

**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PARKS COMMITTEE**

REGULAR MEETING

March 13, 2019

9:00 AM

28th Floor Committee Room, 4730 Kingsway, Burnaby, British Columbia

A G E N D A¹

1. ADOPTION OF THE AGENDA

1.1 March 13, 2019 Regular Meeting Agenda

That the Regional Parks Committee adopt the agenda for its regular meeting scheduled for March 13, 2019, as circulated.

2. ADOPTION OF THE MINUTES

2.1 February 6, 2019 Regular Meeting Minutes

That the Regional Parks Committee adopt the minutes of its regular meeting held February 6, 2019, as circulated.

3. DELEGATIONS

4. INVITED PRESENTATIONS

5. REPORTS FROM COMMITTEE OR STAFF

5.1 Regional Parks Brand Book

Verbal Update

Designated Speakers:

Gordon Inglis, Division Manager, Multi-Media Services, External Relations
Candace Ng, Park Programs & Outreach Coordinator, Regional Parks

5.2 Minnekhada Regional Park – Evaluating Human and Bear Conflicts

Verbal Update

Designated Speakers:

Brian Titaro, Stewardship Technician, Central Area, Regional Parks
Bronwyn Schoner, Research Technician, Central Area, Regional Parks

¹ Note: Recommendation is shown under each item, where applicable.

5.3 Belcarra Regional Park – Belcarra South Recommended Static Landscape Display and Interpretative Feature

Designated Speaker:

Mike Redpath, Director, Regional Parks

That the MVRD Board, in accordance with the MVRD Board resolution dated November 24, 2017, that approved changing the use of the Belcarra South area of the regional park from restricted access residential use to non-residential public use, approve the recommended non-residential public use of Cabin 1, located in Belcarra Regional Park south picnic area, as a static landscape display and interpretative park feature illustrating historical uses of the site.

5.4 Campbell Valley Regional Park – Public Engagement and Management Plan Update

Designated Speakers:

Wendy DaDalt, Division Manager, East Area, Regional Parks

Lydia Mynott, Park Planner, East Area, Regional Parks

That the MVRD Board authorize staff to proceed with the public engagement process as presented in the report dated March 6, 2019, titled “Campbell Valley Regional Park – Public Engagement and Management Plan Update”.

5.5 Regional Parks Asset Management Policy

Designated Speaker:

Mike Redpath, Director, Regional Parks

That the MVRD Board approve the *Regional Parks Asset Management Policy* as presented in the report dated March 6, 2019, titled “Regional Parks Asset Management Policy”.

5.6 Manager’s Report – Regional Parks

Designated Speaker:

Mike Redpath, Director, Regional Parks

That the Regional Parks Committee receive for information the report dated March 6, 2019, titled “Manager’s Report – Regional Parks”.

6. INFORMATION ITEMS

6.1 Regional Parks Upcoming Events – April 2019

6.2 [Regional Parks Brand Book](#)

7. OTHER BUSINESS

8. BUSINESS ARISING FROM DELEGATIONS

9. RESOLUTION TO CLOSE MEETING

Note: The Committee 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 Regional Parks Committee close its regular meeting scheduled for March 13, 2019, pursuant to the *Community Charter* provisions, Section 90(1) (e) (f) and (i) as follows:

“90(1) A part of a 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 board or committee considers that disclosure could reasonably be expected to harm the interests of the regional district;
- (g) litigation or potential litigation affecting the regional district; and
- (i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.”

10. ADJOURNMENT/CONCLUSION

That the Regional Parks Committee adjourn/conclude its regular meeting of March 13, 2019.

Membership:

McEwen, John (C) - Anmore
Wiebe, Michael (VC) - Vancouver
Belenkie, Neil - Belcarra
Calendino, Pietro - Burnaby
Dilworth, Diana - Port Moody

Hodge, Craig - Coquitlam
Jackson, Lois - Delta
Miyashita, Tracy - Pitt Meadows
Muri, Lisa - North Vancouver District
Nicholson, Maureen - Bowen Island

Penner, Darrell - Port Coquitlam
Pettigrew, Steven - Surrey
Richter, Kim - Langley Township
Soprovich, Bill - West Vancouver

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**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PARKS COMMITTEE**

Minutes of the Regular Meeting of the Metro Vancouver Regional District (MVRD) Regional Parks Committee held at 9:01 a.m. on Wednesday, February 6, 2019 in the 28th Floor Committee Room, 4730 Kingsway, Burnaby, British Columbia.

MEMBERS PRESENT:

Chair, Mayor John McEwen, Anmore
 Vice Chair, Councillor Michael Wiebe, Vancouver (arrived at 9:07 a.m.)
 Mayor Neil Belenkie, Belcarra
 Councillor Pietro Calendino, Burnaby (departed at 10:19 a.m.)
 Councillor Diana Dilworth, Port Moody
 Councillor Craig Hodge, Coquitlam
 Councillor Lois Jackson, Delta (arrived at 9:11 a.m.)
 Councillor Tracy Miyashita, Pitt Meadows (arrived at 9:11 a.m.)
 Councillor Lisa Muri, North Vancouver District
 Councillor Maureen Nicholson, Bowen Island
 Councillor Steven Pettigrew, Surrey
 Councillor Kim Richter, Langley Township
 Councillor Bill Soprovich, West Vancouver

MEMBERS ABSENT:

Councillor Darrell Penner, Port Coquitlam

STAFF PRESENT:

Mike Redpath, Director, Regional Parks, Parks and Housing Services
 Carol Mason, Chief Administrative Officer
 Genevieve Lanz, Legislative Services Coordinator, Board and Information Services

1. ADOPTION OF THE AGENDA

1.1 February 6, 2019 Regular Meeting Agenda

It was MOVED and SECONDED

That the Regional Parks Committee adopt the agenda for its regular meeting scheduled for February 6, 2019, as circulated.

CARRIED

2. ADOPTION OF THE MINUTES

2.1 January 16, 2019 Regular Meeting Minutes

It was MOVED and SECONDED

That the Regional Parks Committee adopt the minutes of its regular meeting held January 16, 2019, as circulated.

CARRIED

3. DELEGATIONS

No items presented.

4. INVITED PRESENTATIONS

No items presented.

Agenda Order Varied

The order of the agenda was varied to consider Items 6.1 and 6.2 at this point.

6. INFORMATION ITEMS

9:07 a.m. Councillor Wiebe arrived at the meeting.

Members were provided with a presentation on the *Sustainable Infrastructure and Buildings Policy*, highlighting rating systems and standards, performance requirements, and implementation.

9:11 a.m. Councillors Jackson and Miyashita arrived at the meeting.

Members were provided with a presentation on the *Iona Island Wastewater Treatment Plant* upgrade project, highlighting coordination between Regional Parks and Liquid Waste Services, regulatory drivers, project goals, and the integrative design process.

In response to questions, members were informed of spatial planning related to *Iona Wastewater Treatment Plant* and *Iona Beach Regional Park*, and considerations of upgrading combined sewer systems and the impact on ecological health.

Presentation material titled “Iona Island Wastewater Treatment Plant – Project Definition Phase” and “Iona Beach Regional Park” are retained with the February 6, 2019 Regional Parks Committee agenda.

It was MOVED and SECONDED

That the Regional Parks Committee receive for information the following Information Items:

- 6.1 Sustainable Infrastructure and Buildings Policy
- 6.2 Iona Island Wastewater Treatment Plant – Project Definition Update

CARRIED

Agenda Order Resumed

The order of the agenda resumed with Item 5.1 before the Committee at this point.

5. REPORTS FROM COMMITTEE OR STAFF

5.1 Regional Parks Natural Resource Management - Overview

Markus Merkens, Natural Resource Management Specialist Central Area, Janice Jarvis, Natural Resource Management Specialist, East Area, and Robyn Worcester, Natural Resource Management Specialist, West Area, Regional Parks, Parks and Housing Services, provided members with a presentation on the Regional Parks Natural Resource Management program, highlighting resource conservation and invasive species management.

In response to questions, members were informed of collaboration with First Nations groups, the wildfire management program, and biodiversity development.

Request of Staff

Staff was requested to provide the Regional Parks Committee with a presentation on the history and development of the Burns Bog Ecological Conservancy Area at a future meeting.

Presentation material titled "Natural Resource Management - Overview" is retained with the February 6, 2019 Regional Parks Committee agenda.

5.2 Grouse Mountain Regional Park – Grant Funding Application, Canada Infrastructure Program

Report dated January 21, 2019 from Mike Redpath, Director, Regional Parks, Parks and Housing Services, seeking MVRD Board endorsement of an application to the Investing in Canada Infrastructure Program for capital funding for the implementation of the *Grouse Mountain Regional Park Management Plan*.

It was MOVED and SECONDED

That the MVRD Board endorse the grant funding application for Grouse Mountain Regional Park - Trail and Amenity Improvements through the Investing in Canada Infrastructure Program - Community, Culture and Recreation.

CARRIED

5.3 2019 – 2023 Financial Plan – Regional Parks Update

Report dated January 23, 2019 from Mike Redpath, Director, Regional Parks, Parks and Housing Services, providing the Regional Parks Committee with an overview of the 2019 – 2023 Regional Parks Financial Plan.

10:19 a.m. Councillor Calendino departed the meeting.

It was MOVED and SECONDED

That the Regional Parks Committee receive for information the report dated January 23, 2019, titled “2019 – 2023 Financial Plan – Regional Parks Update”.

CARRIED

5.4 George Ross Legacy Stewardship Program

Report dated January 29, 2019 from David Leavers, Division Manager, Visitor and Operations Services, Regional Parks, Parks and Housing Services, seeking MVRD Board approval to enter into an administration agreement between MVRD and the Pacific Parklands Foundation.

It was MOVED and SECONDED

That the MVRD Board:

- a) endorse the amendments to the George Ross Legacy Stewardship Program outlined in the report dated January 29, 2019 titled “Regional Parks George Ross Legacy Stewardship Program & Administration Agreement”; and
- b) approve the Administration Agreement between the Metro Vancouver Regional District and the Pacific Parklands Foundation for a term commencing February 22, 2019 and ending December 31, 2021, to annually dispense Legacy Reserve Fund interest earned annually during the term of this agreement, pending the fulfillment of legal requirements of the Local Government Act to provide notice of intention as described in the report.

CARRIED

5.5 Regional Parks Volunteer Services Update

Report dated January 17, 2019 from David Leavers, Division Manager, Visitor and Operations Services, Regional Parks, Parks and Housing Services, updating the MVRD Board on the Regional Parks Volunteer Services strategic framework and approach to volunteer management.

It was MOVED and SECONDED

That the MVRD Board receive for information the report dated January 17, 2019, titled “Regional Parks Volunteer Services Update”.

CARRIED

5.6 Manager’s Report – Regional Parks

Report dated January 17, 2019 from Mike Redpath, Director, Regional Parks, Parks and Housing Services, providing the Regional Parks Committee with an update on the 2019 Regional Parks Work Plan, highlighting the provincial regional parks workshop, the Parks For All program, and the upcoming regional parks events.

It was MOVED and SECONDED

That the Regional Parks Committee receive for information the report dated January 17, 2019, titled “Manager’s Report – Regional Parks”.

CARRIED

6. INFORMATION ITEMS

6.1 Sustainable Infrastructure and Buildings Policy

This item was previously considered.

6.2 Iona Island Wastewater Treatment Plant – Project Definition Update

This item was previously considered.

It was MOVED and SECONDED

That the Regional Parks Committee receive for information the following Information Item:

6.3 Regional Parks Upcoming Events – March 2019

CARRIED

7. OTHER BUSINESS

No items presented.

8. BUSINESS ARISING FROM DELEGATIONS

No items presented.

9. RESOLUTION TO CLOSE MEETING

It was MOVED and SECONDED

That the Regional Parks Committee close its regular meeting scheduled for February 6, 2019, pursuant to the *Community Charter* provisions, Section 90(1) (e) (g) (i) and 90(2) (b) as follows:

“90(1) A part of a 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 board or committee considers that disclosure could reasonably be expected to harm the interests of the regional district;

(g) litigation or potential litigation affecting the regional district;

(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose; and

90 (2) A part of a 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 and a third party.”

CARRIED

10. ADJOURNMENT/CONCLUSION

It was MOVED and SECONDED

That the Regional Parks Committee adjourn its regular meeting of February 6, 2019.

CARRIED

(Time: 10:59 a.m.)

Genevieve Lanz,
Legislative Services Coordinator

John McEwen, Chair

To: Regional Parks Committee

From: Steve Schaffrick, Division Manager, Central Area, Regional Parks

Date: March 6, 2019 Meeting Date: March 13, 2019

Subject: **Belcarra Regional Park – Belcarra South Recommended Static Landscape Display and Interpretive Feature**

RECOMMENDATION

That the MVRD Board, in accordance with the MVRD Board resolution dated November 24, 2017, that approved changing the use of the Belcarra South area of the regional park from restricted access residential use to non-residential public use, approve the recommended non-residential public use of Cabin 1, located in Belcarra Regional Park south picnic area, as a static landscape display and interpretative park feature illustrating historical uses of the site.

PURPOSE

To receive MVRD Board approval to use Belcarra Regional Park's Cabin 1 as a static landscape display and interpretative feature.

BACKGROUND

At its November 24, 2017 meeting, the MVRD Board adopted the following resolution:

That the MVRD Board:

- a) approve the revised Belcarra South Proposed Design Concept, which changes the use of the Belcarra South area of the regional park from restricted access residential use to non-residential public use;*
- b) retain those buildings protected with Port Moody heritage designation (Cabins 2-7 and Bole House); and*
- c) direct staff to investigate options for Cabin 1, and report back to the MVRD Board.*

Following the MVRD Board resolution, staff investigated options for Cabin 1. Staff reviewed relevant direction in the acquired buildings policy currently under development. Staff performed a precedent study of heritage buildings of similar scale in a variety of public parks, studied costs to stabilize and renovate the building, and met with staff at the Village of Belcarra to discuss options for Cabin 1.

Cabin 1 Description

Cabin 1 was constructed in or around 1908, and was intended for seasonal use only. The approximately 1,450 square foot building accommodates a kitchen, office, living room, sunroom, two bedrooms, a pantry, washroom, and a 20 square foot wooden exterior deck attached to the front building face.

Heritage Study

In December 2017, heritage consultant Denise Cook completed a heritage study of the Belcarra South cabins, the Bole House, and the associated landscape. The purpose of the study was to provide information to inform decision-making around the Belcarra South cabins. The study considered the cultural landscape of Belcarra South, overall planning context, site-wide heritage values, and the heritage values of each building individually.

Despite the need for repairs, Cabin 1 was considered suitable for retention as an interpretive structure. Character defining elements of value were found to be the building's waterfront setting, relationship to adjacent cabins, front gable roof form, open post structure, shingle and board, and batten exterior cladding, multi-paned wood sash windows, and interior layout.

The *Belcarra Cabins Heritage Study* dated December 21, 2017 (Attachment 1), states Cabin 1 is a front gable roofed structure with a mix of exterior cladding materials. Wood floors, intact wood exterior within the addition, wood sash windows with 2-over-2 panes, and wood paneled ceiling give the cabin aesthetic value. Cabin 1 is significant for its early construction in 1908 (approximately) and as the dwelling used by Judge Bole and his wife prior to the construction of the nearby Bole House c.1932, setting the stage for the construction of the remaining cabins.

Currently, the building is heated by woodstove, drinking water is provided by a filtered and UV treated spring source system, and sewage is handled by a septic tank and dispersal field. The water system is owned by the Belcarra South Preservation Society.

An engineering assessment of the Belcarra South cabins and Bole House completed in 2012 identified the following work required for Cabin 1:

- replacement of roof
- replacement of attic insulation (rodent damage) and provision of venting;
- re-flashing of roof penetrations;
- selective re-glazing of windows and doors;
- addition of code-compliant deck railing;
- raising of structure to install engineered foundation;
- re-construction of sunroom;
- removal of front roof;
- complete replacement of plumbing;
- removal and replacement of all exposed non-metallic wiring; and
- addition of dedicated circuit for outside freezer.

As detailed in Table 1.0, *Summary of Potential uses for Cabin 1 in Belcarra Regional Park*, lists the most likely potential uses for the Cabin 1 in relation to the draft acquired buildings policy:

Table 1.0 – Summary of Potential uses for Cabin 1 in Belcarra Regional Park

Potential Uses per Draft Acquired Building Policy	Location of Existing Facility in Belcarra Regional Park	Additional Facility Required/Not Required	Supported in 2016 Parks Master Plan	Level of Feasibility
Passive/Active External Interpretive Function	None	Required	Yes (Strategy 3)	High
Passive/Active Internal Interpretive Function	None	Required	Yes (Strategy 3)	Low (cost prohibitive based on the 2012 assessment report)
Landscape display	None	Required	Yes (Strategy 3)	High
Washroom	Picnic Area	Not required	Yes (Strategy 6)	Low (cost prohibitive)
Equipment Rentals	Kayak rental at Picnic Area	Not required	Yes (Strategy 7)	Medium (cost prohibitive based on the 2012 assessment report)
Picnic Shelter	Picnic Area	Not required	Yes (Strategy 6)	Medium (cost prohibitive based on the 2012 assessment report)

Precedent Study of Similar Cabin Uses

Staff reviewed precedent sites with small-scale heritage buildings in public settings similar to the Belcarra South area (Attachment 2). The aim of this study was to understand how other agencies have made use of such buildings to contribute to the park visitor experience. The research staff conducted showed a variety of approaches including buildings as attractive landscape displays, interpretive centers, and conversion to bookable facilities.

Table 2.0 – Summary of Precedents

Precedent	Uses	Merits
Brinegar Cabin Whitehead, NC, USA	Interpretive feature staffed and open to the public on summer weekends only.	Restored and regularly maintained, the building retains its rustic character, historic interpretation is well done, and the entire site is actively programmed.
Brittania Shipyards Richmond, BC	Some of the buildings are closed to the public and may be viewed from the outside only.	Buildings closed to public remain attractive and receive regular maintenance, interpretation is excellent, and the site is actively programmed.
Hunt House Calgary, AB	The building is closed to the public and may be viewed from the outside only.	Example of how a building that is not open to the public can retain interpretive value. View through window to furnished cabin interior. Well maintained and attractive.
Jackson House Olympia, WA, USA	The building is closed to the public and may be viewed from the outside only. Tours are provided by appointment.	Example of how a building that is not open to the public can retain interpretive value, visitors can view interiors through windows. Well maintained and attractive.
Pôle Découverte, Port-au-Persil, QC	The visitor centre offers interpretive displays, seating opportunities, and washroom facilities.	Well maintained and attractive. Interpretive panels on building, opportunities to use deck.

Staff found that successful aspects of the precedents studied were high quality finishing, regular maintenance, retention of character, extensive interpretation, and programming of site.

Cost Difference between Internal and External Interpretative Public Use Feature

The cost difference between static use/landscape displays and renovating for public or commercial occupied use is wide ranging. While not a direct comparison due to differences in building type and potential programming use, based on the cost per square foot to renovate the Embree House at Boundary Bay Regional Park it is estimated that a range of \$325,000 to \$450,000 would be required to upgrade Cabin 1 for public occupied use; this does not include servicing costs. The cost to use the Cabin 1 as a static landscape display, which people could not enter, would be significantly less than to open it to public use.

Village of Belcarra Staff Consultation

Metro Vancouver Regional Parks' staff discussed potential uses of Cabin 1 with Village of Belcarra staff in March 2018. The purpose of this discussion was to determine a favourable use for Cabin 1. Metro Vancouver staff proposed that Cabin 1 be retained, stabilized and maintained as an interpretation structure in this part of the park. It was also proposed that the building would not be open to the public but would be viewed from the exterior only.

The Village of Belcarra staff did not raise any objections to this initial concept proposal for the use of Cabin 1. As conceptual and detailed planning continues for Belcarra South Picnic area, Metro Vancouver staff will continue to engage Village of Belcarra with respect to Cabin 1 and overall site planning.

Cabins 2 to 7 and the Bole House

This report is specific to future use of Cabin 1 as requested by the Board. However, work will be completed in 2019 to determine costs to repair and maintain Cabins 2-7 and the Bole House, which are located within the City of Port Moody. The costing and planning will ensure compliance with the heritage bylaw that the City of Port Moody placed on Cabin 2-7 and the Bole House.

First Nations Consideration

Metro Vancouver commissioned Dr. Jesse Morin to conduct a Cultural Heritage Study of the Belcarra South area. This area, and adjacent previously identified archeology sites, are of high interest to First Nations. The cultural heritage study does not identify the cabin structures as significant to First Nations past use. As planning of the area continues, First Nations will be engaged as the surrounding landscape is culturally important.

Recommended Use of Cabin 1

After taking into account the *Belcarra Cabins Heritage Study*, precedents from other park systems, preliminary costing, and the initial Village of Belcarra and City of Port Moody consultation, staff recommends Alternative 1, that Cabin 1 be used as a static landscape display. This display would not permit interior public access and would serve as a significant interpretive feature in the Belcarra South Picnic Area.

ALTERNATIVES

1. That the MVRD Board, in accordance with the MVRD Board resolution dated November 24, 2017, that approved changing the use of the Belcarra South area of the regional park from restricted access residential use to non-residential public use, approve the recommended non-residential public use of Cabin 1, located in Belcarra Regional Park south picnic area, as a static landscape display and interpretive park feature illustrating historical uses of the site.
2. That the MVRD Board receive for information the report dated March 6, 2019, titled “Belcarra Regional Park – Belcarra South Recommended Static Landscape Display and Interpretive Feature” and provide alternate direction to staff.

FINANCIAL IMPLICATIONS

If the MVRD Board approves Alternative 1, the cost estimate for construction only, will range between \$150,000 and \$200,000, plus consulting and professional fees. The Belcarra Regional Park proposed design concept, approved at the November 24, 2017 MVRD Board meeting, had a preliminary order of magnitude cost of \$2.0 million for buildings. The actual cost for building renovation will be further refined through the detailed design work to be completed in 2019. However, at the time of the November 24, 2017 Board meeting, Cabin 1 was not considered for interpretive use, and this additional cost was not included in the \$2.0 million cost presented in that report.

SUMMARY / CONCLUSION

At its November 24, 2017 meeting, the MVRD Board directed staff to investigate uses for Cabin 1, and to report back to the Board. Staff have completed a heritage study on the Belcarra Cabins and identified potential uses for Cabin 1. The *Belcarra Cabins Heritage Study* completed in 2017 was taken into consideration, and a variety of other precedent heritage buildings in other parks were reviewed.

Metro Vancouver staff reviewed the precedent study with the Village of Belcarra staff in March 2018 and discussed potential options and preliminary cost factors. With all factors and studies considered, the recommended use for Cabin 1 is as a static landscape display building without public access, to be viewed from the exterior.

Attachments *(Orbit # 25342047)*

1. Belcarra Cabins Heritage Study
2. Belcarra Regional Park - Cabin 1 Precedent Study

Metro Vancouver Regional Parks

Belcarra Cabins Heritage Study



21 December 2017

Submitted by:
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INTRODUCTION

The purpose of the current work is to prepare a Heritage Study that includes new investigations into the history of Belcarra South along with a review and synthesis of previous studies to create a values-based heritage assessment document. The goal is to provide a study that will help inform decision-making around the Belcarra South cabins within the larger Belcarra Regional Park, their associated landscapes, and the site as a whole.

Given that the cabins and the Bole House are to be retained as part of the park plan for Belcarra South, the study focuses on the heritage value, general condition and conservation and interpretive options for either re-use for park programming (the Bole House and possibly one or more cabins) or static displays (the remaining cabins) including the surrounding landscape.

The study uses the following methodology for researching, documenting and assessing the heritage significance of the existing Belcarra cabins, their landscapes and overall setting:

1. Review all background work completed to date, conduct other research as required and available and describe the history of the Belcarra cabins within their park setting.
2. To assess and describe the cabins based on their heritage significance and the value of the specific built and cultural landscape heritage sites and any potential conservation recommendations.
3. To identify and describe any potential opportunities to preserve, commemorate, and communicate the history and heritage of the cabins and site.

Heritage conservation in British Columbia is an umbrella term encompassing a number of approaches or measures that can be taken to conserve the value of historic places. It is a land-use decision-making process that takes into consideration the embodiment of values in its historic places and helps manage change that integrates the conservation of historic places into development. This values-based approach ensures informed decision-making that takes into account the heritage significance of a place.

I.0 UNDERSTANDING THE HISTORIC PLACE

I.1 Cultural landscape of the Belcarra Cabins

The area known as Belcarra South is a layered cultural landscape situated within the context of Belcarra Regional Park. The place includes elements of the natural forested landscape, the beach and rocky shoreline of Indian Arm, evidence of First Nations use and occupation, a residence and early 20th century cabins.

Belcarra South is situated along the eastern shoreline of Indian Arm, an arm of water off of Burrard Inlet, and south of the Belcarra Regional Park picnic area. Facing Boulder Island and Dollarton along the North Shore, it is located within two jurisdictions, the Village of Belcarra and the City of Port Moody, with the border dividing Cabin 1 and Cabin 2 on its northern boundary.

The native forest is primarily Coastal Western Hemlock subzone, consisting mainly of western hemlock, western red cedar, Douglas-fir and big-leaf maple trees. Salmonberry, huckleberry, ferns and other native shrubs are components of the understory. The edge between the intertidal zone and the forest vegetation along the shore provides essential habitat for birds such as cormorants and kingfishers, while eelgrass provides important habitat for aquatic species.

The adjacent Belcarra picnic area was once a significant First Nations village, with artifacts indicating settlement dating back 3,000 years. To date, 12 archaeological sites have been documented in or adjacent to the regional park, with a midden located just to the north of the picnic area.

The historic site is comprised of a narrow tract of land, approximately one to two hectares, with a 300 metre stretch of forested shoreline that includes two small pocket beaches separated by a low-rising rock outcrop. A gravel access road defining its northeastern border meanders parallel to the shoreline. Formerly known as the Bole Estate, the site includes the historic, two-storey Bole House and the seven associated recreational waterfront cabins of varying styles and scales, built beginning in the early twentieth century through to the 1930s, and each with an individual name.

The cultural landscape of Belcarra South consists of the following layered landscape components, which together embody the historical, cultural and social history, natural landscape and sense of place that is a valued characteristic of this area.

Natural systems and features

- Coastal Western Hemlock forest
- Understory of native shrubs
- Intertidal zone ecosystem
- Beach

Spatial organization

- Siting of the cabins organized along and facing the stretch of beach
- Relationship between the cabins and each other, and the cabins and the Bole House





Land use

- Past use by First Nations
- Use of the area as a place for summer recreation
- Use as part of Belcarra Regional Park

Cultural traditions

- History of First Nations use
- Cabins as rental holiday properties for recreational users
- Summer gatherings and events

Cluster arrangement

- Grouping of seven cabins

Circulation

- Interior road that leads past the cabins
- Trails and driveways leading to the cabins
- Trails to the beach

Topography

- Slope or bluff from cabins down to beach and ocean

Vegetation

- Significant trees including western hemlock, western red cedar, douglas-fir and big-leaf maple
- Salmonberry, huckleberry, ferns and other native shrubs
- Introduced and ornamental plants associated with the cabins
- Invasive species

Buildings and structures

- Seven Belcarra cabins of small-scale vernacular architecture
- Bole House
- Outbuildings related to past cabin use

Views and vistas

- Views from the cabins to Indian Arm
- Views along the major roadway through the area
- Views from the water to cabins
- Screened views of the cabins within the forest

Water features

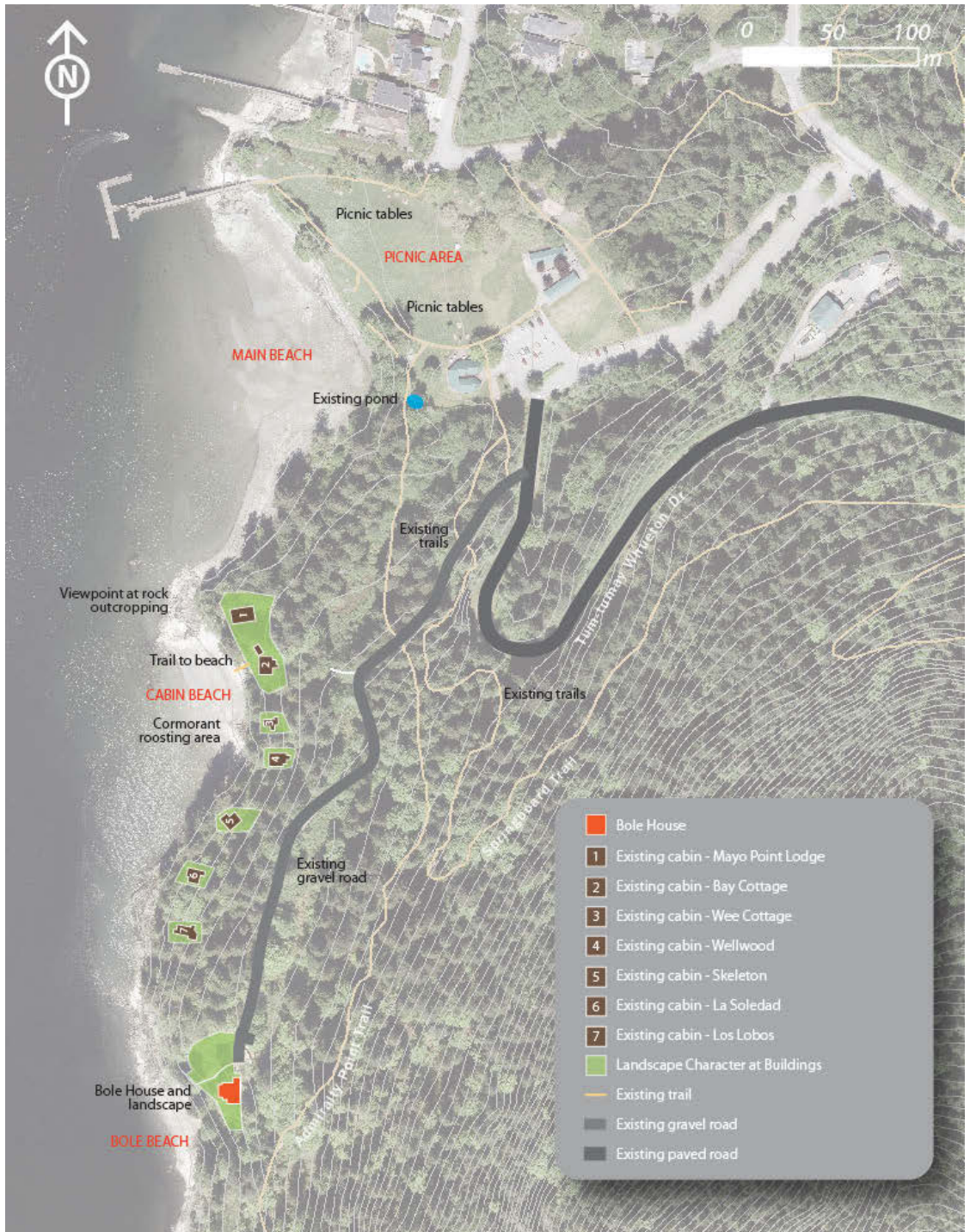
- Burrard Inlet
- Indian Arm

Small-scale features

- Stone walls surrounding some of the cabins
- Stairways leading to and from cabins
- Pathways made of different materials
- Names of the individual cabins

Archaeological sites

- Documented village and archaeological sites
- Associated midden



Belcarra South existing conditions. (Metro Vancouver Regional Parks)

The Cabins



Cabin 1: Mayo Point Lodge



Cabin 2: Bay Cottage



Cabin 3: Wee Cottage



Cabin 4: Wellwood



Cabin 5: Skeleton



Cabin 6: La Soledad



Cabin 7: Los Lobos

1.2 Historical context: Belcarra Cabins in their park setting

The Belcarra Park cabins are situated in Belcarra Regional Park, one layer in a wider cultural landscape that has been influenced over time by exploration, settlement, resource extraction, transportation and recreation and leisure.

Occupation and Exploration

First Nations have occupied the land now located within Belcarra Regional Park for centuries. The earliest identified occupation period at the Belcarra Park site was between 2750 and 2150 years before the present time, as found in the archaeological investigations by Art Charlton. A second occupation occurred between 1650 and 150 years before present. In the 1700s, the lands were part of Tsleil-Waututh traditional territory under Chiefs Waut-Sauk and Watahok.

The Indigenous name for the village at Belcarra Park is Tum-ta-mahy-tun, meaning “the big place for people,” in reference to the largest village site on Indian Arm. Today, this history is recalled in the re-naming of Admiralty Road to Tum-tumay-whueton.

The Spanish and the British had an early presence in Burrard Inlet and Indian Arm. In 1791, José María Narváez explored English Bay and gave the name ‘Boca de Florida Blanca’ to Burrard Inlet. Narváez is told by the local Indigenous community that their name for the north arm of Burrard Inlet is ‘Sasamat.’ A year later, in 1792 Captain George Vancouver arrived in Burrard Inlet and named it ‘Burrard’s Canal’ on his chart.

In 1830, early settlers Valentine and John Hall immigrated to Canada from Ireland with their parents. John Hall found a plot of wilderness beauty lying north of the Burrard Inlet and east of the North Arm. Hall applied for a pre-emption on Lot 229 in early 1870 which was register later that same year, making Hall the first European settler in what would become Belcarra. Judge William Norman Bole would later oversee the murder trial of John Hall.

The Bole Era

In 1877, William Norman Bole arrived in Victoria and was admitted as a solicitor in the Province of B.C. and called to the bar in 1878. Bole gave Belcarra its Celtic name that means “the fair land on which the sun shines.” In 1886 he became an MLA and in 1889 a judge of the County Court of New Westminster. While preparing to try John Hall’s case, the Bole visit District Lot 229, the scene of the murder. A common practice at that time was the part payment of fees with goods or property. The title to the land was transferred to Bole “in payment for legal services rendered.”¹

In 1893 then-Judge William Norman Bole transferred the title of District Lot 229 in Belcarra to his wife, Florence Blanchard Bole, who then sold it to the Terminal Steamship Company. The family acquired another 88 acres of land south of today’s picnic grounds, and by 1908 had built, and were actively using Cabin I, Mayo Point Lodge, for recreation. The Bole House was constructed between 1932 and 1934, and the six additional cabins infilled between the two in the late 1930s and early 1940s, and used for private holiday rentals.

The years between 1900 and 1913 were a time of expansive growth in Vancouver and the Lower Mainland, leading to an era of affluence and the demand for summer homes by newly



Terminal Steamship Co. SS Belcarra
c.1908. (CVA Bo P65)



Belcarra picnic grounds c.1950.
(Belcarra.ca)

¹ Michael Cotton. “Early Belcarra Settlement.” p.5.

wealthy citizens. The north arm of Burrard Inlet was both close to Vancouver and spectacularly beautiful, and areas such as Belcarra, Coombe, Deep Cove, Woodlands and Twin Islands became choice locations for summer retreats.²

Travelling and Encountering

The 1890s until the mid-1950s was the era of local ship companies, including the Union Steamships and Terminal Steamship Company that provided maritime transportation services for loggers, fisherman, farmers and other workers in small communities up and down the isolated BC coast. The companies also promoted areas of the west coast as idyllic tourist destinations, ushering in the tradition of residents of the Lower Mainland seeking summer recreation on beaches and in resorts up and down the coast.

In 1904, the Terminal Steamship Company Limited purchased the 160-acre Bole Ranch at Belcarra as one of their excursion destinations for their ships the SS Britannia and SS Defiance. In 1906 the property was sold to the Bidwell Bay and Belcarra Company Limited, but the Terminal Steamship Company retained the right to use the Belcarra wharf and picnic grounds for its tourism operation.

Economy and Industry

Much of the economy in Belcarra and Port Moody was fuelled by land acquisition and speculation. In 1906, the Bidwell Bay and Belcarra Company Limited was incorporated, with the purpose of acquiring, subdividing and selling properties around Burrard Inlet. The company acquired the Indian Arm frontage of Judge Bole's District Lot 229 which it subdivided in 1908 and placed on the real estate market.

In a contrast to the wealthy landowners Burrard Inlet was home to a labouring and working class, working primarily in the area's most prominent industry, forestry and lumber. Sawmills established at Port Moody and around Burrard Inlet employ a multi-cultural work force of Chinese, Japanese and South Asian Canadians and First Nations, as well as Europeans.

Two major lumber mills were located immediately adjacent to Belcarra in the late 19th and early 20th centuries. The North Pacific Lumber mill was situated at Barnet across from Admiralty Point, and the Canadian Robert Dollar Company was located at Dollarton, directly across from Belcarra Regional Park.³ Both mills played a major role in the lumber industry and the resulting local economy during their tenure.

Community, Resort, Park and Playground

Ushering in the regional park era, in 1945 the Harbour Navigation Company purchased the vessel MV Hollyburn to provide day trips up Indian Arm to the Wigwam Inn. In 1959 the Belcarra Park Resort Ltd. was incorporated and proceeded to purchase the Harbour Navigation Company, which included Belcarra Park and the Wigwam Inn, with plans to develop the assets into exclusive recreational areas. Belcarra Regional Park's picnic grounds are constructed as part of this plan.

Continuing the theme of recreation and leisure, public visitors flocked to Belcarra and the picnic area near the seven cabins and the Bole House to take advantage of the dock, beach and



Log booms on Burrard Inlet.
(Port Moody Station Museum)



The Bole House in 1950.
(Ralph Drew)

2 Ralph Drew. "Belcarra's Subdivisions Created 100 Years Ago." p.1.

3 Ralph Drew. *Forest and Fjord: A History of Belcarra*. p.118.



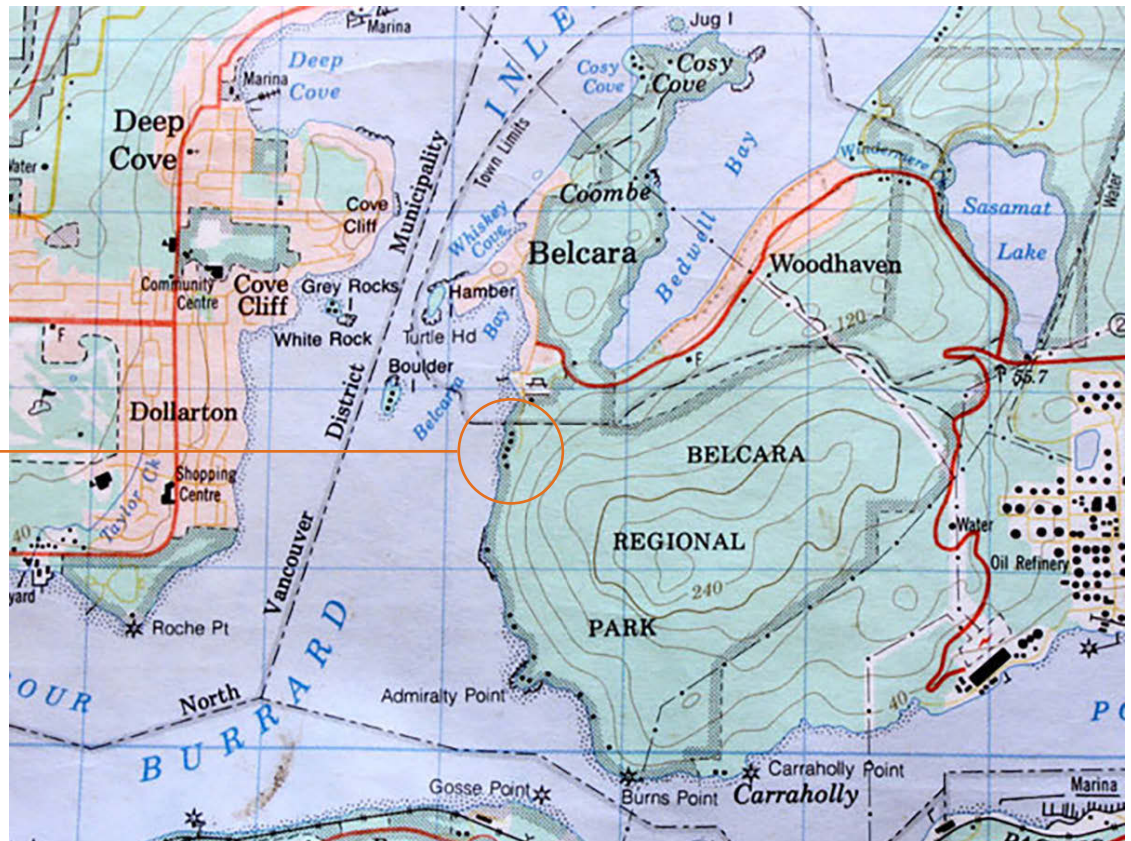
Wharf at Belcarra Regional Park.

other recreational amenities. In 1971, the Greater Vancouver Regional District acquired 126 acres that included the present picnic grounds and District Lot 229, the original Bole Ranch, on Belcarra Peninsula which had been owned by Belcarra Park Resort Ltd., and the 145-acre Bole Estate, located south and east of the picnic grounds. This land would become Belcarra Regional Park.

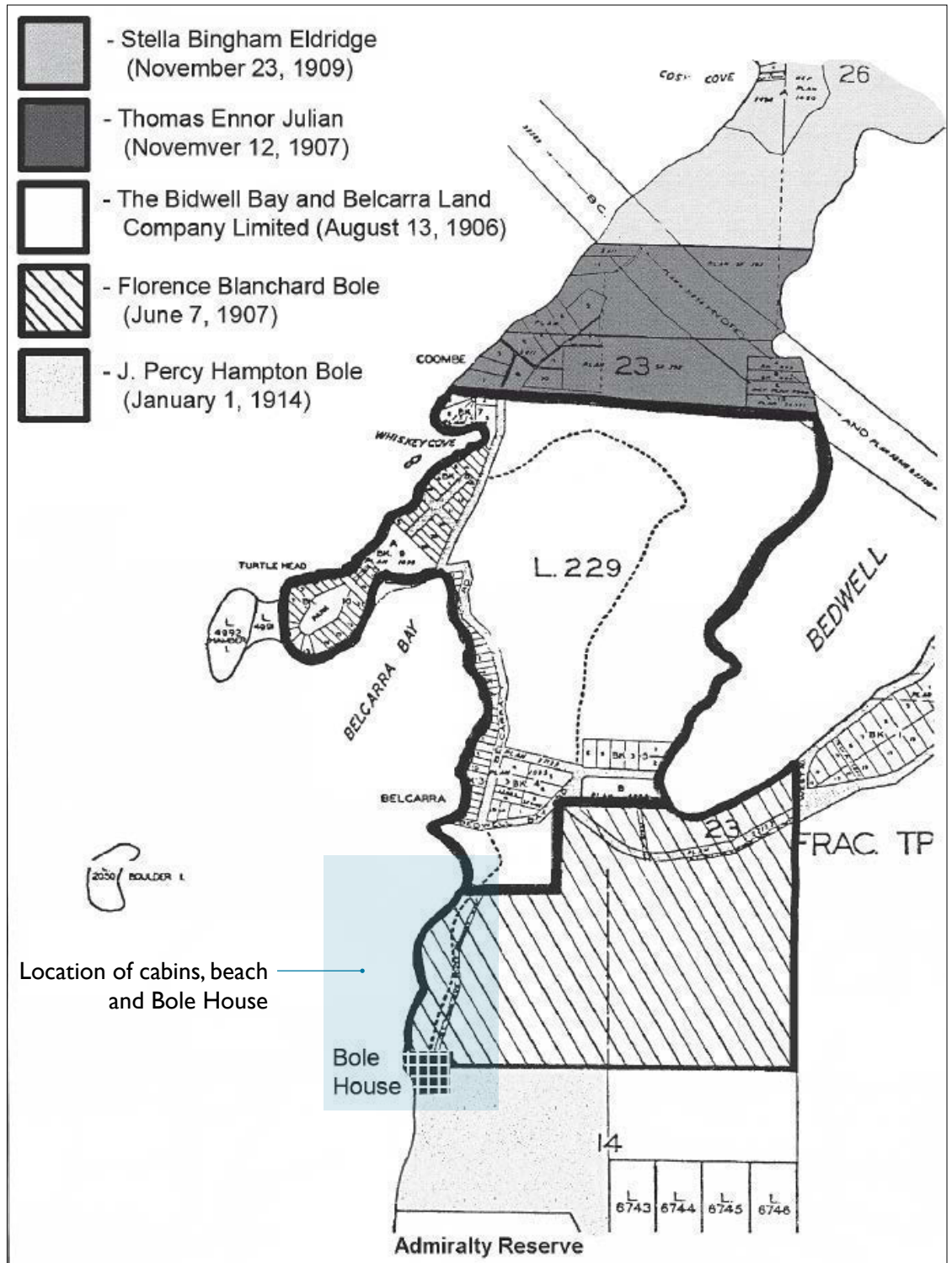
In 1977, the GVRD Parks Department began its park planning in Belcarra by retaining Sigma Resource Consultants to prepare a Belcarra Regional Park Resource Master Plan Study as a first step toward a comprehensive park plan. Other park plans followed, including the Belcarra Regional Park Plan in 1985 and the Belcarra Regional Park Pre-design of Belcarra Picnic Area Site Expansion and Admiralty Drive in 1994. In 1996 the renamed Tum-Tumay-Whueton Drive to the Belcarra picnic grounds was opened.

Today, Belcarra Regional Park is a much-used recreational site, with the cabins and the Bole House serving as a reminder of the layered history and cultural heritage of Belcarra Regional Park and the surrounding region.

Area of cabins and Bole House



Map showing Belcarra Regional Park in its geographic context. (National Topographic Service)



Belcarra land ownership in c.1914. (Ralph Drew)

I.3 Planning Context

The following is a summary of the planning documents and their relevancy for the future planning of the Belcarra South area.

Document	Focus
<i>Metro Vancouver Regional Parks Design Concept 5 for Belcarra South 2017</i>	The current plan includes conservation of the Bole House as a seasonal multi-purpose building for use by the public, conservation of the adjacent heritage cottages restored and retained on the site as interpretive landscape displays, conservation of cultural landscape character, new trails, parking, toilets and picnic tables.
<i>Metro Vancouver Regional Parks Plan 2016</i>	Provides a vision, mission and strategies to support Metro Vancouver’s regional parks service mandate to protect significant regional natural areas and provide opportunities for people to access nature.
<i>Metro Vancouver Regional Parks Development and Design Guidelines</i>	Standards and guidelines for park design, site amenities, signs and other park infrastructure that provide direction for the design of individual park features.
<i>Belcarra Regional Park Plan 1985</i>	Highlights the importance of Belcarra as a regional park, underscores the importance of its history, sets management policies for the park and outlines opportunities for recreational development.
<i>Belcarra Regional Park Pre-design of Belcarra Picnic Area Site Expansion and Admiralty Drive 1994.</i>	Park assessment reviewing soils and hydrology, foreshore engineering, environmental and social sensitivities, archaeological importance, heritage potential and civil engineering requirements, and a concept plan that addressing outdoor recreational demand in response to site constraints and road engineering design criteria
<i>Local Government Act – Part 15 regarding Heritage Conservation</i>	Part 15 of the Local Government Act is the key legislation that guides local government actions relating to heritage conservation. It focuses on the role of local government in heritage conservation.
<i>Standards and Guidelines for the Conservation of Historic Places in Canada Second Edition 2011</i>	Developed by Parks Canada, these pan-Canadian standards and guidelines comprise the generally adopted document that regulates best practices in heritage conservation in communities across the country. They have been consulted for the development of the heritage conservation opportunities in this document.

Document	Focus
<i>City of Port Moody Heritage Designation Bylaw 2017, No. 3081</i>	<p>A bylaw to designate the Bole House located in Belcarra Regional Park as protected heritage property.</p> <p>Heritage designation provides long-term legal protection for a heritage resource with general consideration of the following:</p> <ul style="list-style-type: none"> • The owner retains the rights to the property • Activities in the building or on the property are not affected by designation • Maintenance and repairs can be carried out at the owner's discretion • Alterations or additions affecting the designation require a Heritage Alteration Permit • The building cannot be demolished without the consent of the local government
Official Community Plans	Both the Village of Belcarra and the City of Port Moody recognize heritage in their community plans.
<i>City of Port Moody Heritage Designation Bylaw 2015, No. 3006 and Amendment Bylaw No. 1, 2017, No. 3073</i>	<p>A Bylaw of the City of Port Moody to designate the six buildings known as the Belcarra South Cottages as protected heritage property (Cabins 2-7).</p> <p>Heritage designation provides long-term legal protection for a heritage resource (as above).</p>
<i>City of Port Moody Heritage Maintenance Standards Bylaw 2001, No. 2490</i>	A bylaw to establishing minimum standards for the care and maintenance of property protected by a heritage designation bylaw or which lies within a heritage conservation area.

2.0 EVALUATING SIGNIFICANCE

2.1 Identified site-wide heritage values

The Belcarra South area is significant for its pre-contact history, with evidence of the village of Tum-tumay-whueton located in the current location of the Belcarra picnic grounds. Today, the area is associated with a number of Indigenous communities.

After European settlement, it is not merely the link to Judge Bole and his family that makes Belcarra South and its collection of cabins historically significant. The cabins are representative of the summer holiday cabins that proliferated around B.C.'s west coast, in places such as White Rock, Boundary Bay, Indian Arm, Howe Sound, West Vancouver and the Sunshine Coast, and were significant part of a summer recreational tradition in the era between the early 1900s and the late 1950s. The cabins represent a link to the past, when local residents could escape summer in the city and spend time a cabin, generally by the water and often within a small community of similar dwellings.

Other site-wide values include:¹

- Construction of buildings at different times, beginning in the early 20th century and continuing until the 1930s
- The cabins have individual names, and hosted gatherings such as an annual regatta
- The cottages exist in harmony with the natural environment, integrating both human and natural aspects of Belcarra Regional Park
- They are part of the Belcarra South holiday tradition which provided a sense of adventure, freedom, privacy and tranquility, with recreational activities that included fishing, crabbing, swimming, sunbathing, beachcombing, boating and water skiing
- They are an example of the numerous recreational and residential cabins that once lined the shores of Burrard Inlet
- Location of the cabins nestled in mature second growth forest
- Occupation as private rentals for recreational purposes or as residences since the early 20th century
- Arrangement of and relationship between the Bole House and the seven cabins
- Individual form, scale and massing of each cabin
- Utilitarian, wood-frame structure, single-storey design with decks facing the water
- Original wood-frame windows, doors, fir flooring in most cabins
- Original siding types including cedar shingles, wooden drop-siding, tongue and groove and board and batten

¹ Adapted from *Belcarra South Cottages Statement of Significance*. May 2014.

3.0 HERITAGE ASSESSMENT

3.1 Summary of previous studies

Information from the following previously conducted studies has been reviewed during the preparation of this report.

Community Heritage Register
City of Port Moody

Tsleil-Waututh Nation's History, Culture and Aboriginal Interests in Eastern Burrard Inlet
Jesse Morin, PhD, May 2015

Belcarra South Cottages Statement of Significance
Luxton & Associates

Condition Assessment of the Belcarra Cabins
McGinn Engineering & Preservation

Structural Review of the Existing Cabins and Bole House Belcarra Regional Park
Equilibrium Consulting Ltd. Structure Engineers

Bole House Emergency Stabilization
McGinn Engineering & Preservation

Belcarra Cabins
Hapa Collaborative Landscape Architects 2016

Belcarra South Planning Program Engagement Summary
Studio Parsons

Belcarra Regional Park Survey
Justason Market Intelligence 2016

3.2 Client requirements, site opportunities and external factors

The following are some of the client's requirements site opportunities and external factors that may influence the conservation of the Belcarra South cabins.

- Belcarra South has important ecological, cultural and vegetation features and is a key part of Belcarra Regional Park. It represents an opportunity to bring park users to currently difficult to access beaches and provides new opportunities for visitors to connect with and learn from their natural surroundings.
- Public access to this area allows Metro Vancouver Regional Parks to fulfil its mandate to protect significant regional natural areas and provide opportunities for people to access nature.

- There may be a requirement to refer to Metro Vancouver Regional Parks design standards and park development guidelines for elements such as fences, benches, bollards and kiosks.
- An additional external factor is adherence to the BC building code. This will likely not apply to the rehabilitated cabins as they will not be occupied, but will apply to the Bole House.
- Current legislation notes that due to the heritage designation of the cabins, a Heritage Alteration Permit is required before any alterations or additions affecting the designation are made, although an owner can undertake maintenance and repairs.
- There is a requirement for the owner to adhere to the City of Port Moody's Heritage Maintenance Standards Bylaw No. 2490. The purpose of the bylaw is to ensure a minimum standard of the care and maintenance of a property protected through heritage designation or within a heritage conservation area to ensure that significant deterioration does not jeopardize the life of a building.¹ Implications for Metro Vancouver Parks are found in these explicit statements included in Port Moody's bylaw:
 - Maintenance to prevent damage from the elements including water penetration or damage from wind, sun and infestations
 - Retention of original exterior features when possible
 - Replacement of materials to replicate original design, colour and texture
 - Paint or stain the building to protect exterior finish materials
 - Maintain the building and structural members in good repair
- There may be the presence of hazardous materials such as traces of animals or asbestos and the need to improve and repair their effect on or damage to the cabins.

3.3 Physical evidence and condition

The cabins and the Bole House are considered to have heritage value and while some are in reasonable condition others are in various stages of repair or decline. The condition of cabin 4 in particular is known to be poor due to damage by a falling tree in 2014. The primary objective is to retain the heritage value of the cabins through their rehabilitation as park interpretive and potential use structures within a reasonable regime of ongoing monitoring, maintenance and repair.

With regard to the additions, long-term protection of a heritage resource must be balanced with user requirements and future resource management goals. Recommendations generally includes the removal of additions, keeping in mind the intended use of the cabins as rehabilitated park structures for interpretive purposes.

The Equilibrium Consulting report which reviewed the exterior and foundations of all seven cabins in 2015 found that they all have substantial additions and alternations to the original structure that appear to have been done unprofessionally by tenants.

The report notes that in general, the additions are of very poor quality and do not meet code requirements for gravity and lateral loading. In their current state, it would be expected that these structures could collapse even in a moderate earthquake primarily due to poor

¹ Refer also to the *Standards and Guidelines for the Conservation of Historic Places in Canada* for additional guidance.

foundations. There may also be issues with hazardous or noxious substances associated with animal infestation or materials such as asbestos.

Based on this information, the general condition of each cabin has been reviewed in Section 3.4.5 within the context of its potential for re-use or rehabilitation for interpretive purposes. For example, Cabin 4 may be too deteriorated to make conservation of the existing fabric feasible.

Ongoing impacts of water seepage or leaking and other physical deterioration is occurring in some of the cabins. Rates of deterioration during the planning process can be reduced through removal of sources of moisture, or other agents that are damaging a heritage resource. Installation of protective roofs where necessary can prevent water saturation of the roof structures of standing buildings and reduce the opportunity for rot. Regrading ground surface to slope away from building walls can allow water to flow away from buildings.

The natural landscape of Belcarra South represents an important opportunity for visitors to connect with nature. The individual, partly domesticated, landscapes surrounding each cabin are a mix of natural and planted vegetation, stone walls, walkways, seating areas and various materials are cultural landscape features that also contribute to the character of the site. Natural and cultural landscapes that contribute to the historical significance and eclectic character of the place should be documented, retained and maintained, and be accessible as part of the character and interpretive value of the site. Non-contributing aspects, such as recent sheds, furniture, sports equipment and other items should be removed.

New construction or site interventions

New construction on the site may have a negative impact on the heritage values and sense of place of Belcarra South. It should be ensured that any new design is in keeping with the character and history of the site.

- Guard rails, gates, fences, outhouse, signs, benches and other new construction or interventions should be situated and designed to lessen physical or visual impact on existing heritage resources.
- Design and materials should be compatible but distinguishable from existing structures.
- Consider a design aesthetic inspired by the eclectic nature of Belcarra South through form, materials and design details.
- Consider sitelines, views, topography and existing circulation patterns when siting any new construction.

3.4 Assessment, prioritization and conservation

While this section looks at each building individually, it is important to recognize the overall cultural landscape of Belcarra South, which includes the heritage value of the whole site in which the Bole House and cabins are a component in the wider landscape. This includes the relationship of the cabins to the water and to each other, and the individual domestic and natural landscape features associated with the cabins and their context. The recommendations utilize informed decision-making based on heritage value, seeking a balance between the requirements

arising from the statement of significance, the client's requirements for public park use, the physical condition of the structures, and external factors.

3.4.1 Assessment criteria

In addition to heritage values, the following criteria were used to assess the Bole House for its intended use as a seasonal multi-use building, and the cabins to determine the recommended conservation and interpretation measures, based on their proposed use for static interpretive displays and potential park programming. The results are compiled in the tables in Section 3.4.5 for the Bole House and each cabin, including associated landscape features.

Historical association

- Level of importance of a directly associated person or event
- Illustration of a significant phase in the history/development of a local community

Architecture

- Visual quality of the building in the context of an architectural style, type or aesthetics
- Quality of workmanship and handling of materials
- Association with particular designer or architect

Context

- The integrity of historic relationship between buildings and associated context
- Influence of the building on the present character of the area and its setting
- Landmark or nature of the building's identity within the community

Adaptability

- Potential for adaptation for new contemporary uses

Integrity

- Presence of original character-defining elements
- Compatibility of contemporary alterations and materials
- Overall exterior condition of structure and materials

Information on the condition of each heritage structure has been in part compiled from past structural studies including McGinn Engineering & Preservation (2012) and Equilibrium Consulting Ltd. Structural Engineers (2015).

3.4.2 Heritage conservation approaches

The conservation of Belcarra's heritage resources - Bole House, cabins and cultural landscape - should effectively retain or manage the identified heritage values and character-defining elements associated with these resources during any changes to the site. These changes may include the implementation of a Belcarra South park plan, the stabilization or rehabilitation of the cabins, and the development of an interpretive program.

Because of the character, diverse types of heritage features, varying conditions and the inclusion of the landscape of each cabin when considering conservation, approaches to heritage conservation at Belcarra will be multi-faceted, using a combination of conservation approaches at different levels and scales depending on the circumstances.

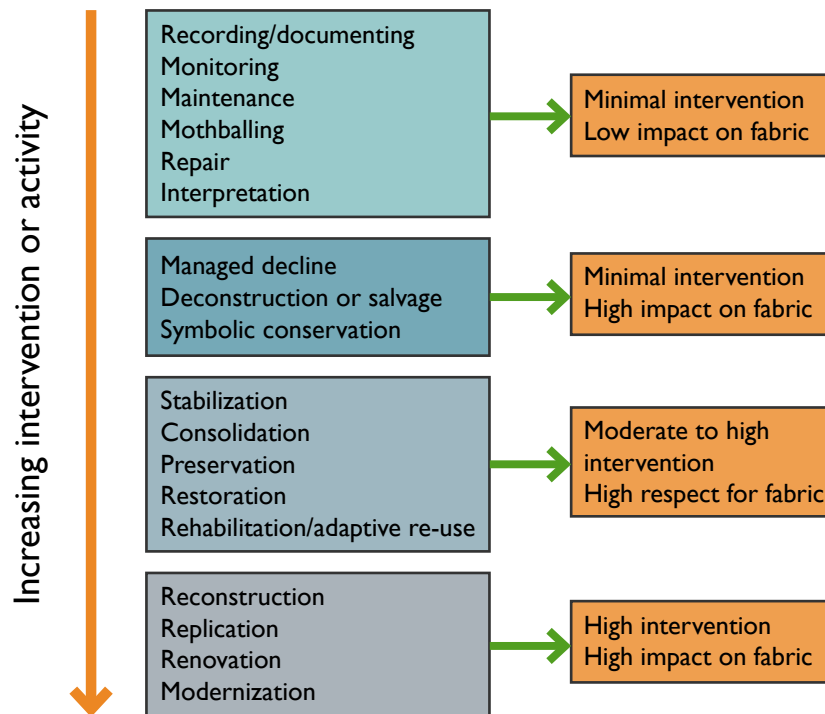
The conservation of First Nations heritage resources, including archaeological resources and

significant non-archaeological features where they exist is an important aspect of the site. Identification and detailed conservation of these resources should be done in consultation with First Nations and an expert archaeologist.

This document takes into account the decision by Metro Vancouver Regional Parks to use the buildings and landscape for park purposes, and the conservation and interpretation opportunities are based on this assumption.

The conservation of heritage resources includes a wide continuum of possible approaches and combinations of approaches for each heritage place. Most heritage conservation projects, by necessity, involve a combination of approaches. The approach will also include the policy of minimal intervention, addressing the needs for use by Metro Vancouver Regional Parks while retaining heritage values.

The diagram below illustrates a continuum of heritage conservation measures, arranged generally from minimal intervention to maximum activity. Detailed descriptions of each of the approaches can be found in Appendix B. Heritage conservation work is guided by *The Standards and Guidelines for the Conservation of Historic Places in Canada*. Natural heritage conservation is guided by the provincial *Ecological Restoration Guidelines for British Columbia*, or by *Parks Canada's Principles and Guidelines for Ecological Restoration*.



Continuum of potential heritage conservation measures.

3.4.3 Cultural landscape conservation

Key heritage features of the landscape surrounding the cabins includes both the native forest ecosystem and the small-scale domestic landscapes in the vicinity of each cabin. The following are considerations for maintaining the heritage values of the cultural landscape.

- Retain the cluster arrangement and relationship between the seven cabins and the Bole House.
- Clear vegetation as required to protect and maintain views and protect the fabric of the cabins. Document and maintain the planted vegetation around each cabin.
- Retain current circulation patterns, including those paths that access the beach. Develop new paths and trails that respect the relationships between the cabins, and that can facilitate pedestrian movement to view the cabins and enhance interpretation.
- Retain, repair and maintain as required the small-scale elements in the landscape such as stone walls, stairs and pathways.

3.4.4 Building conservation

Belcarra Cabins

The seven individual Belcarra South cabins are primarily valued as part of the grouping of seven single-storey cabins, representing a cultural tradition of leisure common to urban middle-class families. They line the Belcarra Regional Park waterfront and were constructed at different times, beginning in the early twentieth century and continuing through the late 1930s. Today, they are an increasingly rare example of the numerous holiday cottages that once lined the shores of Burrard Inlet. The cabins are a collection of modest, small-scale structures, each with a slightly different design and demonstrating a mix of building materials and finishes.

Priorities for conservation

Together, all of the cabins have significance as being part of the original grouping of rental cabins constructed and owned by the Bole family, and all should be considered for retention and rehabilitation. Based on the assessment criteria outlined in Section 3.4, the suggested priorities for conservation are:

1. Cabin 1 due to its historical associations, early construction date, context, condition, interiors, integrity and adaptability
It anchors the site with the Bole House, with the other more recent cabins in between
2. Cabins 2, 3 and 6 based on their architecture, interiors and adaptability
3. Cabins 5 and 7 primarily based on their condition and earlier recommendation for demolition
4. Cabin 4 because of its very deteriorated state and earlier recommendation for demolition

General conservation recommendations

In general, the conservation treatment for the majority of the cabins is rehabilitation for adaptive re-use as an interpretive structure and for potential park use, with the preservation of key character-defining elements, stabilization and structural upgrades as required, and the repair or replacement in-kind of deteriorated materials. It is also important to retain the sense of eclecticism and informality inherent in their character.

Rehabilitation or adaptation means modifying a property to enable an efficient contemporary use. This is done by retaining those components that contribute to its cultural significance and

sensitively altering or adding to those that do not.¹

Minimal intervention is the principle of doing enough intervention to arrest and correct deterioration, meet codes, make a place safe, introduce new services and meet realistic objectives while protecting heritage values.²

During the design phase for Belcarra South, a more detailed conservation plan for each individual cabin should be developed, taking into account the recommendations and opportunities outlined in the tables in Section 3.4.5.

Each cabin should be further assessed for the possibility of hazardous materials or noxious substances associated with events such as animal infestation or materials such as asbestos. Individual cabins should be stabilized and exteriors repaired and rehabilitated as required to retain heritage value. Interior features that are not considered character-defining should be removed.

As detailed design and construction proceeds, it will be important to protect the cabins from water, vandalism and other conditions. Consider perimeter fencing, window and door coverings and other protective measures that allow continued visibility of the buildings.

Where the condition of exterior decks allows retention, and for landscaped areas such as that outside cabin 6, consider their development and use as picnic or seating areas for the public.

Removal of later additions

With regard to the additions, long-term protection of the heritage resource must be balanced with the park and user requirements and future resource management goals. The cabins have the ability to capture the core heritage values outlined in the statement of significance without the retention of later additions, many of which have been identified as being of poor quality and do not meet safety requirements.

The removal of later additions and unsafe decks is recommended as a way of strengthening the contextual value of the cabins, increasing their legibility as a related collection of small-scale structures in the landscape, enhancing their potential for rehabilitation and re-use and reinforcing their primary value as being representative structures of the 1930s-1970s-era holiday-making tradition.

The removal of the later additions takes into account the requirements of Metro Vancouver Regional Parks, including future park use, the use of the cabins as rehabilitated park structures for interpretive purposes, expense and potential liability. As detailed design progresses for the site and cabins, consideration of the retention of exterior decks can be assessed on a cabin-by-cabin basis.

The removal of the Bay Cottage Annex adjacent to Cabin 2 is also recommended, to reinforce the original grouping of seven cabins and to avoid confusion regarding old and new structures.

¹ Australia ICOMOS 2013 and Parks Canada 2010 in Harold Kalman, *Heritage Planning: Principles and Process* 2014, p.155.

² Parks Canada 2010.



Rehabilitated cabins at Port-au-Persil, Quebec. (Collette Parsons photos)

Design precedent

It is understood that in general, one cabin will be considered for interior interpretation with visitors able to look through windows or doors to artifacts and interpretive installations inside. All of the other cabins will have exterior interpretation. It is recommended that Cabin I be the current location considered for interior interpretation.

A significant precedent for this type of conservation and development is found in the village of Port-au-Persil in Quebec. The cabin exteriors have been rehabilitated to reveal their original forms and interpretation installed, along with areas for picnics and seating, and potentially programmed activities.

While Cabin I is the initial focus, any structural or rehabilitation changes to the other cabins should be designed to be reversible for the future possibility that they could have interior interpretation, be open to the public, or be used for park programming purposes. Further conservation planning work would be required prior to developing the cabins for these future purposes.



3.4.5 Individual building conservation

Bole House



Set on a rocky site that slopes down to the water with views of Indian Arm and the North Shore mountains, the heritage value of the Bole House lies in its connection to Judge John Percy Hampton Bole who retired here in the 1930s. The house represents the role of the judiciary in the history of B.C. along with colonial attitudes and the impacts of European contact on First Nations.

The house is also of value as a representation of country life in a remote area of the Lower Mainland of British Columbia in the mid-twentieth century. Access to the Belcarra area was mainly by boat prior to the 1950s. Vernacular in style and construction, the Bole House reflects a leisurely lifestyle from an era when there were still large tracts of waterfront land available within easy reach of Vancouver. The house has aesthetic value seen in the rustic country cottage allusions, representing its original construction in what was then almost wilderness, and its use as a recreational property.



Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Waterfront setting, views and associated landscape	The landscape is somewhat overgrown Views to the water are currently maintained Easily adaptable for park programming purposes	Lack of maintenance leading to encroaching vegetation	Clearing to reveal landscape features such as stone walls Potential to re-establish historical ornamental and vegetable gardens
Cottage structure and form showing additional construction over time	Emergency structural upgrades have been completed	None	Further structural review and upgrade may be necessary to accommodate proposed use Potential to re-instate decks that have been removed
Picturesque roof form and vertical chimneys	Relatively good condition	None	Repair roof shingles, gutters and downspouts
Multi-paned wood sash casement windows	Relatively good condition	Replacement with non-conforming windows	Repair rather than replace wood windows where possible. Replace non-conforming windows with new windows of a compatible style and material, but which are distinguishable from original windows
Interior layout, materials and finishes defined by wood paneling and unique built-in storage	Relatively good condition High adaptability for park programming purposes	Changes to interiors to accommodate new use	Retain wood floors, wall cladding, staircase and wood details

Cabin I - Mayo Point Lodge

Cabin I stands out for being the only cabin located within the boundaries of the Village of Belcarra. It is a front gable roofed structure with a mix of exterior cladding materials that contributes to its eclecticism. Wood floors, intact wood exterior within the addition, wood sash windows with 2-over-2 panes, and wood paneled ceiling give the cabin aesthetic value.

It is significant for its early construction date of c.1908 and as the dwelling used by Judge Bole and his wife prior to the construction of the Bole House c.1932, setting the stage for the construction of the remaining cabins. It is considered to have high integrity and good candidate for retention.



Character-defining elements	General condition	Conservation issues	Conservation opportunities
Waterfront setting with views and associated landscape a mix of native and cultivated plants, planters etc.	Views to the water are maintained	Lack of maintenance	Document and retain planting and landscape features as part of the character of the cabin
Relationship to adjacent cabins	Retains its relationship to the remaining cabins	None	Retain relationship to adjacent cabins
Front gable roof form	New roof needed (McGinn)	Lack of maintenance	Replace roof with compatible material
Open wood post structure, rock or concrete block footings	Footings are not considered adequate for the support of a permanent structure and could become unstable	Building collapse	Further structural review and upgrade may be necessary to accommodate proposed use Structure to be raised and engineered foundation installed that retains the rustic character of the building
Shingle and board and batten exterior cladding	In deteriorating condition	Loss of eclectic exterior materials	Replace in-kind as required
Multi-paned wood sash windows	Generally good condition	None	Retain windows and repair as needed

Character-defining elements	General condition	Conservation issues	Conservation opportunities
Exterior deck and front and back additions	Additions are of very poor quality (Equilibrium 2015)	Potential for removal	For interpretive and programming purposes, remove front and rear additions and deck to reveal original building form
Interior layout, materials and finishes including wood floors, panelling on walls and ceiling	Adaptable for interpretive purposes	None	Maintain wood floors, wall and ceiling panelling and wood details



Cabin 2 - Bay Cottage

Heritage values

Cabin 2 is significant for being part of the development of the Belcarra South collection of cabins, for its gable-roof form with shed sides, and for integrity through the presence of original material. It has a key relationship to the beach both visually and through trail access and is integrated within its context as part of the row of associated cabins.



Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Waterfront setting with views and associated landscape a mix of native and cultivated plants, (holly, hydrangea) and other garden features Trail access to beach	Views to the water are maintained Access to beach can be adaptable for interpretive purposes	Lack of vegetation and trail maintenance may impact views and beach access	Document, retain and enhance planting and landscape features as part of the character of the cabin Retain and enhance historic trail access to the beach, which also has potential for connected natural history interpretation
Relationship to adjacent cabins	Retains its relationship to the remaining cabins	None	Retain relationship to adjacent cabins
Original front gable with shed side roof forms	New roof needed (McGinn)	Lack of maintenance	Replace roof with compatible material Retain historical form of original cabin
Open log post foundation structure	The foundation of the cabin is not adequate to support the structure	Building collapse	Further structural review and upgrade may be necessary to accommodate proposed use Install new foundation that retains the rustic character of the building
Shingle exterior cladding	In moderate condition	Loss of eclectic exterior materials	Replace in-kind as required
A variety of multi-paned wood sash casement windows	Generally good condition	None	Retain original windows and maintain and repair as needed

Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Exterior deck and front porch additions	Deck poorly constructed and not properly attached to cabin. Code compliant stairs and railings required, front porch to be removed (McGinn)	Potential for removal	For interpretive and programming purposes, remove front porch and remove or re-design deck to reveal original building form
Interior layout, materials and finishes including wood floors, panelling on walls and ceiling	Adaptable for interpretive purposes		Maintain wood floors, wall and ceiling cladding, staircase and wood details
Cabin 2 Annex	Not part of the original pattern of cabins	Impacts the understanding and readability of the original pattern of cabins	Consider removal of Annex

Cabin 3 - Wee Cottage

Cabin 3 is significant for its small scale in contrast with most of the other cabins, for being part of the development of the Belcarra South collection of cabins, for its rectangular gable-roof form, and for integrity through the presence of some original material. It has a key visual relationship to the beach and is integrated within its context as part of the row of associated cabins.



Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Waterfront setting with views and associated landscape a mix of native and cultivated plants, planters etc.	Views to the water are maintained	Lack of vegetation maintenance could obstruct views	Document and retain planting and landscape features as part of the character of the cabin Retain casual exterior artifacts such as chairs, secure and use to interpret the use and character of the place
Relationship to adjacent cabins	Retains its relationship to the remaining cabins	None	Retain relationship to adjacent cabins
Front gable roof form	New roof needed (McGinn)	Lack of maintenance	Replace roof with compatible material
Open wood post structure, rock or concrete block footings	Footings are not considered adequate for the support of a permanent structure Structure to be raised and engineered foundation installed	Building collapse	Further structural review and upgrade may be necessary to accommodate proposed use Structure to be raised and engineered foundation installed that retains the rustic character of the building
Vertical board lapped exterior cladding Intact exterior cladding inside addition Interior plank walls	In reasonable condition	Loss of diverse exterior materials	Replace in-kind as required

Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Multi-paned windows with frames and sills	Generally good condition	None	Retain windows and maintain and repair as needed
Exterior deck, and south and east additions and entry roof	Additions are of very poor quality (Equilibrium 2015)	Potential for removal Reinforcement of entry roof	For interpretive and programming purposes, consider removal additions to reveal original building form Reconstruct deck and reinforce entry roof with compatible character and materials
Interior layout, materials and finishes including wood floors, panelling on walls and ceiling	Adaptable for interpretive purposes	None	Retain and maintain wood floors, wall and ceiling cladding, and wood details

Cabin 4 - Wellwood

Cabin 4 is isolated behind a protective fence and inaccessible for assessment or photographs. The heritage value of the cabin lies primarily in its original waterfront location and as part of the collection of Belcarra South cabins.



Jo Ledingham/Ralph Drew

Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Waterfront setting, views and associated landscape	The landscape is overgrown There is the potential to retain views to the water	Lack of maintenance leading to overgrown vegetation encroaching on views	Re-establish views to the water
Relationship to adjacent cabins	Retains its relationship to the remaining cabins	None	Retain relationship to existing cabins
Structure and form	Structure and form unable to be assessed due to lack of accessibility Original character has been significantly diminished by the extensive and inappropriate alterations Degradation of this cabin is extensive (Equilibrium 2015) Currently its condition makes adaptability for park programming purposes unfeasible unless reconstructed	Collapse of cabin	A structural assessment and materials condition survey would need to be completed to determine if the structure can be retained If the cabin cannot be rehabilitated, conservation options could include: <ul style="list-style-type: none"> • Reconstruction based on historical photographs • Documentation • Salvage of materials to be used for interpretation with retention of building footprint and surrounding landscape • Managed decline, in which the structure is allowed to safely and slowly deteriorate

Cabin 5 - Skeleton

Cabin 5 is significant for its rectangular form and hipped roof, and for being part of the development of the Belcarra South collection of cabins. Some original interior finishes remain, including the wood floor and wainscoting.



Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Waterfront setting with views and associated landscape a mix of native and cultivated plants, planters etc.	Views to the water are maintained	Lack of maintenance	Document and retain planting and landscape features as part of the character of the cabin
Relationship to adjacent cabins	Retains its relationship to the remaining cabins	None	Retain relationship to adjacent cabins
Hipped room form	New roof likely needed	Lack of maintenance	Replace roof with compatible material
Open wood post structure, rock or concrete block footings	Disintegration of the original structure due to ongoing renovations Incomplete, unsafe, and poorly constructed deck addition	Building collapse	Further structural review and upgrade to accommodate new use A significant amount of work will be required to bring cabin up to code compliance Removal of deck addition
Exterior shingle cladding	In poor condition	Loss of eclectic exterior materials	Replace in-kind as required
An eclectic variety of wood-framed windows including large casement windows, 3 panes over 1	Generally reasonable condition although many may not be original	None	Retain windows and repair as needed
Covered porch	Porch addition is of very poor quality (Equilibrium 2015)	Potential for removal	For interpretive and programming purposes, remove or reconstruct deck
Some interior finishes remain including wood floor and wainscoting	Interior space adaptable for interpretive purposes but compromised by building condition	Building condition	Maintain wood floors and wainscoting

Cabin 6 - La Soledad

Cabin 6 is important for its high level of integration with the landscape, built landscape features, large, flat, ocean-fronting lawn and significant views to the water. It also has some significant and unusual interior finishes.



Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Waterfront setting with views and associated landscape a mix of native and cultivated plants Rustic landscape development that includes rock walls, terraces, planters and furnishings	Views to the water are maintained	Lack of maintenance	Document and retain planting and landscape features as part of the character of the cabin Retain and maintain landscape features for interpretive purposes
Relationship to adjacent cabins	Retains its relationship to the remaining cabins	None	Retain relationship to adjacent cabins
Hipped front gable roof form	Monitor condition of roof	Lack of maintenance	Replace roof with compatible material if needed
Untreated wood post structure, rock or concrete block footings	Lack of properly engineered connections between posts and beams and the existing connections are inadequate for the existing loading and are unsafe	Building collapse	Structure to be raised and engineered foundation installed that retains the rustic character of the building
Shingle and board and batten exterior cladding	In generally good condition	Loss of eclectic exterior materials	Replace in-kind as required Consider painting the remainder of the building
Multi-paned wood sash casement windows	Generally good condition	None	Retain windows and repair as needed
Exterior deck	Additions are of very poor quality (Equilibrium 2015)	Potential for removal	Upgrade deck if needed for interpretation or programming or remove to reveal original building form
Interior furnishings, materials and finishes including wood floors, panelling on walls and ceiling, built-in cabinets	Adaptable for interpretive purposes	Loss of eclectic interior finishes	Maintain and retain interior cabinetry and finishes

Cabin 7 - Los Lobos

Cabin 7 is important for its high level of integration with the landscape, built landscape features and significant views to the water. Particularly significant as a landscape asset is its large, flat, ocean-fronting lawn area. It also has some significant and unusual interior finishes.



Character-defining elements	General condition/adaptability	Conservation issues	Conservation opportunities
Waterfront setting with views and associated landscape a mix of native and cultivated plants Rear garden	Views to the water are maintained	Lack of maintenance	Document and retain planting and landscape features as part of the character of the cabin
Relationship to adjacent cabins	Retains its relationship to the remaining cabins	None	Retain relationship to adjacent cabins
Front gable roof form of original structure	New roof needed (McGinn)	Lack of maintenance	Replace roof with compatible material
Posts and foundation beams used to support the cabin	Posts and foundation beams are untreated and often in contact with the ground. There is a lack of proper connections between the posts and beams.	Building collapse	Further structural review and upgrade may be necessary to accommodate proposed use Structure to be raised and engineered foundation installed that retains the rustic character of the building
Horizontal lapped board exterior cladding on original cabin structure	In reasonable condition	Loss of eclectic exterior materials	Replace in-kind as required
Multi-paned wood windows	Good condition	None	Retain windows and repair as needed
Exterior deck Large shed addition	Large shed addition compromises the building's original cabin form and character Deck requires structural upgrades	Potential for removal	If not required for interpretive and programming purposes, consider removal of large shed addition and possibly deck
Interior layout, materials and finishes including wood floors, decorative panelling on walls built-in cabinetry	Adaptable for interpretive purposes		Maintain wood floors, wall and cladding, wood details and built-in furnishings



3.5 Interpretation and commemoration

Interpretation and commemoration are processes of communicating messages about cultural and natural heritage, or telling stories about a place, that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource. The presentation can relate to the way the place is now, has been, used, seen, touched, smelled and tasted, giving impact to evocative stories and meanings.

The range of interpretive techniques is extensive, and can include such things as interpretive signs, the retention of parts of buildings or structures, interpretive interventions designed into new construction, site furnishings, landscape design, planting, artifacts, features embedded into the landscape, public art, hands-on techniques, programmed activities, audio, video and many others.

Interpretive objectives

Interpretation has been identified as an important element in the conservation and presentation of Belcarra South. Interpretation plays a key role in protecting heritage values through communication and education and in enhancing the visitor's recreational experience.

The key principles guiding interpretation at Belcarra South through this current, and potential future, work are to:

- Retain the sense of place of Belcarra South found in part in the integration of the cabins within the natural landscape
- Incorporate First Nations history and associations into the overall interpretive strategy
- Endeavour to present honestly and with consideration all of the key stories and significance of the place
- Reflect the heritage values of the site
- Potentially set the stage for ongoing interpretive programs related to the presentation of the site's heritage features

Telling the story

Historical knowledge must be communicated to the public for its enjoyment, understanding and education. Words and pictures can convey much, but real things can often convey the deepest impression. Belcarra South is a relatively intact, layered cultural landscape dating from its almost 3,000 years of use by First Nations and its recreational use during the 1920s and 30s, but gaps and changes in the understanding of the landscape can be as important in telling the story as the actual structures.

The intent of the interpretation within the cabins as uninhabited park structures is for the visitor to have the sense they are discovering for themselves the cabins and their landscapes, along with the information they contain, as evocative places which invite exploration and an understanding of past events, uses, rituals and activities within a rich and flourishing marine and forest ecology.

An approach to the interpretation of the site that is non-invasive, less-didactic and creative can assist visitors in using their imaginations to understand the past uses of the various buildings, structures and landscapes and the sense of adventure in finding, understanding and interpreting fragmentary clues through the use of artifacts, images and words.

Stabilization, conservation and maintenance of the cabins as features within the park will ensure that

Mount Stirling interpretive marker.
(Heine Jones/SEGD)



Biddy Mason interpretive wall.
(Sheila deBretteville/Beyte Saar)



'Unframed Ellis Island' installation.
(JR Photo Gallery)



'Unframed Ellis Island' installation.
(JR Photo Gallery)



Re-assembly and projection, Bath, UK.
(Author photo)



Cabin at Port Au Persil, Quebec.
(Collette Parsons)



Great Salt Lake nature preserve.
(Sea Reach/SEGD)

material evidence of these structures and clues in the landscape will remain to be interpreted and enjoyed, and good conservation will ensure that their details are preserved and legible.

Using existing and planted vegetation to explore the ongoing themes of First Nations use of the landscape and the intermingling of the cabins within the landscape is an intriguing aspect to explore at Belcarra South. The potential for having one or two key artifacts in each cabin for public viewing (eg. through the windows) that are sturdy enough for installation with minimal maintenance and reflect a proposed theme (a wood stove, for example) can be integrated with text and images. Interpretive signs can be designed to blend in with the structures and landscape.

This on-site approach can potentially be augmented by non-sign methods, including technical aspects such as smart phone applications or hand-held brochures to be taken into the field as a self-guided tour.

Naming is a very powerful aspect of interpretation. Building on the re-naming of Admiralty Road to Tum-tumay-whueton, other Indigenous names, developed in consultation with First Nations, could reinforce the significance of pre-contact significance, habitation and use. Contemporary Indigenous art within the cabins and landscape is another way of integrating First Nations history and perspectives. Another aspect of naming is reinforcing the idea that each cabin had a different and singular name.

There is the potential for park programming activities, in season, to be developed within a particular theme located outside each of the cabins, both in the landscape and possibly on a retained deck. Working with partners such as Port Moody Heritage or other arts or recreational group, temporary exhibits or installations on and around the exterior the cabins could be a future consideration. These would be designed to illustrate the history and experience of the place, enhancing and not distracting from the details and eclectic character of the buildings themselves.

Interpretive themes

Interpretive themes are based upon the site's purpose, significance and primary resources. This section suggests five possible themes with potential storylines for information, education and interpretation. Sub-themes complement the primary themes and identify the component story elements necessary for visitors to understand and appreciate the more conceptual ideas presented in the interpretive theme statements.

Theme 1: Exploring

This theme explores the natural history of Belcarra South and its situation within the Lower Mainland. Beach and ocean ecology, geology, lakes and rivers, terrestrial ecosystems, and wildlife. It can also address subthemes such as environmental threats such as climate change and the ways in which the rehabilitated cabins have respected and been integrated into the park's natural landscape. It can also address the collection and use of plants and medicines by Indigenous communities.

Theme 2: Dwelling

This theme pays tribute to the Indigenous communities, particularly the Tsleil-Waututh, People of the Inlet, that have called Burrard Inlet home and their cultural knowledge and contributions

to the park and the region. It addresses the Village of Tum-tumay-whueton, identified as archaeological site DhRr-6, which existed in the current location of the Belcarra picnic grounds. Interpretation around this theme would involve consultation and collaboration with First Nations.

The theme also looks at the post-contact era and the ways in which people have settled and created communities in the area of Burrard Inlet generally and the relationship of Belcarra South with the communities of Belcarra and Port Moody. It can also explore the specific details of how and why the cabin and Bole House settlement came to be, the landscapes and gardens associated with the cabins, and the roles of family and women.

Theme 3: Travelling and encountering

This is the theme that illustrates the ways in which animals and people have historically inhabited and moved through the larger area of Burrard Inlet, and Belcarra South in particular. It can relate to the migrations of mammals, fish and birds, and the movement of the Tsleil-Waututh on their seasonal round.

It can also address the arrival of newcomers such as the early explorers in the region, settler routes, resource extraction corridors, steamboats and other vessels on the ocean, lake and rivers, and the travelling of those who settled and visited at Belcarra South.

Theme 4: Building and joining

This theme addresses the building of the local economy through resource extraction, particularly lumbering and sawmilling, in the area. It can look at the impacts of these activities on the local environment and the diversity of the work force.

Closer to home, the theme addresses the materiality of the cabins, their architecture, design and construction, how they were put together and their change over time.

Theme 5: Recreating and relaxing

This theme explores the history of recreation and leisure, the use of cabins as getaways for people in the Lower Mainland, recreational activities and rituals over time, and the development of the regional park. There is also the opportunity to understand the significance of the names of the individual cabins.

Theme 6: Governing

Depending on how visitors are routed through the park, the Bole House could be a starting point for interpretation and generally address all of themes, with its own focus on the theme of Governing, outlining the role of Judge Bole and the history of colonialism and governance in B.C. and in the local area.

Interpretation in and near the Bole House can take advantage of any proposed park programming that will take place during the year. There is the potential for interactive interpretation when the house and site are being used for programs, and this can be overlap with more fixed or stationary interpretation during the off-season.

Preparing an interpretive plan

A comprehensive interpretive plan can assist in ensuring the significant history and stories about Belcarra South are told in a consistent and organized manner. A possible organizational

framework could be developed in which each cabin could focus on one theme or sub-theme, and have stories told sequentially, providing a continuum of interpretation, and linked stories as the visitor moves along the proposed trail from one cabin to the next. This path through time could explore the layers of natural and cultural history that are part of Belcarra South.

The interpretive plan should consider, for each cabin, the Bole House, and the landscape:

- Theme or sub-theme, expanded from the list of themes provided above
- Visitor experience objectives, which outline what the visitor should take away from the interpretive experience
- Key messages, which provide the stories and meanings inherent in the place
- Specific methods of communicating the messages at each cabin or place

Belcarra South is rich in history and offers a good opportunity for creative interpretation. A range of interpretive techniques, programs and installations could be considered within the mandate of Metro Vancouver Regional Parks. Interpretation should be clear and creative, blending objects, words, images and lifeways from the past.

4.0 Appendices

Appendix A: Sources

Appendix B: Glossary of heritage terms

Appendix C: Heritage conservation approaches

Appendix A: Sources

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Appendix B: Glossary of heritage terms

The following definitions may be useful when integrating heritage and cultural landscape features into the neighbourhood plan.

Accessibility

The degree to which a historic place is easy to access by as many people as possible, including people with disabilities.

Adaptive re-use

Conversion of a building into a use other than that for which it was designed, such as changing a power plant or warehouse into a gallery space or housing.

Artifact

An object made by a human being, typically an item of cultural or historical interest.

Character-defining element (CDE)

The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of an historic place, which must be retained in order to preserve its heritage value.

Conservation

All actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these actions or processes. Reconstruction of a disappeared cultural resource is not considered conservation.

Cultural Landscape

The World Heritage Committee has identified cultural landscapes as geographical areas or properties uniquely representing the combined work of nature and of man. The three categories extracted from the Committee's Operational Guidelines, are as follows:

1. A landscape designed and created intentionally by man
2. An organically evolved landscape which may be a relict (or fossil) landscape or a continuing landscape
3. An associative cultural landscape which may be valued because of the religious, artistic or cultural associations of the natural element

Heritage Character

The heritage character of a place is comprised of all valued heritage features which give that place its distinctive quality, appearance and sense of place that distinguishes it from other places.

Heritage Resource

A heritage resource can be a structure, building, group of buildings, district, landscape, artifact, archaeological site, or other place or feature that is recognized as having heritage value, contributing to the historical significance of the place.

Heritage Value

Heritage value is what a community recognizes as significant about its history. Heritage

value statements answer the question “why is this important to our heritage?” by identifying aesthetic, historic, scientific, cultural, social, educational or spiritual values which are important for past, present, and future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings. Identifying heritage values can ensure the appropriate conservation of a place, which in turn protects its heritage character.

Historic place

A structure, building, group of buildings, district, landscape, archaeological site, sacred site, or other place in Canada that has been formally recognized for its heritage value. In defining historic places, it is acknowledged that most newcomer heritage sites are regarded as such because people’s activities made them so, while First Nations sacred sites are regarded as such because they are believed to have been created by powerful spirit forces.

Intangible Heritage

The practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage.

Integrity

Generally refers to material wholeness, completeness, and unimpaired condition of heritage values. In the case of natural heritage, ecosystem integrity relates to the completeness of an ecosystem in terms of its indigenous species, functions, and processes. An unfragmented and relatively undisturbed ecosystem has the most integrity.

Interpretation, Interpretive Plan

A mission-based communication process that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource, communicating messages and stories about cultural and natural heritage, and providing a wider understanding of our environment.

Landscape Characteristics

The processes and physical forms that characterize the appearance of a landscape. They are the tangible and intangible characteristics of the landscape that individually and collectively give a landscape character and aid in understanding its cultural values and the historic and current uses of the land.

View or viewscape

What can be seen from an observation point to an object(s), particularly a landscape or building.

Appendix C: Heritage conservation approaches

The following table is a reference tool that defines the range of possible heritage conservation approaches. For any heritage resource, one or a combination of approaches can be taken.

Conservation approach	Definition
Recording / Documenting	Objectively describing - through oral, written, graphic, photographic or other means - the present configuration and condition of an historic resource. This provides necessary basic data for the preparation of conservation research, analysis, design, and maintenance activities, as well as ensuring the historical or technical information contained in a site is not lost.
Monitoring	The systematic and regular inspection or measurement of the condition of the materials and elements of an historic place to determine their behavior, performance, and rate of deterioration over time. Monitoring is undertaken to ensure that adverse impacts on archaeological sites, buildings and structures, landscapes, and biological life-forms that could be evaluated prior to site alteration or construction activities are addressed. For archaeological sites, monitoring requires a licensed archaeologist; for other heritage resources, it should be carried out by appropriate heritage professionals.
Maintenance	The most primary form of conservation is a site and building maintenance program. It is the routine, cyclical, nondestructive actions necessary to slow the deterioration of an historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.
Mothballing	The temporary closure of a building or other structure to protect it from the weather and secure it from vandalism. It is intended to safeguard a character-defining element over an extended period until such time as it is decided to proceed with conservation.
Stabilization	A minimum amount of work done to safeguard a resource from the elements and/or destruction and to protect the public from danger. This work may involve emergency structural reinforcing, cabling (with trees), protective coverings, or hoardings. Stabilization is often undertaken to preserve the character-defining element for future heritage conservation work.
Repair	The process of returning a character-defining element to its prior condition when it has undergone changes attributed to failure, decline, wear, normal use, or abuse. A repair action does not alter or enhance the integrity, character, performance, or design intent of the heritage feature. Repair may include patching of existing components using technologically compatible materials and methods, limited replacement in-kind of components, complete replacement in kind of a component when the degree of change it has undergone precludes any other type of action.

Conservation approach	Definition
Preservation	The action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of a historic place or of an individual component, while protecting its heritage value.
Restoration	<p>The process of accurately revealing, recovering, or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, as accurately as possible, while protecting its heritage value.</p> <p>Restoration is considered the primary treatment when the significance of a particular place during a particular time period significantly outweighs the loss of existing character-defining elements from other periods, and if there is substantial evidence of its appearance at an earlier time.</p>
Rehabilitation	<p>The action or process of making possible a continuing or compatible contemporary use of a historic place or landscape, or of an individual component, while protecting its heritage value. Rehabilitation makes possible an efficient contemporary use while retaining those portions and features which are significant to the resource's heritage values. New work is designed to be physically and visually compatible with and distinguishable from, the original historic place. For landscapes, rehabilitation is the most common intervention, as it allows changes necessary to satisfy present-day demands upon the site.</p> <p>In continued use rehabilitation, changes are made to a historic place that continues to be used for its original purpose. In adaptive re-use, the historic place is converted to a new use.</p>
Reconstruction	A building, site feature, or artifact that no longer exists is reproduced with new construction that exhibits the shape, material, and detailing (and often construction methods) of the resource as it once appeared. Good documentary information without conjecture is essential in order to justify a reconstruction. With landscapes, planning should consider the age and arrangement of vegetation, allowing for growth and maintenance to continue an appearance that replicates the historical period.
Replication	Making an exact copy of portions of an existing structure, feature, or artifact, usually to replace a missing or decayed component in order to maintain aesthetic unity and harmony. Replication is often used for cosmetic reasons in restoration work. If valuable cultural property is being threatened or damaged irretrievably by its environment, it may have to be moved to a more protected environment. A replica may be substituted in order to maintain heritage integrity and the unity of a site or building.
Interpretation	A process of communicating messages about cultural and natural heritage, or telling stories about a place, that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource. The presentation can relate to the way the place is now, has been, used, seen, touched, smelled and tasted, giving impact to evocative stories and meanings. The range of interpretive techniques is vast, and can include such things as interpretive signs, the retention of parts of buildings or structures, interpretive interventions designed into new construction, site furnishings, landscape design, planting, artifacts, features embedded into the landscape, public art, hands-on techniques, audio, video and many others.

Conservation approach	Definition
Consolidation	The physical addition or application of adhesive or supportive materials to ensure continued durability or to protect the structural integrity of the heritage resource. Consolidation is most frequently undertaken when structural elements have deteriorated to a point where the future of the resource is jeopardized.
Renovation	Occurs when extensive changes and/or additions are made to an existing building internally and externally in order to 'renew' the structure. Cultural landscapes can also be renovated. These changes are often made in response to the need for more space, repair, general improvements, or lifestyle considerations.
Re-use or symbolic conservation	Re-using or reinstalling components of deteriorated buildings, structures or landscapes in-situ, elsewhere on the site or in another location. Symbolic conservation refers to the recovery of unique heritage resources and incorporating those components into new development, or using a symbolic design method to depict a theme or remembrance of the past.
Managed decline or ruinification	Allows a character-defining element to remain on site and slowly degrade or deteriorate rather than be moved or demolished. Some heritage resources cannot be reused and the cost of repair cannot always be justified. The long-term solution for these is one of managed decline once the historic significance of the asset has been carefully recorded. Over the long-term the natural forces of nature are used to allow the site to become a historic ruin. The first phase of managed decline typically involves carefully documenting the character-defining elements and then removing but storing in situ salvageable or unsafe parts of the building or structure. Documenting the process of decline is an important component of site interpretation. It is managed through measures such as temporary scaffolding or supports using appropriate historical elements, and maintenance such as removal of leaves and debris, to prolong the life of the resource and celebrate its disappearance.
Deconstruction or salvage	<p>The process of retaining and protecting from deterioration historic fabric or elements that have been removed from their original context. Selected parts of a building or landscape are protected for renovation or reuse, consisting of actions to carefully dismantle and reassemble building, structure, or artifact; in situ if possible, but often ex situ on another site.</p> <p>This process is often undertaken out of structural necessity, for the protection of significant individual features from permanent loss, to repair deteriorated material, to observe historic construction techniques or protect materials for future re-use. The term also applies to natural heritage and landscape values such as plants.</p>

Belcarra Regional Park - CABIN 1 PRECEDENTS

1. Brinegar Cabin



Cabin and outbuilding

Location	Whitehead, NC , USA
Brief Description	Brinegar Cabin is on the US Register of National Historic Places and is preserved as an example of the small farm buildings typically found in this region 200 years ago. It is a component of the Blue Ridge Parkway.
Intended Use	The cabin, along with other modest buildings on site, is restored as an interpretive feature. The cabin is staffed and open to the public on summer weekends.
Similarities to Cabin 1	<ul style="list-style-type: none"> • Part of a collection of historic buildings • Integrated with landscape • Similar in size to cabin 1 • Vernacular construction
Merit	While restored and regularly maintained, the building retains its rustic character. Historic interpretation is well done, and the entire site is actively programmed.

2. Britannia Shipyards



manager's house



window display



men's bunkhouse

Location	Richmond, BC, Canada
Brief Description	Britannia Shipyards is a National Historic Site in Richmond, BC which depicts a maritime community complete with canneries, boatyards, residences and stores.
Intended Use	While some of the buildings have been restored and are open to the public, others await reconstruction and are closed to the public. The buildings which are open to the public allow for a variety of interactive displays, special events, tours, and school programs. Some of the buildings are available for rentals. A free app is available through the City of Richmond allowing visitors to take self-guided mobile tours of site buildings.
Similarities to Cabin 1	<ul style="list-style-type: none"> • Historic buildings • Location adjacent to waterfront • Some of the buildings similar in size to cabin 1
Merit	Buildings closed to public remain attractive and receive regular maintenance. Interpretation is excellent, and the site is actively programmed.

3. Hunt House



Location	Calgary, AB, Canada
Brief Description	This tiny log cabin is the oldest building in Calgary still in its original location and a rare example of early architecture. It was built around 1875 as a residence for workers at the Hudson Bay Company. It was renovated in 2015 for use in Fort Calgary's interpretive program.
Intended Use	The building is not open to the public. Visitors can look in the window to view the cabin interior.
Similarities to Cabin 1	<ul style="list-style-type: none"> • Historic building • Modest scale • Location adjacent to waterfront (river) • Vernacular construction
Merit	Example of how a building that is not open to the public can retain interpretive value. Well maintained and attractive.

4. John R. Jackson House (Jackson Court House), Washington, USA



John R. Jackson house

Location	Olympia, WA, USA
Brief Description	Jackson House State Park Heritage Site is a 1.4-acre day use park south of Olympia near Chehalis in Washington State. The park contains a homestead cabin built in 1850 by John R. Jackson, one of the first Euro-Americans to settle north of the Columbia River and an important figure in early Washington territorial history. The cabin was reconstructed in 1915 and the site became one of Washington’s first state parks.
Intended Use	Visitors can view through the windows. Tours are provided by appointment.
Similarities to Cabin 1	<p>Similarities to Cabin 1</p> <ul style="list-style-type: none"> • Historic building • Vernacular construction • Building similar in size • Building integrated with surrounding landscape
Merit	Example of how a building that is not open to the public can retain interpretive value. Well maintained and attractive.

5. Pôle Découverte



collection of small buildings at waterfront



pass through, photo display



access to porch

Location	Port-au-Persil, QC, Canada
Brief Description	Port-au-Persil is a tiny hamlet located in a small bay at the edge of the St. Lawrence River. It is home to a collection of small houses scattered throughout the waterfront landscape. The Pôle Découverte visitor centre is a newly constructed facility that references the character of local architecture.
Intended Use	The visitor centre offers interpretive displays, seating opportunities, and washroom facilities.
Similarities to Cabin 1	<ul style="list-style-type: none"> • Location adjacent to waterfront • Similar in size • While building is new, it references vernacular architecture
Merit	Well maintained and attractive. Interpretive panels on building, opportunities to use deck.

To: Regional Parks Committee

From: Wendy DaDalt, Division Manager, East Area, Regional Parks
Lydia Mynott, Park Planner, East Area, Regional Parks

Date: March 6, 2019 Meeting Date: March 13, 2019

Subject: **Campbell Valley Regional Park – Public Engagement and Management Plan Update**

RECOMMENDATION

That the MVRD Board authorize staff to proceed with the public engagement process as presented in the report dated March 6, 2019, titled “Campbell Valley Regional Park – Public Engagement and Management Plan Update”.

PURPOSE

To provide the Regional Parks Committee and MVRD Board with background that contributes to the preparation of the *Campbell Valley Regional Park Management Plan* update, and to request authorization to proceed with public and stakeholder engagement.

BACKGROUND

At its January 16, 2019 meeting, the Regional Parks Committee endorsed the following recommendation:

That the Regional Parks Committee endorse the work plan as presented in the report dated January 9, 2019 titled “2019 Regional Parks Committee Priorities and Work Plan”.

A key action identified in the Work Plan is the commencement of public engagement for the Campbell Valley Regional Park Management Plan Update. As per Metro Vancouver’s *Public Engagement Policy*, staff are now seeking authorization to engage with the public and stakeholders for feedback on the Campbell Valley Regional Park Management Plan Update.

CAMPBELL VALLEY REGIONAL PARK MANAGEMENT PLAN

Campbell Valley Regional Park opened in 1979, and consists of 548 hectares of representative natural and rural Fraser Valley landscapes. It is located in the Township of Langley (Attachment 1) and protects a portion of the Little Campbell River Valley, an ecologically diverse landscape that includes floodplain, wetlands, meadows, as well as mature conifer forests. The park accommodates a wide variety of recreational activities including walking, horseback riding, family cycling, dog walking, picnicking, canoeing, and nature study (Attachment 2). There is also a special emphasis on group facilities, heritage presentation and equestrian events.

A management plan for Campbell Valley Regional Park was approved by the GVRD Board in May 1989. This plan provided rationale and priorities for management programs and capital improvements; a record of public consultation and a basis for monitoring management and development of the Park.

The *1998 Campbell Valley Regional Park Management Plan Review* formed an addendum to this plan. It is nearly 30 years since the management plan was approved and 20 years since the approval of the reviewed plan.

Management Plan Update

The Campbell Valley Regional Park Management Plan Update will guide decision making at the park for the next 20 years. Metro Vancouver will provide a variety of forums, to learn about stakeholder's First Nations, partners and the public's interests and concerns. The update will evaluate and refresh the park's mission, vision, goals, strategies, and be fundamental in establishing resource and funding requirements/priorities.

The management plan update process will include research and analysis of baseline data. A cultural heritage overview, and visual and environmental impact assessments on current action plan items will be undertaken. The key issues the update will address include: trail planning and development, assessment of heritage resources, and planning issues associated with the interim Nature House Program. Additionally, existing day-use proposals for McLean Pond and the former site of the Vancouver Tree Farm will be evaluated.

ENGAGEMENT PROCESS

Metro Vancouver staff are committed to engaging with stakeholders that have the potential to be impacted by the Campbell Valley Regional Park Management Plan Update and approaches engagement in a manner that incorporates feedback from stakeholders where possible. In 2019, an engagement process will be undertaken as an initial step in updating the park management plan. The process for preparing a review or update to a management plan is shown in Attachment 3.

The results of the engagement process will be gathered, summarized and used to inform park planning going forward. A draft management plan will be developed following the initial phases of the engagement process and brought back to the Regional Parks Committee and the MVRD Board for input.

Scope of the Engagement

Metro Vancouver will be seeking input on the Campbell Valley Regional Park Management Plan Update. The update will seek to test stakeholder, First Nations, partner, and public current values, interests, concerns and desires for the park. It will also evaluate items identified for action in the previous management plan and subsequent review.

Stakeholders

Local municipalities, First Nations, partners, stakeholders and the public will be engaged to provide input the Campbell Valley Regional Park Management Plan Update.

Methods and Timing

In order to engage with the identified stakeholders, the following methods are being proposed as part of the engagement strategy.

Method	Purpose	Timing
Metro Vancouver Website	Provide up to date information about the engagement process.	Ongoing beginning Spring 2019
Letter/Email notification to First Nations	Provide notification that engagement is beginning, provide information on opportunities to engage.	Spring 2019
Targeted Meetings	Provide opportunities for in-person meetings with First Nations, municipalities, partners, and stakeholders to share process and identity issues, and solicit feedback.	Summer 2019
On-site public engagement event/s	An opportunity for in-person engagement; event will be held in the park, to share process, identity issues, and solicit feedback.	Fall 2019
Online questionnaire	An online option to provide input.	Fall 2019

ALTERNATIVES

1. That the MVRD Board authorize staff to proceed with the public engagement process as presented in the report dated March 6, 2019, titled “Campbell Valley Regional Park – Public Engagement and Management Plan Update”.
2. That the MVRD Board receive for information the report dated March 6, 2019, titled “Campbell Valley Regional Park – Public Engagement and Management Plan Update” and provide staff with alternate direction.

FINANCIAL IMPLICATIONS

The management plan update process is estimated to be \$45,000 and has been included in the approved 2019 Regional Parks’ budget.

SUMMARY / CONCLUSION

Metro Vancouver is undertaking an update to the management plan for Campbell Valley Regional Park. As per the MVRD Board *Public Engagement* Policy, adopted March 23, 2018, staff are now seeking MVRD Board authorization to proceed with public engagement, given that there are decisions within the project that will be open to input from the public and stakeholders in the region. Staff anticipate the first round of public and stakeholder engagement will occur between June and October 2019.

The proposed stakeholder and public engagement on the Campbell Valley Regional Park Management Plan Update will ensure that the final management plan is broadly supported and reflective of regional parks user’s input. The update will test stakeholder, First Nations, partner, and public current values, interests, concerns and desires for the park and also evaluate items identified for action in the previous management plan and subsequent review.

Staff recommends Alternative 1 that the MVRD Board direct staff to proceed with engagement associated with the preparation of a park management plan update for Campbell Valley Regional Park.

Attachments (28573962)

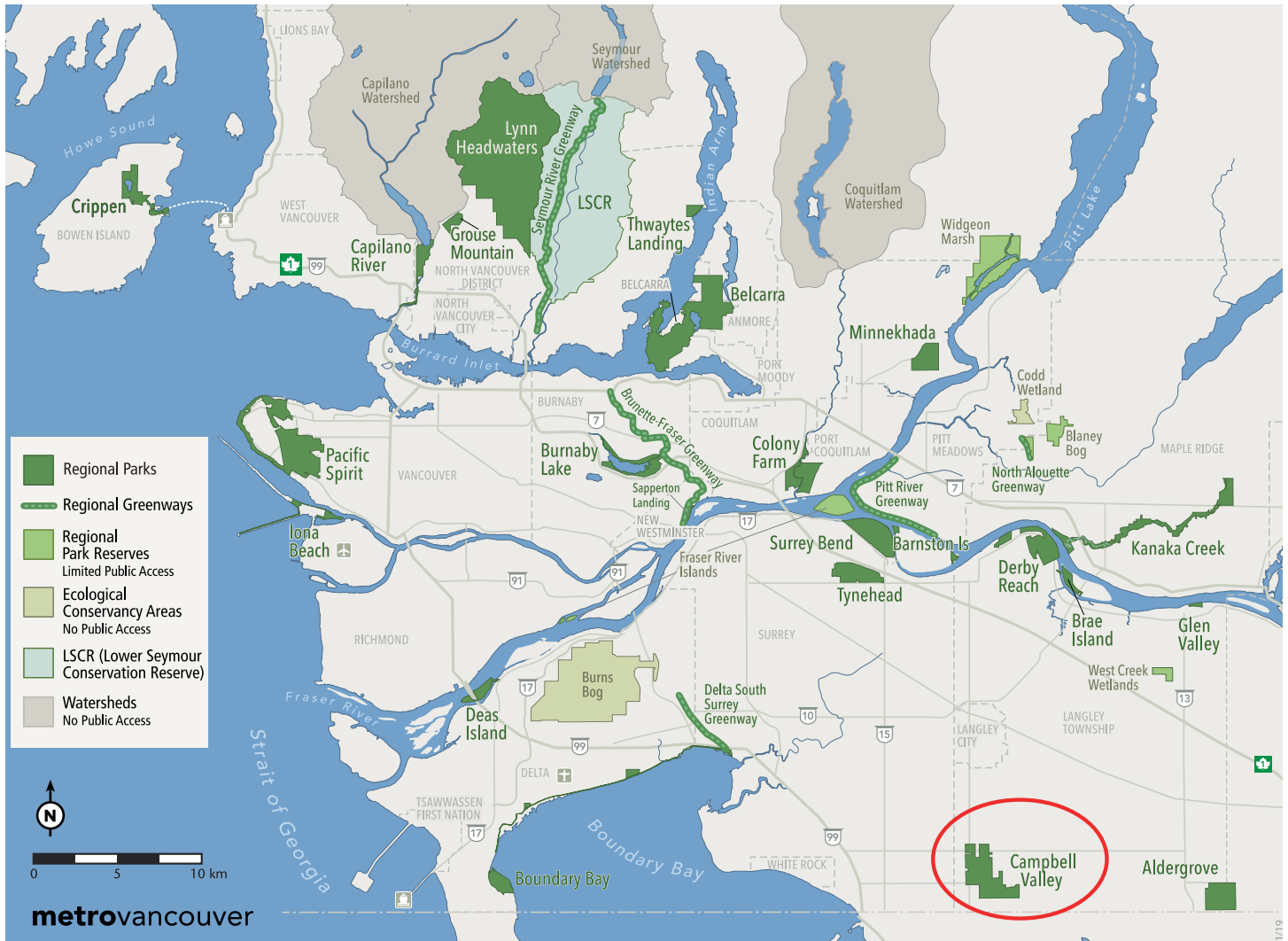
1. Campbell Valley Regional Park – Location Map
2. Campbell Valley Regional Park – Park Map
3. Regional Park Management Plan Review / Update - Process Diagram

References

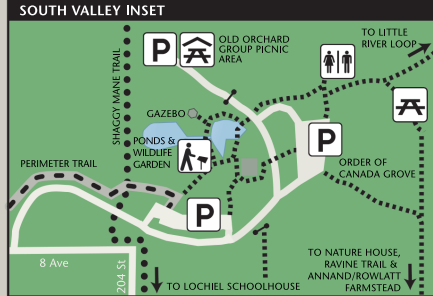
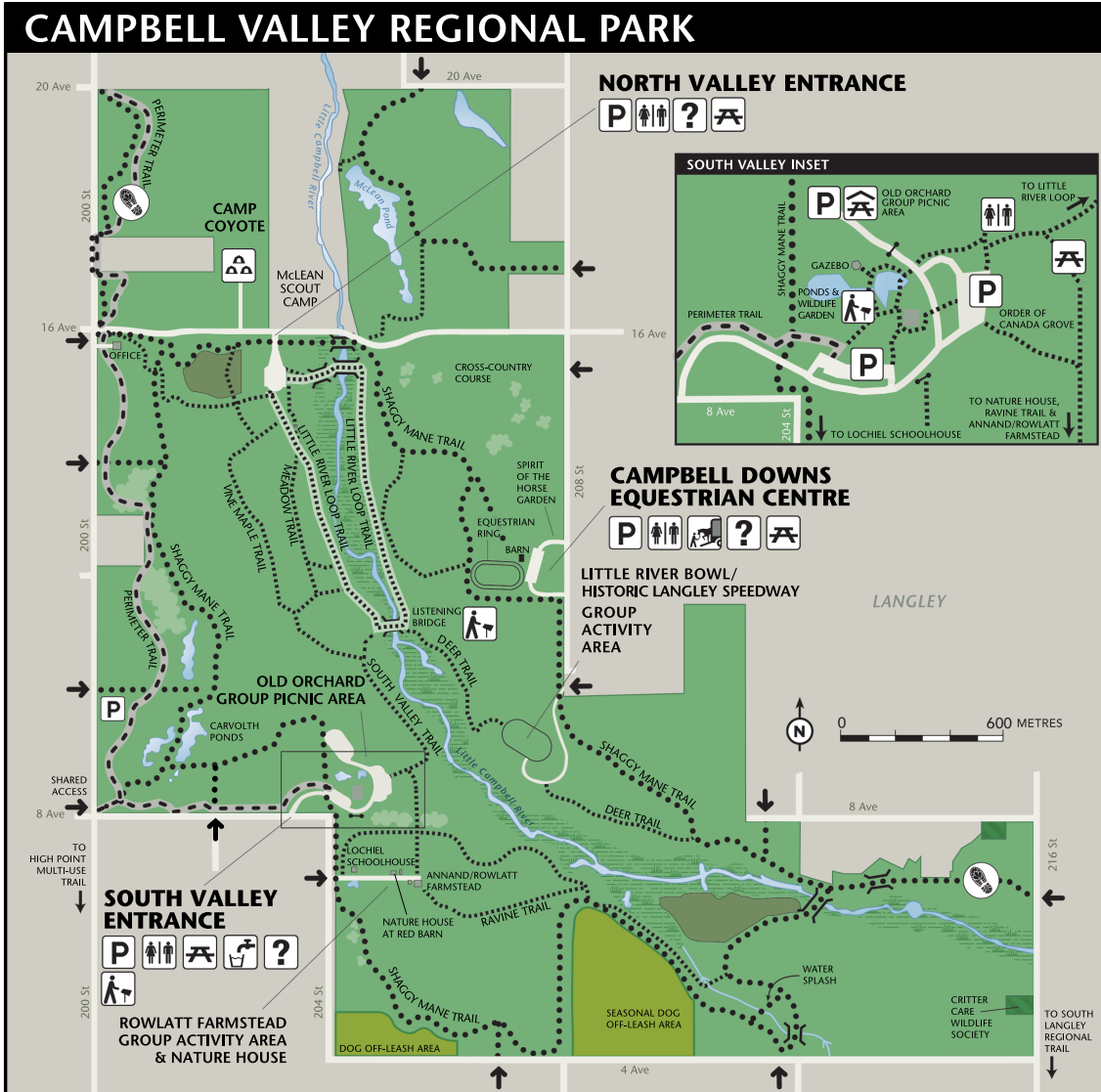
1. [Campbell Valley Regional Park Management Plan – May 1989](#)
2. [Campbell Valley Regional Park Management Plan Review – March 1988](#)

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Campbell Valley Regional Park - Location Map

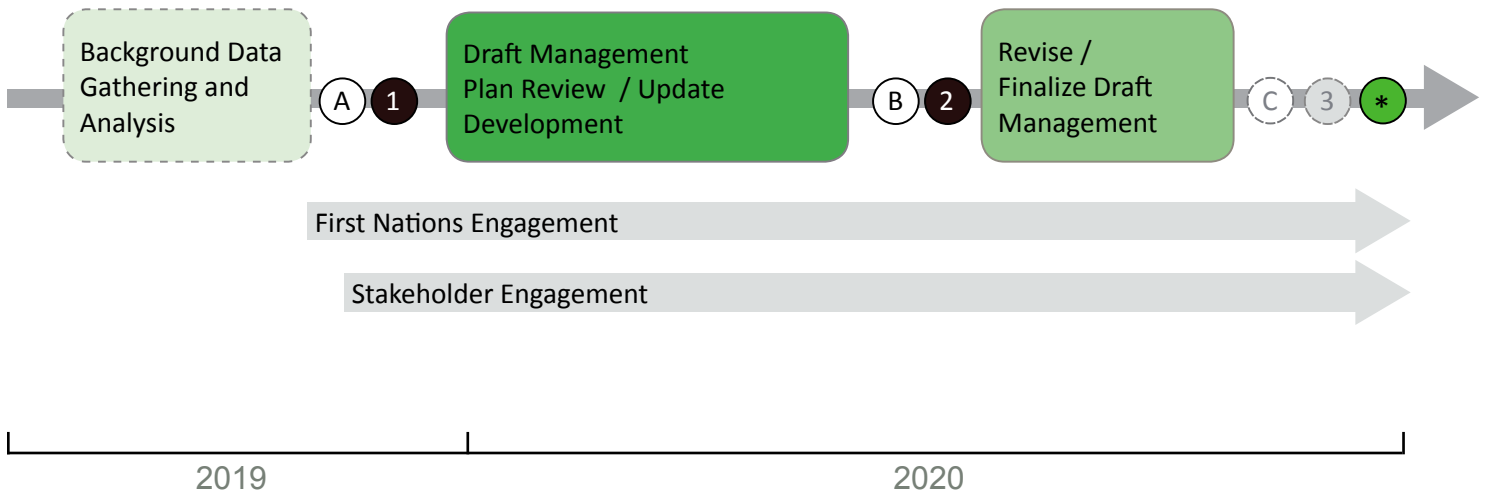


Campbell Valley Regional Park - Park Map



- Neighbourhood Access
- P** Parking
- ?** Information
- ♿** Washrooms
- 🚰** Drinking Water
- 🍷** Picnic Area
- 🏠** Group Picnic Shelter (Reservable, call 604-432-6352)
- 🏕️** Group Camping
- 🚶** Hiking Trail
- 🚶🐎** Hiking/Equestrian Trail
- 🚶🚲** Hiking/Cycling Trail
- 👣** National Hiking Trail
- 🐎** Horse Trailer Parking
- 👤** Interpretive Exhibit
- Regional Park
- No Public Access
- Open Horseback Riding Area
- Dog Off-leash Area
- Marsh
- Creek
- Wheelchair Access:
 - Ponds and Wildlife Garden
 - Nature House at Red Barn
 - Little River Loop Trail
 - Perimeter Trail

Regional Park Management Plan Review / Update - Process Diagram



- | | |
|--|--|
| <ul style="list-style-type: none"> (A) (B) Regional Parks Committee and Board (C) Regional Parks Committee and Board (if required) (*) Regional Parks Committee and Board Management Plan Update Approval | <ul style="list-style-type: none"> (1) Round #1 - Public Engagement
Launch at Country Celebration - Open House Fall 2019 (2) Round #2 - Public Engagement
Open House Late Summer / Fall 2020 (3) Additional Public Engagement (if required) |
|--|--|

To: Regional Parks Committee

From: Mike Redpath, Director, Regional Parks

Date: March 6, 2019

Meeting Date: March 13, 2019

Subject: **Regional Parks Asset Management Policy**

RECOMMENDATION

That the Regional Parks Committee endorse the *Asset Management for Regional Parks Policy* as presented in the attached report, dated March 6, 2019, titled “Regional Parks Asset Management Policy”.

As included in the *Regional Parks Committee Terms of Reference*:

The Regional Parks Committee is the standing committee of the Metro Vancouver Board that provides advice and recommendations on policies, plans, programs, budgets, and issues related to the Regional Parks service.

The proposed *Asset Management for Regional Parks Policy* is presented to the Regional Parks Committee for review and comment prior to consideration at the Finance and Intergovernment Committee on April 10, 2019.

Attachment

Finance and Intergovernment Committee report dated February 20, 2019, titled “Regional Parks Asset Management Policy”

To: Finance and Intergovernment Committee

From: Mike Redpath, Director, Regional Parks
Jamie Vala, Division Manager, Planning and Engineering Services, Regional Parks

Date: February 20, 2019 Meeting Date: April 10, 2019

Subject: **Regional Parks Asset Management Policy**

RECOMMENDATION

That the MVRD Board approve the *Asset Management for Regional Parks Policy* as presented in the report dated February 20, 2019, titled “Regional Parks Asset Management Policy”.

PURPOSE

To obtain MVRD Board approval for the *Asset Management Regional Parks Policy*, which will establish asset management principles and a framework to balance asset performance, risk and cost that supports the long-term provision of Regional Parks Service.

BACKGROUND

In 2018, asset management policies for the Metro Vancouver Housing Corporation (MVHC) and Liquid Waste Services were adopted by the MVHC and Greater Vancouver Sewerage and Drainage District (GVS&DD) Boards, as part of the work underway across the organization to develop an overall asset management program and series of asset management policies for all Metro Vancouver functions. Development of an asset management policy for Regional Parks is on the *2019 Regional Parks Committee Work Plan*.

ASSET MANAGEMENT IN REGIONAL PARKS

Metro Vancouver Regional Parks manages a system of regional parks, regional greenways, ecological conservancy areas and regional park reserves. Building new infrastructure and maintaining existing assets in a state of good repair is critical to the success of Regional Parks. Good infrastructure stewardship enables Metro Vancouver to provide quality and affordable services to the community. Metro Vancouver Regional Parks infrastructure is a public investment distributed over 13,600 hectares of land across the region.

Asset Management is the process of monitoring and maintaining assets with the objective of providing the best possible service to users. It is a systematic process of deploying, operating, maintaining, upgrading, and disposing of assets cost-effectively.

Regional Parks in Metro Vancouver have evolved and matured significantly since their establishment as part of the Vancouver Fraser Park District in 1967. Today, fifty-two years into the future, MVRD continues to implement resource management practices throughout the Regional Parks system.

Since 2000, Regional Parks has collected asset information in a central inventory, and conducted inspections on asset categories. A project to complete the asset inventory and undertake condition assessments was initiated in 2018 and is estimated to be substantially complete by the end of 2019.

Asset management is an integrated approach involving all levels of the organization that translates the organization's objectives into asset related decisions, plans and activities using a risk based approach in order to maximize benefits, reduce risks and provide the desired performance of assets in a sustainable manner over their full life cycle, considering both current and future needs. Asset related decision-making is evidence based and supports the delivery of clearly defined performance measures.

PROPOSED ASSET MANAGEMENT POLICY

The proposed *Asset Management for Regional Parks Policy* contains the following key areas that will guide the management of assets within regional parks:

- Asset Management Principles
- Asset Classes
- Asset Data and Information
- Asset Likelihood of Failure
- Consequence of Asset Failure
- Asset Risk & Lifecycle Management Strategies
- Asset Levels of Service
- Asset Management Plan
- Continuous Improvement

The principles and evaluation criteria outlined in the proposed policy will assist staff in implementing the direction of the MVRD Board by ensuring that the appropriate asset management principles are adopted as a core business model that promotes continuous improvement. The policy provides asset management principles that balance asset performance, risk and the cost that supports the long term provision of Regional Parks service. This is a strong mandate and catalyst for business improvement activities and a basis to develop asset management related objectives that align with Metro Vancouver's overarching strategic objectives.

ALTERNATIVES

1. That the MVRD Board approve the *Asset Management for Regional Parks Policy* as presented in the report, dated February 20, 2019, titled "Regional Parks Asset Management Policy".
2. That the MVRD Board receive for information the report dated February 20, 2019, titled "Regional Parks Asset Management Policy" and provide alternate direction to staff.

FINANCIAL IMPLICATIONS

Subject to MVRD Board approval, implementation of the policy can be initiated with existing resources and without additional immediate costs to Metro Vancouver. Over the next five years, additional effort will be required to improve the coverage and accuracy of asset data and information, through condition and risk assessments as well as software improvements to manage the wealth of data, streamline current maintenance activities and use that data to guide decisions regarding long-

term infrastructure investments. Over the longer term, costs for the Asset Management Program are anticipated to be offset by maximizing the lifespan of assets and avoiding costs for reactive asset repair and replacement.

Implementation of the policy can be initiated within existing resources. Following the completion of the asset inventory project, staff will develop a long term asset management plan that will include the long term financial implications. Any implications will be reviewed through the regular budgeting process.

SUMMARY / CONCLUSION

The goal of the proposed *Asset Management for Regional Parks Policy* is to balance asset performance, risk, and cost. This policy outlines MVRD's commitment and methodology to manage regional parks assets in a manner that minimizes asset failure risks and impacts to park users while optimizing the life cycle of assets. The policy will guide Regional Parks to meet asset performance targets within a specified budget and enable evidence based decision making with respect to infrastructure rehabilitation and replacement.

Staff recommend Alternative 1, that the MVRD Board approve the *Asset Management for Regional Parks Policy*.

Attachment (28480238)

Asset Management for Regional Parks Policy

28642776

ASSET MANAGEMENT FOR REGIONAL PARKS

Effective Date:

Approved By: MVRD Board

PURPOSE

To establish asset management principles and a framework that balances asset performance, risk, and cost in the provision of Regional Parks Service.

POLICY

Metro Vancouver Regional Parks manages a system of regional parks, regional greenways, ecological conservancy areas, and regional park reserves. Regional Parks' mandate is to protect natural areas and connect people to them; therefore, inherent to this asset management Policy is the need to systematically protect and monitor both natural and built assets.

This Policy outlines Metro Vancouver's commitment to manage Regional Parks assets in a manner that minimizes asset failure risks and impact to visitors, optimizes the life cycle value of assets to consistently meet asset performance targets, and enables integrated, evidence based decision making, to continuously provide quality regional park services and protect the natural areas.

NATURAL ASSETS

Natural assets, such as forests, wetlands, rivers and estuaries, provide ecosystem services which are the essential benefits that nature provides humans. These services support life, enhance security, and improve quality of life for humans and other organisms.

Natural assets such as wetlands, ponds, and restored forested or riparian areas can also be constructed to improve ecosystem function. Whether they are naturally occurring or they have been constructed, these assets must be operated and maintained. However, if managed appropriately, natural assets do not require replacement.

As the tools and methodologies for quantitatively assessing natural assets evolve, Regional Parks will determine how best to inventory and assess natural assets in order to ensure these assets can be managed in accordance with the principles set out in this Policy.

BUILT ASSETS

Built assets have been constructed/engineered to protect natural assets and enable people to connect to regional parks. For example, buildings, bridges, and trails help in the delivery of regional parks services, and retaining walls and barriers help protect natural assets.

ASSET MANAGEMENT PRINCIPLES

The following principles guide the methodology for managing regional parks assets:

- a) **Integrated:** a comprehensive approach that examines the combined implications of managing all aspects of the asset life cycle. This includes interdependencies of assets or asset systems.
- b) **Risk-based:** manage asset risk relative to defined performance targets and consequence of asset failure, and focus expenditures and priorities on risk and associated cost and benefit.
- c) **Sustainable:** a long-term approach to estimating asset investment and activities, which will better enable assets to meet future challenges, including changing demographics, legislative requirements and technological, financial and environmental factors.
- d) **Fiscally Responsible:** activities and decisions aim to reduce asset ownership life cycle costs and meet defined asset performance targets.
- e) **Systematic:** a formal, consistent, repeatable and methodical approach to the management of assets.
- f) **Innovative:** continuous improvement in asset management by examining new tools, technologies, practices and solutions.

ASSET CLASSES

This Policy is applicable to the management of Regional Parks assets. Built asset classes include:

- | | |
|-----------------------------|---------------------------|
| 1. Recreational Facilities | 6. Utilities |
| 2. Buildings and Structures | 7. Roads and Parking Lots |
| 3. Trails | 8. Barriers |
| 4. Land Protection | 9. Signage |
| 5. Bridges and Boardwalks | 10. Park Fixtures |

ASSET DATA AND INFORMATION

To measure performance of regional parks built assets, Regional Parks will develop and maintain an asset registry with comprehensive and accurate asset data and information. Data will be organized in a structured manner so that it can be stored, analyzed and reported at an adequate level for different business needs. Integrity of the data shall be monitored, updated and maintained to provide accurate asset information.

The Regional Parks Asset Registry will include at a minimum, the following:

- Asset class
- Asset location (e.g. park, geospatial reference)
- Asset details (e.g. material, size, install / construction date)
- Asset identification (e.g. type, number, description)
- Consequence of asset failure
- Financial information (e.g. estimated replacement cost)
- Asset condition and estimated service life

ASSET PERFORMANCE AND LIKELIHOOD OF FAILURE

Regional Parks will manage each built asset in accordance with clearly defined condition assessment metrics and targets. Condition information is used as an indicator of an assets’ likelihood of failure. Regional Parks asset performance categories, key performance indicators, and targets are provided in the table below.

Performance Category	Performance Category Definition	Key Performance Indicator (KPI)	Performance Target
Condition	Condition of assets (excluding buildings)	Condition Score (see table below)	The performance target for condition score is 3 or better.
Condition (buildings)	Condition of building assets	Facility Condition Index (FCI)	The performance target for FCI is a condition score of 4 or better.

For all built asset classes, excluding buildings, Regional Parks will use a 1 to 5 condition scoring system in accordance with the general table below, specifics will vary by asset class. When condition information is not available, an age based remaining service life will be used as a proxy for asset condition. Condition information will be stored in the asset register at a level most practical to capture and maintain the condition data. Regional Parks will develop asset specific descriptions based on the table below to enable assignment of 1 to 5 condition scores for all built assets.

Condition Score	Description
1 Very Good	New or Excellent condition, no apparent defects.
2 Good	Asset is in good state of repair, possible minor defects that do not detract from functionality.
3 Fair	Asset is operational, but non-critical defects are apparent.
4 Poor	Asset requires replacement or major repair, functionality is affected and failure is possible.
5 Critical	Asset is past the point of economic repair, is defective, or non-functional, and should be replaced, repaired, decommissioned, or removed.

For the buildings asset class, Regional Parks will use Facility Condition Index (FCI), which is an industry standard infrastructure risk metric used to track condition performance of facilities and portfolios.

ASSET CRITICALITY AND CONSEQUENCE OF FAILURE

Consequence of asset failure is considered in planning built asset replacement, rehabilitation, decommissioning, removal, operations and maintenance strategies as well as alternative risk mitigation strategies (e.g. emergency preparedness and response planning). High consequence assets (e.g. buildings, bridges, utilities) have the potential for significant impact on services if they fail. Low consequence assets (e.g. split rail fence) will have low or no impact on services if they fail. As there is

less tolerance to asset failure for high consequence assets, they will be monitored more frequently and have higher priority for asset inspection and improvement work than medium or low consequence assets. The information outlined in the table below will be considered to determine asset consequence of failure.

Consequence of Failure Criteria (Criticality)	
Health & Safety	Risk of injuries, illness, or death
Security	Protect site or people from external forces
Service Impact	Reduces Level of Service
Energy & Operational Savings	Impacts on energy use/operations and maintenance costs
Accessibility Opportunity	Appropriate time to improve access/universal design
Regulatory Requirement	Required by provincial or other legislation or regulation
Environmental Risk	Impacts to ecosystems

ASSET RISK AND LIFECYCLE MANAGEMENT STRATEGIES

Managing risks associated to the assets is essential for maintaining expected Regional Parks service levels. Risk is the combination of likelihood and consequence of a failure event occurring:

$$\text{Risk} = \text{Likelihood} \times \text{Consequence}$$

Asset risk will be monitored to ensure that asset performance is within targets. When asset data and information indicates that an asset is failing to meet performance target(s), Regional Parks staff will identify the relative consequence if the asset fails, assess the risk and identify options to address the risk. Risk mitigation options could include asset replacement, rehabilitation, decommissioning, removal, modified operations and maintenance strategies as well as modified emergency preparedness and response planning.

In evaluating different options, economic, social, and environmental benefits will be considered for each option. Total asset life cycle costs including capital investment, expenditures related to operations and maintenance of the asset as determined by Regional Parks Levels of Service and decommissioning costs will also be considered.

Where infrastructure investment is required, Regional Parks will consider opportunities to address other needs or future requirements (e.g. improved capacity, accessibility, environmental stewardship, etc.) consistent with integrated infrastructure investment planning.

LEVEL OF SERVICE

Levels of service describe the standard of service to be delivered to regional parks users based on parameters that reflect social, political, economic and environmental outcomes.

Regional Parks will define and quantify the levels of service within each asset class. These levels of service will be indicators of asset needs and be used for planning, operational resource management and investment decision making.

ASSET MANAGEMENT PLAN

Regional Parks will have an asset management plan to summarize asset performance data and information, including a summary of performance risks. The Asset Management Plan will be organized by asset class and will outline the risk mitigation strategies, including capital investments, operating and maintenance strategies and emergency response strategies. The Asset Management Plan will be updated on a regular schedule at a minimum of every 5 years.

CONTINUOUS IMPROVEMENT

Regional Parks will examine, monitor, identify, and address asset management improvement opportunities to enhance asset management tools, technologies, and business practices. Staff will be properly trained to support asset management activities, from assessing asset condition to renewing assets to improve asset performance.

To: Regional Parks Committee

From: Mike Redpath, Director, Regional Parks

Date: March 6, 2019 Meeting Date: March 13, 2019

Subject: Manager’s Report – Regional Parks

RECOMMENDATION

That the Regional Parks Committee receive for information the report dated March 6, 2019, titled “Manager’s Report – Regional Parks”.

REGIONAL PARKS COMMITTEE 2019 WORK PLAN

Attachment 1 to this report sets out the Regional Parks Committee Work Plan for 2019. The status of work program elements is indicated as pending, in progress, or complete. The listing is updated as needed to include new issues that arise, items requested by the Committee and changes in the schedule.

REGIONAL PARKS GROUP AND PUBLIC EVENTS

In 2018, Metro Vancouver Regional Parks staff delivered interpretive programs and special events in Metro Vancouver regional parks to 40,022 visitors. The following is a summary of the 2018 program:



Programs were delivered in partnership with many community organizations and Metro Vancouver municipalities.

In 2019, Metro Vancouver Regional Parks staff will be completing a public programming and interpretation strategy. The strategy will be used to inform the renewal and development of regional parks interpretive programs, events, services and outreach activities.

REGIONAL RECREATIONAL GREENWAY NETWORK PLAN

At its June 22, 2018 meeting, the MVRD Board adopted the *Regional Parks Land Acquisition 2050* strategy. Within this strategy a collaborative process was identified to update the MVRD Board’s vision for a regional recreational greenway network. Accordingly, Metro Vancouver staff identified the commencement of this planning initiative as part of the *Regional Parks Committee 2019 Work Plan*. The project is intended to:

- identify an updated regional recreational greenway network;
- identify a subset of routes that would become part of Metro Vancouver Regional Parks' network of greenways; and
- provide direction to the completion of the greenways portion of the land acquisition catalogue.

Detailed project planning is underway. Key elements of the planning process include research, data collection, and a stakeholder engagement program. Engagement will commence in March 2019 at the Regional Parks Municipal Advisory Group meeting. Reporting to the Regional Parks Committee and MVRD Board will follow at key project points.

PACIFIC PARKLANDS FOUNDATION UPDATE

The Pacific Parklands Foundation continues to support Metro Vancouver Regional Parks through fundraising, administering grants to park partners, increasing access to regional parks through the Bus Grant Program, and supporting young environmentalists with scholarships.



Belcarra Regional Park - Catching the Spirit

In early 2019, the Foundation presented the Pacific Spirit Park Society with a \$10,000 grant through the George Ross Legacy Stewardship Program. The grant will be used for a habitat restoration project that works to improve critical habitat for the federally and provincially listed red-legged frog (*Rana aurora*).

The Foundation also raised \$30,000 for Catching the Spirit Youth Society from the TELUS Future Friendly Foundation, the Chris Spencer Foundation, and the Ames Family Foundation. Catching the Spirit Youth Society is a youth-run Regional Parks Program dedicated to developing leadership and social responsibility in youth through environmental awareness and stewardship, outdoor recreation, and youth ownership.

DELTA NATURE RESERVE UPDATE

The Delta Nature Reserve, the publicly accessible section of the Burns Bog Ecological Conservancy Area, subject to Board approval, will transfer operations from the City of Delta to Metro Vancouver in 2020. In advance of the transfer, Metro Vancouver and City of Delta staff are working together to share knowledge to ensure planning for the operational change is seamless to the public.

In addition to the operational cooperation between the City of Delta and Metro Vancouver, there is a potential opportunity to work with the Ministry of Transportation and Infrastructure to upgrade sections of the two kilometer boardwalk located within the reserve. This opportunity with the Ministry exists because of their proposed Nordel Way off ramp improvements that will have some impact on the existing boardwalk alignment. At this time, Metro Vancouver has been invited to provide input for the boardwalk alignment and construction methodology.

Metro Vancouver staff also met with the Burns Bog Preservation Society. The meeting discussions included educational programming, interpretative signage, memorial benches, and the boardwalk. Both groups have shared interests, which will allow cooperative work to take place.

KANAKA CREEK REGIONAL PARK – STEER

A wild steer has roamed the Fish Fence area of Kanaka Creek Regional Park and surrounding neighborhood since 2014 when it escaped from an adjacent cattle farm. The steer's owner, a local farmer, was unable to retrieve the animal. While the steer had been confirmed in the regional park since 2016, staff discovered how extensive the vegetation damage and slope erosion were when new parkland was added along Thornvale Creek. Wildlife cameras caught some of the movement and behavior of the animal, which proved to be an adventurous 1,500-pound wild steer.



Kanaka Creek Regional Park - Wild steer staring down park wildlife



In addition to the damage to park trees and soils, park neighbors complained of impacts to their adjacent suburban properties. Metro Vancouver had discussions with the owner, City of Maple Ridge, animal/wildlife agencies. Metro Vancouver staff and a volunteer rancher planned the capture of the steer, and its safe removal from the park.

In order to capture the steer, Metro Vancouver staff tracked its movements through wildlife cameras, placed out salt licks and feed to attract it to an accessible area, where a volunteer Veterinarian could tranquilize and load it into a trailer. Ultimately, the steer was lured into a portable corral. The first attempt resulted in the steer escaping over a six foot-high fence. The fence was raised to eight feet which eventually held the steer. The steer was transported by the rancher to a working ranch in the Kootenays.



EVENT UPDATES

Burnaby Lake Regional Park - SuperbOWL Sunday, February 10



Despite snow, cold temperatures, and a competing football game, nearly 100 participants attended a new event at the Burnaby Lake Regional Park's Nature House – SuperbOWL Sunday. Visitors explored displays comparing the adaptations of owls to the skills of football players and their equipment. Visitors enjoyed a live Barred Owl, Forest, who was brought to the event by the Northern Spotted Owl Breeding Program. In the evening, following the event, 45 participants participated in an owl walk with Metro Vancouver staff.

Pacific Spirit Regional Park - Family Day Campfire Monday, February 18

This was the 4th annual Family Day Campfire at Pacific Spirit Regional Park. Approximately 450 people attended the event to learn about the natural history of the park and enjoy a campfire with family and friends.



Metro Vancouver Staff and visitors shared stories and songs about birds, trees and coyotes. The event received coverage in local media outlets.

Attachment (26276801)

Regional Parks Committee 2019 Work Plan

28108044

Report Date: March 13, 2019

Priorities

1st Quarter	Status
Campbell Valley Regional Park – Public Engagement and Management Plan Update	In progress
George Ross Legacy three-year Agreement (Pacific Parklands Foundation)	Complete
Land Acquisition Annual Update	Complete
Minnekhada Regional Park – Evaluating Human and Bear Conflicts Update	In Progress
Natural Resource Management Program Update	Complete
Pacific Parklands Foundation Update	Complete
Regional Parks Asset Management Policy	In Progress
Regional Parks Overview	Complete
South Cultural Landscape – Belcarra Regional Park	In Progress
Sustainable Corporate Building Policy Update	Complete
Volunteer Framework Update	Complete
2nd Quarter	
Burnaby Lake Regional Park – Agreement with the City of Burnaby	Pending
Delta Nature Reserve (At Burns Bog)	In Progress
External Agency Reporting – Delta Heritage Air Park & Pacific Parklands Foundation	Pending
Framework to Guide Permitting of Reservable Facilities	Pending
Protect Campaign – 2019 Update	Pending
Public Engagement for new Widgeon Marsh Regional Park Management Plan	In Progress
Regional Parks Annual Report for 2018	In Progress
Regional Parks 30 year Financial Plan Scenarios	Pending
Regional Parks Naming Policy	Pending
3rd Quarter	
Capilano Regional Park - Replace Capilano Service Yard	Pending
Catching the Spirit Society Update	Pending
Natural Resource Management Update	Pending
Regional Greenways Recreational Network Strategy Framework	Pending
Regional Parks Committee Tour of Regional Parks	Pending
Review/Renew Park Association Contribution Agreements	Pending
Regional Parks 30 year Financial Plan Scenarios	Pending
Regional Parks Buildings Asset Management Update	Pending
Widgeon Marsh Regional Park Management Plan Final Approval	Pending
4th Quarter	
Aldergrove Regional Park (East) – Agreement with City of Abbotsford	Pending
Crippen Regional Park Davis Orchard - Capital Project Update	Pending
External Agency Reporting – Delta Heritage Air Park & Pacific Parklands Foundation	Pending
Natural Resource Management Framework	Pending
Pacific Parklands Foundation Agreement	Pending
Pacific Spirit Regional Parks Service Yard	Pending
Public Programing & Interpretation Strategy	Pending
Regional Parks Annual Budget and 5-year Financial Plan	Pending
Regional Parks Regulations & Amending Bylaw	Pending
Regional Parks Visitor Satisfaction Survey Results	Pending
Regional Parks Building Management Program	In Progress

METRO VANCOUVER REGIONAL PARKS
 Summary of Events
 April 2019

DATE	UPCOMING EVENTS
April 6, 2019	Birding by Ear BURNABY LAKE REGIONAL PARK
April 7, 2019	Birding for Beginners COLONY FARM REGIONAL PARK
	Wildflowers & Wetlands GLEN VALLEY REGIONAL PARK
April 9, 2019	Fun in the Forest (NEW) PACIFIC SPIRIT REGIONAL PARK
April 11, 2019	Forest Bathing (NEW) PACIFIC SPIRIT REGIONAL PARK
April 13, 2019	Nature Explorer Mini-Hike (NEW) BELCARRA REGIONAL PARK
April 14, 2019	Birds in Focus Photography Workshop BOUNDARY BAY REGIONAL PARK
April 17, 2019	Nature’s Architects (NEW) IONA BEACH REGIONAL PARK
April 22, 2019	Critter Capers: The Case of the Missing Blossoms (NEW) BURNABY LAKE REGIONAL PARK
April 28, 2019	Goodbye Chums! KANAKA CREEK REGIONAL PARK

*Note: For more information on Regional Parks Programs & Events, please visit <http://www.metrovancouver.org/events/calendar>

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