

Ministry of Environment and Parks Parks & Outdoor Recreation Division South Coast Region

SMELT BAY PROVINCIAL PARK

MASTER PLAN

JUNE 1987

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This Master Plan for Smelt Bay Provincial Park is submitted for your consideration and approval.

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TABLE OF CONTENTS

SMELT BAY MASTER PLAN

	Page
1.0	PLAN HIGHLIGHTS
2.0	INTRODUCTION
2.0	PlanPurpose
2.1	Background Summary
2.2	Duckground Summary2
3.0	THE ROLE OF THE PARK
3.1	Regional and Provincial Context
3.2	Conservation Role
3.3	Recreation Role
4.0	ZONING
5.0	NATURAL AND HERITAGE RESOURCES MANAGEMENT
5.1	Introduction
5.2	Natural and Heritage Resource Mgmt Objectives/Actions/Policies
5.2.1	Land Management/Boundaries
5.2.2	Water
5.2.3	Vegetation Management
5.2.4	Fish Management
5.2.5 5.2.6	Wildlife Management
5.2.0	Visual Resource Management
5.2.7	Heritage Resources Management
6.0	VISITOR SERVICES
6.1	Introduction
6.2	Visitor Opportunities
6.3	Management Services

6.4	Marketing and Information Program
7.0	PLAN IMPLEMENTATION

APPENDIX I

BACKGROUND REPORT

Page

1.0	INTRODUCTION	.19
2.0	NATURAL AND HERITAGE RESOURCES	.20
2.1	Physiography	.20
2.2	Vegetation	
2.3	Fish and Wildlife	.20
2.4	Visual Resources	.21
2.5	Atmosphere	.21
2.6	Heritage Resources	.21
2.7	Resource Analysis	.23
3.0	TENURES, OCCUPANCY RIGHTS AND JURISDICTIONS	.24
4.0	RECREATION OPPORTUNITIES	.26
4.0 5.0		
	MARKET ANALYSIS	.28
5.0		.28 .28
5.0 5.1	MARKET ANALYSIS Existing Use	.28 .28 .28
5.0 5.1 5.2 5.3	MARKET ANALYSIS Existing Use Demand Supply	.28 .28 .28 .29
5.0 5.1 5.2	MARKET ANALYSIS Existing Use Demand Supply PLAN ISSUES	.28 .28 .28 .29 .31
5.0 5.1 5.2 5.3 6.0	MARKET ANALYSIS Existing Use Demand Supply	.28 .28 .28 .29 .31 .31

APPENDIX II

LIST OF FIGURES

Page

FIGURE 1	Location Map	3
FIGURE 2	Northern Gulf Islands Map	5
FIGURE 3	Zoning Map	9
FIGURE 4	Proposed Development Map	15
FIGURE 5	Existing Features Map	22
FIGURE 6	Land Status Map	25
FIGURE 7	Existing Development Map	27
FIGURE 8	Supply of Outdoor Recreational Opportunities in the Market Area Chart	30

SMELT BAY MASTER PLAN

1.0 Plan Highlights

Smelt Bay Provincial Park was established in 1973 through the purchase of private land. Its purpose is to protect existing Indian cultural features and provide camping and day use opportunities. Despite the low level of development, the park is well used by visitors to Cortes Island and island residents.

There are essentially two main issues that are addressed in this plan: vehicle access and the level of appropriate park development.

Based on the purpose of this park and the issues to be addressed, this master plan establishes a set of management guidelines and direction statements. Specifically, the plan recommends:

- i) Negotiating with the Ministry of Transportation and Highways and a private land owner to develop a long term solution to the park's access problem by paving the park road for general public use and closing the park portion of Smelt Bay Road.
- ii) Upgrading day use facilities while maintaining the current level of camping service and facilities.

2.0 Introduction

2.1 Plan Purpose

The purpose of this plan is to guide the development of improved day use facilities and the management of Smelt Bay Provincial Park. Most of the issues for this park have been resolved during the course of normal management procedures.

2.2 Background Summary

Located on the west side of Cortes Island (Figure 1), the 16 hectare Class 'A' park consists of an ocean environment and a dry coastal forest environment. Due to the small size of the park there is very little resource diversity within these environments.

The two main features of the park are the 350 metres of attractive beach and some Indian middens located in the day use area. Opportunities such as picnicking and viewing are concentrated along the water's edge while other day use opportunities, such as fishing and boating, are available in the vicinity. The Indian middens, although not readily apparent to park visitors, provide an historic context for the park's resources and can potentially become park attractions while serving conservation goals.

Camping opportunities are provided through a 23 unit campground above the day use area. With the majority of the sites being double sites, the facility encourages a social camping experience.

Attendance at Smelt Bay is nearly balanced between day use and camping, with approximately 6,000 visitors recorded each year.



Figure 1

3.0 The Role of the Park

3.1 Regional and Provincial Context

Smelt Bay is situated on Cortes Island which sits at the confluence of Johnstone Strait and the Strait of Georgia, separating Vancouver Island and the Lower Mainland. Cortes Island is one of a group of small islands commonly referred to as the Northern Gulf Islands.

The Northern Gulf Islands are similar in environment to their better known counterparts to the south. They both are characterized by mild climate, pastoral rolling terrain with some high mountain peaks and an extremely variable shoreline from steep rocky headlands to flat sandy beaches. The main difference between the two island groups lies in population densities and level of development. Population levels in Northern Gulf Island communities are very low, development sparse and community services minimal.

Although the eighteen Southern Gulf Island parks experience greater levels of park use, the Northern Gulf Islands (Figure 2) have lured thousands of Canadian and American boaters to their small sheltered bays, spectacular fiord-like channels, warm fresh water lakes and remote settlements or Indian villages. The Parks and Outdoor Recreation Division has long recognized the importance of preserving the special natural features of this area for public enjoyment and has established eight provincial parks on several islands. In some cases, such as Cortes Island, two parks, Smelt Bay and Manson's Landing, have been established, while two more, Von Donop Inlet and Squirrel Cove, are proposed.

3.2 Conservation Role

The natural features of the park contribute very little toward landscape representation of the Georgia Strait Lowlands and Islands Regional Landscape, although they are an integral part of the total existing park system. However, the Indian middens are



- 5 -

important cultural features requiring protection. Thus the conservation role of the park is to protect these cultural features and present them to the public.

3.3 Recreation Role

The recreation role of Smelt Bay is to provide a variety of land and facility based recreational opportunities for visitors that complement the existing supply and address the regional recreational needs of residents to assure a basic supply of outdoor recreation services close to home.

Cortes has become popular as a family holiday destination area as a result of the pastoral environment and outstanding recreational opportunities. At the same time, the park has fulfilled a regional recreation role by being the main supplier of recreational opportunities to Cortes Island residents.

PHOTO UNAVAILABLE

Grass covered Indian middens in the day use area

4.0 Zoning

Zoning is a procedure used to assist the planning and management of *Park Act* designations by dividing each park or recreation area into logical land and water units based upon uniform and consistent management objectives. The zones reflect the intended land use, the level of management and development required and thus the level of human activity to be accommodated. In some cases it is practical to be more specific about the nature of the zone. This can be accomplished with the use of subzones. The subzones are more explicit in terms of area, objectives and management guidelines than are zones. Smelt Bay Park is divided into one Intensive Recreation Zone, with two subzones: Special Feature Subzone and Service Subzone (Figure 3).

a) Intensive Recreation Zone

The objective of this zone is to provide for a variety of readily accessible facility-oriented outdoor recreation opportunities. Although use levels are characteristically high and the site intensively developed, the natural resource features of the park are retained primarily in a natural state. The entire park area, with the exception of the following subzones, is zoned for intensive recreation.

b) Special Feature Subzone

This designation is used for areas of the park that have significant natural or human heritage resources or features which should be preserved and presented to the public. The Indian middens in the day use area fall into this category. A high level of management protection, with some forms of interpretation display, are the main elements of the subzone.

c) Service Subzone

The service subzone designates areas that are used strictly for park operations. This would include facilities which expedite efficient management of the park such as the proposed service yard.

Smelt Bay Park Zoning Intensive Recreation Zone Special Features Subzone Service Subzone Smelt Bay



Figure 3

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- 9

- 5.0 Natural and Heritage Resources Management
- 5.1 Introduction

The overall management of resources will be based upon the *Park Act*, park regulations and ministry and division policies and the role of Smelt Bay Provincial Park in the overall system of provincial parks and recreation areas.

The resource management objective is to ensure that Parks and Outdoor Recreation Division goals are met by:

- protecting the natural and heritage resources of the park;
- providing only minimum levels of development appropriate to the existing levels of recreational use;
- monitoring use impacts and resource conditions so that appropriate actions may be taken;
- establishing resource guidelines that will protect the park's recreation and conservation resources.
- 5.2 Natural and Heritage Resource Management Objectives/Actions/Policies
- 5.2.1 Land Management/Boundaries

An addition to the land base of the park is required to resolve access problems and to improve day use opportunities.

- Objective: To acquire the Smelt Bay Road right-of-way and include the foreshore area of the park as an addition.
- Action: Request the Ministry of Transportation and Highways to relinquish their administrative authority over Smelt Bay Road and then initiate the process of adding this area and the foreshore to the park.

5.2.2 Water

Potable water sources on Cortes Island are in short supply and require high standards of protection.

Objective: To maintain the existing quality of park water.

Actions: i) Water provided in the park will be monitored and tested periodically to ensure potable standards.ii) Sanitary facilities shall meet Ministry of Health standards to ensure no contamination of ground water.

5.2.3 Vegetation Management

Generally, the vegetation in the park is a well established mix of mature and immature species which are unlikely to require any significant management action.

Objective: To maximize existing vegetation and rehabilitate any damaged sites.

- Actions: i) Follow normal division policies respecting the removal of hazardous trees.
 - ii) Limit clearing of trees for development to a minimum.
 - iii) Maintain the protective grass surface over the middens in a natural condition.

5.2.4 Fish Management

The significant fisheries resources associated with the park lie outside the authority of the *Park Act*. As these resources are part of the Smelt Bay recreational experience, every effort will be made to encourage their proper management.

Objective: To ensure fish resources associated with the park are maintained.

Action: Encourage the federal and provincial agencies who manage fishery resources to monitor, protect and improve the fishery resources.

5.2.5 Wildlife Management

In view of the limited wildlife resources in the park, wildlife management essentials become a matter of protecting wildlife habitat.

Objective: To maintain the existing wildlife habitat areas of the park.

Action: Limit to a minimum any unnatural modifications or development that could reduce wildlife habitat.

5.2.6 Visual Resource Management

The visual experiences identified for the park will be given a high priority for preservation and enhancement.

- Objective: To preserve and enhance the major visual experiences of the park.
- Action: Confine vehicle access to the day use parking lot and away from the beach.

5.2.7 Heritage Resources Management

The Indian middens are interesting cultural features that provide a special attraction to visitors and enhance their understanding and enjoyment of the park.

Objective: To protect the middens and provide information on their significance.

- Action: i) Park development will be excluded from the middens.
 - ii) The middens will be researched and their significance assessed.
 - iii) Non-destructive recreational uses such as walking and picnicking will be permitted.

6.0 Visitor Services

6.1 Introduction

Smelt Bay is both a community park for residents and a holiday destination for many Vancouver Island and Lower Mainland residents. The visitor services concept for this park is to maintain the existing level of camping opportunities while improving day use opportunities and park information services.

The information strategy will be directed toward the two aforementioned target groups by providing information prior to leaving home, during transit to the park, upon arrival and while engaging in park activities.

6.2 Visitor Opportunities

There are three main visitor services opportunities available or potentially available at Smelt Bay, including picnicking, camping and boating. The objectives for each opportunity are as follows:

- Picnicking to provide ocean-oriented picnicking opportunities for individuals and groups.
- Boating to accommodate small craft boating needs from canoes and kayaks to row boats.
- Camping to maintain present level of campground use and the quality of the experience.

For Smelt Bay to realize its recreation and conservation role and to achieve these objectives the following facilities and services are planned:

- develop a picnic area along the beach frontage;
- pave the main park road and barricade Smelt Bay Road after approval from the Ministry of Transportation and Highways;
- alter the existing parking lot layout to permit flow-through traffic around it;
- develop a small service yard.

Smelt Bay Park

Proposed Development

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- 15 -

Figure 4

6.3 Management Services

a) Headquarters and Service Yards

There is no park headquarters and service yard for Smelt Bay; however, a small service yard will be constructed to serve both Smelt Bay and Manson's Landing.

b) Site and Facility Design Standards

All sites and facilities developed for public use within the park will meet the design standards of the Parks and Outdoor Recreation Division. Attention will be paid to consideration of safety, visual values and operational efficiency, while providing rustic, durable and cost efficient products.

c) Safety and Health

The safety and health of park visitors and management personnel are paramount concerns. Natural hazards easily accessible to the public will be appropriately posted, removed or minimized. There will be periodic safety inspections of all high use areas. All normal precautions will be taken regarding safety and health. Parks division has no internal search and rescue capability, but will put its resources at the disposal of the RCMP and PEP in the event of any search and rescue emergency in the park.

6.4 Marketing and Information Program

The marketing strategy for this park focuses on directing facilities and services to the user group with the best potential for increasing park visitation and tourism. This group has been identified as the visitors arriving by ferry from the major communities on Vancouver Island and the Lower Mainland who stay for a weekend or longer. There are several secondary target groups, such as kayakers and other boaters, that have a good potential for bringing new visitors to the park.

The product or experience to be marketed includes not only the features of Smelt Bay Park but also the features of Manson's Landing Park, such as the store and Hague Lake. Both are inter-dependent when viewed from the perspective of a visitor planning a visit. With this in mind, the park will be marketed using a strategy of information dissemination for both parks that meets the needs of the public where and when it is required. For example, prior to leaving home, information on access, park services and features are required. This is presently achieved through park brochures and maps that have a wide distribution throughout the province. During transit and within the park, there are other signs and maps with information appropriate to the location. Before boarding the Quadra Island Ferry, information on campsite availability is provided while at the park entrance, general park orientation information will be provided on a new information shelter.

The information program is the major marketing tool for creating an understanding and awareness of park values. There are, however, other more direct marketing efforts that will be employed, including articles in local and regional newspapers, radio spots and promotion posters in appropriate parks along the Island Highway and at the Quadra Island Ferry Terminal.

7.0 Plan Implementation

The majority of actions recommended in this plan can be implemented immediately as part of the park's normal management procedures. Other actions, such as new development, can take place as a single project as regional priorities dictate.

Appendix I

Background Report

1.0 Introduction

Smelt Bay Provincial Park is located on the west side of Cortes Island approximately 10 nautical miles east of Campbell River. It is a Class 'A' park encompassing 16 hectares of a forested upland and 250 metres of beach/ocean frontage in a generally mild climate.

The park land was purchased in 1972 from a local resident and officially designated in 1973. Very little is known about the history of the area prior to park designation; however, there are some existing Indian shell middens near the beach that suggest the site may have been occupied by an Indian village.

Regional road access to the park is via vehicle ferry from Campbell River to Quadra Island to Cortes Island, then 25 kilometres on paved/gravel road. There are two entrances to the park: one through the day use area and the other through the campground.

2.0 Natural and Heritage Resources

2.1 Physiography

The bedrock material of the park is composed of intrusive igneous rock between granite and quartz diorite; grodiorite. Combined with the effects of glaciation and the translocation of iron and aluminum from volcanic ash, this parent material has resulted in the formation of well-drained Humor Ferric Podzal soils.

The terrain is fairly uniform. A relatively narrow and flat beach encompasses one level while a large forested bench approximately 15 metres above the beach covers most of the park area.

2.2 Vegetation

The dominant tree species are characteristic of the Coastal Douglas Fir biogeoclimatic zone. These include Douglas Fir (*Pseudotsuga menziesii*), Western Red Cedar (*Thuja plicata*), Red Alder (*Alnus rubra*) and Broadleaf Maple (*Acer macrophyllum*). Ground covers on the drier areas are dominated by Salal (*Gaultheria shallon*), while wetter sites are usually covered with Bracken (*Pteridium aquilinum pubesens*).

2.3 Fish and Wildlife

Due to the limited size of the park, most of the fish and wildlife resources are transient and present only on occasion. The exceptions would be red squirrels and ravens which are easily observed. Columbia blacktail deer, although not resident to the park, are also frequently seen.

All species of salmon, including chinook, chum, coho, sockeye and pinks, are available just offshore from Cortes Island.

2.4 Visual Resources

The visual resources of the park are limited to the visual experiences obtained along the beach frontage. From this area one can enjoy the view of the insular mountains on Vancouver Island within the context of Georgia Strait. With most of the park area being densely forested and having few other outdoor recreational features, there is little opportunity to enjoy a variety of visual experiences without modifying the natural environment.

2.5 Atmosphere

The climate on Cortes Island is generally dry and warm in summer and wet and cool in the winter. A weather station on the island indicates an average monthly mean summer temperature of 16^{0} C with monthly precipitation averaging 6.8 cm. During the remainder of the year, the average monthly mean temperature is 4^{0} C with monthly precipitation averaging 11.3 cm. Prevailing winds are predominantly from the northwest in summer and the southeast in winter. The atmosphere is influenced by airborne pollutants from industrial activity in the Campbell River area; however, the impact on the park is mainly visual.

2.6 Heritage Resources

The heritage significance and resources of the park are not readily apparent. Virtually all artifacts of the area's early history are gone. Several archaeological sites of the Sliammon Indians have been designated over a number of shell middens along the beach and represent the only remaining legacy.



2.7 Resource Analysis

The significant natural and heritage resources are the sand beach and Indian middens. Each plays a role in the achievement of the overall conservation and recreation goals and programs of the division.

The beach is the focus for day use recreational activities for both visitors and residents. It has become an integral part of the Cortes Island community by facilitating a variety of community-oriented recreational activities from group picnics to birthday parties while also providing island visitors the opportunity to enjoy a variety of day use activities.

Division conservation goals are served through the preservation of the Indian middens. These cultural features represent a link to the past that can increase our understanding and appreciation for this area.

3.0 Tenures, Occupancy Rights and Jurisdictions (Figure 6)

Lease and Permits:	None				
Fee Simple Inholdings:	None				
Forest Tenures:	None				
Water Rights:	None				
Rights-of-Way:	- Sutil Point Road - Ministry of Transportation and Highways - 20 metre RW				
	- Transmission line - B.C. Hydro - 7 metre RW plan 397456				
	- Smelt Bay Road - dedicated public access managed by the Ministry of Transportation and Highways				
Mineral Rights:	None				
Trespasses:	None				
Statutory Jurisdiction:	None				
Miscellaneous Informal Tenure: agreement with Mrs. Pat Harrison to provide access to her property P1.11797					
Boundary Changes:	- Addition of the foreshore - 100 metres out from the park boundary				
	- Deletion of the park road				

Smelt Bay Park

Land Status





- 25 -

Figure 6

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4.0 Recreation Opportunities

Smelt Bay offers two main types of recreational opportunities: day use and camping.

The day use recreational opportunities are focussed on the 350 me tres of beach and ocean frontage. Picnicking, viewing and sun bathing are the popular activities with some swimming during the hotter months of the summer. Facilities are limited to a 35 unit parking lot, pit toilets and a hand pump. Off shore, there are numerous fishing opportunities which many visitors enjoy by bringing canoes and other car-top boats with them.

The camping opportunities are provided through a small 23 unit campsite situated in the dense forest cover above the day use area. With one exception, all the sites are double campsites that appear to foster social interaction and have become popular with groups vacationing together.

PHOTOGRAPHNOT AVAILABLE

Typical double campsite





- 27 -

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Figure 7

5.0 Market Analysis

5.1 Existing Use

The existing use patterns indicate two distinct user types: residents who are strictly day users and island visitors who are often staying overnight. With two ferries to cross there is little vehicle day use from the Vancouver Island communities such as Campbell River. According to the latest attendance statistics, over 3,000 campers and 3,000 day users visit the park each year with many of the visitors being repeat customers. Attendance figures from previous years seem to confirm that the balance between day use participation and camping is an inherent use pattern.

5.2 Demand

Evidence of demand for outdoor recreational opportunities in this area is very limited. Two sources of demand information are available: evidence of demand for existing opportunities and evidence of demand for services or opportunities currently not provided.

Park and ferry use statistics provide a general measure of demand for existing opportunities based upon the consumption of services (Appendix II). Although there are discrepancies in these figures, they do reflect a steady and consistent level of use for both provincial parks on the island, while ferry passenger travel has shown a steady increase. Thus the modest demand for existing opportunities is consistent and the trend should continue.

Evidence of demand through informal discussion with park visitors and through observation of visitor use can provide direction with respect to the demand for opportunities that presently do not exist. In the day use area, for example, there appears to be a demand for improved day use facilities, in view of the fact that visitors use their vehicles as picnic tables, rocks on the beach to form fire rings and portions of the beach as a boat launch.

5.3 Supply

The available supply of outdoor recreational opportunities varies with the two main target groups. Local residents have access to a very limited supply of community oriented recreational opportunities. Other than a playfield at the local school, the only community recreation facilities available to residents are the opportunities provided in the two provincial parks on the island. At Smelt Bay Provincial Park, the day use area is used for games, annual community picnics, family barbecues and birthday parties, while Hague Lake, at Manson's Landing Provincial Park, functions like a community swimming pool and the adjacent forest cover as a nature study area.

For island visitors, the available supply of outdoor recreational opportunities covers a much larger area. The market area for opportunities similar to that offered by Smelt Bay can be defined as the region encompassing the islands and shoreline north of Campbell River between Vancouver Island and Cortes Island. Within this area there are a variety of developed and undeveloped recreational facilities from summer resorts and campgrounds to marine parks. The table on the following page (Figure 8) summarizes these opportunities.

SUPPLY OF OUTDOOR RECREATIONAL OPPORTUNITIES IN THE MARKET AREA

FIGURE 8

PUBLIC	2	₹Ŧ.	2.	K		Ļ	8
Thurston Bay Marine Park						•	•
Octopus Islands Marine Park	1					•	•
Rebecca Spit Provincial Park		•	•	•		•	•
Manson's Landing Provincial Park		•	•	•		•	•
Smelt Bay Provincial Park	22	•					•
Mitlenatch Island Provincial Park			•	•		•	•
PRIVATE				ĸ			
Heriot Bay Inn) Quadra Island	50	•				•	•
We-Wai-Kai	140	•		•	•	•	•
Rod/Reel Resort)	8					•	•
Shelter Bay Resort)	50	•			•	•	•
Shoreline R.V. Park)	20						
Thunderbird Park) Campbell River	50				•	•	•
Silver King Park)	69				•	•	•
Friendship Inn)	32						
Brown's Bay Park	16				•		• .
Gorge Harbour Resort) Cortes Islan	35				•		•
Cortes Bay Marine Resort)	"						

- 30 -

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6.0 Plan Issues

6.1 Closing Smelt Bay Road Park Entrance

Description: Smelt Bay Road traverses through the useable day use area of the park with the sole purpose of providing access to the adjacent private property (Figure 6). Unfortunately, park visitors also use this road for access and to park their vehicles, leaving the day use area parking lot and the Sutil Point Road entrance unused.

Vehicles in the beach area have caused some damage to the grass and beach. By occupying valuable space in the day use area they have limited day use opportunities and compromise park experiences such as viewing. Occasionally, prohibited uses such as camping or open fires occur as a result of vehicle access to the beach.

Several solutions have been tried to provide year round private owner access through the Smelt Bay Road entrance while restricting park visitors to the Sutil Point Road entrance. However, each attempt failed to satisfy the needs of all those concerned. The following options outline a few other alternatives.

Option 1 - Maintain the Status Quo

If the access is left as is, damage to grass and beach areas could continue, as well as a decline in the quality of park experience. Management can be expected to become more difficult as camping and day use become concentrated along the beach as use slowly increases.

Option 2 - Purchase Adjacent Land for Additional Park Area

This option removes the need to provide access to the adjacent land owner and presents the opportunity to close the park portions of Smelt Bay Road. Although the property is currently up for sale, the cost is very high, approximately \$500,000. The existing quality of day use opportunities would be improved by removing the vehicles from the ocean front. However, few new or increased opportunities would be provided by the increase in park area from the purchased land.

Option 3 - Paving the Main Park Road for both Park Visitor Access and Private Land Owner Access

Paving the road will create a good year round access superior to Smelt Bay Road. If acceptable to the adjacent landowner, Smelt Bay Road could be closed at the park boundary and the day use area reclaimed for pedestrian use. The estimated cost to pave the park road is approximately \$50,000. This proposal relies upon the Ministry of Transportation and Highways to agree to accept maintenance of the road on a year round basis. However, since maintaining the park portions of Smelt Bay Road would no longer be needed, the maintenance of the paved park road could be considered merely a shift in work locations.

6.2 Level of Development Appropriate

In addition to paving the main park road there are several types of new development required. Although the present attendance levels do not reflect a need for increased camping or day use facilities, there is a need to expand day use development to efficiently utilize and enhance the recreational potential of this area. The following options outline a few development alternatives.

Option 1 - Maintain Status Quo

Maintaining the status quo, although not requiring any commitment, would fail to utilize the natural potential of the park or recognize the needs of residents or visitors for a higher quality of park experience.

Option 2 - Picnic Area Development

The development of a picnic area could enhance day use opportunities by providing picnic tables for sitting and outdoor dining. It would be a necessity if the proposed access changes are made. Visitors would have to walk further to the beach and would not have their vehicles so close at hand to use as tables, consequently the need to provide picnicking facilities.

Option 3 - Campground Development

The existing campground development appears to be adequate in terms of carrying capacity and the quality of the experience. Any major expansion of camping opportunities on Cortes Island should be provided by the private sector.

- 6.3 Protecting the Foreshore of the Park
 - Description: At present the main park feature, the beach area, is not included in the park boundary and has experienced some resource damage in the past. In addition, with the increased development pressures on foreshore areas by commercial uses, i.e. aquaculture farms and logging booms, throughout the south coast, the potential for incompatible uses to impact the park is a major concern.

Option 1 - Maintain Status Quo

The ramifications of this option are difficult to assess and foresee. Although the park foreshore is not threatened at this time, nor is it physically conducive to many uses, the situation could change rapidly given the speculative nature of some foreshore industries. The impact on the park would vary, depending on the type of use; however, most industrial uses would have an environmental, as well as aesthetic, impact on the park foreshore.

Option 2 - Adding Foreshore to the Park

Although there are no significant marine resources in the foreshore other than fish, the implementation of this option would protect the beach and adjacent foreshore from resource development. It would also allow the authority of the *Park Act* to be effective on the beach as a necessary measure to control obtrusive visitor behaviour. With the foreshore area being free from any encumbrances at present, this addition could be expeditiously implemented.

Appendix II

APPENDIX II

PROVINCIAL PARK ATTENDANCE 1980 – 1985

	1980	1981	1982	1983	1984	1985
Manson's Landing						
Day Use	6,767	3,683	3,055	3,468	3,737	3,345
Boating	626	2,102	2,626	2,418	1,667	707*
<u>Smelt Bay</u>						
Day Use	1,428	2,510	5,395	6.213	2,150	882*
Camping	1,010	1,189	1,016	1,047	1,098	1,028

*Figures have dropped off due to the temporary closure of the Manson's Landing Store.

SUMMER FERRY TRAFFIC TO CORTES ISLAND

1982 - 1985

	1982	1983	1984	1985
May	3,241	3,371	3,086	3,344
June	3,545	3,573	3,361	4,214
July	5,851	5,299	5,096	5,875
August	4,928	5,809	6,280	7,187

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