge Waterway Park (GWP) is located adjacent to Banfield Park, at the north end of Victoria harbour. A license of occupation for this area was granted to the City by the Province in 2014. This occupancy provides the City with the authority to regulate the use of the land, including land covered by water, which it has done through the adoption of a site-specific zone for GWP (Attachment A).

The Banfield Park swim dock is within GWP, at the northwest area of Banfield Park, connected to the shoreline by a gangway. The dock has been a popular destination for local swimmers and paddlers for more than twenty years. This amenity, along with the new floating swim platform that was recently donated to the City, contribute to the park's popular use as a marine recreation destination.

Council has approved a budget of \$95,000 for the Banfield Park dock expansion that will increase access by roughly doubling the size of this facility. The scope of this work is limited to the swim dock and does not include improvements to the foreshore or adjacent beach, which will be undertaken as part of a future park improvement initiative for this greenspace.

In 2019, Council approved a *My Great Neighborhood Grant* that provided funding to a community group for the development of a report on improving recreational access to the Gorge Waterway. The community collaborative was led by the Gorge Swim Fest Society (GSFS). The study evaluated twenty-one public access points along the Gorge Waterway to identify sites with the potential to improve public access to the water; the Banfield Park dock and adjacent beach rank at the top of

that list. The report, which has previously been shared with Council, is enclosed for reference (Attachment B).

ISSUES & ANALYSIS

In recent months, the City has completed several technical studies to inform project plans for the Banfield Park dock expansion and other related initiatives in the Gorge Waterway. The summary below provides an overview of the assessments completed to-date and their key findings.

Construction in the aquatic environment and intertidal zone is complex and subject to federal, provincial, and municipal regulations, and requires marine-specific technical analysis. One key consideration identified by the City was the potential impact of expanding the swimming dock on marine ecology. To investigate this risk, the City commissioned Golder Associates Inc who completed an Aquatic Effects Assessment (AEA). This study reviewed the potential adverse consequences and recommended measures to mitigate such impacts. The consultant concluded that, with proper mitigation measures, the expansion of the existing dock and placement of proposed swim buoy anchors are unlikely to negatively impact the marine habitat.

The Department of Fisheries and Oceans (DFO) is responsible for protecting the marine environment, in accordance with relevant provisions under the *Fisheries Act* and the *Species at Risk Act*. Prior to commencing construction in the Gorge Waterway, the City must apply to the DFO for permission. The documentation for this permit application will include mitigation plans outlined in the AEA. The project schedule currently anticipates a review time of two to three months in duration, and a construction period that aligns with the annual timeframe when such work is allowed by the federal government (July 1 to October 1).

The safety of swimming infrastructure is another important factor for this project. The City retained the Lifesaving Society to undertake a safety audit of the existing dock and swim area next to Banfield Park. Following their assessment, the Lifesaving Society recommended improvements, such as additional signage, the installation of lifesaving equipment, and new swim marker buoys to demarcate the recreational swim area adjacent to the dock. All these safety measures have been added to the scope of work for the project.

Prior to proceeding with construction, the City must address compliance with the *Gorge Waterway Park District Zoning Bylaw*, which prohibits the “construction of docks or wharfs” in the zone. The dock pre-dates the Zoning Bylaw and is therefore compliant. However, alterations to the dock are not currently permitted under the bylaw.

To allow the dock expansion, the City must amend the Zoning Regulation Bylaw. Given the urgency that Council has expressed relative to the project, staff have included a recommendation which would expedite this process by waiving the requirement for the pre-submission Community Association Land Use Committee (CALUC) consultation phase. Based on this approach, staff have developed a work plan to complete the swim dock expansion project as efficiently as possible. The project timeline is outlined below.

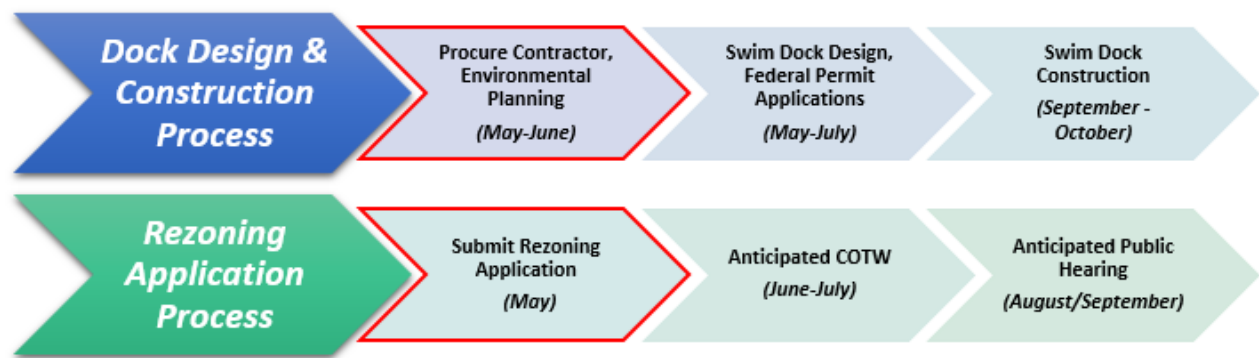


Figure 1: Project timeline for major work activities.

As outlined in the City's license of occupation with the Province, the City will develop a park management plan for the GWP, in part, to regulate areas for motorized vessels and anchoring. Staff have identified the potential for achieving efficiencies with the required public engagement through a process that combines this effort with previous Council direction to engage the Gorge Swim Fest Society on other opportunities for enhancing access to the Waterway. The Gorge Swim Fest Society, a well-established community organization, includes representatives who may provide valuable input on key elements of the management plan for the City's first marine park. As noted in their 2019 report, the Society has demonstrated an understanding of the recreational and environmental opportunities and considerations of the Waterway for residents and other stakeholders.

Staff recommend the development of the park management plan, to commence later this year, includes collaboration with representatives of the Gorge Swim Fest Society, as well as other impacted stakeholders.

OPTIONS & IMPACTS

OPTION 1 (Recommended)

Prepare amendments to the Gorge Waterway Park Zoning Regulation Bylaw and waive the requirement for pre-submission Community Association Land Use Committee consultation, to facilitate the expansion of the Banfield Park swimming dock, and initiate development of the *Gorge Waterway Park Management Plan*, with input from representatives of the Gorge Swim Fest Society.

To allow the dock expansion, the City must amend the Zoning Regulation Bylaw. To expedite this process, Council may waive the requirement for the pre-submission Community Association Land Use Committee (CALUC) consultation process. This option would still allow for public input through first, second and third readings, as well as through a public hearing.

Staff also recommend that Council approve the development of the park management plan with input from the Gorge Swim Fest Society and other key stakeholders, starting this year.

OPTION 2

Prepare amendments to the Gorge Waterway Park Zoning Regulation Bylaw and follow the standard rezoning process, to facilitate the expansion of the Banfield Park swimming dock, and initiate development of the *Gorge Waterway Park Management Plan*, with input from representatives of the Gorge Swim Fest Society.

Council may wish to proceed with the standard rezoning application process which includes pre-submission to the CALUC. This option increases the schedule risk that dock construction would be pushed to next year if the federal permit timeframe is missed (July 1 – Oct 1).

Accessibility Impact Statement

The expanded dock will improve the existing condition, with twice the space for circulation and access to the water. However, the adjacent pathway connections and gangway connecting the dock to the foreshore do not meet recommended accessible design specifications. These factors present a barrier for some individuals including those using mobility devices.

Staff have confirmed that access routes to the shoreline and dock from other areas of the park are not currently designed for maximum accessibility and will require substantial investment to meet the City's new design expectations. Therefore, the modifications required to achieve universal access within Banfield Park are recommended to be included as part of a future park improvement planning project for this greenspace.

Staff have also noted that evaluation of barrier-free access points along the Gorge Waterway will be included in the scope of the Gorge Waterway Management Plan.

Impacts to Financial Plan

A budget of \$95,000 has been approved in the 2021 Financial Plan for the Banfield Park dock expansion. No additional costs are anticipated for this project. The development of the park management plan will be initiated by staff using existing resources, as time permits. Therefore, no further financial implications are anticipated.

CONCLUSIONS

The expansion of the Banfield Park swim dock will result in enhanced access for citizens to this popular recreation area. The new asset will also improve the overall safety of swimmers and visitors. The Gorge Waterway remains one of the city's valued community amenities and the future park management plan will help to clarify the City's role in the preservation of this marine space.

Respectfully submitted,

Thomas Soulliere
Director

Derrick Newman
Assistant Director
Construction and Facilities Management

Report accepted and recommended by the City Manager.

List of Attachments

Attachment A – Gorge Waterway Park District Zoning Bylaw

Attachment B – Collaborative to Improve Access to the Gorge Waterway (2019)

Attachment A – Gorge Waterway Park District Zoning Bylaw

PART 9.3 – GWP ZONE, GORGE WATERWAY PARK DISTRICT

9.3.1 Permitted Uses in this Zone

The following uses are the only uses permitted in this Zone:

- a. Parks and uses accessory to parks
- b. Water related recreational activities

Without limiting the generality of any Section or Part of the Zoning Regulation Bylaw, including Section 17 of the Introduction and General Regulations, the following uses are not permitted in this Zone:

- i. The anchoring or mooring of vessels for a continuous period exceeding 48 hours
- ii. The anchoring or mooring of vessels for more than 72 hours within a 30-day period
- iii. Live-aboard or float home as defined in Part 7.54.1 in the FWM zone, Fisherman's Wharf Marine District
- iv. Docks, wharfs and piers

GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



Attachment B

COLLABORATIVE TO IMPROVE ACCESS TO THE GORGE WATERWAY

**OCTOBER 31, 2019
ANDREW GOW
JACK MEREDITH
CO-CHAIRS**

GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



COLLABORATIVE TO IMPROVE ACCESS TO THE GORGE WATERWAY

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GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



COLLABORATIVE TO IMPROVE ACCESS TO THE GORGE WATERWAY

DRAFT REPORT

1. EXECUTIVE SUMMARY:

This report is the culmination of a collaborative process involving Victoria, Saanich and Esquimalt municipal staff, community associations, environmental groups and recreational users of the Gorge Waterway. The intention is to present this report to the various municipalities as an indication of public interest in improving access to the Gorge Waterway through the projects described in the report. It is hoped this will lead to them being considered in the Parks planning process.

This collaboration was funded and enabled through a “My Great Neighbourhood Grant” from the City of Victoria

The collaborative looked at 21 publicly owned access points and parks along the Gorge Waterway and short listed the following five, high priority sites as sites most appropriate for improved access to the Gorge Waterway (see details in Appendix 3).

- Banfield Park Beach (Victoria) – The vision is of a beach with all ages and abilities access that also provides habitat for forage fish.
- Banfield Park Dock (Victoria) – The vision is for a new, larger dock in order to deal with the serious over crowding on the existing dock.
- Burleith Park (Victoria) – The vision is for a naturalized setting that provides an access point for viewing flora and fauna.
- Esquimalt Gorge Park (Esquimalt) - The vision is enhancement of the excellent naturalized stream and beach areas.
- Curtis Point (Saanich) - The vision is have minimal changes that enable easier access to the water and preserve the existing natural ecosystems.

During the draft report stage two additional ideas/proposals were submitted that can be found in Appendix 4. The are for:

- Arbutus Park Beach (Victoria)
- Arm Street Park Dock (Victoria/Esquimalt)

2. BACKGROUND & CONTEXT OF THE GORGE WATERWAY:

Until the 20th century, the entire length of the Gorge was dotted with settlements, cemeteries, sacred sites, and camas-lily farms of the Lekwungen-speaking First Nations now known as Songhees and Esquimalt. Kosapsom Park, where Admiral’s Road crosses the Gorge waterway, was the site of an important Lekwungen settlement. The Gorge itself was a source of food, a boat thoroughfare, and the dwelling place of sacred beings, such as Camossung (“Camosun”) beneath the current Tillicum Bridge. Victorian and Edwardian settlers gradually appropriated the lower and then the upper reaches of the Gorge, first for recreational activities such as swimming and boating, and then for commercial bird-hunting and industrial uses – eventually pushing out both First Nations and recreational users. After its heyday as a famous swimming resort area in the 1910s and 1920s, the Gorge went downhill due to sewage and industrial pollution draining into it from all sides. The Veins of Life

GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



Society, spear-headed by activist John Roe, ‘turned the tide’ on the Gorge in the late 1990s by starting a massive rehabilitation effort that continues to this day. Since then, the Gorge has been recovering from decades of pollution and encroachment. The Gorge Swim Fests and the Gorge Waterway Initiative grew out of those beginnings. Since its founding in 2012, the need for water-focused stewardship has become clear to the members of the Gorge Swim Fest Society, a recreational and social group that organizes monthly group swims and our annual Swim Fest, and sponsored the Gorge Waterway Collaborative—an attempt to bring together recreational and stewardship issues in recognition of their mutual interdependence.

Photo from BC Archives of swimming in the Gorge Waterway:



3. BACKGROUND OF THE COLLABORATIVE:

As noted in the Executive Summary the Collaborative was funded by a City of Victoria “My Great Neighbourhood Grant (MGNG)” that had as a purpose “To protect the health of the Gorge Waterway through citizen stewardship enabled by improved recreational access. For more details of the MGNG and the Collaborative process see Appendix 1.

4. COLLABORATIVE MEETING OUTCOMES:

The Collaborative met three times in the spring of 2019. The detailed outcomes of those meetings can be found in Appendix 2.

The final outcomes from the meetings are on the following pages in Section 5, organized by site.

GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



5. RECOMMENDED ACCESS IMPROVEMENTS BY SITE:

5.1. BANFIELD PARK BEACH (VICTORIA)

The vision is for a beach with all ages and abilities access that also provides habitat for forage fish. Design should include/consider the following:

1. Test the bottom for contamination and clean up if needed.
2. Evaluate the storm drains for contamination and deal with as appropriate.
3. Remove the rock debris close to the edge of the water.
4. Create a designated forage fish spawning area (as per presentation by Peninsula Streams).
5. Decrease the slope of the bank behind the western portion of the beach
6. Improve access to water at the shore for people of all ages and abilities.
7. Evaluate access for dogs relative to creating a beach for forage fish.
8. Landscape to integrate with other park elements, including playground, paths, plants, bike racks, picnic area, toilet, etc.
9. Install bike racks visible from the beach.
10. Install toilet and change facilities.
11. Install a water park in Banfield Park that could double as a rinse off shower.
12. Include signage to encourage stewardship.
13. Include safety signage noting any hazards such as rocks.

Photos from Transfer Beach in Ladysmith that inspired this working group.

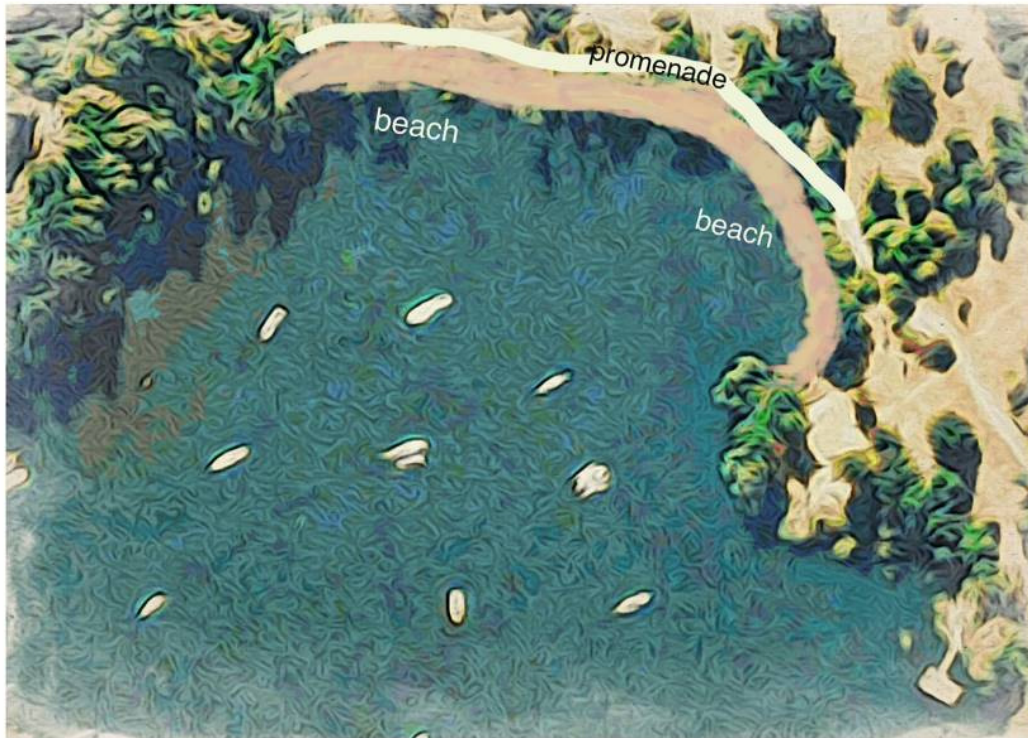


GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



5.1.1.1. Concept sketch of proposed beach



Forage Fish Gravel Photo (with pen for scale)



GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



5.2. BANFIELD PARK DOCK (VICTORIA)

The vision is for a new, larger dock in order to deal with the serious over crowding on the existing dock from various recreational users that include swimmers of all sorts, paddlers and rowers both recreational and competitive and “dockers” (sunbathers, families hanging out). Design should include/consider the following recommendations:

1. Install a completely new structure that would increase the size of the dock from approximately 500 sq. ft. to 1600 sq.ft. (see brainstormed concept design in image 2 below).
2. Ensure the design provides all abilities and all ages access (perhaps with a pool type stair access).
3. Ensure the design meets the needs of various groups noted above.
4. Reuse the existing dock at another site or as a float to house a water slide that has already been donated by the town of View Royal to the Gorge Swim Fest Society.
5. Provide facility for short-term storage of personal items.
6. Include signage to encourage stewardship.
7. Include safety signage noting any hazards such as rocks.
8. Install bike racks visible from the dock.
9. Install toilet and change facilities (perhaps an alternative would be to negotiate with the Vic West Community Association (VWCA) to allow longer hours of access to the facilities in their Centre).
10. Install a small water park in Banfield Park that could double as a rinse off shower.
11. Provide straighter access path to dock. At the moment it is difficult to maneuver kayaks down path.
12. Consider installing benches for sitting, a small plexi-glass viewing area for looking under water, space for life jackets.
13. Concept drawing below is from the dock working group as one possible approach plus a photo showing magnitude of over-crowding (even with additional temporary dock).



GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—

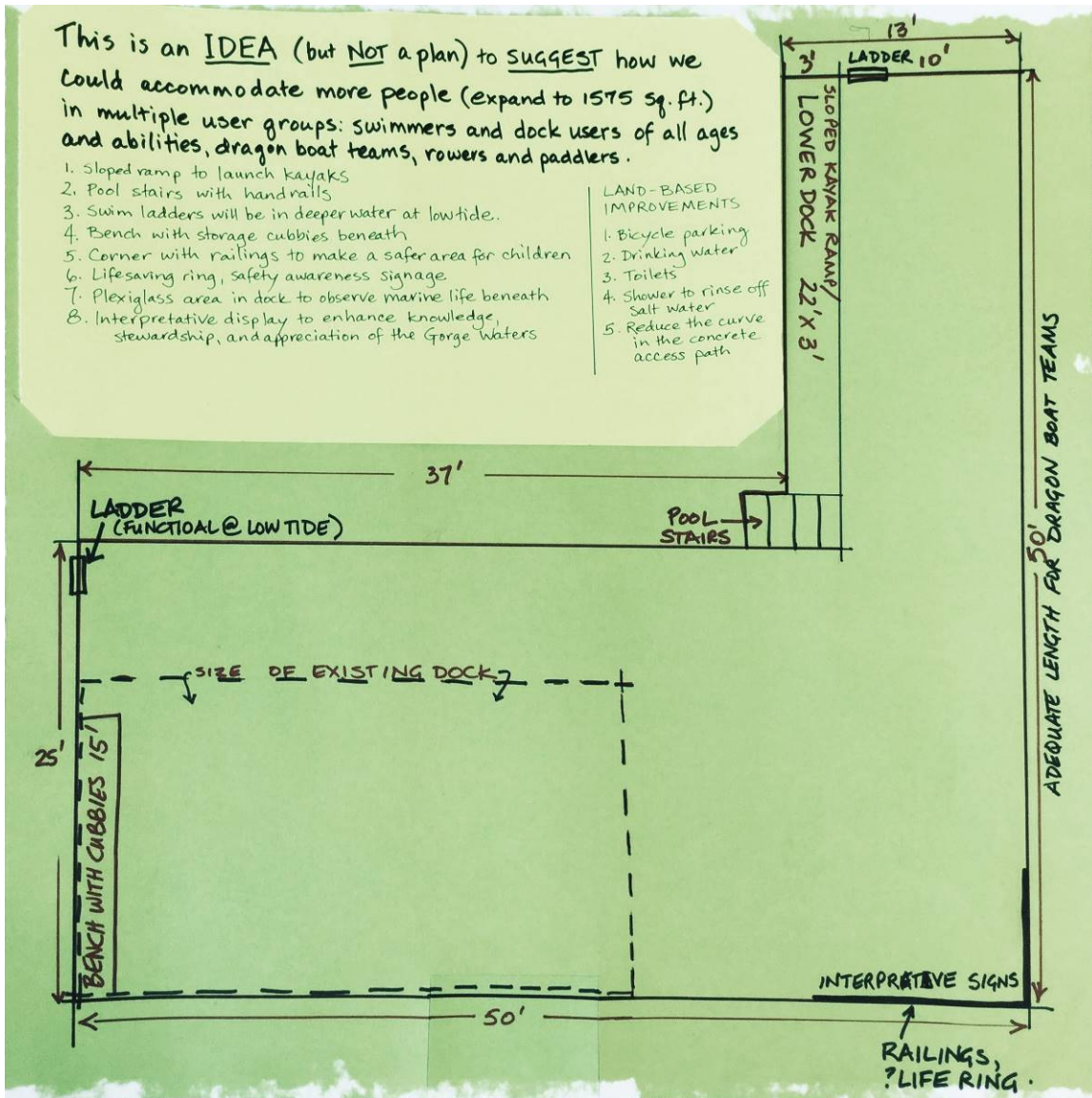


This is an IDEA (but NOT a plan) to SUGGEST how we could accommodate more people (expand to 1575 sq. ft.) in multiple user groups: swimmers and dock users of all ages and abilities, dragon boat teams, rowers and paddlers.

1. Sloped ramp to launch kayaks
2. Pool stairs with handrails
3. Swim ladders will be in deeper water at low tide.
4. Bench with storage cubbies beneath
5. Corner with railings to make a safer area for children
6. Lifesaving ring, safety awareness signage
7. Plexiglass area in dock to observe marine life beneath
8. Interpretative display to enhance knowledge, stewardship, and appreciation of the Gorge Waters

LAND-BASED IMPROVEMENTS

1. Bicycle parking
2. Drinking water
3. Toilets
4. Shower to rinse off salt water
5. Reduce the curve in the concrete access path



GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



5.3. BURLEITH PARK (VICTORIA)

The vision is for a naturalized setting that provides an access point for viewing flora and fauna. Design should include/consider the following recommendations:

1. Clear some trees to enhance bird watching
2. Create a mini beach for forage fish
3. Re-naturalize with indigenous plants
4. Provide public art by first nations artists
5. Didactic panel highlighting indigenous uses & names of natural habitat
6. Plant trees (Douglas Fir) for roosting/nesting birds and providing shade for intertidal zone
7. Include signage to encourage stewardship.
8. Include safety signage noting any hazards such as rocks.

Photos of current state of Burleith Park



GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



5.4. ESQUIMALT GORGE PARK (ESQUIMALT)

The vision is to enhance the excellent naturalized stream and beach areas. Design should include/consider the following recommendations:

1. Provide additional plantings in the riparian area along the creek.
2. Improve the Gorge Stream structure for habitat (complexity) e.g. rain gardens.
3. Install a paddleboat floating dock.
4. Reconstruct the beach to provide habitat for forage fish and to improve the wading/swimming experience.
5. Include signage to encourage stewardship.



GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



5.5. CURTIS (AARON) POINT (SAANICH)

The vision is for minimal change to this natural setting. Design should include/consider the following recommendations:

1. Install a set of stairs/steps off a platform to access the water.
2. Provide solutions to avoid the current situation whereby soil erosion is happening that is threatening the Gary Oak meadow.
3. Install toilets
4. Install bike racks
5. Install cautionary buoys with signs regarding going slow, avoiding wakes, caution swimmers and no anchoring.
6. Include signage to encourage stewardship.
7. Include safety signage noting any hazards such as rocks.

Photos of Curtis Point

From the water



GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



Showing temporary stairs anchored to the old diving platform and dock for the 2012 Gorge Swim Fest



GORGE SWIM FEST

—CLEANEST—WARMEST—CLOSEST—



6. SUMMARY:

The Gorge is many things, including an important part of the traditional territory of the Lekwungen-speaking (Songhees and Esquimalt) peoples, part of a Migratory Bird Sanctuary founded in 1923 that was once teeming with fish and other marine food sources, a current route for Coho and Chum salmon runs to/from Colquitz Creek, the largest 'green lung' in the midst of the most urbanized area in southern Vancouver Island, a recreational oasis for the well over ten thousand people who live within easy walking distance of it, and a natural site still needing clean-up, rehabilitation, and protection. Some of the cleanest, warmest, and most sheltered swimming in the CRD is to be had in the Gorge. With increasing recreational use not merely by swimmers but also by boaters of all kinds, the Gorge needs stewardship that sees and works with the synergy between reasonable and respectful recreational uses on the one hand, and environmental protection on the other. Given its location and the many calls on it, the only way for the Gorge to continue to recover from over a century of harm is via careful planning and sustained attention to its welfare by all levels of government and civil-society organizations.

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APPENDIX 1

COLLABORATIVE TO IMPROVE ACCESS TO THE GORGE WATERWAY

BACKGROUND OF THE COLLABORATIVE:

City of Victoria “My Great Neighbourhood Grant”

The Gorge Swim Fest Society applied to the City of Victoria for a grant to look into improving access to the Gorge Waterway. Text from that application follows:
“The Gorge Waterway continues to become more popular for water-based recreation such as swimming, paddling, rowing and just plain hanging around this magnificent watercourse. This is, in large part, due to the massive clean up efforts that resulted in the Gorge Waterway being judged clean enough for swimming (in the year 2000). This rediscovery of the Gorge Waterway for recreation bodes well for maintaining the health of the waterway for now there are many more eyes on the waterway watching for potential abuses. However, this increased use has strained the existing infrastructure and community members are now asking for further infrastructure improvements and access points. The Gorge Swim Fest Society (GSFS) has taken a lead role in facilitating discussions around improving infrastructure for and access to the Gorge Waterway. This resulted in a long list of potential projects that were ranked by interested participants at various festivals in 2017 and provided to City staff for consideration in the new Vic West Neighbourhood Plan (VWNP). “

Collaborative’s Purpose and Goals

Purpose - To protect the health of the Gorge Waterway

- Through citizen stewardship
- Enabled by improved recreational access

Goals

- To establish environmental concerns, criteria & targets.
- To identify recreational users & needs
- To identify, categorize & prioritize access improvements
- To report **to municipalities to include in parks planning**

COLLABORATIVE PROCESS:

Meetings, Reporting and Feedback

Three general meetings and two working group meetings

- March 21/19 - Kick off/Fact Finding
- April 25/19 - Brainstorming
 - April - Working Groups to develop ideas
- May 30/19 – Presentations & Feedback
 - June (early) - Working Group to refine ideas
 - June (mid) – Draft Report
 - June (mid) – Working Group review of draft report
 - June (end) – Final report is sent to City Representatives and all interested parties

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Participants (close to 100 people participated in the process)

- Community Association members VWCA, BGCA, GTCA
- Environmental Groups – GWI, GWAS, Peninsula Streams, Salmon in the City, World Fisheries Trust, ...
- Dragon Boaters, Rowers, paddlers, kayakers
- Gorge Swim A Month Club members
- Gorge Swim Fest Society
- Community members
- Veins of Life
- First Nations: our attempts to make contact with the Esquimalt First Nation through intermediaries were unsuccessful, and given their current state of mourning and reorganization in the wake of Chief Senupin/Andy Thomas' death in 2018, we did not push the issue. In the absence of Esquimalt Nation participation regarding a piece of their traditional territory to which they have a particular connection, we were not comfortable pursuing communications only with the Songhees First Nation. We recognize that the lack of First Nations input is a major omission, and suggest that such levels of government as have a responsibility to communicate with First Nations do adequate consultation regarding any major initiatives on their traditional territory.

Information Resources

- Victoria/Saanich/Esquimalt Parks planners
- Federal Department of Fisheries staff
- Capital Regional District staff

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APPENDIX 2

COLLABORATIVE TO IMPROVE ACCESS TO THE GORGE WATERWAY

DETAILS FROM MEETINGS HELD IN SPRING 2019

Meeting 1 – March 21st

Municipal Government Presentations:

Representatives of Parks Departments from Victoria, Saanich & Esquimalt identified 21 potential access points along the Gorge Waterway. (see Appendix 3 for a list of these sites)

Several attendees noted that many of these points are overrun with private development works such as docks, out buildings, garages, landscaping, hardening of riparian areas, compost piles that introduce invasive species, etc. An attendee noted that historically there was a bridge for a time between Harriet Street and Arm Street and there is some interest in exploring installing a new bridge as part of the walking and cycling network.

An attendee raised the need for more education and signage related to celebration of traditional First Nations (Kosapsum) village at head of Gorge Waterway

Environmental and Cultural Presentations:

Overview (VWCA):

Andrew Gow introduced the second half of evening and discussed intent of collaborative and highlighted that it is not principally about making more access points for Gorge but rather determining appropriate access to enable stewardship of the Gorge. Andrew highlighted how the Gorge has always been a thoroughfare and its history obliges us to take care of it. He also highlighted the importance of having “eyes on the Gorge”, paraphrasing Jane Jacob’s work. Principle that certain forms of recreational use and environmental use can go hand in hand to elevate the health and well-being of the Gorge.

Victoria Harbour Migratory Bird Sanctuary:

Jacques Sirois provided overview of the Victoria Harbour Migratory Bird Sanctuary, which is over 28 km long, and was originally created to control market hunting of the Brandt goose and other marketable birds. He noted that 100% of Oak Bay and Victoria seafront is in bird sanctuary. He also noted that historically, the Gorge was known for its significant herring population that supported traditional livelihoods of the Lekwungen-speaking peoples.

Federal Department of Fisheries:

Melissa Nottingham noted the importance of the Collaborative’s purpose (“To protect the health of the Gorge Waterway”) and the need for improved access as well as non-access (i.e. natural settings undisturbed by humans). She spoke of the need for considerations to be made to thoughtful access that encourages development of

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riparian areas as part of work. An attendee stressed the importance of providing data collected through stewardship groups to Department of Fisheries.

Victoria Waterways Loop:

John Rogers provided an overview of Victoria Waterways Loop (www.Vicwaterloop.ca) and its efforts to research and engage the paddling community to identify amenities needed along its route. They have been working with Saanich to try to acquire access through an easement at Curtis Point. He highlighted the need to work with jurisdictions to figure out how to manage and encourage limiting access to environmentally sensitive areas in Portage Inlet.

Attendees Feedback:

- Ladder accessibility for all ages is critical (specific to Banfield Park dock - several mentions)
- Need for larger dock at Banfield was unanimously confirmed
- Currently the Banfield beach area is part of forage fish egg surveys being completed
- There is a vital need to select sand of particular size to promote forage fish if the beach was developed.
- Parking was noted as an issue at Banfield Park particularly for paddle group users.
- Olympia oyster colony was noted in vicinity of private marina adjacent to Banfield Park
- Paddlers requested washroom facilities adjacent to the Banfield Park dock

Meeting 2 – April 25, 2019

Presentation was made by Ian Bruce of the Peninsula Streams Society on beach restoration for forage fish. This presentation was very useful in determining that a beach for forage fish could also be used by humans.

Beach access points were short-listed to eight and then further reduced to five high priority sites:

1. Beach at Banfield Park (Victoria)
2. Improved dock at Banfield Park (Victoria)
3. Burleith Park (Victoria)
4. Esquimalt Gorge Park (Esquimalt)
5. Curtis Point (Saanich)

Access Points dropped from short list:

- Arm Street Park (Victoria & Esquimalt)
- Tillicum Bridge dock (Saanich)
- Arbutus Park (Victoria)

Concerns anticipating an increased use of the Gorge:

- Parking at all access points is very limited and difficult at times
- Pollution from storm sewer run-off during the rainy season
- Improved amenities increase attractiveness to homeless people and camping boaters

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- Toilets are an important amenity
- Safety equipment should be considered in any improvements
- Potential conflict between user groups-swimmers, boaters, picnickers and paddlers
- Toxicity of sludge on the bottom. What does wading, feet on the bottom do to stir that up? Is it dangerous? Should we be encouraging feet on the bottom activity?
- The Banfield Park dock is inadequate in design and size to meet the current needs of users

General Suggestions:

- Need to clean up muck and debris at each access point
- Toilets and water are important considerations
- Bike racks are essential at all access points
- Rinse off showers would be nice due to salt water
- Safety equipment (e.g. life rings) should be considered
- Provide rock danger signage
- Provide child safety signage
- Provide stewardship signage regarding birds, forage fish, sunscreen, history of the area, dogs
- Entry points to the Gorge should strive to be as accessible as possible (no steep slopes)
- Improved access for dogs is a goal but we need to think about conflicts with other users and forage fish.

Meeting 3 – May 30th, 2019

Working Groups continued their brainstorming work on the design requirements for each site. Presentations were made and feedback received from the attendees. Design requirements were refined and submitted for inclusion in this draft report.

Other suggestions comments from this meeting were:

- Identify funding/grant sources such as Mountain Equipment Co-op, Ocean River, Vancity to get something going while report filters through the system.
- There is a need for new pool stairs/ladder, better ladder for people with accessibility issues, life jackets for children are examples of items that could be expedited through the Gorge Swim Fest Society and grants or fundraising at Gorge Fest.
- Check permits for present dock in order to .?????
- Environmental assessment of water and sludge quality should be undertaken to guide development that may disturb the bottom of the Gorge.
- Washrooms are a critical item. One solution may be to work with Vic West Community Centre (VWCC) to provide more hours of access to washrooms and the possibility of using the building showers at VWCC.
- Build a water feature for children that would double as an outdoor shower.
- Provide straighter access path to dock. At the moment it is difficult to maneuver kayaks down path.

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- Bike racks are an essential item for all Gorge Access Points.
- The sediment on the bottom of the Gorge should be analyzed to see if it is appropriate to be stirred up (i.e. with a beach access)
- The quality of the water in the storm water outlets during periods of high rainfall should be analyzed when considering when enhancing access to the Gorge
- Parking near to the Gorge is problematic and cycling should be encouraged including installation of bike racks
- The restoration of beaches can provide both habitat for forage fish and recreational areas

FINAL

GORGE SWIM FEST

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APPENDIX 3

COLLABORATIVE TO IMPROVE ACCESS TO THE GORGE WATERWAY

PUBLICLY OWNED ACCESS POINTS TO THE GORGE WATERWAY

The following public parks were assessed for potential improved access to the Gorge Waterway:

1. Banfield Park (Victoria)
2. Burleith Park (Victoria)
3. Arm Street Park (Victoria)
4. Arm Street Park (Esquimalt)
5. Esquimalt Gorge Park (Esquimalt)
6. Gorge Waterway Park (Saanich)
7. Craigflower/Kosapsom (Saanich)
8. Saanich Gorge Park (Saanich)
9. Curtis (aka Aaron) Point (Saanich)
10. Arbutus Park (Victoria)

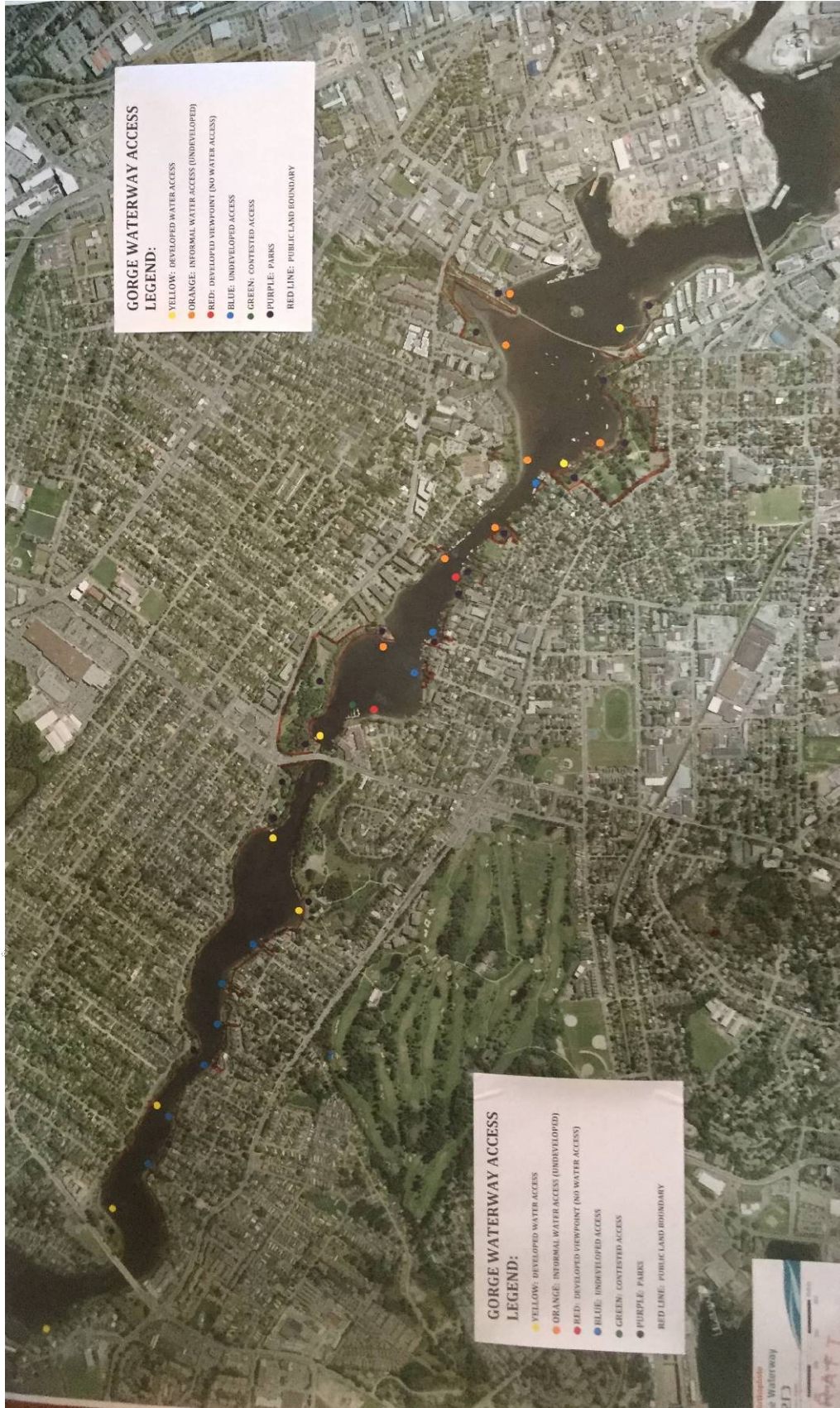
In addition to the above, the following eleven (11) sites were reviewed. They are sourced from the document “The need to protect public waterfront on the Gorge from private use and occupation” prepared by the Environmental Law Centre for the Veins of Life.

1. De Costa Place, Esquimalt
2. Arcadia Street
3. Grange Road, Saanich
4. Glenwood Avenue, Saanich
5. Rhoda Lane, Saanich
6. Mesher Place, Saanich
7. Murray Drive, Esquimalt
8. Aral Road, Esquimalt
9. Glen Vale Road, Esquimalt
10. Garthland Road, Esquimalt
11. Rankin Road, Esquimalt

These were marked onto a map generously supplied by the CRD so that people could clearly understand where potential access points were. See photo of map on next page.

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APPENDIX 4

POST COLLABORATIVE IDEAS/FEEDBACK

The following ideas were submitted after meeting #3 and the draft report of the Collaborative's work was circulated.

A 4.1 ARBUTUS PARK (VICTORIA)

The vision is to create a forage fish / paddle beach at the foot of Washington Street. This is supported by the Victoria Waterway Loop and local businesses. It is south facing and would provide water access for local residents and is well serviced by BC Transit.

Design should include/consider the following recommendations:

1. Test the bottom for contamination and clean up if needed.
2. Evaluate the storm drains for contamination and deal with as appropriate.
3. Remove the rock debris close to the edge of the water.
4. Create a designated forage fish spawning area (as per presentation by Peninsula Streams).
5. Improve access to water at the shore for people of all ages and abilities.
6. Install bike racks visible from the beach.
7. Install "kayak friendly" stair access from parking area
8. Install park benches and picnic tables
9. Include signage to encourage stewardship.

Aerial View of Arbutus Park



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A 4.2 ARM STEET PARK DOCK (VICTORIA/ESQUIMALT)

The vision is to enhance the experience at Arm Street Park by adding a ramp and dock to provide access to the water for recreational users such as paddlers and swimmers. Design should include/consider the following recommendations:

1. Test the bottom for contamination and clean up if needed.
2. Install a ramp and dock to the existing viewing platform.
3. Ensure the design provides all abilities and all ages access (perhaps with a pool type stair access).
4. Ensure the design meets the needs of various user groups.
5. Include signage to encourage stewardship.
6. Include safety signage noting any hazards such as rocks.
7. Install bike racks visible from the dock.

CONCEPT IMAGE OF PROPOSED DOCK & RAMP



1

Rezoning Application for Gorge Waterway Park



1

Aerial View

2



2

Zoning

3

Current Zoning

PART 9.3 – GWP ZONE, GORGE WATERWAY PARK DISTRICT

9.3.1 Permitted Uses in this Zone

The following uses are the only uses permitted in this Zone:

- a. Parks and uses accessory to parks
- b. Water related recreational activities

Without limiting the generality of any Section or Part of the Zoning Regulation Bylaw, including Section 17 of the Introduction and General Regulations, the following uses are not permitted in this Zone:

- i. The anchoring or mooring of vessels for a continuous period exceeding 48 hours
- ii. The anchoring or mooring of vessels for more than 72 hours within a 30-day period
- iii. Live-aboard or float home as defined in Part 7.54.1 in the FWM zone, Fisherman's Wharf Marine District
- iv. Docks, wharfs and piers

Proposed Zoning

PART 9.3 – GWP ZONE, GORGE WATERWAY PARK DISTRICT

9.3.1 Permitted Uses in this Zone

The following uses are the only uses permitted in this Zone:

- a. Parks and uses accessory to parks, including public docks, wharfs, and piers
- b. Water related recreational activities

Without limiting the generality of any Section or Part of the Zoning Regulation Bylaw, including Section 17 of the Introduction and General Regulations, the following uses are not permitted in this Zone:

- i. The anchoring or mooring of vessels for a continuous period exceeding 48 hours
- ii. The anchoring or mooring of vessels for more than 72 hours within a 30-day period
- iii. Live-aboard or float home as defined in Part 7.54.1 in the FWM zone, Fisherman's Wharf Marine District
- iv. Docks, wharfs and piers except as accessory park use

