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Revised Park Concept

for the assessment of national
park reserve lands on Bowen Island



August 25, 2011



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REVISED PARK CONCEPT


August 25, 2011


ABOUT THIS DOCUMENT

The creation of a draft park concept is a key step in the feasibility assessment process. This document is a revised version of the *Preliminary Park Concept* presented on February 26, 2011. It builds on identified concerns, suggestions and ideas to better illustrate what national park reserve lands could look like on Bowen Island.

This *Revised Park Concept* looks different from the preliminary concept. Some of the changes are cosmetic, as some sections were combined to reduce repetition, while others have been moved to create better flow. Other changes are more fundamental, with revised text or new content added. To help indicate where significant additions and revisions have occurred, we have used colours and text boxes.

 Green indicates new or revised content, either in the section title or in a text box.

 Light green text boxes provide further information or illustrate examples of how things work in practice.

 Grey is used to highlight a sample of the comments that we received.

Also new in this revised concept are tables which examine how particular issues are considered during the establishment process, from assessing feasibility to management planning.

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1. INTRODUCTION **revised**

National parks are a country-wide system of natural areas of Canadian significance. They are gateways to nature, adventure, discovery and solitude. They celebrate, protect and present the natural heritage of our country. National parks provide havens, not only for plants and animals, but also for the human spirit. They are places to wander, wonder and discover.

In 2009, Bowen Island Municipality approached Parks Canada with a request to consider lands on Bowen Island for the creation of a national park. In May 2010, in collaboration with the Bowen Island Municipality, and in partnership with the Province of British Columbia, Parks Canada agreed to lead a feasibility assessment to study the potential for national park reserve lands on Bowen Island. The purpose of the feasibility assessment is to determine if it is practical and desirable to do so.

The creation of a park concept is a key step in the feasibility assessment process. This document is the revised version of the *Preliminary Park Concept* presented on February 26, 2011.

This concept provides a broad overview of what areas could be included, and how they could be operated and managed, if national park reserve lands are established. This concept is a product of community consultation and includes strategies to address many key opportunities and concerns identified by the public. It is important to note that the consultation process with First Nations continues, the results of which will be incorporated into the park concept.

The park concept is not intended to be a detailed plan, since many factors can only be resolved through negotiations with different levels of government. If deemed feasible, and if agreement is reached to establish national park reserve lands and waters, then interim management planning will take place, with public and First Nations consultation. Parks Canada would then undertake a thorough inventory and assessment of the respective natural and cultural resources, followed by long-term management planning involving consultation.

Parks Canada is seeking input from Bowen Island residents, the Squamish First Nation, Hul'qumi'num Treaty Group, stakeholders and the general public on this revised park concept. Feedback received will be incorporated into a report to the federal and provincial governments.

Throughout this document, we highlight a selection of comments received by Parks Canada from residents, stakeholders, organizations and the Bowen Island Municipality.

Your Comments

"We think it's a fantastic idea"

"No Park! Whatsoever"

"We need more information"



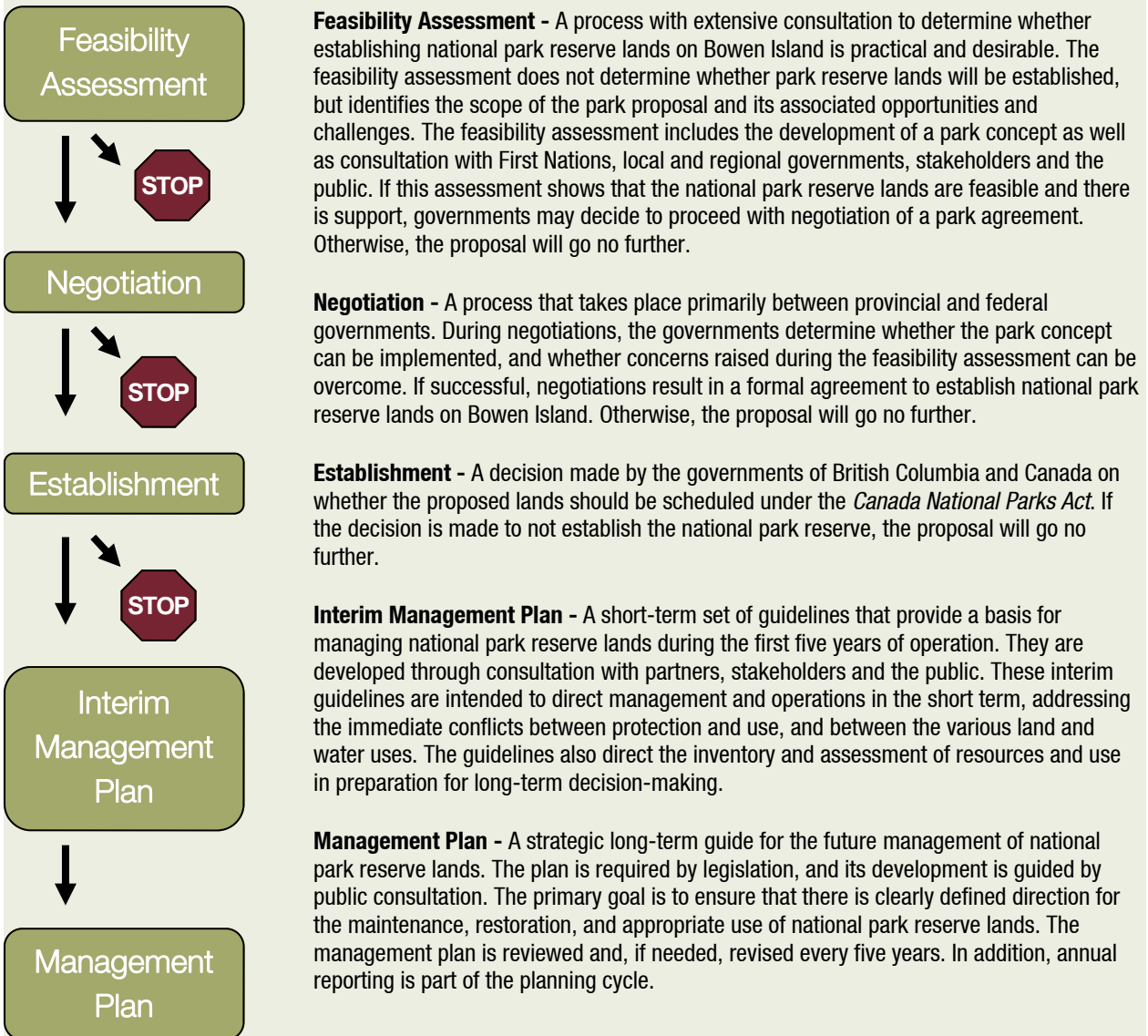
Feasibility Assessment: A Step in the Establishment Process new

Canada and British Columbia recognize the importance of support from the Municipality of Bowen Island and First Nations for a national park reserve on Bowen Island. Canada and British Columbia have pledged to collaborate with all governments on the feasibility of the park proposal prior to any decision to move forward with negotiations on establishment.

If there is support for the concept of a national park reserve, and if the governments of British Columbia and Canada decide to move ahead to the next step, it would simply mean the proposal is ready to move forward to negotiations. The establishment process and its steps are explained below.

Applying the Establishment Steps

Throughout this document, issues are presented in the context of the five establishment steps, outlining what discussions and decisions are made in each step.



2. VISION FOR ESTABLISHMENT

The following statement summarizes the vision for the establishment of national park reserve lands on Bowen Island. This vision was created from feedback received at the November 2010 Visioning Workshop held on Bowen Island.

National park reserve lands on Bowen Island will provide a unique example of the integration of a protected coastal and island ecosystem in close proximity to a large urban population. They will preserve and protect healthy examples of the rich ecological and cultural heritage of Bowen Island and provide a place of refuge for nature and people.

The national park reserve lands will provide quality, sustainable, and low-impact opportunities for local residents, residents of Metro Vancouver, the broader Canadian public and international visitors to learn about, appreciate, experience and protect the ecological and cultural heritage of this unique coastal ecosystem at the mouth of Howe Sound. Park lands will be collaboratively managed in a way that respects the special character of Bowen Island and local and Aboriginal values.

Your Comments

"[V]ision statement well thought out, key elements clearly stated so all can understand"

"[Bowen Island Conservancy] endorse[s] the key elements of PC's vision – in particular the first item, namely 'maintain or restore ecological integrity on national park reserve lands'"

"[P]rovides a vision for how a park on Bowen can both protect land, and educate visitors"



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Vision Elements

Parks Canada will work to:

- Maintain or restore ecological integrity on national park reserve lands.
- Protect and showcase several significant examples of Bowen Island's unique cultural heritage and resources.
- Facilitate memorable opportunities to appreciate, understand, and enjoy national park reserve lands in sustainable, low-impact ways, while respecting the community's desire to reduce reliance on motor vehicles.
- Offer outstanding in-park and outreach educational programs that provide opportunities for adults and children to connect with the cultural and natural heritage of national park reserve lands in ways that support the continued protection and stewardship of these resources.
- Draw on the knowledge and resources of the community, and collaborate with educational and scientific organizations to help support these education and outreach programs.
- Provide a natural refuge adjacent to an increasingly developed region - a place to rest, reconnect with nature and rejuvenate.
- Act as a model of sustainable living, demonstrating how people can maintain the integrity of their natural environment while living within it.
- Manage national park reserve lands in a manner that respects the special rural island character and community values of Bowen Island and contributes to a sustainable island economy.
- Demonstrate through positive, respectful working relationships how the community and a national park can thrive together through stewardship, and a management model based on the advice and cooperation of others.



3. AREAS OF INTEREST **revised**

The areas being considered for national park reserve status have been modified from those presented in the *Preliminary Park Concept* on February 26, 2011.

The revised areas of interest include lands already afforded a level of protection including: two Islands Trust Fund Nature Reserves, Crippen Regional Park, Apodaca Provincial Park, Bowen Island Ecological Reserve and small municipal parks (Quarry Park and Davies Creek Corridor parks). The proposal also includes other Crown lands and foreshore.

National park reserve status would preclude future industrial use or development, protecting the lands in perpetuity. Some marine areas adjacent to the areas of interest are also included. More information about the areas under consideration can be found in the *Preliminary Findings Report*.

Based on feedback and an initial analysis, the following changes were made to the terrestrial areas of interest:

REMOVED

- David Otter Nature Reserve:
 - Based on feedback.
- Bluewater Crown Shoreline Reserve:
 - Initial tenure analysis found this reserve is fragmented in three pieces with private land between each segment; and
 - Feedback supported its exclusion.

ADDED

- Lieben property:
 - Based on feedback from individuals and organizations.
- Additional land in Crown Block 6:
 - Based on feedback.

UNDER CONSIDERATION

- Seymour Landing Municipal Park and adjacent foreshore:
 - Based on feedback from BIM and individuals.
 - An assessment is required to ensure it meets Parks Canada's criteria for lands and waters to be brought under the *Canada National Parks Act*. This assessment will determine if this will be considered further.

Note: The municipal community (surplus) lands are not included. Community lands 1, 2 and 3 were never under consideration by Parks Canada.

Your Comments

We received many comments in regards to the boundary. They ranged from rejecting the boundary in its entirety, to considering the inclusion of private lands.

"It covers areas that are very much in need of protection"

"It should be bigger!"

"We feel that converting some of the crown, not all, to park is a good idea"

"There are probably portions of other Crown blocks [...] which may be better suited to future community use in certain places."

"I oppose creation of a National Park Reserve on Bowen Island and, therefore, reject the proposed boundary"

"The shoreline reserves in front of waterfront residences should not be included"

"Am pleased to see the municipal surplus lands are excluded"

"We do strongly object to the possible transfer of the David Otter Nature Reserve..."

"[T]he only parts of Crown Block 6 that should be excluded are those that are part of existing leases"

"[P]lease include Lieben as part of the [proposal]. It is just the sort of cultural treasure that should be preserved"

"Bringing people into Seymour Bay by water taxi is a good idea"

Marine Areas of Interest

new

Protecting and conserving marine ecosystems presents an exciting opportunity to define and create a legacy for future generations founded on a healthy, productive marine ecosystem that can continue to provide many benefits and services to residents and visitors. Marine and terrestrial ecosystems are inextricably linked. Water from land flows into the sea, and marine birds fish for food and use the land for nesting and resting. Ecologically sound use and recreation of the land and waters of Bowen Island can ensure the maintenance of good habitat, high water quality, the conservation of biodiversity and increased protection for rare and endangered species.

The marine areas included in the *Preliminary Park Concept* extended 200 metres off most of the lands under consideration. This distance enables Parks Canada to ensure protection of the intertidal area and manage use as necessary.

Including a marine component will ensure greater representivity of marine features in the Strait of Georgia Lowlands Region, in addition to protecting features not part of Gulf Islands National Park Reserve, such as the upwelling area off Block 1 – Mount Gardner.

REDUCED

- Marine area inside Snug Cove (southeast portion) from 200m to 25m:
 - Based on feedback from BIM and operational considerations.

ADDED

- 25m marine area off Lieben
- 25m marine area off Crippen (in Deep Bay and larger portion of Snug Cove):
 - No known significant marine features; distance is 25m rather than 200m.

EXTENDED

- Marine area off Crown Block 1, beyond 200m:
 - Encompasses significant marine features first identified at a marine workshop (Vancouver Aquarium, Dec. 2010) and by the the Marine Life Sanctuaries Society of BC.

Note: Marine areas identified by experts and organizations are more extensive than what Parks Canada has included in the areas of interest map. We have only included marine areas adjacent or connected to lands under consideration.





Your Comments

There was strong overall support for the concept of marine areas as part of the boundary. Some people indicated that we should look towards marine experts to better define the marine areas.

"Very good idea to protect expanded off shore areas and open them up to marine research"

"I believe a marine component is very important and very desirable"

"Great idea in principle but can't it be a lot bigger and include Hutt Island, etc.?"

"We believe this could be expanded and would offer an extraordinary and totally unique opportunity for interpretive activities"

"A marine component is at least as important as a land component, if not more so"

"If relevant and qualified experts determine that the shores of Bowen Island conclude that there is a good reason to establish a marine reserve for research and education, then it should occur on its own merits and not as an add-on to justify a National Park Reserve without the slightest evidence that there is value to it"

"The marine component should only include foreshore that is adjoined to Crown land"

Marine areas which are part of a national park reserve will not restrict rights of access, or established access to private land.

What's the difference?

National park waters and National Marine Conservation Areas (NMCAs) are mechanisms to protect marine areas. They both fall under the mandate of Parks Canada. However, separate legislation governs the establishment and management of the two mechanisms. National parks are managed for protection and restoration of ecological integrity, while NMCAs are managed for protection and ecologically sustainable use.

Several people and organisations have recommended that we consider an NMCA around Bowen, possibly including all of Howe Sound.

In the case of Bowen Island, Parks Canada and the government of British Columbia agreed to undertake a feasibility assessment for national park reserve lands and waters, not an NMCA.

Parks Canada and British Columbia have a separate and on-going initiative to explore the feasibility of an NMCA in the Strait of Georgia.

Private Lands new

While many people, including BIM, indicated that Parks Canada should consider purchasing some strategic private lands on a willing-seller, willing-buyer basis, there is no funding to pursue private land acquisition at this time.

Should negotiations support private land acquisition on a willing-seller, willing-buyer basis, the lands would need to bring significant ecological and/or visitor experience values to the proposed park national park reserve lands.



How it Works in Practice

Gulf Islands National Park Reserve has a mandate to purchase private lands within a specific area when funds are available. When lands come on the market, they are analysed according to a set of criteria to ensure they bring added benefit to the park.

Many people have approached Gulf Islands National Park Reserve to sell their properties to Parks Canada; however, not all lands have met the criteria. As the system is based on a willing-seller, willing-buyer basis, Parks Canada does not purchase all available properties.

Your Comments

Most of the comments spoke to the acquisition of portions of Cape Roger Curtis and to connectivity between areas for people and/or the environment. A small number of people indicated they were glad private properties were not being considered, others wanted beaches included in the concept, and protection for lands around Grafton Lake.

"Parks Canada will need to acquire some beach property"

"Connect Block 6 to the water by buying a couple of lots from Cape Roger Curtis"

"The parcels appear somewhat segregated and ensuring connecting corridors might be advantageous"

"I would like to see as much as possible of Cape Roger Curtis added. This area probably contains the richest coastal bluff habitat on the east coast of Georgia Strait and needs protection for all of its environmentally sensitive areas. Also for its aesthetic and recreational values."

Areas of Interest - Map **revised**

The proposed lands and marine areas are illustrated in the following map. The total terrestrial area under consideration is approximately 2,188 hectares. The marine component is 365 hectares.

The areas included are considered important by Parks Canada to create a viable park proposal on Bowen Island. The lands and waters provide connectivity for species, recreation and educational experiences. The diversity of the areas enhances representation of the Strait of Georgia Lowlands Natural Region, while providing for the protection and restoration of many of Bowen Island's natural and cultural heritage features, including permanent protection of some of the island's core watershed areas.

Boundary Adjustments **new**

The areas identified in this document are not the final boundaries. Adjustments can be made if the proposal proceeds to negotiations, which may result in modification to the areas identified.

For example, BIM's Official Community Plan has identified non-park potential of some Crown provincial lands. In addition, BIM and Metro Vancouver have initiated dialogue on the possible transfer of a portion of Crippen Regional Park to allow for future growth and development of Snug Cove Village, including ferry marshalling.

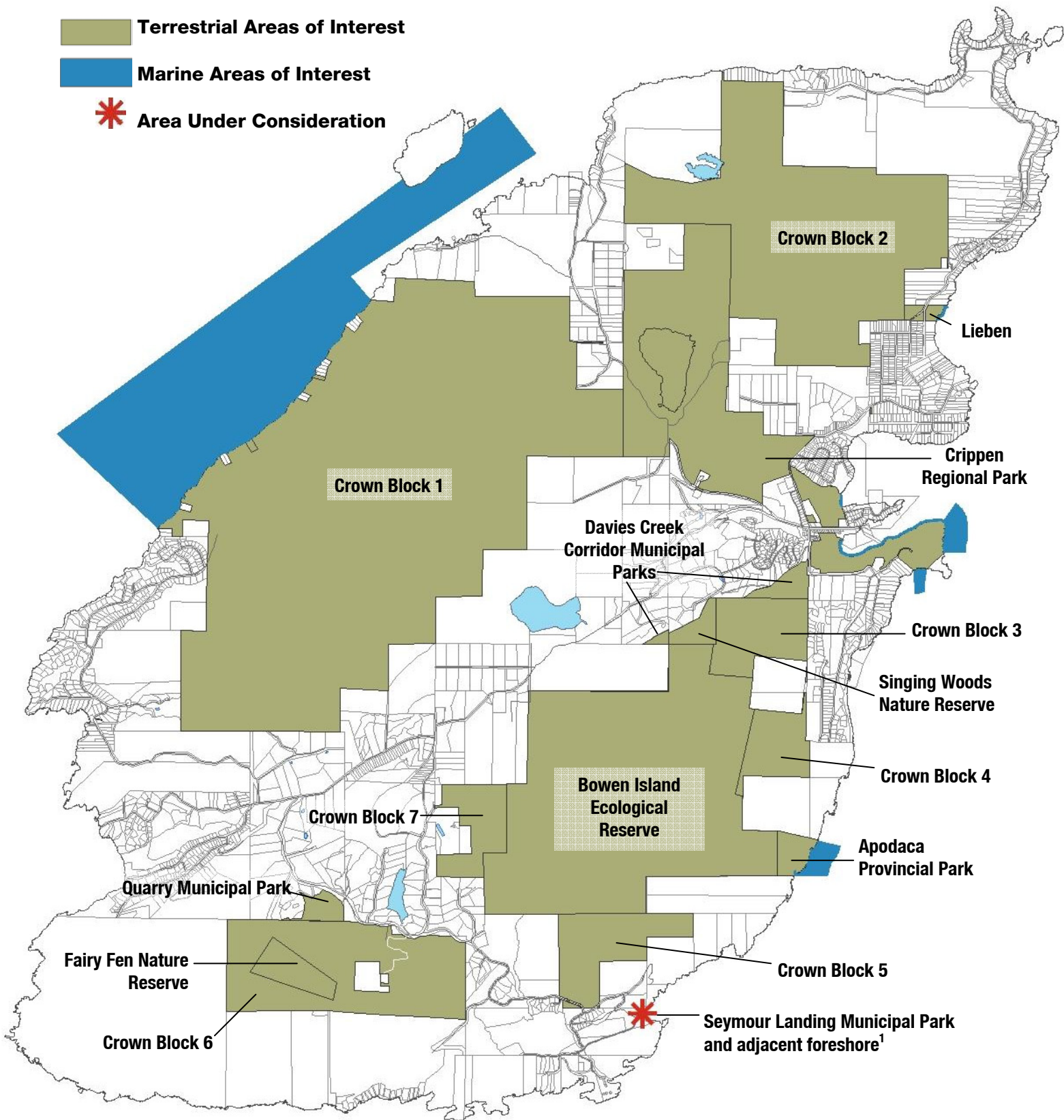


Green Power

The Greenways Advisory Committee and BIM Council recommended that sites on Crown lands with green energy potential be considered for exclusion from national park reserve lands. The Advisory Planning Commission recommended that renewable energy production be allowed on park lands through leases or licences of occupation.

Currently, there are a number of renewable energy projects within national parks and national historic sites. Renewable energy can be used to power park facilities and such sites can serve as a source of education on sustainability.

In the context of Bowen Island, the issue of renewable energy development could be considered during negotiations and in determining a final boundary for national park reserve lands.



¹ Note: Assessment required to ensure it meets Parks Canada's criteria for lands and waters to be brought under the *Canada National Parks Act*. This assessment will determine if this will be considered as an area of interest.

Inclusion of Crippen Regional Park

revised

Bowen Island residents have emphasized the importance of Crippen Regional Park to the local community, and Parks Canada recognizes that there are a number of concerns related to the inclusion of Crippen in the national park reserve concept. Crippen Regional Park is an essential component of the park concept for Parks Canada because:

- It is the property with the highest visitation of all park or crown lands on the island;
- There is strong potential for partnering arrangements to enhance education, stewardship and conservation opportunities.
- It serves as a gateway for visitors to access the national park reserve lands on Bowen Island and it has well established facilities;
- It is in walking distance from the ferry and would encourage walk-on passengers, thereby allowing access to the park without additional vehicle transportation; and
- Crippen Regional Park has natural and cultural features that are of interest to park visitors.

Parks Canada is currently proposing a number of means to address the concerns identified by Bowen Islanders, including:

- **No entry pass will be needed for transiting through Crippen** or other national park reserve lands, en route to community services.
- Parks Canada would **partner with** several island organizations **to continue to operate facilities, services and recreational opportunities** currently available in Crippen. Specifically, the fish hatchery, memorial garden, ball diamond, heritage cabins, museum, orchard, meadow, horse ring and horse trails would continue under partnering agreements and licenses of occupation.
- **Traditional festivals and other community events** would **continue** under appropriate park permits.

Should the community vote indicate support for the park concept; Parks Canada would seek to collaborate with Metro Vancouver to explore possibilities for including Crippen Regional Park.

More Information

new

Despite the diverse opinions, Crippen continues to be an essential part of the park concept, in part, because it has so many natural and recreational values, partnership opportunities, and it is remarkably accessible for visitors.

For Parks Canada, national park reserve lands on Bowen Island would not be viable without Crippen Regional Park.



What Does Parks Canada Bring to the Table?

new

Our hope is to enhance existing trails and facilities, and enrich educational services so that people would not only enjoy Crippen, but also gain a stronger appreciation for the natural environment and rich heritage.

We have spoken with several groups that have facilities or provide services in Crippen. We can offer licences of occupation to ensure continued use and we can also develop partnering arrangements. Current work could be enhanced, as we can collaborate and build on existing strengths and successes.

For instance, the habitat restoration programs, special events and education led by the Bowen Island Fish and Wildlife Club could be supported by Parks Canada. By working together, we could deliver specialized educational programming and nature camps, along with new research and restoration work.

As part of our commitment to celebrating Canadian history, we could also collaborate with the Bowen Island Heritage Preservation Association to reach its goal of revitalizing Crippen's historic cottages and Davies Orchard. In addition to maintenance work, Parks Canada could offer heritage interpretation services, so visitors and residents have more opportunities to learn about the Union Steamship era.

Recreational activities are also an important part of any national park. The existing bike park, riding stables, trail network and sporting fields would continue to serve both local and off-island visitors. In addition to these activities, Parks Canada could add new opportunities, such as community gardening.



Your Comments

It is clear that there are many people on Bowen Island who have concerns, or simply do not support Crippen Regional Park becoming part of a national park reserve. However, there are also many people who support the idea.

"If Parks Canada is established on Bowen I can see great benefit for us working together for education and enhancement programs"

– Bowen Island Fish & Wildlife Club

"We hope a National Park will be predominantly within walking distance of the ferry, and therefore include all of Crippen Park. This would encourage walk-on tourists, and hikers"

"I am firmly against any concept for a national park reserve on Bowen Island because Crippen Park is excellent and should remain under local control"

"Crippen Park cannot be part of the boundary. This is extensively used by islanders and we will not be told how it can be used"

"Why is Crippen essential? Is it so essential that Parks Canada is prepared to jeopardise any form of park on Bowen?"

"Crippen is already a Regional Park and functions harmoniously as a special and integral part of the Bowen community and lifestyle and Parks Canada can offer no benefit to warrant a change. In fact it will impose restrictions on the Bowen community's use thereof and residents will in all probability have to pay to use the park"

"I think it works to include Crippen Park because:

- a) you would provide more staff and resources to maintain and improve it. Improving it would include removal of invasive species, prevention of trail erosion, and having dogs on leash at least in some areas...;*
- b) it would also allow the Heritage Preservation Society to work with you in preserving and restoring Davies Orchard cabins;*
- c) I recognizes that [Parks Canada] needs to engage/ educate visitors in this highly visited area;*
- d) neither the Province (hardly any rangers remain) nor [Metro Vancouver] are willing to provide the educational programs that you can"*

"I like the idea of using Crippen Park to engage people about Parks Canada...I have no doubt that any small inconveniences caused...is worth the opportunity to teach people about the values of protected areas"

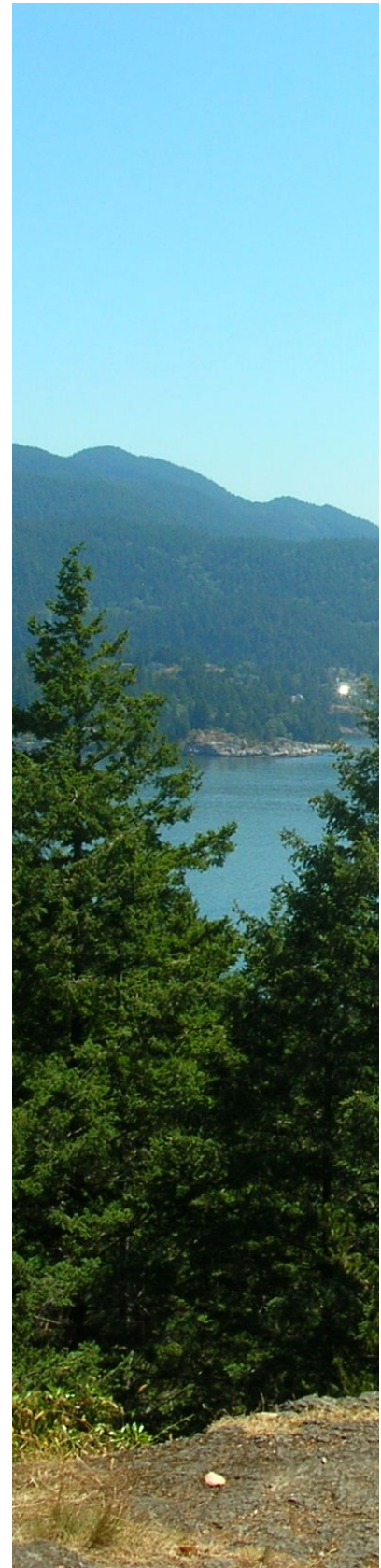
"I favour including Crippen Park, but the municipality should take over enough land to allow for future expansion and the horse field, as well to allow for dogs, community gardens, etc."

"If Crippen Park is included, all present uses should be permitted to continue at no charge, forever and sufficient land should be excluded for the redevelopment of Snug Cove and the reorganization of a more sane, practical ferry marshalling system"

Telephone Survey Results

A telephone opinion survey was conducted by a third-party, on behalf of BIM in March 2011. The survey asked respondents for their thoughts on the inclusion of Crippen Regional Park in the park concept. The results found 34% opposed; 32% supportive; 30% undecided and 3% of respondents answered with "it depends".

Crippen was also the focus of a petition against its inclusion as part of the national park proposal.



Future Growth of Snug Cove new

Bowen Island Municipality submitted a series of recommendations to Parks Canada to consider. One recommendation was to accommodate the Municipality's needs to acquire some lands currently within Crippen Regional Park for future growth of Snug Cove Village and ferry marshalling. This need was also identified by people who submitted comments.

Snug Cove Village, unlike Banff or Jasper townsites, will be outside the national park reserve and remain under the administrative control of BIM. However, like these townsites, the village will be an integral part of the national park reserve experience.

Parks Canada will work closely with BIM, through collaborative planning and services on a host of common issues, including ferry marshalling, other marine access, pedestrian and transit access, architecture, visitor services including information, community infrastructure and community uses of park facilities, to ensure management of the national park reserve and development of Snug Cove Village are complimentary to each other.

Parks Canada would still be interested in acquiring Crippen as part of a national park reserve if a portion was removed. This discussion would be further explored in negotiations with BIM, Metro Vancouver, the Government of British Columbia and Parks Canada.



Agricultural Land Reserve new

Portions of Crippen Regional Park carry the provincial designation of Agricultural Land Reserve (ALR). If national park reserve lands were to be established, provincial designations no longer apply.

While large-scale agriculture is not permitted in national parks, activities such as community gardens are allowed (see the Recreational Opportunities section for more detail).



What about Treaty Claims and Crippen?

new

Since Crippen Regional Park is currently owned under a fee simple title by the Metro Vancouver, it is not subject to First Nation lands claims. However, Crippen lands are part of the territory that Squamish Nation asserts rights over, which can include the right to resource harvesting and cultural practices.

As part of a national park reserve, there would be an opportunity for First Nations to discuss Crippen lands through the treaty process. If there was an interest in a specific portion of Crippen, Parks Canada would enter into a discussion with First Nations to thoroughly consider other options to accommodate the request, such as compensation for the land, development of economic opportunities, or the transfer of other lands in lieu of Crippen.

Since Crippen is considered a fundamental part of national park reserve lands on Bowen Island in order to engage an urban audience, it is an area we would want to maintain part of the park reserve. Our first priority would be to protect the ecological integrity of Crippen and ensure it is available for future generations of Canadians to enjoy.

Applying the Establishment Steps: Boundary	
Feasibility Assessment <i>Issues identified</i>	Areas of interest are identified. Initial tenure assessment may modify areas being considered. Areas which are compatible with Parks Canada's mandate for ecological integrity, visitor experience and education are included in the park concept. Other governments or the public may have other areas that they request be considered for inclusion or removal.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	A thorough investigation of tenures is conducted, as well as assessments of each of the properties under consideration. This may result in modifications to areas, as some may not be compatible with the <i>Canada National Parks Act</i> . Other land management agencies may have additional reasons for not agreeing to the transfer of portions or entire properties.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Immediate boundary conflicts are addressed, such as ensuring continued access to private property.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	A long-term strategy is developed for access to national park reserve lands for such things as trailheads and associated facilities.

4. PRESERVATION, PROTECTION AND CONSERVATION

When developing and managing national park reserve lands, Parks Canada works towards the long-term goal of maintaining or restoring ecological integrity. In managing for ecological integrity, Parks Canada also takes into consideration the cultural heritage and resources of the national park reserve lands, visitor opportunities, as well as historic community uses. The following describes the essential natural and cultural resource conservation and protection programs Parks Canada would pursue on Bowen Island.

Representation of the Strait of Georgia Lowlands Natural Region

Canada's system of national parks was created to protect outstanding representative examples of the natural geography that can be found in Canada. With its location in the Coastal Western Hemlock biogeoclimatic zone, the proposed park reserve lands on Bowen Island significantly augment the representation of the Strait of Georgia Lowlands natural region over what already occurs in Gulf Islands National Park Reserve. Although the Gulf Islands National Park Reserve already represents part of the Strait of Georgia Lowlands natural region, Bowen Island would be a significant addition by representing its much wetter eastern side with unique plants and animals not yet represented in the park reserve.

Post-establishment, Parks Canada would undertake an inventory of natural resource values, including geology, landforms, vegetation, wildlife and habitats, on national park reserve lands to provide the necessary information to assess the quality of representation and identify resource management priorities. Emphasis will be placed on protecting the best examples of under-represented characteristics of the Strait of Georgia Lowlands natural region, and ecosystems, critical habitats and lands that enhance ecological connections among protected areas.

Your Comments

"I like the idea of protecting some parts of the island for future generations. I trust Parks Canada much, much more than having relatively pristine biodiversity management by other government entities."

"BC Crown does an adequate job of balancing resource usage vs. Preservation on Bowen Island."

"[What works] the activities that will take place to ensure protection of ecosystems – developing an inventory, managing and monitoring, restoring etc. – are much needed on Bowen and 'work' given your expertise in this area and our great need in this area."



Maintenance / Restoration of Ecological Integrity

Parks Canada's objective is to provide opportunities for people to enjoy national parks as special places without impairing their ecological integrity. Before managers can work towards the maintenance or improvement of ecological integrity, they need to understand current conditions. To achieve this goal, Parks Canada would strive to:

- Undertake the necessary inventories and research to assess the current level of ecological integrity, ecosystem imbalances, and existing and possible new threats to ecological integrity on national park reserve lands.
- Recognize the value of national park lands as important watersheds and as the primary source of island residents' supply of fresh water.
- Establish indicators and park-specific measures for ecological integrity and develop and implement a monitoring and reporting program.
- Establish working relationships with interested First Nations, universities and colleges, environmental organizations and the Bowen community to gather, assess and share information about ecological integrity and the greater ecosystem.
- Collaborate with provincial and local government agencies, private land owners and others to achieve common goals in resource conservation and protection on national park reserve lands and adjacent marine and terrestrial areas.



Supporting Stewardship

Parks Canada supports community-led stewardship and restoration initiatives. Groups that want to take on specific projects in a park, work with Parks Canada to develop a restoration plan. Advice and expertise can also be provided for projects outside parks.

Currently, local stewardship initiatives on Mayne and Saturna remove invasive species from park lands.



Girl Guides remove Scotch Broom at Fort Rodd Hill National Historic Site

Restoring Lyall Creek

In collaboration with community members and government partners, one of the first projects for Gulf Islands National Park Reserve was the restoration of Lyall Creek on Saturna Island—building on work started by a small group of volunteers.

Major restoration work included the replacement of a culvert and streambed rehabilitation, bringing the creek back to a more natural state. Lyall Creek is one of the few remaining salmon-bearing streams in the southern Gulf Islands.

Sensitive Ecosystems and Species of Concern

Parks Canada is mandated to consider and protect critical habitat for federally designated species at risk as outlined in the *Species at Risk Act*. In addition, Parks Canada works to protect unique and sensitive ecosystems on national park lands. A considerable amount of information is available on sensitive ecosystems and species of concern on Bowen Island.

To protect sensitive ecosystems and species of special concern, Parks Canada would endeavour to:

- Identify special areas containing unique or endangered resources and protect these areas through appropriate zoning and management strategies.
- Establish inventory, monitoring and reporting programs for listed species, plant communities and ecosystems.
- Develop a greater understanding of habitat requirements for species at risk.
- Develop management strategies for the protection of critical habitats.
- Involve knowledgeable individuals from the Squamish First Nation, Bowen community and educational institutions in developing and implementing inventory, recovery and educational programs.
- Initiate restoration projects that would provide opportunities for raising awareness among visitors and local and regional communities.

"[...] management by Parks Canada would ensure protection of the sensitive habitats"

– BC Nature



Protection of the Marine Environment

Bowen Island's marine environment is typical of the Howe Sound and Strait of Georgia. The area is influenced by a combination of the cold waters from the fjord environment of Howe Sound and the Fraser River plume seaward of the island. According to some marine biologists, Bowen's underwater ecosystem is considered to be in relatively good condition, although there are significant concerns that rockfish, lingcod and abalone, among other species populations in the area, may be in jeopardy.

In an effort to preserve and protect the marine environment, Parks Canada would work to:

- Establish inventory and monitoring programs for listed marine species.
- Develop a greater understanding of the habitat requirements for marine species at risk.
- Develop management strategies for the protection of critical habitats.
- Identify special marine areas containing unique or endangered resources and protect these areas via appropriate zoning and management strategies.
- Involve knowledgeable individuals from First Nations, the local community, educational and research institutions in developing and implementing inventory, recovery and education programs.
- Identify key marine areas for potential restoration projects based on assessments of available knowledge and information.



"We strongly encourage the consideration of creating protection for the marine component of the proposed parks. Glass sponges are but a small part of this area of unique biological and ecological phenomena. This is truly an area of tremendous significance."

*-Marine Life Sanctuaries Society
of BC*

Maintaining and Conserving a Rich Cultural Heritage

Where resources are deemed to have cultural value at the regional or local level, Parks Canada has a mandate to maintain those resources in a fashion appropriate to the value and the interests of the local communities and stakeholders. How these resources are managed is determined through consultations with the interested parties, and through management planning for the park.

Although some initial documentation of archaeological sites, settlement history and historic structures on Bowen Island has taken place, there is no complete inventory of cultural heritage (historic and archaeological) on the proposed national park reserve lands. If national park reserve lands were to be established, Parks Canada would inventory and assess the cultural heritage resources. Through management planning an appropriate approach to managing cultural resources would be developed. This approach would likely include partnering agreements with local organizations to support their on-going efforts for conservation, education and interpretation and related activities.

Partnering to Protect Local Heritage

In consultation with First Nations many archaeological sites have been inventoried and protected in Gulf Islands National Park Reserve, respecting First Nations' values, traditions and practices. In addition, partnerships with local organizations have meant more buildings of significance can be preserved and shared with the public.

On Saturna Island, Parks Canada and the Saturna Island Heritage Committee worked together to restore the iconic fog alarm building on East Point. The committee received a licence of occupation from Parks Canada to carry out their plans for rehabilitating the building. To assist in the work, the park covered the costs of removing the building's lead-based paint and helped bring electricity to the site. For their part, the committee put a new roof, windows and fresh coat of paint on the building. They also added a quality museum instalment inside to offer heritage interpretation. The fog alarm building will open to visitors this summer.



BEFORE



AFTER

Before and after image of the Fog Alarm Building on Saturna.



Fog alarm building, operated by the Saturna Island Heritage Committee through a licence of occupation

Your Comments

"The heritage component has great potential for Bowen..."

"It would allow the Heritage Preservation Society to work with you in preserving and restoring the Davies Orchard cabins."

"For years, Bowen residents have battled GVRD to help with the old cottages and heritage areas, when the GVRD wanted to tear them down and not fund necessary repairs. We all know that Parks Canada takes heritage very seriously and would do a much better job with these areas."

"We currently host heritage walking tours of [Lieben] during our annual Write on Bowen Festival. We are interested in partnering with Parks Canada and managing a low-impact interpretive site for purposes of cultural education."

– Bowen Island Arts Council



Applying the Establishment Steps: Preservation, Protection, Conservation	
Feasibility Assessment <i>Issues identified</i>	Local support for protection of island ecosystems, maintenance of cultural heritage and their associated values is confirmed.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	The extent to which other levels of government will assist in the protection of natural resources and maintenance of cultural resources in the national park may be clarified.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Current impacts that impair ecological integrity and maintenance of cultural resources are identified and addressed in the short-term.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	Based on a 5-year inventory and assessment of resources, priorities are identified for the maintenance or restoration of ecological integrity and the maintenance of cultural resources.

How Does Zoning Work? new

An important component of planning in national parks is zoning. In interim management planning, the focus is on minimizing any conflicts between protecting ecological integrity and existing uses. In management planning, zoning is more robust. It focuses on protecting and enhancing ecological integrity, as well as identifying optimum locations for visitor experience opportunities.

The national parks zoning system is an integrated approach by which land and waters are classified according to ecosystem and cultural resource protection requirements, and their capability and suitability to provide opportunities for visitor experiences. Management plans include zoning that balances protection and sustainable use. Parks Canada's national park zoning system consists of five zones:

Zone I, Special Preservation is for areas where public use may be controlled to protect especially important or fragile resources.

Zone II, Wilderness is for large areas that are good representations of the ecosystems of the park and will be maintained in a wilderness state.

Zone III, Natural Environment is for areas that are maintained in a natural state, although allowing for more use than Zone II Wilderness.

Zone IV, Outdoor Recreation is for areas capable of accommodating a broad range of opportunities for education, outdoor recreation and related facilities for visitor enjoyment, in ways that respect the natural landscape and the park environment.

Zone V, Park Services is for major service or park administration centres.

In addition, Parks Canada policy provides for the designation of culturally and environmentally sensitive areas. These designations can be applied to areas which may require special recognition or management not provided through zoning designation. Park management plans may designate sensitive areas in any zone. Sensitive Area designation is useful for focusing and communicating objectives for research, protection and visitor experience for particular areas.



5. APPRECIATION, EDUCATION AND OUTREACH **revised**

As the guides, guardians and storytellers of natural and cultural heritage across Canada, Parks Canada has a long and successful history of providing Canadians and international visitors with opportunities to learn about and experience Canada's special places. One of Parks Canada's priorities is to encourage Canadians to appreciate the significance of the natural and cultural heritage places that are managed on their behalf and to foster public support for the protection and presentation of these places. Through activities such as interpretive programs, school programs and special events, national park reserve lands on Bowen Island would provide memorable experiences for residents and visitors.

Park Facilities And Services

Parks Canada would develop and manage the national park reserve lands on Bowen Island to facilitate memorable opportunities for local and off-island visitors to appreciate, understand and enjoy the park in low-impact ways. Visitor facilities and services would be high quality and sustainable. An important element of the park concept is the provision of a welcoming function, which may include some form of infrastructure. The private sector on Bowen Island would be encouraged to provide services such as accommodation, restaurants and shopping.



Welcoming Function?

Upon arrival on Bowen Island, it is important that visitors receive a welcome and orientation.

The Old General Store and Boulevard Cottage have significant heritage value and are ideally situated at the entrance to the proposed national park reserve lands. Parks Canada is open to discussing the potential acquisition of the two buildings with BIM.

Your Comments

"If you want to use the current Library building...tell us explicitly how you will replace our Library facilities. Please consider offering the community a new building in Snug Cove that combines Library, performance space..."

"I like the idea of having greater basic infrastructure (like maps and trails) ..."

"[W]hat about the possibility of shared facilities, that the community could use outside of the Parks Canada mandate"

"There are a significant number of B&Bs already on the island that could provide an alternative overnight experience"

"I would like to know where possible camping sites, trail systems, etc. would potentially go"

Educational Programming **revised**

Parks Canada would provide enhanced education and interpretive opportunities to the community and to visitors of the national park reserve.

Parks Canada would work with the island's education institutions in an effort to integrate park programming with school programming for Bowen Island's youth and encourage local volunteerism.

Strategic direction for park visitor and interpretation programs would be developed as part of the management planning process, involving community input through consultations and the park advisory committee.

Programming could be delivered by on-site park interpreters and through partnerships with local and regional organizations and institutions. Programs might include interpretive trails, presentations, speaker series, storytelling, and youth ambassador and exploration camps.



Your Comments

"The outreach and educational component is outstanding."

"I would like to think that school groups will come here for field trips, perhaps with overnight camping. What an incredible opportunity that would be."

"I support the idea voiced by others that it would be nice to see some solid benefits for Bowen, such as an educational institute of some sort (post-secondary through a partnership with UBC or the Vancouver Aquarium)."

"I think there is an opportunity to highlight the opportunity for island participation in stewardship and Citizen Science initiatives. "

"I am also very keen to see an education centre of some type. I have found it difficult to find nature and science enrichment programs for my young child that I can easily access. I love the idea of having something like that one Bowen."

"I think that having Parks Canada on Bowen Island would be a great asset for Metro Vancouver. Too many residents and their children have very little knowledge and probably no experience of Canada's great outdoors environment and a park here with Parks Canada's 'preliminary concept' would be very advantageous to this area of BC."

"I would appreciate educational programs and facilities, for visitors and myself."

Outreach

Parks Canada also focuses on educating Canadians outside the boundaries of national parks. Off-island school programs and outreach activities could help connect Parks Canada places to people who may not be able to visit in person.

To effectively engage off-island Canadians, particularly Metro Vancouver's urban population, Parks Canada would use a number of outreach education approaches including the Parks Canada website, social media tools, integration into urban venues and the introduction of content into school curricula. Parks Canada would also encourage collaborative relationships with organizations across multiple sectors (for-profit, not-for-profit, scientific, education).

These approaches would increase awareness of the values associated with national park reserve lands on Bowen Island and foster a desire to protect natural areas, both within and outside national parks.

Species At Risk

In Gulf Islands National Park Reserve, a Parks Canada interpreter teamed-up with individuals from the WSA NEC and Hul'qumi'num First Nations communities to bring a species at risk education project to district and First Nations classrooms in the Gulf Islands and south-eastern Vancouver Island. These programs combined scientific and traditional knowledge about culturally important species and federally listed species at risk. Over 5,000 students participated over a three-year period.



Pretending to be killer whales



Partnering Agreement new

A partnering agreement is a working relationship between two or more organizations, based on mutual benefit. It is a clear arrangement that outlines:

- 1) The collaborative initiative or project,
- 2) Shared goals and compatible objectives,
- 3) Agreement to combine resources - financial or in-kind, and
- 4) The terms of the agreement.

Partnering agreements need to be mutually beneficial, formalized and result in a win-win-win situation.

Reaching Out to Urban Audiences

Since 2004, the Parks Canada Speakers Series has connected thousands of people throughout the Metro Vancouver region with a variety of inspiring stories about Canada's natural and cultural heritage.

Recent venues for talks have included the Vancouver Public Library, the Vancouver Aquarium, Science World, Simon Fraser University, recreation centres in Surrey, and elementary schools throughout the region. Presentations range from expert talks, interpretive presentations, to "learn to" workshops.



Applying the Establishment Steps: Facilities/Services, Education & Outreach	
Feasibility Assessment <i>Issues identified</i>	Public support for appropriate services and facilities is identified.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	Possible types, location and timing of significant facilities and services may be negotiated.
Establishment <i>Occurs only if negotiations are</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Immediate needs are identified and addressed.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	Strategic direction is developed for long-term programs and services.

6. EXISTING USES AND PRIVATE INFRASTRUCTURE

revised

There were several questions raised about how national park reserve lands and waters would impact tenures, access to private lands and pre-existing marine infrastructure. Additional information to address these concerns is included in this section.

Respecting Existing Tenures, Access and Private Property

While every situation is different and depends on the location and legal situation, many existing tenures can be converted to a similar Parks Canada permit.

- Existing licences to use water would be honoured by Parks Canada through a formal water agreement, respecting the maintenance of ecological integrity within the park.
- Parks Canada would not prevent people from accessing private property. If there is existing road or trail access, Parks Canada would honour these historic access points.

If there is a non-compatible tenure, such a mineral or quarrying tenure, the land or the tenure must be removed before being scheduled under the *Canada National Parks Act*.

For all national park reserve lands, including those adjacent to private property, it is through consultation with the community that decisions are made in regards to park management, such the placement of facilities and services, and zoning.

Pre-Existing Marine Infrastructure

Parks Canada will honour and accommodate pre-existing legally tenured marine infrastructure such as docks and mooring buoys should they be located within the national park reserve.

If a private property fronts national park reserve waters and they have provision for water access, an application for new infrastructure, such as a dock, can be made to Parks Canada. The application would undergo an environmental assessment. If the assessment finds no net negative effect, then a permit would be granted for construction of the dock.

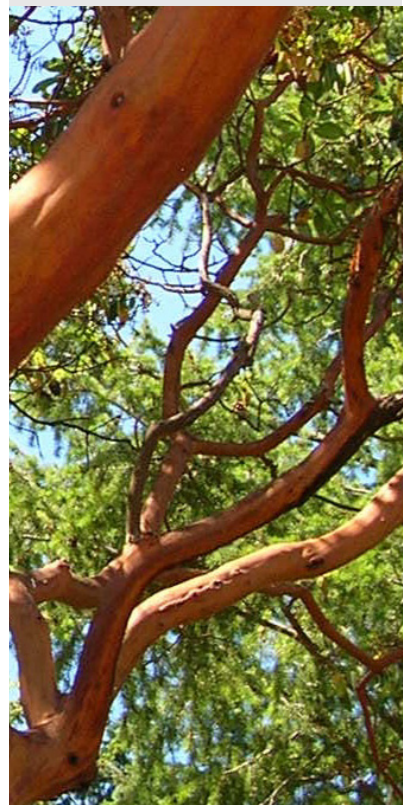
Your Comments

"Private property rights must be protected. There is no excuse for considering any process which interferes in any way with owners' rights to peace, privacy and quiet enjoyment of the properties which they have purchased."

"I think [marine areas] would be terrible for private land owners who fish and prawn in front of their homes and cabins"

"How will the boundary be managed?"

"[C]ertain issues need to be dealt with: water rights of those residents whose water comes from reservoirs within the proposed park boundaries"



7. RECREATIONAL ACTIVITIES

National park reserve lands on Bowen Island would support a range of low-impact activities including hiking, cross-country mountain biking, backcountry camping, picnicking, horseback riding and nature appreciation. Marine activities such as boating, kayaking and SCUBA diving would also be supported and managed to promote memorable visitor experiences, while ensuring the protection of marine features. It is important to note that motorised recreational off-road vehicle use is not permitted in national parks. One of the major interim and long-term management planning tasks will be to work with the local community to determine the types and levels of access and use appropriate to each area of the park.

Walking and Hiking

Canada's national parks are known for their walking and hiking opportunities. There are already approximately 20 kilometres of well-developed trails on Bowen Island, and many more in a less developed state, providing a good foundation for the development of a high quality walking and hiking experience. Parks Canada would work with the local community to inventory and assess the existing trails on Bowen Island. Where appropriate, Parks Canada would upgrade existing trails to reflect national park maintenance and visitor service standards and enhance the trail network to provide high quality visitor opportunities.

Your Comments

"Commitment to establish and improve trails (would be great to partner with B&Bs and foster Inn to Inn hiking)"

"There should be some linking trails to connect the different areas and parks"

"Focus on the development of hiking trails"

"I am excited at the possibility to take my family and explore the park you are envisioning, we have walked all the trails we feel comfortable with (ie on a map) but would like to explore the rest of the island on maintained, safe paths"

"We hope a National Park will provide upgrades to our trail systems. We dream about the day we can walk behind training wheels all the way to the other side of the island. To connect our neighbourhoods through trail systems would benefit islanders immensely"

"As avid hikers, I like the idea of having Parks Canada create another one of their amazing trail systems on Bowen Island"

Network of Trails

The Greenways Committee report to Council asked Parks Canada to explore how national park reserve lands could support the Municipality's Official Community Plan and Parks Plan objectives for developing an island-wide network of trails.

In principle, Parks Canada is supportive of the desire for connected trails throughout the island. The protection of ecological and cultural values is a priority when determining whether trails can be developed on national park reserve lands. If a proposed trail does not impact sensitive ecological or cultural features, could enhance visitor or education opportunities, and has public support, it could be created.



Horseback Riding

Horseback riding is an activity that people enjoy in many national parks across Canada. It is recognized as a popular activity on several existing trails on Bowen Island. Parks Canada would work in collaboration with the Bowen Island Horse Owners and Riders Association (BIHORA) and other interested groups to inventory and assess existing equestrian trails and to make decisions on long-term use through consultation and management planning. The existing equestrian facilities, such as the meadow, the horse ring and existing horse trails, would continue to be managed and maintained by BIHORA under a partnering agreement and license of occupation. Parks Canada could use a business licence to permit a third party operator to offer commercial equestrian opportunities.

Your Comments

We only received a few comments about horseback riding, and they echoed the approach outlined in the *Preliminary Park Concept*—recognizing existing uses and working with island organizations.

Mountain Biking

Parks Canada recognizes mountain biking as an increasingly popular sport in Canada and, within prescribed limits, welcomes mountain biking in many national parks. Where it is offered, cross-country is the principal form of mountain biking. Parks Canada would work with the local mountain biking community to inventory and assess the existing mountain biking trails. The final determination of how Parks Canada's mountain biking guidelines would be applied on Bowen Island, would take place during the management planning process, which involves extensive public consultation.

Your Comments

"A mountain bike area would be great"

"There should be mountain bike trails (ie. not downhill but cross country)"

"I would like to keep Mt. Gardner as a potential for adventure type activities like mountain biking"

"Mountain bikes, relatively recent on Bowen Island, have constructed unauthorized trails, can cause erosion, destroy vegetation and cause other environmental damage. Their use on Bowen should be discouraged other than perhaps in a few designated areas."

"...mountain bike trails (eco unfriendly, destructive and hazardous)..."

Better Multi-Use Trails

Parks Canada has a memorandum of understanding with the International Mountain Bike Association Canada (IMBA). This collaboration allows us to improve sustainable, multi-use trail planning, development and management, and encourage responsible use of trails in national parks.

IMBA is a leader in sustainable trail design and construction. They have been sharing their expertise with parks and historic sites across the country in trail-development workshops.

Parks Canada can bring its trail building expertise, and its collaborative work with IMBA to Bowen Island to continue the trail initiatives already started by the community.



Dog Walking revised

Parks Canada requires dogs to be leashed in national parks. This regulation is designed to protect sensitive habitats, protect wildlife, to ensure a positive experience for all visitors and for reasons of public safety. However, we understand the importance many residents of Bowen Island place on being able to walk their dogs off-leash. Possibilities include excluding some existing dog walking areas, and establishing a designated off-leash area within the national park reserve.

More Information

If national park reserve lands were to be established, the location and extent of off-leash dog walking would be determined through consultation. Several people provided us with specific areas that are important for socialization, accessibility, etc.

As we are currently in a conceptual stage, Parks Canada cannot determine a location for this amenity, but can confirm that there will be options for an off-leash area within national park reserve lands.



Your Comments

"We have dogs and support the on leash requirement, but having other off leash areas is great too"

"Dog walking in adjacent parks [doesn't work], they are not large enough to accommodate"

"I like that you are showing some flexibility toward dog off leashing walking in the park. I see that you recognize how important this is to many Bowen Islanders"

"[What works] having dogs on leash at least in some areas, i.e., around the lake"

"We would support the national park if it were not for the dog walking issue. Owners must be able to walk their dogs off leash, if under control, and not in any environmentally sensitive areas. Restricting off leash dog walking to only a few areas conflicts with the stated vision that 'respects the special rural island character and community values of Bowen'"

"As for restrictions on dog walking I would welcome some enforcement of the on-leash policy that is already in place for Crippen Park"

"Crippen is a dog runners paradise"

"I take my dogs there [Crippen] unleashed and it is a social event for both of us. She plays with other dogs and I visit with owners many of who are friends"

Camping and Overnight Opportunities **revised**

An important element of the national park experience in Canada is to provide a meaningful overnight experience that helps people connect to the natural environment. On Bowen Island, camping would be limited to walk-in or boat-in backcountry camping. Reservations may be required to ensure a quality experience in a natural environment. Campfires would not be permitted. It is acknowledged that offering a primitive camping experience would require on-site management as a preventative measure to guard against such things as wildfire or inappropriate behaviour on national park reserve lands.

Parks Canada would consider partnering with a third party to provide other forms of overnight accommodation on national park reserve lands, such as in restored historic cabins in Snug Cove or in low-impact yurts.

Your Comments

"Overnight camping with the kids just sounds fantastic"

"There should be no drive-in camping"

"[What works] walk-in backcountry camping"

"[What works] camping, low-impact (suggest 100% booking to avoid campers looking for elsewhere to camp)"

"Open fires are too dangerous in our dry areas. They should not be permitted."

"While we are not in favour of the general [park] concept, I do think we need camping on Bowen as other places to stay are expensive and limited"

"We think overnight camping is out of the question, given concerns about noise, fire, yahoo-ism, transit, ferry issue, trespassing and more"

"As long as any camping is by boat only, and that the area is well maintained and protected by park wardens"

"[I like the idea of] camping sites (if they are supervised, to prevent drunkards) for tourists"



Backcountry Camping

Gulf Islands National Park Reserve established one new backcountry campground at Narvaez Bay on Saturna Island. It has seven tent sites and is accessible by kayak or by trail. This backcountry campground was planned in consultation with the community, First Nations and interest groups. Input was sought on the location, number of tent sites and accessibility.

The self-registered tent sites with picnic tables are available on a first-come, first-served basis. Campfires are not allowed and pit toilets are on-site. Park staff patrol the campground frequently in the high season.

Bruce Peninsula National Park has similar backcountry camping opportunities on the shores of Georgian Bay, along the popular Bruce Trail. The two backcountry campgrounds are accessible by trail or kayak. Each campground has a composting toilet and nine individual campsites with tent platforms. Campfires are not permitted. Pre-registration is required, and reservations are suggested.



Community and Collective Gardens new

Parks Canada recently developed national policy direction for several new recreational activities. One of these new activities is community gardening. A community garden is a site operated and maintained by committed volunteers where a publicly owned parcel of land is used for growing produce and/or ornamentals for non-commercial use through individual and common (community garden) or entirely shared plots (collective garden). The use of synthetic fertilizers, chemical pesticides and herbicides is not allowed.

Each individual national park is required to conduct a local assessment, to determine if the activity can be approved at that particular park, including consideration of the local ecology, benefits, safety, and if any location specific guidelines are required. If deemed appropriate, interim or management planning would determine the locations.

Parks Canada or a third party can manage a community garden on Parks Canada lands.

If operated by a third party, a permit is required. A list of authorized seedlings is developed to avoid illegal, alien and/or invasive species. In addition, interpretive messaging needs to be created.

Your Comments

"Can you have community gardens in Parks Canada lands?"

"I would like to see some consideration for a potential future agricultural component included within the NP proposal. Local food production is going to become very important in the near future."

"[Improve the concept by] showcasing sustainable living practice, including community gardens"



Recreational Fishing, Prawning and Crabbing new

Recreational fishing is permissible under the *Canada National Parks Act* and regulations. Where there is a commercial fishery, it must be supported in the park management plan. Both types of fishing are subject to maintaining ecological integrity and cultural resources and mitigating conflicts with other uses.

If national park reserve lands were to include marine areas, recreational fishing, prawning, crabbing, etc. could continue in the waters, unless there was a conservation issue – then the area in question may be zoned to exclude extraction.

Example from Gulf Islands

In Gulf Islands National Park Reserve, under the interim management guidelines, recreational saltwater fisheries are permitted in marine areas with a valid tidal waters sport fishing license, except in sensitive Zone I areas and areas closed for other reasons by Fisheries and Oceans Canada.



Applying the Establishment Steps: Recreational Opportunities	
Feasibility Assessment <i>Issues identified</i>	Public support for appropriate recreational opportunities is identified.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	Possible types and provisions of significant recreational infrastructure may be negotiated.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Immediate needs are identified and implemented.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	Through a 5-year assessment of visitor needs and market demand, strategic direction is developed for recreational opportunities.

8. ACCESS FOR VISITORS

Parks Canada provides a variety of information to potential visitors, including information on the best ways to access a national park. In the case of Bowen Island, Parks Canada would work with third party operators of passenger ferries, water taxis, and buses to encourage visitors to use these alternate means of transportation. Visitor opportunities would also be designed to reduce on-island reliance on personal motor vehicles by park visitors.

Your Comments

Acknowledging and addressing the impact of increased visitation on ferry service is of great importance to people on Bowen Island. In addition to developing solutions with BC Ferries we were asked to detail how Parks Canada can work with third party operators.

"I think that you need to be less vague on what can be done to address ferry concerns. The government of BC, through its jurisdiction over BC Ferries, needs to get on this issue."

"Improved bus transportation on the island with publicized schedules and routes."

"Each of us who lives here, especially commuters like me, depend on the ferry as our lifeline. There are already overloads at peak commuter times."

"Access to the island park would have to be independent of the Bowen Ferry service as it is already oversubscribed. I suggest water taxi or seabus access for foot passengers only."

Many of us on the island would love to see a water taxi, but without the counter-flow it is not economically viable."

"We believe that we can encourage Parks Canada to promote Bowen Island as a walking destination, market our local transit systems improving their fiscal bottomline, and possibly improving services for islanders and thereby mitigating both ferry and local traffic concerns regarding a park 'spread out' over the island."

"Transportation, travel, cars, parking – none of this thought through in any detail. We do not want more cars on the island. Provision of shuttle buses would help alot."

"Parking is a major issue, in Snug Cove, and at other popular sites such as Killarney Lake and the beaches. I would like to see plans to address this."

"It is imperative that parking in Horseshoe Bay be substantially increased."

What Are We Doing About Your Feedback?

As a partner in the feasibility assessment process, representatives from the Government of British Columbia have initiated dialogue with BC Ferries using the *Economic Impact Assessment* as a basis for initial discussions because of potential traffic pattern changes.

There is likely no one solution, but rather a suite of solutions required to address concerns in regards to ferry service (e.g., marshalling and parking). British Columbia, BC Ferries and the Bowen Island's National Park Council Committee are continuing dialogue in regards to finding solutions.



In addition to continued work with the Bowen Island Ferry Advisory Committee, BC Ferries has committed to working with Parks Canada to assess issues and options that may arise regarding ferry services due to potential increased visitation to Bowen Island should the national park reserve be established, and to assist as able with the implementation of viable solutions.

Visitor Information new

Visitors are given information to assist in trip planning in a variety of ways. Transportation recommendations are published in Parks Canada visitor guides that not only contain access information, but best practices while visiting the park, along with available education and visitor experience opportunities.

The park website directs people on how to best access the park. Trip advice can include information on how to avoid peak travel times, and alternative transportation options (public transportation, water taxis, etc.).

Park staff also give transportation advice when potential visitors contact the park office.

Options for third-party transportation services, such as water taxis and on-island shuttles would be explored, if national park reserve lands were to be established. These services could ultimately benefit residents by providing another means of transportation to and from Vancouver.

Parks Canada is committed to work with transportation service providers to minimize the impact of operations on resident access, traffic congestion and parking.



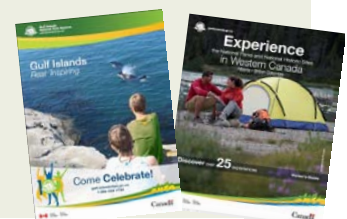
Passenger Ferry

How do we work with third party operators of passenger ferries and water taxis?

In Gulf Islands National Park Reserve we have a business licence with a private operator to run scheduled passenger ferry service from Sidney to Sidney Island. This passenger ferry has two schedules, one for the shoulder season, and one which offers more frequent service during peak summer visitation. The ferry does not operate over the winter.

This service has been successful and profitable to date. The service is promoted on Parks Canada's website as the means to get to Sidney Island, as well as by other partners in the community. There is a process to select operators on a competitive basis.

Contracts for transportation services, such as water taxis and on-island shuttles, could be explored and implemented for Bowen Island, if national park reserve lands were to be established. These services could ultimately benefit residents by providing another means of transportation to and from Vancouver.



9. PARK FEES **revised**

On Bowen Island, Parks Canada understands community concerns with entry fees and is investigating options with BIM to enable entry fees to be received through mechanisms that do not require Bowen Island residents (individuals or families) to purchase park passes. At the time when entry fees could come into effect, passes could be sold to the municipality at a discounted rate for distribution to residents and island property owners.

Parks Canada has the ability to offer incentives or community-based discounting for the use of facilities and can, for example, offer an “early bird special” where annual passes can be purchased at a discount of 50%. This equates to about \$15.00 per adult or \$37.50 per family for an annual park pass. These passes do not apply to camping.

Parks Canada’s revenue policy prescribes user fees in national parks. This revenue constitutes a portion of each national park’s operating budget. It is retained in the park where it is collected to help fund services, facilities and programs. How and where fees are collected is determined through community and visitor consultation processes.

Parks Canada commits that no entry fees would be charged for national park reserve lands on Bowen Island for a minimum period of 5 years after a park establishment agreement is reached. This fee freeze would be in place up until the approval of the first management plan, including the level of visitor services to be provided on park reserve lands.

The management planning process, including consultations, would provide guidance on what kind of services and facilities would be provided, which would then determine what fees might apply. No entry pass will be needed for transiting through national park reserve lands, en route to community services.

Your Comments

“I think there will be strong opposition to islanders having to pay to walk through Crippen Park”

“No fees for residents in certain circumstances – e.g., established pedestrian thoroughfares like the Causeway and Alder trail”

“[Like] Park early bird pass rates”

“You need to waive park fees for Boweners, except for camping”

“I don’t take issue with paying an early bird or other fee to use the park. I do have guests throughout the year from other parts of Canada, the US and abroad. Most might only come once per year. Rather than paying for each person to enjoy going for a one or two time walk, I would like the opportunity to purchase [a] residents pass which includes my family members and guests.”

“Even if access fees were waived for the residents, what about friends, brothers, sisters, aunts, cousins, grandparents etc. that live off island”

“I have concerns about residents having to pay for access to areas that are currently enjoyed for free”

“The reduced family park pass is really affordable, have no issues paying that”

“Residents should not be charged for walking park trails”

What About our Family and Friends?

A national park family/group pass is valid for entry of up to 7 people entering a park together.



Applying the Establishment Steps: Access Fees	
Feasibility Assessment <i>Issues identified</i>	Concerns specific to the application of park access fees are identified. Possible alternatives are considered.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	Conditions and timing of park access fees may be negotiated.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Any immediate requirements from a negotiated agreement are applied.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	Any longer term requirements from a negotiated agreement are applied.

10. SAFETY CONSIDERATIONS

Parks Canada is responsible for providing public safety programs that deal with the specific incidents and issues encountered within each heritage area. Parks Canada's public safety program involves the following:

- Identification and remediation of hazards related to infrastructure.
- Visitor risk management and public safety planning.
- Appropriate levels of search and rescue services.
- Targeted prevention, education and information programs that encourage self-reliance.
- Communication of site-specific hazards to visitors.
- Cooperation with other departments, non-governmental organizations, tourism operators, concessionaires, and service providers.

Emergency Services **revised**

Coordination of emergency services provided by Parks Canada staff and by community groups, the province, or other federal government departments is a very important operational issue. Maintaining effective working relationships with other emergency service organizations on and off the island is essential. Parks Canada has a number of agreements with emergency service providers. There is a national Memorandum of Understanding with the RCMP, and provincial agreements with the Wildfire Management Branch and the Provincial Emergency Preparedness Program. If national park reserve lands were established on Bowen Island, Parks Canada would have on-site resources and staff trained to deliver emergency services on all national park reserve lands. Staff, including park wardens, would improve prevention and enforcement services, enhancing public safety and fire prevention.

In addition, Parks Canada would:

- Work cooperatively with other government agencies, local groups and First Nations, where appropriate, to develop shared service agreements.
- Ensure that emergency service information and contacts are available in park information and strategically throughout the national park reserve lands.

Your Comments

"It would be great if you could tell us how your fire crew would work with ours. I would also like to know how your wardens would interact with our RCMP.... give us examples of how this works in other areas"

"I like the increased fire protection and forest fire fighting capability"

"[What doesn't work:] safety, fire hazards"

"The heightened fire hazard is a very serious concern"

"I like the 24/7 presence of park wardens, especially for regulating camping (which is happening now unmonitored) and unleashed dogs that threaten wildlife, visitors and residents"

"[What doesn't work] I believe the island will experience long term impacts including, but not limited to: increased risk of fires and criminal activity"



Fire Management

The risk of fire, both natural and human caused, is ever present in forested environments. Parks Canada has considerable experience in fire management and control, as well as expertise in coordinating training activities and response capabilities with local fire departments. If national park reserve lands were to be established on Bowen Island, Parks Canada would:

- Develop a fire management plan that includes a fire assessment and control program to ensure public safety and support overall fire protection in the area of the national park reserve.
- Work cooperatively with the local volunteer fire department to establish mutual aid agreements, and with other governments to reduce fire hazards.

Prevention and Enforcement

Parks Canada staff monitor compliance and enforce park rules and regulations. All field staff have training focused on the prevention of enforcement situations occurring on national park lands. Until a national park reserve is scheduled under the *Canada National Parks Act*, a variety of federal and provincial acts and regulations are used to ensure compliance and enforcement. Once the park is scheduled under the *Canada National Parks Act*, Parks Canada is responsible for enforcing national park acts and regulations. Parks Canada also works collaboratively with the RCMP, who play the lead role in enforcing the criminal code.

Solutions in Practice

Gulf Islands National Park Reserve has local agreements for fire and rescue, including agreements on Pender, Mayne and Saturna for wildland fire. The agreements address roles, responsibilities, payment for services, liability coverage for services on federal lands, and access places for emergency vehicles.

In addition, the park offers free training on wildland fire certification for local fire fighters and has provided wildland fire gear as a shared resource.



Park staff are also trained for emergency response capabilities and patrol park lands, thereby enhancing emergency services and prevention and enforcement services.

Applying the Establishment Steps: Safety Considerations

Feasibility Assessment <i>Issues identified</i>	Potential safety concerns are identified. Possible solutions are considered on a conceptual basis.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	Specific requirements and timing for collaboration among the various responsible agencies with emergency services may be considered.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Agreements with local emergency services are formalized.
Management Plan <i>Developed through public consultation;</i>	Strategic direction is developed for long-term prevention and response to emergency situations.

11. PART OF THE COMMUNITY revised

As a major land management agency on Bowen Island, Parks Canada would be a steward, neighbour, and member of the island community. By preserving and protecting important natural areas, with support from the community, Parks Canada could fulfil its role as a leader in environmental stewardship. Ongoing consultation with neighbouring property owners will ensure that relationships remain mutually respectful and collaborative. Parks Canada would encourage the continuation of community celebrations and island traditions.

National park reserve lands on Bowen Island would be managed by Parks Canada under the authority of the *Canada National Parks Act*, under the responsibility of the federal Minister of the Environment. These lands would be managed as part of Gulf Islands National Park Reserve. Permanent staff and a seasonal workforce would be located on Bowen Island. A number of local partners and contractors would support the operations.

Parks Canada recognizes the unique nature of a national park reserve operating within an island community and is committed to work collaboratively with BIM and island residents to mitigate any conflicts between the management of park reserve lands, adjacent land uses and the rural lifestyle of Bowen Island.

Your Comments

Many people indicated they would like a separate park, while a few people acknowledged efficiencies with being incorporated with Gulf Islands National Park Reserve (GINPR).

"Some of us are worried that our voice will be 'diluted' if we are part of GINPR. We need reassurance that would not be the case. I would see us as a separate park (Howe Sound National Park Reserve?) though I appreciate we would be administered by the same Superintendent as GINPR."

"It is not clear to me...[what being] managed as part of the operation of the Gulf Islands National Park based in Sidney means."

"Running the park from Sidney [doesn't work]. Though it may appear more efficient to have just one Gulf Islands Park the situation on Bowen is very different to the situation on the other islands. Bowen management plan and operational activities should be stand-alone even if logistically the head office is at Sidney."

"I would prefer a [national park reserve] governance concept that allows for explicitly Bowen-based planning and management."

Lamb Barbeque

On Saturna Island, a former quarry pit in the park's Winter Cove area is the central location for community events such as the famous Saturna Lamb Barbeque on Canada Day and for sporting activities.

During the lamb barbeque festivities, Parks Canada has a booth that offers interpretive activities to local and off-island visitors alike.

The annual barbeque is an important part of the community experience and has been for over 60 years. The event began in 1950 as a school picnic and now it is the main fundraiser for the island's medical clinic and community hall. The Winter Cove area is managed by the Saturna Island Parks and Recreation Commission through a licence of occupation. As part of the licence, the group takes care of day-to-day maintenance of the site, such as upkeep of the recreational fields.



More Information

new

For Parks Canada, a separate park would be less effective financially and operationally. By managing Gulf Islands and Bowen Island together as one national park reserve, there would be enhanced expertise. If national park reserve lands were to be established, Bowen Island would have dedicated Parks Canada staff representing the various functions (visitor experience, resource conservation, assets/maintenance and the warden service); however, the lands on Bowen would be part of Gulf Island National Park Reserve.

Community Involvement in Park Management

new

A community's role in shaping a national park does not end when a park is established. Although these protected areas are managed by Parks Canada, there is a place for residents to provide input to park management decisions.

When it is time to develop park management plans or specific park initiatives that could affect the community, such as the reconstruction of a designated trail or land use planning, Parks Canada staff look to local residents and key stakeholders for advice. We reach out to residents in a variety of ways, including community consultations such as open houses, and workshops with local interest and working groups dedicated to particular issues or activities.

The most formal link to the community is through a park reserve advisory board - an appointed group that includes local elected representatives, stakeholders and local residents, supported by Parks Canada staff.

On-going dialogue with communities is common practice in the nearby Gulf Islands National Park Reserve. For example, when park staff considered creating campsites on Saturna Island, the first area looked at was Winter Cove. Community, First Nation and stakeholder consultation made it clear the idea was unpopular. Through ongoing discussions with local residents, liaison committees, working groups and the park reserve advisory body, we reached a solution with the community: seven campsites would be created at Narvaez Bay rather than Winter Cove. Now the Narvaez Bay campsites have been created, and people have shown support for the tailor-made, local solution.

Though national parks are protected for all Canadians to enjoy, the value of local voices is preserved as well.

"[Park concept] does not address HOW Bowen's voice will be heard throughout the decision and planning process for the creation of a [national park] on Bowen."

Partnering with Community

Parks Canada could support sustainable economic development via:

- Partnering with local tourism businesses and operators to package experiences and to provide visitors with a range of opportunities to experience local culture and nature (e.g., European Trail Concept where hiking is interspersed with stops at island businesses).
- Partnering with community agencies and small business to provide voluntourism experiences that support contribute to the community in meaningful ways (e.g., nature restoration and other community projects).
- Partnering with local businesses and community agencies to provide visitors with opportunities for immersion in local culture;.
- Hosting local events e.g. charity events to support local causes, family picnics, small concerts, races (e.g., running, kayaking).



Jobs and Contracts

Parks Canada has estimated that some \$2 million of annual operational expenditures would be required, and 15-20 employees would work in a variety of full-time, seasonal or term positions (approximately 12 person-years) to manage the national park reserve lands and waters on Bowen Island. In addition, Parks Canada has estimated the capital expenditures would be about \$10 million over the first 5 years of operation.

In neighbouring communities to national parks, Parks Canada makes an effort to ensure locals are aware of upcoming job and contract opportunities. This is done by placing notices of jobs and potential contracts at local community facilities and gathering places such as the library, and ads in the local newspaper and notices to community liaison groups.

In addition, the federal government conducts training programs to assist local communities in responding to employment and economic opportunities.



Investing in Community

When Saturna Island was planning for their new emergency services building, Parks Canada negotiated for a space to store operational equipment. By pre-paying for a long-term lease of this space, the community was able to secure its funding for construction of the facility.

Collaborative Management: A Voice for Local Citizens

The management of a national park reserve would be supported by a park advisory board. The board would advise the Park Superintendent and the Coastal BC Field Unit Superintendent, as appropriate, on matters relating to the planning, management and operation of national park reserve lands. Membership of the board would be balanced to effectively represent the interests of local residents, First Nations (should they be interested in participating on such a board) and those interests of Canadians focused on the protection, visitor experience and education mandate of national parks.

More Information

new

Bowen Island would have its own advisory board to provide advice on issues relating to park lands on the island. This board would also contribute to overall management direction for Gulf Islands National Park Reserve. The structure of boards varies across the country, as each park establishment agreement reflects the local context. The exact structure and membership of an advisory board is determined through negotiations.

Your Comments

While not everyone is convinced about a national park, there is almost unanimous support for a local advisory board.

"[What doesn't work...] that the 'park advisory board' for the proposed reserve lands on Bowen would form part of a larger park advisory board for the greater Gulf Islands National Park, as a whole. I would not want Bowen issues to be swallowed up or diluted as a result of Bowen representatives being merely part of an advisory board concerned with issues across all the Gulf Islands. Please make it clear whether or not the reserve lands on Bowen, if the park goes ahead, will have their own advisory board, including Bowen-based community members, and will not form merely part of an umbrella advisory board for the Gulf Islands."

"I would be more in favour of the park if we were our own park with our own advisory board."

"I would like to have a Bowen Island Park advisory board (rather than being combined with Gulf Islands)."

Applying the Establishment Steps: Part of the Community

Feasibility Assessment <i>Issues identified</i>	Possible roles for community participation in long-term decision-making are considered.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	A model for local advisory/collaboration on national park decision-making is developed.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	A local advisory/collaboration model based on the negotiated agreement is developed and implemented.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	Parks Canada works with the prescribed model in the development and implementation of management plans.

12. FIRST NATIONS INVOLVEMENT

Parks Canada is working with the Squamish First Nation and the Hul'qumi'num Treaty Group to determine their involvement in the planning and management of the proposed national park reserve lands on Bowen Island.

To ensure the rights and interests of First Nations are respected, Parks Canada will work with First Nations to develop mutually agreed to opportunities to be involved in the natural and cultural resources management and planning of the national park reserve.

Applying the Establishment Steps: First Nations Involvement	
Feasibility Assessment <i>Issues identified</i>	Asserted Aboriginal interests are identified. Discussions with First Nations help to determine if any interests would be impacted by the establishment of national park reserve lands.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	Any identified impacts to asserted Aboriginal rights may be addressed through negotiations.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Parks Canada staff initiate relationship building with respective First Nations, as outlined in the negotiated agreement.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	Parks Canada staff collaborate with First Nations in the development and implementation of management plans.

Example from Practice: Cultural Expression

Gulf Islands National Park Reserve has worked closely with First Nations partners to share Coast Salish traditions and contemporary connections to the land through engaging stories and images in visitor publications and interpretive signage.

This summer, Gulf Island National Park Reserve will host an “Art in the Park” program for Coast Salish artists to demonstrate carving, drumming and storytelling at special events being planned to celebrate Parks Canada’s 100th anniversary in 2011.



13. PROPOSED INVESTMENT

revised

Based on this park concept and its implications for park management and operations, Parks Canada has prepared a preliminary estimate of the anticipated investment it would consider recommending should the outcome of the feasibility assessment be positive. Actual funding would be determined through a business case analysis based on an assessment of the properties and infrastructure that would make up the national park reserve lands on the island along with visitor opportunities that may be provided.

The minimum capital investment to acquire infrastructure to set-up programs, services and operational readiness would be in the range of \$10 million over five years. The ongoing operating budget to pay staff, maintain infrastructure, and run programs is roughly estimated to be in the range of \$2 million per year (which would be available, starting in the first year of operation). A minimum commitment to funding for establishment and operations of national park reserve lands can be determined through negotiations for a park establishment agreement.

Like any other person occupying land on the island, Parks Canada would pay service fees to the Municipality, for such things as water, sewage and waste services. In addition, some roads could come under the responsibility of Parks Canada, making Parks Canada responsible for their maintenance and upkeep.

Your Comments

[The Preliminary Park Concept] does not speak to infrastructure partnership outside the park boundary. We islanders cannot pay for the wear and tear"

Payment in Lieu of Taxes

The federal government cannot be taxed by another level of government. Recognizing the impacts of use on local government, the federal government does make payments in lieu of taxes (PILT) to the local taxation authority.

In Gulf Islands National Park Reserve, the federal government pays PILT for the acquired private lands and the public lands (Crown, provincial park, etc.) for which no taxes were previously paid.

On Bowen Island, federal government would pay a PILT for all national park reserve lands.

The rate for which PILT is paid is set nationally by Public Works and Government Services Canada according to use and setting in which the lands are located.

Applying the Establishment Steps: Proposed Investment

Feasibility Assessment <i>Issues identified</i>	Level of resources that could be committed to a national park on the island are identified.
Negotiation <i>Occurs only if the feasibility assessment results in confirmation to move forward</i>	A minimum commitment to resourcing national park administration and operations may be developed.
Establishment <i>Occurs only if negotiations are successful</i>	The governments of Canada and British Columbia approve or reject the negotiated agreement.
Interim Management Plan <i>Short-term plan developed with public input. Occurs only if national park reserve lands are established</i>	Administration and park operation are put in place with one-time (five-year) establishment funds.
Management Plan <i>Developed through public consultation; reviewed every five years</i>	Using an established operating funding base, management plans are implemented.

14. LET US KNOW WHAT YOU THINK

We welcome your comments on the *Revised Park Concept*. Share your feedback using our on-line comment form:

www.pc.gc.ca/bowen/feedback

If you prefer, you can request or download a copy of the comment form and send your comments via mail or fax.

Please submit any comments by October 15, 2011.

Contact Us

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Next Steps

If there is no support for the concept of a national park reserve, this document will not be revised and the feasibility assessment will be concluded.

If there is support for the concept of a national park reserve, your feedback, along with that of stakeholders, partners and First Nations will contribute to the feasibility assessment report submitted to governments for their consideration.

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