

**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PARKS COMMITTEE**

MEETING

Wednesday, April 3, 2024

9:00 am

28th Floor Committee Room, 4515 Central Boulevard, Burnaby, British Columbia

Webstream available at <https://www.metrovancover.org>

A G E N D A¹

A. ADOPTION OF THE AGENDA

1. April 3, 2024 Meeting Agenda

That the Regional Parks Committee adopt the agenda for its meeting scheduled for April 3, 2024 as circulated.

B. ADOPTION OF THE MINUTES

1. March 6, 2024 Meeting Minutes

That the Regional Parks Committee adopt the minutes of its meeting held March 6, 2024 as circulated.

pg. 3

C. DELEGATIONS

D. INVITED PRESENTATIONS

E. REPORTS FROM COMMITTEE OR CHIEF ADMINISTRATIVE OFFICER

1. Regional Greenways 2050 Plan Implementation Update

That the MVRD Board receive for information the report dated March 13, 2024, titled "Regional Greenways 2050 Plan Implementation Update."

pg. 8

2. Pacific Spirit Regional Park - Wreck Beach Update

That the Regional Parks Committee receive for information the report dated March 13, 2024 titled "Pacific Spirit Regional Park – Wreck Beach Update."

pg. 32

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

- 3. Manager’s Report – Regional Parks** *pg. 40*
That the MVRD Board receive for information the report dated March 14, 2024, titled “Manager’s Report – Regional Parks.”

F. INFORMATION ITEMS

- 1. Regional Parks Upcoming Events – April 2024** *pg. 74*

G. OTHER BUSINESS

- H. 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 meeting scheduled for April 3, 2024 pursuant to section 226 (1) (a) of the *Local Government Act* and the *Community Charter* provisions as follows:

- 90 (1) A part of a council 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 council considers that disclosure could reasonably be expected to harm the interests of the municipality;
 - (k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public;

I. ADJOURNMENT

That the Regional Parks Committee adjourn its meeting of April 3, 2024.

Membership:

McEwen, John (C) – Anmore	Kruger, Dylan – Delta	Stutt, Rob – Surrey
Bligh, Rebecca (VC) – Vancouver	Lahti, Meghan – Port Moody	Tan, Jenny – Maple Ridge
Au, Chak – Richmond	Leonard, Andrew – Bowen Island	Thompson, Sharon – West Vancouver
Calendino, Pietro – Burnaby	Muri, Lisa – North Vancouver District	Woodward, Eric – Langley Township
Elke, Tracy – Pitt Meadows	Penner, Darrell – Port Coquitlam	
Hodge, Craig – Coquitlam	Ross, Jamie – Belcarra	

**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PARKS COMMITTEE**

Minutes of the Regular Meeting of the Metro Vancouver Regional District (MVRD) Regional Parks Committee held at 9:00 am on Wednesday, March 6, 2024 in the 28th Floor Committee Room, 4515 Central Boulevard, Burnaby, British Columbia.

MEMBERS PRESENT:

Chair, Mayor John McEwen, Anmore
Vice Chair, Councillor Rebecca Bligh, Vancouver*
Councillor Pietro Calendino, Burnaby*
Councillor Chak Au, Richmond (arrived at 9:04 am)
Councillor Tracy Elke, Pitt Meadows (arrived at 9:05 am)
Councillor Craig Hodge, Coquitlam
Councillor Dylan Kruger, Delta
Mayor Meghan Lahti, Port Moody
Mayor Andrew Leonard, Bowen Island*
Councillor Lisa Muri, North Vancouver District
Councillor Darrell Penner, Port Coquitlam
Mayor Jamie Ross, Belcarra (arrived at 9:16 am)
Councillor Rob Stutt, Surrey
Councillor Jenny Tan, Maple Ridge* (arrived at 9:01 am)
Councillor Sharon Thompson, West Vancouver
Mayor Eric Woodward, Langley Township

MEMBERS ABSENT:

None

STAFF PRESENT:

Mike Redpath, Director, Regional Parks
Catherine Grosson, Legislative Services Coordinator, Board and Information Services
David Leavers, Division Manager, Visitor and Operations Services, Regional Parks

*denotes electronic meeting participation as authorized by the *Procedure Bylaw*

A. ADOPTION OF THE AGENDA

1. March 6, 2024 Meeting Agenda

It was MOVED and SECONDED

That the Regional Parks Committee:

- a) amend the agenda for its meeting scheduled for March 6, 2024 by adding two late delegations:
 - Dr. Cheryl Young, Medical Health Officer, Fraser Health Authority as Item C1;
 - Dr. Michael Schwandt, Medical Health Officer, Vancouver Coastal Health as Item C2; and
- b) adopt the agenda as amended.

CARRIED

9:01 am Councillor Tan arrived at the meeting.

B. ADOPTION OF THE MINUTES

1. February 7, 2024 Meeting Minutes

It was MOVED and SECONDED

That the Regional Parks Committee adopt the minutes of its meeting February 7, 2024 as circulated.

CARRIED

C. DELEGATIONS

1. Dr. Cheryl Young, Medical Health Officer, Fraser Health Authority

Dr. Cheryl Young spoke to item E1 of the agenda and provided members with a presentation titled "Pilot Program to Permit Alcohol Consumption in Regional Parks: Fraser Health Medical Health Officer Recommendations" noting Fraser Health's concerns regarding potential impacts including:

- a rise in alcohol consumption rates within the Fraser Health region;
- impacts on the public health system and associated costs;
- promoting the normalization of alcohol consumption as habitual to social gatherings and interactions; and
- risks associated with drownings, violence, litter and vandalism.

Dr. Cheryl Young requested that the Regional Parks Committee not move forward with the Pilot Project, however, if the project does move forward, she requested that Metro Vancouver consult with the Fraser Health Authority on potential public signage and information resources as part of planning and implementation.

9:04 am Councillor Au arrived at the meeting.

9:05 am Councillor Elke arrived at the meeting.

2. Dr. Michael Schwandt, Medical Health Officer, Vancouver Coastal Health

Dr. Michael Schwandt spoke to item E1 of the agenda and informed members about the Vancouver Health Authority's (VHA) concerns regarding the proposed Pilot Project to permit alcohol consumption in select Metro Vancouver regional parks.

Dr. Schwandt noted:

- the lack of consultation by Metro Vancouver with the VHA on the project;
- potential negative impacts to the overall park experience from increased noise, litter, feelings of being unsafe around intoxicated park users, and other secondary alcohol-related harms; and
- a lack of easily-accessible transit to many park locations.

Dr. Schwandt requested that Metro Vancouver not move forward with the Pilot Project, however if the project does move forward, that Metro Vancouver erect clear signage displaying *Canada's Guidance on Alcohol and Health*, ensure alcohol-free spaces are available in these parks, and continually assess the impacts of alcohol consumption on public health.

D. INVITED PRESENTATIONS

No items presented.

E. REPORTS FROM COMMITTEE OR CHIEF ADMINISTRATIVE OFFICER

9:16 am Mayor Ross arrived at the meeting.

1. Pilot Program to Permit Alcohol Consumption in Regional Parks

Report dated February 14, 2024 from David Leavers, Division Manager, Visitor and Operations Services, Regional Parks, seeking MVRD Board approval for a pilot program to permit seasonal alcohol consumption in designated areas of six regional parks during 2024.

In discussion, members commented on public feedback received on similar municipal programs and resulting municipal decisions to end or keep programs, the importance of creating outdoor space for people to gather and be socially responsible, and the continued need to address the illegal, unregulated consumption in parks.

In response to questions, Mike Redpath, Director, Regional Parks, informed members about:

- proposed timing reflecting the need to prepare and bring forward a bylaw for Board consideration and implement the program;
- criteria used to assessment park locations for the program; and
- staff would be onsite full-time to monitor, enforce and collect data.

Members requested staff provide updates for the duration of the pilot program to respond to any potential negative impacts as needed.

It was MOVED and SECONDED

That the MVRD Board:

- a) approve the Pilot Program to Permit Alcohol Consumption in Regional Parks in designated areas of six regional parks in 2024, as outlined in the report dated February 14, 2024, titled “Pilot Program to Permit Alcohol Consumption in Regional Parks”; and
- b) direct staff to report back with the required bylaw amendment to *Metro Vancouver Regional District Regional Parks Regulation Bylaw No. 1177, 2012* to authorize the designation of specific areas of select regional parks where liquor may be consumed; and
- c) direct staff to report back with a draft “Metro Vancouver Regional District Consumption of Liquor in Regional Parks Bylaw” to ensure compliance with the *Liquor Control and Licensing Act* of the Province of British Columbia.

CARRIED

2. Amended t̄amt̄ámíx̄w̄t̄ən/Belcarra South Design Concept

Report dated February 14, 2024 from Mike Redpath, Director, Regional Parks, seeking MVRD Board approval of the Amended t̄amt̄ámíx̄w̄t̄ən/Belcarra South Design Concept.

It was MOVED and SECONDED

That the MVRD Board approve the Amended t̄amt̄ámíx̄w̄t̄ən/Belcarra South Design Concept as presented in the report dated February 14, 2024, titled “Amended t̄amt̄ámíx̄w̄t̄ən/Belcarra South Design Concept.”

CARRIED

3. Manager’s Report – Regional Parks

Report dated February 28, 2024 from Mike Redpath, Director, Regional Parks, providing Regional Parks Committee members with an update on the volunteer appreciation and networking event, Metro Vancouver Regional Parks Foundation 2023 Annual Report, project update for Regional Park at Cape Roger Curtis.

It was MOVED and SECONDED

That the MVRD Board receive for information the report dated February 28, 2024, titled “Manager’s Report – Regional Parks”.

CARRIED

F. INFORMATION ITEMS

1. Regional Parks Upcoming Events – March 2024

G. OTHER BUSINESS

No items presented.

H. RESOLUTION TO CLOSE MEETING

It was MOVED and SECONDED

That the Regional Parks Committee close its meeting scheduled for March 6, 2024 pursuant to section 226 (1) (a) of the *Local Government Act* and the *Community Charter* provisions as follows:

90 (1) A part of a council 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 council considers that disclosure could reasonably be expected to harm the interests of the municipality.

CARRIED

I. ADJOURNMENT

It was MOVED and SECONDED

That the Regional Parks Committee adjourn its meeting of March 6, 2024.

CARRIED

(Time: 10:00 am)

Catherine Grosson,
Legislative Services Coordinator

John McEwen,
Chair

66332030 FINAL

To: Regional Parks Committee

From: Jamie Vala, Division Manager, Planning and Resource Management, Regional Parks

Date: March 13, 2024 Meeting Date: April 3, 2024

Subject: **Regional Greenways 2050 Plan Implementation Update**

RECOMMENDATION

That the MVRD Board receive for information the report dated March 13, 2024, titled “Regional Greenways 2050 Plan Implementation Update.”

EXECUTIVE SUMMARY

This report summarizes Metro Vancouver’s efforts to advance implementation of the *Regional Greenways 2050* plan. Advancing completion of the Regional Greenway Network requires collaborative action by municipal jurisdictions, TransLink, First Nations, Metro Vancouver, other levels of government, and other regional partners. Since the MVRD Board adoption of the *Regional Greenways 2050* plan in 2020, Metro Vancouver has advanced 21 projects under seven implementation roles – often in partnership with municipal jurisdictions.

Significant projects include hosting the 2023 Regional Greenway Network Implementation Forum and updating the Regional Greenway Network operational status map.

PURPOSE

To provide the Metro Vancouver Regional District (MVRD) Board information on the implementation activities undertaken by Metro Vancouver staff since the adoption of the *Regional Greenways 2050* plan by the MVRD Board in late 2020.

BACKGROUND

Updating the MVRD Board on the status of *Regional Greenway 2050* implementation actions is identified in the “2024 Regional Parks Committee Meeting Schedule and Work Plan” report dated January 4, 2024.

IMPLEMENTATION ACTIONS

The *Regional Greenways 2050* plan contains a set of implementation strategies and a five-year action plan organized according to municipal jurisdiction, TransLink, First Nations, Metro Vancouver, other levels of government, and other regional partners. For Metro Vancouver, the plan identifies seven roles with 28 implementation actions.

As Metro Vancouver staff advanced implementation of the plan over the last three years, a number of sub-actions were identified, which has resulted in 33 current initiatives. Review of the implementation status of the 33 sub-actions found that 10 have been completed, nine are in progress, two are classified as ongoing (annual activities), and the remaining 12 have not been started. See Attachment 1 for the implementation status table.

Following are highlights of the Metro Vancouver's implementation activities by theme.

Build Role

Metro Vancouver directly contributes to the advancement of the Regional Greenway Network by developing:

1. Incomplete segments of the four regional parks greenways it operates and maintains
2. New sections of multi-use pathways within regional parks that contribute to the Regional Greenway Network

Since 2020, Metro Vancouver has advanced the following implementation actions/sub-actions:

- Constructed the 500-metre-long Rock 'N Horse Trail connector in Aldergrove Regional Park
- Initiated detailed route planning for gaps in the Brunette Fraser Regional Greenway
- Supported planning and design of the Sea Island Regional Greenway as part of the Iona Waste Water Treatment Plant project
- Initiated planning and design on the two-kilometre (approximate) segment of the Delta South Surrey Regional Greenway between Nordel Way and 72nd Avenue
- Initiated planning on the Kanaka Creek Regional Park trail network connector to the proposed Port Haney segment of the Canyon to Coast trail
- Constructed approximately 3 km of the Campbell Valley Regional Park Perimeter Trail

Educate and Inform Role

As the vision holder for the Regional Greenway Network, Metro Vancouver was assigned actions under the educate and inform role of the action plan. One of the key responsibilities is tracking Regional Greenway Network implementation progress by all regional greenway developers since the adoption of the vision. Since 2020, Metro Vancouver has advanced the following implementation actions/sub-actions:

- Published the Board-adopted *Regional Greenways 2050* plan on the Metro Vancouver webpage
- Initiated an update of the operational status database for the Regional Greenway Network (*Regional Greenway Network Database Update & Status Report*)

The Regional Greenway Network database update project was initiated to determine how much progress had been made on the expansion of the Regional Greenway Network in the three years since the plan was adopted in 2020. This project is close to being complete and the results will be reported to the MVRD later this year.

Fund Role

Funding the development of regional greenways is another role identified for Metro Vancouver action in the plan. Implementation actions identified for Metro Vancouver focused on seeking grants, and exploring opportunities for new funding sources for both Metro Vancouver's regional parks greenways and the broader greenway network. Since 2020, Metro Vancouver has advanced the following implementation actions/sub-actions:

- Supported submission of a capital grant application for Burnaby Lake South Greenway
- Advanced a Regional Parks Development Cost Charge program to expand support for Regional Parks
- Explored options for allocating a portion of the Greater Vancouver Regional Fund towards establishment of a capital grant fund to support development of the Regional Greenway Network

Future collaboration with regional district member municipalities include acquiring missing tenures required to complete the regional parks greenways Metro Vancouver operates and maintains.

Convene and Collaborate Role

Metro Vancouver's historic function as regional convener is strongly reflected in the convene and collaborate role in the action plan. Since 2020, Metro Vancouver has advanced the following implementation actions/sub-actions:

- Supported the development of the *Climate 2050 Transportation Roadmap*
- Advocated for the inclusion of the Regional Greenway Network map in *Transport 2050*, TransLink's strategic transportation plan
- Collaborated with the City of Burnaby in the planning and construction of portions of the Burnaby Lake South Greenway
- Studied the sustainable transportation preferences of visitors to regional and other large natural parks

Plan and Policy Role

Since 2020, Metro Vancouver has advanced the following planning and policy-related implementation actions/sub-actions:

- Included the Regional Greenway Network map in the updated regional growth strategy (*Metro 2050*)
- Reviewed and updated the *Regional Parks Land Acquisition Strategy* to advance completion of the regional parks greenways
- Researched land tenure and initiated early engagement with key stakeholders on the 1 km gap in the Pitt River Greenway at the Pitt River Quarry
- Reviewed the *Seymour River Greenway Plan – Multi-Use Recreation Pathway Conceptual Plan* (2004) and explored options for project advancement with Metro Vancouver Water Services and Real Estate Services, and the District of North Vancouver

Operate Role

Under the *Regional Greenways 2050* operate role, Metro Vancouver operated and maintained Regional Parks' Brunette Fraser, Seymour River, Delta South Surrey, and Pitt River regional greenways.

Promote and Advocate Role

The plan's promote and advocate role is closely related to the convene and collaborate role that Metro Vancouver also supports in the action plan. Metro Vancouver's implementation actions focus on promoting collaborative implementation of the plan and developing consistent wayfinding standards for the network. Since 2020, Metro Vancouver has advanced the following implementation action/sub-action:

- Hosted the Regional Greenway Network Implementation Forum (November 15, 2023)

The Regional Greenway Network Implementation Forum (Attachment 2) provided attendees an opportunity to learn about the region wide system of recreational greenways, develop relationships and discuss on how best to advance the continued development of the network. Sixty (60) representatives from First Nations, municipal jurisdictions, other government agencies, and partners along with Metro Vancouver staff participated. Feedback from participants was positive with the majority of participants supporting a regularly scheduled forum on greenways.

scəwáθən məsteyəx^w (Tsawwassen First Nation) Elder Ruth Mary Adams and her Granddaughter Jesseca Adams provided the keynote address at the forum, sharing Elder Ruth's vision for the Great Blue Heron Way. The Great Blue Heron Way is a "proposed greenway to reconnect First Nations around the Salish Sea and the Sto:lo" (i.e., Fraser River). Elder Ruth described it as a way of healing and reconciliation that will honor each and every Traditional Territory and reconnect First Nations as they once were, across land and water. In addition to working in partnership to link multi-use greenways for community walking and cycling, the vision helps promote meaningful reconciliation for First Nations and their neighbours along a healing pathway, and provides opportunity for Indigenous-led cultural awareness.

Following the forum, staff received a letter (Attachment 3) looking for support for the vision and branding of the Great Blue Heron Way. Staff have reviewed the concept and find it to be complementary to the Regional Greenway Network as well as several other national and regional trail concepts such as the Canyon to Coast Trail (Experience the Fraser), TransCanada Trail, and Spirit Trail. As opportunities arise, Metro Vancouver staff will continue to raise awareness of the vision for the Great Blue Heron Way and share it with the member jurisdictions. Additionally, staff are currently working with scəwáθən məsteyəx^w on cultural recognition and collaborative opportunities for the development of the Boundary Bay Regional Park perimeter trail.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

This is an information report. There are no financial implications associated with it. All actions/sub-actions described above were completed within the Board's approved annual budget for the respective year. Any future activities requiring funding beyond regular operational budget allocations will be brought forward for approval during the Board's annual budget approval process prior to implementation.

CONCLUSION

This report summarizes the implementation activities Metro Vancouver has undertaken since the adoption of the *Regional Greenways 2050* plan in 2020. Metro Vancouver has advanced 21 projects under seven implementation roles in the past three years, both as a regional convener and as an operator of regional parks greenways.

Significant projects completed include hosting the 2023 Regional Greenway Network Implementation Forum and initiating the *Regional Greenway Network Database Update & Status Report* project.

Metro Vancouver staff will continue to collaborate with regional partners as it continues to support the realization of the region's shared vision of a connected network of regional recreational trails.

ATTACHMENTS

1. Regional Greenway Network Implementation Action Status Table
2. Regional Greenway Network Implementation Forum Summary Report, dated February 28, 2024
3. Letter from scə́waθən məsteyəx^w Elder Ruth Mary Adams, to Jamie Vala, dated November 22, 2023
4. Presentation re: Regional Greenways 2050 Plan Implementation Update

REFERENCES

1. [Regional Greenways 2050 Plan](#)

64043749

RG 2050 Role	RG 2050 Action	Sub-Action / Project	Status	Comments
Build	Construct priority regional greenway segments located in regional parks	Connect the west end of the Rock'n Horse Trail in Aldergrove Regional Park to the South Langley Regional Trail at 8th Ave. and 272nd Street	Complete	Constructed an approximately 500 m long connector trail between the South East Langley Regional Greenway trail at 8th Ave. and 272nd St. and the previously existing portion of the Rock 'N Horse trail in Aldergrove Regional Park.
		Extend the Campbell Valley Regional Park perimeter trail	In Progress	Long range plan is to extend the perimeter trail along the southern boundary of the park for cyclists, and pedestrians. To date Metro Vancouver constructed approximately 3 km of trail along the south boundary of the park from Lochiel School House to the southern boundary of the park near the intersection of 4th Avenue and 212th Street.
	Design Regional Parks greenway routes	Trail Upgrades (Nordel Way to 72nd Avenue) Delta South Surrey Regional Greenway	In Progress	The section of trail between Nordel Way and 72nd Avenue is part of the proposed route of the Delta South Surrey Regional Greenway. It functions as the access trail to the Delta Nature Reserve and as a utility corridor for Metro Vancouver Liquid Waste Services. Frequent flooding and erosion mean trail upgrades to this section are required. Design has commenced in 2024.
		Sea Island Regional Greenway - Iona Beach Regional Park / Causeway segments	In Progress	As part of the Iona Waste Water Treatment Plant replacement project, the portions of the regional greenway in Iona Beach Regional Park and on the Iona Island causeway are being designed.
		Coast to Canyon Trail - Port Haney to Kanaka Creek Regional Park	In Progress	Maple Ridge acquired land for park and greenway use, secured consulting services to design a greenway trail alignment and conduct public engagement. Metro Vancouver reviewed proposed municipal trail alignment, and developed a trail concept for connecting the municipal greenway segment to the Kanaka Creek Regional Park trail network.
Secure tenure to Regional Parks greenway routes	Brunette Fraser Regional Greenway Tenure Acquisition Project	In Progress	Metro Vancouver is working with the City of New Westminster to secure additional tenure for the Brunette Fraser Regional Greenway.	
Convene and Collaborate	Support <i>Climate 2050</i> development and implementation	Alternative transportation study and supporting market research	Complete	Completed a study of cycling and public transit to better understand how visitors travel to regional parks. Included market research of the general regional population as well as in-park surveys of visitors.

		Develop transportation road map.	Complete	Metro Vancouver adopted the <i>Climate 2050</i> Transportation Roadmap November, 2021. This roadmap included support for active transportation activities such as cycling.
	Support <i>Transport 2050</i> development	Include Regional Greenway Network map in Transport 2050 plan.	Complete	Metro Vancouver participated in the development of the regional transportation strategy, <i>Transport 2050</i> , which includes the Regional Greenway Network map.
Educate and Inform	Collaborate with TransLink and others to track and report on Regional Greenway Network expansion	No sub-action	In Progress	Map 2 in the Regional Greenways 2050 plan (Regional Greenway Network Operational Status) describes the operational status of the trails that make up the network. This data is three years old and required updating. A consultant was hired and this work will be complete in 2024.
	Publish Board adopted greenways plan online	No sub-action	Complete	Regional Greenways 2050 plan was published on the Metro Vancouver website after adoption by the MVRD Board in November 2020.
Fund	Explore options for obtaining a proportion of regional allocation of Federal Gas Tax funding for regional greenway development	No sub-action	Complete	Metro Vancouver also explored the potential to update the Greater Vancouver Regional Fund as part of the program's renewal to secure federal capital funding for the establishment of a Regional Greenway Network capital grant program to be administered by the regional district. The MVRD Board decided that the current priority for the Fund remains transit projects identified by TransLink. However, the future allocation of any one-time or permanent increases in Canada Community-Building Fund distributions, beyond the indexed annual rate, will be considered on a case-by-case basis by the Board.
	Explore Regional Parks Development Cost Charges (DCC) program to expand support for Regional Parks greenway development	No sub-action	Complete	Metro Vancouver passed third reading of a DCC bylaw for regional park land acquisition. Land Acquisition for regional parks greenways was included. It is anticipated this bylaw will be adopted in March of 2024.
	Seek capital grants when available	Submitted grant funding for Burnaby Lake South Regional Greenway	Complete	Application submitted to Infrastructure Canada's Active Transportation Fund grant program. Grant funding not received. Project was not shovel ready

Operate	Operate and Maintain Regional Parks' greenways	Annual activity	Ongoing	Metro Vancouver continues to operate and maintain four regional park greenways.
Plan and Policy	Commence conceptual and detailed planning for priority segments of current Regional Parks greenway routes	Burnaby Lake South Greenway Phase 2	In Progress	Being completed in partnership with City of Burnaby this 3.4 km planned greenway will travel along the south side of Burnaby Lake Regional Park on the alignment of an existing gravel surfaced recreation trail and narrow low traffic road. Phase 1 was constructed by Fortis BC previously. Burnaby is undertaking a feasibility study and lighting estimate using consulting services.
		Pitt River Regional Greenway	In Progress	Researched status of incomplete segment of Pitt River Greenway to determine opportunities to advance the greenway. Particular focus on the gap at the Pitt River Quarry. Anticipated next step is to initiate a study of options.
		Seymour River Regional Greenway	In Progress	Researched the status of the incomplete segment of Seymour River Regional Greenway with Metro Vancouver Water Services and District of North Vancouver staff to determine opportunities to advance project. Particular focus on the development of a portion of the greenway alignment at Water Services Beach Yard property on Burrard Inlet in the Maplewood industrial area. Anticipated future work includes clarifying the feasibility of a greenway along the east or west edge of the Beach Yard facility as part of site redevelopment after the water supply tunnel construction is complete with further exploration of alternatives as necessary.
	Include the Regional Greenway Network and supporting policies, as appropriate, in the update of the Regional Growth Strategy, <i>Metro 2050</i>	No sub-action	Complete	See map 10 in <i>Metro 2050</i>
Update <i>Regional Parks Land Acquisition 2050</i> strategy with greenway lands	Updated Land Acquisition Strategy to reflect land tenures required to advance regional parks greenways.	Ongoing	Staff have reviewed and included greenway properties.	

Promote and Advocate	Promote the collaborative implementation of <i>Regional Greenways 2050</i>	Regional Greenway Network Implementation Forum	Complete	Metro Vancouver hosted the Regional Greenway Network Implementation Forum on November 15, 2023 to bring together representatives from First Nations, Municipal Jurisdictions, other agencies and partners to share information, build relationships and discuss challenges and opportunities to advance implementation of the Regional Greenway Network.
----------------------	--	--	----------	--



Regional Greenway Network Implementation Forum

November 15, 2023
Workshop Summary

February 28, 2024

Table of Contents

Table of Contents.....	i
List of Tables	i
List of Figures	i
List of Appendices	i
1.0 Introduction	2
2.0 Program.....	2
3.0 Summary of Workshop Discussion.....	3
4.0 Exit Survey Results	8

List of Tables

Table 1: Major Program Elements	2
Table 2: Highest Priority Gaps in the Regional Greenway Network	3
Table 3: Biggest Challenges to Implementing the Regional Greenway Network	5
Table 4: New or Improved Approaches that would help advance the Regional Greenway Network.....	6
Table 5: Best Way Metro Vancouver Can Support Implementation of the Regional Greenway Network ..	7

List of Figures

Figure 1: When Should Metro Vancouver Host the Next Regional Greenway Network Implementation Forum?.....	9
Figure 2: What Can Metro Vancouver do to Support Implementation of the Network?.....	9

List of Appendices

Appendix A: Represented Organizations	10
---	----

1.0 INTRODUCTION

On November 15, 2023, Metro Vancouver hosted a Regional Greenway Network Implementation Forum as part of efforts to facilitate the implementation of the *Regional Greenways 2050* plan. This plan is the region’s shared vision for a network of recreational multi-use paths for cycling and walking that connects residents to large parks, protected natural areas and communities to support regional livability. The purpose of the forum was to provide attendees an opportunity to learn about the region-wide system of recreational greenways, develop relationships, and discuss on how best to advance the continued development of the network. Sixty representatives from First Nations, municipal jurisdictions, other government agencies, and partners along with Metro Vancouver staff participated in the forum.

Participants overwhelmingly found the forum to be of value and encouraged Metro Vancouver to hold another forum in two years. They identified high priority greenway segments for completion, ranked them in importance, described the challenges to expansion of the greenway network, and shared their ideas on ways to improve the development of the Regional Greenway Network. When asked what Metro Vancouver can do to facilitate development of the network, a strong message was received that the regional district should increase its promotion and advocacy of regional greenways; continue and enhance its facilitation, coordination, and collaboration activities; and – most notably – support enhanced regional capital funding sources and information.

2.0 PROGRAM

Table 1: Major Program Elements

Major Program Element	Description
Keynote Presentation - Great Blue Heron Way	Elder Ruth Adams and Jesseca Adams, from the Tsawwassen First Nation, shared Elder Ruth’s vision for the Great Blue Heron Way, a proposed greenway to reconnect First Nations between southeastern Vancouver Island, the Lower Mainland and upper Fraser Valley.
Presentation 1 - Sustainable Transportation Research	Craig Sobering, from Metro Vancouver, presented a summary of results from sustainable transportation-focused market research and a student-led survey project in regional parks about cycling to regional and other large natural parks.
Presentation 2 - Spirit Trail	Shane Devine and Steve Carney, from the District of North Vancouver, shared information on the District’s implementation efforts on the Spirit Trail.

Presentation 3 - Pedaling Towards Equity: Analyzing Transportation Access in Metro Vancouver's Cycling Network	Navdeep Chhina & Evan Hammer, from HUB Cycling, presented information on HUB Cycling's work monitoring the state of cycling in the region, equitable access to safe cycling infrastructure, and bicycle highways.
Presentation 4 - Regional Active Transportation Policy & Funding	Rex Hodgson, from TransLink, presented information on TransLink's regional active transportation policy and funding and how it supports expansion of the Regional Greenway Network.
Presentation 5 - Regional Green Network Status	Brian Patterson, from Urban Systems, presented preliminary findings from Metro Vancouver's Regional Greenway Network status update project and discussed barriers and challenges to expanding the network along with opportunities and trends.

3.0 SUMMARY OF WORKSHOP DISCUSSION

This section summarizes the discussion from the forum attendees through the workshop session.

Table 2: Highest Priority Gaps in the Regional Greenway Network as Identified by Participants

Burrard Peninsula Workshop Group (Vancouver, Burnaby & New Westminister)**	
Rank	Trail Segment
V1	Alexander St, Water St, and Cordova St portion of Portside greenway
V2	Portside greenway - Powell Overpass
V3	Kent Ave – Fraser River Trails (Arbutus to Ontario)
V4	University Endowment Lands to North West Marine Drive
V5	BC Parkway – Slocan gap
B1	Central Valley Greenway - Sperling Ave (Multi Use Path) at Burnaby Lake
B2	BC Parkway at Imperial St, Central Blvd, & Jubilee Ave
B3	BC Parkway at Boundary
B4	Fraser Foreshore Trail
B5	Inlet Area/Hastings
NW1	Brunette Fraser Greenway between Spruce St and Canfor Ave
NW2	Brunette Fraser Greenway between Sapperton Landing and Pier Park

South Shore Workshop Group (Delta, Richmond, Tsawwassen First Nation, White Rock)	
Rank	Trail Segment
1	Massey/Deas Tunnel (involves municipal jurisdictions and Ministry of Transportation and Infrastructure)
2	Bridge/overpass connections (In general)
3	BC Ferries causeway (regionally significant)
4	Complete the 'loop' within west Delta (i.e., connect Tsawwassen Lands)
5	Delta South Surrey Greenway
Fraser Valley Workshop Group (Township of Langley & City of Surrey)*	
Rank	Trail Segment
1	Complete waterfront greenway along Crescent Rd and Nicomekl River - Surrey
2	Connect Tynehead/Surrey to the Fort to Fort Trail/Langley riverfront between Hwy 17 and Golden Ears Way (near Hwy 1/Barnston Dr East)
3	Complete connections to Aldergrove Regional Park on 8th Ave and 272 St
4	Complete east-west connection between 168 St and King George Blvd near Fleetwood Park and Bear Creek
Ridge Meadows Workshop Group (Maple Ridge and Pitt Meadows)*	
Rank	Trail Segment
1	Gap along North Shore of the Fraser River from Golden Ears Bridge through Kanaka Creek Regional Park to River Rd at 240 St
2	North Alouette Greenway gap
3	Connection to Golden Ears Park
4	Planned segment along the North shore of the Fraser River between 240 St and River Rd and the Mission municipal boundary
5	Pitt River Greenway gap adjacent to Pitt River Quarry
North Shore Workshop Group (District of North Vancouver)*	
Rank	Trail Segment
1	2nd Narrows to Dollarton Connection (District of North Vancouver)

2	Park and Tilford (City of North Vancouver)
3	Complete Regional Greenway Network in West Vancouver
North East Workshop Group (Coquitlam & Port Moody)*	
Rank	Trail Segment
1	Guildford Greenway
2	St. John's to Barnet Hwy
3	Barnet Hwy
4	Freemont Connector
5	Connections to təmtə́míxʷtən/Belcarra Regional Park, Minnekhada Regional Park, and Widgeon Marsh Regional Park via David Ave
6	Connections to ǻ́éxətəm Regional Park from Fraser River Greenway

* Feedback at this table reflects the perspective of the municipal jurisdictions and other partners that participated in the workshop on November 15, 2023.

** Due to large number of participants, reporting reflects priorities by municipality.

Table 3: Biggest Challenges to Implementing the Regional Greenway Network

Challenge	Description
Funding	Lack of regionally focused capital funding for land acquisition and trail construction. Development Cost Charge funding is focused on denser areas which creates funding gaps in rural/suburban areas. Private investment through upzoning is also focused on urban areas.
Lack of space	A general lack of space for greenway establishment within developed parts of the region. This includes limited land in public ownership, general land competition reflected by high real estate prices, and narrow road right of ways with multiple uses.
Environmental challenges	Wildlife and natural features like streams and wetlands can constrain development.
Physical Barriers	Existing linear infrastructure like railways and highways create barriers to trail development. Challenging topography like ravines, canyons and steep slopes make establishing trails with readily bikeable grades difficult.

Development challenges	Delays in the redevelopment of areas where aspirational routes are identified, the focus of private investment in urban areas over rural areas creates urban/rural disparity.
Permitting	Complex and time-consuming permitting processes and archaeology requirements slow implementation.
Land acquisition	Acquiring tenure for regional greenways can be challenging due to scarcity from historic development patterns and the related high cost of regional real estate.
Public opposition/political will	Public opposition to greenway/bicycle infrastructure development projects can prevent approval by responsible authorities. An example is concern over potential replacement of road side parking by new protected cycling infrastructure.
Lack of public awareness/promotion	Absence of compelling narrative for expansion of network (e.g., promotion, branding, etc.) at the community or neighbourhood scale.
Lack of coordination & collaboration	Better communication between agencies could reduce barriers to greenway development.
Staff capacity	Competing demands on staff time for other projects/programs can limit progress.

Table 4: New or Improved Approaches that would help advance the Regional Greenway Network

Approach	Description
Funding sources, information and approaches	Development of new regionally focused funding sources, and establishment of better sources of information about existing funding resources will improve implementation. Funding partnerships, cost-sharing, match-funding, and corporate sponsorships were all identified as approaches to leverage existing funding sources of greenway development partners.
New legislation	Higher levels of government mandating greenway/bicycle infrastructure development (akin to the Provincial bill on Transit Oriented Development) could act to depoliticize local dialogue.
Streamline permitting processes	The use of streamlined permitting processes could simplify processes and speed greenway development. An example is the use of multi-assessment archaeological permits for high priority areas.
Increased promotion, marketing	Increased promotion of the vision for a Regional Greenway Network to increase public awareness and political buy-in. Potential approaches include: tourism promotion; trail opening events; increased

	communications and storytelling through articles, social media and website; interpretive events with educational opportunities; and videos/animations about implementation progress, successes, visitor experiences and stories, new segment openings, and the overall vision.
Increase research and education	Some areas for increased research and professional practitioner education include: greenway design and construction best practices; green infrastructure / urban drainage infrastructure; and creative use of road allowance.
Leverage other initiatives/look for synergies between projects	Greenway development projects can benefit from alignment with other regional initiatives. For example, climate change resiliency projects like dike raising can provide opportunities to expand greenway networks.
Improved coordination	Because municipal jurisdictions are best positioned to implement regional greenways, cross-boundary linkages between communities can be missed. Improved regional coordination could facilitate inter-municipal regional greenway route connections.
Blueway/water connections	Use blueway/water connections to bridge challenging gaps.
Reconciliation	Synergies between regional greenway development and First Nation communities could promote reconciliation (e.g., Great Blue Heron Way).
Expand use of rapid implementation approach	TransLink developed a set of rapid implementation guidelines to promote expansion of the regional cycling network. Greenway network developers could build on the success of these guidelines and funding sources to speed implementation.

Table 5: Best Way Metro Vancouver Can Support Implementation of the Regional Greenway Network*

Role	Description
Funding	Provide regional greenway specific funding (e.g., TransLink’s Bicycle Infrastructure Capital Cost Share (BICCS) grant). Develop a funding guide for municipal jurisdictions that identifies available grants and deadlines (TransLink example). Explore cost sharing opportunities.
Public education/promotion	Act as a champion for routes. Increase public awareness of the regional greenway network through promotional campaigns, trail storytelling, offering youth programs, identifying allies, building relationships, sharing success stories, and developing visions for sections of trail (e.g., Spirit Trail).

Facilitation between partners	Provide a platform for regional collaboration. This could include promoting communication between jurisdictions through brainstorming activities, and physically connecting greenway providers through events like forums, sub-regional meetings, etc.
Advocacy	Advocate to senior levels of government and other agencies. Could include promoting the development of Provincial and Federal legislation that mandates development of cycling infrastructure as climate change mitigation action.

* This table summarizes feedback from the workshop session. See Figure 2 below for additional information on this topic extracted from the forum exit survey.

4.0 EXIT SURVEY RESULTS

Metro Vancouver hosted a brief exit survey to measure the value of the forum and interest in holding subsequent events. Forty-one of the 44 attendees completed the survey.

Workshop participants were asked if they found the forum valuable. One hundred per cent of respondents answered yes.

The following figures report the feedback received from participants on the frequency forums should be held and what Metro Vancouver should do to support implementation of the Regional Greenway Network.

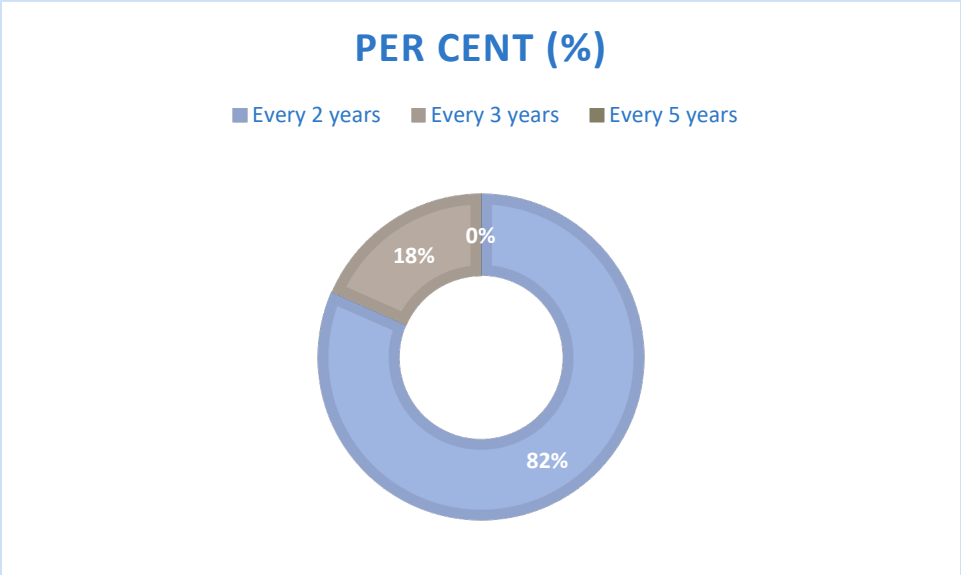


Figure 1: When Should Metro Vancouver Host the Next Regional Greenway Network Implementation Forum?

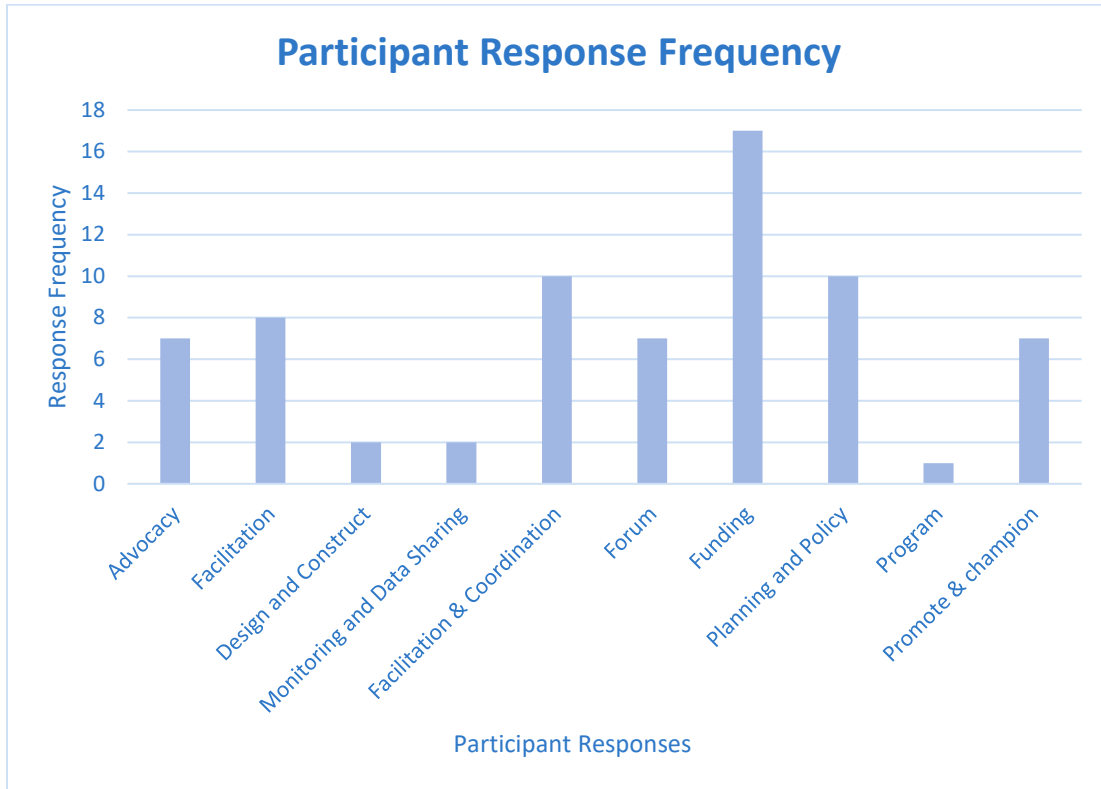


Figure 2: What Can Metro Vancouver do to Support Implementation of the Network?

APPENDIX A: REPRESENTED ORGANIZATIONS

This appendix lists the organizations represented at the Regional Greenway Network Implementation Forum on November 15, 2023.

- Tsawwassen First Nation
- Vancouver
- Richmond
- Ministry of Transportation and Infrastructure (MoTI)
- North Vancouver District
- Burnaby
- HUB Cycling
- White Rock
- Surrey
- TransLink
- Coquitlam
- Trails BC
- Langley Township
- New Westminster
- Port Moody
- Pitt Meadows
- Maple Ridge
- UrbanSystems
- Electoral Area A
- Delta
- University Endowment Lands (UEL)
- Destination British Columbia

sməq̓'a? xeł - The Great Blue Heron Way

November 22, 2023

Sent from scjones@telus.net on behalf of:

Tsawwassen First Nation Elder x̓'asteniya (Ruth Mary Adams)

ruthmaryadams@gmail.com

2401 Falcon Way

Tsawwassen FN, BC V4M 4G4



To:

Jamie Vala

Division Manager, Metro Vancouver Regional Parks,

It was a pleasure to be Keynote speaker at the Metro Vancouver Regional Greenways Network Implementation Forum on November 15 at the Anvil Centre in New Westminster. Thank you for your warm welcome and opportunity to present about the Great Blue Heron Way (GBHW). The presentation included an Ask to endorse the GBHW, it is noted here:

... that the Metro Vancouver Regional District Board endorse the Great Blue Heron Way concept of reconnecting First Nations, via the region's greenway trails system to be part of true and lasting reconciliation.

The Great Blue Heron Way <https://trailsbc.ca/the-great-blue-heron-way-vision-gbhw/> is a Vision to connect First Nations along waterside trails as they once were connected, as a Way to bring Nations together and to share in reconciliation with all communities along its path. It will honour each and every Territory along the Way and include Nation communities as they wish to be involved; perhaps through art and stories, with economic possibility, as well supporting mental and physical health and well-being that helps towards Climate Change Action.

Metro Vancouver Regional Greenways, and local loops to those greenways, can be utilized for everyday travel or exploring via useful routes that overcome both physical gaps and mental barriers. Inclusion of all community ability and knowledge is a Vision of acceptance and learning for people as they wish to live today.

To achieve this Vision needs your welcoming partnership. Please consider this ask in the spirit of Reconciliation.

hay čx̓' qə

Thank you.

Sincerely,

Tsawwassen First Nation Elder x̓'asteniya (Ruth Mary Adams)

and

the Great Blue Heron Way team

Sandra Jones, GBHW scjones@telus.net

Léon Lebrun, Trails BC

Sage Flett-Kruger Okanagan Nation, Trails BC

Amy Lachance TFN, Trails BC

Richard Campbell, Trails BC

Sheryl Atkinson, HUB Cycling Richmond

David Grigg, Infrastructure Advisor to the Great Blue Heron Way team

Roel Schootman, HUB Cycling TFN Delta

Anne Marie Goodfellow, Language and Culture Specialist



Seaside Greenway

Regional Greenways 2050 Plan

IMPLEMENTATION UPDATE

Jamie Vala

Division Manager, Planning and Resource Management

April 3, 2024 Regional Parks Committee Meeting
66361853

metrovancouver

REGIONAL GREENWAYS 2050

- Adopted in 2020
- Focus on collaborative implementation of regional vision
- Includes 5 year action plan



Brunette Fraser Regional Greenway

metrovancouver

2

2023 REGIONAL GREENWAY IMPLEMENTATION FORUM

What can Metro Vancouver do?

- Promotion and Advocacy
- Continued facilitation, coordination and collaboration
- Support enhanced regional capital funding sources and information

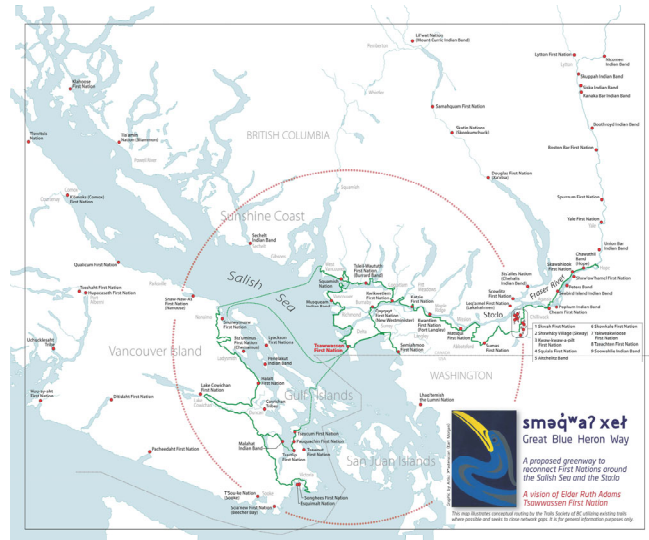


Regional Greenway Network Implementation Forum, Anvil Center

2023 IMPLEMENTATION FORUM

Shared Learnings

- Great Blue Heron Way Vision
- North Shore Spirit Trail
- Sustainable transportation research
- Regional transportation policy and funding
- HUB Cycling activities



Great Blue Heron Way, Elder Ruth Adams, scəwəθən məsteyəxʷ (Tsawwassen First Nation)

REGIONAL GREENWAY NETWORK DATABASE UPDATE & STATUS REPORT

- Initiated summer of 2023
- Goals
 1. Clean / repair database
 2. Develop repeatable process
 3. Determine development progress since 2020
- Challenges
- Full report this year



Operational Status Map (2020), Regional Greenways 2050 Plan



Boundary Bay Regional Park

Questions?

To: Regional Parks Committee

From: Paul Brar, West Area Division Manager, Regional Parks

Date: March 13, 2024 Meeting Date: April 3, 2024

Subject: **Pacific Spirit Regional Park - Wreck Beach Update**

RECOMMENDATION

That the Regional Parks Committee receive for information the report dated March 13, 2024, titled “Pacific Spirit Regional Park – Wreck Beach Update.”

EXECUTIVE SUMMARY

Renowned for its natural beauty and its unique social character, Wreck Beach is a popular destination within Pacific Spirit Regional Park. As a result of its remote location and increasing popularity, Metro Vancouver and its partner agencies have been responding to a relatively high number of emergencies and safety incidents in recent years. With input from emergency response providers, strategies have been developed to improve public safety at Wreck Beach. This multi-pronged action plan uses an integrated approach that takes into consideration site design, education, enforcement, and partnerships.

PURPOSE

At the Regional Parks Committee meeting held on January 9, 2023, staff reported out on meetings held with emergency response agencies regarding safety concerns at Wreck Beach and brought forward an action plan for 2023. The purpose of this report is to report out on the 2023 beach season and to highlight additional actions to be taken in 2024.

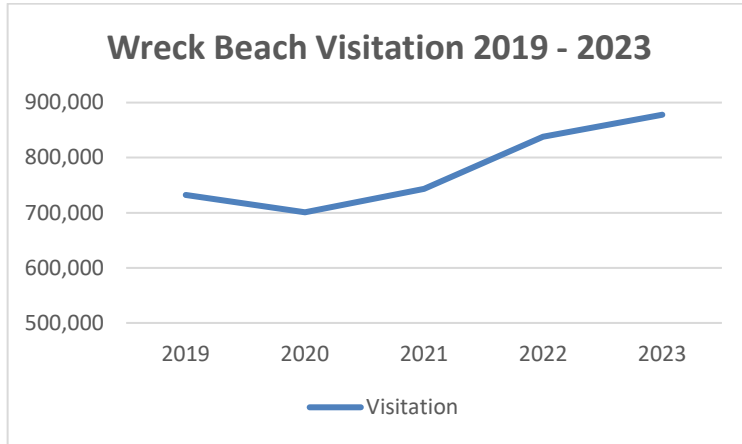
BACKGROUND

Wreck Beach is a popular destination within Metro Vancouver’s Pacific Spirit Regional Park for both regional residents and tourists. Located along the west coast of Vancouver’s Point Grey peninsula and extending 7 kilometers from Acadia Beach to the Musqueam Indian Reserve, Wreck Beach is one of the largest clothing-optional beaches in the world (Attachment 1).

VISITATION

Due to its physical isolation and the need to descend approximately 500 steps to access the main beach, Wreck Beach has historically been known for its unique social character. In recent years, however, the site’s popularity has grown significantly.

For 2023, the number of visitors was over 870,000. Over the past five years, the number of visits to Wreck Beach have grown by 20 per cent.



EMERGENCY RESPONSE

The isolation of Wreck Beach and the increasing high visitation creates a number of challenges to managing the beach. This includes response to medical emergencies, which require a coordinated effort by multiple emergency responders including the RCMP (UBC Detachment), Vancouver Fire and Rescue Services (VFRS), BC Ambulance Service (BCAS), and the Canadian Coast Guard.

9-1-1 emergency responses are directed by E-Comm to the appropriate agency. The VFRS respond to large beach fires or forest fire incidents and typically assist BCAS with all medical calls. Due to the geographic isolation of Wreck Beach, the Coast Guard’s hovercraft regularly supports BCAS with transporting acute medical emergencies off the beach. This process is effectively coordinated, however, if the Coast Guard is unavailable to assist in transporting off the beach, the patient must be carried by stretcher up the 500 steps to NW Marine Drive where they are transferred to an ambulance. The RCMP and/or Regional Parks staff typically support with crowd control and ensuring there is adequate emergency responder access.

The table below depicts the number of emergency calls for service to Wreck Beach for the period 2019-2023. Call volumes can be influenced by hotter and drier summer months, which can lead to spikes in visitation (elevating the possibility of conflicts amongst users) and heat related medical incidents.

AGENCY	2019	2020	2021	2022	2023
RCMP	49	29	54	34	42
VFRS	28	39	69	25	55
BCAS	26	47	41	11	8
Canadian Coast Guard	7	14	35	4	6

2024 ACTION PLAN

The following action plan is a multi-faceted, integrated approach that takes into account site design, education, enforcement, and partnerships. This action plan builds on the learning and success of strategic actions implemented in 2023.

Log Clean-Up

Log clean-ups are conducted annually to remove debris from winter storms. The removal of excess logs on the beach helps to prevent beach fires and the construction of large structures. The piling of logs to create structures or to delineate territories can be a source of conflict amongst beach goers.

In 2023, a new log layout was introduced on the beach (Attachment 2). The new log alignment creates more open space for the public to enjoy the beach, improves circulation, clears sightlines for patrols and closing sweeps, and ensures wide pathways for emergency responder access.

This year's log clean-up will take place between March 25-29, 2024. As heavy machinery is required for the debris removal, access to the main beach will be closed for the duration of the log clean-up to ensure public safety.

Fire Prevention

Fires are a significant concern at Wreck Beach. The potential for beach fires is reduced by removing extraneous beach logs that are used for firewood and through closing patrols of the beach during the summer season. Smoking is only permitted in designated smoking areas, which are assigned in locations considered low risk for fire, and are closed in high and extreme fire danger conditions. Fire danger ratings are closely monitored to reduce the risk of fires in the park, with restrictions on some activities, such as smoking or use of barbecues, in coordination with local fire authorities.

In response to heightened fire concerns related to recent drought conditions, on July 26, 2023, Regional Parks staff participated in a town hall forum with constituents of Electoral Area A and the University of British Columbia to discuss fire prevention strategies in place for Pacific Spirit Regional Park and Wreck Beach. Staff are also investigating opportunities to deploy early fire detection sensors that are being piloted in several communities in B.C.'s interior that were impacted by last year's wildfires.

Closing Patrols

During the peak summer months, staff patrols are conducted shortly following sunset to close the beach. This beach closure has proven effective in discouraging large gatherings and preventing fires. Staff will begin conducting beach closures as the weather warms and visitation increases to set the tone for the season. Joint patrols with the RCMP are conducted as police resources allow.

Etiquette

The increasingly popularity of Wreck Beach has led to the site providing fewer areas for seclusion and privacy on busy days. Refreshed signage has been installed to remind visitors to respect people's privacy. Staff will also be conducting proactive educational campaigns on appropriate beach etiquette using sandwich boards and speaking directly to new visitors, with particular focus on practicing mindfulness when using smartphones, which was a sensitive topic last summer.

Education and Enforcement

Regional Parks staff will continue their education and enforcement activities to seek voluntary compliance with beach use guidelines and the *Regional Parks Regulation Bylaw No. 1177*. In addition to regular beach patrols, staff will engage the public through information tents and

sandwich board signs in support of public safety goals. Where necessary, enforcement actions in the form of ticketing will be taken where education efforts are not proving effective with repeat offenders. The RCMP (UBC Detachment) are a critical partner agency in supporting Metro Vancouver in patrolling the beach.

Trail Improvements

Given the site's physical isolation and heavy exposure to storm events, it is critical for the trails in and around Wreck Beach to be regularly maintained to ensure safe and reliable access. In preparation for the busy summer season, repairs have been made to trail surfaces, wooden steps, railings, fencing, and signage.

Key improvements have been made to the trail network near the top of Trail 7 (Attachment 3). Several unsanctioned and hazardous trails leading to cliff edges have been decommissioned and replaced with the Grand Fir Trail. The Grand Fir Trail was carefully designed to reduce impacts on mature trees from trail braiding and to facilitate public access to one primary route, improving public safety, wayfinding, and overall visitor experience.

Garbage Removal

Regional Park staff remove approximately 300 large bags of garbage from the beach each year, despite the public being encouraged to carry out any garbage they may bring down with them. Since garbage disposal facilities are not available at the beach, garbage is stored in a secure bin until it is removed by boat. Increasing amounts of garbage are being deposited in the pit toilet tanks, causing issues with disposal of the cross-contaminated waste. Staff are implementing communication strategies to educate the public about appropriate ways of disposing of waste.

PARTNERSHIPS AND COLLABORATION

While Wreck Beach is the jurisdiction of Metro Vancouver, there are a number of partner agencies that have a shared interest in promoting public safety at the site. The Wreck Beach Incident Response Committee (WBIRC) is a multi-agency task force to address the complex social and emergency response issues impacting the site. This committee is chaired by Metro Vancouver Regional Parks and is comprised of emergency service responders (RCMP, VFRS, BCAS, Coast Guard) and Vancouver Coastal Health (managing Wreck Beach Food and Personal Services Vending Permits).

Additional agencies that staff work closely with include the University of British Columbia (UBC), the University Endowment Lands (UEL), Vancouver Coastal Health, and the Ministry of Transportation and Infrastructure (MoTI). Communication with the Pacific Spirit Park Society (PSPS) takes place as part of regular meetings and annual joint work planning processes

Coordination with the x^wməθk^wəyəm on matters related to Pacific Spirit Regional Park and Wreck Beach takes place through the Metro Vancouver Operational Working Group (MMOVG) meetings which are held quarterly. Of utmost importance to the x^wməθk^wəyəm is the monitoring and protection of archaeological resources in the area.

The WBIRC meets in the twice a year, once before the busy summer season to coordinate services, and then again in the fall to debrief on the success of implemented interventions and plan for future actions.

ALTERNATIVES

This report is presented as information. No alternatives are presented.

FINANCIAL IMPLICATIONS

There are no financial implications resulting from this report. All costs related to safety improvements will be funded through the existing 2024 operating budget and 2024 capital maintenance and capital development budgets.

CONCLUSION

Regional Parks staff are working closely with emergency service providers to improve public safety at Wreck Beach. The action plan identified in this report will be implemented this spring in advance of the busy summer season.

Attachments

1. Pacific Spirit Regional Park – Wreck Beach Area Map
2. Wreck Beach Log Clean-Up Operational Guidelines Summary
3. Trail Improvements – Grand Fir Trail

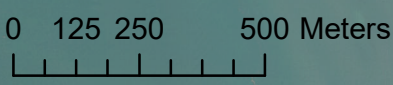
64131975



LEGEND  metrovancover
SERVICES AND SOLUTIONS FOR A LIVABLE REGION

-  Regional Park
-  Trail System

Production Date: March 11, 2022



WRECK BEACH LOG CLEAN-UP OPERATIONAL GUIDELINES SUMMARY

Regional Parks staff conduct annual log sorts on Wreck Beach to improve public safety. In response to feedback from emergency services providers, staff have created operational guidelines for the log removal process which includes the following components: phasing, timing, limit of work, log selection and removal, log layout, and site clean-up. The log layout plan below shows an alignment that creates more open space for the public to enjoy the beach, improves circulation, clears sightlines for patrols and evening sweeps, and ensures wide pathways for emergency responder access.



Figure 1: Wreck Beach Pre Log Clean-up



Figure 2: Wreck Beach Post Log Clean-up



Figure 3: Wreck Beach Log Layout Plan

TRAIL IMPROVEMENT

The Grand Fir Trail has been sanctioned and rerouted away from the cliff edge, with barrier fencing and warning signs installed to discourage people from approaching the unsafe cliff edge.

The newly sanctioned Grand Fir Trail was carefully considered to reduce impacts on mature trees and to allow public access to one primary route, resulting in the restoration and closure of over 3 kilometers of an unsanctioned trail. The official establishment of the Grand Fir Trail also improves visitor safety, wayfinding, and overall experience.



Figure 1: Grand Fir Trail



Figure 2: Trail Location Map



Figure 3: Grand Fir Trail Wayfinding Post

To: Regional Parks Committee

From: Mike Redpath, Director, Regional Parks

Date: March 14, 2024

Meeting Date: April 3, 2024

Subject: **Manager's Report – Regional Parks**

RECOMMENDATION

That the MVRD Board receive for information the report dated March 14, 2024, titled “Manager’s Report – Regional Parks.”

EXECUTIVE SUMMARY

Attachment 1 to this report sets out the Regional Parks Committee Work Plan for 2024. 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.

SILENT TRAILS - A VISION FOR ACOUSTICALLY PROTECTED TRAILS

Urban noise pollution in Metro Vancouver is rising, negatively impacting the region’s mental health, well-being, and natural habitats. To address this issue, Regional Parks is partnering to support the implementation of a *Silent Trails* pilot project to transform select trails in two key regional parks into “silent trails”, where human-made noise is minimized, and the natural soundscape is promoted.

This project is being undertaken by two members of the community, Tara Brown and Kristine Koster. Tara is a dedicated researcher and a Ph.D. candidate at the University of British Columbia. She is undertaking research related to sound pollution and nature trail experiences. Kristine is a certified forest therapy guide and an experienced environmental specialist. The *Silent Trails* pilot project will provide a unique opportunity for visitors to disconnect from the city’s omnipresent noise and immerse in the auditory richness of nature, promoting relaxation and a deepened connection to the natural world.

The *Silent Trails* initiative is grounded in a growing body of research that underscores the role of natural sounds and quietness in human well-being and wildlife conservation. This project recognizes the therapeutic value of quiet natural spaces, offering a solution to enhance the visitor experience and contribute to regional parks' ecological health and integrity.

The project has recently received \$9,000 in funding support from the Metro Vancouver Regional Parks Foundation to designate two *Silent Trails* in Metro Vancouver regional parks. Trails will be designated and branded over a 12-month period.

With this, the project aims to:

1. Develop an enhanced visitor experience, emphasizing tranquility and immersion in natural soundscapes
2. Promote the mental health and well-being benefits of peaceful interactions with nature
3. Preserve and improve the park's ecological integrity by minimizing noise pollution

One trail in Regional Parks West Area and one trail in Regional Parks East Area are in the process of being selected for the pilot program. Trail selection is based on the existing soundscape and opportunities for noise reduction, the trail's accessibility, current programming, and proximity to staging areas.

Signage will be installed to inform visitors about the *Silent Trails* designation and the guidelines for noise reduction. The project's success will be evaluated based on the reduction in noise levels, as measured by sound meter sensors that will be installed, and through feedback from visitors using online surveys. Trail counts from before and after will be compared to see if the initiative attracts additional visitors.

The project complements existing regional parks programs by aligning with Metro Vancouver's *Regional Parks Plan*. Goal 2 of the plan states, "Everyone has the opportunity to benefit from exceptional experiences in nature." The project positions Metro Vancouver at the forefront of innovative urban nature conservation strategies, enhancing visitor experiences, promoting mental health, preserving biodiversity, and advocating for environmental education, thereby improving the quality of life for residents.

COMMUNITY INVOLVEMENT REVIEW UPDATE

Since the establishment of Metro Vancouver Regional Parks in 1967, citizens have demonstrated that they want sustained involvement in the regional park system. Over the years, Regional Parks has maintained many different types of relationships with various individuals and groups across the system as part of a broad Park Network.

In 2021, Regional Parks hired a consultant firm to review its current partnership relationships. The findings of this review were shared with the Regional Parks Committee on September 21, 2022. The review concluded that Regional Parks needed a more flexible approach than its traditional community development model to meaningfully engage a broader community.

The results of the review affirm that community involvement supports Regional Parks in meeting its core goals to protect the natural environment and connect people to nature. It does this by achieving the following outcomes:

- Building social capital: Reaching local communities, including those that are currently under-represented in the regional park system's programs
- Community engagement in planning processes: Providing a source of broad and diverse input from a deeply engaged community to inform Metro Vancouver's work
- Providing capacity: Providing additional physical capacity and knowledge for stewardship projects and public programming

Staff are working to complete an internal framework to guide Regional Parks' work that intersects with the community. The framework will guide the development of a set of tools and processes for staff to better assess community relationships and make decisions on how to allocate resources in order to best serve both Regional Parks and the community.

REGIONAL PARKS UPDATES

Minnehada Regional Park – Critter Capers Mystery, April 1

One of Regional Parks' most popular programs is back with another mystery – "Critter Capers: The Case of the Scrambled Eggs" takes place on April 1, 2024, at Minnehada Regional Park. Participants will examine scrambled eggs and sort the eggs back into the correct nests using egg colour, size, nest materials, and other evidence.

Wellness Walks

Time in nature has many benefits including boosting immunity, decreasing depression and anxiety, increasing creativity and focus, and reducing stress. By providing opportunities to connect with and experience nature, regional parks can support mental health. To support young people, one group affected by depression and anxiety, Regional Parks interpreters have designed monthly "Wellness Walks" for teens from the Fraser Health Adolescent Day Treatment Program.

Creative BC's REEL Green™ Earth Day Challenge and the Metro Vancouver Regional Parks Foundation provided Wellness Walk support and funding.

eDNA Studies to Inventory Sensitive Species

Metro Vancouver Regional Parks uses environmental DNA (eDNA) sampling to inventory sensitive species in regional parks. This technique uses naturally occurring genetic materials that are shed from organisms in their habitat to identify species using those areas. Three studies took place in 2023.

- At Capilano River Regional Park, staff worked with volunteers to test water from restored ponds and nearby streams. Coastal tailed frog (*Ascaphus truei*) eDNA was found in Houlgate Creek, a tributary to the Capilano River.
- At Pacific Spirit Regional Park, staff worked with volunteers from the Pacific Spirit Park Society to test a newly developed primer for Oregon fairy shrimp (*Eubranchipus oregonus*). All five ponds known to have fairy shrimp tested positive.
- Also at Pacific Spirit Regional Park, eDNA sampling was conducted at several streams to determine the presence of coho salmon (*Oncorhynchus kisutch*) and coastal cutthroat trout (*Oncorhynchus clarki clarki*). Coho eDNA was detected in streams where restoration has taken place, but it was also detected in unexpected places. In particular, there was very strong eDNA evidence in Cutthroat Creek, a small forested stream previously thought to be inaccessible to coho.

The data collected provides valuable information to aid in park management and inform future restoration and enhancement projects.



Natural resource management staff lead volunteers in conducting eDNA sampling at Capilano River Regional Park

Regional Park at Cape Roger Curtis – Project Update

At the January 10, 2024 Regional Parks Committee meeting, the report titled “Regional Park at Cape Roger Curtis – Project Update” provided an update to the Metro Vancouver Board on the park planning, rezoning and Official Community Plan (OCP) amendment processes for the proposed regional park at Cape Roger Curtis on Bowen Island. (A link to the report is included for reference.)

The report included a letter Metro Vancouver transmitted to Bowen Island Municipality on December 1, 2023 (Attachment 2), to request formal feedback on the park concept and technical studies, provide detailed responses to the Islands Trust Executive Committee determination of non-compliance with the Islands Trust Policy Statement, respond to Bowen Island Municipality’s conditional requirements for rezoning approval, and ultimately request clarity on the next steps in the rezoning and OCP amendment process. The letter is included in the agenda package for reference.

A response letter from Bowen Island Municipality was received on February 23, 2024. The letter is included as Attachment 3 for reference. Staff are following up with Bowen Island Municipality and Island Trust to seek clarity on the status of the rezoning and OCP amendment process and will report back to the MVRD Board with an update.

ATTACHMENTS

1. Regional Parks Committee 2024 Work Plan
2. Letter from Metro Vancouver to Bowen Island Municipality, dated December 1, 2023
3. Letter from Bowen Island Municipality to Metro Vancouver, dated February 23, 2024

REFERENCES

1. [REEL Green Earth Day Challenge](#)

2. [Metro Vancouver Regional Parks Foundation](#)
3. [Pacific Spirit Park Society](#)
4. Metro Vancouver Regional Parks Committee [January 10, 2024 meeting – the Committee received the report titled “Regional Park at Cape Roger Curtis – Project Update”](#)

66227120

Regional Parks Committee 2024 Work Plan

Report Date: March 14, 2024

Priorities

1st Quarter	Status
Regional Parks Committee Priorities and 2024 Work Plan	Completed
Regional Parks Land Dedication Bylaw	Completed
Cape Roger Curtis Engagement Process and Rezoning – Update	Completed
Pilot Program to Permit Alcohol Consumption in Regional Parks	Completed
Regional Parks Real-Time Parking Availability Program	Completed
Mobile Vending Pilot Project	Completed
Belcarra South Picnic Area Revised Plan	Completed
2nd Quarter	
2023 Final Year End Financial Performance Results Review	Pending
2024 Financial Performance Reporting and Annual Forecast #1	Pending
Regional Parks Financial Access Program	Pending
Cultural Planning and Cooperation Agreement Update	Pending
Regional Greenways Plan Implementation Updates	Pending
Regional Parks Annual Report 2023	Pending
Metro Vancouver Regional District Filming Update	Pending
Metro Vancouver Regional District Consumption of Liquor in Regional Parks Bylaw	Pending
Metro Vancouver Regional District Regional Parks Regulation Amendment Bylaw	Pending
Regional Parks Community Involvement Update	Pending
Regional Parks Regulation and Compliance Program Update	Pending
Cape Roger Curtis Update	Pending
Pacific Spirit Regional Park - Wreck Beach Update	Pending
Kiosk Information Panels Review	Pending
Natural Resource Management Program Stewardship Program Update	Pending
Metro Vancouver Regional Parks Foundation Update	Pending
Natural Asset Management Update	Pending
Regional Parks Committee Tour of Regional Parks	Pending
3rd Quarter	
Draft 2025 - 2029 Capital Plan Overview	Pending
2024 Financial Performance Reporting and Annual Forecast #2	Pending
Metro Vancouver 10 Year Salmon Enhancement Action Plan Update	Pending
Regional Parks Building Strategy	Pending
Centennial Beach Concession Building / Services Review	Pending

Kanaka Education and Environmental Partnership Society (KEEPS) Contribution Agreement and Presentation	Pending
Pacific Spirit Park Society Contribution Agreement and Presentation	Pending
4th Quarter	
2025 - 2029 Five Year Financial Plan and 2025 Budget and Annual Rates	Pending
2024 Financial Performance Reporting and Annual Forecast #3	Pending
Regional Parks Development Cost Charge Program Update	Pending
MVRD Fees and Charges Amendment Bylaw	Pending
Regional Parks Asset Management Plan	Pending
Climate Action Strategy for Regional Parks	Pending
Repeal and Replace Regional Parks Regulation Bylaw	Pending
Sponsorship in Regional Parks Policy	Pending
Metro Vancouver Regional Parks Foundation Update	Pending
Regional Parks Public Programming Strategy Implementation Update	Pending

Status = Pending, In Progress or Completed

Regional Parks
Tel. 604-451-6693 or via Email
jeffrey.fitzpatrick@metrovancouver.org

December 1, 2023

File: PA-02-01-22-PC00061

Daniel Martin, Manager of Planning and Development
Bowen Island Municipality
Bowen Island Municipal Hall
981 Artisan Lane
Bowen Island, BC V0N 1G2
VIA EMAIL: dmartin@bimbc.ca

Dear Daniel Martin:

Response to BIM and Islands Trust Executive Committee

I am writing regarding the proposed regional park at Cape Roger Curtis in Bowen Island Municipality.

This letter is in response to the October 17, 2023 Bowen Island Municipality (**BIM**) letter requesting amendments to Metro Vancouver's rezoning and Official Community Plan (**OCP**) amendment application (**Application**) to comply with the Islands Trust Policy Statement Directive Policies prior to consideration of second reading. It also responds to the conditional requirements for approval of the Application, as adopted by BIM Council on July 10, 2023.

It is Metro Vancouver's position that the current park proposal as reflected in the Application aligns with the Islands Trust Policy Statement (**ITPS**). Prior to consideration of this matter by the Islands Trust on August 25, 2023, this was stated to be the position of BIM and Islands Trust staff as well.¹

The process and rationale for the Islands Trust determining the Application to be non-compliant, and the subsequent BIM request to Metro Vancouver for an amended Application, are insufficiently clear for Metro Vancouver to respond effectively. We are accordingly seeking more information on the specific areas of concern and the materials on which those concerns are based, in accordance with, among other things, the Bowen Island Municipality – Islands Trust Protocol Agreement and Islands Trust policies, and as required to provide Metro Vancouver a reasonable opportunity to understand and address concerns raised.

¹ See briefing note prepared by the Islands Trust Director of Planning Services and included in the Islands Trust Executive Committee Agenda Package.
64263147

In addition, regarding BIM conditional requirements for approval of the Application, we note that the proposed park concept plan includes extensive investment in the park and community to ensure a sustainable, well-managed park is established incrementally over time. A number of the BIM conditional requirements for application approval are already included in the park concept. Others are outside Metro Vancouver's mandate to provide in exchange for approval of a modest, seasonal, low impact tent campground within a regional park.

This letter and attachments clarify background information, provide detailed responses to the Islands Trust Executive Committee comments and BIM conditional requirements, and ultimately request that BIM provide clarity on the next steps in the Application process.

Background

The proposed regional park at Cape Roger Curtis presents a generational opportunity to protect an ecologically and culturally rich landscape in perpetuity, with significant ecological, climate resilience, social, and health benefits to local and regional visitors, the community and wider region.

The Application contemplates the development of 100 seasonal, low impact, tent campsites within the proposed park. Of those, over half (52) would be dedicated to walk/bike-in/shuttle access camping, a third (33) could be accessed by a single-vehicle for accessibility, 3-5 group tent camps would be available to youth and community groups, and 10 tent cabins would provide an opportunity for people without camping equipment to visit. No trailers or motorhomes will be permitted in the proposed park.

The proposed park will be delivered in three distinct phases over seven years, with approximately one-third of overall camping provision in each phase to allow for careful monitoring and adaptive management. Metro Vancouver is willing to enter into a Section 219 covenant in relation to the proposed phasing plan.

A park welcome centre in Crippen Regional Park (Snug Cove) and an electric shuttle bus service to the proposed regional park at Cape Roger Curtis will be established in advance of the park opening. A park reservation system and capacity management tools will ensure visitation is sustainable and low impact. Significant wildfire risk management and response measures will be established.

The site's ecological values will be protected and enhanced, and previously disturbed areas will be restored to a natural condition. All park amenities will be located in areas previously cleared for residential development.

Sustainable access to the park will be prioritized. A quiet, pedestrian-focused experience will be created by limiting vehicles, converting sections of existing road to public space, and establishing trail connectivity throughout the site. Environmental programming, education, stewardship and restoration will ensure ecological resiliency and community participation.

Metro Vancouver is working with local indigenous groups to explore opportunities to work collaboratively over the long term, and to incorporate traditional and current knowledge into park planning and management.

The proposed park protects 97-hectares of sensitive ecosystems – more than six-times the area currently protected under existing zoning and covenants. Under the current municipal zoning, the density limits for Rural Residential 1 (RR1) allows for one dwelling with accessory units, and permits short term rental use of both dwellings, and also permits B&B accommodation as part of home occupation. Future subdivision or intensification of land use is also possible.

Metro Vancouver has provided the following studies and supporting information in relation to the rezoning and OCP application including the following:

1. Environmental Overview; Diamondhead Consulting (August 2022)
2. Maps and Drawings; Metro Vancouver (January 2023)
3. Project Overview for OCP Amendment and Rezoning; Metro Vancouver (January 2023)
4. Draft Land Use Plan; Metro Vancouver (February 2023)
5. Ecological Background; Metro Vancouver (March 2023)
6. Draft Concept and Program; Metro Vancouver (June 2023)
7. Approaches to Implementation, Visitation, Operations and Access; Metro Vancouver (March 2023)
8. Trip Generation Review; Bunt and Associates (March 2023)
9. Visitor Use Management Plan; Metro Vancouver (May 2023)
10. Emergency Management Overview; Metro Vancouver (June 2023)
11. Phasing Summary; Metro Vancouver (June 2023)
12. Transportation Impact Assessment; Bunt and Associates (June 2023)
13. Water Study Analysis Results; Water Street Engineering (June 2023)

Metro Vancouver has received staff comments and feedback on the Transportation Impact Assessment, however no formal staff or advisory committee comments have been received on the remaining technical studies or park concept. Additionally, confirmation on the next steps in the rezoning process is required.

Rezoning and OCP Amendment Application – Islands Trust Referral

By letter dated October 17, 2023, Metro Vancouver was advised of BIM Council's resolution on October 16, 2023 requesting an amended OCP and rezoning application to comply with the Islands Trust Policy Statement Directive Policies prior to consideration of second reading.

Although the letter included reference to specific policies considered to be at odds with the Application, the basis for the Islands Trust's determinations is not clear. A detailed discussion of Metro Vancouver's response to identified ITPS items of concern is included in Attachment 1. Key points are summarized below.

- In reviewing the Islands Trust Executive Committee's agenda, meeting minutes and comments, it seems the Executive Committee did not receive copies of all reports prepared concerning the submission; additionally, some documents were linked and not included in the agenda package. Several of the Executive Committee comments included inaccurate statements related to projected visitation, water availability, park access, phasing and

ecological protection in determining non-compliance with the ITPS, suggesting the Committee may not have had access to or reviewed all available information in making its determination.

- Islands Trust Policy 1.3.1 (Policy Statement Implementation) 4. states that "*as interpreted by the courts, "contrary to or at variance with," means that there is an absolute and direct collision between the local trust committee or island municipality bylaw and the Policy Statement.*" Further, Sections 3.6 and 3.7 of the BIM – Islands Trust Protocol Agreement require the Islands Trust to provide clear reasons for the return or refusal of an OCP amendment or rezoning bylaw and "*directions as to changes to the bylaw that would be required for approval*". The information provided to Metro Vancouver to date does not identify absolute or direct collisions with the ITPS or directions on associated, necessary application changes.
- On the referral checklist for the Islands Trust, a number of items were marked as "N/A", presumably since no direct conflict between the Application and the ITPS had previously been identified. In many cases, however, there are Metro Vancouver reports or other information available to demonstrate compliance with ITPS policies if in fact those policies are determined to apply. It is unclear how this issue should be addressed.

In light of the foregoing, Metro Vancouver requests the following:

1. Confirmation as to whether BIM and Islands Trust staff engaged in early communications and attempts to resolve concerns about proposed Bylaws No. 608 and 609, per Section 3.12 of the Protocol Agreement and, if so, additional information on ITPS policies identified in those discussions as potentially inconsistent with or at variance to the Application and how such concerns were addressed in the submission to the Islands Trust.
2. Confirmation of specific reports and other information provided to the Islands Trust Executive Committee for their assessment of the Application on August 25, 2023.
3. For each ITPS policy identified in the Islands Trust decision letter, a clear explanation of the specific elements of the proposed Application/Bylaws that are in "absolute and direct collision" with the ITPS, per Islands Trust Policy 1.3.1, and confirmation of which staff reports, correspondence or other materials were considered by the Islands Trust in arriving at that conclusion.
4. Clear direction on those changes to the Application/draft Bylaws that are required for Islands Trust approval, per Sections 3.6 and 3.7 of the BIM – Islands Trust Protocol Agreement, including relevant information from the meeting held between BIM and the Islands Trust pursuant to Section 14.3(c) of the BIM Letters Patent.
5. Staff's assessment of which concerns identified in the Islands Trust decision letter and marked "N/A" on the initial Islands Trust Policy Statement Directives Check List could be addressed with available reports and materials, and information on the process and timing for revisiting those items with the Islands Trust.
6. Formal comments from BIM on technical studies, the concept and other information provided to date, and confirmation if any additional technical reports are required. Metro Vancouver acknowledges its receipt of BIM staff comments and feedback on the Transportation Impact

Assessment, however no formal staff or advisory committee comments have been received on the remaining technical studies or park concept.

7. Confirmation and a copy of BIM's notification to the Minister of Municipal Affairs pursuant to Section 15.1 of the BIM Letters Patent and the Islands Trust's letter dated August 25, 2023, including any advice or direction received from the Minister.
8. Confirmation of BIM's next steps and timeline in advancing the Application.

BIM Conditional Requirements for Rezoning and OCP Amendment Approval

At the BIM Committee of the Whole meeting on June 14, 2023, BIM Council identified conditional requirements for approval of the rezoning and OCP amendment application. Attachment 2 outlines Metro Vancouver's response to these conditions. This response was presented to the MVRD Regional Parks Committee at its meeting on October 5, 2023.

While some of the conditional requirements are included in the proposed park concept, and represent significant investment and a commitment to ongoing partnership, others fall outside of Metro Vancouver's mandate and ability to provide in exchange for municipal rezoning and OCP amendment approval of seasonal, low impact tent camping in a regional park.

Next Steps

Metro Vancouver has provided a fulsome rezoning and OCP amendment application in support of a proposal for low impact, carefully phased and managed, seasonal tent campsites as part of an initiative to conserve an ecological significant landscape in perpetuity.

It is Metro Vancouver's position that the current park proposal as reflected in the Application aligns with the Islands Trust Policy Statement. The process and rationale for the Islands Trust Executive Committee determination of non-compliance, and subsequent BIM request for an amended application, are insufficiently clear for Metro Vancouver to respond effectively.

Metro Vancouver is accordingly requesting that BIM provide clarity on the Islands Trust determination process and next steps to advance the Application, with reference to the applicable policies, requirements, guidance and procedures outlined in the Islands Trust Policy Statement and the BIM – Islands Trust Protocol Agreement. Further, Metro Vancouver is requesting feedback on the park concept and technical reports provided in July 2023, and clarity on the next steps in the municipal rezoning and OCP amendment process.

Sincerely,



Jeffrey Fitzpatrick
Division Manager, Parks Design & Development

JF/MR/jf

cc: Stefan Cermak, Director, Planning Services, Islands Trust
Liam Edwards, Bowen Island Municipality CAO
Ravi Chhina, Deputy CAO Operations, Metro Vancouver
Mike Redpath, Director, Regional Parks, Metro Vancouver
Lydia Mynott, Landscape Architect, Regional Parks, Metro Vancouver

Attachments:

1. Islands Trust Executive Committee Comments - MV Response
2. Bowen Island Municipality Conditional Requirements for OCP/Rezoning Approval – MV Response

64263147

Islands Trust Executive Committee Comments – Summary of Executive Committee Considerations:			
ITPS #	ITPS Text	Executive Committee Comments	Metro Vancouver Response
4.4.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure neither the density nor intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater, water quality is maintained, and existing, anticipated and seasonal demands for water are considered and allowed for.	Marked as not applicable in staff assessment - trustees felt that water is an issue in that area based on public feedback and reports indicating issues with water in that area.	<p>As noted below and under response to 5.2.5 the proposed park represents a reduction in the density of land use as compared to uses permitted under the existing zoning and OCP. Accordingly, ITPS policy 4.4.2 does not seem to apply, as noted in the checklist.</p> <p>Nonetheless, a technical memorandum Water Study Analysis Results (Water Street Engineering – June 2023) has been submitted and summarizes:</p> <ul style="list-style-type: none"> • Drinking water requirements of the proposed park are equivalent to what would be required for development permitted under existing zoning and OCP. • Water requirements of the proposed park are equivalent to what would be required for development permitted under existing zoning and OCP. • Drinking water availability is sufficient. <p>Furthermore, as a non-domestic user, Metro Vancouver will be required to license groundwater. This is not required under the existing Rural Residential (RR1) zoning and domestic land use. This effectively places additional requirements on Metro Vancouver to manage water use during droughts.</p> <p>The proposed park includes extensive ecological restoration and protection to support groundwater recharge and health aquatic ecosystems. Approximately 50% of the Huszar Creek Watershed will be part of the protected parkland.</p> <p>It is unclear whether the above report and information (and any other relevant materials) were received by the Islands Trust Executive Committee and what other materials were relied upon by the Islands Trust in making their determination in respect of this policy item. Please advise on next steps to clarify the application of ITPS policy 4.4.2 and, if it does apply, the direct conflict with the Application and required action to address that conflict.</p>

<p>5.2.3</p>	<p>Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address policies related to the aesthetic, environmental and social impacts of development.</p>	<p>Aesthetic and social impacts - not properly addressed.</p> <p>Social impact - very specific concerns from long term residents about many aspects not sufficiently addressed. Fails test of social impacts for a project of this size.</p>	<p>The creation of the regional park through proposed BIM Bylaws No. 608 and 609 will protect 97-hectares of sensitive ecosystems in perpetuity. The ecologically sensitive landscape is currently zoned as Rural Residential 1 (RR1). The existing zoning permits one dwelling with accessory dwelling units, and allows for short-term rental use of both dwellings. It also permits B&B accommodation as part of home occupation.</p> <p>The proposed park includes seasonal low impact tent camping, and is proposed to be phased in over approximately seven years with ongoing adaptive management. Phasing, capacity management, ecological restoration, visitation transportation and access strategies have been prepared which seek to address the issues raised by long term residents.</p> <p>Volunteer conservation opportunities will be made available to people interested in contributing to park stewardship. The proposed park will provide Bowen Island residents with access to trails, open space and healthy ecosystems which will support quality of life.</p> <p>In respect of this item, please confirm with more specificity those social and aesthetic aspects of the Application found to directly and absolutely collide with the ITPS, the materials relied upon by the Islands Trust in reaching their conclusion, and the information provided to the Islands Trust to inform their decision.</p>
<p>5.2.4</p>	<p>Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address any potential growth rate and strategies for growth management that ensure that land use is compatible with preservation and protection of the environment, natural amenities, resources and community character.</p>	<p>Marked as not applicable in staff assessment - concern about compatibility with environment and community character.</p>	<p>The proposed park represents a reduction in the density of land use compared to uses permitted under the existing zoning and OCP, and contemplates the preservation of 97-hectares in perpetuity, as further described below. Accordingly, it seems clear that the growth-related issues cited in ITPS policy 5.2.4 do not apply to the Application, as noted in the checklist.</p> <p>The existing Bowen Island community natural character includes natural areas such as steep slopes and hillsides, rural and marine areas and forests. These character areas have many different land uses such as municipal, regional and provincial parkland, resource extraction areas, in addition to residential, commercial, short-term rental accommodation and event facilities, including camps and retreats.</p> <p>The existing zoning permits one dwelling with accessory dwelling units, and allows for short-term rental use of both dwellings. It also permits B&B accommodation as part of home occupation.</p> <p>Under the existing RR1 zoning, 81.59 ha (84%) of the site area is unprotected and at risk of being subject to clearing, disturbance and development. Of this area, 59 ha is merchantable timber.</p>

			<p>The proposed BIM Bylaws No. 608 and 609 will protect 97 ha of sensitive ecosystems in perpetuity ensuring preservation and protection of the environment, natural amenities, resources and community character.</p> <p>Proposed low impact seasonal tent camping will be located within areas previously cleared for residential development and operated seasonally. Other areas that have been cleared will be restored.</p> <p>Ecological connections will be enhanced and natural resources will be managed, monitored, maintained and enhanced by trained park staff.</p> <p>Volunteer conservation opportunities will be made available to people interested in contributing to park stewardship.</p> <p>The proposed park will provide Bowen Island residents with access to trails, open space and healthy ecosystems which will support quality of life.</p> <p>The proposed park will be slowly phased in over approximately seven years to moderate change and allow for adaptive management.</p> <p>If ITPS policy 5.2.4 does apply, the above measures in our view address the aim of the policy item and any concern about compatibility with environment and community character. Please advise whether the above (or other) information was received by the Islands Trust Executive Committee to demonstrate consistency between Metro Vancouver’s Application and ITPS policy 5.2.4. If not, what is the process for addressing this item? What comprises the direct collision in this case and on what materials did the Islands Trust rely in making their determination?</p>
<p>5.2.5</p>	<p>Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address means for achieving efficient use of the land base without exceeding any density limits defined in their official community plans.</p>	<p>Marked as not applicable in staff assessment - campground capacity of 450 individuals exceeds density limits.</p>	<p>The proposed BIM Bylaws No. 608 and 609 represent a <u>reduction</u> in built form density limits from those currently permitted under the RR1 zoning. Accordingly, in our view ITPS policy 5.2.5, related to efficient use of the land base without over-densifying the development, is not applicable to the Application.</p> <p>The building and development density of the proposed park will include minimal built facilities (washrooms, park operations building with emergency equipment storage). Proposed buildings will adhere to municipal regulations concerning building siting and height.</p> <p>The Islands Trust Executive Committee has reviewed proposed BIM Bylaws No. 608 and 609 based on 450 – 465 people attending the campground daily. It is not clear where this figure derives from. Metro Vancouver estimates peak campground visitation in August to</p>

			<p>be approximately 260 individuals, in seven years, after the final phase of park development (See <i>“Approaches to Implementation, Visitation, Operations and Access”</i> Metro Vancouver, March 2023). The peak visitation estimate is based on an average campsite occupancy of 95%-100%, but considers average camping party sizes. The facility would only be open May – October.</p> <p>Existing zoning (RR1) allows for one dwelling with accessory units and permits short-term rental use of both dwellings. It also permits B&B accommodation as part of home occupation. Future subdivision or intensification of land is possible.</p> <p>Please confirm whether the above (or other) information was received by the Islands Trust Executive Committee to demonstrate consistency between Metro Vancouver’s Application and ITPS policy 5.2.5. If not, and if policy 5.2.5 does apply, what is the process for addressing this item? Please advise what materials were relied upon by Islands Trust in making their determination in respect of this policy item and clarify the direct collision identified.</p>
<p>5.5.4</p>	<p>Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the location and type of recreational facilities so as not to degrade environmentally sensitive areas, and the designation of locations for marinas, boat launches, docks and anchorages so as not to degrade sensitive marine or coastal areas.</p>	<p>Marked as not applicable in staff assessment – reports provided by the regional district about environmental sensitive areas means this is relevant.</p>	<p>The existing municipal zoning is RR1 which allows for one dwelling with accessory units, and permits short-term rental use of both dwellings. It also permits B&B accommodation as part of home occupation.</p> <p>At present, 15.41 ha (16%) of the proposed park is protected through existing covenants established for the most environmentally sensitive areas. Under the existing zoning areas outside the covenants, 81.59 ha (84%) of the site area is subject to clearing, disturbance and development. Of this area, 59 ha is merchantable timber.</p> <p>The creation of the regional park through BIM’s proposed Bylaws No. 608 and 609 would protect 97 ha of sensitive ecosystems in perpetuity. Metro Vancouver would dedicate the area as regional parkland. Metro Vancouver’s Natural Resource Management Framework provides strategic direction for managing natural resources within regional parks and park planning. It is guided by the principles of ecosystem-based management, adaptive management, the precautionary principle and collaboration.</p> <p>Development of all park (recreational) facilities will be within areas previously cleared for residential or resource development. Environmentally sensitive areas will be protected and other previously cleared areas will be restored to natural condition. The proposed BIM Bylaws No. 608 and 609 do not contain plans for marinas, boat launches, docks or anchorages.</p> <p>Metro Vancouver will restrict access to sensitive lands including covenant areas by enforcing park bylaws with uniformed staff, and educating park visitors through</p>

			<p>stewardship, interpretation and outreach.</p> <p>Please confirm whether the above (or other) information was received by the Islands Trust Executive Committee to demonstrate consistency between Metro Vancouver’s Application and ITPS policy 5.5.4. If not, what is the process for addressing this omission? Please advise what materials were relied upon by the Islands Trust in making their determination in respect of this policy item and the identified direct collision(s) between ITPS policy 5.5.4 and the Application.</p>
<p>5.5.6</p>	<p>Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification and designation of areas for low impact recreational activities and discourage facilities and opportunities for high impact recreational activities.</p>	<p>Disagree with interpretation that 100 campsites are low impact.</p> <p>460 people getting off ferries on a Friday to go camping is a huge impact. Narrow road, no bike lanes, and at other end of the island to the ferry terminal.</p>	<p>The creation of the regional park through BIM’s proposed Bylaws No. 608 and 609 will protect 97 ha of regionally significant sensitive ecosystems in perpetuity and provide low-intensity passive outdoor recreation opportunities.</p> <p>The proposed park and campground will be owned and operated seasonally by the regional district and non-commercial (similar to Descanso Bay Regional Park Campground on Gabriola Island). No high impact recreational activities are proposed for the site.</p> <p>The proposed park includes tent camping facilities in areas previously cleared for residential development. Of those, over half (52) would be dedicated to walk/bike-in/shuttle access camping, a third (33) could be accessed by a single-vehicle for accessibility, 3-5 group tent camps would be available to youth and community groups, and 10 tent cabins would provide an opportunity for people without camping equipment to visit. No trailers or motorhomes will be permitted in the proposed park.</p> <p>The Islands Trust Executive Committee has reviewed proposed BIM Bylaws No. 608 and 609 based on 450 – 465 people attending the campground daily. It is not clear where this figure derives from. Metro Vancouver estimates peak campground visitation in August to be approximately 260 individuals, in seven years, after the final phase of park development (See “<i>Approaches to Implementation, Visitation, Operations and Access</i>” Metro Vancouver, March 2023). The peak visitation estimate is based on an average campsite occupancy of 95%-100%, but considers average camping party sizes. The facility would only be open May – October.</p> <p>The assessment that 460 people will disembark the ferry on a single day is inaccurate. The Traffic Impact Assessment (TIA) assesses and summarizes net vehicle trip generation against what can be expected under existing land use zoning (conservative estimate based on 24 single-family homes, not the maximum permitted land use). The TIA assesses the net impact as a reduction of 163 vehicle trips during peak day and an increase of 15 vehicle trips in the pm peak, an overall reduction in trip rate.</p> <p>While impacts of proposed BIM Bylaws No. 608 and 609 in creating a proposed park</p>

			<p>are assessed to be less than the existing permitted land use, Metro Vancouver has committed to the following mitigations:</p> <ul style="list-style-type: none"> • Utilizing existing park facilities at Crippen Regional Park in Snug Cove to create a park information centre and shuttle pickup location. • Providing an electric shuttle bus, operated by Metro Vancouver, will provide sustainable transportation directly to the park from the ferry. The shuttle bus will be in place when the park opens. • Working collaboratively with Bowen Island Municipality to secure grant funds to advance the construction of the Cross Island Greenway (part of the Regional Greenway Network). • Implementing visitor management systems including – parking restrictions, visitor reservations, and full-time uniformed staff enforcing park bylaws. Campground reservation system will direct vehicle access visitors to off peak ferry travel days/times. • Phasing delivery, all park amenities, including camping facilities, will be phased in over approximately seven years to allow for adaptive management. <p>To what extent were the reports listed on page 3 of Metro Vancouver’s letter dated December 1, 2023 (and other relevant materials) received by the Islands Trust Executive Committee? Please confirm/provide copies of the specific materials relied upon by the Islands Trust in making their determination in respect of this policy item. We note the Islands Trust briefing note from staff cited examples of other campsites in the Islands Trust area and confirmed that one campsite per hectare is not high impact (camping and hiking were said to be low impact, while sports activities are typically considered higher impact). Please also clarify the absolute and direct collision between ITPS and the Application and provide guidance on addressing that collision.</p>
5.5.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning for bicycle, pedestrian and equestrian trail systems.	<p>Address planning for bikes, pedestrian and trail systems - rezoning suggests traffic to campground via those means, but nothing in the plans say that when campground opens there will be any new paths or bike lanes.</p> <p>Not realistic to think people will walk 12</p>	<p>The directive policy refers to OCPs and regulatory bylaws. Metro Vancouver is proposing a comprehensive plan for pedestrian, cycling and equestrian trail systems within the park.</p> <p>Metro Vancouver has also committed to the following transportation and access programs:</p> <ul style="list-style-type: none"> • Metro Vancouver will renovate an existing park building (Seaside Cottage II) in Crippen Regional Park (Snug Cove) to create a park information centre and shuttle pickup location. • An electric shuttle bus, provided by Metro Vancouver, will establish sustainable transportation directly to the park, from the ferry. The shuttle bus will be in place when the park opens. • Metro Vancouver will work collaboratively with the municipality to secure grant funds to advance construction of the Bowen Island Municipality Cross Island

		<p>km from the ferry to the campground.</p> <p>Concern about safety of cyclist or hikers walking or cycling to the campground on the narrow roads.</p>	<p>Greenway (part of the Regional Greenway Network).</p> <ul style="list-style-type: none"> All park amenities will be phased and subject to a Section 219 covenant to allow for adaptive management. <p>Metro Vancouver manages Crippen Regional on Bowen Island (220 ha). The park provides significant value and benefits to local residents including trails, open space, access to nature, conservation and stewardship, heritage buildings and landscapes, a riding ring, memorial garden, and public toilet facilities. It is inaccurate to assume the park is the primary destination for all off Island visitors who pass through the park during their time on Bowen Island. Rather, Crippen is a cherished park that is closely intertwined with Snug Cove, and the broader trail network that visitors and local residents use to move around and enjoy the community as a part of daily life.</p> <p>The above features of the Metro Vancouver Application are directly aligned with ITPS policy 5.5.7. To what extent was the above information (and other relevant materials) received by the Islands Trust Executive Committee? Please confirm/provide copies of the specific materials relied upon by the Islands Trust in making their determination in respect of this policy item. Please also clarify the absolute and direct collision identified between ITPS and the Application and provide guidance on addressing that collision.</p>
5.6.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification, protection, preservation and enhancement of local heritage.	No evidence of support from Skwxwú7mesh (Squamish) First Nation.	<p>Metro Vancouver has engaged local Indigenous groups throughout the planning process for this project. In particular, Metro Vancouver is working carefully with Skwxwú7mesh (Squamish) First Nation to explore opportunities to work closely on the park, over the long term.</p> <p>Opportunities include, but are not limited to, cooperative planning, land management, cultural resource management, art, programing and interpretation, youth programming, and more.</p> <p>Please clarify the direct collision between the Application and ITPS policy 5.6.2 and advise on any specific requirements for demonstrating support. To what extent was the above information (and other relevant materials) received by the Islands Trust Executive Committee?</p>
5.6.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the preservation and protection of the heritage value and character of	No evidence of support from Skwxwú7mesh (Squamish) First Nation.	<p>Opportunities include, but are not limited to, cooperative planning, land management, cultural resource management, art, programing and interpretation, youth programming, and more.</p> <p>More broadly, the proposed park will protect, in perpetuity, an ecologically and culturally sensitive landscape which is currently zoned for the development of large single family residential developments.</p> <p>Under existing zoning, the land can be developed with very limited environmental</p>

	<p>historic coastal settlement patterns and remains.</p>		<p>conservation or cultural resource management.</p> <p>Metro Vancouver has extensive experience managing cultural resources and working closely with First Nations on land management throughout the region.</p> <p>Please clarify the direct collision between the Application and ITPS policy 5.6.3, and advise on any specific requirements for demonstrating support. To what extent was the above information (and other relevant materials) received by the Islands Trust Executive Committee?</p>
<p>5.7.2</p>	<p>Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address economic opportunities that are compatible with conservation of resources and protection of community character.</p>	<p>A campground that allows 460 campers changes the character of the community.</p>	<p>ITPS policy 5.7.2 relates to addressing economic opportunities that are compatible with conservation of resources and protection of community character. The proposed park and campground will be owned and operated seasonally by the regional district and non-commercial (similar to Descanso Bay Regional Park Campground on Gabriola Island). The primary focus of the project is the conservation of sensitive ecosystems and the provision of opportunities for the public to engage with nature in a low impact way. The existing Bowen Island community character includes natural areas such as steep slopes and hillsides, rural and marine areas and forests. These character areas have many different land uses such as municipal, regional and provincial parkland, resource extraction areas, and residential, commercial, short-term rental accommodation and event facilities, including camps and retreats. The proposed campsite is entirely consistent with the community character.</p> <p>The creation of the regional park through BIM’s proposed Bylaws No. 608 and 609 will protect 97 ha of regionally significant sensitive ecosystems in perpetuity and provide low-intensity passive outdoor recreation opportunities. The proposed park will significantly expand protected areas on the island, protecting natural resources and enhancing community character.</p> <p>The Islands Trust Executive Committee has reviewed proposed BIM Bylaws No. 608 and 609 based on 450 – 465 people attending the campground daily. It is not clear where this figure derives from. Metro Vancouver estimates peak campground visitation in August to be approximately 260 individuals, in seven years, after the final phase of park development (See “<i>Approaches to Implementation, Visitation, Operations and Access</i>” Metro Vancouver, March 2023). The peak visitation estimate is based on an average campsite occupancy of 95%-100%, but considers average camping party sizes. The facility would only be open May – October.</p> <p>Metro Vancouver can confirm that:</p> <ul style="list-style-type: none"> • The majority of camp sites will have no vehicle access. Camping is restricted to tents only – no RVs will be permitted. Camping is seasonal from May to October.

		<ul style="list-style-type: none">• A Section 219 covenant will be developed to phase delivery, mitigate abrupt change, and allow for adaptive management.• An electric shuttle bus service to the park, and park information centre in Snug Cove will be provided in year one. <p>The above features of the Metro Vancouver Application are directly aligned with ITPS policy 5.7.2. To what extent was the above information (and other relevant materials) received by the Islands Trust Executive Committee? Please confirm/provide copies of the specific materials relied upon by the Islands Trust in making their determination in respect of this policy item. Please also provide additional clarity on the absolute and direct collision between ITPS and the Application as well as guidance on addressing that collision.</p>
--	--	---

Bowen Island Municipality Conditional Requirements for OCP/Rezoning Approval (Bowen Island Municipality Council - July 10, 2023)			
#	Item	Description from Bowen Island Municipality	Metro Vancouver Response
1	Multi Use Path	<p>Complete Multi-use path (MUP) from current location (Artisan Lane) to the proposed Park Boundary. Total request of funding from MV is \$5.65M</p> <ul style="list-style-type: none"> A. 50/50 cost share section from Artisan Lane to Charlies Lane: ~600m estimated total (100%) at \$1.4 million B. 50/50 cost share section from Charlies Lane to Forester Lane (Water Treatment Plant Road): ~ 900m estimated total (100%) at \$1.5 million C. 50/50 cost share section from Harding Rd to Bowen Bay Rd: ~2.9 km estimated total (100%) at \$3 million D. Section from Bowen Bay Rd to Cape Drive: ~ 2.1km (100% Metro) estimated total (100%) at \$2.1 million E. Section from Cape Drive to Park Boundary: ~ 550m (100% Metro) estimated total (100%) at \$0.6 million F. 130 meter strip north of Trunk Rd already constructed (between Library and Miller Road): Metro and BIM entered into an agreement enabling BIM to construct the MUP along this strip with the condition that BIM will compensate Metro with the equivalent market value in either cash or land. 	<p>Section A, B and C form the previously planned municipal Cross Island Greenway. Metro Vancouver will not fund construction of these sections, but will work collaboratively with BIM to secure grant funding to advance implementation.</p> <p>Metro Vancouver will work with Bowen Island Municipality to identify a preferred route to connect the park to the proposed municipal Cross Island Greenway and secure grant funding to construct this section of the greenway. Any additional cost-sharing support is subject to MVRD Board approval.</p> <p>Section F is not related to this project and will be considered in a separate process.</p> <p>Metro Vancouver will construct and maintain all trail infrastructure within the boundaries of the proposed regional park.</p>

2	Dedicated Shuttle Bus	A dedicated shuttle bus to run from Snug Cove to the Park and back again at a minimum of 6 times per day during peak operational periods.	A dedicated seasonal park shuttle is proposed in the draft concept plan.
3	Feasibility study for passenger only ferry	Feasibility study for passenger only ferry including berthing facility, power requirements, parking and pedestrian marshalling areas.	<p>BC Ferries provides a publically funded and subsidized ferry service to Bowen Island. The transportation impact assessment confirmed there is ample capacity for pedestrian passenger travel to the proposed park.</p> <p>Ultimately, pedestrian ferry service is above and beyond the scope of this project, and Metro Vancouver’s mandate to provide.</p> <p>Metro Vancouver will work closely with private or public service providers pursuing ferry service to Bowen Island to explore opportunities for strong connections to the proposed park.</p>
4	Cape Drive Divestiture from BIM to Metro	Municipal roads within the proposed Park may be divested to Metro. This would require legal review and drafting of transfer documents. If the Metro owned lands are operated as a park, staff recommend this divestiture occurs regardless of the rezoning for camping.	Subject to legal review and due diligence, Metro Vancouver is supportive of this proposal as it aligns with the proposed Concept Plan.
5	Cape Area Trails - not within Proposed Park	Existing trails in the Cape Area are managed by BIM, however only the road ends are owned by BIM. The trails themselves are right-of-ways dedicated to BIM by the private land owners and as such it is difficult to transfer to Metro. An alternative approach, if desired, is to enter into a long-term management agreement where Metro takes over management of the trails.	<p>Metro Vancouver will work with Bowen Island Municipality to assess this proposal as it has the potential to ensure a consistent level of service on trails that provide access to the park.</p> <p>A review of trail conditions, SRWs, liability and maintenance requirements is required to ensure this is a viable option.</p>
6	Divestiture of BIM trails within Proposed Park	If the Park proceeds, BIM staff recommend divesting existing trails within the proposed Park to Metro Vancouver.	Metro Vancouver is supportive of this proposal as it and would ensure consistent level of service, accessibility, land management and bylaw enforcement

7	Adoption of Visitor Use Management Framework	Adoption of an empirically-validated, data driven visitor use management framework such as that of the <i>Intra-agency Visitor Use Management Council of the United States</i> (IVUMC) in use by Parks Canada and outlined in the Manzer (2020) report to Metro Vancouver titled <i>Measuring and Managing Park Carrying Capacity</i> . To be written into the Section 219 covenant, zoning, OCP, and/or licensing/permitting. Regular monitoring and reporting by BIM/MV.	This is complete. The Visitor Use Management Plan Framework submitted to BIM on May 26, 2023 is based on the IVUMC and is line with best practice in large park planning and management.
8	Adoption of Adaptive Management Framework	Adoption of an empirically-validated, data-driven adaptive management framework which is to guide phasing and implementation of park use, as well as to define Park carrying capacity. To include, but not limited to <ul style="list-style-type: none"> • monitoring of: transportation • ecological impact assessments • fire/emergency assessments • resource use • waste generation • visitation scope and patterns 	This is complete. Existing Metro Vancouver policy including the Resource Management Framework, and Regional Parks Plan provide clear direction on adaptive management as a guiding principle of land management in the regional park system. The Park Concept, Guiding Principles, Ecological Overview, Phasing Strategy and Visitor Use Management Plan developed through the park concept planning process, and provided to Bowen Island Municipality in support of the rezoning and OCP amendment application, confirm Metro Vancouver’s commitment to adaptive management. The technical work completed to date meets and exceeds best practice and represents a comprehensive, and well considered approach to park planning.

9	Alternate Access to Park Road	Net vehicle use of Park not to exceed that of existing 24 residential lots. Additional vehicle use requires construction of secondary access into the cape. -- not through whitesails.	<p>Whitesails Drive provides legal road access to the proposed park. A key focus of the park proposal is to limit car access. The transportation impact assessment confirms there is ample capacity to accommodate traffic associated with the proposed regional park, and that volume is expected to be lower than what could be expected under existing zoning.</p> <p>A viable alternative road access with suitable tenure and public support has not been identified. Given the volume of traffic associated with the park, compared to what could be permitted within existing zoning, Metro Vancouver will not commit to the construction of a secondary access to the park.</p>
10	Subsidized Water Taxi / Passenger Ferry	Possibly coordinated with Translink and part of transit/active transportation network, used for park reservations as well as Bowen Island residents.	<p>BC Ferries provides a publically funded and subsidized ferry service to Bowen Island. The transportation impact assessment confirmed there is ample capacity for pedestrian passenger travel to Bowen Island.</p> <p>Ultimately, pedestrian ferry service is above and beyond the scope of this project, and Metro Vancouver's mandate to provide.</p> <p>Metro Vancouver will work closely with private or public service providers pursuing ferry service to Bowen Island to explore opportunities for strong connections to the proposed park.</p>
11	Protection of Coastal Bluffs	Establishment of conservation covenants to prohibit construction or structures or trails along sensitive coastal bluff ecologies. Visitor use on the bluffs to be strictly controlled and monitored by applicant.	<p>This is already reflected in the draft concept plan.</p> <p>Conservation covenants are already in place and registered.</p> <p>The proposed park offers far greater protection of the coastal bluffs and surrounding environment than the existing residential zoning provides. Park natural resources will be protected in perpetuity.</p>

12	Buffer Zone around Conservancy	Lot 23 to be managed as conservancy/eco-reserve; lots across the road to Conservancy to be managed so as to impede visitor traffic to Conservancy.	This is included in the draft concept plan.
13	Shuttle from Urban MV to HSB	To promote socio-economic accessibility of Park, shuttle from inner MV (e.g., Seabus in CNV or Waterfront) to HSB.	<p>Weekend/peak season shuttle service from a regional park or transit hub is being contemplated as part of the proposed park shuttle program.</p> <p>Additional assessment is required to determine feasibility and demand.</p> <p>#257 Express (Burrard to HSB) is in service. Coordination with Translink is required.</p>
14	Public transit extension to park.	Translink extension of service must be active to the Park prior to full build out.	<p>Metro Vancouver will explore options, with Translink, to expand service to the park.</p> <p>The existing #280 bus route, on Bowen, is challenging to extend to the park as its route aligns with the ferry schedule.</p> <p>A dedicated park shuttle will provide dedicated service.</p>
15	Visitor Dispersal and Infrastructure Impact in the Cove	Contribution of staging area at ferry egress and transfer of MVRD land for wastewater treatment plan, BIRD, multiuse pathway, washrooms, etc; that will impact Snug Cove.	<p>Seaside Cottage, in Crippen Regional Park in Snug Cove, will be renovated and repurposed as a park orientation center with shuttle pickup, park information and washrooms.</p> <p>Seaside Cottage is proximate to the existing transit pick up drop off area at the Cardena Drive Passenger Exchange</p> <p>Land transfers unrelated to the proposed regional park will not be considered as part of this process.</p>
16	Reduction in Vehicle Access Sites	Vehicle access sites be reduced to under 10% of non-group and non-tent cabin sites, used exclusively for those with accessibility challenges; restricted to specific disability need	The majority of campsites included in the current proposal are cycle/hike/shuttle access. The current level of vehicle access sites is required to ensure accessibility and options for those wishing to access the site.

17	2050 Plans be Referenced in Concept Plan		The proposed park vision, guiding principles and concept are in alignment with Metro2050, Regional Parks Plan and Regional Greenway 2050 Plan.
18	Animal control elements	Animal control elements must be included	Metro Vancouver has extensive experience managing dogs in parks with engineering, education and enforcement. REGIONAL PARKS REGULATION BYLAW NO. 1177, 201 establishes the bylaw for animal control.
19	Fire Plan and Control	On-site equipment provided	<p>Metro Vancouver has already procured site specific fire response equipment for the proposed park. A wildfire plan for interim operations has been completed and filed with BIM Fire Chief.</p> <p>Metro Vancouver staff are highly trained in fire risk management, initial attack, bylaw enforcement and communication. Highly trained, watershed fire suppression crews are available 24/7. Metro Vancouver maintains site specific fire response plans for all park sites, and actively manages risk throughout the summer season with considerable resources and expertise.</p>
20	Implementation of a reservation system	For all campgrounds, and the potential to expand to all users to the Park	<p>All overnight use will be by reservation.</p> <p>A day use reservation system will also be considered as a visitor management tool.</p> <p>The Visitor Management Plan provides an overview of these, and related strategies.</p>
21	Mt Gardner Rd, Collins Rd and Green Rd Dedication from Metro to BIM	Mt Gardner Rd transects Crippen Regional Park past Killarney Lake and is not recognized as a dedicated municipal road/highway. BIM staff have formally requested Metro to divest these road sections to BIM as BIM maintains and operates the roads because they service numerous properties and lands beyond.	Land transfers unrelated to the proposed regional park will not be considered as part of this process.



February 23, 2024

Bowen Island Municipality
File: RZ/OCP 2023-0018

Jeff Fitzpatrick
Metro Vancouver Regional Parks
VIA EMAIL: Jeffrey.fitzpatrick@metrovancover.org

Dear Jeff,

Response to Metro Vancouver

I am writing in response to your letter dated December 1, 2023 regarding your application for a new Regional Park at Cape Roger Curtis.

Your letter sought out additional information on the specific areas of concerns and the material on which those concerns are based, in accordance with, the Islands Trust Policy Statement. Below I provide an overview of the referral process to date, and BIM's staff's assessment on concerns identified by the Islands Trust which could be addressed by action from Metro Vancouver

Rezoning and OCP Amendment Application – Islands Trust Referral

Your letter seeks confirmation on the referral process of your application to the Islands Trust, and confirmation that all technical reports and studies were included in the referral. Most of this documentation is available on publicly available agendas and reports, which I summarize below.

The initial referral of the Metro Vancouver application was referred to the Islands Trust by BIM Council at their February 27th, 2023, meeting. Staff sent the initial referral to Islands Trust staff on March 2, 2023, and included the complete application submitted at that time. BIM staff did not receive any concerns from IT staff from this initial referral.

The referral of Bylaw 608 and 609 was made at the July 10th, 2023 BIM Council Meeting, and was considered by the Islands Trust (IT) Executive Committee meeting of August 2, 2023. The agenda package may be viewed electronically at: <https://islandstrust.bc.ca/document/executive-committee-regular-meeting-agenda-47/>. An agenda addendum was also published electronically and can be viewed at: <https://islandstrust.bc.ca/document/executive-committee-regular-meeting-addendum-18/>. IT Planning staff provided a report on that agenda, which contains an overview of the referral and include links to all the various technical reports which had been submitted by Metro Vancouver by that time. The IT Executive Committee adopted the following motion:

EC-2023-085

It was Moved and Seconded,

That Executive Committee request Islands Trust staff request Bowen Island Municipality staff respond to the following questions on 5.5.6 (re: how were the high impact recreational activities addressed and the number of potential persons camping) and 5.2.3, specifically the social impacts of development addressed, regarding Islands Trust Policy Statement checklist and return to this item the August 25th Executive Committee meeting.

CARRIED

Following that meeting Islands Trust staff reached out to BIM, and to me directly, seeking additional clarity on the two policies named above, and I responded by email amplifying my analysis of those two policies. The IT Executive Committee again considered the referral at their August 25th, 2023, meeting. The agenda for that meeting can be viewed electronically at: <https://islandstrust.bc.ca/document/executive-committee-regular-meeting-agenda-48/>. The agenda for the August 25 meeting contained an additional IT staff report on the referral. The agenda also included the correspondence between IT staff and me addressing the two policies identified in the minutes of the August 2, 2023 meeting.

BIM staff cannot speak to how the Executive Committee reviewed the documents contained in the referral, including staff reports and technical submissions, but reviewing the meeting recording shows Executive Committee members with knowledge of the contents of the technical reports prepared by Metro Vancouver, as references were made to specific points in the reports throughout the meeting. At the meeting the IT Executive Committee adopted the following motions:

EC-2023-093

It was Moved and Seconded,

THAT the Executive Committee request that staff advise Bowen Island Municipality in writing that the Executive Committee considers that Bylaw No. 608 cited as “Bowen Island Municipality Official Community Plan Amendment Bylaw No. 608, 2023” is contrary to or at variance with the Islands Trust Policy Statement policies 4.4.2, 5.2.3, 5.2.4, 5.2.5, 5.5.4, 5.5.6, 5.5.7, 5.6.2, 5.6.3 and 5.7.2, triggering a meeting between Bowen Island Municipality and the Islands Trust Executive Committee and, that staff provide a summary of the Executive Committee’s consideration.

CARRIED

EC-2023-094

It was Moved and Seconded,

THAT the Executive Committee request that staff advise Bowen Island Municipality in writing that the Executive Committee considers that Bylaw No. 609 cited as “Bowen Island Municipality Land Use Bylaw No. 57, 2002, Amendment Bylaw No. 609, 2023” is contrary to or at variance with the Islands Trust Policy Statement for those items identified in the motion EC-2023-093 concerning Policy Statement Directives as listed, 4.4.2, 5.2.3, 5.2.4, 5.2.5, 5.5.4, 5.5.6, 5.5.7,

5.6.2, 5.6.3, 5.7.2, triggering notification of the Minister and that staff provide a summary of the Executive Committee's consideration.

CARRIED

Notice of that decision was relayed to BIM by way of a letter dated August 25, 2023 from Stefan Cernak, Director of Planning Services for the Islands Trust. That letter was sent to Metro Vancouver Staff and may also be viewed at: <https://www.bowenland.civicweb.net/document/295061>. Regardless of BIM and IT staff's recommendation regarding the bylaw's compliance with the Islands Trust Policy Statement, the IT Executive Committee's role is to determine for themselves if a bylaw is contrary to or at variance with the Islands Trust Policy Statement, and not simply to affirm a recommendation made by staff.

BIM Council met with the IT Executive Committee at a Special Council Meeting on October 16, 2023. The agenda for that meeting may be viewed electronically at: <https://bowenland.civicweb.net/filepro/document/295075/Special%20Council%20with%20Islands%20Trust%20Executive%20Committee%20-%202016%20Oct%202023%20Agenda.pdf>.

At that meeting BIM staff and Council sought additional information from the Islands Trust Executive Committee regarding what specific changes were being sought from the Executive Committee to Bylaws 608 & 609, and some responses were verbally provided by members of the Executive Committee during the meeting.

The video of the meeting may be reviewed at <https://bowenland.civicweb.net/filepro/document/295076/Special%20Council%20with%20Islands%20Trust%20Executive%20Committee%20-%202016%20Oct%202023.html>.

At that meeting, as you are aware, at the meeting Council adopted the following motion:

RES#23-338

It was Moved and Seconded

That Council direct staff to request the applicant, Metro Vancouver, amend their application to comply with the Islands Trust Policy Statement Directive Policies prior to consideration of second reading and to report back to Council.

CARRIED UNANIMOUSLY

Finally, your letter requests confirmation that notification was provided to the Minister of Municipal Affairs, pursuant to Section 15.1 of the BIM Letters Patent. The Ministry was included in the August 25th letter, and BIM staff subsequently additionally contacted the Minister to inform them of the Islands Trust decision. The final communication with the Ministry was following the October 25th Special Council Meeting. At that time the Ministry was satisfied that BIM Council had identified a way forward as described in Resolution#23-33.

Islands Trust Executive Committee Concerns

Your letter requests that BIM “provide clarity on the Islands Trust determination process and next steps to advance the Application, with reference to the applicable policies, requirements, guidance

and procedures outlined in the Islands Trust Policy Statement and the BIM – Islands Trust Protocol Agreement.”

While BIM staff are not able to provide specific amendments required to address the concerns raised by the IT Executive Committee, BIM staff provide the following comments on four categories of concerns raised by the Islands Trust.

1. Transportation

The Islands Trust expressed concerns that your application is inconsistent with several policies that relate to off-site impacts of the proposed development, in particular, the impact of arrivals in Snug Cove and the travel across Bowen Island to access the campground. Metro Vancouver’s *Visitor Use Management Plan*, dated June 8, 2023 identifies concerns with the Island’s Transportation Infrastructure. Likewise, Bowen Island’s current [Transportation Plan](#) identifies concerns with existing cycle facilities on Bowen, as many Bowen roads lack safe, accessible infrastructure. In January of this year staff presented BIM’s [Active Transportation Plan](#) which showed that the current route across Bowen Island is not an acceptable route for the majority of bicycle riders on Bowen Island.

Initial submissions from Metro Vancouver acknowledged the challenge of transportation across Bowen Island and sought to take steps to mitigate these challenges. For example, Metro’s *“Implementation, Visitation, Operations and Access Report”*, dated March 2023, identified BIM’s proposed Multi-Use Path route to traverse the Island from Snug Cove to Tunstall Bay. This report stated that:

Metro Vancouver will prioritize alternatives to private vehicular access to the park. Sustainable access will be a guiding principle, from the park’s physical planning and design to managing capacity, access and communication-related to day and overnight use. Access strategies will include:

- *Provision of a park shuttle;*
- *Improved multi-use pathway or greenway connections; and*
- *Limited vehicular access to support accessibility and day use.*

The Preliminary Phasing Summary included in that report outlined that Phase 1 of the “park development phases” would include “Investment Cross-island MUP.”

In May 2023 Metro Vancouver submitted a *“Visitor Use Management Plan.”* This plan also recognized the potential impact that access to the park will cause to existing residents. This plan stated that “Metro Vancouver will work with Bowen Island Municipality to fund key phases of the cross-island multi-use part (MUP).” The updated Phasing Summary submitted at the same time again identified a Phase 1 action of “Investment in cross-island MUP.” Metro’s submitted Transportation Impact Assessment (TIA), prepared by Bunt and Associates, identifies that potential TDM strategies to be undertaken by the Site Developer include “Provide Cycling facilities leading to, adjacent to and on the site.” Based on these submissions, and ongoing conversations with Metro Staff, BIM staff had understood Metro Vancouver proposing improved non-vehicular access to the park, including construction of

portions of the Multi-use path, to be done through a cost-sharing agreement, similar to the improved vehicle access route proposed in the development of Widgeon Marsh Regional Park.

Thank you for the submission of the January 24, 2024, Bunt memo provided in response to BIM staff concerns. The TIA and additional memo still contain many assumptions that would rely heavily on improvements to the active transportation network to bring visitors to the park. For example, the January 24, 2024 memo estimates a modal split for transportation to the park such that 25% of daily visitors will come on foot or by bicycle (the memo also estimated 38% will arrive by transit/shuttle). Absent improvements to park access, staff foresee visitors instead accessing the park by motor vehicle, with increased impacts on access routes into the park. BIM staff are awaiting a third party peer review of the TIA, which we understand you have commissioned.

The “*Visitor Use Management Plan*” submitted in June 2023 likewise acknowledged challenges with access to the site and a desire to reduce car access to the site. This plan, however, removed commitments to improve access to this site. This report instead stated, “*Metro Vancouver will work with Bowen Island Municipality to fund key phases of the cross-island multi-use path (MUP) within the park.*”

Finally, your letter dated December 1, 2023 stated firmly that Metro Vancouver will not fund construction of the Multi-use path, or a connection between the planned Multi-use path and the proposed park.

The challenges of access to the proposed Regional Park are a key concern raised by BIM Council and staff and Bowen residents. The IT Executive Committee likewise expressed concerns with compliance with Policy 5.5.7. Metro Vancouver’s initial application provided assurance of funding to address these off-site challenges with access, which could be used to support compliance with Policy 5.5.7. The updated Management Plan in June 2023, and confirmed in your letter dated December 1, indicate that the previous offer to address off-site challenges of transportation has been removed.

Given the revisions to your application to remove commitments to improve cycling access to the proposed Regional Park, please outline how Metro Vancouver will work to improve cycling access to the Proposed Regional Park, including meeting the recommendation in the Bunt and Associates TIA to provide Cycling facilities leading to the site.

2. Adaptive Management

Metro Vancouver’s submissions have indicated that Park management will utilize “adaptive management,” but no details have been provided as to how that will be implemented. While your letter states that Metro Vancouver would be willing to enter into a Section 219 Covenant in relation to the proposed phasing plan” Metro Vancouver staff have been clear to BIM staff that, under no circumstances, would Metro Vancouver agree to a Section 219 Covenant and phasing plan that would result in a total number of campsites below that proposed in your application. As such, please provide specific additional information regarding the nature of adaptive management proposed and what steps Metro Vancouver would be willing to commit to taking if

the proposed park has greater impacts than those projected in the submitted Transportation Impact Assessment and Visitor Use Management Plan.

3. Water Demand

The IT expressed concern that “water is an issue in that area based on public feedback and reports indicating issues with water in that area”. Your response noted the submission of a technical memorandum *Water Study Analysis Results* by Water Street Engineering dated June 23, 2023. That memorandum concludes, based on an analysis of the well certification records, that there is sufficient quality of water to meet the estimated peak demands of the proposed campground. The memorandum recommends additional well testing be conducted “to confirm the well supply quantity and quality.” BIM staff would recommend that completion of this recommendation be conducted to address concerns raised by the Islands Trust.

4. First Nation Engagement

BIM has referred Bylaws 608 & 609 to the Squamish First Nation, and to date has not received a response from the referral. I understand from your letter, and other conversations with Metro staff, that you have worked closely with the Squamish First Nation, and other Indigenous groups, in your planning for the proposed Regional Park. To address the concern from the Islands Trust, Metro Vancouver may wish to provide information on the state of their engagement, and, if possible, encourage the Squamish First Nation to provide any comment on the proposal.

Next Steps

At their July 10, 2023, Council Meeting, BIM Council referred Bylaws 608 and 609 to the Islands Trust for comment, and to a number of internal advisory committees and external agencies BIM began the referral process, and Metro Vancouver staff were present at those initial committee referral meetings. However, staff paused referral meetings to allow Metro Vancouver to address concerns raised by the Islands Trust. Upon receiving a response from Metro Vancouver, addressing the concerns raised by the Islands Trust, BIM Staff will return your response to BIM Council and seek a referral to any response to the Islands Trust to ascertain if, given additional information, the Islands Trust finds that the revised application is not contrary to or at variance with the Islands Trust Policy Statement. Upon receiving this statement from the Islands Trust, BIM staff will complete the remaining committee referrals before returning all comment received to date to BIM Council.

Sincerely,

Daniel Martin

Daniel Martin
Manager of Planning and Development

cc: Liam Edwards, Bowen Island Municipality CAO
Hope Dallas, Bowen Island Municipality Corporate Officer
Lydia Mynott, Landscape Architect, Regional Parks, Metro Vancouver
Mike Redpath, Director, Regional Parks, Metro Vancouver
Stefan Cermak, Director, Planning Services, Islands Trust

METRO VANCOUVER REGIONAL PARKS

Upcoming Events

April 2024

DATE	UPCOMING EVENTS
01 APR 2024	Critter Capers: The Case of the Scrambled Eggs MINNEKHADA REGIONAL PARK
01 APR 2024	Tricksters ALDERGROVE REGIONAL PARK
06 APR 2024	Story Time Walk BURNABY LAKE REGIONAL PARK
09 APR 2024	Piper Spit Bird Count BURNABY LAKE REGIONAL PARK
13 APR 2024	Winged Woodworkers PACIFIC SPIRIT REGIONAL PARK
24 APR 2024	The Secret Life of Trees MINNEKHADA REGIONAL PARK
27 APR 2024	Birding for Beginners IONA BEACH REGIONAL PARK
27 APR 2024	Forest Bathing PACIFIC SPIRIT REGIONAL PARK
27 APR 2024	Goodbye Chums! KANAKA CREEK REGIONAL PARK
27 APR 2024	Salamander Searchers təmtə́míxʷtən/BELCARRA REGIONAL PARK

*Note: For more information on Regional Parks Programs & Events, please visit <https://metrovancover.org/events/events-calendar>