



## **GREATER VANCOUVER REGIONAL DISTRICT (GVRD) - PARKS**

### **REGULAR BOARD MEETING**

**Friday, April 26, 2013**

**9:00 A.M.**

**2<sup>nd</sup> Floor Boardroom, 4330 Kingsway, Burnaby, British Columbia**

[Membership and Votes](#)

### **A G E N D A<sup>1</sup>**

#### **A. ADOPTION OF THE AGENDA**

##### **1. April 26, 2013 Regular Meeting Agenda**

That the Board adopt the agenda for its regular meeting scheduled for April 26, 2013 as circulated.

#### **B. ADOPTION OF THE MINUTES**

##### **1. February 22, 2013 Regular Meeting Minutes**

That the Board adopt the minutes for its regular meeting held February 22, 2013 as circulated.

#### **C. DELEGATIONS**

#### **D. INVITED PRESENTATIONS**

#### **E. CONSENT AGENDA**

*Note: Directors may adopt in one motion all recommendations appearing on the Consent Agenda or, prior to the vote, request an item be removed from the Consent Agenda for debate or discussion, voting in opposition to a recommendation, or declaring a conflict of interest with an item.*

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<sup>1</sup> Note: Recommendation is shown under each item, where applicable.

## **1. ENVIRONMENT AND PARKS COMMITTEE – PARKS REPORTS**

### **1.1 Belcarra Regional Park - Admiralty Point Lands Statement of Significance**

That the Board affirm the importance of the Admiralty Point waterfront lands as part of Belcarra Regional Park and the Regional Parks system, as described in attachment 1 of the March 28, 2013 report titled “Belcarra Regional Park – Admiralty Point Lands Statement of Significance.”

## **2. INTERGOVERNMENTAL AND ADMINISTRATION COMMITTEE**

### **2.1 Regional Parks Service Review**

That the Board approve the Regional Parks Service Review outline and process detailed in this report.

## **3. OTHER REPORTS**

### **3.1 Delegations’ Executive Summaries Presented at Committee – April 2013**

That the Board receive for information the report dated April 11, 2013 titled Delegations’ Executive Summaries Presented at Committee – April 2013 containing summaries received from the following delegates:

- A. Langley Speedway Historical Society
- B. Stanley Park Ecology Society
- C. Matsqui First Nation

## **F. ITEMS REMOVED FROM THE CONSENT AGENDA**

## **G. REPORTS FROM COMMITTEE OR STAFF NOT INCLUDED IN CONSENT AGENDA**

## **H. MOTIONS FOR WHICH NOTICE HAS BEEN GIVEN**

## **I. OTHER BUSINESS**

## **J. RESOLUTION TO CLOSE MEETING**

*Note: The Board must state by resolution the basis under section 90 of the Community Charter on which the meeting is being closed. If a member wishes to add an item the basis must be included below.*

That the Board close its regular meeting scheduled for April 26, 2013 pursuant to the *Community Charter* provisions, Section 90 (1) (e) and 90 (2) (b) as follows:

This matter is being presented at a closed meeting pursuant to *Community Charter* provision(s) Section 90 (1)(e) and 90 (2) (b) as follows:

“90(1) A part of a board meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:

- e) the acquisition, disposition or expropriation of land or improvements, if the regional district considers that disclosure could reasonably be expected to harm the interests of the regional district; and

90 (2) A part of a Board meeting must be closed to the public if the subject matter being considered relates to one or more of the following:

- b) the consideration of information received and held in confidence relating to negotiations between the regional district and a provincial government or the federal government or both, or between a provincial government or the federal government or both and a third party.”

**K. ADJOURNMENT/TERMINATION**

That the Board adjourn/conclude its regular meeting of April 26, 2013.

**GREATER VANCOUVER REGIONAL DISTRICT  
BOARD OF DIRECTORS - PARKS**

Minutes of the Regular Meeting of the Greater Vancouver Regional District (GVRD) Board of Directors - Parks held at 9:01 a.m. on Friday, February 22, 2013 in the 2<sup>nd</sup> Floor Boardroom, 4330 Kingsway, Burnaby, British Columbia.

**MEMBERS PRESENT:**

Chair, Director Greg Moore, Port Coquitlam  
Vice Chair, Director Raymond Louie, Vancouver  
Director Heather Anderson, Anmore  
Director Wayne Baldwin, White Rock  
Director Bruce Banman, Abbotsford  
Director Malcolm Brodie, Richmond  
Director Brenda Broughton, Lions Bay  
Director Mike Clay, Port Moody  
Director Derek Corrigan, Burnaby  
Director Ernie Daykin, Maple Ridge  
Director Heather Deal, Vancouver  
Director Sav Dhaliwal, Burnaby  
Director Ralph Drew, Belcarra  
Director Jack Froese, Langley Township  
Director Maria Harris, Electoral Area A  
Alternate Director Bruce Hayne, Surrey, for Linda Hepner  
Director Marvin Hunt, Surrey  
Director Lois Jackson, Delta  
Director Kerry Jang, Vancouver  
Director Colleen Jordan, Burnaby  
Director Bob Long, Langley Township  
Director Gayle Martin, Langley City (arrived at 9:04 a.m.)  
Director Geoff Meggs, Vancouver  
Director Darrell Mussatto, North Vancouver City  
Director Mae Reid, Coquitlam  
Director Andrea Reimer, Vancouver  
Director Gregor Robertson, Vancouver (arrived at 9:10 a.m.)  
Director Patricia Ross, Abbotsford  
Director Michael Smith, West Vancouver  
Director Barbara Steele, Surrey  
Director Tim Stevenson, Vancouver  
Director Harold Steves, Richmond  
Director Richard Stewart, Coquitlam  
Director Andrew Stone, Bowen Island  
Director Judy Villeneuve, Surrey  
Director Deb Walters, Pitt Meadows  
Director Richard Walton, North Vancouver District (arrived at 9:28 a.m.)  
Director Dianne Watts, Surrey  
Director Wayne Wright, New Westminster

**MEMBERS ABSENT:**

Director Bryce Williams, Tsawwassen

**STAFF PRESENT:**

Carol Mason, Commissioner/Chief Administrative Officer

Klara Kutakova, Assistant to Regional Committees, Board and Information Services, Corporate Services

Paulette Vetleson, Director, Board and Information Services, Corporate Services

**A. ADOPTION OF THE AGENDA**

**1. February 22, 2013 Regular Meeting Agenda**

**It was MOVED and SECONDED**

That the Board adopt the revised agenda for its regular meeting scheduled for February 22, 2013 as circulated.

**CARRIED**

**B. ADOPTION OF THE MINUTES**

**1. January 25, 2013 Regular Meeting Minutes**

**It was MOVED and SECONDED**

That the Board adopt the minutes for its regular meeting held January 25, 2013 as circulated.

**CARRIED**

**C. DELEGATIONS**

9:04 a.m. Director Martin arrived at the meeting.

**1. Cecile Bruyninckx and Judy Williams**

Cécile Bruyninckx, Acting Board Secretary, Wreck Beach Preservation Society (WBPS), raised concerns about the impact of jet skis and motorized boats on beach users and the environment in the Wreck Beach Trail 6 swimming area, highlighting the following:

- public safety
- harm to wildlife
- noise, air and water contamination
- installation of a docking facility on the foreshore
- effectiveness of voluntary compliance
- the proposed signage wording encouraging jet skis

Judy Williams, Chair, WBPS, expressed concerns about the following:

- late notification to WBPS about the Transport Canada Survey
- Transport Canada's disregard of the 2100-signature petition, and the on-beach survey, where 82% of respondents saw jet skis as a danger in the swimming area
- jet ski and motor boat impact on public safety, the environment, and natural character of the beach

The delegates spoke in support of the proposed eight RCMP marine patrols and requested that:

- motorized boats and jet skis be banned from the swimming area as delineated by the line of existing buoys
- the existing regulation be enforced. rather than a new regulation being implemented
- Metro Vancouver and RCMP share resources, staff and equipment
- the success of an RCMP marine patrol be monitored
- the concept of an access lane to the foreshore for motorized vessels be put on hold

**D. INVITED PRESENTATIONS**

No items presented.

**E. CONSENT AGENDA**

At the request of Directors, the following item was removed from the Consent Agenda for consideration under Section F Items Removed from Consent Agenda:

1.1 Pacific Spirit Regional Park, Wreck Beach Trail 6 Swimmer Safety

**F. ITEMS REMOVED FROM THE CONSENT AGENDA**

**1.1 Pacific Spirit Regional Park, Wreck Beach Trail 6 Swimmer Safety**

Report dated February 7, 2013, together with report dated January 10, 2013 from Mitch Sokalski, Parks West Area Division Manager, Metropolitan Planning, Environment and Parks Department, responding to the Environment and Parks Committee's requests regarding swimmer safety at Wreck Beach Trail 6 swim area, outlining staff actions taken to date, and seeking approval to proceed with proposed actions for the 2013 swim season.

9:10 a.m. Director Robertson arrived at the meeting.

**It was MOVED and SECONDED**

That the Board:

- a) send a letter to RCMP E Division Offices requesting marine patrols of the Wreck Beach Trail 6 swim area, and enforcement of Transport Canada's Vessel Operation and Restriction Regulations during the 2013 summer season; and
- b) direct staff to explore options for additional buoys and to work with the Wreck Beach Preservation Society to encourage agreement to safe separation of swimmers and marine vessels.

Comments were provided on:

- marine patrols costs and disbursement
- jurisdiction over marine vessels in the area
- the need to pursue management of mixed use of the tidal waters with Port Metro Vancouver

9:28 a.m. Director Walton arrived at the meeting.

Director Martin requested the motion be divided into distinct propositions:

Proposition a) was before the Board.

**Main Motion**

**It was MOVED and SECONDED**

That the Board send a letter to RCMP E Division Offices requesting marine patrols of the Wreck Beach Trail 6 swim area, and enforcement of Transport Canada's Vessel Operation and Restriction Regulations during the 2013 summer season.

**Amendment to the Main Motion**

**It was MOVED and SECONDED**

That the Board amend the Main Motion by adding at the end of the sentence the phrase "contingent upon no cost to Metro Vancouver".

**CARRIED**

**Question on the Main Motion as Amended**

Question was called on the Main Motion as amended and it was

**CARRIED**

Proposition b) was before the Board.

**Main Motion**

**It was MOVED and SECONDED**

That the Board direct staff to explore options for additional buoys and to work with the Wreck Beach Preservation Society to encourage agreement to safe separation of swimmers and marine vessels.

**Amendment to the Main Motion**

**It was MOVED and SECONDED**

That the Board amend the Main Motion by adding after the word "options" the phrase "with Port Metro Vancouver".

**CARRIED**

**Question on the Main Motion as Amended**

Question was called on the Main Motion as amended and it was

**CARRIED**

*The Main Motion as amended now reads as follows:*

*That the Board:*

- a) send a letter to RCMP E Division Offices requesting marine patrols of the Wreck Beach Trail 6 swim area, and enforcement of Transport Canada's Vessel Operation and Restriction Regulations during the 2013 summer season contingent upon no cost to Metro Vancouver; and*
- b) direct staff to explore options with Port Metro Vancouver for additional buoys and to work with the Wreck Beach Preservation Society to encourage agreement to safe separation of swimmers and marine vessels.*

**G. REPORTS FROM COMMITTEE OR STAFF NOT INCLUDED IN CONSENT AGENDA**

No items presented.

**H. MOTIONS FOR WHICH NOTICE HAS BEEN GIVEN**

No items presented.

**I. OTHER BUSINESS**

No items presented.

**J. RESOLUTION TO CLOSE MEETING**

No items presented.

**K. ADJOURNMENT/TERMINATION**

**It was MOVED and SECONDED**

That the Board adjourn its regular meeting of February 22, 2013.

**CARRIED**

(Time: 9:32 a.m.)

CERTIFIED CORRECT

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Paulette A. Vetleson, Corporate Secretary

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Greg Moore, Chair

7061642 FINAL



To: GVRD Board of Directors

From: Environment and Parks Committee

Date: April 11, 2013 Meeting Date: April 26, 2013

Subject: **Belcarra Regional Park - Admiralty Point Lands Statement of Significance**

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**ENVIRONMENT AND PARKS COMMITTEE RECOMMENDATION**

That the Board affirm the importance of the Admiralty Point waterfront lands as part of Belcarra Regional Park and the Regional Parks system, as described in attachment 1 of the March 28, 2013 report titled "Belcarra Regional Park – Admiralty Point Lands Statement of Significance."

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At its April 11, 2013 meeting, the Environment and Parks Committee considered the attached report titled "Belcarra Regional Park - Admiralty Point Lands Statement of Significance", dated, March 28, 2013. The Committee subsequently passed part a) of the recommendation as presented above and referred part b) of the recommendation to a closed meeting for consideration.

Attachment:

"Belcarra Regional Park - Admiralty Point Lands Statement of Significance", dated, March 28, 2013



To: Environment and Parks Committee

From: Frieda Schade, Parks Central Area Division Manager  
Planning, Policy and Environment Department

Date: March 28, 2013 Meeting Date: April 11, 2013

Subject: **Belcarra Regional Park - Admiralty Point Lands Statement of Significance**

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**RECOMMENDATION**

That the Board:

- a) affirm the importance of the Admiralty Point waterfront lands as part of Belcarra Regional Park and the Regional Parks system (as described in Attachment 1 - Statement of Significance); and
  - b) request the fee simple transfer of the Admiralty Point lands to Metro Vancouver for addition to Belcarra Regional Park in perpetuity.
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**PURPOSE**

The Government of Canada has invited Metro Vancouver to submit a statement of the significance of the Admiralty Point lands to assist in its continued deliberations about the range of options for disposition of the lands, including possible disposition to a third party. Staff are seeking Board endorsement of this statement.

**BACKGROUND**

Belcarra Regional Park, which is the “Stanley Park” of Metro Vancouver’s Northeast Sector, is composed of 1104 hectares of land located within the municipalities of Belcarra, Anmore and Port Moody. The Admiralty Point lands, which comprise a key component of Belcarra Regional Park, are located in the City of Port Moody and consist of 76 Ha (188 acres) of waterfront land (as shown in Attachment 2). A 99-year lease was assigned to Metro Vancouver (then GVRD) on July 28, 1972 by the City of Vancouver. It was one of the first parcels acquired as part of the Regional Park system. Over the years Metro Vancouver acquired 152 hectares of private property for park use and as a result of this successful acquisition program, the Province made two crown grants of over 400 hectares each, including Sasamat Lake, Buntzen Ridge and a large forested area contiguous with the Admiralty Point lands. Belcarra is one of the longest operating regional parks in the system. The park serves just under 600,000 visitors per year.

The Admiralty Point lease, unfortunately, had no renewal provision. A similar lease for Stanley Park had a renewal provision and was recently renewed. The 99-year lease for the Admiralty Point lands expired in May 2011 and the Government of Canada has found these lands to be surplus to Parks Canada’s needs.

Since the expiration of the Admiralty Point lease in 2011 it has been renewed twice for one year each. A third one-year renewal for 2013-2014 is in process and does not require Board approval. A

regional park trail has been in place on the land and operated by Metro Vancouver since 1981. There are also pocket beaches, fishing spots, viewpoints and rustic landings for paddlers.

The Environment and Parks Committee has received annual information reports on this matter. While lease discussions have been ongoing since 2010, and there have been many conversations between regional and federal staff, only three face to face meetings have been held. Government of Canada staff have completed technical work and discussions behind the scenes.

## **DISCUSSION**

### **Statement of Significance**

The Government of Canada has invited Metro Vancouver to submit a statement of significance regarding Admiralty Point, to assist in the deliberations about options for disposition of the lands. Staff has prepared a Statement of Significance, which is included as Attachment 1. The statement outlines characteristics, role in the park, environmental importance, recreational uses, visitation, and work Metro Vancouver has done over the years. The future potential, if retained as part of the park, is also described.

### **Federal Land Disposition Process**

So far only Parks Canada has said that it does not need the Admiralty lands. A Treasury Board Directive on the transfer of surplus lands requires that federal departments, Crown corporations, provincial and municipal governments be asked to identify their public purpose interests in properties.

### **Tenure desired by MV**

Clearly it would be in Metro Vancouver's best interests to achieve a fee simple transfer of lands, thus avoiding a repeat of current uncertainty. Incorporation of a renewal clause in a new 99 year lease would be a good second choice. Metro Vancouver requires a minimum of a 20 year lease to fulfill Local Government Act requirements.

### **Potential land claims**

The Admiralty Point federal lands are within the traditional territories of 31 First Nations, Tribal Councils and Treaty Groups, including Tsleil-Waututh, Musqueam and Squamish. It is public knowledge that some of these First Nations have identified the Admiralty Point federal lands as an area of interest.

## **ALTERNATIVES**

1. That the Board:
  - a) affirm the importance of the Admiralty Point waterfront lands as part of Belcarra Regional Park and the Regional Parks system (as described in Attachment 1 - Statement of Significance); and
  - b) request the fee simple transfer of the Admiralty Point lands to Metro Vancouver for addition to Belcarra Regional Park in perpetuity.
2. That the Board direct staff to continue to seek a long-term renewal of the Admiralty Point lease as part of Belcarra Regional Park and bring forward any future offers from the Government of Canada for Committee and Board consideration.
3. That the Board provide alternate direction to staff.

## **FINANCIAL IMPLICATIONS**

### **Price for Acquisition and Previous Board Policy**

Metro Vancouver paid nothing for the previous lease. Federal policies allow the government to transfer land for public use but consideration is based on market value. Under Alternative 1, staff do not know whether or under what circumstances a transfer might be effected at a nominal cost. In the past Metro Vancouver has not paid for land transferred from senior governments for park purposes.

Under Alternative 2, staff would report back on any financial implications of a lease renewal.

### **Operations and Maintenance**

Belcarra Regional Park staff continue to maintain and operate the existing trail and beaches and have done so for a number of years, within the current budget, but are reluctant to proceed with major trail repairs because of uncertainty. The park operating budget is just over \$1 million dollars annually; there are four full time staff and up to 18 seasonal staff at busy times of the year. It is not possible to delineate what proportion of the operations budget or staff time is devoted to Admiralty Point, but it is a small proportion.

### **Other implications**

Village of Belcarra and Port Moody Councils have adopted resolutions stating that Admiralty Point should be transferred or leased to Metro Vancouver in perpetuity. Belcarra has conveyed their resolution to the Federal Minister of the Environment (Attachment 3).

## **SUMMARY / CONCLUSION**

The 99 year lease for Admiralty Point lands expired in May 2011 and the Government of Canada has found these lands to be surplus to Parks Canada's needs.

The Government of Canada has invited Metro Vancouver to submit a statement of significance regarding Admiralty Point, to assist in the deliberations about options for disposition of the lands.

Staff is recommending Alternative 1, for the Board to affirm the importance of Admiralty Point as part of Belcarra Regional Park, as well as the Regional Parks system, and request the fee simple transfer of the Admiralty Point lands to Metro Vancouver for addition to Belcarra Regional Park in perpetuity. It would be in Metro Vancouver's best interests to achieve a fee simple transfer of lands, to avoid a repeat of current uncertainty.

### **Attachments:**

1. Statement of Significance Belcarra Regional Park - Admiralty Point Lands (Doc. # 7172296).
2. Belcarra Regional Park: Admiralty Point Federal Lease Area – Map (Doc. # 7172014).
3. Admiralty Point Federal Lands — Preservation For Future Generations – Correspondence dated March 12, 2013 from Mayor Ralph Drew, Village of Belcarra addressed to The Honourable Peter Kent, Minister of the Environment (Doc. # 7172190).

## Statement of Significance Belcarra Regional Park - Admiralty Point Lands

### Purpose of brief

Admiralty Point lands are currently part of Belcarra Regional Park. A 99 year lease expired in 2011 with no clause for renewal. The Federal government has communicated that this land is considered surplus to Parks Canada's needs. Metro Vancouver is interested in secure land tenure for the Admiralty Point lands to protect them in perpetuity for all Metro Vancouver's current citizens and future generations.

### Background

Belcarra Regional Park is located within the municipalities of Anmore, Belcarra, and Port Moody and is composed of 1104 hectares of land. The Admiralty Point lands are composed of 76 hectares (188 acres) of federal crown waterfront land within the City of Port Moody (Attachment A – Location Map). These lands were original leased to the City of Vancouver in 1913 on a 99 year lease for purposes of establishing an isolation hospital. In 1972, City of Vancouver assigned this lease to the GVRD (now Metro Vancouver). The Admiralty Point lands were one of the first parcels acquired as part of the Regional Park system which now encompasses over 14,000 hectares of protected lands. Subsequent acquisition of private and Crown lands to complete Belcarra Regional Park were built around the Admiralty Point lands.

### Role in Belcarra Regional Park

Admiralty Point waterfront lands are an important part of Belcarra Regional Park and the Regional Parks system. The forested slopes, rocky shoreline, and small beaches provide many recreational opportunities for hiking, swimming, fishing, nature viewing, kayaking, and interpretive programs. This area also provides a quiet respite from nearby busy areas such as the main beach and picnic area. These lands contain several known archaeological sites and the area is of cultural importance to multiple First Nation groups.

The Admiralty Point lands are a rugged forested landscape with exceptional views of Burrard Inlet. One of the particularly important aspects of these lands is that they are waterfront lands located within close proximity to large portions of the regional population. A recent outdoor recreation study found that people prefer ocean and beachfront landscapes above all others for recreational purposes.

### Belcarra Regional Park serves people from all over the region

Existing visitation data demonstrates that the park is a destination for residents from across the region. Visits from the nearby Tri-Cities municipalities (Port Moody, Coquitlam and Port Coquitlam), make up 45-60% of park visitors. Park visitation surveys indicate that in 1981, 53% of the visitors and in 1989, 37% came from outside the Tri-Cities. In both cases, visitors are spread amongst many of the member municipalities (Attachment B - Figures 1 and 2).



Plaque at Admiralty Point







Recent data available from educational programs and events indicates similar patterns. From 2010-2012, school field trip programs drew 42% of participants from outside the Tri-Cities (Attachment B- Figure 3). Data from public educational programs also show significant participation from across the region (Attachment B- Figure 4)

### **Belcarra Regional Park is very popular**

Belcarra Regional Park receives on average over 600,000 visitors per year. The facilities are often over capacity and parking lot closures at both Sasamat Lake and the Belcarra Picnic Area are common during the warm summer months. Trails, particularly along the waterfront, are used all year round.

### **Regional growth increases importance of park lands**

The population of the region is expected to reach 3.4 million residents by 2040 with the population of the Tri-Cities is expected to increase by 64%. The completion of the Evergreen Rapid Transit line may increase population of this area even more. These factors combined with the fact that visits to regional parks are growing faster than the population growth will increase demands for recreational opportunities, particularly in parks close to the urban population. Metro Vancouver's Regional Growth Strategy designates these lands for conservation and recreation.

### **Admiralty Point - features and public use**

Over the years, Metro Vancouver has developed rustic park facilities in keeping with the nature of the land (Attachment C – Features Map). A trail that connects the main picnic area to Admiralty Point and Burns Point was built in 1982/83. The opening of this trail increased visitation to the park substantially (20%) as it provided year round interest to the picnic area which previously had mainly been used in the summer months. Additionally, signage and a washroom at Maple Beach have been built. There are several view points along this trail providing a visual and sometimes physical connection to the waterfront. The views to Burrard Inlet to the Iron Workers Memorial Bridge help to connect the visitor to the larger regional landscape. These long, open views are complimented with the experience of walking under a dense forest canopy which brings focus to natural details such as the blooms of individual plants, sounds of birds, or changing light.

As the population and demand for recreation opportunities increases, the Admiralty Point lands have the potential to accommodate additional modest recreational facilities such as upland trail connections providing looped routes and access to other parts of the park, walk- in beach access at low tide in several places such as Cod Rock, Admiralty Point, and Whithell Bank. These beaches also provide rustic kayak landing spots and fishing sites. These lands would be critical if a trail connection to Rocky Point around the inlet could ever be realized.

### **Admiralty Point lands are ecologically important**

Located in the coastal western hemlock dry subzone, the Admiralty Point lands are composed of a diversity of habitats. Primarily made up of large stands of mature conifer forest, there are also small amounts of







young coniferous and broadleaf forests, sparsely vegetated rocky bluffs, streams and a rocky intertidal zone. These habitats support a variety of wildlife species and include two red listed ecosystems. Port Moody's Official Community Plan classifies these lands as highly sensitive.

Large tracts of contiguous forest, particularly mature coniferous forest are increasingly rare in Metro Vancouver as it becomes more urbanized. Until the mid part of the 20th century, Belcarra was accessible only by boat but with the expansion of roads and municipal boundaries urban development has increased – putting pressure on remaining protected areas. These forested lands are important to wildlife which require large tracts of relatively undisturbed habitat. The collection of habitats also supports larger mammals such as deer and bears.

The intertidal zone provides important winter habitat to migrating waterfowl and shore birds in addition to the plant and animal life that lives below the water's surface. Seals frequent areas off Belcarra and the area is also known as a breeding ground for crabs.

### **Past challenges and responsible management**

Over the years, Metro Vancouver has provided responsible stewardship for the land. In 1981/82, fifteen cabins were removed from the land. This reduced illegal use of the land, tree cutting and other habitat degradation. Weekly routine patrols by park staff provide security and protect the land from fire, illegal cutting and vandalism. Staff presence allows this area to be open to the public for recreation while protecting its ecological and cultural values.

### **Conclusions**

The Admiralty Point lands are an integral part of Belcarra Regional Park. The recreational opportunities it provides and ecological values it protects make it worth preserving as park land for Metro Vancouver's current and future citizens in perpetuity.



**Former Cabins**





Prepared by Planning, Policy and Environment  
Central Area Parks Division  
March 2013





# Attachment A – Overview



 Admiralty Point Lease Area  
~ 188 acres (76 ha)

 Existing Trails

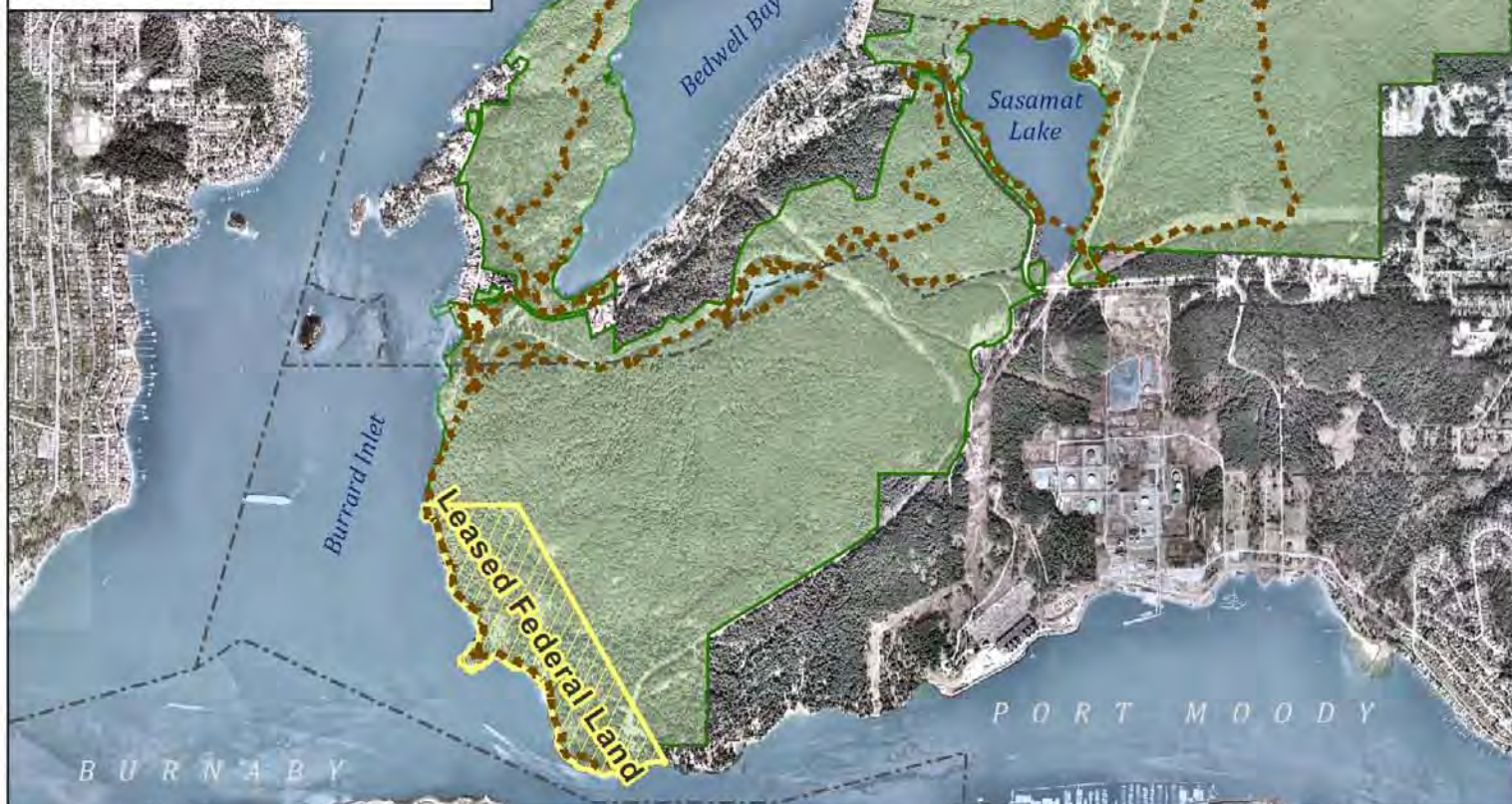
 Park Boundary

 Municipal Boundaries

March 18, 2013 - DM

0 250 500 1,000  
Meters

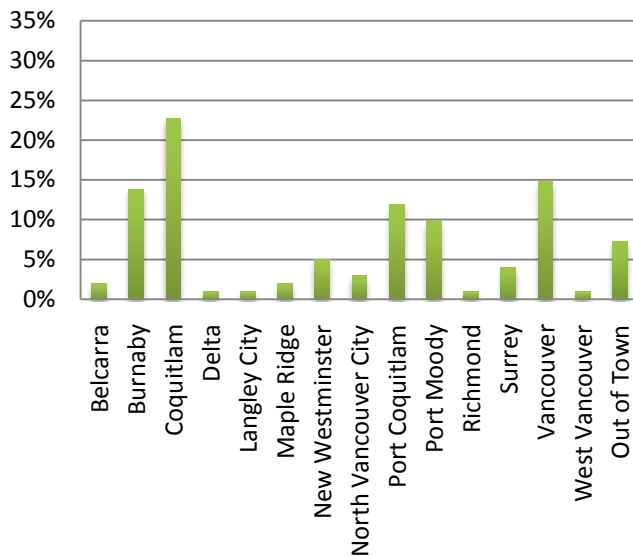
1:35,623 2009 Orthophotography



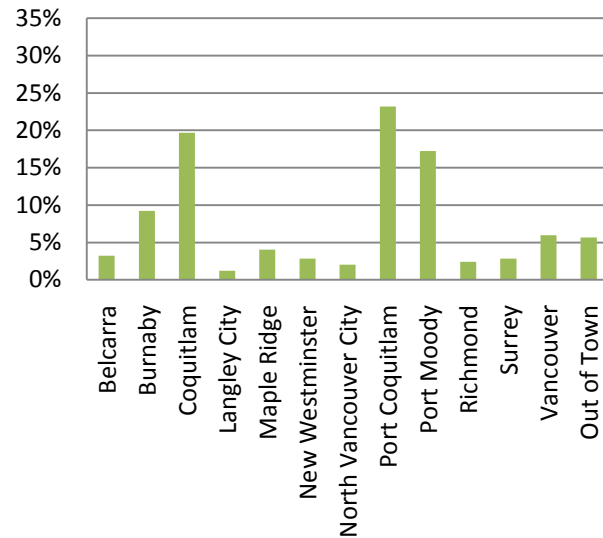


# Attachment B - Origins of Visitors to Belcarra Regional Park

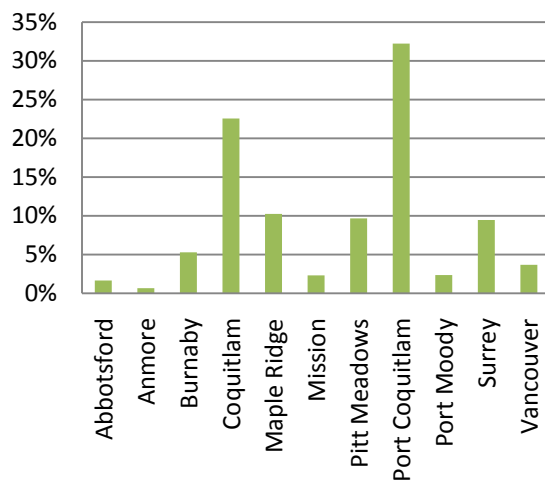
**Figure 1 - 1981 Visitor Survey**



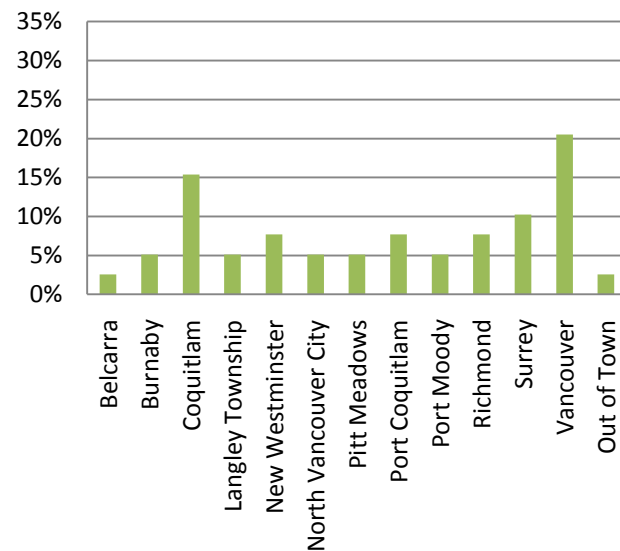
**Figure 2 - 1989 Visitor Survey**



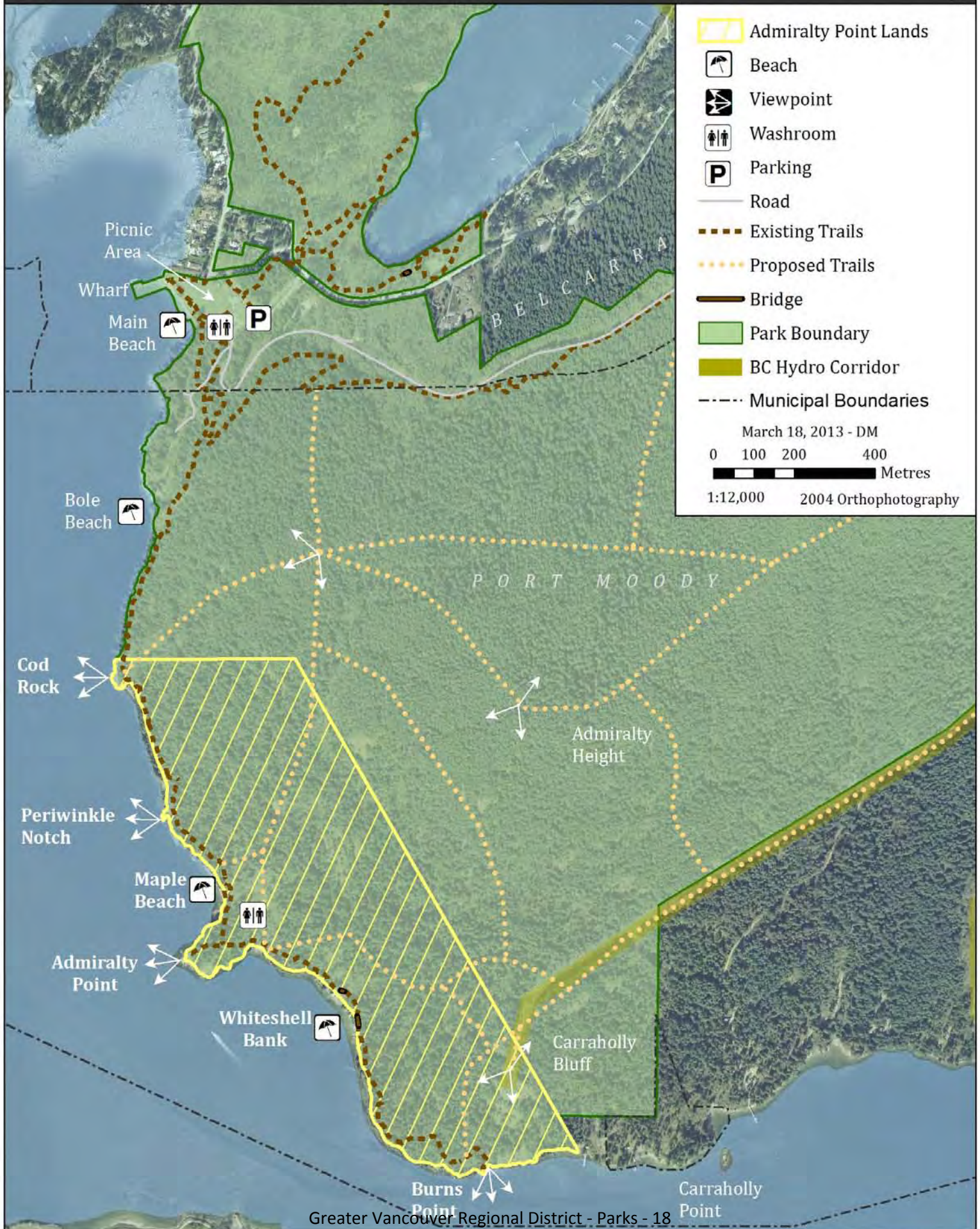
**Figure 3 - School Programs 2010 - 2012**



**Figure 4 - Sample Public Program 2011**

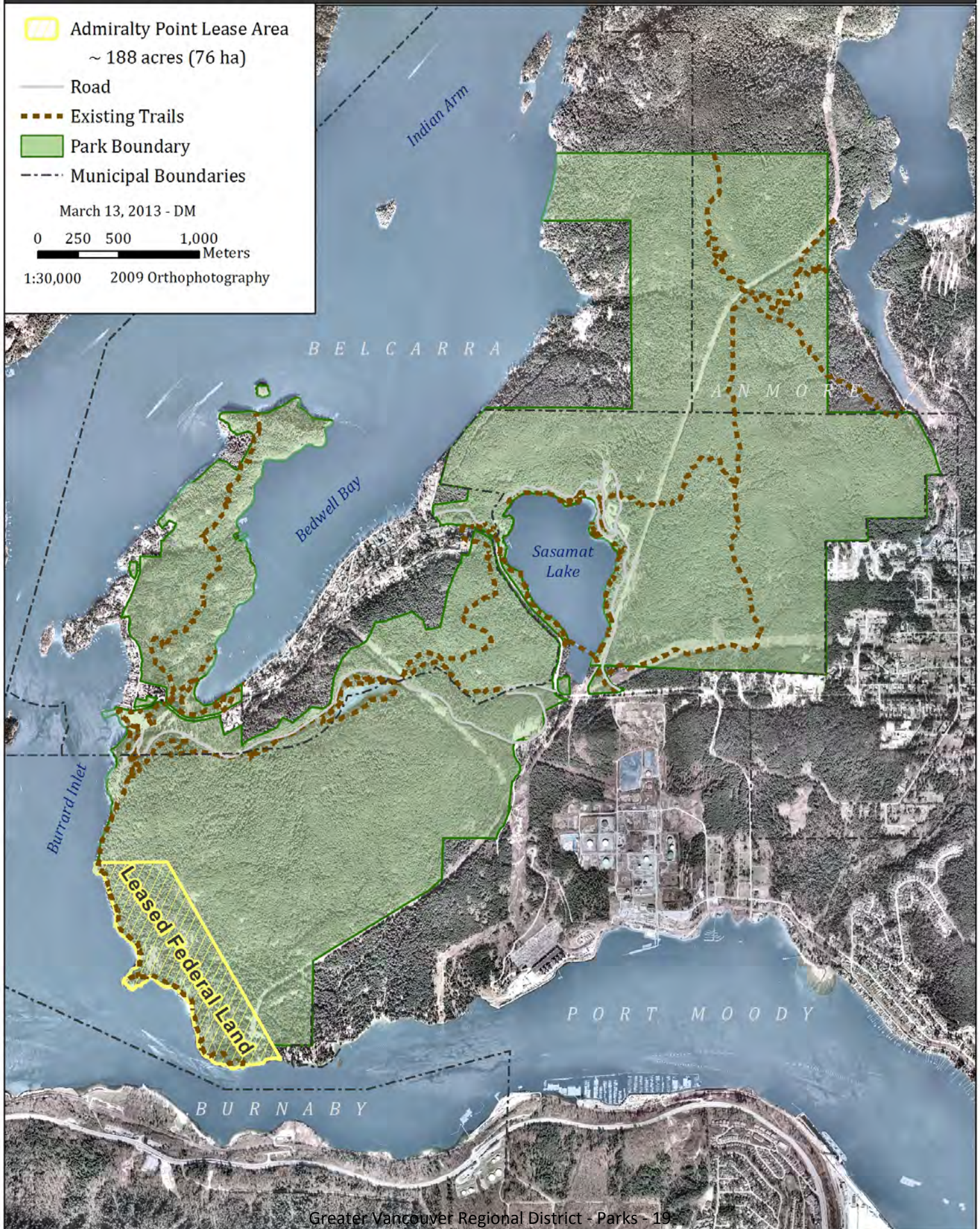








## Belcarra Regional Park: Admiralty Point Federal Lease Area







# VILLAGE OF BELCARRA

*"Between Forest and Sea"*

4084 BEDWELL BAY ROAD, BELCARRA, B.C. V3H 4P8

TELEPHONE 604-937-4100 FAX 604-939-5034

belcarra@belcarra.ca • www.belcarra.ca



March 12, 2013.

The Honourable Peter Kent  
Minister of the Environment  
Les Terrasses de la Chaudière  
10 Wellington Street, 28<sup>th</sup> Floor  
Gatineau, Quebec, K1A 0H3

Dear Minister Kent:

**Re: Admiralty Point Federal Lands — Preservation For Future Generations**

I write to bring to your attention a matter of great importance to the citizens of Metro Vancouver.

The Admiralty Point Military Reserve was established in 1860 by Colonel R.C. Moody, RE, and for the past 100 years these federal lands have been used for park purposes by the citizens of this region. In 1969 the 99-year federal lease was assigned to the Greater Vancouver Regional District (Metro Vancouver), and for the last 44 years the Admiralty Point Federal Lands have been under the stewardship of Metro Vancouver as part of Belcarra Regional Park. The 99-year lease has now expired, and Belcarra Council is concerned about the preservation of the Admiralty Point Federal Lands for park-use by future generations of Metro Vancouver's citizens. Accordingly, the following resolution was passed by Belcarra Council at its regularly scheduled meeting on March 11<sup>th</sup>, 2013:

**WHEREAS** the 99-year lease for the Admiralty Point Federal Lands expired in 2011, and these lands are surplus to the needs of Parks Canada;

**AND WHEREAS** the Admiralty Point Federal Lands comprise a key component of Belcarra Regional Park which is the "Stanley Park" of Metro Vancouver's Northeast Sector;

**THEREFORE BE IT RESOLVED THAT** the Federal Government be requested to transfer the Admiralty Point Federal Lands in fee simple to Metro Vancouver, or lease the lands in perpetuity, to ensure the preservation of these lands for park-use by future generations of Metro Vancouver's citizens.

Your attention to this important matter would be greatly appreciated by both Belcarra Council and the citizens of Metro Vancouver.

Sincerely,

Ralph Drew, Mayor  
Village of Belcarra

cc: Hon. James Moore, MP, Port Moody – Westwood – Port Coquitlam  
Board of Directors, Metro Vancouver  
Mayors and Councillors, Metro Vancouver Municipalities

To: Intergovernmental and Administration Committee

From: Delia Laglagaron, Deputy Commissioner/Deputy Chief Administrative Officer  
General Manager, Planning, Policy and Environment

Date: April 4, 2013 Meeting Date: April 11, 2013

Subject: **Regional Parks Service Review**

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**RECOMMENDATION**

That the Board approve the Regional Parks Service Review outline and process detailed in this report.

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**PURPOSE**

To propose an outline and process for a service review of Regional Parks as directed by the Board and receive the Committee's direction.

**BACKGROUND**

At its February 22, 2013 meeting the Board directed staff to "examine the long-term regional parks function, the relevance of the regional parks function in the future, and how the growth of this function will be managed".

**Regional Park System**

Metro Vancouver's Regional Park system is composed of 22 regional parks, 5 greenways, 2 ecological conservancy areas and 4 regional reserves, totaling over 14,500 hectares of parkland. Over 10 million people visited regional parks in 2012. Regional parks provide outdoor recreational experiences, conserve regionally important natural landscapes, and contribute to the ecological health of the region. In addition, environmental stewardship is fostered through programming in the parks.

Regional Parks serve the region. They provide access to nature close to home in an increasingly urban region. They provide a 'system' that spans administrative boundaries and through infrastructure and programming responds to regional recreation needs and trends and conservation priorities. They tend to be larger than municipal community parks, centered on more rustic, trail focused infrastructure that supports both day use and overnight outdoor recreation. Programming is focused on connecting people with nature.

It is timely to reflect on the future of Regional Parks. In 2005, the Regional Parks and Greenways Plan, the first of Metro Vancouver's sustainability plans, was adopted by the Board. In 2011, this plan was updated to reflect the format of other regional management plans.

## **Regional Parks Plan**

The 2011 Regional Parks Plan provided a vision encapsulated as “Healthy parks – healthy people” and identified four goals:

- Promote ecological health
- Promote outdoor recreation for human health and wellness
- Support community stewardship, education and partnerships
- Promote philanthropy and economic opportunities

The plan is based on the foundational principle that regional parks are an integral and essential component of the park and protected areas system in the region that complement municipal and provincial parks. The time frame for developing and adopting the Regional Parks Plan did not allow for a full service review.

In response to the February Board resolution, staff propose developing a Regional Parks Service Review. This review will produce:

- A clear role for Regional Parks in the context of other park service providers;
- Revision of the Regional Parks Plan if required; and
- Fund and programmatic implications for the operations of Regional Parks.

## **Annotated Outline for Proposed Regional Parks Service Review**

### **1. Origins - the Regional Parks Function in Metro Vancouver**

This section will briefly describe the development of the function since its inception in 1967 including legal mandate of the Regional Parks function, geographic scope, funding and how it has evolved since its inception.

### **2. Current Picture – Regional Parks Today**

This section will provide a picture of the current state of play for regional parks:

- a. mandate and core business;
- b. policy basis for Regional Parks’ role in relation to other park service providers (municipal, provincial and federal) and the value added that a regional parks system has provided;
- c. a description of the existing land base for recreational use and conservation purposes. This will include location of parks, what is currently open to the public, areas that have been developed, system capacity and assessed values;
- d. an assessment of recreational use including demand projections compared to supply and operating standards;
- e. financial summary of expenditures for land acquisition, operations, capital maintenance and replacement, programming, and new facilities and sources of funding; and
- f. programming and facilities summary

### **3. Looking forward – Regional Parks into the Future**

The Intergovernmental and Administration as well as the Environment and Parks Committees have asked for clarity on a number of service issues including:

- a. validation of the Regional Parks function expressed through an examination of different operating models or options;
- b. confirmation/refinement of the strategic direction for Regional Parks and the steps necessary to align policies, programs, priority actions and funding with this direction;

- c. definition of Regional Parks acquisition program reflecting the strategic direction including funding commitments, confirmed park deficiencies, and selection criteria;
- d. a realigned and rationalized plan for Operations, Capital Maintenance and Replacement, and Basic Facilities expressed through an updated 10 year Capital Plan reflecting the strategic direction; and
- e. a review of governance structure of Regional Parks which will include geographic scope.

The third section of the Service Review will be developed through a workshop involving the Environment and Parks Committee where each of these issues will be explored through scenario/options and implications. It is anticipated that staff will be able to provide substantially complete work on the first and second sections of the Service Review prior to the workshop.

The Service Review might lead to the amending of the Regional Parks Plan. Staff are also currently working on the Regional Parks Master Plan which is the implementation plan for the Regional Parks Plan. (Attachment 1). Therefore completion of the Service Review is essential for providing direction and clarity to Regional Parks Master Plan as well as to the specific plans for each regional park.

### **Proposed Regional Parks Service Review Process**

The Environment and Parks Committee has requested a workshop to give direction and provide input into the review. Development of the Parks Master Plan is underway with draft sections completed but will be aligned with direction received from the Service Review. Given all these factors, the following process is proposed:

<b>Task</b>	<b>Timeline</b>
Committee and Board approval of the Regional Parks Service Review outline and process	April 2013
Environment and Parks Committee Service Review Workshop	Late May or early June 2013
Draft Regional Parks Service Review developed	May-July 2013
Joint meeting of the Intergovernmental Committee and Environment and Parks Committees to review and provide comment on the Draft Service Review	July or Sept. 2013
Revise the draft Regional Parks Service Review and required changes to the Regional Parks Plan	Sept.- Oct. 2013
Board endorsement of the Regional Parks Service Review and provide direction on process to amend Regional Parks Plan	Oct. or Nov. 2013

### **ALTERNATIVES**

1. That the Board approve the Regional Parks Service Review outline and process detailed in this report.
2. The Committee provide alternative direction to staff.

### **FINANCIAL IMPLICATIONS**

The first alternative involves the redirection of existing staff resources to produce most of a Service Review but the scope of this review may require the services of an external consultant. This will require a reallocation of budgeted expenditures. Workplans for amending the Regional Parks Plan

and finalizing the Parks Master Plan will need to be altered to accommodate new directions coming out of the review process.

**SUMMARY / CONCLUSION**

Staff has been directed by the Board to examine the long-term regional parks function, the relevance of the regional parks function in the future, and how the growth of this function will be managed. Staff recommends that the Board adopt the first alternative and approve the proposed outline and process for a Regional Parks Service Review. This will involve providing history and background on the Regional Parks system to inform the spring workshop of the Environment and Parks Committee on this topic.

**Attachment:** Regional Parks Master Plan Context



## **The Regional Parks Master Plan**

In early 2012, staff was directed to prepare a Regional Parks Master Plan as a plan for implementing the Board adopted 2011 Regional Park Plan. The Regional Parks Master Plan is intended to be a pragmatic document to guide the development, management, operation and growth of Metro Vancouver's Regional Park system. It bridges the gap between a high level strategic vision provided in the Regional Park Plan and the more detailed program guidance contained in individual park plans, projects, procedures, bylaws and programs.

*Currently under development, the Regional Parks Master Plan is intended to deliver:*

- a re-aligned capital planning process and updated 10 year, rationalized capital plan;
- a re-aligned / rationalized land acquisition strategy;
- a framework indentifying and substantiating funding needs and allocation for the capital replacement, basic facilities, land acquisition (Heritage Parkland Acquisition Fund – HPAF) and operational budgets;
- clear implementation priorities and actions for the Regional Parks system and each park aligned with strategic directions and capital planning and development model;
- consideration of revenue sources and opportunities that are consistent with the core business, values and strategic direction for Metro Vancouver Regional Parks.

*In addition, the Regional Parks Master Plan is intended to provide guidance and operational policy on the following:*

- provisional Park Purpose statements for each regional park and greenway;
- a Park Classification and Zoning system and provisional zoning plans for each regional park to guide park development and management;
- an updated and streamlined park management planning process and template to ensure efficiency in the completion of plans for every regional park and the consistency of those plans with the strategic direction of regional parks;
- an operations framework with prioritized list of caretaker and operations yard requirements;
- criteria for activities, services and facilities in Regional Parks that will align with the strategic direction;
- a linked set of frameworks to guide the delivery of regional park services – the “how we do” of the core and ancilliary business of regional parks including:
  - outdoor recreation;
  - ecological health / natural resource management;
  - visitor services (education, stewardship, interpretation, and special events);
  - enhanced services;
  - operations & maintenance
  - additional focus
    - cultural and natural heritage protection, restoration and adaptive re-use;
    - agriculture in parks;

### **Background and Foundational Research Completed to Date**

Significant research and data collection was required as foundational information for the Parks Master Plan. The following provided the essential building blocks for the Parks Master Plan. Further research is required to continue to ensure a robust dataset from which to draw policy conclusions, however many decisions can be made with available level of information which includes:

- a completed Sensitive Ecosystem Inventory for the region;
- a Regional Parks Disturbed Lands Inventory;
- the Outdoor Recreation Study: Phase I - Demand, and Phase II – Supply and Gap analysis;
- an inventory of ‘commitments’ in completed Management Plans, Board resolutions and other documents;
- updated process for project initiation for basic facilities and capital replacement budgets;
- preliminary land tenure ‘at risk’ report (Fall 2010 Board report);
- preliminary Land Acquisition Strategy (2012 Committee workshop presentation);
- a review of North American park classification and zoning models, park master plans, and service standards;
- a review of the Frequent Transit Network and regional trails in relation to regional parks;
- a review of Metro Vancouver Regional Park service standards and guidelines; and
- a Climate Change Impact and Sea Level Rise study examining potential threats to regional parks.

Given environmental and policy dynamics, this data will need to be maintained and refined. For example, in determining what parkland is ‘at risk’ from potential climate change impacts is important. Sea level rise is only one component and this work is substantially completed. Other changes involve forest fires, soil erosion and slope instability, sensitive soils, and parcel tenure. Assessment of these risks particularly in terms of which lands are threatened will shape priority actions in the future.

Data collection still under development includes:

- Developable Areas in Parks. This involves compiling completed maps of disturbed areas with information including slope and sensitive soils, transportation and access, servicing, municipal zoning;
- Outdoor Recreation site capacity;
- Outdoor Recreation Supply database including monitoring changes in facilities owned and managed by other park providers; and
- Visitor Information and Trends. The last visitor survey completed in Regional Parks was done in the mid 1990’s.

To: GVRD Board of Directors - Parks

From: Kelly Birks, Office Manager, Board & Information Services, Corporate Services Department

Date: April 11, 2013 Meeting Date: April 26, 2013

Subject: **Delegations' Executive Summaries Presented at Committee – April 2013**

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**RECOMMENDATION**

That the Board receive for information the report dated April 11, 2013 titled Delegations' Executive Summaries Presented at Committee – April 2013 containing summaries received from the following delegates:

- A. Langley Speedway Historical Society
  - B. Stanley Park Ecology Society
  - C. Matsqui First Nation
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**PURPOSE**

This report is provided in response to Board direction to keep the Board informed of delegation activities at Committee by providing delegations' executive summaries presented at Committee.

Attached are summaries of the delegates to the following committees:

**Environment and Parks Committee**

- A. Langley Speedway Historical Society (LSHS)
- B. Stanley Park Ecology Society
- C. Matsqui First Nation

Langley Speedway Historical Society (LSHS)

Designated Speaker - Murray Jones - President

778-549-6521 – murrayjones@telus.net

We wish to speak to the Environment and Parks Committee in support of our unsolicited proposal to rebuild and reopen Langley Speedway as a multi-purpose venue, with racing as the cornerstone of our plan to raise significant revenue for the park, the community and our society.

We will present a 5 minute PowerPoint presentation, outlining in the simplest terms, what we feel are the most important reasons to consider our proposal.

- Opportunity
- Diversity
- Benefits
- Revenue
- Mitigating
- Sustainability

We are asking that the Environment and Parks Committee vote in favour of moving our proposal to the next stage, so that we can all see the outcome of an exploration of the possibilities, the public appetite for this project and the solutions to any concerns raised through this process.



Dan Straker, Co-Existing with Coyotes Coordinator  
 2<sup>nd</sup> Floor, Stanley Park Dining Pavilion, PO Box 5167, Vancouver, BC V6B 4B2  
 P (604) 812-9676 E [coyotes@stanleyparkecology.ca](mailto:coyotes@stanleyparkecology.ca) W [stanleyparkecology.ca](http://stanleyparkecology.ca)

### **Application to speak to Environment and Parks Committee**

#### **Contact information of the speaker:**

Dan Straker, Co-Existing with Coyotes Coordinator for the Stanley Park Ecology Society  
 Phone: 604-681-9853 (w) 604-812-9676 (c) Email: [coyotes@stanleyparkecology.ca](mailto:coyotes@stanleyparkecology.ca)

**Meeting Date:** April 11<sup>th</sup>, 2013

**Subject:** Coyote Awareness Education for Metro Vancouver

**Action Requested:** Explore funding opportunities to provide \$19,000 to help sustain our well established coyote awareness education program for the breadth of Metro Vancouver.

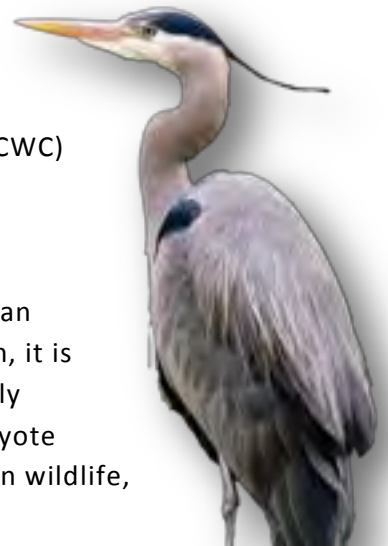
#### **Summary of Presentation:**

Coyotes are well adapted to human environments and as such have become a permanent fixture in the urban landscape of Metro Vancouver since the 1930's. Today there is an estimated population of 2000-3000 across Metro Vancouver; they can be found in every neighbourhood of every municipality.

Much of North America attempts to manage coyotes through expensive mass culling programs utilizing poisons, hunting and trapping, which are inexact, inhumane and dangerous tools for the public and pets. Research has continually shown that culling is ineffective as coyotes are reproductively versatile and can adapt their litter sizes to food and territory availability. In many cases, culling programs more often than not exacerbate the abundance and severity of coyote conflicts because they do not address the core cause of coyote conflict, which is human behaviour.

In the 1990's, media were quick to profile incidents involving dangerous coyotes and to promote fear in the region. However, a public survey of GVRD residents found that many had a positive or neutral attitude towards urban coyotes and felt urban wildlife enhanced their quality of life. Many stated that they were willing to change their lifestyle to accommodate wildlife activity, but were uncertain about the risks coyotes posed to their communities, especially to children and pets. Overall, the survey identified that coyotes were a concern to the public, but that they preferred a non-lethal approach to managing them. It was from these findings that the Co-Existing with Coyotes (CWC) program was founded in collaboration with the City of Vancouver and the BC Ministry of Environment.

Coyotes are very timid and naturally afraid of people, but in some cases they can become habituated to people, especially when food is involved. For this reason, it is much more effective to be pro-active in educating people than it is to reactively manage coyotes. The program reaches thousands each year with invaluable coyote awareness, helping to foster a healthy appreciation and understanding of urban wildlife,



and providing comfort to parents and children. We respond to over 1000 coyote reports each year through our coyote information line and provide callers directly with the resources they need to keep their neighbourhoods coyote-safe.

In its twelfth year of operation, the Co-Existing with Coyotes (CWC) program maintains its status as the longest standing coyote co-existence program in North America, and has served as a model for urban wildlife management programs worldwide. The trend towards co-existence with urban wildlife and coyotes continues to shift in Metro Vancouver and North America, as the public progressively recognizes the inherent value of environmental systems. Recognizing urban wildlife is an essential part of becoming a greener region, and managing the interface between wild and urban has, and will continue to be, a huge part of this effort.

The program delivers highly specialized education through a variety of avenues including:

- Dedicated phone line / email - Educates public and helps to track and identify aggressive coyote behaviour 7 days a week
- Website ([www.stanleyparkecology.ca](http://www.stanleyparkecology.ca)) – contains a wealth of free publicly available resources
- Presentations - elementary schools, pet owners, and community groups
- Events – participate in community events and host workshops to engage problem coyote areas
- Signage and educational materials (park signs, posters, rack cards, brochures)
- News media exposure – regular PSA's and regular appearances on local and regional TV and print
- Vancouver Urban Coyote Network (VUCN) – coordinate with various local and regional agencies (Ministry of Environment Conservation Officers, BC SPCA, Wildlife Rescue Association, and Vancouver Animal Control) to manage coyote issues and target aggressive coyotes through.

We are very proud to have been able to provide our program across Metro Vancouver and have had great success reaching an innumerable amount of people in this time. However, budget cuts to the BC Ministry of Environment in 2010 led to a significant loss of funding for the CWC program of roughly \$19,000 per annum. Since then, the CWC program has continued to provide its primary attention to the City of Vancouver and improve its services while struggling to find creative ways to fund action and services as is the demand by the rest of Metro Vancouver.

As a non-profit organization with passionate and specially trained staff and volunteers, we are well placed to continue to provide our well-honed services for a very low cost when compared to the time spent by individual municipal agencies attempting to manage such a specific issue. Our hope is that Metro Vancouver will augment the support of Vancouver City so that we can answer to the whole of Metro Vancouver without having to sacrifice the level and quality of service we provide, and without losing one of those values that make this region such a special place to live.

## 1. THE VENTURE:

*Four Directions Cultural Bistro and Educational Centre*  
*Location: 6550 Tall Road, Mission, BC*

- We will cultivate, in connection with community partnerships, a culinary cultural experience.
- We will engage guests through the sharing of First Peoples culture including; food, drama, dance, feasting, drumming, and art. Through these shared experiences and the sharing of food we will build our community.
- The physical space will incorporate elements of the outdoors and will use natural, sustainable products.
- We will create leadership, and an economically sustainable business for and with all people.
- Food products, including produce, salmon and bison, will be sourced from the Fraser River, local growers and primarily from **FOUR DIRECTIONS FARM, CULTURAL AND EDUCATIONAL CENTRE.**

## 2. THE VENTURE

*Four Directions Farm, Cultural and Educational Centre*  
*Location: 27627 "0" avenue, Abbotsford, BC*

- Work collectively, as a community, to grow and harvest crops on **FOUR DIRECTIONS FARM.**
  - Raise North American wood bison, as well as other livestock, to promote and sustain a prosperous BC Bison industry with related products.
  - Grow and harvest vegetables, herbs and flowers for personal use, sale and use as **FOUR DIRECTIONS CULTURAL BISTRO.**
- Work collectively, as a community, to create authentic, shared and connected educational experiences at **FOUR DIRECTIONS SCHOOL.**
  - Improve school resources through the creation of engaging and experiential First Peoples Integrated Resource Packages, which respect local communities and link directly to BC Ministry of Education courses in elementary, middle and high school years. Mobilize hands on activities to a variety of classroom settings for project based learning with **FOUR DIRECTIONS HERITAGE.**
  - Improve graduation rates of Aboriginal youth through the development of flexible, engaging, individualized programs.

- Offer team based and individualized programs which correlated to BC Ministry of Education coursework and learning outcomes. These activities will be outdoor based and will encourage health, community connection, heritage and the Sto:lo experience.
- Facilitate engaging artistic, educational and cultural demonstrations at the **FOUR DIRECTIONS FARM**, as well as at **FOUR DIRECTIONS CULTURAL BISTRO** on the Fraser River, with innovative courses directed at skill development

### **3. Siya:m aka. LEADERSHIP and KEY PERSONNEL:**

- Farm, Culture and Heritage: Carman and Dawn McKay
- Education: Dana Reaume

In the survey set by Governor Douglas, Matsqui territory would have consumed the City of Abbotsford and then some. Neighbours and relatives to the east in the plateau were the Thompson and Shuswap, to the south were the land locked relatives the Nooksack. Our allies the Kwantlen and the Katzie were to the west, and finally the Interior Salish located north at the head of most lakes in the region.

My teaching experiences are directly connected to the following,

- Siyayeyoyes (friends working together) Regional Aboriginal Education Committee, nine school districts in between Coquitlam and Fraser Cascade, tens of thousands of self declared Aboriginal families
- Four First Nation communities along the Sto:lo
- Metro Vancouver, Matsqui Trail Park, Aldergrove Park, Abbotsford
- British Columbia, Ministry of Education, Ministry of Agriculture
- Canada
- Trans Canada Trail
- organizations and associations
- Business
- Not for Profit
- Did I mention the hundreds of Matsqui relatives which are responsible for inspiring me, demonstrating their commitment, with self determination

Safe Journeys!