Nanaimo River Regional Park Management Plan

Publication Date: March 24, 2005
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Regional District
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# Nanaimo River Regional Park – Management Plan
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Section 1 – Executive Summary

1.1 Purpose of the Management Plan

This Management Plan is an administrative document that guides the management and operations of Nanaimo River Regional Park (NRRP) for the next five years and beyond. This document sets out objectives and policies for the management of the natural, recreational, human-made and cultural features of the Nanaimo River Regional Park. This plan also sets out the roles and responsibilities for short and long term operations as well as proposed development actions. The ongoing management of the Nanaimo River Regional Park will be undertaken by Regional District of Nanaimo Recreation and Parks Department.

The property is owned by The Land Conservancy of BC (TLC) and the RDN manages the Regional Park by lease from TLC. The lease requires the Regional Park to be managed in accordance with the conservation aims of TLC.

1.2 Management Plan Process

The Nanaimo River Regional Park is comprised of two parcels, one of 16 ha (40 ac) and one of 40.5 ha (100 ac) and is located in the southern portion of the Regional District, east of the Island Highway Nanaimo River Bridge. As a result of extensive fundraising that began in 1998 TLC purchased the lands in September 1999 and April 2000. On June 26, 2000, a 99-year lease agreement was signed between the RDN and TLC. The lease requires that the Regional Park operates as a nature park and is to be managed in accordance with the conservation aims of TLC.

Development of the Management Plan has been done in consultation with various agencies and organizations including residents living adjacent to the Regional Park, the Land Conservancy of BC, Ministry of Water, Land and Air Protection (MWLAP), Federal Fisheries and Oceans (DFO), Ministry of Forests (MOF), Pope & Talbot Ltd., Harmac Pulp Operations (“Harmac”), Electoral Area ‘A’ Director Henrik Kreiberg, Nanaimo Field Naturalists, fisheries biologists, and other interested residents.

Two public open houses were held. The first one was held February 12, 2004 to get input into the vision, objectives, and issues for the Nanaimo River Regional Park and a second open house was held on September 8, 2004 to introduce the draft Management Plan and allow participants to provide feedback as to how initial input was incorporated into the Plan and also to receive feedback from community members with regards to the draft document.
1.2.1 Pope & Talbot Ltd., Harmac Pulp Operations (Harmac)

Through the plan process, discussions with Harmac regarding their Statutory Right of Way registered on the title of the park properties have been in depth. The RDN and TLC recognize the rights granted to Harmac and that these rights take precedence over the policies or bylaws affecting the park. As a result, the RDN and TLC anticipate continuing to work with Harmac regarding the management of the land and any proposed improvements to the land.

1.3 Plan Summary

The Management Plan is a policy document that guides the short and long term operations and administrative requirements for managing the Nanaimo River Regional Park. The Plan describes the current uses and various natural and human-made features found in the Regional Park. Eight objectives are detailed in Section 3 and are organized in the following categories: Accessibility, Public Safety, Environment, Park Use, Standards, Operations and Administration, Economic Development, and Cooperation. Detailed policies have been developed for each of these categories and are found in Section 4. Appendix I outlines the administrative requirements for the RDN, development actions and timelines for fulfilling these activities.
Section 2 – RDN Regional Parks

2.1 Regional Parks and Trails

The RDN Regional Parks function was established in 1989. Regional Parks are established over lands deemed to be significant for the residents of the whole region. As a result, the costs associated with acquiring regional parks and of developing major capital items within Regional Parks are funded by residents in the eight electoral areas. The operation of Regional Parks (maintenance costs, etc.) is shared by agreement among the electoral areas and the four municipalities (City of Nanaimo, City of Parksville, Town of Qualicum Beach, and District of Lantzville).

Nanaimo River Regional Park, located in Electoral Area ‘A’, is one of eight regional parks. Other regional parks include: Descanso Bay in Electoral Area ‘B’; Benson Creek Falls above Brannen Lake in Electoral Area ‘D’; Beachcomber in Electoral Area ‘E’; Little Qualicum River in Electoral Area ‘F’; Englishman River Regional Park and Little Qualicum River Estuary Regional Conservation Area are both located in Electoral Area ‘G’; and Horne Lake Regional Park in Electoral Area ‘H’ (see Map No. 2.1).

The “Official Regional Park Plan Designation Bylaw No. 921, 1994” was adopted in November 1995 and is the guiding document that recognizes existing parks and identifies potential parks and open spaces sited in the region, including Regional Parks. The Plan was developed after two years of study and public consultation, and was granted formal approval by the Ministry of Environment, Lands, and Parks. Bylaw No. 921 has been amended to recognize the recent regional park acquisitions. The Regional Park Plan promotes actions to secure and manage parks and open spaces, and defines various methods by which the RDN can secure parkland. The vision and goals of Bylaw No. 921 are outlined in Section 2.2 and 2.3. Bylaw No. 921 is currently under review and is intended to reflect a variety of issues that have arisen for the regional park system since 1995. These issues include the repeal of the provincial Parks Regional Act; partnerships that have been formed to acquire and manage three Regional Parks; funding for acquisitions and operational requirements to manage regional parks; planning and capital improvements for campgrounds and trail bridge projects; and further definition of the relationship between community and Regional Parks and the municipalities and electoral areas in park activities.

It is anticipated that the proposed Regional Parks Plan revision will be a broad policy document that defines the RDN’s capacity to acquire, develop, maintain, and manage regional parks, trails, and open spaces. As part of the Official Community Plans (OCP) review for each Electoral Area the development of community park plans is identified as a necessary project to undertake. This
process would involve developing a community-based vision for locally significant parks, trails, and open spaces. In addition, Electoral Area park plans are anticipated to outline strategies for the acquisition, protection, development, and management of community parks and open spaces in the individual plan area. Electoral Area ‘E’ is currently the only Electoral Area for which a community parks plan has been developed. Together the revised Regional Parks Plan, Electoral Area Official Community Plans (OCP) and the Electoral Area parks plans will provide comprehensive guidance for parks planning in the RDN.

2.2 Regional Parks Plan – Vision

The vision for the regional park system states the purpose, goals and objectives for the park system. It is defined in the Regional Parks Plan and considers the public’s desire, legal constraints, the spirit and intent of the park services, and the needs of the Regional District of Nanaimo. It is outlined as follows: The Regional District will establish, develop, and operate a park system for the security, protection and stewardship of lands within the region which maintain liveability, provide environmental and natural resource protection and accommodate outdoor recreational pursuits.

With the review of the Regional Parks Plan it is anticipated that the overall vision will be reevaluated to reflect the recently acquired Regional Parks and other issues briefly identified in section 2.1.

2.3 Regional Parks Plan – Goal

The Regional Parks Plan defines the goals for each of the three park service types: regional parks, community parks, and greenbelts. The goal for regional parks as outlined in the Regional Parks Plan is as follows:

*To secure and protect for all time, a system of park sites and trails, which provide representation of the four distinct landscapes of the region, as well as sites that include unique natural and historic features and experiences of regional significance. Regional parklands will accommodate the enjoyment and appreciation of the sites in a manner that assures their natural qualities are unimpaired for generations to come. Regional trails will provide linear outdoor recreational opportunities that link components of the Regional District Park System, other park and protected areas, and the neighbourhoods of the Regional District.*

Pursuant to the criteria outlined in the Regional Parks Plan and the factors described in Section 3 of this Plan, Nanaimo River Regional Park meets the criteria of a regional park.
Map No. 2.1
Regional Park System

[Map showing the regional park system with various parks and trails marked]
Section 3 – Nanaimo River Regional Park

3.1 Setting and Context

The Nanaimo River Regional Park is comprised of two parcels, one of 16 ha (40 ac) and one of 40.5 ha (100 ac) and is located in the southern end of the Regional District, east of the Island Highway Nanaimo River Bridge, in Electoral Area ‘A’ (refer to Map No. 3.1). The Land Conservancy (TLC) acquired the parcels that now consist of the Regional Park for the primary purposes of protecting the valuable fish habitat.

TLC purchased the lands in September 1999 and April 2000 using funds obtained through various sources: the RDN contributed $350,000, Federal Fisheries and Oceans (DFO) $375,000, Provincial Habitat Conservation Trust Fund $200,000, Trout Unlimited Canada $10,000, $1,000 each from the Nanaimo Fish and Game Protective Association and the Nanaimo Field Naturalist Club; and local fundraising contributed $70,000.

On June 26, 2000, a 99-year lease agreement was signed between the RDN and TLC. The lease agreement stipulates that the management of the park shall be compatible with the conservation aims of TLC to preserve the forest ecosystem, and fish and wildlife habitat. Other aspects of the lease agreement include:

- that there shall be no improvements including trails on the south side of the Nanaimo River and that facilities such as parking, trails, picnic sites may be developed on the north side of the River;
- to preserve and enhance native and endangered plant ecosystems and animal habitat through best management practices; and
- to improve native ecosystems by removing or reducing invasive species.

The Land Conservancy is a charitable non-governmental agency with the purpose to contribute to and improve the education, health and welfare of the general public and to benefit the community as a whole by promoting and encouraging the protection, preservation, restoration, beneficial use and management of plants, animals and natural communities that represent diversity of life and areas of scientific, historical, cultural, scenic and compatible outdoor recreational value. They also promote charitable activities or endeavors, including the acquisition, management and disposal of land and interests in land that appear to contribute to the above objectives. The property owner therefore anticipates working in a consultative framework regarding any development activities proposed to be undertaken by authorized personnel.

The Regional Park contains mature Douglas fir forest and significant salmon rearing and spawning habitat. Fisheries biologists recognize this area as being crucial to the survival of Nanaimo River Chinook, Coho, Chum, Steelhead and
Cutthroat Trout. Historically, the Nanaimo River was the second best producing steelhead river on the east coast of the island, however steelhead fisheries stocks are now at an extinction level.

There are various encumbrances (formal and informal) on the property and these include:

- Pope & Talbot Ltd., Harmac Pulp Operations (“Harmac”) has a Statutory Right-of-Way over both properties for their “Operational Works”. These works currently include above and below-ground water lines, two concrete pump houses, 13.8 kV power lines, roads, a holding pond, fencing, and a riverbank protection/dyking system. Harmac’s Statutory Right-of-Way is for the purposes of obtaining water from sources located on the lands and for maintaining dykes and riverbanks located on or next to the lands in order to protect wells and waterworks located on the lands, and for all uses required to facilitate such purposes, and to do on the lands all acts, things and matters necessary, required or desirable to effect such purposes including, without limitation, the construction, maintenance, repair, use, renewal operation over, replacement and removal on, over and through the lands of any and all works necessary or desirable for such purposes, whether or not currently existing on the lands. These works hereinafter called the “Operational Works” are presently located on the north and west side of the park.

- The Nanaimo Regional Airport has an aerial easement over the whole Park such that it can trim, prune, or remove vegetation within the flight path.

- The Cranberry District Fire Department has a well at the Fry Road entrance — a license agreement has been signed between the Fire Department and RDN.

- Ministry of Forests has two research plots for Douglas-fir and lodge pole pine located in the north west corner of the Park — this arrangement must be formalized. These are shown on Map No. 3.2

There are trails along the north and west side of the park that are used to access fishing and swimming sites. The north side of the River can be accessed by foot from Fry Road and Emblem Road with limited parking available at the entrance on Fry Road and Emblem Road. Currently, gates, boulders, and some ditching restricts vehicular access into and through the park. There is no access to the south side of the river as this is adjacent to and can only be accessed through the adjacent private property; therefore no access is permitted.

The park properties are zoned Rural 4 (RU4) pursuant to the Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987. Both parcels are within the Agricultural Land Reserve (ALR). Park use is a permitted use within any zone pursuant to Bylaw No. 500 and within the ALR pursuant to the Agricultural Land Reserve Regulations.
3.2 Vision
Nanaimo River Regional Park is a conservation park containing significant fish and wildlife habitat and a mature Douglas fir forest, which is to be protected in perpetuity. The park is located in the lower reaches of the Nanaimo River approximately 6 km upstream from the Nanaimo River estuary and is within Electoral Area ‘A’ of the Regional District of Nanaimo.

Public access is restricted to enable passive recreational pursuits on the north and west side of the park and to prohibit access on the south side of the park. There are currently no public facilities at the park and any public facilities developed in the future are anticipated to be limited.

The management policies are intended to protect and enhance the environmentally sensitive features in the park while maintaining the passive recreational uses as well as Harmac’s industrial “Operational Works” that have historically taken place on the properties. The policies are also intended to minimize hazards, and respect the interests of the community and adjacent landowners. The management of the park also requires ongoing cooperative relationships between the RDN, TLC, adjacent landowners, chargeholders, other public agencies, and area residents. Where appropriate, the park may provide economic and tourism benefits for local and regional businesses.

3.3 Objectives
The objectives outlined below summarize the key components for the management of the Nanaimo River Regional Park.

3.3.1 Accessibility
To provide a Park that permits the general public year round non-motorized access to the north and west side of the Park and does not allow public access to the sensitive areas on the south side of the park.

3.3.2 Public Safety
To endeavor to minimize hazards, both natural and human-made, in the management of the park.

3.3.3 Environment
To protect and enhance the sensitive fish habitat and intact riparian vegetation and to mitigate negative impacts associated with the passive recreation use.

3.3.4 Park Use
To provide a park that permits passive recreation in portions of the park and to restrict recreational uses that are detrimental to the environmentally sensitive areas and other natural and human-made features in the park.
3.3.5 Development Standards
To develop and maintain facilities to meet adequate standards that support passive recreational opportunities in the park.

3.3.6 Operations and Administration
To manage the Regional Park by lease agreement with TLC, incorporating the conservation aims of TLC.

3.3.7 Economic Development
To consider economic and tourism opportunities for the surrounding community and the region as a whole.

3.3.8 Cooperation
To liaise with the adjacent landowners, chargeholders, senior government agencies, and other stakeholders in the planning, management, and operations of Nanaimo River Regional Park.
Map No. 3.1
Park Facilities

Nanaimo River Regional Park – Management Plan
Map No. 3.2
Encumbrances
Section 4 – Management Policies

4.1 Introduction

This section is divided into specific topics that relate to the management and administration of the park. Each topic area includes the Management Objective outlined in Section 3, a brief discussion of the topic area, and policies that form the guiding framework for the short and long term management of the park. The RDN anticipates reviewing and revising these policies before 2010. Development actions and administrative requirements have been developed from the policies outlined in this section and are detailed in Appendix I.

4.2 Accessibility

4.2.1 Management Objective

To provide a Park that permits the general public year round non-motorized access to the north and west side of the Park and does not allow public access to the sensitive areas on the south side of the park.

4.2.2 Background

The land on the north and west side of the park has been used over the years for recreational activities such as walking, swimming, picnicking, camping, fishing, horse back riding, and unlicensed vehicle use. Additionally, Harmac has industrial “Operational Works” on the west side of the park, including above and below-ground water lines, two concrete pump houses, 13.8 kV power lines, dirt roads, a holding pond, some fencing, and a riverbank protection/dyking system.

People do not tend to use the south side of the river for recreational pursuits, as it is physically more difficult to access and it is private property. The terms of the lease agreement between TLC and the RDN does not allow public access to the south side due to the environmentally sensitive nature of this area and because it is private property.

Gates, boulders, and ditches restrict vehicular access into the park on the north and west side. However groups and agencies with interests in the Park, such as Harmac, the Cranberry Fire Department, the Fish Hatchery, TLC, the RDN, Ministry of Forests and an adjacent property owner have keys to the gates. The north side of the River can be accessed by foot from Fry Road and Emblem Road. There is limited road side parking available at the entrance on Fry Road (approximately 2-3 vehicles) and Emblem Road (approximately 8 to 10 vehicles). Conservancy Road is an undeveloped dedicated road adjacent to the park and can only be accessed through the park. There is no public
access to the park land on the south side of the river as the terms of the lease agreement between TLC and the RDN does not allow public access and the adjacent land is private property.

4.2.3 Policies

4.2.3 (a) Public Access

i) The north and west side of the Park is open to the general public for day-use and access is confined to designated trail or public rights of way.

ii) Access to the south side of the Park shall be restricted to authorized personnel only.

iii) Certain areas of the Park may be closed to public access as designated in this plan or as identified by park signage due to natural and human made hazards, emergency or environmental conservation requirements, and the operation and maintenance of Harmac’s industrial “Operational Works”.

iv) Vehicular access is limited to authorized personnel only.

4.2.3 (b) Universal Design

i) Accessibility and universal design matters shall be considered in any new facility development or upgrading projects to accommodate park users with different levels of ability.

4.3 Public Safety

4.3.1 Management Objective

To endeavor to minimize hazards, both natural and human-made, in the management of the park.

4.3.2 Background

Risk management is an important component in the decision-making process for the Park. Through risk identification, evaluation, and communication, liability in the Park can be managed. In the course of protecting the natural environment, the human-made facilities, and providing various passive recreational opportunities, not all risk can be eliminated.

Efforts shall be made to manage specific risks within the park property. Some of the obvious risks include no on-site staff and supervision of park use, swimming is unsupervised and undertaken in the River throughout the Park, there is a fire risk associated with unauthorized camping and day users, Search and Rescue is often called to swimming and boating accidents on the Nanaimo River, not necessarily in the Park, there are steep river banks, and under water hazards, such as snags. There is restricted access to Harmac’s “Operational Works” and they must not be trespassed on.
In addition, some of the existing uses at the Park have the potential to cause conflicts with adjacent landowners. In particular, unauthorized camping and party activities disturb adjacent landowners and dogs being walked in the Park have trespassed into adjacent farm fields disturbing livestock. As a result, Park management policies must recognize the need to reduce conflicts between park users and adjacent landowners.

Adjacent property owners play an important role for park security as they can raise the alarm if there is a fire or accident. When TLC first purchased the properties they contacted adjacent landowners requesting their assistance regarding security. The majority of these landowners were willing to provide their assistance.

The RDN is preparing park bylaws for all community and regional parks and trails in the region. The proposed bylaw, when adopted, will apply to the Nanaimo River Regional Park.

4.3.3 Policies

4.3.3 (a) Vehicles
   i) Vehicles are restricted to designated vehicular access routes. The RDN may authorize deviations from these routes as required for authorized personnel.
   ii) Speed limits within the park shall not exceed 10 km/hour.
   iii) The operation of recreational off road vehicles (e.g. ATVs and motorbikes) is not permitted in the park.

4.3.3 (b) Hazard Trees
   i) The disturbance or removal of native vegetation is not permitted in the park without the permission of the RDN. The RDN may authorize the removal of vegetation including hazardous trees, downed trees, invasive non-native species, for approved park development, and vegetation management.

4.3.3 (c) Campfires
   i) Campfires and charcoal barbeques are not permitted in the Park.

4.3.3 (d) Fire Protection
   i) The Cranberry Volunteer Fire Department provides fire protection for the Nanaimo River Regional Park.

4.3.3 (e) Hazard Identification
   i) Signage shall be used to identify known risks, including strong river currents, fluctuating water levels and flows, water obstruction
hazards, unsupervised swimming, and Harmac’s “Operational Works”.

4.3.3 (f) Park Rules
i) Park users are subject to rules and regulations as set out in this Plan.
ii) Where a bylaw regulating park uses has been adopted by the RDN the provision of the bylaw takes precedence over this Plan and the rules as set out in this Plan shall be in addition to any regulations as set out in the bylaw.
iii) Bylaw enforcement officers shall be designated by bylaw.
iv) Signage and brochures shall be the primary means to communicate hazard issues to park visitors.

4.4 Environment

4.4.1 Management Objective
To protect and enhance the sensitive fish habitat and intact riparian vegetation and to mitigate negative impacts associated with the passive recreation use.

4.4.2 Background

The Regional Park is located in the lower reaches of the Nanaimo River watershed. It contains mature Douglas fir forest and has some of the most significant salmon rearing and spawning habitat on the east coast of Vancouver Island. This riparian forest is one of the few remaining natural forests within the lower reaches of the Nanaimo River watershed.

The mature coastal Douglas-fir forest ecosystem, such as that found in the Park, is one of the top four most endangered ecosystems in Canada. In BC this ecosystem occurs only on southeast Vancouver Island and on the Gulf Islands and less than 1% of Douglas-fir stands remain in relatively unaltered condition. The mature coastal Douglas-fir forest in the riparian area of the Park is important to control flooding and provides habitat for fish and wildlife. The riparian forest consists of mature hemlock, fir, alder and cedar as well as fallen trees and woody debris.

Fisheries biologists assert that these properties are crucial to the survival of Nanaimo River Chinook, Coho, Chum, Steelhead and Cutthroat Trout. Historically, the Nanaimo River was the second best producing steelhead river on the east coast of the island, however steelhead fisheries stocks are now at an extinction level. In recent years, the Nanaimo River has been closed for steelhead fishing.

The park lands are situated on part of a highly productive source of groundwater called the Cassidy Aquifer. The main aquifer consists of post-
glacial deltaic sediments deposited by the Nanaimo River and Halsam Creek. The upper aquifer is 26 metres thick in the thickest part and consists of gravel and sandy gravel. The Aquifer was discovered when a drilling and pump testing program was undertaken in the course of developing a source of groundwater for industrial use.

Since 1979, the Nanaimo River Salmonid Enhancement Program has operated a hatchery on the adjacent property to the south, owned by Harmac, which supports Coho, Chinook and chum. The hatchery staff regularly collects brood stock and when necessary, salvages fry from the Nanaimo River on the park property.

No comprehensive wildlife assessment of the park has been undertaken, however a member of the Federation of BC Naturalists and Registered Professional Biologist provided casual observations of wildlife in the park over a two-year period and found it to be abundant. The large mammals identified include: Black Bear, Black-tailed Deer, Raccoon, Mink, Beaver, Eastern Cottontail, and Deer Mouse. Reptiles and amphibians include: Common Garter Snake, and Pacific Tree frog. Over 24 variety of birds were identified and include: Bald Eagle, Great Blue Heron, Pine Siskin, American Robin, Canada Goose, Red Crossbill, Common Merganser, Song Sparrow, Belted Kingfisher, Varied Thrush, Northern Rough-winged Swallow, Violet-green Swallow, Glaucous-winged Gull, Pileated Woodpecker, Red-breasted Sapsucker, Bewick’s Wren, Winter Wren, Dark-eyed Junco, Spotted Towhee, Olive-sided Flycatcher, Pacific-slope Flycatcher, Steller’s Jay, Common Raven, and Spotted Sandpiper. There are no known eagle nest trees or heron colonies in the Park.

In 1997 the Ministry of Environment, Lands and Parks (Ministry of Water, Land and Air Protection) and Environment Canada mapped remaining fragments of rare and fragile terrestrial ecosystems throughout the eastern coastal lowland of Vancouver Island which is commonly referred to as the Sensitive Ecosystem Inventory (SEI). Six polygons were identified in the regional park property all of which are identified as Riparian ecosystems. The field reports indicate there is some fragmentation of the native landscape and evidence of erosion on the banks. The Conservation Data Centre (CDC) records indicated two historical occurrences of blue listed species, Sagina decumbens ssp. occidentalis (Western Pearlwort) and Mustela erminea anguinae (Ermine, Anguinae Subspecies). The CDC recommends a detailed assessment during the appropriate seasons.

In December 2003, a large log jam on the west side of the River blew which resulted in the redirection of the main channel flow. As a result, a small but significant spawning channel used by Chinook is no longer receiving any water flow. This action has also exposed a large area approximately 5 ha in size that was within the sensitive portion of the park unintended for public
access, however it is now vulnerable to being accessed by park visitors. This action by the river shows the volatility of the river as a natural system.

Fisheries and fish habitat assessment has not been undertaken of the Nanaimo River system within the Park. It is not anticipated that such an assessment would be undertaken in the first five years of the management plan.

There are no known archeological sites on the park properties. The nearest known site is approximately 1 km upstream of the park properties.

In some of the cleared areas in the north and west side of the Park lots of invasive plant species such as Scotch broom and Himalayan blackberry are taking over. On other properties, TLC has been successful in managing these invasive plants through the use of volunteer work parties to remove them and undertaking aggressive replanting initiatives. Harmac also engages in regular vegetation management to reduce any potential impacts to their “Operational Works.”

Interpretation of the natural environment is a type of education designed to engage visitors’ interest and to encourage them to make connections between understanding and protecting the natural environment, and their own actions. There are currently no interpretative initiatives taking place in the park.

Research activities on the natural environment that aim to protect and enhance the ecological values found in the park are encouraged. For example, research includes biological inventories, long-term environmental and biological monitoring. This research may assist in developing environmentally sound management decisions and policies.

For the purposes of this Management Plan, the RDN has divided the Park into three land use management zones. These zones are detailed in section 4.10. The purpose of these zones is to provide a framework to manage the park and to delineate the types and levels of uses appropriate throughout the Park.

Long-term management of the park will incorporate best practices to minimize the existing impacts on the natural environment and actions will be taken to rehabilitate some of the disturbed areas. In addition, interpretation and education initiatives at the park will stress the value of the natural environment and the roles that individuals play in protecting it.

4.4.3 Policies

4.4.3 (a) Park Use
i) Uses within the infrastructure and natural environment zones shall not impact the natural environment and are not encouraged outside designated activity areas or trails.
ii) New facilities shall be sited on disturbed areas to recognize environmental protection and conservation values, where possible.

4.4.3 (b) Development

ii) The disturbance and removal of native vegetation is not permitted in the park without permission of the RDN and TLC. This may be authorized for the removal of hazardous trees, for the management of invasive non-native species, and for Harmac’s vegetation management requirements.

iii) The alteration of land is not permitted in the park without permission of the RDN and TLC and may be authorized to enhance ecosystems native to the Park, minimize erosion, and mitigate natural and human-made hazards.

iv) Harmac is authorized to manage vegetation as well as any other undertakings necessary to carry out the operation and maintenance of their “Operational Works” as described in Harmac’s Statutory Right of Way.

v) The introduction of animals or planting of vegetation is not permitted in the Park without permission of the RDN and TLC and may be authorized to enhance ecosystems native to the Park, and minimize erosion.

vi) The development of trails and other land alteration activities including vegetation removal shall not take place within 15 metres from the top of the bank of the River, unless otherwise permitted by the RDN and TLC.

4.4.3 (c) Interpretation and Education
i) Interpretation and education activities and signage shall be encouraged.

ii) The development and establishment of interpretation and education materials and initiatives shall be undertaken by the RDN and TLC.

iii) Interpretation and education activities and signage shall emphasize public recreation safety and responsibilities, preservation of the environmentally sensitive features, community stewardship ethic, and the ecological values found in the park.

4.4.3 (d) Rehabilitation
i) The enhancement or rehabilitation of disturbed upland natural areas shall be encouraged.

ii) Fish habitat enhancement and/or restoration projects shall not be undertaken until a comprehensive assessment has been undertaken.
iii) The RDN and TLC may permit emergency restoration works in certain circumstances and providing an agreement can be reached between the parties.

4.4.3 (e) Research

i) Ecological inventories and mapping that support park management planning processes are encouraged.

ii) The RDN and TLC shall work with other agencies, organizations, community groups, and land trusts to inventory, evaluate, and manage the natural environment and to maintain and enhance the biological diversity of the park.

iii) The RDN and TLC shall encourage or partner with research organizations, such as universities, to conduct research designed to investigate methods to enhance the park conservation goals.

iv) Permit researchers to undertake research in the park and on trails to explain natural phenomena, provided the research activities are consistent with the conservation objectives of the park.
Map No. 4.1
Environmental Features
4.5 Park Use

4.5.1 Management Objective
To provide a park that permits passive recreation in portions of the park and to restrict recreational uses that are detrimental to the environmentally sensitive areas and other natural and human-made features in the park.

4.5.2 Background

The park has a long history of use for recreational fishing and swimming. There are trails along the north and west side of the properties that are used to access fishing and swimming sites. The north side of the River can be accessed by foot from Fry Road and Emblem Road with limited parking available at the entrance on Fry Road and Emblem Road. There is no access to the park land on the south side of the river as the terms of the lease agreement between TLC and the RDN does not allow access and the adjacent land is private property.

Public access is restricted to enable passive recreational pursuits on the north and west side of the park and to prohibit access on the south side of the park. There are currently no public facilities at the park and any public facilities developed in the future are anticipated to be limited.

The north side of the parkland has been well used for other outdoor activities including access to a popular swimming hole that has attracted swimmers and picnickers, as well as recreational fishing. However, recreational fishing is limited due to closures. Other less acceptable uses have been identified and need to be managed, for example, overnight camping and parties held after dusk and unlicensed off-road vehicles.

There is a well-developed walking trail on the north bank of the river and it is anticipated the Regional Park may provide a hub for future connections to the Trans Canada Trail and the Morden Colliery Trail. In November 2002, the Regional Board endorsed the Electoral Area ‘A’ Community Trail Study, which identified various trail opportunities and provides recommendations on the actions required to develop them, including a water trail. Horse back riding occurs in the park and the therapeutic riding association and individuals have been using some of the trails on the north side of the River.

Pope & Talbot Ltd., Harmac Pulp Operations activities on these lands date back to 1949, when MacMillan Bloedel owned these properties and the Harmac Mill. Presently, these lands, and the Harmac lands adjacent to them, form an integral part of the pulp mill’s water supply system. Well water from this area is free of sediment and low in minerals, providing an ideal water supply for producing high quality pulp. As a result of the importance of this
water supply. Harmac has protected rights to this water supply through a Statutory Right of Way registered on the title of these lands. In addition, Harmac has industrial “Operational Works” on the west side of the park that includes above and below-ground water lines, two concrete pump houses, 13.8 kV power lines, roads, a holding pond, fencing, and riverbank protection/dyking system.

*TLC* offers conservation holidays where interested groups and individuals volunteer their time to undertake conservation related activities on *TLC* owned properties. Activities include invasive species removal, riparian plantings, forest fuel reduction, property maintenance, and repairs to older buildings. *TLC* intends to offer conservation holidays in the Park to remove some of the invasive plants. The RDN and *TLC* anticipate expanding the conservation holiday program on the park properties.

The RDN is preparing park bylaws for all community and regional parks and trails in the region. The proposed bylaw, when adopted, will apply to the Nanaimo River Regional Park.

The RDN has experienced increasing numbers of requests for group activities and special events within the regional parks. Special events may include commercial or non-commercial events or activities that attracts participants and spectators and may include festivals, competitions, tournaments, or similar outdoor events.

4.5.3 Policies

4.5.3 (a) **Permitted and Prohibited Uses**

i) Permitted uses in the Nanaimo River Regional Park include:
   01. Walking on designated trails;
   02. Cycling and Mountain Biking on designated trials;
   03. Horse back riding on designated trails;
   04. Swimming;
   05. Fishing with a valid Fresh Water Sport Fishing license;
   06. Picnicking;
   07. Authorized Special Events;
   08. Industrial “Operational Works” as described in Harmac’s Statutory Right of Way; and
   09. Other uses compatible with the peaceful enjoyment of nature.

ii) Prohibited uses in the Nanaimo River Regional Park include:
   01. Camping;
   02. Charcoal Barbequing;
   03. Campfires;
   04. Off-road and unlicensed vehicle use; and
   05. Possession or consumption of alcoholic beverages.
4.5.3 (b) Pets
   i) Pets are the responsibility of their owner and shall be kept under control at all times.
   ii) Pet owners shall pick up their dog’s waste and remove it from the Park.

4.5.3 (c) Research
   i) Research that contributes to the knowledge, cultural history, and environmental protection will be encouraged providing it does not negatively impact, alter or disturb land that contains environmentally sensitive features.

4.5.3 (d) Restoration
   i) The RDN and TLC may permit restoration works that are consistent with the overall vision of the Park.

4.5.3 (e) Park Rules
   i) Park users are subject to rules and regulations as set out in this Plan.
   ii) Where a bylaw regulating park uses has been adopted by the RDN the provision of the bylaw takes precedence over this Plan and the rules as set out in this Plan shall be in addition to any regulations as set out in the bylaw.

4.5.3 (f) Special Events
   i) Special events may be permitted by the RDN and TLC.
   ii) Special events must meet the following conditions:
       01. The special event is an appropriate outdoor recreation activity.
       02. The special event will have minimal environmental impact.
       03. The site selected will be sensitive to the natural environment and the experience of other park users and adjacent property owners.
       04. No permanent or temporary facilities or structures associated with the service or activity shall be erected or constructed, without permission from the RDN and TLC.
       05. On site advertising for special events shall be limited to one sign, sandwich board, or banner.
       06. Must obtain a special event permit.
4.6 Development Standards

4.6.1 Management Objective
To develop and maintain facilities that meet adequate standards that support passive recreational opportunities in the park.

4.6.2 Background
The park facilities are currently very limited and expansion of these facilities is also anticipated to be limited in scope. Any facilities will be restricted to the north and west side of the Park. The location and extent of facility development is to be in keeping with the conservation aims of the property owners. In addition, there is no on-site manager of the park and any facilities to be developed must be done so with this in mind.

Facilities and development that has been identified includes improvement to parking areas, park signage (including interpretive and safety/hazard signage, “restricted access” and “no trespassing”), trail improvement, and the possible future installation of garbage cans and portable washrooms. The recent installation of the well by the Cranberry Fire Department located close to the Fry Road access provides the park with a source of water and electricity.

The park properties are zoned Rural 4 (RU4) pursuant to the Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987 (Bylaw No. 500) and are located within the Agricultural Land Reserve (ALR). Bylaw No. 500 permits parks in any zone and the ALR Regulations permits parks established by local governments for the purposes of conservation and passive recreation, but limits the size of buildings and structures. In spite of Bylaw No. 500 and the ALR Regulations supporting the park use it may be appropriate to rezone the property to recognize the specific park use.

4.6.3 Policies

4.6.3 (a) Facility Standards
i) As facilities are developed and upgraded, any works shall follow Provincial Park standards as a guideline to address public safety concerns, follow best practices, and manage risk.

4.6.3 (b) Land Use Regulations
i) Any development shall be consistent with the Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987 and the Agricultural Land Reserve Regulations.
ii) The RDN shall investigate rezoning the park properties to recognize the park use.
4.6.3 Development

i) Recreational facilities shall be developed in accordance with the Capital Plan.
ii) Any recreational facilities to be developed shall not require regular monitoring.
iii) Recreational facilities shall be designed and located to minimize risks of disturbing fish and wildlife habitat.
iv) Recreational uses and trail facilities shall only be developed within designated areas.
v) Realigning existing trails and routes, or developing new ones shall consider the following:
   01. Trails should be looped or consider return journeys by incorporating a number of trails;
   02. Trails should provide links to the regional trail network;
   03. Trails should avoid sensitive terrain such as steep slopes and vegetated areas that cannot sustain disturbance, for example recently revegetated areas.
   04. Trails should be constructed to consider multiple-users for example, pedestrians, bicycles, and horse.
   05. Trails that are not required shall be identified, closed using barriers and allow natural re-growth.

4.7 Operations and Administration

4.7.1 Management Objective

To manage the Regional Park by lease agreement with TLC, incorporating the conservation aims of TLC.

4.7.2 Background

Operations and administration of the park refers to the short and long term roles and responsibilities of the RDN and TLC in managing the park. As outlined above, facility development is anticipated to be limited and there is no on-site manager. In addition, the RDN’s Regional Park operational budget to undertake various initiatives is limited and priorities need to be considered in this context.

Management and development initiatives that have been identified include park promotion, annual hazard assessment, signage development and installation, and emergency plan development. These activities are further detailed in Appendix No. 1.

The conservation aims of TLC are quite broad and include:
(a) promoting and encouraging the protection, preservation, restoration, beneficial use and management of plants, animals and natural communities by protecting
the lands and waters they need to survive, and secondarily, areas of scientific, historical, cultural, scenic and compatible outdoor recreational value;

(b) promoting charitable activities or endeavors, including the acquisition, management and disposal of land as this contributes to the above objectives; and

(c) encouraging co-operation in, support for and research into, and education regarding all matters pertaining to the fulfillment of the above objectives.

The lease agreement states that the RDN agrees to operate the lands as a regional park in a manner compatible with the conservation aims of TLC, including but not limited to, the preservation of the forest ecosystem, fish and wildlife habitat. The agreement specifically states that there shall be no improvements including trails built on the south side of the river and that the RDN may develop parking, trails, picnic and other appropriate facilities on the lands to the north side of the river.

As detailed in section 4.9 a number of encumbrances are registered on the title of the park. The management of the park must consider the impact on chargeholders and activities undertaken by the chargeholders shall consider the aims of the park. The Statutory Right of Way held by Harmac applies to both properties and grants them the right to maintain, repair, and enhance their “Operational Works” as required.

Volunteers play an important role for the RDN Recreation and Parks Department and TLC for park stewardship, trail construction, invasive species removal, and replanting programs, for example. Therefore, volunteers are recognized as being valuable components in the management and operations of the Nanaimo River Regional Park.

Policies

4.7.3(a) Maintenance

i) The RDN shall conduct annual maintenance inspections and risk management evaluations.

4.7.3(b) Signage

i) Signage may only be placed in the park with the approval of the RDN and TLC.

ii) The RDN shall undertake the development and installation of any signage related to the management of the park.

iii) TLC and RDN shall undertake the development and installation of any interpretational signage.

4.7.3(c) Volunteers

i) Volunteers may be used in the operations and development of facilities at the park.

ii) In consultation with TLC, the RDN shall develop a coordination program to assist with the park stewardship.
4.7.3(d) General
   i) The resolution of issues not specifically identified in this plan shall be
declared by the Manager of Recreation and Parks, in consultation with
TLC.

4.7.3(e) Land Interests
   i) Chargeholders interests shall be considered as part of any decision
making.

4.8 Economic Development

4.8.1 Management Objective
   To consider economic and tourism opportunities for the surrounding community
and the region as a whole.

4.8.2 Background
   Local area residents tend to be the most frequent public users of the Nanaimo
River Regional Park for recreational pursuits including dog walking, swimming,
and fishing. In addition, wildlife enthusiasts from elsewhere in the region also
visit the park. However, there are no figures for the numbers of visitors to the
park.

   The Nanaimo River Regional Park is one of eight regional parks in the RDN. In
addition, there are many trails and community parks within the Regional District
that are well used by visitors from all over. The RDN regularly promotes its
regional parks and trail system through different mediums. As a result, businesses
within close proximity to the individual parks tend to receive the indirect benefit
of this promotion activity.

   Promotion of the Nanaimo River Regional Park is anticipated however the scale
of this promotion will be minimal as the primary purpose of the park is to
preserve the natural environment.

4.8.3 Policies

4.8.3(a) Regional Tourism
   i) Where appropriate, the RDN will participate in efforts to promote
regional tourism through the promotion of the park.
4.9 **Cooperation**

4.9.1 **Management Objective**
To liaise with the adjacent landowners, shareholders, senior government agencies, and other stakeholders in the planning, management, and operations of Nanaimo River Regional Park.

4.9.2 **Background**
Adjacent land uses include large and small farms and rural acreages, industrial “Operational Works” for water supply to Harmac, the Ministry of Transportation gravel storage area and old fire suppression camp area, forestry lands, and the Nanaimo River fish hatchery.

There are a number of charges on the title of the parkland and these include:

- Pope & Talbot Ltd., Harmac Pulp Operations (Harmac) has a Statutory Right of Way over both properties for their “Operational Works” (above and below-ground water lines, two pump houses, 13.8 kV power lines, dirt roads, a holding pond, some fencing, and a riverbank protection/leasing system). Harmac’s Statutory Right of Way is for the purposes of obtaining water from sources located on the lands and for maintaining dykes and riverbanks located on or next to the lands in order to protect wells and waterworks located on the lands, and for all uses required to facilitate such purposes, and to do on the lands all acts, things and matters necessary, required or desirable to effect such purposes including, without limitation, the construction, maintenance, repair, use, renewal, operation over, replacement and removal on, over and through the lands of any and all works necessary or desirable for such purposes, whether or not currently existing on the lands (such works hereinafter called the “Operational Works”).

- An aerial easement over the whole Park held by the Nanaimo Regional Airport Authority such that vegetation within the flight path can be trimmed, pruned, or removed as required.

- The Cranberry District Fire Department’s well at the Fry Road entrance. A license agreement has been signed between the Fire Department and RDN.

In addition to the formal encumbrances, the Ministry of Forests has two research plots for Douglas-fir and lodge pole pine located in the northwest corner of the Park. This arrangement must be formalized. Also, the hatchery operated by the Nanaimo River Salmonid Enhancement Program on the adjacent private property regularly collect brood stock and salvage fry from the Nanaimo River on various locations on the park property. Due to associated liability issues a formal arrangement should be initiated with the hatchery.
At the northern boundary of the Park adjacent to Frey Road (dedicated but unconstructed) the trail follows a bend in the river that crosses onto the dedicated road.

The Nanaimo Fire Suppression Camp was identified in the RDN Regional Parks Plan, Schedule A, as a significant site for the parks system. This parcel is owned by the Crown and has been used for gravel extraction. The site is also used as an access point to the river. However, the recreational value of this property is limited to providing a possible parking area for the park and no formal talks have taken place between the province and the RDN. A review of acquiring this property may be considered.

In addition to the chargeholders, senior government agencies with potential interests in the Regional Park include Fisheries and Oceans Canada, Ministry of Water, Land and Air Protection, Ministry of Sustainable Resource Management, and the Agricultural Land Commission.

4.9.3 Policies

4.9.3(a) Adjacent Landowners
i) The RDN and TLC will liaise with adjacent landowners to cooperate on matters of mutual interest or benefit related to park operations including:
   01. Public access;
   02. Nuisance and vandalism;
   03. Security issues; and
   04. Emergency issues (flood, fire).
ii) The RDN will seek to work with adjacent landowners to promote park objectives and enhance sensitive features on adjacent lands.

4.9.3(b) Land Interests
i) Public agencies and private companies that own or control land and fixtures within Nanaimo River Regional Park will be encouraged to ensure their activities conform to and are consistent with this plan.
ii) The RDN shall secure a management agreement with the Ministry of Forests for their research plots.
iii) The RDN shall establish a management agreement with the Nanaimo River Salmonid Enhancement Program in consultation with Harmac.
iv) The siting of any park facilities shall consider the location of existing charges on the land to minimize conflicts.
v) The RDN shall secure a license agreement with the Ministry of Transportation for the trail encroachment onto Frey Road.

4.9.3(c) Government Agencies
i) The RDN will seek to work with other government agencies to promote park objectives and uphold other agencies mandates.
4.9.3(d) Land Acquisition
i) The acquisition of adjacent lands shall be considered where the land contains significant environmental values and/or establishes a buffer for the sensitive lands or reduces environmental impacts in the regional park.

4.10 Park Use Zones

A system of park use zones has been developed to provide a framework in which to manage the Nanaimo River Regional Park and outlines the types and levels of use appropriate throughout the park. The establishment of the park zones is guided by a vision of preservation and enhancement of the environmentally sensitive features in the park, as well as providing passive recreational opportunities on the north side of the river. The zones are also intended to assist in reducing existing and potential conflicts between uses and activities.

The park has been divided into three management zones that correspond to the overall vision of the park to protect and enhance the environmentally sensitive features. The location of each zone is shown on Map No. 4.2.

4.10.1 Natural Environment Zone
The objective of this zone is to provide passive and low impact recreational opportunities in areas that have previously been disturbed and to protect natural values of those areas that have experienced some disturbance. The types of activities permitted shall have a low to moderate impact on the natural environment and are intended to be dispersed over a large area and include walking, fishing, swimming, picnicking, and horseback riding. Development will be limited to trails, signage (safety, information and interpretation), fencing, and temporary facilities for research or management.

4.10.2 Conservation Zone
The objective of this zone is to protect and enhance the environmentally sensitive features, as well as fish and wildlife habitat. Conservation values take precedence over human use. This zone includes the portion of the park south of the river. The only development that may be considered for this zone is enhancement works and signage.

4.10.3 Infrastructure Zone
The objective of this zone is to recognize existing infrastructure, for example the Harmac “Operational Works” and, to locate necessary park structures where natural values are minimal as these uses tend to result in considerable landscape modification. Development may include information kiosk, park buildings for example washrooms, picnic shelters, storage areas, and parking areas.
Map 4.2
Park Use Zones
Appendix I – Administrative/Capital Plan and Development Projects

A. Administrative/Capital Plan

This section outlines the administrative activities that the RDN and TLC will undertake within the five-year period of this plan. These activities are necessary for the ongoing operations of the Park and are outlined in Table No. 1.

This section also details the capital projects that are proposed to be undertaken in the next five years. Table No. 2 prioritizes the actions for years 1 to 5. The focus of the works is to establish rudimentary services. The lack of on site staff and the primary objective to conserve the environmental values limits what can and is desired to be undertaken at the park. The administrative activities and development actions are derived from the policies set out in Section 4 of this Plan.

The RDN will be responsible for undertaking any development projects at the park and intends to undertake the works according to the defined priority list. The RDN may undertake development projects in addition to those outlined in this plan. On the list below the agency responsible is identified in brackets. The ability to do the works is dependent upon adequate resources. As well, priorities may be modified as a result of emergencies and unforeseen opportunities.

Funding for both these development projects and administrative activities will be from the general regional parks budget. However it is possible that development funding may be augmented by project sponsorship, partnerships, and commercial contributions, for example.

B. Development Projects and Administrative Activities

1. Access
   a) Ascertain who has keys to the park gates and maintain up to date list. (RDN)
   b) Define authorized personnel permitted to access south side of river and vehicular access to park. (RDN and TLC)
   c) Install park identification signage at access points, vulnerable area, and property boundary signage to limit trespassing onto adjacent private land. (RDN)

2. Public Safety
   a) Prepare a fire safety and water safety plan and method to communicate it to park visitors. (RDN)
   b) Install signage identifying potential hazards, “No Trespass” on Harmac’s “Operational Works” and emergency numbers. (RDN)
   c) Undertake annual hazard tree assessment adjacent to trails and developed public use areas in the Park. (RDN)
d) Monitor bank erosion within the Park. (TLC)
e) Adopt a park bylaw and designate bylaw enforcement officers. (RDN)

3. Environment
   a) Develop a vegetation management plan for the park that includes: (TLC)
      • Fire management issues, particularly related to the north and west portion
        of the park, that address visitor safety;
      • A research strategy for the forest on the south side of the River;
      • Consideration of natural tree hazards occurring within the park,
        specifically within the Natural Environment zone;
      • Consideration of the Ministry of Forests research plots;
      • Harmac’s vegetation management of their “Operational Works”;
      • Management of invasive plant species, removal and replanting; and
      • Defining opportunities for vegetation enhancement.
   b) Conduct a wildlife habitat inventory. (TLC)
   c) Conduct a fisheries habitat assessment and develop a management strategy. (TLC)

4. Economic Development
   a) Encourage guidebooks to provide information about the park outlining the
      location, facilities, conservation and recreation roles. (RDN and TLC)
   b) Install signage on the highway. Prior to this, adequate parking must be
      developed to accommodate visitors. (RDN)
   c) Develop procedures for special events. (RDN)

5. Park Use
   a) Undertake a facilities assessment including trails, parking, signage, and
      Harmac’s “Operational Works”. (RDN and TLC)
   b) Establish special event permits. (RDN)

6. Standards
   a) Install portable toilets. (RDN)
   b) Install picnic tables. (RDN)
   c) Enhance Emblem Road parking. (RDN)
   d) Rezone park properties and establish a regional park zone. (RDN)

7. Operations and Administration
   a) Together with TLC, develop a stewardship coordination program. (RDN and
      TLC)
   b) Conduct an annual review of park facilities (trails, etc). (RDN)
   c) Erect signs on Highway 1. (RDN)
   d) Erect miscellaneous signage (safety, information, interpretation and education,
      etc). (RDN and TLC)
8. Cooperation
   a) Together with *TLC*, develop a consultation mechanism with other stakeholders including adjacent property owners, chargeholders, etc. (RDN and *TLC*)
   b) Develop a formal agreement with the Nanaimo River Salmonid Enhancement Program, in consultation with Harmac. (RDN)
   c) Secure a lease agreement with the Ministry of Forests for their research plots. (RDN)
   d) Review potential for acquiring adjacent lands. (RDN)
   e) Secure license agreement with Ministry of Transportation for the trail encroachment. (RDN)
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Appendix II – Glossary of Acronyms

ALR - Agricultural Land Reserve
ALC – Agricultural Land Commission

DFO – Federal Fisheries and Oceans

MELP – Ministry of Environment, Land and Parks
MOF – Ministry of Forests
MOT – Ministry of Transportation
MWLAP – Ministry of Water, Land and Air Protection

NRRP – Nanaimo River Regional Park

RDN – Regional District of Nanaimo

TLC – The Land Conservancy of BC