Project
Coming Together: Bridging Planning with Action
Recreation Planning at Musqueam First Nation

Category
Recreation Planning
EcoPlan International (EPI) and Musqueam First Nation submission to the Canadian Institute of Planners for an award in the category of Recreation Planning

Project:
Coming Together: Bridging Planning with Action.
Recreation Planning at Musqueam First Nation.
March 2010
Summary

Overview
For Musqueam First Nation, recreation is much more than fun and fitness. What clearly emerged through this project was that recreational opportunities are a way to help heal the community and bring it together. Musqueam, not unlike other First Nations, is working hard to overcome the ill-effects of residential schools, living under the Indian Act and other such challenges. Recreation planning was seen as an opportunity to support health and well-being; advance Musqueam community interaction; promote interaction between on- and off-reserve families; promote Inter-Band relations and support culture – widely recognized a key to healing at Musqueam. Having sports fields, recreational facilities and public parks would allow Musqueam to host tournaments, allow for regular physical fitness activities, and provide a place for members of all ages to interact and enjoy their community together. These aspects are seen as an enormous source of community pride.

As much as recreational planning would have an immediate impact on the community, it also contributed significantly to long-term, sustainable planning and development of the Nation. In 2007, Musqueam First Nation embarked on a comprehensive sustainable community planning process, “We are of One Heart and One Mind”. From the outset, the planning team looked for “quick start” opportunities, or demonstration projects that were highly visible, broadly supported by the community, implementable in the near term (1-2 years), and high positive impact on stated community objectives.

These quick starts would be used to propel the long-term and sustainable comprehensive planning process forward by engaging the community, both on-reserve and off-reserve, in something tangible. They would be used to demonstrate and test the team's planning tools, techniques principles and community engagement methods. They would be employed as an opportunity to show the value of planning on both community development and the day-to-day lives of community members. Ultimately they would be an opportunity to respond to the need and desires of the community expressed through the planning process in a timely manner – overcoming some of the negative effects of previous planning efforts that were not broadly supported, died half-way through the process or ended up sitting on a shelf gathering dust. What clearly emerged from our initial engagement was the need and widespread demand for recreational opportunities by the community.

Interestingly, recreation planning offered a way for the community to take their desire to become a “complete community” from a concept to a reality. This desire was challenged by a highly constrained land base that is under intense pressure to provide space for hundreds of new houses, space for new community services for the existing and future population, and space for new leasing opportunities to generate the necessary revenue to finance this development as well as the ongoing operations and
programs administered by Musqueam. In the absence of clear objectives and an appropriate decision-making process, land use decisions have been difficult at best. Recreation planning would be a proving ground for effective planning. Success here would be a harbinger of much greater success in the large comprehensive community plan.

Recreation Planning Process
Given these pressures on such a limited land base, the decision to allocate 2 or 3 acres for a sports field rather than a new neighbourhood or a new leasing opportunity was not made lightly. Instead, the decision required that every option be considered, that every opportunity or consequence be weighed, and that the minds and values of the entire community be used as a measure. This project successfully left no stone unturned and resulted in a decision that received overwhelming support from Musqueam’s membership. The project demonstrates a transparent, inclusive, and defensible method for considering multiple scenarios against multiple objectives, community values, and professional research.

Results
The Recreation Planning process resulted in successful siting and development of a number of key community facilities on Musqueam’s traditional winter village lands, including a sports field and the creation of a ‘Heart of the Community’ that would have recreation as a central use, including a community recreation facility, open space and park that would include trails, cultural space for events and private ceremonies, the return of native vegetation, and a reconnection with the Fraser River including a gathering space and a playground.

The recreational planning process has been an enormous success for Musqueam in terms of on-going planning and results on the ground. At the community level, it has engaged the entire community and contributed to the effective and positive engagement of the on-going comprehensive community planning effort. At the Council level, it showed the value of good planning and innovative tools, indicated by many requests by council to address one-off decisions with the processes and tools they are now familiar with. At the administration level, it provided a clear way forward with specific action plans and clear guidance from Council that is responsive to the community. On the ground, a location for a sports field has been found along with funding and is currently under development. The community and recreation centre has been located, evaluated using Musqueam’s new development guidelines and has broken ground. The “Heart of the Community” land use concept plan has been accepted by Council through a Council motion and cultural centre and waterfront park are scheduled to be developed in this spring.
EXPLANATION
The following sections outline how the recreation planning process responds to each of the CIP’s award evaluation criteria.

Innovation and Contribution to the Profession
Many planners would observe that a typical facility planning or site selection process requires the integration of multiple perspectives, including technical analysis, stakeholder values, long-term planning objectives, and near-term risks and requirements. The decision-making process under these conditions is often informal, reactionary, and opportunistic, with 'hard data' outweighing other qualitative criteria, and stakeholders feeling alienated because of a lack of participation or transparency. The sensitivity of these decisions are particularly acute in the context of a small local government with a difficult community history, finite resources, exceptionally high demands and expectations regarding social support and services, and a shifting legal framework regarding land ownership and regulation.

The facilitated participatory process employed for this project demonstrates a successful method for engaging these challenges and promoting a transparent, inclusive, and culturally appropriate decision-making process. The project integrated three critical innovations that provide a replicable alternative to ad hoc or top-down planning:

- **First**, the stakeholder engagement methods were highly varied (community surveys, social media, open houses, family meeting, elder and youth sessions, committee meetings, field-trips, walk-abouts, workshops, etc.) and employed culturally appropriate strategies where cultural protocols were observed.
- **Second**, multi-media communications (interactive and passive) were used to clearly portray the realities and visual impacts/opportunities of each scenario alternative.
- **Third**, a decision-support process was employed that provided decision-makers with a way to balance competing interests, multiple objectives, stakeholder values, and the variety of technical and financial ‘facts’.

Methodology
The process used a representative stakeholder group (the project committee) to direct the project and provide internal review of objectives, criteria, and scenarios. This group included staff, technical experts, program managers, community members, and decision-makers. The process also used parallel events to leverage participation in the process, including the ongoing Comprehensive Community Plan and community events such as the annual Aboriginal Day celebration.
Phase 1 was effectively a brainstorming and ‘non-starter’ screening process. This involved the identification of an ‘ideal’ recreation program, all potential scenarios, and objectives for evaluating the scenarios. These lists were drafted with baseline input from previous planning activities and reviewed by the project committee. The original draft included 11 objectives and 5 scenarios. The program, objectives, and scenarios were presented to other stakeholder groups, including Elders at their regular weekly lunch and family groups during a round of comprehensive planning meetings. This review ultimately generated a list of 13 objectives and 9 scenarios.

Specific constraints and stakeholder groups or experts were identified during Phase 1, including the Longhouse committee and potential conflicts with cultural practices. Deal breakers were also identified, such as potential impact of field lights on a fly-way for migratory birds. Feedback during this phase also provided the insight, based on financial constraints, that the decision should be divided into a short-term and a long-term plan. Advancing both planning horizons during the subsequent phases allowed some clarity between scenarios, and allowed stakeholders to understand that some goals were still a priority but would be deferred until the appropriate opportunities were available.

Phase 2 measured and evaluated each scenario against the list of objectives. Facilitators and the project committee developed a combination of ‘natural’, ‘proxy’, and ‘constructed’ measures to ultimately generate a matrix of ‘constructed’ measures for each objective. Constructed measures are the familiar ‘high-medium-low’ scales that can be expanded from a 3 tier scale to a 5 or 9 point scale (‘very high’, ‘high’, etc) and allow the normalization of various measures. The measures were applied in a matrix listing each scenario against each objective.

Having agreed on the assignment of a measure for each scenario and objective, the project committee used a swing-weight method and a simple algorithm to generate a list of preferred scenarios. It is important to note that this step is not ‘decision-making’, but ‘decision-support’. The results generated by this activity provided a tool for discussion, negotiation, and clarification. Measures and individual ranks and weights can be modified during this process. The mechanisms of the process are easily described to other stakeholders, and new input can be incorporated over many iterations.

The Phase 2 process generated two scenarios that were clearly a preferred option based on the measured performance of each scenario against the 13 objectives. The objectives considered costs, implementation constraints, social and environmental impacts, long term planning impacts, cultural interests, and facility expansion expectations. They were:
1. **Be Financially Responsible**
2. **Promote Soccer**
3. **Support a Diversity of Sports/Recreation**
4. **Advance Musqueam Community Interaction**
5. **Promote Inter-Band Relations**
6. **Support Cultural Activities**
7. **Minimize Environmental Impacts**
8. **Minimize Non-Aboriginal Traffic in the Community**
9. **Minimize Loss of Potential Residential Land**
10. **Minimize Conflicts with Neighbours**
11. **Minimize Delays**
12. **Respect Culture**
13. **Anticipate Future Growth**

Phase 3 involved a final community discussion around the preferred scenarios and a recommendation to Council. The scenarios, objectives, and methodology were reviewed at a number of specific stakeholder meetings and at community events, including a public open house specific to this decision and a second round of family meetings. Feedback from these meetings included support and concern for both near-term options, but enough support was in evidence for one of the scenarios to recommend it to Council.

**figure 3: The objective/scenario consequence table.**

<table>
<thead>
<tr>
<th>Alternatives</th>
<th>Musqueam GC Distributed</th>
<th>Only on Musqueam GC</th>
<th>Ma Li-Mus GC</th>
<th>Salish Pt &amp; Musqueam GC</th>
<th>Ma Li - Sacres-Salish Pt</th>
<th>Triangle Lands</th>
<th>Shaughnessy GC</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objective</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Be Financially Responsible</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
</tr>
<tr>
<td>Promote Soccer</td>
<td>H</td>
<td>M-H</td>
<td>M-H</td>
<td>M-H</td>
<td>M</td>
<td>L</td>
<td>L</td>
</tr>
<tr>
<td>Support a Diversity of Sports/Rec</td>
<td>H</td>
<td>M-H</td>
<td>H</td>
<td>H</td>
<td>M</td>
<td>M</td>
<td>L</td>
</tr>
<tr>
<td>Advance Musqueam Community Interaction</td>
<td>H</td>
<td>M</td>
<td>M-H</td>
<td>M-H</td>
<td>M</td>
<td>L</td>
<td>L</td>
</tr>
<tr>
<td>Promote Inter-Band Relations</td>
<td>H</td>
<td>H</td>
<td>H</td>
<td>H</td>
<td>M</td>
<td>M</td>
<td>M</td>
</tr>
<tr>
<td>Support Cultural Activities*</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>L</td>
<td>L</td>
<td>M</td>
</tr>
<tr>
<td>Avoid Environmental Impacts</td>
<td>H</td>
<td>H</td>
<td>M-L</td>
<td>L</td>
<td>H</td>
<td>H</td>
<td>H</td>
</tr>
<tr>
<td>Minimize Non-Aboriginal Traffic in the Community</td>
<td>M-H</td>
<td>H</td>
<td>M-L</td>
<td>M-L</td>
<td>H</td>
<td>M-L</td>
<td>M-L</td>
</tr>
<tr>
<td>Minimize Loss of Potential Residential Land</td>
<td>M-L</td>
<td>H</td>
<td>M</td>
<td>H</td>
<td>L</td>
<td>L</td>
<td>L</td>
</tr>
<tr>
<td>Minimize Conflicts with Neighbours</td>
<td>H</td>
<td>M-H</td>
<td>M-L</td>
<td>M</td>
<td>H</td>
<td>M-H</td>
<td>M-L</td>
</tr>
<tr>
<td>Minimize Delays</td>
<td>M-L</td>
<td>M-H</td>
<td>M-L</td>
<td>M</td>
<td>M</td>
<td>M-L</td>
<td>L</td>
</tr>
<tr>
<td>Respect Musqueam Cultural Use</td>
<td>H</td>
<td>M</td>
<td>M-L</td>
<td>L</td>
<td>H</td>
<td>H</td>
<td>H</td>
</tr>
</tbody>
</table>

**RELATIVE SCORE**

|             | 87.5 | 85   | 60   | 60   | 92.5 | 45   | 35  |

*Need to review Community Awareness*
Clarity of Goals and Objectives

The expanded inclusiveness and additional insight gained by using this approach improved site selection information and outcomes, facilitated legitimacy, minimized conflicts, and allowed for key technical and value-based tradeoffs to be productively addressed. The process identified a complete range of decision-relevant objectives and criteria, maintained all of them throughout the project, and clarified their importance to the decision-making process by (1) removing those that had the same effective measure for all scenarios, and (2) allowing stakeholders to rank and weight them directly. The objectives were included in all project-related communications to stakeholders and Musqueam’s membership.

Implementation

As noted in the summary section, the recreational planning process has been an enormous success for Musqueam in terms of on-going planning and results on the ground. At the community level, it has engaged the entire community and contributed to the effective and positive engagement of the on-going comprehensive community planning effort. At the Council level, it showed the value of good planning and innovative tools, indicated by many requests by council to address one-off decisions with the processes and tools they are now familiar with. The information and decision-support tools have been re-applied to new planning decisions and these are also in development planning phases.

Long-term aspects of the planning process are being incorporated into the land use planning components of the Comprehensive Community Plan. At the administration level, it provided a clear way forward with specific action plans and clear guidance from Council that is responsive to the community. On the ground, a location for a sports field has been found along with funding and is currently under development. The community and recreation centre has been located, evaluated using Musqueam’s new development guidelines and has broken ground. The “Heart of the Community” land use concept plan has been accepted by Council through a Council motion and cultural centre and waterfront park are scheduled to be developed in this spring.
Overall Presentation

Effective communications were critical to the success of this project. Beyond carefully scripted and designed newsletters, flyers, posters, and information boards, this project employed 3D visual modeling tools to quickly develop and revise scenarios and communicate them to stakeholders and the public. In some cases, scenarios were revised or created ‘on the fly’ during stakeholder meetings. The base physical model of the community and each scenario model were used for scenario evaluation as well as the creation of plan views, perspective views, interactive fly-throughs during project meetings, and videos for presenting ideas to the public. These visualizations allowed stakeholders to quickly understand scenario concepts, recognize potential constraints, and provide feedback with an advanced level of insight.

Public Participation

As previously described, public participation was extensive and varied throughout the process, including open house meetings, family group meetings, a representative project committee, tabling at community events, and targeted stakeholder group meetings. Individual interviews were conducted to clarify specific criteria or identify constraints. Stakeholder groups in this process included the Longhouse committee, Elders, on-reserve members, off-reserve members, and Administrative and Program staff.

Sustainability

The term sustainability was not specifically employed to describe this process or communicate any expectations, however, the objectives developed indicate a strong sustainability concept, and the process drivers could have easily begun using a sustainability framework. Specific objectives illustrate the three most common aspects of sustainability:

- **Economy:** Be Financially Responsible
- **Environment:** Minimize Environmental Impacts
- **Culture:** Advance Musqueam Community Interaction, Support Cultural Activities, and Respect Culture

Many aspects of sustainability had to be discussed and evaluated during the project. How does one scenario ‘Promote Soccer’ or ‘Advance Musqueam Community Interaction’ more than another? Should the field be turf or grass, or have field lights, and what are the financial and environmental implications? Will those implications indicate any preference in the decision at hand, or should these concerns be deferred for the next phase of this project? Beyond the decision to implement the ‘best possible’ scenario, these discussions have advanced the capacity of the planning team to consider the multiple objectives required by...
a sustainable planning framework and understand better how to approach each decision.

Further, guidelines for community and subdivision, site and landscape, and building design and construction were used to evaluate and guide the design development phase of implementing the projects. These guidelines embrace the latest knowledge from the field of sustainable planning and design and include cultural aspects specific to Musqueam.

In broad terms, the recreational planning process contributes to sustainability in its ability to address a full range of long-term objectives, engage the community, the Council and the administration, and result in wise, broadly supported decisions and plans while expanding the capacity of local staff and leaders to engage the next set of decisions.

*figure 6: Facility Plan*
DOCUMENTATION

5. MIB.CCP Sport Facility Open House Poster 1 - Planning Process. Feb 25, 2009
6. MIB.CCP Sport Facility Open House Poster 2 - Phase 1 Options. Feb 25, 2009
7. MIB.CCP Sport Facility Open House Poster 3 - Phase 2 Options. Feb 25, 2009

Multimedia attachments:

10. MIB Core Area Facilities Concept Illustrations. January 11, 2010
Comprehensive Sustainable Community Plan

Open House and BBQ

1938

2008

2078?

Please take part and help plan our community of the future.

at the GYM

Saturday September 20th

11 am to 3 pm

Questions? Email: communityplan@musqueam.bc.ca
Introduction

The purpose of this report is to outline planning efforts to identify and evaluate locations for a sports facility on the main Musqueam IR #2 reserve. This project is related to EcoPlan’s support of Musqueam’s Comprehensive Sustainable Community Development Planning Project (CSCDP): “We are of one heart and mind”.

Time is of the essence in moving this project forward due to both opportunities, such as the 2010 Legacy Funding and current dialogue with corporate sponsorship, as well as high interest among Musqueam community members to develop a community sports facility. The option of working with the White Caps to develop a field was also considered, but not explicitly evaluated in this process. The results of this process will inform the broader land use planning effort that is part of the CSCDP. The facility concept is one that could accommodate regular sport activities, in particular soccer, as well as tournaments and other events.

This report is the result of background technical analysis, interviews, meetings, and two community workshops held with a Working Group of Musqueam staff and members. The primary purpose of the research and workshops was to provide a first round of analysis to present to the broader Musqueam community and council.

This report describes the process and results of a first round community-based investigation. It also provides an evaluation of facility programming, spatial requirements of the program, a review of possible locations for the facility, and criteria for determining a preferred location.

CONTENTS

I. Objectives
II. Facility Program
III. Spatial Requirements And Standards
IV. Key To Potential Locations
V. Review Of Potential Locations
VI. Potential Scenarios
VII. Scenario Analysis Matrix
VIII. Ref: 2001 Physical Development Plan

Evaluation Process

While the discussion of developing a sports facility has been ongoing for several years and aspects have been considered in the existing Physical Development Plan, this is the first effort to bring the concept options and location analysis to the community. To do so, background geospatial requirements were reviewed and possible locations identified. In a series of interviews and working group meetings, objectives were identified and used for evaluation purposes. A prioritized list of options was brought forward to the community for consideration at the Musqueam Planning Day event held on September 20th, 2008. Here a preferred location was identified and the sports facility concept expanded. Appendix A details the interviews and meeting that supported the process.
## I. Draft Objectives – Evaluation Criteria

Between July and August, EcoPlan held interviews with Musqueam community members, council and staff to better understand the context, preliminary concepts and objectives behind the Sports Facility proposal. A total of 12 objectives were identified through interviews and one additional objective was added during the August 14, 2008 workshop. These objectives are shown in Table I, along with preliminary descriptive measures used to inform the decision model and allow for comparisons to be made. These objectives formed the evaluation criteria and framework for scenario design. Table II and III provide a description of the concepts as defined by activities and related requirements.

**Table I: Sports facility objectives and description of the range of possible impacts**

<table>
<thead>
<tr>
<th>Objective (Evaluation Criteria)</th>
<th>Worst (Low Score)</th>
<th>Impacts Summary</th>
<th>Best (High Score)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Be Financially Responsible</td>
<td>Facility places significant long term financial burden on Musqueam that is difficult to finance and maintain: Expansive, high end facility is expensive to build, requires intensive maintenance, and generates ineffective revenue.</td>
<td>Facility places low long term financial burden on Musqueam, one that is affordable and simple to maintain: Facilities match the needs and maintenance budget of the Band and costs are offset by generating revenue. Expansion occurs as needs grow and finances become available.</td>
<td></td>
</tr>
<tr>
<td>Promote Soccer</td>
<td>Difficult pedestrian access to facilities from residential areas, low visibility, soccer fields not centrally located which do not encourage informal use (pick-up games) for a wide array of youth.</td>
<td>Easy pedestrian access to multiple facilities from residential areas, highly visible, centrally located soccer fields available for informal use (pick-up games) and formal training, games and tournaments</td>
<td></td>
</tr>
<tr>
<td>Support a Diversity of Sports/Recreation</td>
<td>Limited, single-use facilities such as a single soccer field and/or a small gym with limited secondary uses (workout room, etc).</td>
<td>Multi-use facility with soccer fields, baseball fields, indoor/outdoor basketball, dance/martial arts, locker rooms, box lacrosse, arts and crafts, singing, links to nature recreation (trails, bird watching)</td>
<td></td>
</tr>
<tr>
<td>Advance Musqueam Community Interaction</td>
<td>Facilities are located ‘away’ from the community, and/or are perceived as private or inaccessible.</td>
<td>Highly visible, centrally located fields attract and welcome all community members to watch and interact informally.</td>
<td></td>
</tr>
<tr>
<td>Promote Inter-Band Relations</td>
<td>Limited facilities forces Musqueam to rent fields off reserve (e.g., UBC) to host inter-band tournaments</td>
<td>Three fields and support facilities make it possible to host large inter-band tournaments on reserve</td>
<td></td>
</tr>
<tr>
<td>Support Cultural Activities</td>
<td>Fields and facilities are too inflexible, small, or out-of-the-way for outdoor/summer cultural events/potlatches</td>
<td>Location is convenient to all members and provides space for outdoor/summer cultural events/potlatches</td>
<td></td>
</tr>
<tr>
<td>Minimize Environmental Impacts</td>
<td>Location requires development that impacts sensitive habitat or waterways, or, future expansion would do the same.</td>
<td>Location is already highly impacted/modified by previous or current activities. There are similar adjacent areas for future expansion.</td>
<td></td>
</tr>
<tr>
<td>Minimize Non-Aboriginal Traffic in the Community</td>
<td>Centrally located fields with Whitecaps as a partner create significant traffic in community</td>
<td>Facility and fields maintain privacy and eliminate all related traffic on reserve</td>
<td></td>
</tr>
<tr>
<td>Minimize Loss of Potential Residential Land</td>
<td>Facilities are built in an area that is highly suitable for housing. (ie serviceable land with minimal constraints)</td>
<td>Facilities are built in an area that would be difficult or inappropriate for housing (ie floodplain or other hazard).</td>
<td></td>
</tr>
<tr>
<td>Minimize Conflicts with Neighbours</td>
<td>Parking, traffic, noise, and lights are difficult to manage and too close to residences.</td>
<td>Parking, traffic, noise, and lights are directed away from residences or have appropriate buffers.</td>
<td></td>
</tr>
<tr>
<td>Minimize Delays</td>
<td>Leases or other constraints require years of negotiation before anything can happen.</td>
<td>Land is owned by the Band with no legal constraints.</td>
<td></td>
</tr>
<tr>
<td>Respect culture</td>
<td>Location requires development that impacts sensitive cultural or heritage site, or, future expansion would do the same.</td>
<td>Location is already highly impacted/modified by previous or current activities. There are similar adjacent areas for future expansion.</td>
<td></td>
</tr>
</tbody>
</table>
II. Facility Program Concept
The program concept is targeted to serve the needs of the Musqueam community and be able to host soccer and other sport tournaments.

Table II: Overview of Facility Program Concept

<table>
<thead>
<tr>
<th>Activity</th>
<th>Minimum</th>
<th>Ideal</th>
<th>notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Soccer Field</td>
<td>2 regulation fields</td>
<td>a 3rd regulation field</td>
<td>one turf field</td>
</tr>
<tr>
<td>Baseball Field</td>
<td>2 fields</td>
<td>could overlap with soccer fields</td>
<td></td>
</tr>
<tr>
<td>Lacrosse Box</td>
<td>1 court</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Basketball</td>
<td>1 outdoor court</td>
<td>new gym with indoor court</td>
<td></td>
</tr>
<tr>
<td>Field House/Gym</td>
<td>2 locker/dressing rooms</td>
<td>gym and field house</td>
<td></td>
</tr>
<tr>
<td>Sports equipment storage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance Equipment Shed</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parking</td>
<td>200-240 spaces for full program</td>
<td>This should be considered against the frequency of full facility use. Ideally there should be a minimal parking area with overflow options.</td>
<td></td>
</tr>
<tr>
<td>Lights</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cultural – Community Event Space</td>
<td>Indoor / outdoor flex space for events, other (e.g., singing, arts and crafts)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Playgrounds</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Track</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fitness Circuit</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

full program concept: (approx 18-20 acres required)

Other sports/recreation options put forward by the Musqueam Community to be considered in the final concept:

- nature field/ trails
- bird watching
- lots of play grounds (5) – everywhere
- canoe launch
- skate park
- track and field around field
- golf-maintain 9 holes
- swimming pool
- video games
- ice hockey
- go cart runway/ road
- sports bar
- club house
- paintball field
### III. Summary of Spatial Requirements

**Table III: Summary of Basic Spatial Requirements**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Area Required</th>
<th>Dimensions</th>
<th>Description</th>
<th>Parking Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regulation Soccer Field</td>
<td>2.7 acres</td>
<td>225x360’ plus 30’ safety perimeter</td>
<td>Two fields, side-by-side, make space for a full field.</td>
<td>40-50 spaces per field</td>
</tr>
<tr>
<td>Regulation Soccer Field with option to split into two ⅔ size fields</td>
<td>3.5 acres</td>
<td>223x295’ with 10’ safety perimeter</td>
<td>Two ⅔ fields, side-by-side, make space for a full field.</td>
<td>40-50 spaces per field</td>
</tr>
<tr>
<td>Baseball Field</td>
<td>3 acres</td>
<td>360x360’</td>
<td>375’ to edge of outfield, includes 20’ safety edge on infield sides</td>
<td>30-40 spaces per field</td>
</tr>
<tr>
<td>Baseball Field with Soccer Field overlap</td>
<td>4.5 acres</td>
<td>440x440’</td>
<td>refer to individual sports</td>
<td></td>
</tr>
<tr>
<td>Lacrosse Box</td>
<td>0.4 acres</td>
<td>200x90’</td>
<td></td>
<td>30-40 spaces per field</td>
</tr>
<tr>
<td>Basketball Court</td>
<td>4,200 sqft</td>
<td>50x84’</td>
<td>Could be outdoor flex space for events, parking</td>
<td>5-10 spaces per court</td>
</tr>
<tr>
<td>Gymnasium</td>
<td>10,000 sqft</td>
<td>155x82’</td>
<td>Basketball court/ flex space with storage rooms and bathrooms.</td>
<td>4.2 spaces per 1000 sqft or 42 spaces for single-court gym</td>
</tr>
<tr>
<td>Field House</td>
<td>5,000 sqft</td>
<td>40x65’ per locker room</td>
<td>2 locker rooms with lockers/change area, showers, toilets, storage, referee dressing room each</td>
<td></td>
</tr>
<tr>
<td>Parking</td>
<td></td>
<td>-9x18’ parking spaces, -23-32’ aisle width</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Track</td>
<td>3.6 acres</td>
<td>560’ x 280’</td>
<td>Can wrap around a soccer field.</td>
<td></td>
</tr>
<tr>
<td>Playground</td>
<td>2,000 sq ft</td>
<td>varies, 40’ x 40’</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fitness Circuit</td>
<td></td>
<td>linear 40’ x 40’</td>
<td>could wrap around/throughout facilities</td>
<td></td>
</tr>
</tbody>
</table>
IV. Key to Potential Sites
Seven potential sites were identified as possible locations for the sports facility. These sites could be considered on their own or in combination. A map of Musqueam IR #2 main reserve is shown below with potential site locations. This is followed by a description of several location scenarios identified for evaluation.

1) Triangle Lands
2) Shaughnessy Golf & CC
3) 5 Acre Site
4) Benchlands/Ma-Li
5) Salish Drive Point
6) Musqueam Golf Course
7) 51st Ave Field

Current gym location
Administration office
### Review of Potential Sites

<table>
<thead>
<tr>
<th>Table</th>
<th>Site: Area Name</th>
<th>acres</th>
<th>Constraining Conditions</th>
<th>Opportunities</th>
</tr>
</thead>
</table>
| 1.    | Triangle Lands | 34.6  | • Access from main residential area is through leased land or on Marine Drive  
       |                |       | • Sensitive Creek habitat divides area east-west  
       |                |       | • Forested areas may also include sensitive habitat  | • Accessible by major road  
       |                |       | • peripheral access could reduce internal traffic  |
| 2.    | Shaughnessy G&CC | 160.55 | • Leased to 2032  
       |                |       | • Leased lands separate area from main village  | • existing sports facilities, maintenance facilities, and parking lot  
       |                |       | • peripheral access could reduce internal traffic  |
| 3.    | 5/6 acre site | +6.5  | • Access is through leased land  
       |                |       | • South slope instability*  
       |                |       | • Possible cemetery expansion plans  | • Adjacency to Shaughnessy G&CC allows for potential future expansion  |
| 4.    | Benchlands/Ma-Li | 22    | • Possible upslope instability*  
       |                |       | • Drainage  
       |                |       | • Flood Hazard*  
       |                |       | • Archaeological Sites*  
       |                |       | • Sensitive habitat areas  | • close to existing residential areas  |
| 5.    | Salish Drive Point | 9     | • Creek and River fronts are sensitive habitat  
       |                |       | • Possible Erosion hazard*  
       |                |       | • Possible Flood Hazard*  
       |                |       | • Ownership status/RoW easements/Highbury Tunnel  | • close to existing residential areas  |
| 6.    | Musqueam Golf Course | 57.16 | • Possible Flood Hazard*  
       |                |       | • Creek is sensitive habitat  
       |                |       | • Drainage  
       |                |       | • Partial ownership  | • close to existing residential areas  
       |                |       | • existing parking facilities  
       |                |       | • peripheral access could reduce internal traffic  |
| 7.    | 51st Ave Field | 1.1   | • Creek is sensitive habitat  
       |                |       | • CP land  
       |                |       | • small size limits many field sports  | • central to existing residential areas  |

**Notes**
* from UMA Physical Development Plan Dec 2001
* Flood level (BC Ministry of Environment) is 3.5m elevation, which includes some allowance for freeboard and wave action.
** page 26 of UMA Physical Development Plan Dec 2001: “along the northern most portion of the Benchlands area adjacent to 51st Ave, lot 184-2 Moon Dan’s property, and lot 185-1 Chief Johnny’s property”
VI. Potential Scenarios

A total of 8 potential scenarios were developed for initial evaluation and an additional “distributed facility” Scenario I, was created at the August 14th workshop.

A. Triangle Lands, East of Creek

This portion of the Triangle Land is constrained by the creek and riparian area. It could accommodate a limited program, with a single soccer field and no baseball.
B. Triangle Lands, West of Creek

With very careful site design, this space could accommodate the full facility program.
C. Shaughnessy Golf Course

This site has existing parking, maintenance, and indoor facilities, as well as space for the full facility program.
This area is limited in size and by its triangular shape. A single sports field could fit here.
E. Ma-Li Site

The site is somewhat constrained by its narrow shape, but could accommodate a limited sports program.
F. Salish Point, Soccer or Multisport Field

This shows various options for fields and courts on the point, with a gym facility that could be located beside the Band Offices or between the new road and the field. At most, the space could accommodate a single regulation soccer field, with an overlapping baseball field or the option for two ¾ size soccer fields. Basketball courts and parking could be accommodated.
G. Salish Point and Musqueam Golf Course

Fields are distributed around the Golf course and the Point, with facilities centred around the area near the Band Offices. The Golf Course is converted to a 9-hole course. Vehicle access is through 51st Ave and Salish Drive. Parking lots are dispersed and overflow parking can be on the street or at the Band Offices.
H. Musqueam Golf Course

The Golf Course is converted into a 9-hole course. New fields and facilities are located on the northern portion of the Golf Course to minimize the need for new roads, with facilities located near the golf club house. Vehicle access is through the golf course parking lot, and parking could be shared with the golf course and overflow to 51st Ave.
I. Distributed Facilities

Facilities are developed initially at the Musqueam Golf Course, similar to Scenario B, but with only partial/core program. Gradually Musqueam builds new facilities throughout the community. New neighbourhoods include sports fields as they are developed. Musqueam could also work with the City of Vancouver to improve the field at Musqueam Park which could be used to support tournaments.
VI Musqueam Sports Facility Analysis – Technical, Value-Based and Community Evaluations

a. Technical Analysis

The Musqueam Sports Facility Working Group undertook a preliminary technical evaluation of how well each alternative is anticipated to achieve Musqueam’s stated objectives, based on the descriptive performance measures provided in Table I. Two alternatives rose to the top of the technical evaluation as shown below:

<table>
<thead>
<tr>
<th>Alternatives</th>
<th>Musqueam GC - Distributed</th>
<th>Only on Musqueam GC</th>
<th>Ma Li-Mus GC</th>
<th>Salish Pt &amp; Musqueam GC</th>
<th>Ma Li - 5acres-Salish Pt</th>
<th>Triangle Lands</th>
<th>Shaughnessy GC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Be Financially Responsible</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
</tr>
<tr>
<td>Promote Soccer</td>
<td>H</td>
<td>M-H</td>
<td>M-H</td>
<td>M-H</td>
<td>M</td>
<td>L</td>
<td>L</td>
</tr>
<tr>
<td>Support a Diversity of Sports/Rec</td>
<td>H</td>
<td>M-H</td>
<td>H</td>
<td>H</td>
<td>M</td>
<td>L</td>
<td>L</td>
</tr>
<tr>
<td>Advance Musqueam Community Interaction</td>
<td>H</td>
<td>M</td>
<td>M-H</td>
<td>M-H</td>
<td>M</td>
<td>L</td>
<td>L</td>
</tr>
<tr>
<td>Promote Inter-Band Relations</td>
<td>H</td>
<td>H</td>
<td>H</td>
<td>H</td>
<td>M</td>
<td>M</td>
<td>M</td>
</tr>
<tr>
<td>Support Cultural Activities*</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>L</td>
<td>M</td>
</tr>
<tr>
<td>Avoid Environmental Impacts</td>
<td>H</td>
<td>H</td>
<td>M-L</td>
<td>L</td>
<td>H</td>
<td>H</td>
<td>H</td>
</tr>
<tr>
<td>Minimize Non-Aboriginal Traffic in the Community</td>
<td>M-H</td>
<td>H</td>
<td>M-L</td>
<td>M-L</td>
<td>M-L</td>
<td>H</td>
<td>M-L</td>
</tr>
<tr>
<td>Minimize Loss of Potential Residential Land</td>
<td>M-L</td>
<td>H</td>
<td>M</td>
<td>H</td>
<td>L</td>
<td>L</td>
<td>L</td>
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<tr>
<td>Minimize Conflicts with Neighbours</td>
<td>H</td>
<td>M-H</td>
<td>M-L</td>
<td>M</td>
<td>H</td>
<td>M-H</td>
<td>M-L</td>
</tr>
<tr>
<td>Minimize Delays</td>
<td>M-L</td>
<td>M-H</td>
<td>M</td>
<td>M-L</td>
<td>M</td>
<td>M-H</td>
<td>L</td>
</tr>
<tr>
<td>Respect Musqueam Cultural Use</td>
<td>H</td>
<td>M</td>
<td>M-L</td>
<td>L</td>
<td>L</td>
<td>H</td>
<td>H</td>
</tr>
<tr>
<td><strong>RELATIVE SCORE</strong></td>
<td>87.5</td>
<td>85</td>
<td>60</td>
<td>60</td>
<td>52.5</td>
<td>45</td>
<td>35</td>
</tr>
</tbody>
</table>

*Need to consult Community on measures

**Ranked #1**: The core facilities located on the Musqueam Golf Course with fields distributed throughout the community

**Ranked #2**: The entire sports facility concept located on the Musqueam Golf Course
b. Value Based Analysis

The project objectives were reviewed by the Working Group and given a numerical weight based on two things: 1) the change that could be achieved within the objective; and, 2) how important that change is valued by Musqueam. The change was measured by the descriptions shown in Table 1 (page 3) of this document. The Working Group’s average weights ranged from 5% to 12% (see pie chart below). Advancing Musqueam Community Interaction and Minimizing the loss of Potential Residential Land as being the two most heavily weighted (and therefore most important) objectives, on average. These weights were then applied to the technical scores above for each of the working group participants in order to get a “value-weighted prioritization.” The ranking again identified the core facilities located on the Musqueam Golf Course with fields distributed throughout the community and the entire sports facility concept located on the Musqueam Golf Course – only this time the order was reversed (bottom number in the table below). An additional evaluation was conducted which asked the Working Group members to directly rank their preferred choice (top number in the table below), which largely confirmed the value-based ranking exercise with some discrepancies related to the core facilities distributed throughout the community (Note: several Working Group members after the group discussion indicated they would change their direct ranking score and move Musqueam Golf Course with fields distributed to either #1 or #2).

### Musqueam Working Group Average Value Weights

- Respect Musqueam Cultural Use: 10%
- Promote Soccer: 9%
- Support a Diversity of Sports/Rec: 10%
- Advance Musqueam Community Interaction: 11%
- Minimize Delays: 9%
- Minimize Conflicts with Neighbours: 5%
- Minimize Loss of Potential Residential Land: 12%
- Minimize Non-Aboriginal Traffic in the Community: 7%
- Avoid Environmental Impacts: 10%
- Support Cultural Activities*: 9%
- Promote Inter-Band Relations: 8%

### Table: Value Based Analysis

<table>
<thead>
<tr>
<th>Name</th>
<th>Alternative</th>
<th>Alternative</th>
<th>Alternative</th>
<th>Alternative</th>
<th>Alternative</th>
<th>Alternative</th>
<th>Alternative</th>
<th>Alternative</th>
<th>Alternative</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>On Only Musqueam GC</td>
<td>Musqueam GC - Distributed</td>
<td>Ma Li-Musqueam GC</td>
<td>Salish Pt &amp; Musqueam GC</td>
<td>Ma Li - Sacres-Salish Pt</td>
<td>Shaughnessy GC</td>
<td>Triangle Land</td>
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<td>Participant #1</td>
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<td>Participant #4</td>
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<td>3</td>
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<td>5</td>
<td>3</td>
<td>4</td>
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<td>3</td>
<td>2</td>
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<td>6</td>
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<tr>
<td>Most frequently ranked #1 of 2</td>
<td>14</td>
<td>9</td>
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<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
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</tbody>
</table>

<table>
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<tr>
<th>Score</th>
<th>27</th>
<th>47</th>
<th>61</th>
<th>51</th>
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</thead>
<tbody>
<tr>
<td>Rank Objective</td>
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<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
</tbody>
</table>
c. Community Evaluation

The top two alternatives were then brought forward for the community to consider and evaluate. On September 20, 2008 a community planning day event held at the community gym profiled the results of the working group. Community members were presented the options and asked which one they preferred, or if they had other ideas about location and concept. Overwhelmingly (70%; n=25), the community members choose the option of locating the core facilities on the Musqueam Golf Course with fields distributed throughout the existing community and potential future communities on what is now Shaughnessy Golf Course.
VII. Preferred Location Concept Option

After review and evaluation by the Musqueam community at the September 20, 2008 planning event, the preferred location option is to site the core sports facilities on part of the Musqueam Golf Course. This would include a Field House/Gym, sports equipment storage, maintenance equipment shed, a full size soccer field, a baseball field, two lacrosse boxes, outdoor basketball, lights, a playground, track, fitness circuit. Parking would be shared with the golf course, additional parking may be required and would be accommodated in the new design. The golf course would be reconfigured to 9-holes and the driving range would be maintained. Additional fields and other sports/recreation activities would be dispersed throughout the community to ensure that as the community grows, access to sports is easy and equitable throughout the community. There was little opinion on the other location except the Point and Ma-Li lands. The majority of those that commented did not believe that the point would function well as a sports field due to the environmental issues (habitat), wind, losing balls, parking and crowding along the waterfront. The Ma-Li lands were also discouraged based on cultural and environmental reasons.
VIII. Next Steps

To move this project forward several actions are required:

1. Results of this community process need to be presented and considered by Council.
2. Existing Musqueam Golf Course business partnerships issues need to be resolved.
3. Concepts, detailed designs and associated costs (capital and operations/maintenance) for the core facility located on the Musqueam golf course need to be detailed, as well as other facilities located throughout the community. This process is closely linked to discussions with a potential corporate partnership with Nike, 2010 Legacy funding, and other funding issues.
4. Site locations for distributed fields and other sports/recreation activities throughout the community need to considered as part of the broader land use planning process.
Appendix A

List of individuals interviewed between

Councillor Wayne Sparrow

Johnna Sparrow-Crawford

Councillor Howard Grant

Ken McGregor

CSCDP Project Support Team Meeting (All PAs invited), July 17, 2008:

William Trousdale (EPI), Dave Hoenshuck (EPI), Ken McGregor, Doug Leung, Johnna Sparrow-Crawford, Diane Buchan, Larissa Grant, Karl Dhillon, Gavin Buchanan, Bob Guerin

Working Group Meeting #1, July 30, 2008

William Trousdale (EPI), Dave Hoenshuck (EPI), Dianne Buchan, Leona Sparrow, Larissa Grant, Norman Point, Courtenay Gibson, Robyn Sparrow, Terry Point, Johnna Sparrow-Crawford

Working Group Meeting #2 August 12, 2008

William Trousdale (EPI), Dave Hoenshuck (EPI), Dianne Buchan, Leona Sparrow, Larissa Grant, Norman Point, Johnna Sparrow-Crawford, Courtenay Gibson, Robyn Sparrow

Community Open House, September 20, 2008

Between 40 and 50 Musqueam Members attended and contributed to the planning process and evaluation.
1. Summary

Of several scenarios that have been considered, the option of ‘distributed facilities’ has scored the highest in staff workshops and at community events. This option would locate a ‘core’ recreation facility near the existing Musqueam residential area, and locate other facilities throughout IR2 or the Triangle land as necessary to complement other development activities. Financial and land tenure constraints require that this option be phased over the long term, and it has been suggested that the first phase be planned for immediate implementation.

This next round of evaluation and decision making will determine the location of core and distributed facilities, the development of a phasing plan, and the location of an immediate phase 1 project. A review of these decisions are outlined in the rest of this brief.

2. Context of this Project

This project will create an implementation plan for a community-wide recreation program. As an important component of a broader land use plan, this process and the resulting decisions will inform Musqueam’s Comprehensive Sustainable Community Development Planning Project (CSCDP): “We are of one heart and mind”.

3. The Recreation Facility Program

Based on interviews, staff workshops, and community feedback, a full recreation program for the Musqueam community could include:

- A new gym with locker rooms, exercise room, and basketball court
- Other indoor facilities for dance and martial arts studios, workshops, etc
- Up to 3 soccer fields
- Other sports fields such as baseball and lacrosse
- Other outdoor facilities such as a track, a fitness circuit, playgrounds
- Alternative recreation facilities such as nature trails, bird watching, and canoe launches
4. Phasing Plan and Phase 1 Options
Three general phases would be considered – phase 1 would consider immediate opportunities, phase 2 would consider near term opportunities, and phase 3 would be an ongoing component of a long-term community development plan.

Phase 1 – Soccer Field (immediate implementation)
Depending on financing, phase one could be a single soccer field with supporting facilities such as a clubhouse and locker rooms. Two locations are immediately available for phase 1: the 5 Acre site, and the Beach/Band Offices area. Concepts for these locations are detailed on pages 4 and 5.

Phase 2 – Core Facility (as soon as funding and land is available)
Phase 2 could be the development of a core facility. This would be contingent on the availability of land and funding. Two locations have been identified for the core facility: the Beach/Band Offices area and the Musqueam Golf Course.

Phase 3 – Distributed Facilities (coordinated with other land development activities)
This would be the eventual implementation of a full, distributed recreation program. The precise location of these fields and/or facilities would be determined in the context of future land development.
4A. 5-Acre Site Concept for Phase 1

1. A single regulation soccer field (360’x225’) with a 30’ perimeter. This field could be split into two small practice fields or small youth fields.
2. Arrival/Spectator area and Club house (1100 to 1400 sq ft) with a small meeting room, two bathrooms, and two locker rooms.
3. Parking for 40-50 vehicles, heading in (90 degrees) along edge of existing street.
4. Existing Cemetery and the area currently cleared for expansion is retained.
5. Remaining area would have limited road access, but could be developed for other recreational uses such as a lacrosse box. Residential uses would require road access through Shaughnessy Golf Course. (Alternatively, a smaller field could be built to accommodate an access road.)

REVIEW
- The parcel is just over eight acres with about six acres that are suitable for development. This area is similar in size to the Shalimar Townhouse development (76 townhouse units).
- A bluff with 30-40 degree slopes runs along the southwest edge and takes up about one-quarter of the parcel. This bluff limits the possible location and orientation of a full size field.
- Environmental/Habitat value of the site is unknown.
- Some of the Shaughnessy Golf Course drains into this area, so site engineering would require drainage for an area larger than the actual site.
- Traffic would pass through the residential area of the Salish Subdivision (Parcel B).
4B. Beach/Band Offices Concept for Phase 1

1. A field area of 315’x485’ with a 10’perimeter can be used as a single regulation soccer field (360’x225’). or two ¾-size fields.
2. Club house (1100 to 1400 sq ft) with a small meeting room, two bathrooms, and two locker rooms.
3. Parking for 60-70 vehicles, heading in (90 degrees) along edge of existing street and along re-aligned access road to the Beach.
4. Field edges facing the river and creek include a low berm and are thickly planted with trees and landscaping to provide a wind screen and prevent lost balls.

REVIEW
- The area is just over seven acres with 3 edges requiring some setback to protect the adjacent waterways. Most the area is fill and above flood elevation. This area is similar in size to the Shalimar Townhouse development (76 townhouse units).
- The adjacent waterways and tidal grasses have high habitat value and should be protected from sediment runoff and hydrologic impacts during and after construction. A vegetated buffer would provide some of this protection as well as prevent balls from being lost into the river.
- The river is also an important flyway which could be negatively impacted by field lights.
- Traffic would pass through the residential area of the Musqueam Village.
### 4C. Evaluation of Phase 1 Options

<table>
<thead>
<tr>
<th><strong>Musqueam Values - Evaluation Criteria</strong></th>
<th><strong>Phase 1 OPTIONS</strong></th>
<th><strong>5 Acre Site</strong></th>
<th><strong>Beach/Band Offices</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Be Financially Responsible</strong></td>
<td>typical clearing, drainage and grading, significant landscaping - costs would be similar (check UMA)</td>
<td>typical clearing, drainage and grading, significant landscaping - costs would be similar (check UMA)</td>
<td></td>
</tr>
<tr>
<td><strong>Promote Soccer</strong></td>
<td>removed location would not attract passers-by</td>
<td>central location visibility would energize passers-by</td>
<td></td>
</tr>
<tr>
<td><strong>Support a Diversity of Sports/Recreation</strong></td>
<td>same</td>
<td>same</td>
<td></td>
</tr>
<tr>
<td><strong>Advance Musqueam Community Interaction</strong></td>
<td>is removed from current community, would be less used for casual occasions</td>
<td>is central to community, would be more frequented and casually used</td>
<td></td>
</tr>
<tr>
<td><strong>Promote Inter-Band Relations</strong></td>
<td>same</td>
<td>same</td>
<td></td>
</tr>
<tr>
<td><strong>Support Cultural Activities</strong></td>
<td>is removed from current community</td>
<td>is central to community</td>
<td></td>
</tr>
<tr>
<td><strong>Minimize Environmental Impacts</strong></td>
<td>young, mixed forest impacts</td>
<td>bird flyover, riparian and waterway impacts</td>
<td></td>
</tr>
<tr>
<td><strong>Minimize Non-Aboriginal Traffic in the Community</strong></td>
<td>would continue pattern of traffic on Salish Drive, and run traffic through Parcel B</td>
<td>would continue pattern of traffic on Salish Drive</td>
<td></td>
</tr>
<tr>
<td><strong>Minimize Loss of Potential Residential/ other use Land</strong></td>
<td>is prime residential land</td>
<td>is suitable residential land</td>
<td></td>
</tr>
<tr>
<td><strong>Minimize Conflicts with Neighbours</strong></td>
<td>would generate traffic through Parcel B</td>
<td>possible impact on Longhouse and possible MF development (PDP, 2001)</td>
<td></td>
</tr>
<tr>
<td><strong>Minimize Delays</strong></td>
<td>no legal delays</td>
<td>may be delayed by DFO review conflict with GVRD and Province not expected to be an issue</td>
<td></td>
</tr>
<tr>
<td><strong>Respect culture</strong></td>
<td>no known conflicts</td>
<td>further review</td>
<td></td>
</tr>
<tr>
<td><strong>Anticipate future growth</strong></td>
<td>this would be better located to support future residential areas in Shaughnessy</td>
<td>this could be the beginning of the Core facility</td>
<td></td>
</tr>
</tbody>
</table>
5. Options for the ‘core’ facility – Phase 2

The core facility would include a gym and other indoor spaces such as studios, exercise rooms, and locker rooms, as well as outdoor sports fields such as soccer, baseball, and lacrosse. There are two potential locations for this core facility, described below and detailed on the following two pages:

1. **Musqueam Golf Course.** The recent workshop and interview process identified the Musqueam Golf Course as a preferred location for the core recreation facility. This scenario would involve retaining the driving range and a 9-hole course, and developing a gym, some fields, and other indoor facilities.

2. **The Beach / Band Offices.** This is essentially the area identified for a community building and sports field in the 2001 Physical Development Plan. The community building would be adjacent to the existing Band Offices, and the fields would be on the area of fill south the pump station.
5A. Musqueam Golf Course Concept

1. A **gym and field house** including locker rooms (12-14,000 sq ft), as well as additional areas for flexible programming such as **studios** and **classrooms**. (10-12,000 sq ft).
2. A **landscaped pathway** thickly planted with trees provides a buffer between the new facility and the existing neighbours.
3. **Existing parking** and facilities support the new development.
4. Potential restoration of Musqueam Creek.
5. **Box lacrosse**.
6. A field area of 315’x485’ with a 10’perimeter can be used as a **single regulation soccer field** (360’x225’) or **two ¾-size fields**.
7. **Parking** for 40-45 vehicles, heading in (90 degrees) along edge of a new access road.

**REVIEW**

- The area removed from the Golf Course is just over seven acres, all of which is below flood elevation. Residential development in this area would require significant amounts of fill or highly engineered foundation structures. This area is similar in size to the Shalimar Townhouse development (76 townhouse units).
- The footprint of this area impacts six fairways (1, 9, 10, 12,13, and 18). The remaining fairways and land could be reconfigured to accommodate a 9-hole course.
- Traffic would pass through the off-reserve residential area along 51st Avenue, but not through the on-reserve residential area.
5B. Beach/Band Offices Concept

1. A field area of 315’x485’ with a 10’perimeter can be used as a single regulation soccer field (360’x225’) or two ¾-size fields.
2. A gym and field house including locker rooms (12-14,000 sq ft).
3. Parking for 60-70 vehicles, heading in (90 degrees) along edge of existing street and along re-aligned access road to the Beach.
4. Field edges facing the river and creek include a low berm and are thickly planted with trees and landscaping to provide a wind screen and prevent lost balls.

REVIEW
- The area is just over seven acres with 3 edges requiring some setback to protect the adjacent waterways. Most the area is fill and above flood elevation. This area is similar in size to the Shalimar Townhouse development (76 townhouse units).
- The adjacent waterways and tidal grasses have high habitat value and should be protected from sediment runoff and hydrologic impacts during and after construction. A vegetated buffer would provide some of this protection as well as prevent balls from being lost into the river.
- The river is also an important flyway which could be negatively impacted by field lights.
- Traffic would pass through the residential area of the Musqueam Village.
### 5C. Evaluation of Core facility options

<table>
<thead>
<tr>
<th>Musqueam Values - Evaluation Criteria</th>
<th>CORE OPTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Musqueam Golf Course Core</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Be Financially Responsible</strong></td>
<td>some fill, drainage, and grading required. Flood protection required for any buildings. Check UMA</td>
</tr>
<tr>
<td><strong>Promote Soccer</strong></td>
<td>with lighting (and turf), this site could be used much more intensively and would attract non-Musqueam teams/clubs</td>
</tr>
<tr>
<td><strong>Support a Diversity of Sports/Recreation</strong></td>
<td>more space is available for expanded indoor facilities, track, and outdoor fields and water-oriented activities</td>
</tr>
<tr>
<td><strong>Advance Musqueam Community Interaction</strong></td>
<td>same</td>
</tr>
<tr>
<td><strong>Promote Inter-Band Relations</strong></td>
<td>same</td>
</tr>
<tr>
<td><strong>Support Cultural Activities</strong></td>
<td>further review with Longhouse Comm. required</td>
</tr>
<tr>
<td><strong>Minimize Environmental Impacts</strong></td>
<td>some funding could be put towards restoring Musqueam Creek</td>
</tr>
<tr>
<td><strong>Minimize Non-Aboriginal Traffic in the Community</strong></td>
<td>traffic would increase on 51st Ave and Salish Drive</td>
</tr>
<tr>
<td><strong>Minimize Loss of Potential Residential-Other Use Land</strong></td>
<td>with significant engineering or fill, could be used for residential or other development</td>
</tr>
<tr>
<td><strong>Minimize Conflicts with Neighbours</strong></td>
<td>impact houses on 51st possible noise impact on golf facility/driving range</td>
</tr>
<tr>
<td><strong>Minimize Delays</strong></td>
<td>requires negotiation with partner/owner of Golf Course (estimated delay of 1-2 years)</td>
</tr>
<tr>
<td><strong>Respect culture</strong></td>
<td>archaeological site behind 51st Ave houses requires further research</td>
</tr>
<tr>
<td><strong>Anticipate future growth</strong></td>
<td>this would be better located to support future residential areas in Shaughnessy</td>
</tr>
</tbody>
</table>
6. Options for distributed facilities – Phase 3

Distributed facilities would typically be planned as a neighbourhood park within a residential development. Each site might include sports fields and smaller supporting buildings such as a clubhouse, fieldhouse, and/or equipment sheds. There are several locations and combinations of locations where these may be developed. These are listed below and generally indicated by the circled areas on the right:

1. Triangle Land
2. Shaughnessy Golf Course
3. 5 Acre Site
4. Ma Li
5. the Beach/Band Offices
6. Musqueam Golf Course

(The areas indicated at the right are very general and are not suggesting that the entire circled area be dedicated to recreation facilities.)
## APPENDICES:

### A1. Program

<table>
<thead>
<tr>
<th>Activity</th>
<th>Minimum</th>
<th>Ideal</th>
<th>notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Soccer Field</td>
<td>2 regulation fields</td>
<td>a 3rd regulation field</td>
<td>one turf field</td>
</tr>
<tr>
<td>Baseball Field</td>
<td>2 fields</td>
<td></td>
<td>could overlap with soccer fields</td>
</tr>
<tr>
<td>Lacrosse Box</td>
<td>1 court</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Basketball</td>
<td>1 outdoor court</td>
<td>new gym with indoor court</td>
<td></td>
</tr>
<tr>
<td>Field House/Gym</td>
<td>2 locker/dressing rooms</td>
<td>gym and field house</td>
<td></td>
</tr>
<tr>
<td>Sports equipment storage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance Equipment Shed</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parking</td>
<td></td>
<td>200-240 spaces for full program</td>
<td>This should be considered against the frequency of full facility use. Ideally there should be a minimal parking area with overflow options.</td>
</tr>
<tr>
<td>Lights</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cultural – Community Event Space</td>
<td></td>
<td>indoor / outdoor flex space for events, other (e.g., singing, arts and crafts)</td>
<td></td>
</tr>
<tr>
<td>Playgrounds</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Track</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fitness Circuit</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**full program concept: (approx 18-20 acres required)**

- nature field/ trails
- bird watching
- lots of play grounds (5) – everywhere
- canoe launch
- skate park
- track and field around field

- golf-maintain 9 holes
- swimming pool
- video games
- ice hockey
- go cart runway/ road
- sports bar
- club house
- paintball field
Sports and Recreation Open House

Please take part and help us decide where to build a sports field and recreation facility.

**snacks and refreshments served**

location: Admin Building

date: Wednesday, February 25th

time: 3 to 7 pm

Questions? Email: communityplan@musqueam.bc.ca
Comprehensive Sustainable Community Plan

Welcome and Thank You!

Find out what we are up to, advise us on our next steps.

This project will create an implementation plan for a community-wide recreation program, that will be integrated with our comprehensive community development planning project: “We are of one heart and mind”.

Since our 2001 Physical Development Plan first recommended that a new gym and field be built, new opportunities have emerged.

New alternatives have now been proposed that require your consideration and feedback. Please take some time to review them and offer us your concerns, ideas, and advice. Thank you.

Objectives for our expanded Community Recreation Program:
1. Be Financially Responsible
2. Promote Soccer
3. Support a Diversity of Sports/Recreation
4. Advance Musqueam Community Interaction
5. Promote Interm-Band Relations
6. Support Cultural Activities
7. Minimize Environmental Impacts
8. Minimize Non-Aboriginal Traffic in the Community
9. Minimize Loss of Potential Residential Land
10. Minimize Conflicts with Neighbours
11. Minimize Delays
12. Respect Culture
13. Anticipate Future Growth

The Main Components of an expanded Community Recreation Program:
- A new gym with locker rooms, exercise room, and basketball court
- Other indoor facilities for dance and martial arts studios, workshops, etc
- Up to 3 soccer fields
- Other sports fields such as baseball and lacrosse
- Other outdoor facilities such as a track, a fitness circuit, playgrounds
- Alternative recreation facilities such as nature trails, bird watching, and canoe launches

timeline...

1965? the original Gym is built
2001 Physical Development Plan recommends Gym and Field near Band Offices
2004 New lands and sports field financing become available
2007 Comprehensive Community Plan begins

April-June 2008 focus group develop comprehensive recreation needs and objectives
June-August 2008 community and elders review objectives and alternatives
August 2008 focus group reviews and recommends new alternatives
Sep-Dec 2008 Recreation Committee, Longhouse Committee and staff review and revise alternatives

Feb 2009 you are here to help us today!
March-Apr 2009 Council will make final decision
Spring 2009 PHASE ONE Sports field
near future PHASE TWO Gym and Facilities
future PHASE THREE new facilities included in future developments

Today:
- Share your thoughts on Phase 1.
- Which option is best for Phase 2?
(see other posters)
Comprehensive Sustainable Community Plan

Phase ONE - Sports Field

Where to build a new field?

Phase ONE will build a soccer field and possibly a small field house for locker rooms. Funding for this is available, but there are very few locations that are appropriate and immediately available:

Preferred OPTION: the 5 ACRE SITE

- soccer field
- parking edge (40-50 cars)
- field house (change rooms)
- cemetery (including recent expansion)
- cemetery expansion area
- vegetated screens

OBJECTIVE
- Be Financially Responsible
- Promote Soccer
- Support a Diversity of Sports/Recreation
- Advance Musqueam Community Interaction
- Promote Inter-Band Relations
- Support Cultural Activities
- Minimize Environmental Impacts
- Minimize Non-Aboriginal Traffic in the Community
- Minimize Loss of Potential Residential Land
- Minimize Conflicts with Neighbours
- Minimize Delays
- Respect Culture
- Anticipate Future Growth

IMPACT/COMPARISON
- costs would be slightly higher to clear and drain
- less central to existing community
- space available for other sports
- field is less convenient for informal use
- inter-band use would be similar
- not likely use for cultural events
- current habitat value is unknown
- non-member users would drive through community
- area would otherwise be for housing
- potential conflicts with Salish Subdivision residents
- no delays expected
- field is adjacent to cemetery
- long term conversion to housing is possible

Physical Development Plan Option: Salish Drive/Beach Area

- soccer field
- shared parking area (150-175 cars)
- vegetated buffer (windbreak, erosion control, habitat protection)
- road access to the Beach
- Beach improved for better use and water access
- fitness circuit/ walking path

OBJECTIVE
- Be Financially Responsible
- Promote Soccer
- Support a Diversity of Sports/Recreation
- Advance Musqueam Community Interaction
- Promote Inter-Band Relations
- Support Cultural Activities
- Minimize Environmental Impacts
- Minimize Non-Aboriginal Traffic in the Community
- Minimize Loss of Potential Residential Land
- Minimize Conflicts with Neighbours
- Minimize Delays
- Respect Culture
- Anticipate Future Growth

IMPACT/COMPARISON
- costs would be slightly less
- field would be more central to community
- parking area could be used for basketball
- field is more convenient for informal use
- inter-band use would be similar
- less outdoor space for cultural events
- mitigation with vegetative buffers
- non-member users would drive through community
- area has no plans for residential development
- is well separated from neighbours
- potential legal delays are significant
- field is adjacent to Longhouse
- field would likely be permanent
Phase TWO would develop a core recreation facility as soon as funding is available. This would include a gym and other indoor facilities, as well as a second sports field. There are three options for how this might happen:

**OPTION 1: Salish Drive/Beach**
- Gym and recreation facility
- Soccer field
- Shared parking area (150-175 cars)
- Vegetated buffer (windbreak, erosion control, habitat protection)
- Beach improved for better use and water access
- Fitness circuit / walking path

**OBJECTIVE**
- Be Financially Responsible
- Promote Soccer
- Support a Diversity of Sports/Recreation
- Advance Musqueam Community Interaction
- Promote Inter-Band Relations
- Support Cultural Activities
- Minimize Environmental Impacts
- Minimize Non-Aboriginal Traffic in the Community
- Minimize Loss of Potential Residential Land
- Minimize Conflicts with Neighbours
- Minimize Delays
- Respect Culture
- Anticipate Future Growth

**IMPACT/COMPARISON**
- Costs would be slightly less similar to option 2
- Parking area could be used for basketball similar to option 2
- Inter-band use would be similar
- Less space for cultural events or facilities
- Mitigation with vegetative buffers
- Non-member users would drive through community
- Area has no plans for residential development
- Is well separated from neighbours
- No delays for gym area, some for field
- Field is adjacent to Longhouse
- Field would likely be permanent

**OPTION 2: Salish/Beach/Golf Course**
- Gym and recreation facility
- Soccer field
- Shared parking area (90-120 cars)
- Vegetated buffer (windbreak, erosion control, habitat protection)
- Beach improved for better use and water access
- Fitness circuit / walking path

**OBJECTIVE**
- Be Financially Responsible
- Promote Soccer
- Support a Diversity of Sports/Recreation
- Advance Musqueam Community Interaction
- Promote Inter-Band Relations
- Support Cultural Activities
- Minimize Environmental Impacts
- Minimize Non-Aboriginal Traffic in the Community
- Minimize Loss of Potential Residential Land
- Minimize Conflicts with Neighbours
- Minimize Delays
- Respect Culture
- Anticipate Future Growth

**IMPACT/COMPARISON**
- Costs would be slightly higher similar to option 1
- Parking area could be used for basketball similar to option 1
- Inter-band use would be similar
- More outdoor space for cultural events
- Mitigation with vegetative buffers
- Non-member users would drive through community
- Golf course could be for residential development
- Buffers could minimize conflicts with neighbours
- No delays for gym, some for park and field
- Field is adjacent to Longhouse
- Field expansions would be limited

**OPTION 3: Musqueam Golf Course**
- Gym and recreation facility
- Soccer field
- Shared parking area with golf centre
- Vegetated buffer (windbreak, erosion control, habitat protection)
- Area for future field expansion
- Fitness circuit / walking path
- Beach point used for community park / gathering area shown in Option 2

**OBJECTIVE**
- Be Financially Responsible
- Promote Soccer
- Support a Diversity of Sports/Recreation
- Advance Musqueam Community Interaction
- Promote Inter-Band Relations
- Support Cultural Activities
- Minimize Environmental Impacts
- Minimize Non-Aboriginal Traffic in the Community
- Minimize Loss of Potential Residential Land
- Minimize Conflicts with Neighbours
- Minimize Delays
- Respect Culture
- Anticipate Future Growth

**IMPACT/COMPARISON**
- Costs would be slightly higher to floodproof more space available for fields similar to option 1
- Parking area could be used for basketball similar to option 1
- Inter-band use would be similar
- Option 1 area could be for cultural activities/facilities
- Creek through the course could be restored
- Non-member users would not drive through community
- Housing buffer could minimize conflict with neighbours
- Delays expected
- Archaeological site adjacent, unknown size
- There is space for more fields as the community grows
Musqueam Sports Facility
Planning Brief
March 26th, 2009

Background Report on the following Council Motion:

**Council Motion – March 23rd, 2009**
Re: Location of the Sports Facility/Soccer Field

I WOULD SO MOVE THAT THE CHIEF AND COUNCIL OF THE MUSQUEAM INDIAN BAND ACCEPT FOR RECOMMENDATION TO THE MUSQUEAM COMMUNITY, AS RECOMMENDED BY THE BAND MANAGER AND MUSQUEAM RECREATION COMMITTEE, LONGHOUSE COMMITTEE AND SUPPORTED BY THE MAJORITY OF MUSQUEAM MEMBERS WHO PARTICIPATED IN THE SPORTS FACILITY SITING PROJECT AS WELL AS THE FAMILY MEETINGS, COUNCIL ACCEPTS AND SUPPORTS LOCATING THE PHASE 1 SPORTS FACILITY ON THE 5-ACRE SITE. THE FACILITY IS TO INCLUDE A GRASS SOCCER FIELD (THAT CAN BE DIVIDED INTO TWO ¾ SIZE FIELDS OR ONE FIFA STANDARD FIELD), A TWO STOREY FIELD HOUSE WITH CHANGING ROOMS, WASHROOMS AND A CLUB HOUSE ROOM, A MAINTENANCE SHED, AND PARKING. THE FACILITY COULD ALSO INCLUDE A LACROSSE BOX AND MAY UTILIZE LAND THAT MAY LATER BE RE-ACQUIRED FOR CEMETERY EXPANSION

Motion Carried

Planning Support Provided By:

March 26th, 2009 General Band Meeting
Sports Facility Planning Brief
Planning Process

Sports facility planning has been underway since early 2008, when the potential facility and program were identified as quick start opportunity of the Comprehensive Sustainable Community Development Plan (CSCDP). The opportunity is heavily supported by the broader community (90% support reported in Community Survey) and immediate action inspired by a $500,000 legacy fund that is for a sports field. In addition, the Community recognized that this facility would be central to the health and well-being of the membership, as well as an integral part of the long term land use plan.

During 2008 and early 2009, a team of staff and community members reviewed possible locations, requirements, and activities for the potential facility. Using technical data, professional assessments, input from community members and community leaders, and a set of objective-based evaluation criteria, several options were considered. A wide range of evaluation criteria was used, including:

- Be Financially Responsible
- Promote Soccer
- Support a Diversity of Sports/Recreation
- Advance Musqueam Community Interaction
- Promote Inter-Band Relations
- Support Cultural Activities
- Minimize Environmental Impacts
- Minimize Non-Aboriginal Traffic in the Community
- Minimize Loss of Potential Residential Land
- Minimize Conflicts with Neighbours
- Minimize Delays
- Respect Culture
- Anticipate Future Growth

Community Outreach on this Process

- Individual Interviews
- CSCDP Support Team Meeting (All PAs invited)
- Working Group Meetings: *Included staff from Treaty, Capital works, Recreation, 2010*
- Community Open House
  - *Between 40 and 50 members attended*
- Community Survey (summer)
  - *Typical response rate is 10-30%. Musqueam survey achieved almost 50% for on reserve. 90% of responses support a sports facility*
- Sport and Recreation Open House
  - *Between 20-30 members attended.*
- Committee Meetings
- Family Meetings
  - March 26th, 2009 General Band Meeting
  - Sports Facility Planning Brief

Community Survey: Off-Reserve Outreach

- Mailed out package to off-reserve member mailing list
- Researched contact information for off-reserve members
- At least two phone call attempts
- Messages left with off-reserve members
- Community Survey Table set up at Annual General Meeting on August 20th, 2008
- Community Survey Table set up at $5000 Distribution Day on September 2nd, 2008

Off-Reserve Outreach for Sports and Recreation Open House

- Invitations mailed to off-reserve members
- Follow up phone calls
- Email invites sent out via Facebook
The "5 Acre Site" Concept
The "5 Acre Site" was the most broadly supported location by the community. While some community members preferred the "Beach and Core Area" site, few were against locating a field on the 5-Acre site. Other advantages are over the long term this site will become more of a central location once Shaughnessy becomes part of the community again, and building a field does not preclude other uses in the future.

1. Full size soccer field can be split into two practice fields
2. Lacrosse Box (temporary if cemetery expansion goes forward)
3. Head-in parking from existing street
4. Drop off and turnaround
5. (possible) Fieldhouse
6. Existing cemetery
7. Vegetative screen for privacy