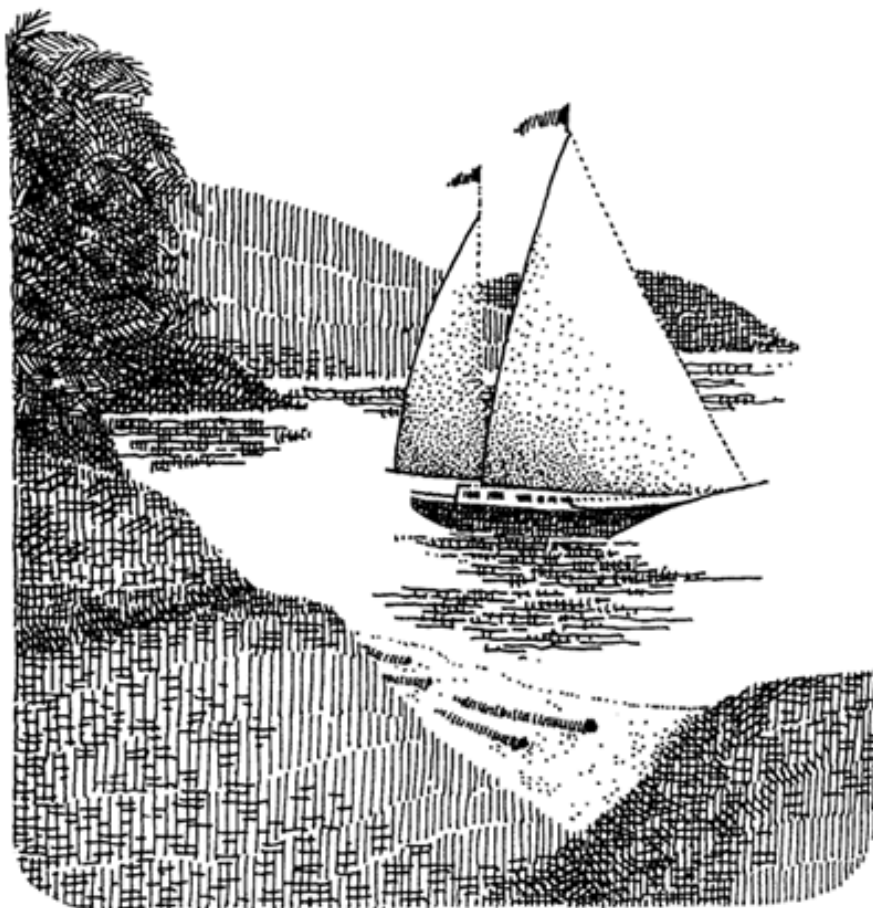


MASTER PLAN

April, 1995



for Newcastle Island
Provincial Marine Park



Ministry of Environment,
Lands and Parks

Newcastle Island
Provincial Marine Park

MASTER PLAN

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Province of
British Columbia
Ministry of
Environment,
Lands and Parks

BC
Parks
Vancouver District

MEMORANDUM

NEWCASTLE ISLAND
PROVINCIAL MARINE PARK
MASTER PLAN

APRIL, 1995

RECOMMENDED:

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Parks & Ecological Reserves
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DATE:

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BC Parks would like to give special recognition to the members of the public who volunteered their time to be on the Steering Committee. The Steering Committee was divided into two subcommittees: the Heritage/Cultural Sub-Committee chaired by Debra Bodner and the Visitor Services Sub-Committee chaired by Diana Johnstone. In addition, the following people have been active participants in the public planning process and/or on the Steering Committee:

Mike Blumel	Nanaimo City Centre Association
Brian Godfrey	Newcastle Island Pavilion Society
Al Fairhurst	Nanaimo Yacht Club, Council of BC Yacht Clubs
Jeanne Blue	Government Agent
Jerry Brown, Chief	Nanaimo First Nation
Linda Doricott	Nanaimo First Nation
Jimmy Johnny	Nanaimo First Nation
Jack Wyse	Nanaimo First Nation
Irene Seward	Nanaimo First Nation
Jonathan van der Goes	Scenic Ferries
David Shaw	Shaw Maintenance Limited
David Fraser	Arenaria Research and Interpretation
Mike Lamoureux	Ratepayers Association for Protection Island
Ron Hopper	Empire Day Society
Betty McLean	Community Futures
Gary Moore	Newcastle Island Pavilion Society
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Ernie Tomlinson	Morrell Nature Sanctuary, Interpretive Design
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Rodney Grounds	Newcastle Island Pavilion Society
Pat Musters	Newcastle Island Pavilion Society
Dale Lovick	M.L.A., Nanaimo
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Bill Mills, Port Manager	Nanaimo Harbour Commission
Ernie Lavesque, Planner	City of Nanaimo
Andy Laidlaw, Director	City of Nanaimo Parks & Recreation Department
Mike Patton	Nanaimo Parks & Recreation Department
James Johnson	Nanaimo First Nation
Jeff Thomas, Councillor	Nanaimo First Nation

PLAN HIGHLIGHTS

- The park will remain essentially in its natural state with the exception of the development of the south end. The historic sites on the north end will not be developed with the exception of interpretive displays.
- No bridge will be constructed connecting Nanaimo to Newcastle Island. A ferry service providing passenger transportation only to the south end of the island will continue to be maintained and improved with regular facility upgrading.
- Newcastle Island Provincial Marine Park is almost fully developed at the south end. Improvements to existing facilities including the Pavilion, toilet building and entrance as well as increasing the number of group/tent campsites are recommended as government and/or corporate funding becomes available through priority management actions stated in the plan.
- Addition of a foreshore component surrounding the island to the park will offer greater protection for both the local marine life and cultural artifacts found in this zone. No commercial activities will be allowed with the exception of only non-consumptive recreational diving and research studies.
- Prepare an Ecosystem Management Plan that will examine the needs of wildlife, the role of fire, disease and insects and the maintenance of natural patterns of vegetation on Newcastle Island.
- Upgrade existing docks and pilings, especially on the Nanaimo side, and continue to improve access for seniors and physically challenged persons. Basic facility development such as garbage receptacles, directional signage, telephones, washrooms, campsites and other upland facilities will continue to be offered to the boating public. No mooring buoys will be installed at this time.
- Camping will be limited to the south end of the island only. Improvement to the existing camping area will include adding (to a maximum of) 20 additional sites following impact studies and as demand requires. In addition, group campsites #4 and #5 will be upgraded and possibly relocated.
- Improve trail signage and upgrade existing hiking trails. Mountain bicycle use on certain trails will be monitored and enforced to ensure minimal trail erosion and plant disturbance.
- BC Parks will encourage special events such as Newcastle Island Historical Days, Coal Miners Day and First Nations Day to be held on the island and assist groups wishing to utilize the park for such functions.

- BC Parks will participate more directly in the community to encourage greater voluntarism and partnerships to assist in the provision of special events, services and facilities in the park.
- Promote special events, school programs, interpretive programs during the shoulder seasons in order to attract more park visitors during these periods.
- Continue to liaise and cooperate with the Chamber of Commerce, Tourism Nanaimo, Nanaimo Museum and special interest groups in order to protect and promote the island's many natural and cultural features.

- **CPR Pavilion:**

Prepare a **Concept Plan and Management Plan** for the CPR Pavilion. The Pavilion will continue to be the focal point on the island acting as a visitor centre for the island.

- This concept plan will also provide a floor plan that will seek to incorporate and portray in a 1930's CPR theme: food services, gift shop, interpretive displays, dance floor and washrooms within the existing structure.
- The management plan for the Pavilion, in conjunction with a variety of community interests, will determine specific and appropriate functions and services to operate this facility within the approved concept plan.
- The wooden dance floor in the Pavilion requires immediate attention (repair and/or replacement) as envisioned in the concept plan. Renovations to the building and refurbishing the interior with period furniture and lighting will be in keeping with the CPR era theme. Consultation with architects specializing in historic renovations is recommended.

- **Park Entrance:**

Redesign and modify the park entrance area to portray and interpret the unique cultural heritage of Newcastle Island. Features to include are:

- Constructing a 1930's style gazebo at a central point near the park entrance. This gazebo would provide general park information, emergency contacts and directional information. A site plan for this area will also be developed with special attention given to presenting a 1930's era appearance.
- Replacing the existing lamp standards with lighting complementary to the 1930's era.

- Retaining the wading pool as an interpretive period artifact and removing the coal tipple.
- Erecting two Coast Salish "Welcoming Poles" at the south end of the island with consultation and assistance of the First Nations (Nanaimo Band). On-going discussions on methods and appropriate ways of presenting the native history associated with Newcastle Island and surrounding region, as part of BC Parks interpretive program, will be encouraged.
- Retaining the bath house by stabilizing the building and adding interpretive display panels to the exterior. No power or water services will be added and extreme care is required so that there is minimal disturbance to the midden it is situated on.
- Stabilizing and maintaining the shuffle board, checkers board and horseshoes throw area for the enjoyment of park visitors.
- Modifying the existing toilet building in order to provide outdoor showers, improved physically challenged access and outside public telephones. The exterior of this building will be painted to complement the colour scheme of the Pavilion/CPR theme.



A. What is a Master Plan?

A master plan is an administrative manual which guides a park's management for a five to ten year term. It sets out objectives and actions for conservation, development, interpretation and operation of a park. A master plan relies on current information relating to such things as park resources, recreation uses and activities occurring on surrounding lands. This information is available from park managers, discussions with other government agencies, previously prepared reports, public interest groups, Study Teams and from the general public. The process for preparing a plan involves a rigorous analysis of the overall goals of the park, patterns of use, management objectives and possible sources of conflict among park policies.

Master plans establish long-term management direction for a park and also may deal with immediate issues. This means that the plan will generally contain numerous statements describing management actions that need various degrees of attention. Since BC Parks cannot carry out every task at the same time, the plan must also set priorities for management actions. Approval of the master plan is not an indication that funding to implement management actions is available. Standard funding procedures will apply during implementation of the plan.

BC Parks prepares master plans with a high degree of public involvement. The general public and public interest groups have opportunities to provide comments to BC Parks through a variety of means including public meetings, questionnaires and local Study Teams.

This master plan is presented in six main sections:

- (1) purpose or context of the plan, highlighting planning issues and providing a summary of background information on the park;
- (2) role of the park and its vision statement, describing the importance of the park and critical goals and principles that establish a long-term foundation for managing the park;
- (3) park zoning, defining how different areas of the park will be managed;
- (4) objectives and associated actions for managing the park's natural and cultural resources;
- (5) objectives and actions for providing outdoor recreation opportunities and for providing information in and about the park; and
- (6) priorities for implementing the management.

B. Relationship with Other Land Use Planning

Master plans provide a forum for endorsement and public review of park additions and management strategies. In this respect, a park master plan must be considered in terms of its relationship with broader conservation and recreation goals for the province and with other land use strategies.

In reviewing and updating the 1983 Newcastle Island Master Plan, BC Parks has received and will continue to receive input from a number of agencies in addition to the general public. They include the Nanaimo Harbour Commission, City of Nanaimo, Nanaimo Chamber of Commerce and Tourist Bureau and the Regional District of Nanaimo.

BC Parks District staff over the years have met informally with all these agencies to discuss a variety of issues affecting Newcastle Island. Their continued interest and support of this regionally significant provincial park is important as well as their input into this planning process.

C. How was the Plan prepared?

This master plan review is based on the 1983 plan for Newcastle Island which was produced by the then Vancouver Island Region of the Parks and Outdoor Recreation Division. The 1983 master plan (see attached Background Report) contained the objectives and management direction for this park and continues to provide valuable guidance and background information.

The initial review of the 1983 master plan started in July 1993 when District and Regional staff met on site to discuss the planning process and identify issues. In order to gain a better feeling on what direction the new plan should go, BC Parks staff conducted a variety of informal talks with focus groups in the park during the summer months.

The finalization of the Terms of Reference and review of the 1983 plan with input from Headquarters was held in November, 1993 to ensure that staff were in agreement with the planning process and future direction for the park. A vision statement was prepared and in early 1994 public input into the planning process began.

In March, 1994 a Steering Committee representing major focus groups and interested citizens was formed and chaired by BC Parks. This steering or advisory committee recommended that two small committees should be formed to focus on visitor services and facilities, cultural/historical resources and natural resources. Chaired by Nanaimo residents Debra Bodner and Diana Johnstone, these sub-committees were asked to make recommendations on cultural and facilities-oriented issues to the Steering Committee.

On June 20, 1994 both the Heritage/Cultural and Visitor Services subcommittees presented their reports and recommendations to the Steering Committee. General discussion followed the

subcommittees presentations but the overall perception was that both groups had similar recommendations on a number of issues including the following major points: no bridge access; development to focus at the southern end of the island; preserve the island in a natural state; retain the bath house if possible; protect cultural/archaeological features and interpret; the Pavilion is for general public use and encourage more multi-use; redesign the portal area reviewing both an information shelter and kiosk-type facility located near the boat ramp; carve and erect two Coast Salish "Welcoming poles"; remove coal tipple; maintain CPR heritage theme and continue dances in pavilion; promote special events in the park; no additional moorage will be supplied; add surrounding foreshore to the park.

These recommendations were incorporated into the final draft master plan prepared by BC Parks. It is expected that the draft plan will be completed early in 1995 and reviewed by committee members in March before the general public have an opportunity to review the draft plan. A final plan is expected to be forwarded for ministry approval in April, 1995.

D. Reason For the Plan

The previous master plan for Newcastle Island Provincial Park was completed in 1983. Since that date a number of changes have taken place including the development of new facilities for boaters and campers, a ferry service and the establishment of the Newcastle Island Pavilion Society which currently operates a food concession, dances and special events under a park use permit.

Though many of the statements found in the 1983 plan are still appropriate today, there are a number of current issues that need to be addressed. The growth of the Nanaimo area and improved access to the island for dayusers/campers via a scheduled ferry operation has increased the park's visitation. In addition the increased popularity of Newcastle Island as a marine park destination has also had an impact. The impact of this increased visitation and facility development needs to be addressed in the new master plan. A balance between providing expanded recreation opportunities and facilities and conserving the park's natural and cultural resources must also be addressed in the new master plan.

E. Key Issues

In balancing conservation goals with recreation goals in Newcastle Island Provincial Marine Park, the master plan addresses several planning issues. These issues were identified by BC Parks staff and the public. The following is a summary of the key issues:

- **Review 1983 Master Plan**

The 1983 master plan must be reviewed first to determine which of the proposed projects in that plan have been completed and which should be continued when funds are available.

- **Role of the Park**

The role of Newcastle Island Provincial Marine Park is to balance the conservation values associated with the island's natural and cultural features with the provision of land and water-based recreation opportunities that are regionally and provincially significant.

- **Management of Park Resources and Facility Development**

Review and recommend appropriate actions in resource management (ie. wildlife pests, shell middens protection, vegetation management) and visitor services including the CPR Pavilion and park facilities.

- **Park Boundary**

A review of the existing shoreline boundary will help in determining if the foreshore surrounding Newcastle Island should be added to the park. Amending the existing park boundary to include the foreshore would help to protect and manage the surrounding area's marine resources.

- **BC Parks Relationships with local agencies and other interest groups including the Newcastle Island Pavilion Society (NIPS)**

Continued liaison and a close working relationship between BC Parks and Newcastle Island interest groups is essential for the successful future management of the park. In particular BC Parks must maintain a cooperative planning approach with the Newcastle Island Pavilion Society (NIPS) and public/private sectors. The preparation of the revised 1995 Newcastle Island Master Plan resulted from the meaningful input from a variety of local and municipal interest groups.

- **First Nations**

The First Nations will also play an important role in advising BC Parks on aboriginal issues, cultural features and special events such as totem carving, salmon barbecues and First Nations Day.

- **Park Promotion**

Should Newcastle Island be promoted or is the park adequately advertised to meet the growing local and regional demand for recreation opportunities? Are present facilities and programs sufficient to satisfy existing and future park visitor use?

F. Background Summary

Newcastle Island Provincial Marine Park is a 306 hectare island situated in Nanaimo Harbour. The park is separated from the City of Nanaimo by Newcastle Island Passage and is so close to Protection Island that at low tide one can walk between the islands. The island's shoreline is dominated by steep sandstone cliffs and ledges punctuated by sandy gravel beaches. Caves and caverns abound along the shoreline, providing contrast to the rolling upland covered with Douglas-fir, arbutus, Garry Oak and dogwood trees.

Indian middens offer historic evidence of at least two Salish Indian village sites (of the Sne-nymo- Confederacy) which were deserted before the discovery of coal in the area in 1849. The island's name was given by the officers of the Hudson's Bay Company, in 1853, after the ancient coal city of Newcastle-upon-Tyne in northern England. Coal was mined on the island from 1853 until 1883, while sandstone, used in many buildings along the west coast, was quarried from 1869 to 1932. The Mint in San Francisco, built in 1870, was constructed from Newcastle Island stone as were the Bank of British North America and the Bank of Montreal, in Vancouver.

Newcastle Island also played a role in the fishing industry of British Columbia. By 1910 the Japanese, who dominated fisheries, had established a small settlement just north of Shaft Point on the west side of the island operating a saltery and shipyard until 1941.

In 1931 the Canadian Steamship Company (C.P.R.) purchased the island and operated it as a pleasure resort, building a dance pavilion, tea house, picnic areas, change houses, wading pool, and play fields. Newcastle Island became extremely popular for company picnics and Sunday outings with ships from Vancouver bringing as many as 1,500 people at one time. Following W.W.2, the resort suffered a decline in popularity and in 1955 the City of Nanaimo acquired the island from the C.P.R. and turned it over to the Province in 1961 as a provincial marine park.

Today, the island offers a variety of recreational opportunities. Newcastle Island is a popular destination marine park which is extensively developed has over 75000 visitors annually. There are over 21 kilometres of hiking trails, 18 walkin campsites, 5 group sites, picnic shelters, children's playground, sanitary facilities, Pavilion with restaurant and gift shop, marine facilities, playing fields, picnic tables, interpretive displays and a interpretive program. Some of the trails south of Mallard Lake are also designated for recreational cycling. The pavilion provides interpretive displays, food concessions and a sprung wooden floor for dances and special events. The Newcastle Island Pavilion Society (NIPS) operates the food concession, dances and rentals under a Park Use Permit.

Section Two:

THE ROLE OF THE PARK

A. PROVINCIAL AND REGIONAL CONTEXT

Newcastle Island Provincial Park is a Class "A" park situated in Nanaimo Harbour containing 302 hectares of upland and 34 hectares of foreshore.

This picturesque island park is separated from the City of Nanaimo by Newcastle Island Passage. This channel, approximately 300 metres wide, serves as a major marine service and boat moorage area. The northern end of the park fronts on Departure Bay and the eastern side is open to the Strait of Georgia (see Figure 1).

Newcastle Island was created a Class A Provincial Park in October 1961, after its donation to the Province by the City of Nanaimo. This donation was subject to various terms and conditions (Appendix A). The City of Nanaimo purchased Newcastle Island from the Canadian Pacific Railway Co. in 1955 for \$153,000 following a narrow affirmative vote by the city's ratepayers. The C.P.R. acquired the island from Canadian Collieries (Dunsmuir) Ltd. in 1931 and operated a resort on the island for eleven years until 1942. A brief reopening was attempted in 1950.

The Nanaimo area has an excellent system of municipal parks. These parks provide area residents ample beach opportunities centred on warm water lakes and ocean beaches. However, parks with extensive areas of ocean waterfront are limited. Therefore, Newcastle Island is valuable in supplying this type of opportunity to regional residents. Nanaimo residents visit Newcastle Island on a day and overnight basis, and there is strong local interest in the conservation benefits of this park.

As a marine park it is a staging area for boats crossing Georgia Strait, a destination for boaters from the south and a convenient day use facility for Nanaimo boaters. Recreational, social and school groups use Newcastle for their annual picnics or campouts. School children and groups interested in outdoor education, human and natural history also utilize the park.

Other provincial parks found in this area include Hemer, Roberts Memorial, Petroglyph, Arbutus Grove, Drumbeg, Sandwell, Gabriola Sands, Whaleboat Island Marine, Pirates Cove Marine, Spider Lake, Englishman River and Rath Trevor. These parks provide a variety of recreational, cultural and natural opportunities for both vehicle-oriented users and boaters alike.

i. Conservation Role:

The conservation of lands and water, provision of recreation facilities and provision of tourism services are the cornerstones of the provincial park system. Newcastle Island helps to fulfil two **Conservation goals** identified by BC Parks.

LOCATION MAP

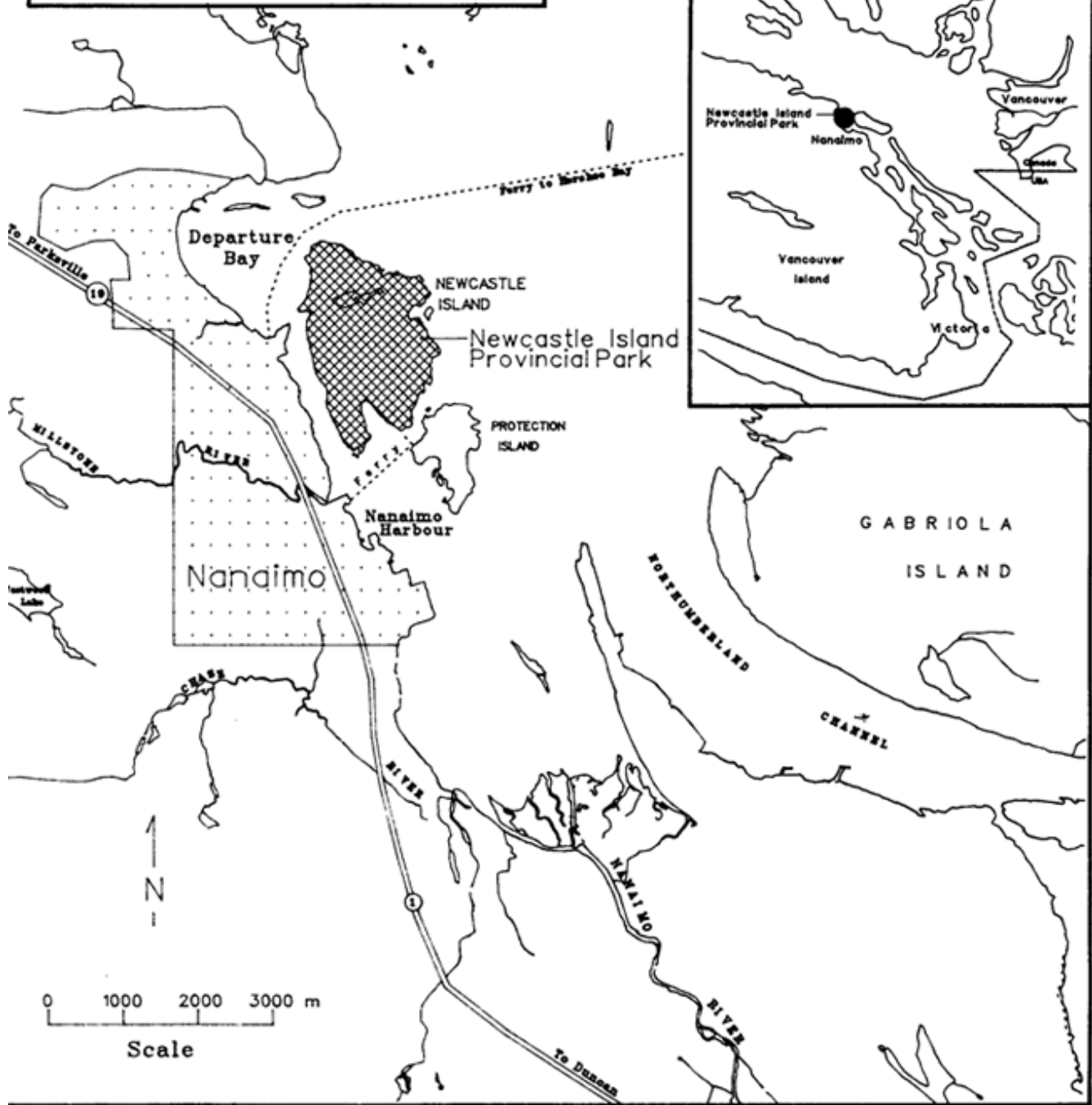


Figure 1 Location Map

- **Landscapes** - to conserve BC's natural diversity by protecting viable, representative examples of our different landscapes such as the Gulf Islands.
- **Special Features** - to protect BC's key natural and cultural features which are valued as part of our heritage (ie. aboriginal middens, CPR Resort and Pavilion, sandstone quarry, coal mines, fish saltery).

Newcastle Island is located within the Gulf Islands Regional Landscape, a special sub-unit of the Coastal Lowlands Natural Region. However, it is not ideally situated as, being north of the main cluster of the major Gulf Islands, it does not present the concept of "a maze of islands" as well as, for example, Prevost Island does. Newcastle Island displays vegetation typical of the landscape. As a small island, the topographic relief is less varied than is characteristic of the larger and hillier islands such as Galiano or Pender Islands. However, Newcastle Island does display many characteristics of the Gulf Islands. One of the most important of these is the varied shore zone, which displays the typical diversity of Gulf Islands'/Strait of Georgia substrates and biota.



ii. Recreation Role:

Newcastle Island provides access to outdoor recreation opportunities for Nanaimo area residents. The numerous visitor facilities and recreation opportunities found in this park complement the island's history and varied cultural and natural resources. Numerous attractions for both land and marine visitors makes this a popular destination area.

Newcastle Island presently contributes to three of BC Parks' recreation goals:

Tourism Travel Routes - to provide park attractions and services which enhance tourism travel routes. Nanaimo and foot passenger ferry service to Newcastle Island are accessed by Highway #1 (Island Highway). Access for boating recreationists is via the popular Inside Passage marine travel route.

Outdoor Recreation Holidays Destinations - to provide park attractions which serve as or improve key destinations for outdoor recreation holidays. Located in the popular southeastern portion of Vancouver Island, Nanaimo and the southern Gulf Islands are noted as major holiday destination areas.

Local Recreation - to ensure access to local outdoor recreation opportunities for all residents of British Columbia. Newcastle Island Marine Park provides land and marine-oriented recreation attractions for both local and provincial park visitors in a relatively natural setting.



B. VISION STATEMENT:

A vision statement for Newcastle Island Marine Provincial Park has been developed which looks forward to the next decade and sets a tone for how the park may differ from what it is today. Being clear about the long-term vision helps to guide what should be done in the short-term. The vision statement is an important guide for reacting to changing demands for recreation or incorporating new approaches to conservation management. The development of priorities for new management initiatives will be directed by this statement.

i. A Vision for Conservation

By the year 2008, Newcastle Island Provincial Marine Park continues to be a natural "green jewel" situated within the harbour of Nanaimo, now a city of approximately 150,000 area residents.

The main focus of management for Newcastle Island will be to increase awareness about the park's natural and cultural resources; to work with local residents and the corporate community in protecting these resources; and to expand the level of interpretation of the park's cultural and natural resources. Preservation of the park's natural aesthetics and visual quality will also be stressed to ensure that this "jewel" is protected for future generations.

ii. A Vision for Recreation

The increase in Nanaimo's area population will place a greater demand on the provision of more recreational opportunities. Newcastle Island will continue to serve this local population and remain a holiday destination for boaters travelling the Strait of Georgia. Emphasis will continue to focus on providing family-oriented recreation activities such as picnicking, viewing, boating, hiking, camping, fishing, photography and nature appreciation. Education on the island's natural and cultural resources through a well developed interpretive program will continue to be provided and add to the enjoyment of each park visitor's experience.

Introduction:

BC Parks applies zoning to Newcastle Island to indicate how different parts of the park are to be managed. In general terms, zoning defines a range of management directions. Due to the island's relatively small size and location in the middle of Nanaimo Harbour, the zoning for this park is divided into three zones:

- Natural Environment Zone covering most of the island with the exception of the southern end and the historic sites.
- Special Feature Zone which includes the CPR Pavilion, middens, sandstone quarry, coal mine shafts, Mallard Lake and Japanese saltery.
- Intensive Recreation Zone which includes the day use area, walkin campsites and wharfage.

The objectives of these zones are as follows:

- | | |
|-----------------------------|--|
| Natural Environment Zone - | to protect scenic values and to provide for backcountry recreation opportunities in a largely undisturbed natural environment. |
| Intensive Recreation Zone - | to provide for a variety of readily accessible, facility-oriented outdoor recreation opportunities. |
| Special Feature Zone - | to preserve and present significant natural or cultural resources, features or processes because of their special character, fragility and heritage value. |

A. NATURAL ENVIRONMENT ZONE:

This zone covers most of the island where there is no extensive facility development or heritage resources. The scenic values associated with Newcastle Island and the existing vegetation are important natural resources that should not be disturbed. Also included in this zone are the numerous hiking trails, Nares Point lookout and the surrounding foreshore excluding Mark Bay.

B. INTENSIVE RECREATION ZONE:

In this zone, visitors will have opportunities for a variety of readily accessible facility-oriented recreation and interpretation opportunities. While development is aimed at managing a high number of visitors, the setting will be maintained in as natural a state as possible.

This zone focuses on the southern end of the island and includes the day use area, group and wilderness campgrounds, service yard, marine facilities including mooring buoys, ferry and marine wharfs and Mark Bay. The 1983 plan suggested a possible future development including major access and public service area at the north end of the island. Since that time and after further study, this proposal will not be considered and BC Parks will continue to focus all major development at the south end.

The existing service yard will remain in its present location and the panabode structure will function as a workshop and interpretive program office. The caretaker's residence which has significant historic value will continue to accommodate the operation permittee who also provides 24 hour "on call" park service.

The CPR Pavilion serves as the focal point for interpretation, food services and special events. The food concession is currently operated by the Newcastle Island Pavilion Society (NIPS) who also hold theme dances and cater to group functions. The pavilion is a major historical feature on the island and BC Parks continues to maintain and upgrade the building with the assistance of the NIPS. The function of this building will be fully detailed in the CPR Pavilion Concept and Management Plans.

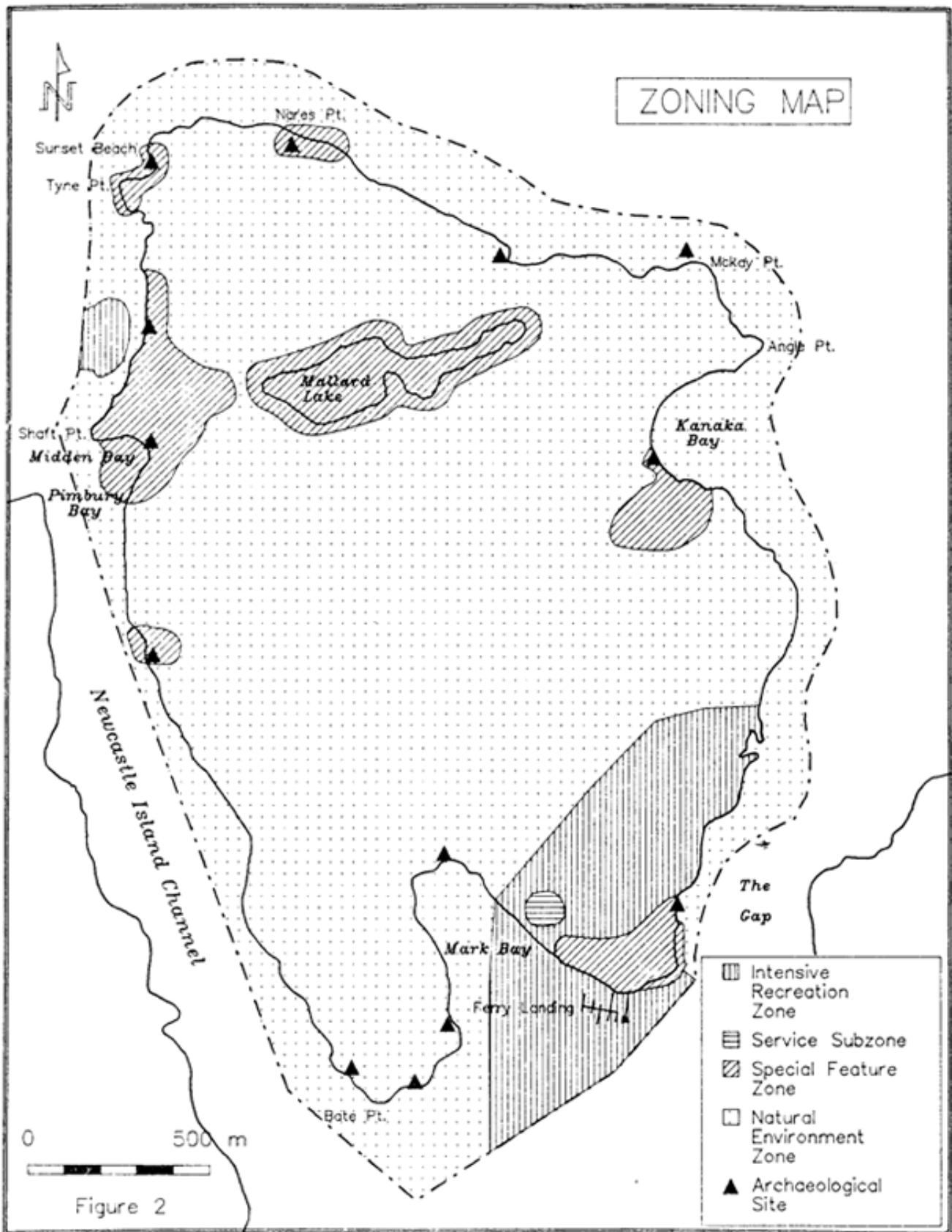
A number of other structures including a children's playground, picnic shelters, toilet building and old CPR bathhouse are also found in this zone. Remnants of the CPR resort era are evidenced in the old wading pool, shuffle board and checkers concrete structures. The historical values of these facilities will be discussed in more detail under the Heritage Resources and Special Features sections.

C. SPECIAL FEATURES ZONE:

The special features zones comprise both natural and historic features/resources found on Newcastle Island.

Natural features such as Mallard Lake and the sandstone rock formations found at the south end of the island are special features and special care must be taken to ensure their preservation through appropriate management actions.

Most of the other special features are associated with the existence of significant heritage resources. All archaeological sites will be zoned as heritage special features in order to respect their sensitivity to impact from people and development.



The CPR buildings including the pavilion, caretaker's residence and bath house will be reviewed separately to this plan. However, the intent is to maintain the resort theme of the pavilion and preserve the building for a number of appropriate uses. The caretaker's residence is in relatively good condition and will be maintained to accommodate the operations permittee. Unfortunately, the bath house which is located on top of a significant midden close to the beach is in extremely poor shape. Cost to renovate and refurbish this building would be extremely high. The building also lacks water and electricity and to bring such services from existing lines has significant associated costs and would disturb the midden site. Relocation of this building to another site (no longer consistent with the original layout of the CPR resort) is a possible option but unless adequate restoration/maintenance funds are available, BC Parks recommends that the bath house should be dismantled. Finalization on the future of all these buildings will be made following public input through the master planning process.

There are a number of special features or historic sites on the island. The quarry site possesses high interpretive values and has been developed with trails, fences, signs and some restoration for public enjoyment.

Remnants of coal mining which dominated the economic activity of the Nanaimo area until the late 1940's can be found at two separate sites located at Midden Bay and Kanaka Bay.

Only rusted bits of machinery and some bricks and timber beams remain of the Japanese herring salteries that were located on the west side of Newcastle Island. These operations began in 1910 and operated along with a fishing boat repair and building facility until 1945 when the Canadian Navy dismantled them.



Section Four:

NATURAL AND CULTURAL RESOURCES MANAGEMENT

Introduction:

Newcastle Island Provincial Park holds significant natural and cultural resources. It is representative of Coastal Douglas fir biogeoclimatic zone containing some of the special features of that zone's ecosystems. Parallel to that is the long history of the park and its use by both First Nations and early European and Asian settlers. The natural environment has been modified by these groups over time and remnants of mining, fishing, quarrying and the CPR resort are still visible today. The introduction of exotic plant and animal species by island visitors also contributed to modifying the island's natural landscape. Preservation of the natural values of the park shares importance with presentation of the cultural resources.

LAND AND RESOURCE TENURES

Land/Park Boundary

As an island, expansion of the terrestrial boundary is not a possibility. At present, the park only contains small portions of the foreshore. It is not known if important marine resources exist in the existing park foreshore or adjacent areas. While not known it is expected that these areas will have valuable marine natural resources that will play an important role in the park's representative role and its role in the larger park system.

Objective: *To ensure that the full range of terrestrial and marine environments are represented in the park.*

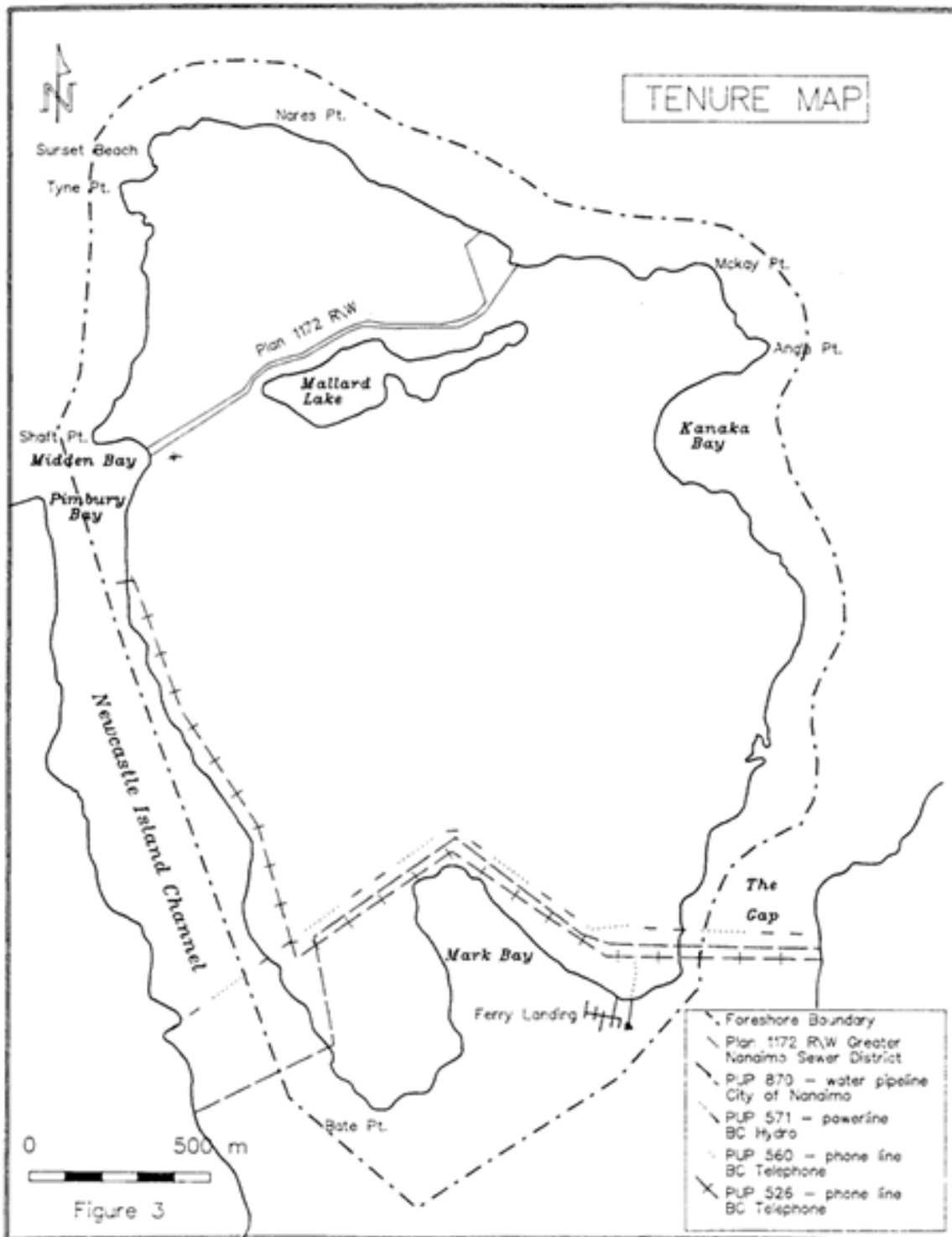
To remove any alienations or expired land tenures from the park and add these lands to the park.

Actions: Add foreshore component to the park in order to protect the local marine life and underwater cultural artifacts.

Status and remove from BC Lands registry any restricted covenants, alienations or land tenures which have expired but have never formally been added to the park.

Water

Newcastle Island does not contain significant natural water bodies. Mallard Lake is a created body of water. The lake adds significantly to the biodiversity of the park. Its retention is important to the park's cultural values and recreational values.



Objective: *To retain Mallard Lake as a special feature of the park.*

Actions: Carry out engineering assessment and management of the dam which impounds water on the lake.

Ensure the water level in Mallard Lake is maintained at a certain height in order that the resident fish populations survive.



Vegetation

The park is representative of the moist maritime subzone of the Coastal Douglas fir (CDF) biogeoclimatic zone. However, the naturalness of the park's vegetation has been impacted by the long history of settlement and use by natives, Europeans and Asians. It is not known if there are any areas of the park which retain natural plant communities.

Several species of plants including Scotch broom, Tansy Ragwort, English holly and English ivy which are especially invasive are found in the park. There may be other species of this nature in the park and such invaders should be removed where possible.

Portions of the park have had their native vegetation patterns modified by farming, industrial activities and recreation. Retention of these patterns is important in preserving and presenting the cultural resources of the park.

Objective: *To ensure that the park fulfills its representative role.*

To preserve any culturally modified vegetation patterns.

To maintain the vegetation in as natural a pattern as possible.

Actions: Undertake a detailed vegetation inventory to identify native semi-natural (those plant communities which contain elements which are not native to the subzone) and modified habitats in the park.

Prepare restoration plans for the semi-natural plant communities to enhance the representative role of the park.

Remove exotic plants from natural areas of the park and inhibit the spread of exotics from culturally modified areas of the park.

Develop an ecosystem management plan to maintain the natural pattern of vegetation. The role of fire, disease and insects will be included in the assessment and mechanisms to mimic their role in maintenance of ecosystems incorporated into the plan.

Wildlife

The range of wildlife species in the park is limited. Newcastle Island is surrounded by a rapidly urbanizing environment which further restricts the number of species. However, there is a sufficient wildlife population to warrant their management care in order to maintain faunal diversity. Key wildlife species include deer, raccoons, rabbits, bald eagles, waterfowl and small mammals.

Problems have been created by the introduction of several species. Rabbits are abundant in the park and there is a potential for them to affect the vegetation patterns of the park. Excrement from Canada geese using portions of the day use field area have a negative aesthetic effect and potential health hazard for park visitors.

Interaction with wildlife is an important part of the park visitor's experience. In some instances this interaction is with an exotic species such as rabbits and raccoons. Control of exotic species can be expected to generate public concern in some cases.

Objective: *To maintain a diversity of native species.*

To reduce the effects of exotic animals.

Actions: Document the range of species in the park.

Continue "No Hunting" Policy on Newcastle Island.

Prepare an ecosystem management plan that will examine the needs of wildlife. Vegetation is the platform for wildlife habitats and these habitats will be maintained including trees.

Enhance the habitat of native wildlife species.

Prepare an exotic species management plan for each species in the park. Control of animal populations, will whenever possible, use natural methods such as predation etc.

Fish

Mallard lake which is the only manmade water body on Newcastle Island contains several species of non game fish.

The marine waters surrounding the island are home to a variety of species, many of which are harvested by both commercial and recreational users.

Objective: *To protect the fresh and salt water environments associated with Newcastle Island to ensure the continued health and reproduction of aquatic plant and animal populations.*

To phase out commercial marine uses surrounding the island as soon as possible.

Actions: Close Mallard lake to fishing.

Characterize and describe typical marine habitats for this portion of the Strait of Georgia.

Describe the marine habitats of the existing marine portions of the park and compare to the range of typical habitats. Identify missing elements and locate candidate areas. Add any candidate areas that are adjacent to the park.

Close the surrounding marine foreshore area to commercial harvesting including crabbing.

Cultural Resource Management

The remains of previous occupations including First Nations, mining, sandstone quarrying, fishing and the CPR resort are still evident today on Newcastle Island. These cultural resources should be protected and interpreted to park visitors as part of the island's history.

Objective: *To present the previous resource occupations on the island and protect the remaining artifacts associated with these activities.*

To protect any historic artifacts lying within the proposed foreshore boundary for public interpretation and displays.

Actions: Maintain the CPR Pavilion for a variety of uses as stated in the management plan. Associated CPR structures and facilities will be interpreted as part of the island's interesting history.

Retain the bath house by stabilizing the building and adding display panels to the exterior. There will be no public access and electrical or water services provided into the building.



The old mine and saltery will be interpreted through signage and the visitor services program.

Protect the numerous occupation sites on Newcastle Island, (ie.) archaeological sites, middens and possibly interpret one site following further consultation with Nanaimo First Nations.

Maintain rock retaining wall near bath house and expand to original length in order to protect the existing bank from erosion.

Liaise with Nanaimo District Museum on local cultural events, historic displays, interpretation themes and displays.

Outdoor Recreation Features:

Objective: *To ensure that recreation, promotion, development and use are compatible with outdoor recreation features and in keeping with conservation objectives for the park's resources.*

Actions: Manage recreation use in conjunction with the park's zoning plan so that outdoor recreation features and natural resources will be minimally affected.



Relationship with First Nations:

First Nations people have been using Newcastle Island since before the first European contact. BC Parks has limited information on the values of the features and resources in the area as they relate to First Nations' culture and heritage.

Objective: *To develop on-going communication and working relationships with First Nations people whose traditional territory cover the park.*

Actions: Discuss with First Nations in Nanaimo methods and appropriate ways in presenting native history associated with Newcastle Island and surrounding region, as part of BC Parks interpretive and overall management, to park visitors.

Continue discussions on the carving and erection of two "Welcoming Poles" at the south end of the island. The carving of these poles on the island could be incorporated into a special interpretive program where park visitors watch native artisans design and carve them in their traditional methods.

Establish an annual special events First Nations Day in partnership with local First Nations communities, as part of the cultural history of Newcastle Island, presenting traditional activities, salmon barbecue and exhibit/sale of native articles for the enjoyment of park visitors.

Section Five:

VISITOR SERVICES MANAGEMENT

Introduction:

Newcastle Island Provincial Park is a popular regional day use and marine destination park located in Nanaimo Harbour. Accessed by private boat or scheduled ferry service this scenic marine park offers a variety of recreational and cultural opportunities to visitors in a largely undisturbed setting. The park has numerous natural resources ranging from plant and wildlife to interpreting the cultural features associated with aboriginal contact, sandstone quarrying, coal mining, salteries and C.P.R. resort themes. Most of the recreational activities focus on the south end of the island and include picnicking, games, group camping, tenting, fishing, photography, nature appreciation, hiking, bicycling, and interpretation programs (Figure 4).

Visitor services on Newcastle Island accommodates a wide spectrum of park users and range from intensive use facilities centred around the C.P.R. Pavilion.

The visitor services proposed for this park are as follows:

- provide for a variety of high use, facility-oriented outdoor recreation activities centred around the south end of the island (Intensive Recreation Zone);
- protect and interpret significant natural and cultural resources, features or processes because of their special character, fragility and heritage value (Special Feature Zone);
- provide informal hiking, viewing and cultural/nature interpretation in a largely undisturbed natural environment (Natural Environment Zone).

The park is enjoying increasing popularity from both day users and boaters. Increased ferry service to the island has helped to relieve the congestion at the ferry terminals but parking is still a problem. It is proposed that a plan will be developed in conjunction with the Nanaimo Parks and Recreation Department and the Nanaimo Harbour Commission to review the existing facilities at Maffeo Sutton Park and the means to upgrade them to meet future demands.

To achieve the park's visitor service objectives, it is important to work with outdoor recreation groups, local community, private sector, Nanaimo Harbour Commission and municipal, regional and other government agencies in order to coordinate planning and development. In particular, close liaison with the Newcastle Island Pavilion Society (NIPS) will help to ensure that park visitor needs are closely met.

Informing park visitors about all aspects of the park and surrounding area is one of the most important functions of the visitor services program. In addition to a very popular seasonal

Newcastle Island Park Development Plan

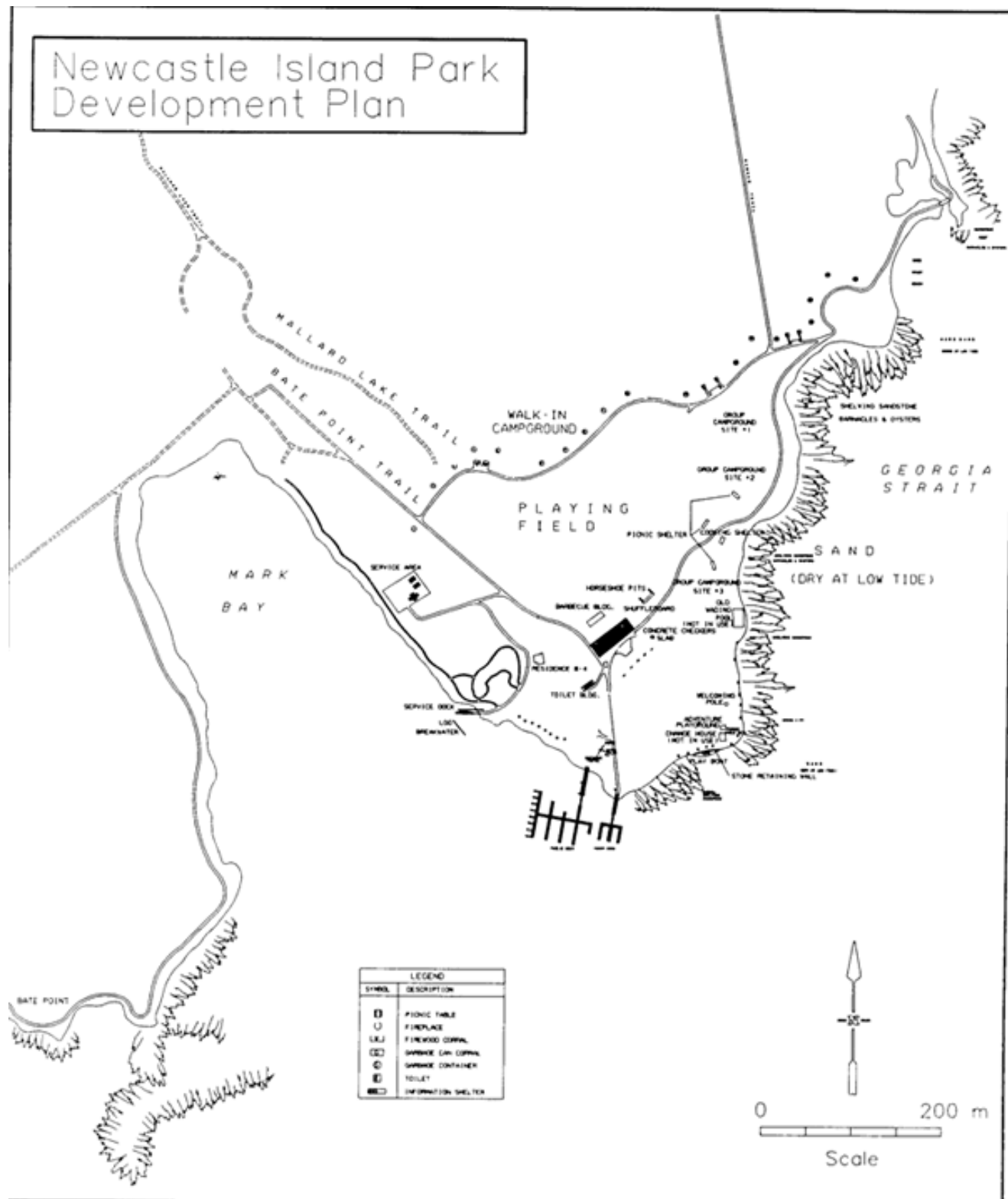


Figure 4: Facility Development Map

interpretive program the information strategy should emphasize local island history, on-site interpretive displays, ecological processes, common flora and fauna, outdoor ethics, regional area information, water safety, fishing and boating regulations and appreciation of the park's natural and cultural resources.

OUTDOOR RECREATION OPPORTUNITIES

BC Parks will provide the opportunity for local groups, corporate business and the community to be actively involved with the management and provision of services in the park.

The following summary outlines each activity, its objective and the facilities or services required.

Natural and Cultural Appreciation

Objective: *To preserve and interpret the many cultural and natural resources found on Newcastle Island.*

To seek strong community and corporate partnerships to assist in the provision of facilities, services and displays important to the local community and park visitors.

Actions: Retain the bath house (stabilize building and provide display panels on the exterior) so that it may be interpreted as a special cultural feature associated with the CPR era. No water or power services should be brought into the bath house as such renovations would disturb the midden it is situated on. Should the bath house be destroyed by fire, vandalism or if the building deteriorates to a level where replacement is the only solution, then the building should be removed and the site capped to protect the midden.

Remove the "Coal Tipple" from the island as it does not represent or replicate any former mining equipment from Newcastle Island. The coal tipple also does not meet new municipal playground standards for safety. Materials from the coal tipple will be recycled for trail construction projects.

Carve and erect two "Welcoming Poles" located at the sites of the old flagpole base and coal tipple (removed) with input and assistance from the Nanaimo First Nations. Construction and interpretation of these totem poles will be ongoing and part of the human history theme associated with Newcastle Island.

Protect all archaeological sites and existing shell middens from future facility development and work closely with the Archaeological Branch and local First Nations to ensure that the inventory of existing archaeological sites is updated. Middens could be interpreted through interpretive signs in the Pavilion rather than on-site, thereby protecting them from public disturbance;

The CPR Pavilion is the main building structure and central meeting area on the island. A number of reports have been compiled relating to its history and development. More detailed recommendations will be dealt with at the end of Section 5.

Continue restoration of the pulpstone quarry and improve display panels; animate site with costumed interpreters and operating machinery during special events.

Other sites on the island requiring interpretive signs or panels are the sandstone quarry, saltery, coal mine and Kanaka Bay. There should be no further development of any other historic sites on the island.

The wading pool will be stabilized and interpreted as a period artifact.

The shuffleboard, checkers board and horseshoes throw area will be stabilized and maintained for the use of park visitors.



Boating

Objective: *To provide safe boating information and regulations in addition to sheltered moorage, docking facilities and a variety of upland recreation opportunities.*

Actions: General boating/park information, washrooms and public telephones are available near the main wharf at the south end of the island. An information board with specific marine-related information such as boating and fishing regulations, fees, and emergency contacts will be located in a central location near the ferry and boater's wharves.

Current wharfage space is adequate but increased monitoring and time limits for boats tied at temporary berth spaces will be enforced to maximize efficiency during peak periods.

No mooring buoys will be installed at this time. Further review of whether mooring buoys are suitable for Newcastle Island will be undertaken at a later date.

Camping

Objective: *To continue to provide and improve both the tenting and group camping areas found in the Intensive Recreation Zone.*

Actions: Improvement to the existing camping area will include constructing up to a maximum of 20 additional sites as demand requires. A feasibility study on the carrying capacity for camping on the island will provide the necessary data to determine whether future expansion is necessary.

Camping will be limited only to the south end of the island.

Upgrade groups campsite areas #4 and #5 to include shelters and barbecues. Group campsite #5 will be relocated to avoid use conflicts with evening events held in the Pavilion.

Upgrade existing pit toilets and connect to existing sewer system. Construct additional ones within the Intensive Recreation Zone when required.

Day Use

Objective: *To offer a wide range of day use opportunities including both land and water based activities.*

Actions: Remove coal tipple with minimal disturbance to the underlying midden and revegetate the area with native shrubs and ground cover.

Upgrade existing hiking trails and monitor multi-use trails (mountain bicycles) to ensure minimal erosion and plant disturbance. Improved trail signage and enforced regulations on trail use will assist in providing a better trail system for all park visitors.

Provide opportunities for a variety of outdoor activities including checkers, horseshoes, volleyball and possible rentals of kayaks, canoes and windsurfers.

Refurbish *MV Race Point* tugboat in the dayuse beach area for the continued pleasure of children. Should this boat be not possible to refurbish, BC Parks will consider replacing it with another small representative fishing boat.



Redesign the park portal area and provide/portray the unique cultural history of Newcastle Island. This redesign will include:

- Construct an 1930's gazebo or information-style kiosk (refer to Appendix F) near the park portal area. This gazebo, also designed with a CPR theme, would provide general park and historic information, emergency contacts and directional signs. A site plan for the entrance area will be developed with special attention given to presenting a 1930's era appearance.
- Replace existing lamp standards with lighting complementary to the 1930's era.
- Modify the existing toilet building in order to provide outdoor showers and improved physically challenged access. The exterior of the change house should complement the colour scheme of the Pavilion and be incorporated as part of the overall CPR theme.
- Remove the existing telephone booth and additional telephone unit on the Pavilion exterior and relocate to the outside of the toilet building.
- Locate information shelters (with specific boater information) and garbage corral at the top of the boat and ferrywharves.

Outdoor Education

Objective: *To encourage outdoor education in the park and surrounding area so as to enhance the public's understanding and appreciation of the special natural and cultural features associated with Newcastle Island and the Nanaimo region.*

Actions: Encourage special interest groups such as Nanaimo Historical Society, Newcastle Island Pavilion Society, 7 Potato Society, Nanaimo Chamber of Commerce to participate in special events held on the island.

Discuss with local First Nations opportunities to participate and educate park visitors on the cultural features and history associated with the island.

Interpret major themes in the park through signage, displays and speakers.

Sandstone quarry, saltery and coal mine will have interpretive panels and directional signing. Further discussion on whether the coal mine should be partially opened up to the public for interpretive purposes is recommended.

School programs will be encouraged during the shoulder seasons.

The Pavilion will continue to function as the central meeting place and interpretive centre for the island. The dissemination of public information on park programs, special events, the park's natural history and special features and visitor queries will also be provided at the Pavilion.

Opportunities for Special Needs Visitors

Objective: *To provide access and facilities for the physically challenged so that they can enjoy the many special natural and cultural features found on Newcastle Island.*

Actions: All new structures will be designed to meet the needs of the physically challenged. Improvement to existing structures such as the toilet building, boat and ferry ramps, Pavilion and specially designated trails will ensure better access for special needs visitors.

Other Activities

Objective: *To provide a variety of outdoor recreation activities and special events including dances, barbecues, company picnics, sports days on Newcastle Island.*

Actions: BC Parks will encourage special events such as Newcastle Island Historical Days, Coal Miners Day and First Nations Day to be held on the island and assist groups wishing to utilize the park for such functions.

Schools, clubs, companies and other organizations will continue to be able to reserve group sites for picnics, barbecues, sports events and camping.

A variety of dances and special events will continue to be held in the Pavilion.

It is recommended that a major event focusing on the CPR era will be held in the Pavilion once a year and possibly become an annual event.

The selling of food edibles, other than in the Pavilion, will only be allowed in designated sites during special events.

Pavilion

Objective: *To preserve and interpret this historic CPR building.*

To provide a variety of services for the public and continue to maintain the building as a multi-use structure park visitor centre.



Actions: Develop a **Pavilion Concept Plan** in conjunction with the local community. This plan will provide a focus for future development that incorporates food services, gift shop, dance floor, interpretive centre, offices, washrooms etc. in a 1930's theme. This concept will be developed with assistance from professional historic design consultants and Heritage Conservation Branch. Other key issues in this concept plan will also include:

- Develop a new floor plan addressing design space for a variety of activities.
- Develop the Pavilion as the focal interpretive centre for the island. New exhibits and refurbishing the building with period furniture and lighting will complement the overall theme.

- Repair and/or replacement of the wooden dance floor. All renovations to the building will be in keeping with the CPR era theme and consultation with architects specializing in historic renovations is recommended.
- Redesign existing exhibits in modular fashion for ease in moving. Re-using components of existing displays is recommended wherever possible to help in reducing costs.
- Quality food concession and services will continue to be provided in the Pavilion with consideration incorporating the CPR 1930's theme to both concession design decor and menu style offered. No other fast food or snack concessions will be allowed on the island with the exception of special events under permission from BC Parks.
- Expand the gift shop in keeping with the theme and design of the pavilion. Items to be sold in the gift shop will relate to parks themes, natural history, wildlife, marine life, the environment, cultural history, photography and limited sundry goods. A more detailed list of the types of articles to be sold will be laid out in the Pavilion Management Plan.

Increase public use and access of the pavilion during the day and ensure special events do not prevent the public from utilizing the building in normal periods of operation.

Following completion of the Pavilion Concept Plan, a Pavilion Management Plan will be prepared. This detailed plan will outline the specific functions, activities and operating standards permissible within the Pavilion. This plan will also outline specific methods or means to maximize revenues that would see the Pavilion self sufficient in operating and ongoing capital maintenance costs.

<p>MANAGEMENT SERVICES</p>

A. Park Headquarters and Service Yard

Newcastle Island Provincial Marine Park falls within the South Vancouver Island District, headquartered in Victoria at Goldstream Provincial Park. This park is locally managed from the Nanaimo Area office, a sub-unit of the District, which is located in Nanaimo.

A service yard is located on Newcastle Island. The Park Facility Operator (PFO) who operates the park under contract also provides twelve month security by living on the island in the caretaker's residence. The PFO is responsible for collecting fees, providing security,

maintaining the campsites and day use area, cleaning park facilities and providing general information to park visitors.

Currently the Newcastle Island Pavilion Society (NIPS), a non-profit registered organization, provides food services, gift shop, monthly dances, rentals and visitor information under a Park Use Permit. The monies collected help to finance the maintenance and refurbishing of the Pavilion and other historic features in the park (ie. quarry site).

- Actions:**
- Erect a new fence around the service yard to provide better security of maintenance vehicles/equipment, supplies and buildings.
 - Screen the service yard with native vegetation to provide greater privacy for staff/contractors, improved landscape aesthetics and increased visual security for park operations equipment.
 - Construct a service marine ramp and connecting access trail to the south of the service wharf for improved safe loading and unloading of materials and supplies.

B. Site and Facility Design Standards

All sites and facilities developed for public use will meet the design standards of BC Parks and complement the park's natural and cultural attributes. Design will complement existing historic buildings by constructing new structures reminiscent of the CPR era. Factors to be considered include visual aesthetics, safety, durability and operational efficiency.

C. Safety and Health

Every precaution will be taken to ensure the safety and health of visitors, park operators, volunteers, Pavilion operators and staff in Newcastle Island Park. Mooring facilities will meet Federal safety regulations and provide physically challenged access. Facility operators will have first aid training and first aid kits will be located readily for emergency situations. Adequate night lighting, information boards with emergency phone numbers and public telephones are available for the use of park visitors.

Close liaison and coordination with local fire/emergency groups will be ensured in the event of any fires, natural disasters or accidents. Regional emergency services can be contacted by public telephones found in the park or by having information relayed through BC Parks' staff, Park Facility Operator or other contractors.

A City of Nanaimo sewer line (under permit) crosses the island to Protection Island connecting all sanitary facilities within the pavilion, caretaker's residence and service yard.

Actions: Upgrade pit toilets with flush units and connect to existing sewer system.

Provide boaters with information on locations of nearby marine sanistations, ecobarge and promote pack-in/pack-out garbage concept.

Provide up-to-date emergency telephone numbers in the new centrally located information kiosk.

D. Volunteer Services

Through the years, volunteers have been invaluable to the quality of services and facilities experienced in provincial parks. Many of the special events hosted on Newcastle Island are undertaken with the assistance of volunteers. The Newcastle Island Pavilion Society (NIPS) was established to aid in the protection, preservation and presentation of the Pavilion and other important historic features found on the island. Operating under a park use permit, NIPS raises monies through summer dances, barbecues and the provision of food services. Surplus monies after expenses are directed to a variety of historic projects under the supervision of BC Parks.

Actions: Continue to encourage and expand volunteer groups to upgrade hiking trails, participate in education and interpretive programs, provide information to park visitors on a variety of topics and undertake special programs.

BC Parks will also have to strengthen linkages or partnerships with the business community and other agencies to provide the variety of enhanced services and facilities desired by many of the park's visitors, particularly from the local community.

BC Parks' staff will participate more directly in the community to encourage greater voluntarism and partnerships in the park.

Encourage cooperation with Nanaimo Harbour Commission, Nanaimo Parks and Recreation Department, Federal Fisheries, and Nanaimo Ferries on the provision of good public ferry access and service to the island. Improved wharf/ramp facilities and pedestrian access from Nanaimo is required.

PROMOTION AND INFORMATION PROGRAM
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Introduction:

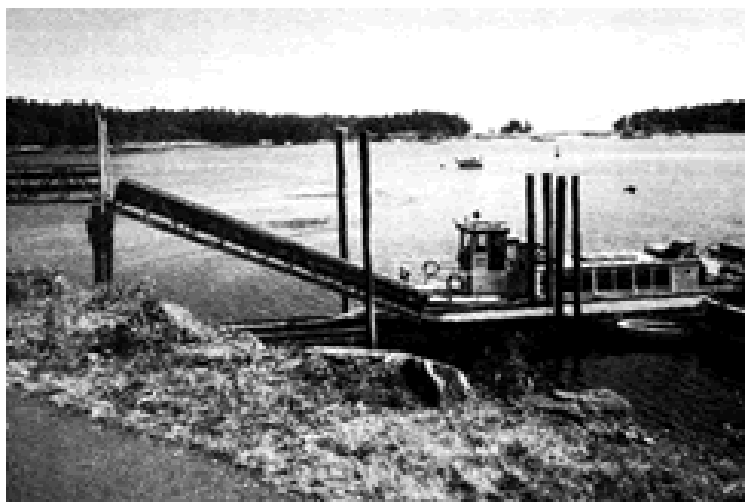
Newcastle Island is a heavily used park especially during the warm summer months. Day users from the Nanaimo area frequent the park enjoying the wide variety of recreational and

educational opportunities. Group camping is increasing in popularity and boaters enjoy the excellent moorage and upland facilities. Many school groups participate in interpretive programs during the shoulder seasons and theme dances are held regularly during the summer months.

A. Access Strategy

The access strategy for Newcastle Island will continue to be via marine access only. A proposal for a bridge to connect Newcastle Island with downtown Nanaimo as part of the original 1960 transfer agreement was readdressed and unanimously rejected by interest groups and local agencies. A regularly scheduled passenger ferry service, operated under Park Use Permit, provides visitors transportation to the island. Operated seasonally with daily service between May and October, the ferry operator also provides pedestrian/bicycle access from mid-morning to early evening. Construction of a new ramp at Newcastle allows the physically challenged improved access and development plans are currently in progress to upgrade the existing wharf on the Nanaimo side to also meet physically challenged standards.

Besides ferry service, access is limited to a variety of marine crafts and boat charters. Boaters can either anchor in the protected waters off Mark Bay or tie up at the wharf. Canoeist and kayakers find Newcastle Island a popular destination and utilizing its numerous small bays and beaches.



During low tide periods foot access is possible from Protection Island via the shallow and narrow channel separating the two islands. However, caution must be exerted as water level changes and tidal currents prevail.

Actions: Continue to provide a ferry service at the south end of the island. Ferry service and associated facility development will not be provided at the north end of the island so as to retain the area's natural environment and wilderness qualities.

Sign a letter of understanding with Nanaimo Parks and Recreation Department and Nanaimo Harbour Commission to provide marine access, formalized park visitor parking and improved facilities at Maffeo Sutton Park.

Upgrade existing docks and pilings, especially on the Nanaimo side, and continue to improve access for seniors and physically challenged persons. Explore with municipal government, interest groups and private sector possible cost sharing options for wharf and access upgrading.

B. Information Strategy

The information strategy for Newcastle Island will emphasize its cultural and natural features, provide a variety of outdoor recreational activities, encourage environmental ethics and educate the public on marine and outdoor safety issues. Information shelters are located at the top of both the boat and ferry wharves and along the main trail to the Pavilion. Directional signing, interpretive panels, displays in the Pavilion and interpretive programs provide park visitors a wide range of information promoting activities within the park and those nearby. In addition, there is an in-park handout, "Ghosts of Newcastle Island" and marine park brochures, and the Nanaimo Visitors Guide offering a variety of information on Newcastle Island.

This park has a very successful interpretive program. Themes relate to the island's interesting history and cultural resources as well as local flora and fauna, outdoor ethics and marine biology. Interpretive walks, talks and slide shows are popular with both children and adults. Spring and fall are popular time for schools and special interest groups to arrange individual interpretive programs.

Actions: Construct a "1930's Gazebo-style" information kiosk near the park entrance area. This kiosk, with physically challenged access, will have display panels with general park information, emergency phone numbers and highlights of Newcastle Island's cultural and natural features.

Develop an overall signage plan for Newcastle Island.

Seek community and/or corporate sponsorships to continue to provide visitors with a variety of park-related information such as Newcastle Island Marine Park brochures, "Ghosts of Newcastle Island", marine park brochures, safety pamphlets, interpretive brochures and in-park handouts.

Encourage local newspapers, Tourism Nanaimo and Nanaimo Chamber of Commerce to continue to provide general park information and news of special events on Newcastle Island.

Promote a joint phone line between the various contractors on the island to facilitate streamlined and more effective information for the public.

C. Marketing and Promotion

Existing promotion of Newcastle Island Park is through regional BC Parks maps and brochures. Local pamphlets on the island's cultural and natural features are also available as well as in park handouts. The local Chamber of Commerce, Nanaimo Museum, Tourism Nanaimo and other regional tourism outlets also promote Newcastle Island and provide general park and regional recreation information.

During the summer months the park is heavily used. Boat moorage is at a premium and the group campsites are usually reserved. However, most of the island's use is concentrated at the south end around the Pavilion and day use area. The northern part of the island is still in a relatively natural and uncrowded state with park users dispersing on the numerous trails, beaches and scenic viewpoints.

An excellent ferry service, food services, a variety of recreation facilities, special events centred at the Pavilion, numerous cultural features and a close proximity to Nanaimo are the main reasons why this island is so popular.

Special events including dances, company picnics, Heritage Days, Coal Miners' Days, native barbecues and local summer festivities attract increasing numbers of visitors to Newcastle Island.

Actions: Encourage facility operators, NIPS, local business and interest groups to promote shoulder season use in order to attract more park visitors during these periods.

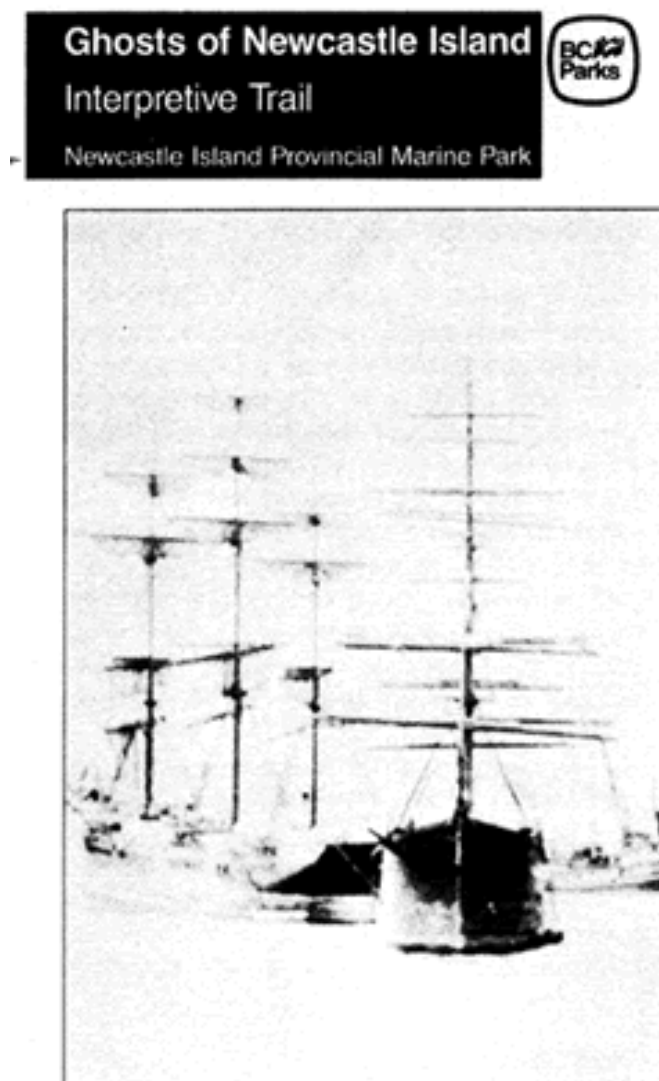
Promote "Special Events" that are held during the shoulder seasons.

Continue to promote the park through regional BC Parks maps and brochures and local area information outlets.

Continue to liaise and cooperate with Chamber of Commerce, Tourism Nanaimo, Nanaimo Museum, Nanaimo First Nations and special interest groups in order to promote and protect the island's many natural and cultural features.

Promote with local school district and municipality the park's availability for field classes, environmental studies and recreation courses especially during the shoulder seasons.

Promote through local travel information centres the many natural and recreational features associated with Newcastle Island and other provincial parks.



Introduction:

This section compiles all of the actions listed throughout the master plan and lists them in order of priority. Implementation of these actions is dependent on the availability of BC Parks' financial and staff resources, and will be affected by the needs of other parks in the South Vancouver Island District and in the rest of the BC Park system. Approval of this plan does not constitute automatic approval of funding for implementation. In addition, BC Parks may have to seek corporate, community or interagency partnerships to implement many of the actions listed in this master plan.

Prioritizing of the main resource and visitor management proposals is necessary to effectively implement this five to ten year management plan. The following outline lists the proposed actions in three sections: Highest Priority Actions; Task or Project Oriented Actions; and Ongoing and Monitoring Actions.

The first list (Highest Priority Actions) highlights the actions that are of the highest priority and require attention within the near future.

The second list (Task or Project Oriented Actions) highlights the actions that require a specific task or project. Park managers will review this list for upcoming budgets and annual work plans for staff. This list is separated into Resource Management actions and Visitor Services actions.

The third list (On-going Monitoring Actions) describes the actions that require on-going or monitoring types of tasks or projects. This list will be reviewed regularly by park managers to ensure that the overall spirit and intentions of this master plan are being followed. This list is also separated into Resource Management actions and Visitor Services actions.

HIGHEST PRIORITY ACTIONS

- Prepare a concept plan and subsequent pavilion management plan for the CPR Pavilion which will outline the options and guidelines available to complement the 1930's theme. Acting as the interpretive centre for the island, the pavilion will also provide food services, interpretive displays, gift shop and cater to a variety of special events and dances.
- Develop a site plan for the entrance/portal area giving special attention to presenting a 1930's era appearance. Period lighting fixtures, curved seating benches, flag pole and a gazebo-style kiosk will all be located near the park portal area. Accessible for the physically challenged, this kiosk will complement the pavilion in exterior colour and

provide general park information, directional signs, emergency contacts and highlights of Newcastle Island's cultural and natural features.

- Modify/upgrade the Maffeo Sutton ferry terminal in conjunction with the City of Nanaimo Parks and Recreation Department, Nanaimo Harbour Commission and other potential partners. Explore with these agencies and the private sector cost sharing options, technical expertise, materials, labour etc. associated with this project.
- Strengthen community and corporate linkages, especially the Newcastle Island Pavilion Society, to provide the enhanced services and facilities outlined in this plan.

TASK OR PROJECT ORIENTED ACTIONS

NATURAL AND CULTURAL RESOURCES MANAGEMENT

Land:

- Add foreshore to a 30 metre width surrounding the island to the park in order to protect the local marine life and underwater cultural artifacts.
- Remove any restricted covenants, alienations or land tenures (ie. old rights-of-way) which have expired but have never been formally added to the park.

Vegetation:

- Undertake a detailed vegetation inventory to identify native semi-natural and modified habitats in the park.
- Develop an ecosystem management plan to maintain the natural pattern of vegetation and assess the role that fire, disease and insects play in maintaining this ecosystem.

Wildlife:

- Prepare an exotic animal species management plan for all man-introduced species in the park. Control of animal populations, will whenever possible, use natural methods such as predation etc.
- Prepare an ecosystem management plan that will examine the needs of wildlife. Vegetation is the platform for wildlife habitats and these habitats will be maintained including trees.

Marine/Water/Fish:

- Undertake a marine life inventory of the surrounding foreshore to determine variety of species and range of habitat. Identify any missing elements and locate other candidate areas for future addition to the park.
- Close Mallard Lake to recreational fishing.
- Close surrounding marine foreshore area to commercial harvesting including crabbing.

Cultural:

- Remove the coal tipple from the children's playground area.
- Protect the numerous occupation sites on Newcastle Island, (ie.) archaeological sites, middens and possibly interpret one site following further consultation with Nanaimo First Nations.
- The old mine and saltery will be interpreted through signage and the visitor services program.
- Retain the bath house by stabilizing the building and adding interpretive display panels to the exterior. No electrical or water services will be connected to this building and protection of the midden it is situated on will take precedence. No public access will be allowed into the interior of this building.

Relationships With First Nations:

- Erect two Coast Salish "Welcoming Poles" at the south end of the island with consultation and assistance from the Nanaimo First Nations.

VISITOR SERVICES MANAGEMENT**Outdoor Recreation Opportunities:**

- Camping will be limited only to the south end of the island.
- Modify the existing toilet building in order to provide outdoor showers, improved physically challenged access and outside public telephones. The exterior of this building will be painted to complement the colour scheme of the CPR Pavilion.
- Upgrade group campsite #4 and relocate group campsite #5. Both sites will have shelters and barbecues.

- Construct a service marine ramp and connecting access trail to the south of the BC Parks wharf for improved and safe loading and unloading of materials and supplies.
- Landscape and fence area surrounding the service yard to provide improved aesthetics and increased security for park operations equipment.
- Remove the existing telephone booth and relocate to the outside of the toilet building.

CPR Pavilion:

- A variety of dances and special events will continue to be held in the Pavilion.
- Develop a new floor plan for the Pavilion addressing design space and furnishings for a variety of activities.
- Develop the Pavilion as the focal interpretive centre for the island. New exhibits and refurbishing the building with period furniture and lighting will complement the overall theme.
- Renovate and refurbish the interior of the CPR Pavilion in the 1930's era theme. As part of this process the wooden "sprung" dance floor requires repair and/or replacement. Consultation with architects specializing in historic renovations is recommended.

Access Strategy:

- Continue to provide a ferry service at the south end of the island. Ferry service and facility development will not be provided at the north end so as to retain the natural environment and undeveloped qualities associated in the part of the park.
- Sign a letter of understanding with Nanaimo Parks and Recreation Department and Nanaimo Harbour Commission to provide continued marine access and improved facilities at Maffeo Sutton Park.

Information Strategy:

- Develop an overall signage plan for Newcastle Island.
- Construct a "1930's Gazebo-style" information kiosk near the park entrance area.
- Locate information boards with specific marine-related information such as boating and fishing regulations, fees, and emergency contacts at the top of both the ferry and boat wharves.

ONGOING AND MONITORING ACTIONS

NATURAL AND CULTURAL RESOURCES MANAGEMENT

Marine/Water/Fish:

- Ensure the water level in Mallard Lake is maintained at a certain height in order that resident fish populations survive.
- Carry out engineering assessment and management of the dam which impounds water on Mallard Lake.
- Characterize and describe typical marine habitats for this portion of the Strait of Georgia.

Vegetation:

- Prepare restoration plans for semi-natural plant communities to enhance representative role of the park.
- Remove exotic plants from natural areas of the park and inhibit the spread of exotics from culturally modified park area.

Wildlife:

- Continue "No Hunting" policy.
- Continue to enhance the habitat of native wildlife species.

Cultural:

- Maintain the rock retaining wall near the bath house and expand to its original length in order to protect the existing bank from erosion.
- Retain the wading pool and shuffleboard as interpretive period artifacts.
- Interpret major themes in the park through signage, displays and interpretive talks.
- Continue and expand the interpretation of significant cultural features such as the quarry, saltery and coal mine. Further discussion on whether the coal mine should be partially opened up to the public for interpretation purposes is recommended.

- Consult with Heritage Conservation and Environment Branches the future of the bath house. Should stabilization of this building prove unsuccessful, the structure will be removed and its site restored with minimal earthworks so as not to disturb the midden it is situated on.
- Continue to liaise and cooperate with Chamber of Commerce, Tourism Nanaimo Nanaimo Museum and special interest groups on local cultural events, historic displays, interpretation themes and displays.

Relationships with First Nations:

- Promote on-going discussions with First Nations on methods and ways of presenting the native history associated with Newcastle Island and surrounding region.
- Establish an annual special events First Nations Day in partnership with local First Nations communities as part of the cultural history of Newcastle Island.

VISITOR SERVICES MANAGEMENT

Outdoor Recreation Opportunities:

- Promote special events, school programs, interpretive programs etc. during the shoulder seasons in order to attract more park visitors during these periods.
- Continue to improve the existing camping area. Future expansion will include developing up to 20 additional sites as demand dictates.
- Manage recreation use in conjunction with the park's zoning plan so that outdoor recreation features and natural resources will be minimally affected.
- Improve trail signage, upgrade existing trails and monitor multi-use trails to ensure minimal soil erosion and plant disturbance.
- No mooring buoys will be installed at this time. Further review of whether mooring buoys are suitable for Newcastle Island will be undertaken at a later date.
- Current wharfage space is adequate but increased monitoring and time limits for boats tied at temporary berth spaces will be enforced to maximize efficiency during peak periods.
- BC Parks will participate more directly in the community and corporate sector to encourage greater voluntarism and partnerships in the park.

- BC Parks will encourage special events such as Newcastle Island Historical Days, Coal Miners Day and First Nations Day to be held on the island and assist groups wishing to utilize the park for such functions.
- Trails designated for multi-use such as recreation cycling will be monitored to determine its impact and potential conflict between the various user groups.
- Review marine facility requirements and determine whether mooring buoys should be installed.
- Clean up the upland area surrounding Mark Bay.
- Upgrade existing pit toilets and connect to existing sewer system. Construct additional ones within the Intensive Recreation Zone as required.
- All new structures will be designed to meet the needs of the physically challenged. Improvement to existing structures such as the toilet building, boat and ferry ramps, Pavilion and specially designated trails will ensure better access for special needs visitors.
- The selling of food edibles, other than in the Pavilion, will only be allowed in designated sites during special events.

CPR Pavilion:

- It is recommended that a major event focusing on the CPR era will be held in the Pavilion once a year and possibly become an annual event.
- Redesign existing exhibits in modular fashion for ease in moving. Reusing components of existing displays is recommended wherever possible to help in reducing costs.
- Quality food concession and services will continue to be provided in the Pavilion with consideration incorporating the CPR 1930's theme to both concession design and food menu offered.
- Expand the gift shop in keeping with the theme and design of the Pavilion. Items to be sold in the gift shop will relate to parks themes, natural history, wildlife, marine life, the environment, cultural history, photography and limited sundry goods.

Information Strategy:

- Provide boaters with information on locations of nearby marine sanistations, ecobarge and promote pack-in/pack-out garbage concept.

- Encourage local newspapers, Tourism Nanaimo and Nanaimo Chamber of Commerce to continue to provide general park information and news of special events on Newcastle Island.
- Promote a joint phone line between the various contractors on the island to facilitate streamlined and more effective information for the public.

Promotion:

- Encourage facility operators, NIPS, local business and interest groups to promote shoulder season use in order to attract more park visitors during these periods.
- Promote "Special Events" that are held during the shoulder seasons.
- Promote with local school district and municipality the park's availability for field classes, environmental studies and recreation courses especially during the shoulder season.
- Continue to promote Newcastle Island and other provincial parks through maps and brochures, local newspapers and radio/television media.
- Continue to liaise and cooperate with Chamber of Commerce, Tourism Nanaimo, Nanaimo Museum, Nanaimo First Nations and special interest groups in order to promote and protect the island's many natural and cultural features.
- Promote the many natural and recreational features associated with Newcastle Island and other provincial parks through local travel information centres, interpretive programs, mall displays and annual trade shows or special events (ie. Nanaimo Bathtub Races).

APPENDIX A

Provincial Park System Goals – BC Parks 1990

The British Columbia Provincial Park System has two mandates:

- **to conserve significant and representative natural and cultural resources**
- **to provide a variety of outdoor recreation opportunities**

CONSERVATION GOAL:

- Goal 1** Protection of representative ecosystems. The Provincial Park System will include areas that are representative of the natural ecosystems of British Columbia, thereby protecting and presenting, for posterity, the characteristic combinations of flora, fauna, landforms and waters associated with this diverse province.
- Goal 2** Protection of Outstanding Special Features. The Parks System will contain a wide scenic selection of the best provincial outdoor recreation resources, natural features, wilderness areas and historic resources of British Columbia.

RECREATION GOAL:

- Goal 1** **Outdoor Recreation Holiday Destination Opportunities**
The Provincial Parks System will include appropriate outdoor recreation lands and facilities providing for the use and enjoyment of major outdoor recreation destinations in British Columbia.
- Goal 2** **Tourism Travel Route Opportunities**
The Provincial Parks System will include, as a complement to other suppliers, outdoor recreation lands and facilities in association with major provincial travel corridors to ensure that travelling vacationers are supplied with a basic network of scenic stopoffs.
- Goal 3** **Regional Recreation Opportunities**
The Provincial Parks System will include, as a complement to other suppliers, land and facility-based opportunities for outdoor recreation distributed in association with British Columbia's natural geographic regions in order that British Columbians are assured a basic supply of outdoor services close to home.
- Goal 4** **Backcountry Recreation Opportunities**
We want to build the province's reputation for backcountry recreation by protecting and managing our most outstanding wilderness areas. Some sites may feature adventure tourism, while in other areas the wilderness would remain untouched.

APPENDIX B

BC Parks Zoning Policy

Below are descriptions of the various zones that can be applied in provincial parks. The lists of activities and facilities shown for each zone indicate what could occur and not necessarily what must occur. In many parks, only a few of the activities or facilities shown in the list would occur.

INTENSIVE RECREATION ZONE:

Management Objective

- * To provide for a variety of high-use, readily-accessible, facility-oriented outdoor recreation activities.

Activities

- * Camping, picnicking, beach activities, power-boating, nature appreciation, skiing, fishing.

Facilities

- * May be intensely developed, e.g., campgrounds, play areas, interpretive buildings, boat launches.

NATURAL ENVIRONMENT ZONE:

Management Objective

- * To provide for a variety of easily-accessible off-road outdoor recreation activities in a largely undisturbed natural environment.

Activities

- * Walk-in camping, kayaking, cross-country skiing, horseback riding.

Facilities

- * Moderately-developed, e.g., trails, wilderness/boating campsites, shelters.

SPECIAL FEATURE ZONE:

Management Objective

- * To protect and present significant natural or cultural resources, features or processes because of their special character, fragility and heritage value.

Facilities

- * May be developed for feature interpretation purposes.
- * May be subject to temporary closures or permanently restricted access.

WILDERNESS RECREATION ZONE:**Management Objective**

- * To provide for backcountry recreation in a remote natural environment, with emphasis on a wilderness atmosphere.

Activities

- * Backpacking, river rafting, fishing, hunting, nature appreciation.

Facilities

- * Development limited to user convenience and protecting the environment, e.g., trails, primitive campsites, shelters.
- * Mechanized access may be allowed to specific points.

WILDERNESS CONSERVATION ZONE:**Management Objective**

- * To protect a remote, undisturbed natural landscape and provide backcountry experiences based on a pristine environment where no motorized activities will be allowed.

Activities

- * Backpacking, river rafting, fishing, nature appreciation.
- * NO hunting and NO mechanized access allowed.

Facilities

- * No development.

APPENDIX C

**BC PARKS
Planning and Conservation**

93-11-26
File 26237-27

PLANNING PROJECT TERMS OF REFERENCE

- Project:** Newcastle Island Provincial Marine Park Master Plan Review
- Responsibility:** Malahat District, South Coast Region
Project Co-ordinator: Jim Morris, Regional Planner
- Purpose:** To review and update the 1983 Newcastle Island Provincial Marine Park Master Plan.
- Scope:** The aim of the Master Plan is to balance conservation of the park's natural and historic features and the provision of a variety of recreation opportunities for boaters and upland park visitors. The 1983 master plan will be reviewed and updated to ensure that the objectives for this park are adequately addressed.

Objectives:

1. To review the goals and objectives as outlined in the 1983 approved master plan.
2. To identify and make recommendations on key management issues that have arisen in the last decade.
3. To update all mapping in the plan including zoning and facilities.
4. To produce an updated master plan that reflects the present philosophy of BC Parks and the future direction for Newcastle Island Provincial Park.
5. To consult with local residents, special interest groups and First Nations in order to receive input in reviewing the role of Newcastle Island Marine Park.

Newcastle Island Provincial Marine Park was established as a Class "A" Provincial Park in 1961 after its donation to the Province by the City of Nanaimo. The park, comprising approximately 336 hectares including 4 ha. of foreshore, is situated in Nanaimo Harbour and is separated by Newcastle Island Passage. The history of this island is rich and varied and remnants of coal mining, sandstone quarrying, Japanese herring salteries and C.P.R. resort can be viewed by park users today. A number of archaeological sites are found and the Salish Indians of the Sne-ny-mo Confederacy occupied two village sites on the island prior to European contact.

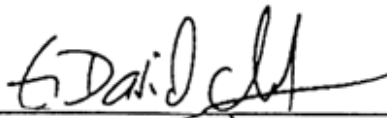
- conduct 'open house' and assist in preparation of display material, handouts etc.
 - assist in developing user questionnaire
 - liaise with recreation/conservation interest groups, First Nations, government agencies and private sector on park issues and planning process
 - liaise with NIPS during preparation of revised master plan for Newcastle Island
 - approve draft Master plan
- Regional Planning & Conservation
- develop Terms of Reference
 - formulate draft master plan
 - assist with 'open house' and display material
 - prepare final master plan
- Regional Visitor Services
- review Terms of Reference
 - formulate/review pertinent sections of plan
 - participate at 'open house(s)'
 - review draft master plan
- Headquarters
- review Terms of Reference
 - prepare questionnaire for 'open house'
 - review draft master plan
-

SCHEDULE:

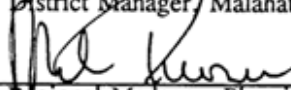
- July, 1993 - discuss project with District/Zone staff and conduct field inspection
- July/Aug., 1993 - District conducts 'focus group' discussions with park visitors (both marine and day users are surveyed)
- September, 1993 - review 1983 Newcastle Island plan implementation with District staff
- Oct./Nov., 1993 - continue 1983 master plan review and draw concept site plan for portal area
- November, 1993 - prepare final site plan for portal entrance/area; finalize Terms of Reference for Newcastle Island Master Plan
- Nov./Dec., 1993 - prepare draft master plan

- Jan./Feb., 1994 - finalize draft master plan and review with District/Zone staff
- March, 1994 - review draft plan with other agencies, First Nations and other interest groups
- conduct an 'Open House' (informal presentation of draft master plan) in Nanaimo
- March 31, 1994 - prepare final master plan for approval

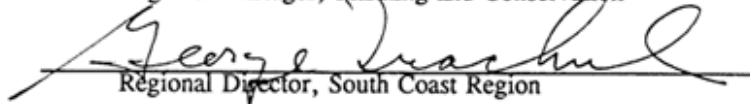
APPROVED:



District Manager, Malahat District



Regional Manager, Planning and Conservation



Regional Director, South Coast Region

DATE:

Dec 8/93

APPENDIX D

94-04-15
File: 26237-27

Newcastle Island Provincial Marine Park Master Plan Review

To: Heritage/Cultural Sub-Committee
Chair - Debra Bodner

From: BC Parks
Malahat District

TERMS OF REFERENCE

Purpose: To provide input to BC Parks on the **heritage/cultural component** associated with the review and update of the 1983 Newcastle Island Master Plan. This input, in the form of options or recommendations, will be presented to Park's staff and the Newcastle Island Steering Committee on June 20th, 4:30 p.m. at the BC Access Building, Nanaimo. Upon approval this submission will be incorporated into a draft master plan that would be presented in a public "Open House" forum in the fall.

All actions recommended by the Heritage sub-committee must be consistent with the objectives of the **vision statement**. In addition, these recommendations to BC Parks in terms of facilities, should conform to parks' policies, procedures, zoning etc. and be within BC Parks "ability to pay" goal.

What is a master plan?

A master plan is an administrative manual which guides a park's management for a five to ten year term. It sets out objectives and actions for conservation, development, interpretation and operation of a park. A master plan relies on current information relating to such things as park resources, recreation uses and activities occurring on surrounding lands.

Master plans establish long-term management direction for a park and also may deal with immediate issues. This means that the plan will generally contain numerous statements describing management actions that need various degrees of attention. Since BC Parks cannot carry out every task at the same time, the plan must also prioritize these management actions.

Vision statement:

By the year 2008, Newcastle Island Marine Provincial Park will be a natural jewel situated within the harbour of Nanaimo, now a city of approximately 150,000 area residents.

...2/

The main focus of management for Newcastle Island will be to increase awareness about the park's natural and cultural resources; to work with local residents in protecting these resources; and expand the level of interpretation of the park's cultural and natural resources. The park will be carefully managed to integrate the important conservation interests with recreation use of the park area by both local residents and visitors.

Background:

Newcastle Island Marine Park was established as a Class "A" Provincial Park in 1961 after its donation to the province by the City of Nanaimo. The park, comprising some 336 hectares including 4 ha. of foreshore, is situated in Nanaimo Harbour and is separated by Newcastle Island Passage. The history of this island is rich and varied and remnants of coal mining, sandstone quarrying, Japanese herring salteries and the C.P.R. resort era can be viewed by park users today. A number of archaeological sites are found and Salish Indians of the Sne-ny-mo Confederacy occupied two village sites on the island prior to European contact.

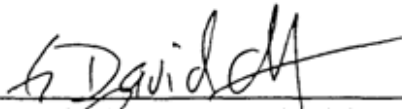
This popular destination marine provincial park is extensively developed providing day use picnicking facilities, trails, wilderness and group camping, interpretive programs, children's playground and marine facilities to over 75,000 visitors annually. The Newcastle Island pavilion was built by the C.P.R. in the 1930's as part of their resort complex. This popular destination was serviced by a number of ferries until W.W. II when use began to decline. Today the pavilion provides interpretive displays, food concessions and a sprung dance floor for special events. The Newcastle Island Pavilion Society (NIPS) operates the food concession, dances and rentals under a Park Use Permit.

Objectives:

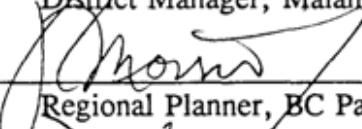
The Cultural/Heritage sub-committee will recommend appropriate actions/options to BC Parks on the following:

- Review existing 1983 master plan with respect to the cultural/historic features;
- Recommend types of interpretation programs that should be developed;
- Recommend types of facilities and services that should be offered to park visitors;
- Recommend appropriate actions for the park's cultural/historic resources;
- Review various options for future development of the Pavilion;
- Recommendations must reflect "vision statement" for Newcastle Island.

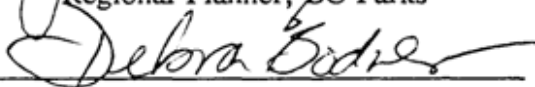
Approved:



District Manager, Malahat District



Regional Planner, BC Parks



Chairperson, Heritage Sub-Committee

Date:

94.05.02

HERITAGE/CULTURE REPORT
(D. BODNER)

Report
Presented to BC Parks
by
Heritage/Culture Sub-Committee
Newcastle Island Master Plan
June 20, 1994

Committee Members: Brian Godfrey, Newcastle Island Pavilion Society; Ernie Tomlinson, Interpretive Design; Mike Lamoureux, Protection Island Ratepayers Association; Jeff Thomas, Linda Dorricott, Jim Johnny, Jack Wyse, Irene Seward, Nanaimo First Nation; Catherine Gisborne, former Heritage Advisory Committee Member; Michael Blumel, Heritage Advisory Committee; Ed Andrusiak, Kanaka Heritage Research & Presentation Corporation; Debra Bodner, Heritage Advisory Committee, Nanaimo District Museum.

The main goal of this sub-committee is to ensure the protection, maintenance and restoration of the historic features of Newcastle Island.

1. GENERAL DEVELOPMENT PRINCIPLES

- maintain Newcastle Island's character as a "green jewel" whose value as a relatively undeveloped green space will increase as Nanaimo continues to develop
- base development decisions on the resource/heritage values of the Island and the themes derived from the resources/heritage values
- ensure that Newcastle Island's role as a valued whole-island park within the BC Parks' system, as well as its valuable role as a local park for the people of Nanaimo is recognized and maintained in any development proposals
- keep overall development to a minimum; leave the majority of the Island undeveloped and concentrate any required new development around the pavilion
- the committee does not recommend a substantial increase in visitors to the north end, or to the Island as a whole, through excessive promotion or increased access.

2. INTERPRETATION AND SITE DEVELOPMENT

2.1 General Guidelines

- interpret the major themes with personal services and low-impact media materials (i.e., signs, brochures, trails, etc.)
 - ensure that the design and tone of the interpretive materials be consistent throughout the park
 - involve appropriate groups in the development of the content of the interpretive materials
 - ensure placement of interpretive material is physically accessible to all visitors

2.2 First Nations

- ensure maximum protection is given to the middens and other First Nations sites on Newcastle Island
- increase awareness of the Sneneymeux heritage of Newcastle Island by installing two welcoming poles, to be carved by a local carver, one to be placed facing the main Island and a second pole facing Georgia Strait
- accurately interpret the story of the Coast Salish ancestral use of Newcastle Island with direct input from Nanaimo First Nation

2.3 CPR Resort

2.3.1 Pavilion:

- restore the sprung floor for use as a major dance hall
- hold major events and activities based on the CPR era at least once a year
- stage additional events and activities in the pavilion, outside the CPR theme, e.g. First Nations events, dances... rock and roll, country and western, modern, etc.
- redevelop interpretive function of the pavilion re-using components of the existing exhibits wherever possible (i.e. photos)

- expand the gift shop in keeping with the theme and design of the pavilion
- improve food services with consideration to an appropriate theme; incorporate the theme in both concession design and menu offered
- increase appropriate public use of the pavillion during the day

2.3.2 Bathhouse

- stabilize the structure as per the consultant's report (Barker Building and Consulting Limited, December 5, 1990), leave it in place and interpret it as an artifact of the era (this will ensure that it is not a safety hazard and will also protect the midden beneath it)
- the committee recommends no water nor power should be brought in as it is unnecessary and would damage the midden
- ideally funding will be available to restore it for use as a change house for the park; this should be done in keeping with the historic CPR theme
- the committee does not recommend removal of the bathhouse from the site, however if this were to be done, consult Archaeological Society of BC and the appropriate Ministry for advice on removal of the structure and preservation of the midden.

2.3.3 Swimming Pool

- leave as is (plugging the hole in the middle) and interpret as a period artifact

2.4 Pulpstone Quarry

- continue restoration
- expand the activities and demonstrations around the quarry operations; animate the site with costumed interpreters and operating machinery during selected special events
- move interpretive panels to the top observation area in order to make them more accessible for all viewers

2.5 Sandstone Quarry, Saltery and Coal Mine

- do not further develop any other historic sites on the Island

- interpret the above sites with panels or signs on or near the site in keeping with the general principle of concentrating development in the south end of the Island

2.6 Coal Tipple

- remove from the Island

3. CAMPING FACILITIES

- maintain the current total number of camping sites
- continue to monitor group camping to ensure no damage is caused to the natural and cultural heritage of the Island

4. NATURAL HISTORY

- try to restore the natural vegetation and remove introduced species such as tansy, ragwort, spurge, laurel and ivy
- remove the rabbits; they destroy natural vegetation, dig holes in the playing field (causing a safety hazard) and destroy the scientific value of the midden by tunneling into it and intermixing the sequential strata

5. OTHER

- allow mountain bikes on existing designated trails, but improve control measures
 - post and hand out rules on the ferry
 - enforce the rules
 - no additional bike trails
- remove any outstanding charges or interests against the land (eg. stale right-of-ways to ensure unencumbered ownership of the land by the Province of B.C.
- obtain the foreshore rights to a depth of 30m and control fishing and shellfish harvesting

APPENDIX E

94-04-15
File: 26237-27

**Newcastle Island Provincial Marine Park
Master Plan Review**

To: Visitor Services Sub-Committee
Chair - Diana Johnstone

From: BC Parks
Malahat District

TERMS OF REFERENCE

Purpose: To provide input to BC Parks on the **visitor services/facilities component** associated with the review and update of the 1983 Newcastle Island Master Plan. This input, in the form of options or recommendations, will be presented to Park's staff and the Newcastle Island Steering Committee on June 20th, 4:30 p.m. in the BC Access Building, Nanaimo. Upon approval this submission will be incorporated into a draft master plan that would be presented in a public "Open House" forum in the fall.

All actions recommended by the Visitor Services sub-committee must be consistent with the objectives of the **vision statement**. In addition, these recommendations to BC Parks, in terms of facilities, should conform to parks' policies, procedures, zoning etc. and be within BC Parks "ability to pay" goal.

What is a master plan?

A master plan is an administrative manual which guides a park's management for a five to ten year term. It sets out objectives and actions for conservation, development, interpretation and operation of a park. A master plan relies on current information relating to such things as park resources, recreation uses and activities occurring on surrounding lands.

Master plans establish long-term management direction for a park and also may deal with immediate issues. This means that the plan will generally contain numerous statements describing management actions that need various degrees of attention. Since BC Parks cannot carry out every task at the same time, the plan must also prioritize these management actions.

Vision statement:

By the year 2008, Newcastle Island Provincial Marine Park will be a natural jewel situated within the harbour of Nanaimo, now a city of approximately 150,000 area residents.

...2/

The main focus of management for Newcastle Island will be to increase awareness about the park's natural and cultural resources; to work with local residents in protecting these resources; and expand the level of interpretation of the park's cultural and natural resources. The park will be carefully managed to integrate the important conservation interests with recreation use of the park area by both local residents and visitors.

Background:

Newcastle Island Marine Park was established as a Class "A" Provincial Park in 1961 after its donation to the province by the City of Nanaimo. The park, comprising some 336 hectares including 4 ha. of foreshore, is situated in Nanaimo Harbour and is separated by Newcastle Island Passage. The history of this island is rich and varied and remnants of coal mining, sandstone quarrying, Japanese herring salteries and the C.P.R. resort era can be viewed by park users today. A number of archaeological sites are found and Salish Indians of the Sne-ny-mo Confederacy occupied two village sites on the island prior to European contact.

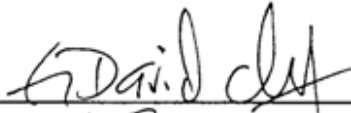
This popular destination provincial marine park is extensively developed providing day use picnicking facilities, trails, wilderness and group camping, interpretive programs, children's playground and marine facilities to over 75,000 visitors annually. The Newcastle Island pavilion was built by the C.P.R. in the 1930's as part of their resort complex. This popular destination was serviced by a number of ferries until W.W. II when use began to decline. Today the pavilion provides interpretive displays, food concessions and a sprung dance floor for special events. The Newcastle Island Pavilion Society (NIPS) operates the food concession, dances and rentals under a Park Use Permit.

Objectives:

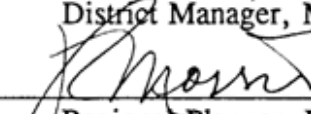
The Visitor Services sub-committee will recommend appropriate actions/options to BC Parks on the following:

- Review existing 1983 master plan with respect to the Visitor Services section;
- Review ferry access, facilities and associated parking;
- Recommend types of facilities and services that should be offered to park visitors;
- Recommend appropriate level of facility development and services;
- Review various options for future development of the Pavilion;
- Recommendations must reflect "vision statement" for Newcastle Island.

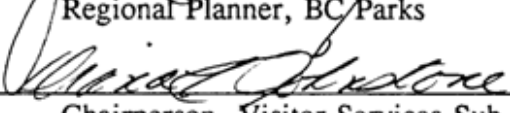
Approved:



District Manager, Malahat District



Regional Planner, BC Parks



Chairperson, Visitor Services Sub-Committee

Date:

94-05-12

VISITOR SERVICES REPORT (D. JOHNSTONE)

Newcastle Island Task Force Committee – re: Visitor Services

- consideration given to opening up Sage Mine, gate to site only open when guide in attendance
- upgrading of trails from toilet to hills
- pavilion open at back as tourist info centre
- signage at top of gangway and at south end to direct visitors to quarry
- 1st Nations would like to carve two poles on Island to welcome visitors (this should be encouraged) poles could be adjacent to the visitor kiosk that Parks is recommending could be built to replace Mungo Martin poles.
- midden sites could be interpreted in favor of preserving site - no development recommended on sacred ground
- 7 Potato Society should be approached to enhance Saltery site. Little interest shown in the past however -this participation should be encouraged
- Special events should be planned i.e. Newcastle Island Historical Days and Miners Days as well as First Nations Days
- there is a need for an interpretive handout, this could be a plasticised sheet which a small deposit could be charge with money returned after use
- interpretive sign for Kanaka Bay
- airshaft could be better interpreted - descriptive painting
- bike trails should be monitored for trail deterioration
- guard rail should be built on bluffs on shoreline trail toward Kanaka
- Natural History should be interpreted, signage for foliage and fauna
- hazardous trees program should be continued and trees topped
- adequate moorage for visiting boaters - however the docks should be continued to be improved
- continue improved access for seniors
- small ramp for wheelchair access to washrooms(improve access)
- recommend change house and showers
- signs at top of ramp or on docks to encourage the use of Ecobarge in boat basin
- dinghy floats are adequate
- the decreasing of anchorage area may create more use of docks. Recommend monitoring of this and report.
- recommend having both pay phones at better location
- replace flag pole and fly provincial or parks flag or both
- water is adequately provided
- maintain checkerboard
- interpret shuffleboard (sign on site)
- interpret wading pool (sign on site)
- these and other historical attraction should be fully described at the visitor kiosk (directional signs at kiosk to direct visitors to historic site)
- rentals of horseshoes , volleyball net and ball, canoes, windsurfers, kayaks etc. should be encouraged as to what the market demands

- recommend more pamphlets be printed (brochures could be co-produced with Parks and Culture)
- recommend first aid kit in Visitor Kiosk and description of where other medical services could be provided
- garbage dumpster moved to parks dock
- recommend to look in to recycling bins

Recommend Appropriate level of facility development & services

Pavilion:

- recommend repair and/or replace as required the dance floor
- recommend having discussions with liquor board to have classification of license to sell tickets at the door of pavilion.
- Review interpretation displays in pavilion to make best use of space
- Phones to be re-located at more central site i.e. washrooms
- more pictures and better interpretation area. Some consideration given to area beside the stage for permanent display rather than portable.
- showers to be built adjacent to existing facilities

Vehicle access ramp:

- service access ramp to be built

Camping area:

- upgrade group area 4 & 5 to include addition of shelter & BBQ
- Pit toilets to facilitate proper pumping (galvanized)
- look at upgrading to hook up to city of Nanaimo sewer system
- increase campsite area to a maximum of 50 sites
- Quarry equipment (Mark Bay) should be salvaged and placed for interpretation
- logs and deadheads to be removed from Mark Bay

Pavilion and Parks interpretation

- recommend extenuation of the program to the fall school season

Bath House

- recommend if heritage and cultural committee which to maintain or restore it should be used solely for interpretation.

Coal Tipple

- recommend to remove without disturbing middens

Kiosk and Welcoming Poles

- Kiosk with CPR theme built at site of the Mungo Martin previous location. This site should be used for information with directional signs pointing to areas for interpretation. The donation of welcoming poles by local band should be encouraged for donation and carved on site as a tourist attraction.

Race Point children's boat

- recommend refurbishing of this tug and repainting for the continued pleasure of children.

Review Ferry Access /Facilities /Parking

Discussions:

Recommend Types of Facilities

- Open up coal mine (parks to oversee and manage - only open to the public when supervisory personnel are present)
 - Pavilion open at end for public to go inside
 - Upgrading of trails from toilets to hills
 - signage at top of gangway 7 at south end to direct visitors to quarry
 - 1st nations to be invited to carve two poles on Island to welcome visitors
- Midden sites could be interpreted in favor of preserving and not to develop site
- 7 Potato Society - enhance Japanese Saltery (should be encouraged)
 - Special events should be held on the island i.e. Newcastle Island Historical Days and Coal Miners Day, First Nations Day etc.

There is a requirement for an Interpretive handout

- interpretive sign at Kanaka Bay
- Airshaft could be better interpreted (descriptive painting)
- Bike trails to be monitored for trail deterioration
 - build fence on bluffs on shoreline trail toward Kanaka

Natural History

- interpretation better
- map signage for foliage
- hazardous trees program to be continued

Moorage

- adequate moorage
- upgrade docks & pilings
- continue to improve access for seniors
- small ramp for wheelchair access to washrooms (improve access
- recommend change house & showers
- Sign or leaflets to encourage use of Ecobarge

Dinghy floats - adequate

- decreasing anchorage area could cause more usage of docks. Monitor for increased use.

- recommend having pay phones moved to better location
- replace flag pole
- water is adequately provided
- maintain checkerboard
- interpret shuffleboard
- interpret wading pole

-fully interpreted diagrams and directional signs in Visitor kiosk which is the orientation point

- Rentals of horseshoes volleyball net and ball , canoes windsurfers, kayaks

N.B. only provide rentals according to what market dictates

-Recommend more pamphlets printed (Parks and Culture could cost share

-First Aid info in Visitor Kiosk to mention services provided

-picnic site info and campsite info in kiosk

-garbage dumpster moved to parks dock

-recommend look into recycling bins

Dining Area

- Should be continued. Dialogue should be maintained between the Pavilion Society and Parks to upgrade & maintain dining area - i.e. possibly insulate, build gift shop, more tables, sit down restaurant vs. takeout, use of verandah, upgrade and maintain

1. **Parking** - ferry workers have stickers. Ferry owner tries to give license numbers to commissionaire.

- when present dock was located the City Parks & Rec. made agreement re assured parking for Newcastle Island. Apparently there is a letter on file at the City (per A. Fairhurst)
- difficult to manage. City maintains fire lane to dock agreement with Highways)

2. **Ferry Location**

- Parks proposed to Harbour Commission ferry be moved to new fishing pier.
- Newcastle Pavilion Society & City recommend "no" to the Harbour Commission - vehicle access & security at night are concerns.

N. B.

City owns Maffeo Sutton Park & has a foreshore lease.

Harbour Commission owns Swy-A-Lana Lagoon. City maintains in exchange for lease.

Possibilities:

1. New dock in present location.
2. Provided there is vehicle access move ferry to new finger of fishing pier.
3. Move fishing pier to present ferry location.
4. Move ferry to south side of fishing pier, provided there is vehicle access.
5. As demand warrants consider service to north end of Island (from Brechin)
6. Agreement with City & Harbour Commission as to support of present location and provision of parking and access.
7. Ensure wheelchair accessibility.

N.B. RECOMMEND THAT NO BRIDGE EVER BE BUILT.

APPENDIX F

Recommended Styles of Facilities for Entrance Portal Area

