Regular Meeting of Council Monday, October 17, 2005

COU	JNCIL AGENDA/INFORMA	ΓΙΟΝ			
In-Camera	Date:	Item #			
Regular	Date:	Item #	Dept.	Director	CAO
Info Package	Date:	Item #	Manager	Director	
Agenda Addendum	Date:	Item #			

The District of North Vancouver REPORT TO COUNCIL

September 12, 2005 File: 13.6480.20/010.001 Tracking Number: RCA -

AUTHOR: Susan Rogers, Section Manager - Parks Planning

SUBJECT: Alpine Recreational Strategic Study

RECOMMENDATION:

It is recommended that the following actions be considered by Council:

1. Endorse in principle, the vision and principles of the Alpine Recreational Strategic Study as outlined in this report under Sections 1.1. and 1.2.

2. Confirm the key strategies within the planning framework as the basis of a detailed implementation plan as described in this report under Sections 1.3 and 1.4.

3. Endorse the work plan in Attachment 5 to implement the priority items as outlined under Section 1.3 and 1.4. and refer these items to the context of the 2006 5 Year Financial Plan for consideration.

4. Direct staff to explore potential business partnerships with other land owners, GVRD and particularly those in the alpine recreation business.

REASON FOR REPORT:

To confirm Council's commitment to the overall vision, principles and key strategies of the Alpine Recreational Strategic Study, as the basis for developing a detailed implementation plan.

The draft recommendations from the Alpine Recreational Strategic Study were discussed at the June 21, 2005 Council workshop, and staff was directed to prepare a report to seek Council endorsement, in principle, of the study's vision, principles, strategic planning framework and preliminary recommendations.

SUMMARY:

The Alpine Recreational Strategic Study seeks to establish a new vision with principles and strategies necessary to begin to address a broad range of issues in the Alpine area. A

comprehensive public process conducted in 2004 helped to identify key concerns, and through discussion, a series of strategies were formulated. The report summarizes the key study recommendations, outlined from Section 1.1. to Section 1.4. With endorsement to proceed, many of the strategies can begin to be implemented within a 5 year time frame. Funding implications and options can be discussed within the context of the 2006 5 Year Financial Plan.

BACKGROUND:

A growing population of outdoor-oriented residents and visitors has increased recreational use on DNV alpine areas, specifically relating to trail activities. The popularity of mountain biking on the North Shore over the past ten years has resulted in significant changes to user patterns on the mountainside. Changes in recreational use have resulted in issues relating to lack of staging and parking areas, parking impacts on residential roads, public safety, environmental impacts to sensitive eco-systems, code of conduct and commercial uses to name a few. These and other concerns have triggered discussion at a municipal, community, regional level on how to most effectively manage these precious lands. There is currently no management plan to address recreational access to the District of North Vancouver managed alpine areas. The primary policy document to provide overall guidance is the Alpine Area Official Community Plan (1990), however the absence of a comprehensive set of recreational-use principles, and objectives for the Alpine area, has made it difficult for District staff to resolve many of the issues now arising.

In upper Lynn Valley, with no formal staging areas to access the Fromme Mountain trails, recreational parking along residential roads at the north end of Mountain Highway triggered significant neighbourhood concern, and prompted the District to pursue both interim measures and a broad, long term strategy for managing the Alpine Area in the District of North Vancouver. This included approval to initiate the Alpine Recreational Strategic Study in 2003. **Attachment 1** provides detailed chronology outlining Council direction and actions since 2003.

EXISTING POLICY:

The **Alpine Area Official Community Plan (1990**), is the primary planning document and provides general guidance on permitted uses in the Alpine Area, which includes provision for public recreation, commercial recreation and wilderness recreation. It contains specific relevant Park, Recreation and Wilderness objectives and policies, all of which are consistent with the intent and approach of the Alpine Recreational Strategic Study. In addition, other planning documents make reference to the need for improved access to the Alpine areas which include:

- Lynn Valley Local Area Plan (1997): Goals included a policy to review possible locations for parking areas at the north end of Mountain Highway to serve recreationalists accessing trails on Fromme Mountain.
- Seymour Local Area Plan (2004): Contains objectives to seek ways to improve access and enjoyment for trail users, as well as initiating planning studies in the Mountain Forest/Cove Forest to examines the feasibility of activities, which included staging and parking areas.

North Shore Community Tourism Development Strategy, 2002-2005: Contains
objectives that identifies eco-adventure tourism as a major asset and the value of ensuring
parking and other physical infrastructure are addressed in any proposed tourism development

ANALYSIS:

Since Council's direction in 2003 to initiate work on a comprehensive strategy for managing Alpine recreation, staff have worked with a broad group of recreational stakeholders and residents to help formulate the Alpine Recreational Strategic Plan recommendations. Council has received the materials relating to this effort in January 2005 through a Council workshop and a policy discussion. This information was re circulated for the June 21, 2005 Workshop with Council.

At the June 21, 2005 workshop, discussion focused on considering options for achieving a vision of the Alpine area in 2010, including long term strategies and immediate priorities (**Attachment 2** provides presentation and background information from workshop). Given that recreational use of the Alpine area is growing, but is currently unmanaged, the options at the workshop outlined were to:

- Retain status quo with no improvements; or
- Prohibit all or some recreational use in the Alpine area; or
- Start to initiate active management of recreational activities in the Alpine area

Based upon public input and recent surveys about alpine recreational use and North Shore quality of life in general, actively managing alpine recreation is considered the only sustainable approach.

1.1 Community Inspired Vision for Alpine Recreational Strategic Plan:

The vision statement was developed and supported by the public through a series of public workshops held in March and April 2004. At a general level it provides an overall vision of what needs to be achieved in order to effectively manage and sustain the value of the Alpine areas:

"The vision is one of sustainability to respect the natural systems and managing uses of the mountains in ways that do not diminish the ability of future generations to enjoy this wonderful endowment. By adopting an approach that protects the mountain's ecology while providing recreational, social and economic benefits, the north shore will become a model of sustainable recreational management.

At the heart of achieving this vision is a commitment to balance environmental protection with recreational activity. This commitment will be shared by all who are responsible for this asset – individuals using the mountain, governments, private owners, commercial operators, and other agencies. Common, sustainable strategies will emphasize awareness, education, safety, and stewardship. Management approaches will be shaped by a desire to minimize negative impacts on the environment and residential neighbourhoods, while maximizing opportunities for positive outcomes such as habitat enhancement, tourism, partnership, education and other opportunities."

1.2 Guiding Principles for Alpine Recreational Strategic Plan:

Anchored by the vision, a series of principles emerged to guide the vision. They express a range of organizing concepts which are key to the development of a successful recreational study and include topics such as:

"Sustainable Planning Framework; Environment Preservation, Opportunities and Enhancement; Accessibility and Recreation; Stewardship and Responsibility; Leadership, Partnership and Innovation; Awareness, Public Education and Advocacy; Public Health, Safety and Risk Management; Adaptive Management; Multi-jurisdictional Relationship with Landowners; Tourism and Economic Considerations and Financial Development ." (Attachment 3 provides details of guiding principles)

Using the Vision and Principles as planning framework from which to work from, the question was posed at the June 21 workshop: **"What Could the Alpine Area Look Like in 2010?"** What steps would need to be implemented to achieve the vision? The following broad based attributes were presented to Council as being critical to meeting the long term vision of sustainability for the Alpine area:

- Fostered Environmental Sustainability
- Strategies for Bio-Diversity Protection
- Fostered Health and Safe Recreation
- Best Management Guidelines Applied
- Trail Classification Mapping
- Formalized Staging Areas and Parking at Key Locations
- Restored and Enhanced Habitats
- Fostered Stewardship Programs
- Expanded Education Programs
- Co-ordinated Volunteer Programs
- Fostered Community Partnerships to Activity Manage Recreation & Alpine Area

The next step would be to develop the list into more detailed strategies and actions that could be implemented through work plans in the next 5 years.

1.3 Organizing Principles and Related Strategies in Alpine Recreational Strategic Study

Many of the strategies in the study recommendations were developed in response to a wide range of issues identified through public consultation, including environmental impacts, lack of management, public safety, lack of trail standards, unauthorized trail construction, parking impacts on residential roads, code of conduct, funding and commercial uses, to name a few.

Central to the study is an ecosystem analysis of the Alpine area which formed a base to guide planning decisions, and helped to lead to a planning framework within which sustainable alpine recreation could be managed. The three key organizing principles of the framework were supported by the public during feedback sessions at public meetings:

1) Management Zones: Supported by an eco-based approach, the management zones help to define permissible uses, identify conservation areas, management standards, trail classifications, level of resource development, and facilities permitted within specific geographical areas.

2) Stewardship: Stewardship fosters responsibility and accountability over time among users, land managers and owners, volunteers and everyone with an interest in the future of the alpine lands.

3) Adaptive Management: Adaptive management ensures that the planning framework remains innovative, flexible and responsive to new information and studies as they become available, and allows for monitoring and modifications, as implementation of the plan evolves.

Specific strategies suggested by this approach support the need to develop a trail classification system, best management practices to protect and enhance biodiversity, economic and management practices, to name a few. **Attachment 4** provides more detail on the proposed key strategies and related implementation actions that would be developed and implemented over a five year time frame.

1.4 Priorities for Implementation Discussed at Council Workshop on June 21: At the workshop, Councillors highlighted the following priorities for further development and implementation:

- Resident Parking Only and Parking/Staging Areas Update and modify existing Resident Parking Only (RPO) strategy in Upper Lynn Valley, and work towards long term parking and staging areas into the Alpine area, particularly in the Western section of the alpine, and Fromme Mountain.
- Management Zone Framework Work to formalize the management zone framework, using the eco-analysis approach and other environmental studies, as a base to guide decision making about recreational use in the Alpine area. The ecosystem based model reviews the ecological characteristics of the Alpine area, and helps to establish a ranking system of ecological sensitivity to help guide planning decisions.
- Black Bear Assessment and other Wildlife/ Environmental Studies Integrate the findings of the Black Bear Assessment study, currently underway, into the strategies of the Alpine Recreational Strategic Study. Within the adaptive management framework, continue to integrate other environmental studies as they become available over future years.
- Trail Classification Map Continue to work on the Trail Classification System Map to develop a network of authorized trail that support sustainable, recreational use, and include provision for hiking, biking, trail, running, and equestrians. Integral to the trail map, is the commitment to assess environmental impacts and make informed decisions on trails suitable for decommissioning, those to be relocated and those supportable for upgrading.

- North Shore Wide Integrated Planning Develop an integrated approach across the North Shore to manage and operate the Alpine area by formalizing partnerships with the GVRD, and other public/private land managers and owners.
- **Financial Sustainability** Explore options and multiple revenue sources to manage the Alpine areas in a financially sustainable manner.

Timing/Approval Process:

The Alpine Recreational Strategic Study contains a series of recommendations that, if endorsed in principle, can begin to be implemented over the next 5 year period, as outlined in **Attachment 5.** Endorsed recommendations can be discussed within the context of the 2006 -2011 Financial Plan.

Concurrence:

The District of North Vancouver Planning, Parks, Environment, Engineering and Properties Departments, along with the GVRD, BC Parks and Grouse Mountain Resorts have reviewed and supported many of the recommendations, in principle.

Council Advisory Committees, specifically PNEAC, JBAC, and TPAC have provided input and comments throughout the process relevant to their mandate. In addition, ORAC has also provided input throughout the process.

At the June 21, Council Workshop, GVRD Parks expressed support to continue working with DNV to formalize partnerships and Memorandum of Understanding agreements, where it best serves both parties, and supports the vision of the Alpine Recreational Strategic Study.

Financial Impacts:

Since 2003, the District has spent approximately \$312,000 to provide interim measures to manage recreation-related issues in the Alpine areas, and specifically on Fromme Mountain (refer to **Attachment 6** for details).

In the long term, managing the Alpine area effectively will require significant investment, and warrants a comprehensive business plan strategy. To minimize financial impacts upon DNV, the financial strategy calls for a multi-pronged approach to ensure long term sustainability. Options will include a combination of the following:

- Develop the Alpine recreational areas as a District amenity with significant District investment that would include provision for trail maintenance, regeneration, bridges, rangers, volunteer co-ordinators, and staging areas;
- Explore potential business partnerships with other land owners, GVRD and particularly those in the alpine recreation business, including Grouse Mountain Resorts;
- Explore partnership options with other potential partners who have indicated a willingness to come to the table as sponsors;

- Recover costs associated with commercial enterprises on District property in the Alpine Area;
- Explore other revenue opportunities, including options such as User Pay and Pay Parking for cost recovery of capital costs.

Liability/Risk:

Contained in the study are recommendations to adopt a North Shore approach to manage visitor safety, through the development of a risk management program, which would include public safety education, trail protocols and inspection program, trail construction guidelines, emergency response plans, signage, bylaw and ranger regulations, and continuing partnerships with North Shore Search and Rescue. A risk management assessment is a key tool to protect the District from potential legal liabilities. Currently, all trails are protected by Municipal Association Insurance (MIA).

Business Plan:

Social Policy Implications:

The Alpine Recreational Strategic Study supports many of the District Corporate Objectives including Environment Objective to "exercise appropriate environmental stewardship and sustainability", and Quality of Life Objective "to support and encourage a healthy quality of life for our residents."

Environmental Impact:

The planning framework and strategies throughout the plan implicitly reflect the intent to sustain and enhance the integrity of the natural environment.

Public Input

Recently conducted public surveys indicate consistently high support for sustaining and improving access to the alpine recreational areas. Some statistics include:

- 90% of DNV residents support alpine trails for walking, biking and jogging
- 57% DNV residents rate walking and hiking as the highest common recreational activity
- 85% DNV residents support promotion of growth of businesses that caters to recreational activities and healthy life style

In addition, the Alpine Recreational Strategic Study questionnaires showed high support for the vision, principles, and strategies:

- Vision and Principle Recommendations 90% support
- Focus Areas to Develop Strategies 83 % support
- Management Zone Recommendations for Fromme Mountain 85 % support
- Trail Classification and Trail Principles high support

Central to the Alpine Recreational Strategic study was a strong public consultation process with input from stakeholder, residents, and outdoor groups ranging from local

neighbourhoods, community associations, regional government and environmental groups. In 2004, DNV organized 11 separate public events for public input, in addition to presentations to Council, Council Committees, Community Associations, and setting up a project Web Site to provide ongoing communication and updates.

The private property owners within the Alpine area expressed a number of concerns as they relate to impacts of public recreational access on their properties. In response, staff held a separate workshop to hear their issues, and strategies to develop some mutually agreeable options form part of the study recommendations.

(For details of the public consultation process, refer to Attachment 7).

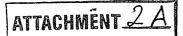
Options:

1) Support the Alpine Recreational Strategic Study recommendations and initiate active management of recreational activities in the Alpine Area, as described in this report.

- 2) Prohibit all or some recreational use in the Alpine area, as directed by Council. This approach has been repeatedly rejected by Council in earlier discussions, and would incur ongoing operational and regulatory costs to manage closure of Alpine area from recreational access.
- 3) Retain status quo with no improvements to the Alpine area. In the long term, this approach is unsustainable and leads to numerous liability risks for the District.

Susan Rogers Section Manager – Parks Planning

<u>RE</u>	VIEWED WITH:	REVIEWED WITH:	REVIEWED WITH:	REVIEWED WITH:
	Community Planning	Clerk's Office	External Agencies:	Advisory Committees:
	Regulatory Services	Corporate Services	Library Board	•
	Utilities	Communications	NS Health	•
	Engineering Operations	Finance	□ RCMP	•
	Parks & Environment	Fire Services	Recreation Commission	
	Golf Facilities	Human Resources	Solicitor	
			□ Other:	





A Few Facts From Recent Public Surveys

- 90% DNV residents support alpine trails for walking, biking & jogging
- 57% DNV residents rate walking & hiking as the highest common rec use
- 85% DNV residents support promotion of growth of businesses that cater to rec activities & healthy life style
- Alpine Rec Study questionnaires showed high support for draft recommendations



Recreational Use of the Alpine is Growing and currently unmanaged

Options

- Do nothing
 - Unsustainable
 - Numerous risks
- Prohibit all or some recreational uses
 Repeatedly rejected by Council
 - Very expensive
- Actively manage recreational activity in the alpine

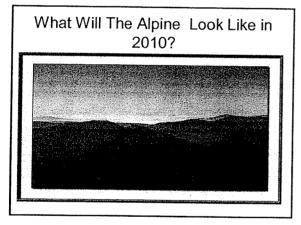
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The Alpine Vision in 2010

- Become a model of sustainable recreational management
- Achieve a balance between enviro stewardship & rec opportunities
- Protect mountain ecology with social, rec & economic benefits for the community





Fostered Environmental Sustainability

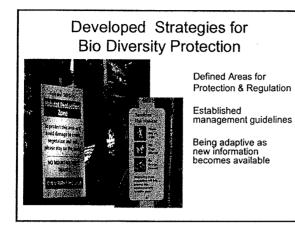


Management Zones will guide recreational uses

Biodiversity of the mountain protected

Conservation areas will minimize impacts in sensitive zones



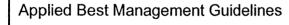


Fostered Healthy & Safe Recreation



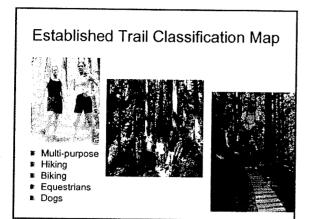
Developed North Shore approach to optimize public safety & risk management

Signage Trail Guidelines



- Developed sustainable trail building guidelines and maintenance
- Working closely with rec users and land managers to establish common guidelines

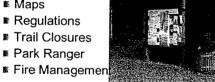


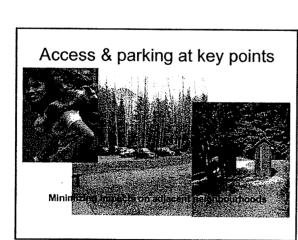


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Formalized Staging Areas

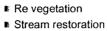
- Signage
- Code of conduct
- ∎ Maps
- Regulations
- Trail Closures E Park Ranger





Enhanced & Restored Habitats

Add environmental value to our habitats

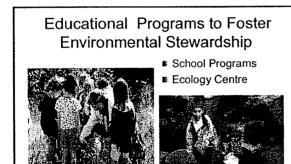


Forest management









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Co-ordinated Volunteer Program

- Formalized relationship with outdoor recreational groups
- Trail Maintenance
- Trail Construction
- Trail Patrols
- Environmental monitoring
- Fund Raising

Fostered Community Partners

- Working across North Shore to co-ordinate planning & delivery of alpine rec services
- Synergies between public & private agencies to collectively manage resource
- Working with outdoor rec business & tourism to support vision
- Created a leadership group of key stakeholders

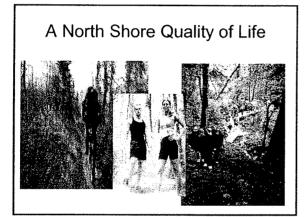


Financing the Vision

- District amenity with significant District investment (trail maintenance, regeneration, bridges, rangers, volunteer coordinator, staging areas, etc.)
- Other partners who have indicated willingness to come to the table as sponsors
- Recover costs associated with commercial enterprises on District property in the alpine
- Explore more thoroughly partnerships with other landowners, GVRD, and particularly those in the alpine recreation business
- Explore other revenue opportunities

In 2010....

- Trails managed to protect biodiversity
- Classified by use, mapped, and properly signed
 Ongoing adaptive management practices
- Trail construction and maintenance standards
- Enhanced education
- Expanded stewardship programs
- Expanded volunteer activities
- Formal partnerships with other property owners to manage recreation
- Multiple revenue sources



Council Queries to Report back on from January 31 Regular Council Meeting

The information below is a summary in response to queries that were raised during the Council Meeting on January 31.

Queries	Comment
What are the capital costs incurred	To date, approximately \$234,000 has been
to date to address the alpine recreational issues?	incurred. The details of the costs are listed on P.5
What are the operating costs to	In 2004, the operational costs incurred were
date to manage issues on Fromme?	\$78,000. The details of the costs are listed on P.5
What are the capital costs to	Complete costs are not prepared until final alpine
implement recommendations from the Alpine Recreational Strategic	recreational strategic plan is completed. The
Study?	following preliminary capital costs, however, have been determined for the Fromme area:
•	Parking (2 lots in upper Lynn Valley with
	staging areas) - \$875,000
M/had and the	Trail Upgrades/ Signage - \$100,000
What are the operational costs to	The operational costs will depend upon the scope
implement recommendations from the study?	of the final approved recommendations.
Where is final Trail Classification	To date, the trail classification map is a draft
Map for Fromme Mountain?	that indicates the current uses of the trail
	system, based upon discussions at trail workshops with recreational users.
	 Criteria has been developed to determine
	which trails will be authorized,
	decommissioned, relocated or upgraded. This
	was reviewed at a public workshop. In 2004,
	staff also completed an inventory of existing trails on Fromme, & identified trails to consider
	for decommissioning
	 The final trail classification map will be
	completed as an implementation strategy of the
	Alpine Recreational Study, in discussion with
What are the costs to	the users.
What are the costs to decommission trails?	> To minimize capital costs, many of the trails
	would be decommissioned with volunteers and
	users, at minimum cost to DNV. To date, a number of trails have been decommissioned by
	the NSMBA, under the request of DNV.
	 Some major trails with structures and jumps
	have already been decommissioned for safety
	reasons i.e Whatchamacallit (\$2,000).



Why is there no specific study on impact of recreational use on black bears and other wildlife ?	 values to enable development of the management zone concept in line with the vision. The study does not preclude any number of specific studies being conducted as we move ahead with implementation. In response to the inquiry, staff did meet with Tim Condon, of the NSBBN on March 7. A \$10,000 bear assessment study will commence June 2005, to be completed by Fall, 2005. There was agreement to integrate findings of bear assessment into Alpine Recreational Strategic Study strategies. The study would establish controls that can be brought in to protect bears without eliminating recreational uses (i.e seasonal closures, no night riding etc.).
How will we address issues as they relate to erosion caused by dogs, people and bikes, and any impacts on wetland and riparian areas? (i.e. Streamkeepers)	 The environmental recommendations are various and long ranging, and include: The creation of management zones to incorporate a conservation zone which will result in trail decommissioning beside key riparian areas. The plan also incorporates strategies to address environmental issues which include, the provision of Best Management Practices that will set guidelines on Trail Construction, erosion control, restoration planting, wetland areas, habitat protection, forest management etc. These strategies will be developed in detail as part of the implementation plan. DNV staff is currently supporting the work of the North Shore Wetland Partners to inventory and gather further data on the sensitive wetland areas. Any recommendations will be taken into consideration as the plan is implemented within the adaptive management context.
Where are the private lots in the alpine area located? Council request for map showing location of private sites	An ownership map indicating private lots has been prepared by staff. The Planning staff will bring display map to Council workshop for discussion purposes, as required. Staff have held a separate workshop with private owners to hear their issues, and there will be recommendations in the final implementation plan to address their concerns.

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Should the Alpine Recreational Strategic Study be put on hold until the Alpine OCP is completed?	 recreation areas required that a long term recreational vision with strategies be developed to begin to address the growing pressures. > The Alpine OCP review is underway, but will be a multi-year effort. > The final Alpine Recreational Strategic Study
	and Alpine OCP will be consistent with each other, and the recreational study will be a key
	 component of the Alpine OCP. NOTE: The alpine recreational strategic study
	NOTE: The alpine recreational strategic study is not suggesting changes to the existing land
	use designations in the existing Alpine OCP
What was the public involvement	 List of public méetings and notifications
in study process?	attached in binder.
How is liability and risk	To date, DNV has researched the following
management being addressed?	information to help mitigate liability and risk
	management. Addressing the issues will involve a
	multi pronged approach: ➤ Report submitted by DNV legal advisors
	outlining recommendations to minimize DNV
	impacts, which include:
	Importance of signage advising users of risk, and defining difficulty of trails, along with regulations
	 Currently, MIA insurance covers all rec users throughout DNV including those accessing trails
	 For any special events, DNV requires that project organizers apply BC Cycling Insurance (NSMBA Membership./Special Event Insurance) to all events.
	Liability Occupiers Act
	The Alpine Recreational Strategic Study
	recommends that a comprehensive Risk
	Management package be developed that
	includes signage and trail standards; a
	recommendation supported by MIA professionals
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Where are the funding opportunities beyond DNV? What is the status of RPO in upper Lynn Valley, and will any changes be implemented in 2005? What responsibilities are the other jurisdictions assuming in the role of recreation on the North Shore?	 There are a number of approaches for funding opportunities that can be further researched and implemented: Private Public Partnership (3P's) Development Cost Charges (parkland improvements) GVRD funding through Parkland Acquisition Federal Infrastructure Program Private businesses – Mtn Equipment Co-op; Bike Shops; Grouse Mtn, Mt. Seymour Resorts BC Cycling Infrastructure Partnership Program Transportation Department plans to retain the existing status of RPO in 2005, unless otherwise directed. Transportation Department to report on at workshop, if requested. There are a number of initiatives underway across the North Shore to address the growing interest in mountain recreation that include: Cypress Resort opening a lift-assisted mountain bike park in July, 2005 District of West Vancouver have a draft mountain bike park in DWV parkland under discussion GVWD prepared a Lower Seymour Conservation Reserve Management Plan that allows for mountain bike areas BC Parks (Mt. Seymour Provincial Park) do permit mountain biking on some lower trails, and work with NSMBA for trail building and maintenance GVRD contributing \$10,000 to help facilitate interjurisdictional discussions regarding mountain recreation on the North Shore in the alpine areas

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ATTACHMENT ______ STATEMENT OF PRINCIPLES

The PRINCIPLES which will guide the study for the North Shore mountains were developed in conjunction with the vision statement, with input provided through public processes held in March & April 2004. The principles outlined below, express the range of basic concepts which are key to the development of a successful Alpine Recreational Strategic Study and Plan and the realization of the Vision.

Sustainable Planning Framework

The north shore mountain environment is a unique asset requiring careful management to preserve and sustain it as a legacy for future generations. This requires a framework that supports a harmonious balance between long term social, economic and environmental values, including an eco-based approach to strategy development and implementation. Balancing the biophysical and physical capacity of the mountain to accommodate recreational use is a key consideration

Environment Preservation, Opportunities and Enhancement

A proactive approach is required to ensure that biodiversity and high value habitats and ecosystems are preserved in managing recreational use on the mountain. To this end, the study and subsequent strategies and actions will recognize and respect the importance of protecting sensitive areas, and develop initiatives to enhance the ecological values of the system. To stay relevant it will also encourage ongoing research and learning, and apply environmental technologies and practices that will support the community's goal to be a leader in environmental management of this mountain resource.

Accessibility and Recreation

The natural mountain areas are public spaces to be enjoyed by District and regional residents and visitors, but accessibility to meet recreational needs must be achieved while maintaining the ecological integrity of natural areas through the creation of appropriate supports and regulations. This includes providing infrastructure to support legitimate access and to balance neighbourhood liveability with recreational uses, without compromising sustainability

Stewardship and Responsibility

To achieve truly sustainable outcomes over time, responsibility, accountability and stewardship must be fostered at all levels, from individual users, to community groups, District managers and other agencies. This shared responsibility begins with public and multi-agency involvement in the development of this strategy, including policies and standards for managing the social, environmental and economic aspects of the use of the mountain area. Policies will include opportunities for stewardship and ongoing involvement in monitoring and implementation of the mountain recreational strategy.

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Leadership, Partnerships & Innovation

The challenges arising from burgeoning recreational use present an opportunity for the north shore to become a leader in effective, sustainable management of the mountain area. Our stature as a destination can be matched by leadership through innovation, co-operation, partnerships and volunteerism promoted by a comprehensive strategy for long term management of the mountain resource.

Awareness, Public Education and Advocacy

Awareness, education and advocacy are integral to fostering respect for the natural environment and an appreciation for the health and safety of the public recreating within it. Building respect and awareness of these issues through public education and advocacy will be a key theme of the strategy.

Public Health, Safety and Risk Management

To enhance the healthy outdoor lifestyle of the north shore, users require a challenging, yet safe and maintained outdoor mountain recreational system within a risk management framework, standards and regulations.

Adaptive Management

Recognizing the magnitude of the challenge in managing the mountain area in the face of growing and changing trends in recreational activities, it is important to adopt an approach that is innovative, adaptable and responsive to evolving social and environmental expectations and results. An adaptive management approach will be key to the mountain strategy and must include a monitoring function to evaluate the effectiveness of initiatives, modify actions as required and incorporate new approaches and decision making processes if necessary.

Multi jurisdictional Relationships with Landowners

The mountainside is not only a local asset, but a regional resource. While the strategy will focus on access and use related to District lands, we alone cannot effectively manage this vast area. The active involvement of neighbouring land managers through mutually respectful and productive partnerships and initiatives is essential to realizing stewardship and sustainability goals.

Tourism and Economic Considerations

Consistent with the shared vision for a sustainable future, and within the context of an eco-based planning approach, appropriate opportunities for low-impact tourism and other economic activities may be pursued.

Monitoring for Future Trends and Opportunities

To remain proactive and adaptive as the strategy is implemented, it will be important to continue to anticipate future recreational trends through ongoing communication with recreation lists, residents and other partners.

Financial Development

The plan recognizes that limited budgets will require that a variety of initiatives be explored to implement the final plan. The long term success of the mountain plan depends on reliable and sustainable funding strategies within the context of innovative partnerships, priority setting and cost/benefit considerations.



ATTACHMENT 4

Key Strategies – Alpine Recreational Strategic Study, 2005

Key Strategies	Key Initiatives to Implement
Foster Environmental Sustainability:	L. L
Establish Management Zones to Guide Recreational Use and Environmental Management of the Alpine Areas Within an eco-based context , develop an alpine management zoning framework to guide recreational, environmental, and operational management. Established zones will identify the management intent, permitted visitor use, level and nature of resource development and facilities	Implement geographically defined management zones to guide recreational uses in the Alpine areas, while protecting the biodiversity of the mountain and establishing conservation areas to minimize impacts in sensitive zones. Support higher recreational use in low sensitivity areas and limit or carefully manage access in sensitive areas.
permitted	Implement and further refine the draft management zones for Fromme Mountain that include 4 key zones: Park Amenity and Infrastructure Zone Multiple Purpose Recreation Zone Limited Mountain Recreation Zone Preservation Zone (Refer to Attachment for further details of Fromme Mountain Management Zones)
Foster An Adaptive Management Approach	Develop specific guidelines and procedures for monitoring and measuring the impacts of recreational use on forest eco systems to ensure study vision and objectives continue to be fulfilled
	Develop an annual report card to monitor the successes or failure of specific management strategies, and to identify methods to improve management activities.

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Develop Strategies for Bio-Diversity and	Develop strategies for bio-diversity protection
Environmental Enhancement	to define areas for protection, and at the same
	time be adaptive and responsive as new
Preserve and enhance the environmental values	information becomes available. Strategies
of the alpine area as a sustainable resource, and	would include the:
develop strategies to minimize negative impacts of	 Creation of a wildlife management plan
human activity in the natural environment	 Habitat restoration plan
	 Non-invasive planting program,
	protection of aquatic habitat, wetland
	and creek corridors, and
	 Vegetation and forest resource
	management
	 Endangered Species Protection
	Program
	 Continue with environmental inventories
	and biophysical reviews to compile and
	highlight critical ecological features, and
	apply information to assist when
	planning and design decisions are
	being made.
	 Bear Aware Programs
Establish conservation areas within the Alpine	Based upon eco-analysis study identify areas
Area to minimize impacts in sensitive zones	to be zoned for conservation purposes
Foster Health and Safe Recreation	Develop a North Shore approach to public
Develop a public health, safety and risk	safety and risk management, including an
management strategy for recreational use in the	emergency response plan with partners,
Alpine lands.	including the North Shore Search and Rescue,
	Fire Department, GVRD, BC Parks
Manage recreational visitor activities within	
reasonable limits of risk relative to the terrain,	Develop a detailed risk management
activity, and skill level of recreationalist.	assessment and plan of recreational trails and
	structures, including guidelines on safety
	measures such as safety gear, insurance etc.
	Develop trail closure protocols
	Strengthen enforcement, bylaws and
	regulations in the Alpine Areas by formalizing
	the Ranger Program to monitor and manage
	activities in the Alpine area, and particularly
	during the seasonal peak periods.
	Work closely with Bylaw Group to ensure all
	bylaw regulations are implemented.

Develop Best Management Guidelines to provide guidelines on sustainable trail building, recreational and environmental management to help reduce impacts on environmentally sensitive areas	Develop a Best Management Practice Document to focus on establishing trail standards for recreational activities, and to address specific environmental concerns as they relate to: Trees Understorey Vegetation Wildlife Habitat Terrain/Soil / Erosion Control Streams and Riparian Zones Built Structures Forest Management Trails Design and Layout Roadway Design and Layout
Develop Trail Classification Map to Define Trail Usage of Alpine Areas Develop a network of authorized trails and greenways in the alpine area that support sustainable, resource- based recreational interests, while protecting the integrity of the Alpine areas.	Develop a trail classification program and map for the Alpine Recreational areas, and prioritize Fromme Mtn as Phase 1 of the trail classification process. This trail map would identify the trail type and description within the alpine area for multi-purpose, shared trails, and single use trails. Trail routes would include provision for mountain biking, hiking, trail running, equestrian, dog walking.
	In consultation with users, and combined with the results of the eco-analysis of Fromme Mtn, review the status of all trails, and based upon the Trail Priority Criteria, determine one of the following status for each existing trail: Retain and upgrade Relocate Decommission
	Continue to work with the North Shore Mountain Bike Association, North Shore Hikers and other recreational groups towards developing trail policies to establish guidelines for managing appropriate uses.

Formalize Staging Areas and Access to the Alpine Areas	
Develop a comprehensive signage program to ensure visitors and able to enjoy the alpine area.	Develop a signage package using the Baden Powell Trails Signage as a template, to include: directional informational regulatory interpretive maps code of conduct
Identify and develop formalized staging with parking opportunities to connect to trail system in Alpine Areas.	Within the context of transportation and planning studies, review existing recreational access locations and develop recommendations for feasible parking and staging areas that will address the recreational need for improved access Encourage alternative forms of transportation including cycling, carpooling, shuttling and public transit.
Develop Strategies to Enhance and Restore Habitats	Ensure that environmental value is added to all habitats through strategies that may include: Re vegetation Stream restoration Forest management
Foster a Stewardship Programs Establish a stewardship model to encourage public and private participation, education and assistance in managing the alpine area	Work in 2005 with North Shore Black Bear Network on the Bear Assessment Study. Integrate study results into the decision making process for designating recreational access within the Alpine areas. Continue to work with stream keepers and other environmental groups, including the
Develop Educational Programs to Foster Environmental Stewardship Recognize and promote the values of the alpine area as an educational and resource In partnership with community and volunteers	 Ecology Centre at Lynn Canyon Park. Establish specific initiatives to advance educational objectives of plan: Expand the educational opportunities within the Ecology Centre, school and community programs.

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Develop a Co-ordinated Volunteer Program Formalize relationship with outdoor recreational groups for trail maintenance, trail construction, trail patrols, environmental monitoring, fund raising, where feasible.	 Provide training opportunities and support for volunteers and develop programs that may include: Trail Building and Maintenance Programs with outdoor groups Adopt-A-Trail Program Mapping & GIS Program Volunteer Patrols Develop stewardship agreements, where appropriate Fund raising Environmental monitoring
	Develop a Volunteer Co-ordinator Position to manage activities in the Alpine Area
Foster Community Partners Work towards developing a community partnership model to encourage public and private participation and assistance in managing the alpine area as a sustainable recreational resource.	Create a leadership group of key stakeholders, with the goal to collaboratively seek solutions to ongoing recreation, environmental and operational issues, common to all parties. Work across the North Shore to co-ordinate planning and delivery of alpine recreation services, including GVRD, Grouse Mountain Resorts, Seymour Mountain Resorts, LSCR, BC Parks, West Vancouver, and other private owners, where such efforts would be beneficial to all parties concerned. This initiative can begin in 2005/2006 through a co-operative planning exercise jointly funded by the major land owners. Develop creative and cost effective synergies between public and private agencies to collectively manage resources with multiple revenue sources.
	Work with the outdoor recreation business & tourism, where appropriate to support the goals and objectives of the vision and principles
	Consider opportunities for low-impact special event and commercial activities that are consistent with the vision of the alpine recreational strategic study, and provide a benefit to the community at large

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Address Recreational Impacts on Private Properties within the Alpine areas In consultation, develop strategies to address the concerns of private owners, as they relate to impacts of recreational access.	In consultation with the private owners, explore options that may include: relocate trails from private lands to public-owned lands, obtain licences to occupy for trails that cross private land, memorandum of understanding between parties, and land acquisition of private land for public recreational use, where applicable.
	Where public trails exist in close proximity to private owner properties, address privacy concerns through options that may include provision of signage, fencing, planting etc.

Projects	Action	Schedule	Budaet
Site Specific - Environmental Assessments of Fromme Mountain Area Trails and Trail Classification Plan	Formalize the management framework in the Fromme Mountain Area through	2006-2007	\$65,000
Required to formalize the management	further detailed environmental assessment of existing trails:		
Area (i.e. formalize zone boundaries and permissible uses)	Assessment is expected to include habitat conditions, requirements for upgrading work with input from DNV staff.		
	Assessment is required to develop the Trail Classification Map with network of authorized and sanctioned trails within Fromme Mtn Area.		
	Assessment will form the basis on which to develop Trail and Habitat Best Management Practices document to manage the trails and forest in accordance with the vision and principles.		
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ATTACHMENT 5

Alpine Recreational Strategic Plan Implementation Framework and Work Plan For 2006-2007

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Mt. Fromme Area Hydrological assessment	Carry out detailed hydrological drainage study of the Mt. Fromme study area.	2006-2007	\$26,000
Required to quantify interruption in natural drainage processes as a result of historical activity and road building	Propose recommendations for corrective measures to the access road		
)	Propose corrective measures to restore more natural drainage pathways in the study area.		
	Propose corrective measures to reduce erosion, flood potential and maintenance requirements.		
I rail Signage Package	Develop signage package	2006-2007	\$35,000
Formalize trail names			
Develop standards for signs that display information on; routes, environment & habitat, history and current events			
Black Bear Assessment Assess the recommendations of the study in the context of the Alpine Recreation Study objectives.	Continue to work with the Black Bear Network Committee to integrate results of study into the Alpine Recreational Study, where relevant and applicable.	2005-2006	N/A
Develop implementation strategy for those recommendations that support and compliment the vision and principles of the Alpine Study.			

Trail Assessment and Relocation of	Complete on-site evaluation of the	2006	\$45,000
Trails from Private Land	existing trails on private properties in Alnine area with corrective actions as		
	required		
Develop Strategies for Staging and			
Parking Areas			
Maintain existing interim RPO in			
Upper Lynn Valley		2006	
Continue to monitor upper Mtn			
Hwy and gravel road for safety			
for pedestrians, bikes and		2006-2007	
vehicles			
Review options developed for		2005-2006	
new parking areas to service			
recreational access and apply			
for construction funding, as			
requirea.			
Initiate Braemar Dempsey Park	Initiate park planning process for the		Design
Planning process	Braemar/Dempsey Neighbourhood		funding
	Park, and include provision for parking		currently
	to accommodate parking needs for park		approved
	and access to alpine area		-
Stewardship and Educational Program	Expand Ranger Program to	2006	Existing staff
	monitor trails and user activity	continuing	resources
	Continue to develop		
	educational and stewardship		
	program		
	Continue to expand volunteer		
	program		

North Shore Wide Integrated	Formalize partnerships with the GVRD	2005-2006	No DNV
Kecreational Trail Planning Process	and other land managers to assist in the management and operation of Alpine areas through the initiation of a North Shore Recreational Trail Framework with GVRD		funding required
Explore Financial Plan Options	Explore options for financial partnerships with other land managers	2005 -2006	Existing staff resources
	and major land owners to help mitigate costs		
Explore the Establishment of an Alpine Recreational Implementation Committee	Explore options for establishing an Implementation Committee to assist staff in establishing priorities and	2006	\$2,000
	encouraging private sector partnerships and investment		
IUIAL			\$173,000

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ATTACHMENT 6

Summary of Alpine Recreational Capital Costs to Date from 2003-2005

Items	Cost	Year
1) Upper Lynn Valley Initiatives		
Install RPO traffic costs for parking signage	\$26,000	2003
Instigate Bylaw and Ranger Program	\$28,000	2003/04
Install Trail User Amenities north of gate at Mountain	\$30,000	2003
Highway		
Planning staff (estimate)	\$10,000	2003
2) Mountain View Park		
Install trail, signage, fencing and planting	\$55,000	2004
Planning staff (estimate)	\$10,000	2003/04
3) Alpine Recreational Strategic Study		
Environmental study, parking study, public process	\$55,000	2004/05
consultant, public meeting		
Planning staff time (estimate)	\$20,000	
TOTAL	\$234,000	

Summary of Estimated Operational Costs to Manage Recreational Activity at Fromme (based on 2004 costs)

Tasks	Estimated Costs	Comments
Maintaining Gate at north end of Mtn Hwy & drop off area	\$ 8,000	
Rangers (16 hrs. a week for 18 weeks between May – Sept)	\$ 9,000	
Senior Ranger 12 - 15 hrs a week	\$23,000	
Bylaw Activity in RPO areas	\$13,000	
Park Planning time for special event & trail inquiry issues etc.	\$ 2,000	
Environmental Monitoring etc.	\$14,000	
Parks Time	\$5,000	
Transportation	\$4,000	
Total	\$78,000	

Alpine Recreational Strategic Public Consultation Program in 2004/2005

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and Braemar neighbourhoods. This was accomplished through a mail out of invitations to attend specific meetings general public. Special efforts for every session were designed to encourage resident involvement from upper Lynn Valley to maximize the opportunities for public involvement by providing a variety of public input sessions throughout 2004. developed a public consultation and communications plan for the project. The goal of the public consultation process was relating to parking and staging issues. The public process included the following consultation mechanisms: Community Associations. All events were well attended by a wide range of recreational users, stakeholders and the 2004, DNV organized 11 separate public venues for public input, in addition to presentations to Council Committees and In consultation with a public process facilitator, Mr. Brian Johnston of PERC, and the District communications group, DNV

- Stakeholder Focus Group Meetings
- **General Public Meetings and Workshops**
- Displays at public shopping malls, libraries and community centres displays set up in high profile
- Project Web Page on www. dnv.org locations to reach a broad cross section of North Vancouver residents pass by during a given weekend.
- Project Information Bulletins to update the process through the year
- District Dialogue updates on process, public meeting invitations
- Comment Forms & Questionnaires circulated at each event as well as during public display periods
- Council Committee Presentations- ongoing presentations and dialogue with PNEAC, ORAC and TPAC
- Community Association Meetings Lynn Valley Community Association
- two weeks in advance of event. Advertising - All general public events were advertised in the Outlook and North Shore News one week and
- 0 Special invitation mail out to residents in upper Lynn Valley and Braemar to attend November general public Special invitation mail out to private residents to attend September 29 meeting (335 invitations) meeting when Traffic and Park Study results were presented (770 invitations mailed) Mail Outs - Developed stakeholder list and general public project list of attendees(approx 1100)

icho			
5 group	Introduce project and identify issues and	March 25	Commercial Dog Walker Stakeholders
reps	opportunities		
14 group	Introduce project and identify issues and	March 23	Mountain biker stakeholder Groups
10 group reps	Introduce project and identify issues and opportunities	March 24	Corporate Stakeholder Groups (Grouse Mtn, Cap College, Rec Com, Tourism etc)
reps	opportunities		Groups
14 group	Introduce project and identify issues and	March 23	Outdoor groups, hikers, equestrians,
			Focus Group Meetings (by invitation)
	informed on the process.		
	able to attend all the public meetings, the web		
	events. Recognizing that residents may not be		
	comment forms, and advertising upcoming		
	information displayed at public meetings,		
2,600 hits	project, results of public meetings, maps and		Alpine Recreational Strategic Study
December,	provide current information on the status of the		Web Page established at www.dnv.org,
As of	W 1	April	Alpine Recreational Strategic Study –
	to North Shore News and Outlook paper		
	Initiation. Advertised in District Dialogue and sent		
N/A	Project Backgrounder to Notify Public of Project	Mar 19	Media Release
	process		
	communications plan and public consultation		
N/A	Work with consultant to develop a	Feb	Public Consultation Plan
		2005	
Attendance		2004 -	Plan in 2004
A # 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2	Goal of Event	Date/	Public Consultation & Communications

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Committee and Community Associations			
PNEAC	Ongoing	rocess and present	N/A
		Gather input	
URAC	Ongoing	ates on the process and present	N/A
	thru 2004	S.	
Lynn Valley Community Association	Ongoing	ates on the process and present	N/A
	thru 2004	о 	
		Focus on parking and staging area issues as they relate to the LV community	
TPAC	Ongoing		N/A
	thru 2004	1/05 meeting to	
		present results of Traffic Study	
3 General Public Workshop	Nov 18		150
		Gather feedback on draft Trail Strategy for	
		western region of Alpine Area	
Mail out of 1,400 invitations		Present results of Transportation/Traffic Study	
(or those, / /or to private residents in upper		for Upper Lynn Valley & Braemar	
LV and braemar)		neighbourhoods with recommendations for	
		staging and parking areas	
Volley Volley - Saturday display at Lynn	Nov 20		300 plus
valley Mail With Staff		staff to meet the public and	•
		gather feedback	
		Focus on draft Management Zones, proposed	
		staging and parking areas in Upper Lynn Valley	
		and Braemar neighbourhoods, and draft Trail	
		Strategy for western region of Alpine Area	

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Braemar Resident Focus Meeting	14,	Discussed issues with resident group	10
	2005	C	č
Director's Workshop with Council	Jan 5,	Presented summary of Alpine Recreational	N/A
	2005	Strategic Study recommendations	
Regular Council	Jan 31,	mmendations	N/A
	2005		
		workshop	
Council Workshop	June 21,	summary of ARSS recommendations	N/A
	2005	at workshop	

Alpine Recreational Strategic Study - Chronology of Council Direction

June, 2003	Council approved Resident Parking Only (RPO) in upper Lynn Valley, north of Coleman Street, as an interim measure to address the parking and staging concerns. This included the development of a drop off area at the water tower at the north end of Mountain Highway, with a portable washroom facility and signage.
	At the same time, there was increased presence of the Park Ranger and DNV Bylaw to enforce the new RPO regulations.
	A moratorium of any new trail and structure construction was initiated, however ongoing maintenance of existing trails was permitted, until final recommendations from the ARSS study were forwarded to Council.
June, 2003	Council endorsed the initiation of the Alpine Recreational Strategic Study with the purpose to review sustainable recreation and mountain biking at Fromme and mountain areas in the District of North Vancouver. The study commenced in early 2004 with public meetings and discussions and the preparation of draft strategies completed by early 2005.
January 5, 2005	A summary of the Alpine Recreational Strategic Study key recommendations was presented to Council at a Director's Workshop. Council requested that staff bring back recommendations to a Regular Council Meeting to allow for public input and discussion.
January 31, 2005	Staff presented a summary of Alpine Recreational Strategic Study recommendations at Regular Council. Council requested a follow up workshop to discuss queries raised by the public at Council relating to environmental concerns, bears, safety, finance, liability, public/private partnerships etc.
June 21, 2005	Staff reported back on the queries raised at the January 31 meeting (Attachment 2) and the study recommendations were further discussed at the workshop. Council requested staff to prepare a report to consider the recommendations at Regular Council.