



April 9, 2018

TO: Park Board Chair and Commissioners
FROM: General Manager – Vancouver Board of Parks and Recreation
SUBJECT: Understanding Stanley Park: Developing a Comprehensive Plan

RECOMMENDATION

- A. THAT the Vancouver Park Board receive for information the update on the Stanley Park Comprehensive Plan & Process as outlined in this report; and
- B. THAT the Vancouver Park Board approve the Stanley Park Intergovernmental Committee and Working Group Terms of Reference, as outlined in Appendix A of this report.

POLICY / PREVIOUS DECISIONS

At its meeting of January 11, 2016, the [Park Board adopted eleven reconciliation strategies](#) in response to the Calls to Action provided by the Truth and Reconciliation of Commission of Canada (TRC) including the following:

- C. Take a 360 degree approach to programming, including in the areas of culture, health, public dialogue, physical activity, and sport in order to increase public knowledge and awareness of reconciliation and to provide support to indigenous peoples including children, youth, Elders and families;
- D. Continue Park Board's precedent-setting intergovernmental approach to the future stewardship of Stanley Park and other relevant lands.

The Park Board's [Strategic Framework](#) includes the following goals and objectives:

- **Relevant Programs & Services:** deliver parks and recreation services that meet the needs of our communities both now and in the future
- **Healthy Ecosystems:** grow green neighborhoods by providing our communities with easy access to nature and advocating for healthy and sustainable environments
- **Community:** committed to connecting people, facilitate healthy lifestyles and enrich communities and actively promote collaboration and participation
- **Well Managed Infrastructure:** provide, maintain and plan for exceptional recreational, social, and cultural amenities that contribute to the livability of Vancouver

The [Vancouver Urban Forest Strategy \(2014\)](#) includes the following goals and principles:

- Ensure resiliency to disease and climate change
- Grow urban forest canopy
- Manage our urban forest as a vital living asset

The [Vancouver Biodiversity Strategy \(2016\)](#) includes the following objectives:

- Maintain Ecological Processes (Restore habitats and species)
- Connect citizens to natural areas in the city
- Celebrate Biodiversity through Education & Stewardship

BACKGROUND

The Vancouver Park Board and the Musqueam, Squamish, and Tsleil-Waututh First Nations have initiated a planning process for the development of a 100-year vision and comprehensive plan for Stanley Park. Guided by the Stanley Park Intergovernmental Committee and Working Group consisting of leadership and members of the Nations and Park Board Commissioners and staff, the comprehensive plan will aim to develop, articulate and carry forward a compelling vision for the park, as well as a set of guiding principles to govern all aspects of park design, planning and management in order to realize this vision.

Project Rationale

There have been numerous individual plans, studies, projects, proposals and discussions focused on Stanley Park, but there has never been a comprehensive plan that brings all aspects of park design, development, programming, and management together. Most, if not all, park initiatives have been done in the absence of a clear and united vision for the future of the park, and in the absence of a documented understanding of the park's challenges and opportunities. Many improvements, additions and operational and maintenance regimes have been carefully done to create a consistency in character and quality, while others have been undertaken in isolation, on an ad-hoc or as-needed basis. There has been little in the way of a comprehensive view of how the park should be managed as a whole in order to prioritize improvement efforts and determine how future changes or uses should be undertaken and/or regulated.

More importantly, the place currently known as Stanley Park is an extremely significant area for the Musqueam, Squamish and Tsleil-Waututh First Nations as a central confluence in their unceded territories. While much of our contemporary understanding focuses on the Park Board inauguration of 1888 as well as various park management practices that have since taken place in a colonial context, there is a much grander scale of history involving a rich collection of important narratives and events that depict a much greater and resilient First Nations presence.

This complex history of Stanley Park remains widely unknown to the average visitor. This includes the deliberate destruction of individual family property paired with the dehumanization of long standing residents in multiple village sites during the first half of the park's history. A popular but misguided narrative depicts the creation of a park from "untouched nature". Lord Stanley declared that the park was dedicated "to the use and enjoyment of people of all colours, creeds, and customs for all time" meanwhile the removal of actual Indigenous villages and families (only to be replaced with culturally misrepresented "replicas") further buried the original identity of the park and cultures that were rooted there.

While most people may agree that Stanley Park should be (and in some views, should remain) a natural "untouched" wilderness, it takes work and effort to protect its ecological integrity, especially in its greater context of a dense, urban, coastal metropolis. The 2006 storm that caused massive destruction to the Park's forest canopy revealed how valued Stanley Park is by all, how important its stewardship is and helped to identify multiple issues with park conditions.

Stanley Park faces significant challenges that can only be adequately addressed strategically and holistically.

Unprecedented demands on park functions will result from population growth in the Metro Vancouver region (including continuing densification of Vancouver's West End community), as well as increasing popularity of the park as a global tourist destination (in 2014, Trip Advisor ranked Stanley Park as the #1 park in the world based on user reviews). Climate change and sea level rise is a real and imminent issue. Wildlife throughout the park is threatened by habitat loss and fragmentation. Water quality has been declining in both fresh water and coastal ecosystems due to vegetation loss and storm water runoff. Forest canopy and native vegetation is exposed to new kinds of stress due to climate change, such as increasing summertime drought, and competition with invasive species. While some of these impacts are associated with global trends, many of these challenges are rooted back to colonial settlement of the western world. It is necessary to acknowledge that colonial based issues would benefit from new perspectives.

The Stanley Park Comprehensive Plan process will allow not only the establishment of an authentic narrative for Stanley Park but it also enables the ability to chart a new course for the enrichment and protection of the park for centuries and all generations to come. The three local Nations have inhabited the park sustainably for thousands of years, where their knowledge and wisdom in land stewardship are embedded in the experience and practices that took place prior to colonization, and continue today. It is the Park Board's responsibility to share the true history of the park, and our opportunity to work with Musqueam, Squamish and Tsleil-Waututh First Nations to learn these stories, listen to the wisdom and strategies shared and let it inspire and guide the process moving forward. The Stanley Park Comprehensive Plan will undoubtedly benefit from this new working relationship evolving between our respective governments.

Work Completed to Date

The notion of a government to government process began in 2011 where the Park Board General Manager established a round table to build new relationships with the three local Nations of Musqueam, Squamish and Tsleil-Waututh. In July 2014, a joint letter written by the Chiefs of the three Nations was sent to the Park Board General Manager, requesting that they be consulted consistently and authentically at the onset of any planning process or initiative related to Stanley Park. This led to the formation of the Intergovernmental Committee (comprised of leadership from the Nations and the Park Board Commissioners) and the Intergovernmental Working Group (comprised of Musqueam, Squamish and Tsleil-Waututh First Nations Land, Treaty and Resource representatives and Park Board staff).

In response to the [Truth and Reconciliation Commission \(TRC\) of Canada and the publication of their 2015 report](#) outlining the 94 "Calls to Action", the Vancouver Board of Parks and Recreation made a commitment to move forward on those actions that are within the Park Board's jurisdiction. With this, the [Park Board approved 11 recommendations to advance the work of the TRC in January of 2016](#). While all 11 recommendations apply to the planning process of Stanley Park, one recommendation in particular provides a mandate for the process: *"D. Continue Park Board's precedent-setting intergovernmental approach to the future stewardship of Stanley Park and other relevant lands"*.

The Intergovernmental Working Group has been meeting consistently since 2015, building trust and relationships between the different councils, developing protocols and overseeing recent developments or changes to Stanley Park and, most importantly, building a strong foundation

for the Stanley Park Comprehensive Plan process. The Nations recommended the hiring of a dedicated planner position as part of the Stanley Park Intergovernmental Working group and participated in the hiring process. The diagram below graphically outlines past events of the Park Board and Musqueam, Squamish and Tsleil-Waututh First Nations collaboration process as described above.



DISCUSSION

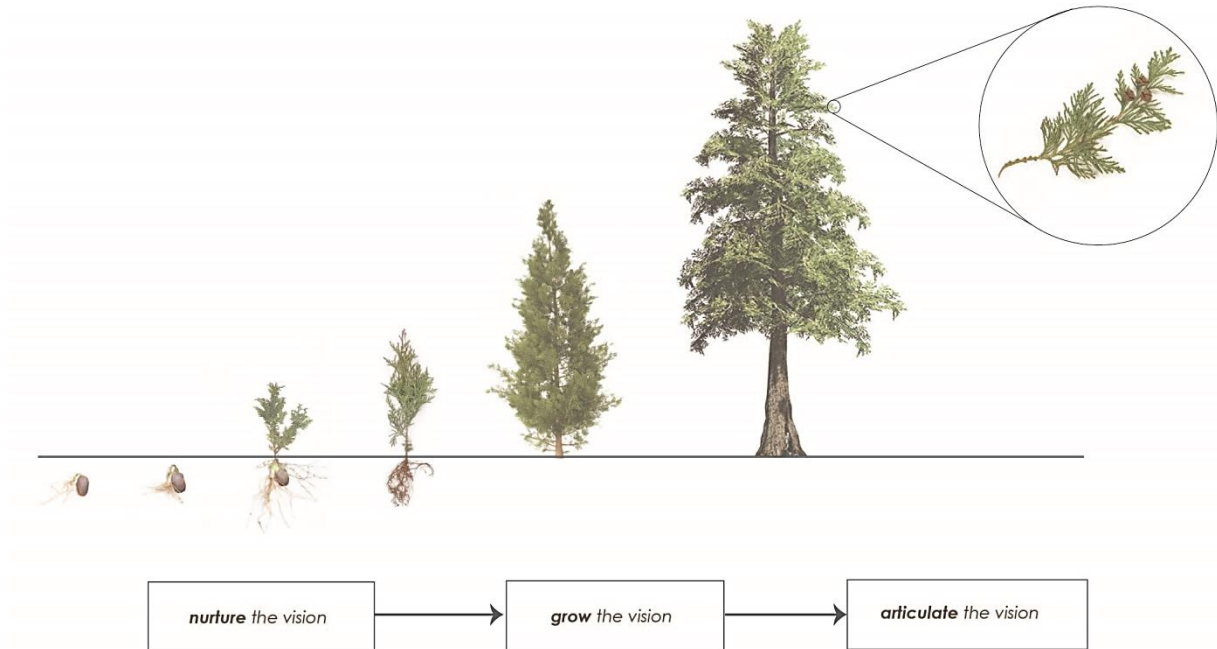
The Comprehensive Plan is meant to provide consensus and an overall picture of what kind of place Stanley Park could be in 100 years. As such, the plan is meant to be a high level document, based on a shared vision and guiding principles including a high level conceptual master plan for the park. It will reflect upon the current state of the park, clearly identify and understand major challenges and provide sound recommendations for overcoming these challenges, in order to help direct us towards this vision.

Project Approach

It is important for the Park Board and the Nations to work together to build consensus with the community around a united vision. The Intergovernmental Working Group will play a key role in helping to guide the overall process but the vision itself will be the product of the collaboration and input from the Park Board, Musqueam, Squamish, and Tsleil-Waututh First Nations, stakeholders (including lease holders), advisory groups and the public, across three overarching stages:

1. **nurture** the vision
2. **grow** the vision
3. **articulate** the vision

The following graphic provides a visual representation of how these stages will eventually result in a clear picture of a 100-year vision for Stanley Park.

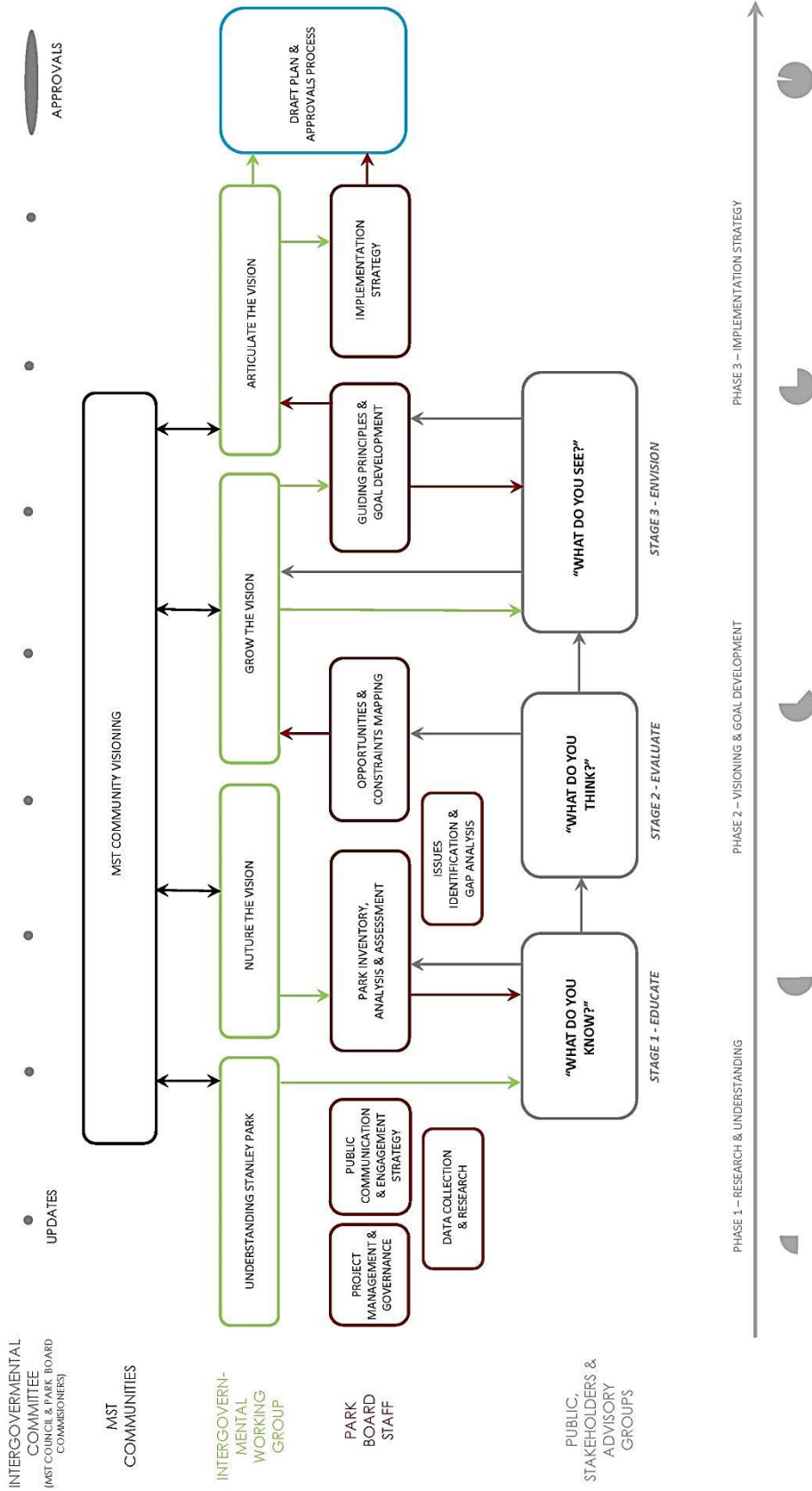


The “seed” has already been planted through the work of the Intergovernmental Working Group and the broader First Nations community through the visioning workshop held with independent facilitator, Tim Corey, in 2015. Through the public engagement process we will be able to grow and then further articulate the vision with an aim to continue building consensus and a sense of ownership from the community.

Given the precedent-setting collaboration of the Intergovernmental Working Group, the project program must be flexible and open to alternative ideas, some of which are unconventional and may not have been done before. A new approach to park planning and management may emerge as aspects of the process are creatively designed and customized to fit the tasks at hand. All of this material is draft and subject to revision under the advisement of the Intergovernmental Working Group and outcomes of the planning process. A draft scope of work for the Comprehensive Plan has been developed for initial planning purposes, but it is likely to be modified, customized, or shifted throughout the process.

Planning Process

The graphic on the following page is a summary of the framework of the planning process outlining the major phases and their respective tasks that will likely be involved. These tasks are not necessarily listed in the exact order by which they will be executed, as many tasks will be occurring simultaneously or will move back and forth. While a timeline for the project process is still being confirmed, we anticipate this process will span a 3-4 year timeline. Park Board staff will report back on the detailed Scope of Work to execute this process pending approval of this overall approach.



Public, Stakeholder and Advisory Group Engagement Strategy

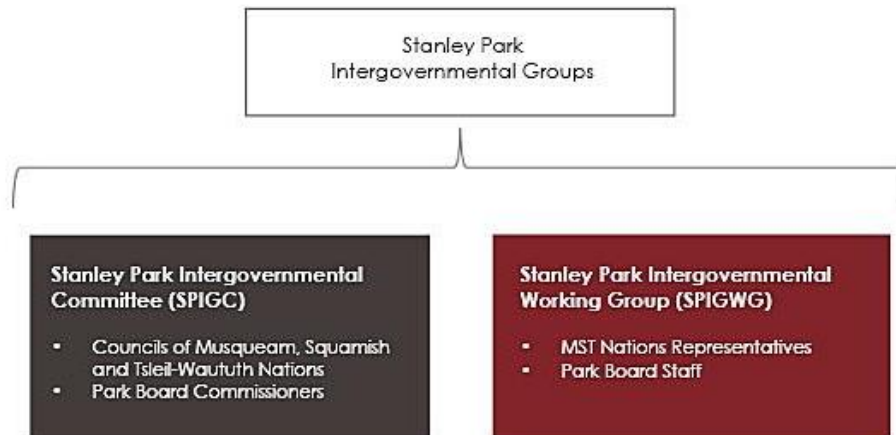
Park Board staff will report back to the Board with a completed Public, Stakeholder and Advisory Group Engagement Strategy for review. The strategy is under development but is being planned preliminarily over three general stages:

- **Stage 1 “What do you know? (about Stanley Park)” (EDUCATE):** This first stage involves sharing the untold narrative of Stanley Park and through truth-telling, promote a deeper understanding and appreciation for its broader history. This stage should not only highlight Stanley Park’s significance to the Nations but it should also find culturally sensitive, appropriate yet compelling ways to communicate this significance, which is paramount to building a broader, united vision.
- **Stage 2 “What do you think? (about Stanley Park)” (EVALUATE):** Work with the public, stakeholders and advisory groups (and the Park Board) to evaluate their perspectives on Stanley Park. This information will all be collected and distilled in order to generate a broader understanding of community perspectives and be able to set the foundation for next and final phase of articulating the broader vision.
- **Stage 3 “What do you see? (for Stanley Park)” (ENVISION):** This stage involves sharing both the outcomes of the Educate and Evaluate phases of the public process and work with public, stakeholders and advisory groups to develop a refined and articulated vision. This can be done through the use of various focus groups, community workshops, and in-park tours, lectures, events, design charrettes and public open houses and any other creative ideas generated throughout the process.

Stanley Park Intergovernmental Committee & Working Group – Terms of Reference

The purpose of the Terms of Reference is to provide a logistical framework for the management of the Intergovernmental Committee and the Intergovernmental Working Group. It is important for us to define and develop a foundation of how we work together. It is also useful to formalize and confirm our commitment to the Stanley Park Comprehensive Planning process and to share this commitment with the public.

The graphic below outlines the Committee and Working Group members. For further information on the roles and responsibilities of these Intergovernmental Groups, please refer to Appendix A .



SUMMARY

In carrying out the first stage of this work (Understanding Stanley Park), there is a lot to learn about the current physical, functional, and ecological conditions of the park, how it is used, and what the Park means to people. There is also a significant amount of information to learn about the history of the Musqueam, Squamish, and Tsleil-Waututh First Nations and how together they shared, inhabited, and cultivated Stanley Park for thousands of years. The wisdom embedded in their experiences and stories give way to an advanced kind of land planning and stewardship that embodies an authentic balance between human use and enjoyment and the natural ecosystem that supports it. Stanley Park requires this intricate level of planning and stewardship in order to create a resilient park for all generations to experience for centuries to come.

General Manager's Office
Vancouver Board of Parks and Recreation
Vancouver, BC

Prepared by: Emily Dunlop, Planner II, Planning & Research

/ed/jk/clc

Terms of Reference

Stanley Park Intergovernmental Committee and Working Group

TERMS OF REFERENCE

1) Overview

a) Background

The area currently known as Stanley Park is a unique ecological green space that has cultural heritage and significance to the Nations of Musqueam, Squamish, and Tsleil-Waututh. The park is on unceded territory of the three Nations and is managed under a lease agreement between the federal government and the Vancouver Board of Parks and Recreation (Park Board). The Musqueam, Squamish, and Tsleil-Waututh Nations have occupied this area since time immemorial, where numerous village sites, cultural and spiritual locations, and registered and un-registered archaeological sites exist in the park. Dialogue amongst the Musqueam, Squamish, Tsleil-Waututh and the Park Board regarding park planning and stewardship is recognized as an important aspect of consultation and management of the park.

b) Purpose of these Terms of Reference

These Terms of Reference serve to provide the logistical framework for establishment and management of the Stanley Park Plan Intergovernmental Committee, as well as the Stanley Park Plan Intergovernmental Working Group. These Terms of Reference are considered a living document that may be amended from time to time as required by the Nations and the Park Board.

c) Purpose of the Stanley Park Intergovernmental Committee

The purpose of the Stanley Park Intergovernmental Committee (“the Committee”) is to collaboratively create a long-term vision for Stanley Park and provide high-level direction to develop a comprehensive plan for the park which will guide future development, stewardship, interpretation and restoration.

The Intergovernmental Committee will review and endorse the final draft comprehensive plan prior to recommending its approval to Councils and Park Board. The plan will be useful in developing projects and on-going maintenance in the park, in keeping with the long-term vision and in facilitating evaluation of proposals regarding any aspect of Stanley Park from the First Nations, Park Board or other levels of government, organizations, and interest groups.

The Committee’s considerations are high level, such as developing a vision and overarching principles for the park. Other items of a technical nature are referred to the Working Group.

2) The Intergovernmental Committee

- a) The Intergovernmental Committee is composed of representatives from the Musqueam, Squamish, and Tsleil-Waututh First Nations and the Park Board (“the Parties”).

Terms of Reference

- b) Each First Nation and the Park Board appoints at least two (2) representatives to the Committee.
- c) Park Board provides overall administrative and coordination services for the Committee via the Committee administrator.
- d) The hosting of the Committee rotates for each consecutive meeting. The hosting organization provides a location, chairs the meeting, and co-ordinates with the Committee administrator to develop and distribute the agenda, send out reminders as required, liaising as required between meetings, and record and circulate minutes.
- e) Meetings of the Committee will be held on an as-needed basis.
- f) Where possible, each First Nation and Park Board member circulates documents and proposals to be considered at least two (2) weeks in advance of a meeting.
- g) A quorum of at least two (2) members from each of the First Nations and Park Board is required. When deemed necessary, other Committee members may be polled for their opinions and/or advice following the meeting.
- h) From time to time, members of the Committee may indicate that separate meetings between Park Board and each First Nation may be required.
- i) The Committee will collectively decide on how each of the First Nations and Park Board will include consultation with the larger public and ultimately approve the plan.

3) Stanley Park Intergovernmental Working Group

- a) The Working Group is composed of representatives from the Musqueam, Squamish and Tsleil-Waututh First Nations and the Park Board.
- b) Each First Nation and the Park Board appoints at least two (2) representatives to the Working Group.
- c) A schedule of meetings of the Working Group will be established annually and on an as-needed basis with the aim of meeting monthly.
- d) The chair of the Working Group will rotate among the Parties.
- e) The Working Group will establish an effective working relationship between the Parties.
- f) The Working Group will review and summarize information, and develop recommendations to be considered for Intergovernmental Committee sessions.
- g) The Working Group will support the Committee in developing a long-term vision for Stanley Park and components of a comprehensive plan for the park.

Terms of Reference

- h) The Working Group will refer components of the draft plan to members of the Intergovernmental Committee as appropriate. If considered appropriate, one or more meetings of the Intergovernmental Committee may be convened to review and discuss.
- i) The Working Group will report back to their respective staff/Council/Board as required for comments/approvals.
- j) The Working Group will disseminate information back to their respective staff and Councils as required in order to advance the development of the plan;
- k) The Working Group will consider proposals from third parties regarding park use and management practices that may warrant consideration prior to conclusion of a comprehensive plan for the park.
- l) The Working Group will identify shorter-term improved processes or methods of working together in advance of conclusion of a comprehensive plan for the park.

4) Working Group Support Teams

- a) The Working Group may, when required, establish support teams or appoint individuals to undertake specific tasks.
- b) Support teams will meet independently as needed to discuss issues and actions arising from Working Group/Intergovernmental Committee sessions.
- c) Support teams will be made up of appointed representatives from the First Nations and Park Board. Generally, support teams will have equal representation from each Party.

5) Technical Assistance

- a) The Intergovernmental Committee Working Group may, if all Parties agree, seek technical assistance on any issue outside of the Working Group.
- b) Unless otherwise agreed by the Intergovernmental Committee or Working Group, any technical assistance will be sought through a request for proposal process designed by the Working Group and approved by the Intergovernmental Committee.
- c) The Working Group will provide day-to-day management of technical assistance providers and/or consultants on behalf of the Intergovernmental Committee.

6) Decision Making Process

- a) The Intergovernmental Committee will make recommendations to the Councils and Park Board by consensus.

Terms of Reference

- b) Formal recommendations to the Councils and Park Board will be acknowledged in the Intergovernmental Committee minutes and include the names of the Committee members present.

7) Funding

- a) The Intergovernmental Committee and Working Group will work together to address funding issues as they arise. All projects and initiatives identified in these Terms of Reference are subject to funding and/or in-kind support being available.

8) Dispute Resolution

- a) The Parties are committed to resolve any disputes which may arise from the implementation or interpretation of these Terms of Reference in a co-operative, collaborative, non-adversarial, and timely manner.
- b) The Parties will employ negotiation, or mediation, to resolve disputes.
- c) The Working Group will employ negotiation or mediation to resolve any disputes arising from their activities and deliberations prior to referring the matter to the Intergovernmental Committee for resolution.
- d) The Intergovernmental Committee will jointly appoint a mediator if needed.
- e) In the event that an issue cannot be resolved at the Working Group or Intergovernmental Committee level, then the issue will be brought to each Party's respective Council for direction.
- f) In the event that a dispute arises with respect to cultural issues from external sources, the matter will be referred first to the three First Nations for resolution prior to being dealt with by the Parties.

7. General

- a) These Terms of Reference may be amended by written agreement of the Parties.
- b) These Terms of Reference, the Committee, and the Working Group will remain in place until the conclusion of the plan process.
- c) Notwithstanding Section 7b, any of the Parties may withdraw from the Committee with a letter from their respective Council or Board.
- d) The Parties will review these Terms of Reference as necessary with the Working Group to ensure that its objectives continue to be met.

These Terms of Reference do not abrogate or derogate any existing aboriginal rights, titles, or interests of the three First Nations.