

ITEM	4
MANAGER'S REPORT NO.	12
COUNCIL MEETING	94/02/28

TO: CITY MANAGER 1994 FEBRUARY 22

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 15.660.5

**SUBJECT: FINAL DRAFT OF FRASER RIVER ESTUARY
MANAGEMENT PLAN, A LIVING WORKING RIVER**

PURPOSE: To provide Council with information regarding the Final Draft of the Fraser River Estuary Management Plan.

RECOMMENDATIONS:

1. **THAT** Council provide its support for the directions and actions set forth in the 1993 December Final Draft of the Fraser River Estuary Management Plan, A Living Working River.
2. **THAT** a copy of this report be forwarded to Jim McCracken and Brian Wilson, Co-Chair Persons, Fraser River Estuary Management Program, Suite 301 - 960 Quayside Drive, New Westminster, B.C. V3M 6G2.

R E P O R T

1.0 BACKGROUND

Council, on 1994 January 24, received copies of the final draft Estuary Management Plan which has been prepared by the Water and Land Use Committee of the Fraser River Estuary Management Program (FREMP). This Plan has been circulated for review by a number of organizations, including the City of Burnaby.

2.0 EXISTING SITUATION

The following provides Council with a brief overview of the scope of the proposed Management Plan and its relationship to the City. Comments are confined to an examination of the thrust of the document and its objectives. Detailed staff suggestions regarding changes to the text, mapping, etc. will be forwarded to the Water and Land Use Committee under separate cover.

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For Council's information, a copy of the Plan's Executive Summary is **attached** to this report. It is noted therein that the estuary's marine and intertidal environment provides some of the most productive biological systems in North America. As this estuary is surrounded by expansive, growing urban areas, the challenge for estuary managers will be to integrate protection of the region's environmental quality with efforts to sustain economic development and accommodate a growing population.

The Management Plan is intended to provide direction on coordinated decision making on conservation and development in the estuary for the more than 30 agencies representing government, port authorities and First Nations. In establishing estuary-wide goals and principles, a framework for integrating environmental protection and development will be established. The Plan consists of targets and actions for six major programs under two major themes as follows:

Environmental Protection

1. *Water quality and waste management*
2. *Fish and wildlife habitat*

Human Activities

3. *Navigation and dredging*
4. *Log management*
5. *Industrial and urban development*
6. *Recreation*

The theme of partnership runs throughout the Plan: nearly all actions rely on the combined efforts of various government agencies or joint initiatives between government and non-government organizations. Responsibility for carrying out actions is shared. FREMP will continue to provide a coordinating role and will also ensure that the Plan is monitored and evaluated.

Through greater coordination of planning and management activities, a process will be established providing for effective and efficient management for activities within the estuary.

The targets and actions in the Management Plan are summarized below:

1. *Implement existing FREMP plans*
2. *Develop new plans and guidelines through FREMP*
3. *Carry out activities through member agencies*
4. *Undertake capital projects*
5. *Develop information systems*
6. *Develop communication and education materials and programs*
7. *Develop opportunities for consultation and involvement*

In activating the Plan a variety of management tools are available, including the Project Review Process which provides proponents (developers or government agencies) with a single 'window' through which to submit applications. The Area Designation Process also identifies uses considered acceptable in defined areas of the estuary.

3.0 RELATIONSHIP OF MANAGEMENT PLAN TO BURNABY'S BIG BEND AREA

Burnaby has been an active participant in furthering the objectives of the Fraser River Estuary Management Program. The Management Plan proposes that agreements on Area Designations be completed with all municipalities and the Dewdney-Alouette Regional District by 1995. In this regard, Burnaby is one of the two jurisdictions which have adopted revised Area Designations and entered into a Statement of Intent. This document incorporates estuary management concerns into local decision making processes by integrating water-based activities with upland uses. In Burnaby, these Area Designations not only cover the foreshore area, but a 50 metre wide inland area as well. In this way it is possible to ensure that actions on both the water and land respect the objectives of the Program. In the balance of the river frontage Burnaby is seeking to integrate water dependent industrial uses with the provision of a continuation of public access along all of the river in the Big Bend area. The Burnaby Area Designations are cited in the Draft Plan as an example of the process which is envisaged for other areas.

The City has participated in a partnership program with the North Fraser River Harbour Commission (NFHC) and the Department of Fisheries and Oceans (DFO) in a Dyking and Fisheries Enhancement Program east of Boundary Road. Council has also requested staff to provide an overall plan which would locate specific areas for enhanced environmental protection and that certain environmental improvements be developed in relation to stream side vegetation. Arising out of this request, preliminary work has begun on a second fish habitat restoration project in conjunction with DFO.

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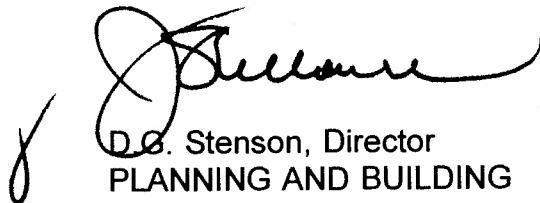
The fact that the partners in these projects had previously agreed on the FREMP Area Designations for these locations provided an impetus for their advancement.

The City has addressed recreational needs through the establishment of the Burnaby Fraser Foreshore Park. This Park provides continuous public access along the river east from Boundary Road for some 2.5 miles (60% of the foreshore in the Big Bend area). A 40 acre parcel has recently been acquired at its eastern terminus.

4.0 CONCLUSIONS

With the completion and approval of the Estuary Management Plan, a comprehensive framework will be in place to guide local and regional planning, development approval processes and resource management activities.

Burnaby's land use planning for the Big Bend area is in accord with the objectives embodied in the Draft Plan. A recommendation has been advanced, therefore, that Council adopt a motion providing support for the directions and actions set forth in this document.


D.G. Stenson, Director
PLANNING AND BUILDING


PB/jp

Attachment

- cc: Director Administrative & Community Services
- Director Recreation & Cultural Services
- Director Engineering
- Chief Environmental Health Officer

**FINAL DRAFT OF
FRASER RIVER ESTUARY MANAGEMENT PLAN,
A LIVING WORKING RIVER**

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Executive Summary

The Fraser River estuary is a magnificent marine and intertidal environment with some of the most productive biological systems in North America. Surrounding this globally significant estuary is an expansive urban region with one of the highest growth rates in the continent. Over the next few decades, the challenge will be to integrate protection of the region's environmental quality with efforts to sustain economic development and accommodate a growing population.

Working Together

The Estuary Management Plan, developed through the Fraser River Estuary Management Program (FREMP), is intended to cultivate a common understanding of issues and programs and promote working partnerships between government, business, and community interests.

FREMP is a cooperative agreement, not an agency, managed by representatives from Environment Canada; Department of Fisheries and Oceans; Ministry of Environment, Lands and Parks; North Fraser Harbour Commission; Fraser River Harbour Commission; and the Greater Vancouver Regional District. The Program has, since 1985, successfully fostered coordinated decision making on conservation and development in the estuary among more than 30 agencies representing federal, provincial, and local governments, port authorities, and First Nations.

The Plan provides a common basis for reviewing development proposals in the estuary as well as for undertaking local planning and resource management activities. These activities include, for example, a coordinated environmental monitoring plan for the estuary, a strategy to address the needs of water-dependent industry, and an estuary-wide recreation plan.

The Estuary Management Plan is intended to be dynamic, incorporating processes to monitor, evaluate, and improve successful aspects of the Plan and identify areas that require change.

The Plan was created under the direction of FREMP's Water and Land Use Committee, with input from non-government organizations, business, and the general public. The Plan's vision, goals, targets and action programs incorporate ongoing FREMP programs and policies, such as the habitat coding system that classifies habitat value along the foreshore and indicates the requirements for human use of those areas. The Plan also builds on other regional initiatives that are being developed at the same time, for example, the federal government's Fraser River Action Plan and Greater Vancouver's Livable Region Strategy.

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An Integrated Framework

The vision, goals, and guiding principles provide a framework to integrate decision making and coordinate activities in the estuary. The improvement of the estuary's environmental quality is to occur in conjunction with economic, social, and cultural development in the region.

Vision

Improve environmental quality in the Fraser River estuary while providing economic development opportunities and sustaining the quality of life in and around the estuary.

Goals

- Conserve and enhance the long-term health and productivity of the estuarine ecosystem for the benefit of all living things.
- Respect and further the estuary's role as the social, cultural, recreational, and economic heart of region.
- Conserve and enhance the capability of the estuary to support economic development that protects and enhances the environmental quality of the estuary.

Principles

Conserve and Enhance the Estuary

- 1 Keep the estuary healthy
- 2 Sustain its natural resource base

Integrated Management

- 3 Encourage multiple use within the estuary
- 4 Promote integrated decision-making
- 5 Establish and maintain informed management processes

Fairness, Equity, and Accountability

- 6 Employ consensus-based decision-making
- 7 Provide equal access to the estuary
- 8 Establish and maintain accountable management processes
- 9 Develop active partnerships with the public in management activities

What the Plan Contains

The Plan consists of targets and actions for six action programs under two major themes:

Environmental Protection

- 1 Water quality and waste management
- 2 Fish and wildlife habitat

Human Activities

- 3 Navigation and dredging
- 4 Log management
- 5 Industrial and urban development
- 6 Recreation

In addition, each action program provides a description of related issues, linkages with existing activities, lists of related programs and reports, and actions concerning partnerships and communications.

The theme of partnerships runs throughout the Plan: nearly all actions rely on the combined efforts of various government agencies or upon joint initiatives between government and non-government organizations. Communications includes those actions concerning education, interpretation of the estuary's ecology and human use, and reporting on the results of projects, studies, and progress on the Estuary Management Plan itself.

The responsibility for carrying out actions will be shared among the government agencies identified as lead agencies in the action programs. FREMP, through its Committees and Secretariat, will perform a coordinating role, identifying opportunities for partnerships and focussing activities towards specific targets. FREMP will also ensure the Plan is monitored and evaluated.

Effective and Efficient Management

Through greater coordination of planning and management activities within the estuary, the following benefits can be expected:

- reduced time and resources required by individual jurisdictions to plan and manage the foreshore and adjacent upland areas.
- more certainty for private sector and public interests looking to develop, alter or change uses in particular areas of the estuary.
- more efficient and responsive reaction by various agencies and private interests to proposed actions.

In summary, the Estuary Management Plan will be a guide and a process to all using the Fraser River estuary for living, working, and enjoyment.

Summary of Actions

The targets and actions in the Estuary Management Plan are summarized below under the following seven common headings.

- 1 Implement existing FREMP plans
- 2 Develop new plans and guidelines through FREMP
- 3 Carry out activities through member agencies
- 4 Undertake capital projects
- 5 Develop information systems
- 6 Develop communication and education materials and programs
- 7 Develop opportunities for consultation and involvement

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1 Implement Existing FREMP Plans

EXISTING PLANS	SPECIFIC ACTIONS
Water Quality Plan	Complete the third year of the Environmental Monitoring Program (1994-95), continue to implement the Quality Control / Quality Assurance program, and update the FREMP Water Quality Plan in 1995-96.
Log Management	Monitor and enforce FREMP Log Grounding Guidelines, enforce harbour bylaws to reduce debris generation, and use Area Designations to protect existing and potential log storage areas.
Port and Industrial Development Strategy	Identify and define current and potential nodes for water-dependent industry, establish a demonstration pilot project for nodal development, and work with all levels of government to maintain areas for potential industrial nodes.
Recreation Plan	Secure key elements within outstanding Recreation Units and develop Linear Units, construct facilities and install signage in each Unit, and implement the interpretive plan at sites where development exists or is planned.
Area Designation Agreements	Complete agreements with all municipalities and the Dewdney-Alouette Regional District by 1995.

With FREMP being in place since 1985, several plans are already underway. Continuing with these activities is a primary focus within the Estuary Management Plan.

2 Develop New Plans and Guidelines Through FREMP

NEW PLANS	SPECIFIC ACTIONS
Water Quality and Waste Management	A single coordinated Estuary Monitoring Plan, incorporating updates to the FREMP Water Quality Plan by 1995, an Integrated Emergency Response Plan by 1995, recommendations regarding source control and pollution abatement measures, and an evaluation regarding the feasibility of meeting coliform bacteria standards for contact recreation and shellfish harvesting.
Navigation and Dredging	Dredge Material Management Plan by spring 1995.
Log Management	A long-term storage strategy.
Industrial and Urban Development	Guidelines for: environmentally responsible industrial operations, for promoting development that is compatible with the river and other uses, and to protect views to and from the river.
Recreation Plan	Guidelines for public safety and liability, where recreational opportunities coexist with log storage, and, by early 1994, an interpretive plan.

The Estuary Management Plan is intended to be flexible by responding to changing conditions in the estuary. The actions identified under this heading are largely in response to emerging issues.

3 Carry Out Activities Through Member Agencies

ACTION PROGRAM	SPECIFIC ACTIONS
Water Quality and Waste Management	Develop and incorporate a common set of principles in waste management activities and develop and enforce regulations regarding abatement of contaminants from existing sources.
Fish and Wildlife Habitat	Establish habitat management policies and protection guidelines for specific activities and designate Wildlife Management Areas for Crown Lands in critical habitat areas.
Industrial and Urban Development	Implement viewscape management strategies.

While actions under the previous two headings are coordinated through FREMP, some actions are the responsibility of specific agencies and organizations, requiring changes in internal policies or carrying out specific procedures.

4 Undertake Capital Projects

ACTION PROGRAM	SPECIFIC ACTIONS
Fish and Wildlife Habitat	Undertake habitat improvement projects and secure private lands with high ecological values.
Navigation and Dredging	Commit funding to the maintenance of a functional navigation system in the estuary.
Industrial and Urban Development	Secure critical water-oriented industrial development sites through landbanking.

A few actions require capital expenditures that must be budgeted for by agencies.

5 Develop Information Systems

TYPE OF SYSTEM	SPECIFIC ACTIONS
Classification System and Inventories	Establish an information system to track ongoing environmental monitoring and research, expand the FREMP habitat classification to include adjacent upland areas, develop a new classification system for archaeological wet sites, identify types and locations of water-dependent industries, and identify and map critical viewsapes to and from the river.
Monitoring	Habitat loss and gain, sediment budget and morphology of delta, marine traffic trends, and changes in use of waterfront lands by industry.

The materials and programs identified under this heading are intended to increase people's understanding of various human activities and natural processes in the estuary.

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6 Develop Communication and Education Materials and Programs

ACTION PROGRAM	SPECIFIC ACTIONS
Water Quality and Waste Management	Prepare and distribute a status report on water quality every two years.
Log Management	Develop a technology transfer program aimed at wood processors to improve log handling practices.
Industrial and Urban Development	Explain the needs of water-dependent industry to decision makers, the real estate industry, and residents.
Recreation (and Fish and Wildlife Habitat and Industrial and Urban Development)	Install interpretive signs and prepare brochures about habitat improvement and protection; the recreation plan, and public safety and liability.
Overall	Prepare and distribute a State of the Estuary Report every five years.

The materials and programs identified under this heading are intended to increase people's understanding of various human activities and natural processes in the estuary.

7 Develop Opportunities for Consultation and Involvement

ACTION PROGRAM	SPECIFIC ACTIONS
Water Quality and Waste Management	In activities associated with measuring and improving water quality.
Fish and Wildlife Habitat	In habitat restoration and enhancement projects and in developing partnerships with government and non-government organizations to implement habitat management plans and jointly fund improvement projects.
Overall	In developing new plans and procedures (e.g., Dredge Material Management Plan and Area Designation Agreements) and in monitoring and evaluating the Estuary Management Plan and State of the Estuary Reports.

These activities enable interested members of the public to directly contribute to improving the health of the estuary and help shape policies and plans.

Activating the Plan

Within the framework of the Estuary Management Plan, organizations and agencies can pursue their individual interests, because existing jurisdictions are respected, and meet the needs of the broader region at the same time. The emphasis is on developing coordinated and cooperative programs and directions for action. Federal and provincial government agencies, port authorities, regional districts, local municipalities, First Nations, interest groups, and the public all have a part in making this Plan work.

Management Tools

A variety of management tools are available to implement the actions in the Estuary Management Plan. Two processes coordinated through FREMP have the capability of incorporating many of the guidelines and directions

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outlined in the Plan. The ongoing Project Review Process provides proponents (e.g., developers of private property or government agencies) with a single "window" through which to submit their applications for use or development within the estuary. The Area Designation Process identifies primary uses within the estuary, such as log storage, conservation, or industry. These designations, worked out in concert with municipalities, integrate water-based activities with upland uses.

The guidelines and directions already incorporated into these processes include the FREMP Habitat Coding and Classification, the federal policy of No Net Loss of fisheries habitat, Fraser River Dredging Guidelines for fisheries protection, navigable channel design recommendations, Log Storage Grounding Guidelines, and Official Community Plans and zoning.

When decisions cannot be reached through FREMP's two management processes, or a policy issue emerges, the conflict will be forwarded to FREMP's Management Committee, who will initiate a new procedure, the Conflict Resolution Process. This Process, which is based on consensus, may be handled by the FREMP Secretariat or a designated mediator, depending on the nature of the issue and the players involved. The alternative to this Process is to give the authority for decision making to the agency with the appropriate jurisdiction.

Monitoring and Evaluating the Plan

Monitoring and evaluating management decisions and actions will help ensure the Estuary Management Planning process achieves what it is designed to do and stays open to new ideas and changing conditions in the estuary.

On an annual basis, the targets and actions will be reviewed to see if they are realistic and appropriate, and if additional information is required. Also to be reviewed are the institutional and joint funding arrangements, public consultation processes, and conflict resolution strategy to assess their effectiveness in making the Estuary Management Planning process work. Based on this evaluation, adjustments can be made.

Every five years, the vision, goals, and guiding principles will be revisited and refinements made based on the ongoing monitoring and evaluation of Estuary Management Plan actions and other relevant information.

