



# **BRUCE PENINSULA NATIONAL PARK**

## *Management Plan*

1998

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Parc national de la  
Péninsule-Bruce  
C.P. 189, Tobermory (Ontario)  
N0H 2R0  
(519) 596-2233

## FOREWORD

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Geology is a constant presence on the Bruce Peninsula. Here the Niagara Escarpment plunges below the waters of the Great Lakes, its massive cliffs towering high above the sparkling waters of Georgian Bay. This is a place apart, a place where thousand-year-old trees only a few feet high cling to the rocks, where streams disappear underground, and delicate orchids abound. Bruce Peninsula National Park preserves for all time a part of this magical place, part of our common heritage.

This is also a heritage that is shared with the world. Bruce Peninsula National Park is a core area of the Niagara Escarpment Biosphere Reserve, part of an international network of protected places which demonstrate sustainable living. As such, its management requires a high degree of co-operation between all levels of government and the public.

This management plan will provide direction for the activities of Parks Canada and our partners in conservation for the next 10 to 15 years. The public played a major role in the development of this plan, and we would like to invite you to join us in bringing to life this vision of the Park's future. We cannot do it alone.

It gives us a great deal of pleasure to formally approve this management plan for Bruce Peninsula National Park.



A handwritten signature in cursive script that reads "Sheila Copps".

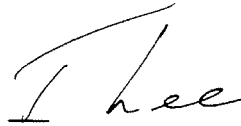
Sheila Copps  
Minister of Canadian Heritage



A handwritten signature in cursive script that reads "Andy Mitchell".

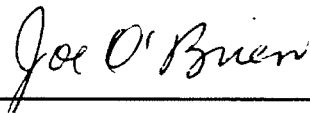
Andy Mitchell  
Secretary of State (Parks)

**RECOMMENDED BY:**



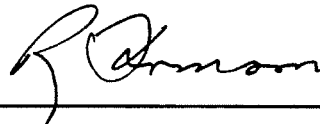
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T. Lee  
Assistant Deputy Minister



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Joe O'Brien  
Director General, Eastern Canada



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Ross Thomson  
A/Field Unit Superintendent



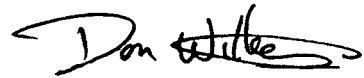
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Mike Briggs



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Ivan Smith  
Bruce/Fathom Five Management Team



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Don Wilkes



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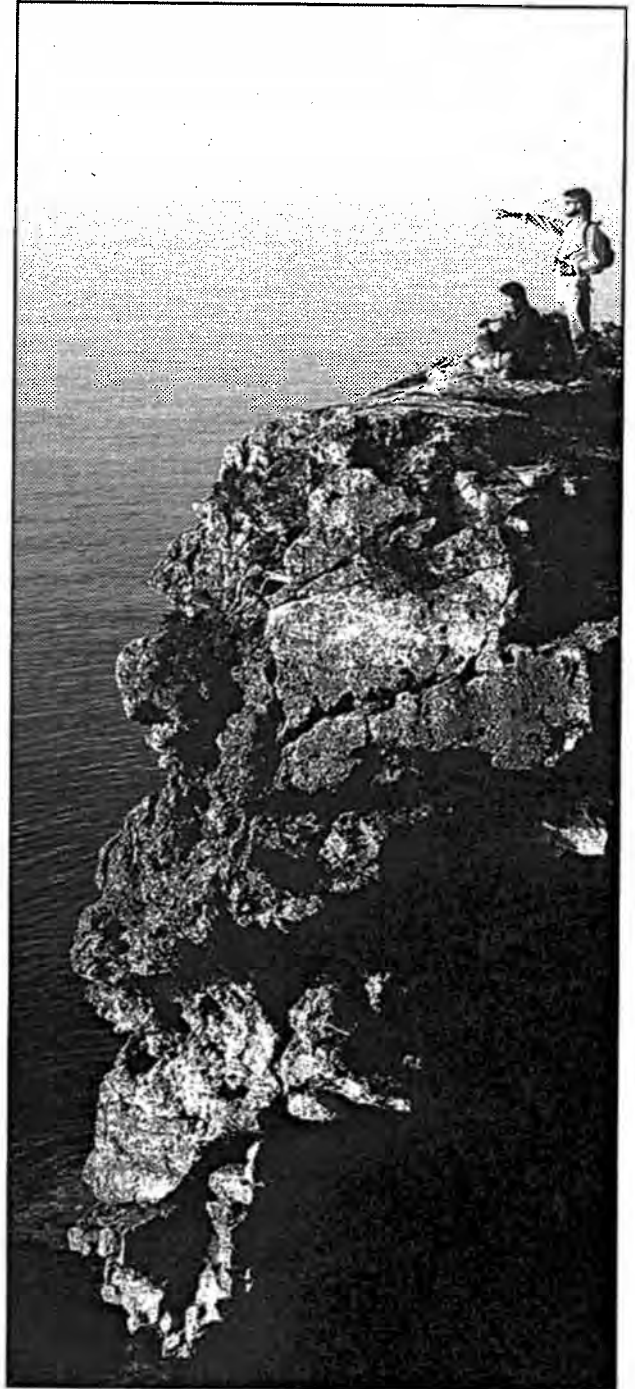
# THE MANAGEMENT PLAN

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## 1.0 THE MANAGEMENT PLAN

The purpose of a management plan for a national park is to provide long-term guidance for the protection, operation, and public experience of the park. A plan is not an end in itself: it is a strategic framework within which management decisions, more detailed planning, and subsequent implementation will take place. It describes the park as it could ideally exist in 15 years, and then outlines strategies to make this idealized vision a reality. Because conditions will change in unpredictable ways over the life of this park plan, it must allow for flexibility in implementation. Accordingly, it does not provide detailed instructions for the accomplishment of its objectives. While the plan provides guidance based on a 15-year planning horizon, its main focus is on the first five years following plan approval.

Parks Canada cannot achieve its objectives for Bruce Peninsula National Park by working alone. It must work with a wide range of allies in pursuit of a common vision. The ideas and opinions of local residents, for example, are valuable assets in developing a management plan for the Park. For this reason, two members of the public served on the planning team, representing the Township of St. Edmunds and the Bruce Trail Association. The draft concept was also discussed with the Advisory Committee for the Park, which consists of about 18 representatives of the local community, interest groups, and the local First Nations (Chippewas of Nawash and Saugeen Ojibway Nation). A sub committee of the Advisory Committee did an analysis of the major Park facilities. This analysis also included public input.





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## 2.0 BRUCE PENINSULA NATIONAL PARK

### 2.1 Location

Bruce Peninsula National Park is located in St. Edmunds Township on the northern tip of Ontario's Bruce Peninsula (see Map 1). The peninsula is part of the spectacular Niagara Escarpment, the "spine" of southern Ontario, and separates Lake Huron from Georgian Bay. Land acquisition for the Park is proceeding; once it is complete, the Park will measure approximately 140 square kilometres. Private lands exist within, and adjacent to, the Park.

Bruce Peninsula National Park is within an easy four hours' travel time of Toronto and other major cities. It is accessible from the south by Highway 6, which splits the Park into north and south sections, and from the north by the ferry from Manitoulin Island. Summer tourism is the mainstay of the local economy. Tobermory, ten kilometres north of the Cyprus Lake Road, is the main tourist service centre in an otherwise rural area.

### 2.2 Geology

Bruce Peninsula National Park was established in 1987 to protect a representative example of the Great Lakes/St. Lawrence Lowlands. The dominant feature of the Park is the Niagara Escarpment, a steep cliff face up to 50 metres high, of 400- to 500-million-year-old dolomite. It is the outer rim of a massive, ancient seabed, which once lay in a depression in the earth's crust. Like a gigantic saucer, the Escarpment emerges from the surficial deposits near Rochester, New York, crosses the Niagara River at Niagara Falls, and extends to Tobermory. Here the Escarpment is submerged below the waters of Fathom Five National Marine Park. It continues on, extending in a huge arc of rock to form Manitoulin Island and Wisconsin's Door Peninsula before disappearing again west of Chicago. In the Park, the Escarpment forms the Georgian Bay shore, from which the land slopes gently westward to Lake Huron. The Park contains the best example of dolomite rock pavement in Ontario.

Over the last few million years, this part of Ontario has experienced at least four major glaciations, which have shaped the present shorelines and scoured and moulded the bedrock surfaces. Following the retreat of the ice, a

series of post-glacial lakes covered the area. Glacial action helped erode the surface materials, leaving only a thin layer of soil covering the bedrock. Erosion of the bedrock, which is somewhat water soluble, has created various "karst" features, including caves, sinkholes, disappearing streams, and "karren" forms, which are among the finest of their kind in Eastern Canada.

Within the Park, surface waters move northeast to southwest. A complex of inland lakes, including Emmett, Crane, George, Umbrella, and Upper and Lower Andrew, are found in the northern central portion of the Park; some occupy basins carved by glacial action from the bedrock. In addition to the surface flow, there is some underground drainage through caves and fissures in the bedrock. The Park area also has several different types of beaches: sand, cobble, and boulder.

### 2.3 Vegetation

The Park ecosystem is an unusual mosaic of vegetation communities and plant populations, due in part to a moderate climate buffered by lake effects, shallow soils over calcareous bedrock, post-glacial isolation as an island, and moderate or limited agricultural exploitation.

Many rare plant species are found in the Park, due, in part, to an abundance of unusual habitats such as alvars, talus slopes, cliffs, and igneous-based sands on dolomite.

The entire Bruce Peninsula is well known for its diversity of orchids and ferns, as well as for the presence of plants whose ranges do not normally extend into southern or central Ontario. Recent studies have found that the stunted eastern white cedars that grow on the cliff face are among the oldest

trees in North America, despite their small size. Because of the harsh conditions, the cedars grow very slowly; a tree only a few feet high could well be a thousand years







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old. Researchers have also found that the trees live in association with "crypto-endolithic" species, a complex of 27 species of blue-green algae, mosses, and lichens that live within the rocks. These species, which are found in rocks in similar highly stressed environments such as Antarctica or the Negev Desert, provide nutrients for the trees.

The forests, which cover approximately 75 percent of the Park ecosystem, are essentially all second growth as a result of extensive logging, slash fires, and agriculture at the turn of the century. Pre-settlement hemlock forests that covered 42 percent of the Park ecosystem have been replaced with a mixture of early seral species, primarily eastern white cedar, trembling aspen and white birch. Stands of white, red and jack pine occupy 22 percent of the Park ecosystem, although often as codominants with eastern white cedar. Soils are generally very shallow, averaging 15 centimetres. On most sites where deeper soils exist, the forest cover of tolerant hardwoods has been cleared for agricultural purposes. In the Park, some stands of pine and red oak show evidence that they require low intensity fires for continued existence. As well, forest insect outbreaks are a natural element of the Park.

Various wetland types are present in the Park. The locations of these are linked to the presence of slow-moving streams, low-lying areas, beaver floods, karst topography and extensive seepage slopes. Fens are common; their location is tied to the emergence of mineralized waters mainly along the Huron shore. Those "fens" which receive inflow from Lake Huron during storm surges and have their peat removed in the subsequent outflow are more accurately called backwater bays.

Alvars are a rare community type in the Canadian landscape, and have been designated as globally imperiled by the Nature Conservancy of Canada. They are relatively open areas of predominantly grassland or scant vegetation on shallow-soiled or bare, level calcareous bedrock. Alvars have a highly limited distribution worldwide, occurring in southern Sweden, Estonia, Drummond Island in northern Michigan and central Canada. Within Canada, alvars occur only on limestone or dolostone plains in southern Ontario, the most expansive of which are located in three areas: at the edge of the Canadian Shield, the Bruce Peninsula, and Manitoulin Island region.

Littoral communities occur sporadically in protected waters primarily along the Lake Huron shore and on portions of the island shorelines of Fathom Five. Littoral communities are of limited extent along the Georgian Bay shoreline due to the abrupt drop-off and high wave exposure. Within the Park ecosystem littoral communities constitute the most productive and sensitive habitats. Community composition is characterised by apparently cyclic changes in species abundance.

## 2.4 Wildlife

### *Birds*

The Park has a particularly rich breeding bird population. This is a reflection of the diversity of habitats including extensive forest, abundant wetlands, shorelines, and lake habitats, as well as the Park's position in the middle of a transition zone between southern and northern vegetation regions.





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The avifauna of the area is decidedly northern in character. A number of boreal species breed in the mixed and conifer woodlands and swamps; most of them are rare or absent farther south. They include olive-sided flycatcher, yellow-bellied flycatcher, ruby-crowned kinglet, common raven, solitary vireo, blackburnian warbler, and northern goshawk. As well, a number of species with southern affinities are in the area, including yellow-billed cuckoo, eastern screech owl, warbling vireo, grasshopper sparrow and wood thrush.

The upper Bruce has a high population and diversity of forest-interior species. This is probably due to a combination of factors, the primary ones being the large size of the forests and the location of the Bruce within the core of the breeding ranges of many neotropical migrants. The Park is also part of a highly significant migratory route and many species are "funnelled" through this relatively small area of land.

## *Mammals*

The Park supports at least 39 mammal species. Some of them, such as the snowshoe hare, approach the southern limit of their ranges. Others, such as the gray squirrel, do not occur further north. Seven of the province's eight bat species are found in the Park. Five are year-round residents, using the Niagara Escarpment caves as hibernacula.

Populations of black bear and fisher occur. The latter species was successfully re-introduced to the Park area. Both species are more typical of large, relatively unbroken wilderness areas. There are also recent accounts of river otter, southern bog lemming, and meadow jumping mouse in the area. White-tailed deer are abundant and winter along the Lake Huron side of the peninsula.

## *Herpetofauna*

The Park has long been known for its abundance and diversity of amphibians and reptiles (i.e., 29 taxa). This can be attributed to the high habitat diversity, the lake-moderated climate, the large size of natural areas, and the associated low incidence of human stresses. Of particular note is the occurrence of a relatively large population of eastern massasauga rattlesnake.

## *Fish*

There are over 60 species of fish that can be found in the inland lakes, streams, ponds, marshes and surround-

ing waters of the Park. Northern pike, smallmouth bass, and to a much lesser extent, walleye are common to the inland lakes. Two coldwater streams support resident brook trout, brown trout, and a number of anadromous salmonid species.

## **2.5 Human Activity**

Humans have occupied the area at least from the Late Archaic period to the advent of European settlement. These populations had by 5,000 B.P. developed a maritime adaptation exploiting the various islands and shorelines, as well as participating in a trading network spanning most of the Great Lakes. The Odawa and Ojibwa were here when the European explorers first arrived in the 17th century. European settlement was delayed until the 1870s because of the isolation of the Bruce Peninsula. Commercial fishing, lumbering, and farming were the main pursuits. Today, tourism and recreation are the northern peninsula's primary activities.

## **2.6 Relationship to Fathom Five National Marine Park**

North of Bruce Peninsula National Park, adjacent to the village of Tobermory, is Fathom Five National Marine Park. Originally established by the Province of Ontario as a provincial park to protect the 22 shipwrecks known to lie within its boundaries, Fathom Five also came under federal jurisdiction in 1987.

The Marine Park provides a mix of aquatic and terrestrial features representative of the Georgian Bay Marine Region. The Georgian Bay portion of the conservation area has deep, cold waters year-round, while the Lake Huron side, with its shallower bays, provides warmer waters during the summer. Where the Niagara Escarpment lies submerged east of Middle and Flowerpot Islands, a "mixing zone" of cold and warmer water creates an area of high biological activity attractive to numerous species. Good examples of coastal landforms may be seen on Fathom Five's shores, including cliffs, caves, boulder beaches, raised beaches, and the famous Flowerpot seastacks. Although the islands have been logged in the past, they are now little disturbed, and the forest cover has regrown, providing habitat for a variety of species of small mammals and herpetofauna.





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## 2.7 Recreational Opportunities

The northern Bruce Peninsula offers many attractive recreational opportunities, including Bruce Peninsula National Park and Fathom Five National Marine Park. Visitors to the northern part of the peninsula and to the Park can be divided into several user groups: scenic sightseers to Tobermory, day hikers, backpackers, shoreline users, campers, educational groups, organized groups, and focussed-interest users.

The Ontario Northland ferry service between Tobermory and Manitoulin Island carries approximately 260,000 passengers annually. The Bruce Trail attracts thousands of hikers, while the waters of Fathom Five lure scuba divers from around the world. Within the Park, the campground at Cyprus Lake attracts approximately 25,000 campers per year.

## 2.8 Ecosystem Approach

Many of issues and problems facing Park management arise from complex and interrelated aspects of the environment and economy, issues and problems that can rarely be treated in isolation. The response is to adopt an ecosystem approach, rather than focussing upon a specific resource sector. An ecosystem approach is fundamentally based on an understanding of ecological states and processes, and how those interact with human needs and aspirations. Furthermore the success of an ecosystem approach is dependent on collaboration and cooperation.

Bruce Peninsula National Park, Fathom Five National Marine Park, the Ontario Ministry of Natural Resources' nature reserves in St. Edmunds and Lindsay Townships, the Federation of Ontario Naturalists' Nature Reserve at Dorcas Bay, and the First Nations Reserve (Chippewas of Nawash and Saugeen Ojibway Nation) complement each other by managing a diversity of lands and waters for a variety of purposes. These include conservation, protection, and a variety of natural experiences and recreational opportunities within easy reach of both local people and visitors to the region. The recent designation of the Niagara Escarpment as a Biosphere Reserve will encourage a co-ordinated approach to the management of natural areas on the upper Bruce Peninsula.

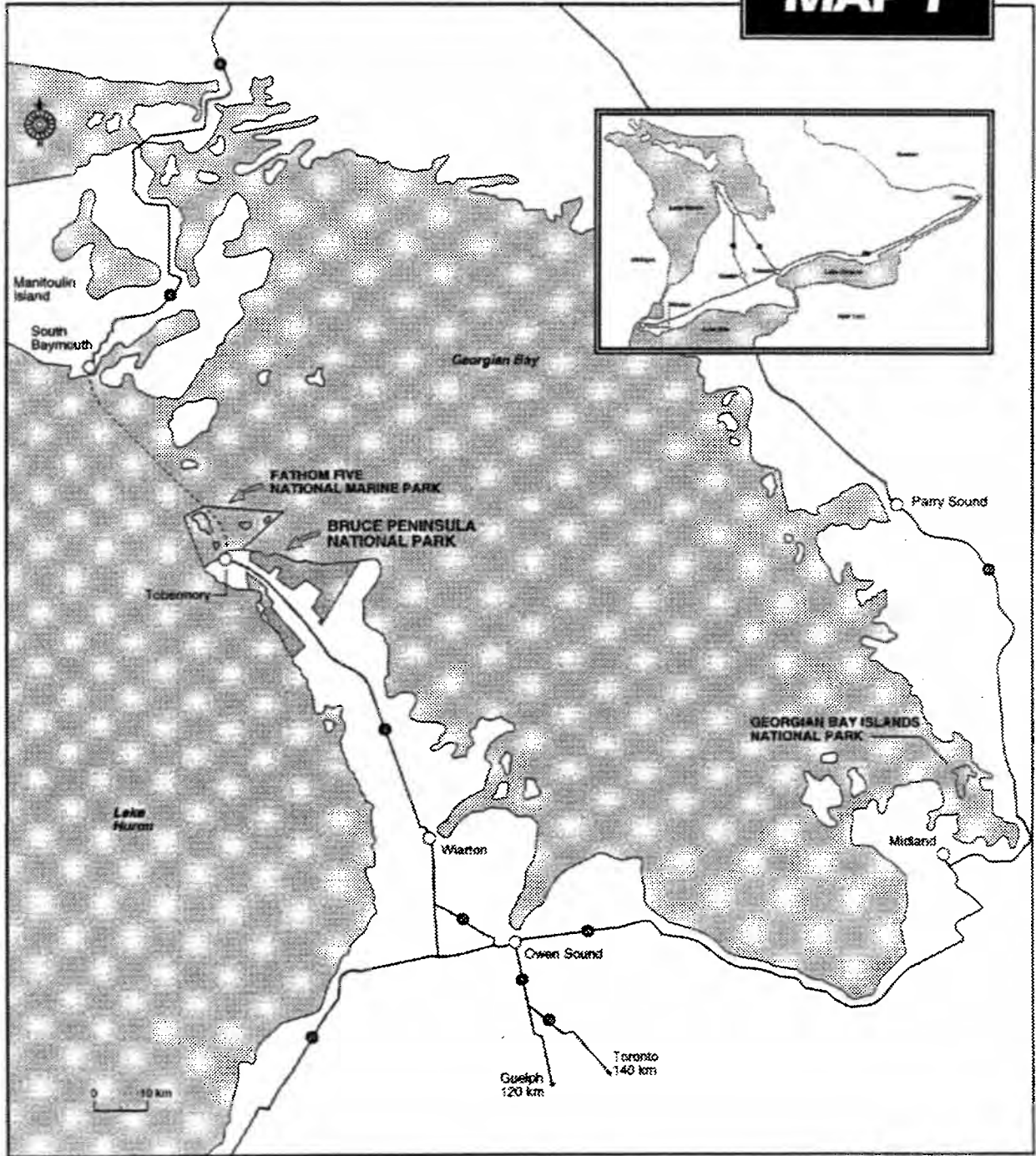




# REGIONAL SETTING

*Bruce Peninsula National Park Management Plan*

## MAP 1





## ESTABLISHMENT OF THE PARK

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### 3.0 ESTABLISHMENT OF THE PARK

Before the Park was agreed to, the Bruce Peninsula had long been recognized as a potential site for a national park. Public consultation for the most recent proposal to establish the Park began in 1981. In 1982, a municipally-appointed Study Committee was formed to gauge local opinion on the idea. Based on the Committee's findings, the proposal received preliminary support from St. Edmunds and Lindsay Townships. In 1985, a socio-economic impact study concluded that the upper Bruce Peninsula would benefit economically from a park. After further discussion, Lindsay Township pulled out of the proposal. St. Edmunds Township gave its full support to the park proposal, providing certain conditions were met, and recommended that Fathom Five Provincial Park be included in the negotiations. Having accepted these conditions, the governments of Canada and Ontario signed an agreement on July 20, 1987, to establish both Bruce Peninsula National Park and Fathom Five National Marine Park.

Under the federal-provincial agreement, Cyprus Lake Provincial Park (established in 1966) was transferred to the federal government in December 1987 to form the nucleus of the new national park. Additional lands will be transferred once claims related to the First Nations' interests in unsold surrendered lands are resolved. Other lands within the Park study area will be acquired on a willing seller/willing buyer basis as opportunities arise. Once the lands have been assembled, the park will be gazetted under the National Park Act. Both Parks are managed and operated as a single administrative unit from temporary offices located in Tobermory.

In 1990, the Niagara Escarpment was designated as a Biosphere Reserve by the United Nations Educational, Scientific, and Cultural Organization (UNESCO). The internationally-recognized Biosphere Reserve Program promotes conservation of resources and sustained human use of ecosystems. The northern part of Bruce Peninsula National Park is one of several "core areas" of the Biosphere Reserve, a designation given to minimally-disturbed natural areas within the Reserve. Core areas are portions of a biosphere reserve that are protected by legislation and in which protection of the resources is the overriding management principle. A biosphere reserve should also contain buffer zones surrounding the core area, where activities are controlled by mutual con-

sent, and an outer zone of co-operation, where economic and social activities are allowed and management is in harmony with the objectives of the reserve. Parks Canada is working with its allies to put this in place.

Bruce Peninsula National Park is also a part of the Niagara Escarpment Parks and Open Space System, a series of over 100 parks and protected areas, many of which are also core areas, stretching from Queenston to Tobermory, and linked by the Bruce Trail. Bruce Peninsula National Park provides hikers with the most rugged and challenging natural experience on the entire 780-plus kilometre length of the trail.







## PARK MISSION AND OBJECTIVES

*Bruce Peninsula National Park Management Plan*

### 4.0 PARK MISSION AND OBJECTIVES

The mission of Bruce Peninsula National Park is:

To protect the natural and cultural heritage within the Park and to work with allies outside the Park to conserve the Upper Bruce Peninsula Ecosystem

- including its unfragmented forest, natural Great Lakes shorelines, and the Niagara Escarpment with its old-growth, cliff-edge forest
- by working with allies who share the objectives of sustainable use
- by using science to understand and manage the resources of the ecosystem for protection within the Park, and to contribute to the conservation of resources outside of Park boundaries
- as a part of the core area of the Niagara Escarpment Biosphere Reserve
- by providing high quality sustainable experiences that inspire others to become better stewards of our natural and cultural heritage
- by providing a program of education and interpretation to raise awareness levels and to enhance public understanding and valuing of the Biosphere Reserve, the ecosystem, the Park, and the system of national parks.





# BRUCE PENINSULA NATIONAL PARK PLANNING CONCEPT

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## 5.0 BRUCE PENINSULA NATIONAL PARK PLANNING CONCEPT

### 5.1 Guiding Principles for Planning

Seven underlying assumptions guided the development of the management plan.

1. According to the National Parks Act, the maintenance of ecological integrity through the protection of natural resources and processes must be the first priority.
2. Parks Canada must look beyond its boundaries and co-operate with allies to help manage the "greater Park ecosystem," including both natural and cultural resources, if it is to achieve its mandate of protection for all time. This approach underlies the biosphere reserve concept.
3. As key players in tourism within the ecosystem, both Parks Canada and the local community share a common interest in maintaining the integrity of the natural environment in order to provide long-term, stable, sustainable tourism.
4. Bruce Peninsula National Park will be managed as an exemplary model of environmental stewardship, both natural and cultural.
5. The Bruce/Fathom Five Advisory Committee provides advice on planning and operational issues to the Park Management Team and is one example of the mechanisms for co-operation that have been developed to date. Parks Canada will continue this approach.
6. Parks Canada will continue to offer satisfying, high-quality park experiences to its visitors, as well as a range of outreach and educational programs. In the short term, Parks Canada will emphasize serving existing market groups.
7. Over the next 15 years, emphasis should be placed on protecting and enhancing the Park's ecosystem, continuing the land assembly program on a willing seller/willing buyer basis, managing visitor opportunities and impacts, developing working arrangements with allies, and developing only the most essential infrastructure for basic services and facilities for key visitor activity groups.

### 5.2 Upper Bruce Peninsula Ecosystem

It is now widely acknowledged that conserving biodiversity and maintaining ecological integrity cannot be achieved solely through the management of those national park lands owned by Parks Canada. No matter how skilled park management may be, the ecosystem approach to national park management demands regional conservation of "greater ecosystems" which include core protected areas, buffer zones, networks of connected, protected areas, appropriate adjacent land uses, and high levels of co-operation among land managers. UNESCO's International Biosphere Reserve Program is based on a recognition of these principles. For Bruce Peninsula National Park, the first step in management planning is to define the greater ecosystem of which it is a part. The view from space shows that the Upper Bruce Peninsula Ecosystem is surrounded on three sides (north, east, and west) by water and on the south by the intensive agriculture and urbanization of south-central Ontario (see Map 2).

The upper part of the Bruce Peninsula appears as a forested "island." In most of the rest of southern Ontario, remaining woodlots are small and fragmented. This means that there is very little interior forest habitat left. The Upper Bruce Peninsula Ecosystem has one of the very few forests of significant size that is contiguous and largely unfragmented by roads and farms. For this reason, the forest is of special significance. It is large enough to support typical interior forest species such as black bear, fisher, long-eared bat, northern flying squirrel, red-shouldered hawk, barred owl, hermit thrush, black-throated blue warbler, scarlet tanager, and yellow-spotted salamander.

There is an inseparable link between the various species of the ecosystem and the geologic and climatic habitat. Consequently, these species and their habitat cannot be considered separately.

While the boundaries of an ecosystem are dynamic and difficult to define, they can be estimated to a point. Some species — the Massasauga rattlesnakes for example — are sedentary, never venturing beyond a home range. Other species, such as black bears, have a home range that is much larger, crossing boundaries between farm fields and the forest. Still other species, namely migrating birds, fly thousands of kilometres each year,





# BRUCE PENINSULA NATIONAL PARK PLANNING CONCEPT

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essentially linking South America with the North Bruce from an ecological perspective.

Notwithstanding these points, it is legitimate to define an area of co-operation where the allies — that is, Parks Canada and the other parties within the area — can work together for the conservation of the resources therein.

Just south of where the Bruce Peninsula narrows at Stokes Bay, the landscape changes (at what is called the Ferndale Flats) from being primarily forest to primarily agriculture. This is the practical southern limit of the Upper Bruce Peninsula Ecosystem. The Miller Lake and Swan Lake area represents the transition zone between the rugged forests of the North Bruce and the agricultural landscapes of southwestern Ontario. Here the land is flatter, soils are deeper, and most of the forest cover has been cleared for extensive agriculture, primarily cattle grazing. The most contiguous block of forest is in the area of Bruce Peninsula National Park, Cabot Head Nature Reserve (Province of Ontario), Saugeen and Cape Croker Hunting Grounds (60a and 60b), and private holdings. These areas can be considered the most natural parts or core of the ecosystem. Human activity takes place within the Upper Bruce Peninsula Ecosystem. The ecosystem has the capacity to endure some of these activities. Through these activities, people can experience these resources and, with interpretation, become aware of and understand their significance in a way that can be sustained.

This, then, is the Upper Bruce Peninsula Ecosystem, which provides the fundamental basis for this plan.

## 5.3 A Vision for the Future

By the year 2010, at the end of the 15-year lifespan of this management plan, Bruce Peninsula National Park will be managed in a way that is consistent with its international status as part of the core area within the Niagara Escarpment Biosphere Reserve. In keeping with this role, the Park will protect important biological systems, assist in demonstrating the viability of sustainable living, and provide opportunities to integrate research, monitoring, education, and training in the conservation and sustainable use of resources.

As part of an active regional conservation network, the Park's managers will work in close co-operation with

allies in the public and private sectors to address common issues involving protection of natural and cultural resources and the environment. Natural resources will be managed on the basis of ecosystems, rather than on the basis of high profile, individual species (although species at risk will receive particular attention).

The resources of the Park will be managed using scientific information. Systematic research and monitoring programs will be in place to support resource conservation and protection efforts. A comprehensive resource information base will be well established. Research data will be collected both within and beyond the Park's boundaries, and shared with Parks Canada's allies. A suite of indicators will be established for monitoring the success of management efforts. For example, a viable and self-sustaining population of fishers might be considered one indication of successful management. Another might be a decrease in the amount of fragmentation of the ecosystem's forest.

Within the Park boundary and throughout the ecosystem, management strategies will be in place that maintain or enhance the extent of unfragmented forest cover at a level no less than that of 1994. Additionally, the Great Lakes shoreline with its significant old-growth forest will be at least as undisturbed as in 1994. To achieve this, the entire northeastern portion of the Park, from Emmett Lake Road to the boundary, will be managed to enhance forest cover and to provide the highest quality "wilderness" experience in the Park. With the co-operation of the Ontario Ministry of Natural Resources, the undeveloped provincial nature reserves between the Park boundary and Cabot Head will be managed for similar objectives. The Lake Huron shoreline between Terry Point and Pine Tree Point will be left undeveloped. Both of these areas of the Park will provide high-quality, natural experiences with no visitor-support facilities and no motorized access. These natural areas will be protected as the core area of the ecosystem.

Ways of monitoring programs and visitor management techniques will be in place to ensure that impacts that arise from providing public opportunities to experience the Park remain within acceptable (i.e., sustainable) limits. Anticipated growth in visitation will have been accommodated primarily in the spring and fall shoulder seasons. The Cyprus Lake campground and day-use area, and a buffer zone around it, will remain the area in







# BRUCE PENINSULA NATIONAL PARK PLANNING CONCEPT

*Bruce Peninsula National Park Management Plan*

the Park with the most intensive visitor use and most of the visitor facilities; no other areas will be developed to the same levels. The Park will continue to serve primarily the market of those who are visiting the North Bruce for the entire package of experiences, services, and facilities that it offers. This implies co-operation and links with the local tourism community (restaurants, motels, stores, Ontario Northland tour boats, etc.) and Fathom Five National Marine Park.

A data base focussing on those who experience the area and those who might visit it will be well established. The Park will continue to provide high-quality, natural experiences based on appreciation of the natural environment. Since not all visitor needs or expectations can be met, the emphasis will be on providing appropriate opportunities for specific visitor groups: educational groups, day hikers, backpackers, shoreline users, campers, organized groups, scenic sightseers, and focussed activity users. The educational role of the Park will be particularly enhanced.

The opportunities to experience the Park and the ecosystem will be provided through a range of facilities and services. A permanent Visitor Centre will enable the Park to provide orientation for visitors from all groups experiencing the Park. It will also provide the necessary infrastructure for organized groups, primarily group motor coach tours, who now visit the area in very small numbers because their needs are not adequately met. Walking and hiking on the Cyprus Lake trail network, the Bruce Trail, and shorter loop trails will be the most significant means of experiencing the Park and its ecosystem.

An increase in the number of educational groups and organized motor coach tours is expected to enhance the shoulder season tourism market and provide greater stability to the North Bruce tourism economy.

Through increased partnerships, co-operative activities, and involvement in regional planning and resource management programs, the Park will be managed, not in isolation, but as a key player in regional tourism and resource management.

Visitors and regional residents alike will be very aware of the importance of environmental stewardship, national parks, and the resources protected both within Bruce Peninsula National Park and in the ecosystem of which

it is part. The local community will feel that they are full partners and will share with Park staff a sense of pride and satisfaction in the Park and the ecosystem. The community will also continue to benefit from sustainable tourism, based on visitors' experience of the natural environment of both the ecosystem and the Park. It will thus have a vital interest in maintaining the natural quality of the ecosystem in order to sustain a stable tourism industry.

## 5.4 Achievement of the Vision

The main emphasis in this plan is on establishing working arrangements with allies in the public and private sectors regarding the protection, conservation, and experience of the Upper Bruce Peninsula Ecosystem and Bruce Peninsula National Park, and on developing appropriate ways to provide visitor, operational, and administrative requirements in a time of fiscal restraint. The plan will also ensure that proposals are sympathetic to the goals of the community.

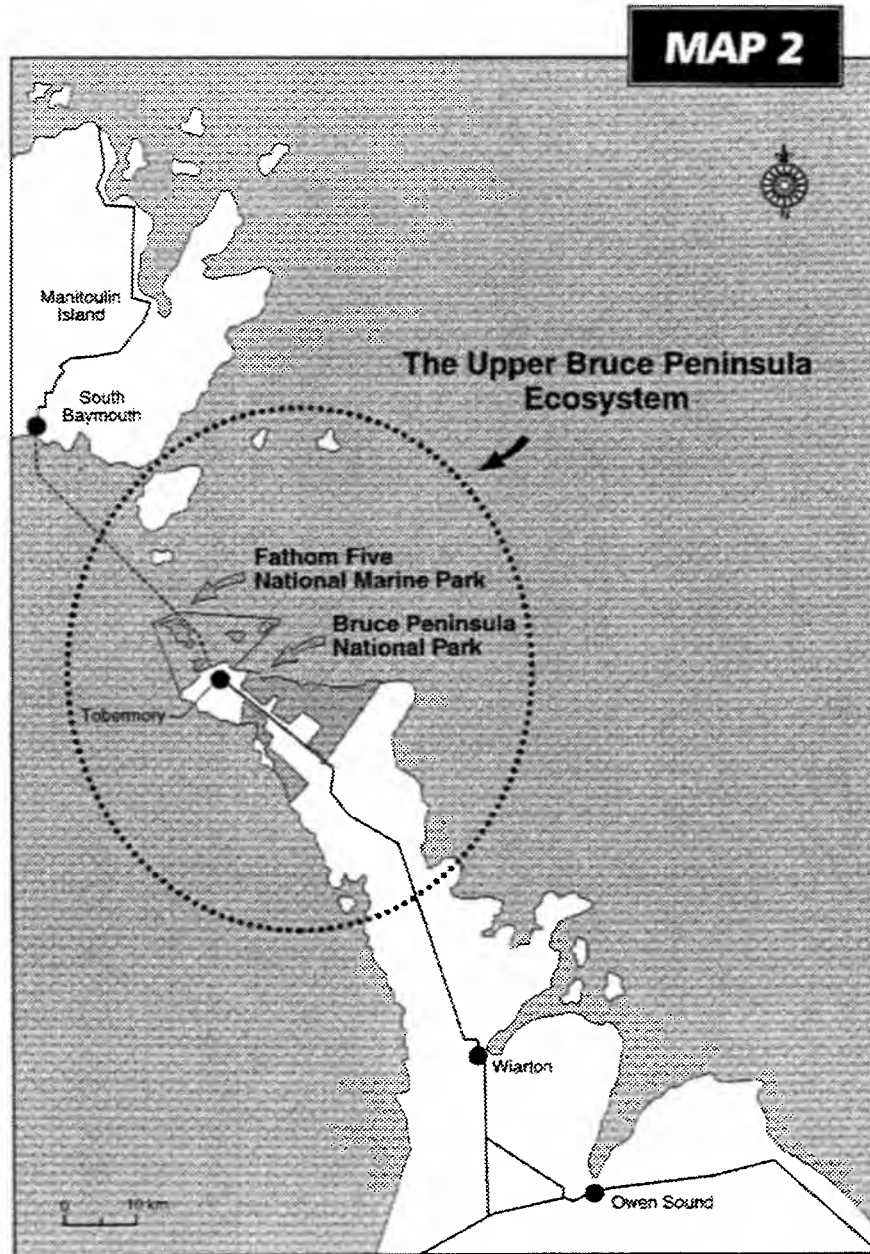
Approval of this Management Plan does not constitute automatic approval of funding for its implementation, which will depend on the availability of financial resources. Standard financial approvals and the directives for government spending and accountability will be adhered to at all stages of implementation. Responsibility for implementation of the management plan rests with the Park Management Team.





# UPPER BRUCE PENINSULA ECOSYSTEM

*Bruce Peninsula National Park Management Plan*





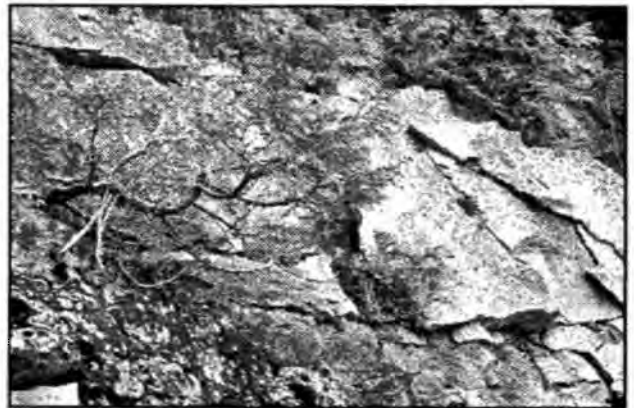
## PARK ZONING

### 6.0 PARK ZONING

Most national park management plans contain a zoning plan, which is a summary in graphic form of the management intent for each area of the park. Parks Canada's five-zone system combines the importance and sensitivity of the resources with the visitor opportunities that Parks Canada believes are compatible with the need to protect the park's resources and should therefore be made available to the public. At its most simplistic, zoning is often regarded as a map showing where a range of visitor activities may take place.

Land acquisition for the Park is not yet complete, and will not be for many years. As a consequence, private lands exist within the Park boundary, and many of the properties Parks Canada owns are small and scattered. This makes a normal zoning plan, which would apply only to lands owned by Parks Canada, very difficult to prepare. It is also inappropriate for Parks Canada to do a zoning plan for lands it does not own — and it does not own most of the property within the Park boundary. With the goal of having a comprehensive zoning scheme for the Park when the Park is more complete, a mapping of resource values has been prepared (see Map 3). This map outlines areas of high natural value. The map has been prepared using a Geographic Information System (GIS) computer program. This program makes maps out of data compiled for a variety of purposes; for example, a map that has been compiled to show areas of forest cover can be combined with a map of areas of wetlands. By this method, a map was prepared combining criteria that denote high natural values. The criteria used include:

- geomorphic features (areas with caves, dunes, and seastacks ranked higher)
  - successional stage (areas with more mature stages ranked higher)
  - lake and stream corridors (interior, connected lakes ranked higher)
  - natural integrity (areas in a more natural condition ranked higher). Decisions regarding development and use will be guided by this map. Ecosystem integrity will be given the highest priority. In the future, when more data are available, the sensitivity of the resources will be added to the mapping. Then the areas that are currently used by the public for Park experiences will be added, along with the areas of potential for use. These will be combined to determine what opportunities the Park should offer the public and where. It will help to provide direction on what activities should be permitted and what should be prohibited in the various Park areas. The mapping will provide guidance for creating the zoning scheme. It is expected that this will be completed over the first five years of the plan's life.
- species or resource rarity (areas with rare species ranked higher)
  - forest understorey composition (areas of higher diversity ranked higher)
  - continuous forest cover (areas of unfragmented forest and larger areas scored higher)
  - wetlands (fens, bogs, marshes and swamps ranked higher)
  - escarpment and alvar features (areas exhibiting the Niagara Escarpment or alvar ranked higher)
  - altered sites and corridors (roads and buildings scored as a negative value)



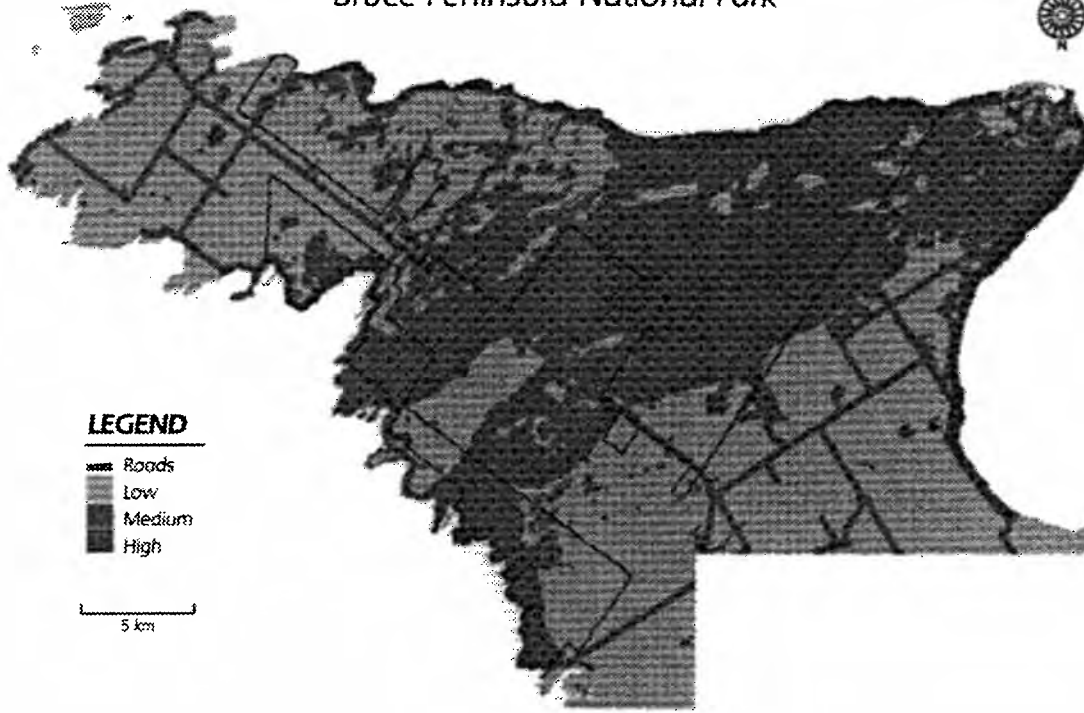


# RESOURCE VALUE MAP FOR BRUCE PENINSULA NATIONAL PARK & AREA





*Bruce Peninsula National Park Management Plan*

**MAP 3**

## RESOURCE VALUE MAP Bruce Peninsula National Park



### LEGEND

-  Roads
-  Low
-  Medium
-  High

5 km





## STRATEGIES

### 7.0 STRATEGIES

This section outlines the strategies Parks Canada proposes to follow in order to achieve the objectives described in the previous section. The strategies are described in six sections:

1. The Natural Environment
2. The Cultural Environment
3. Enjoying the Park
4. Additional Public Services
5. Public Education
6. Working with Our Allies.

#### 7.1 The Natural Environment

Parks Canada's primary role is to protect the natural and cultural resources of Bruce Peninsula National Park while working with others to foster conservation of the surrounding ecosystem. However, Parks Canada's mandate encompasses both protecting resources and providing visitor experiences that lead to understanding and enjoyment. Without resource protection, there could be no natural outdoor experiences to enjoy; without public experience and understanding of the natural environment, support for environmental protection would be reduced. The National Parks Act, which governs Parks Canada's activities, recognizes the interdependence of these two elements, clearly placing the emphasis on resource protection as the means of sustaining visitor use.

##### 7.1.1 Ecosystem Integrity

Objectives:

- To protect Bruce Peninsula National Park as a representative area of the West St. Lawrence Lowlands and as part of the Upper Bruce Peninsula Ecosystem and the Niagara Escarpment Biosphere Reserve including: maintaining viable populations of all native species in situ; representing, within the Bruce Peninsula, all vegetation community types across their natural range of variation that are native to the area; maintaining evolutionary and ecological processes, for example, disturbance regimes, hydrologic processes, and nutrient cycles; accommodating human use and occupancy within the constraints of protecting the ecosystem; ensuring the Bruce

Peninsula National Park maintains functional ecological connections to other wildland areas so that populations emigrate and immigration is possible.

- To work with allies in the public and private sectors to demonstrate sustainable use of the Upper Bruce Peninsula Ecosystem.

Guidelines:

- The basic inventory of the Park will be completed to determine the species present, the natural processes and the role of species in these processes, critical habitats, and other unique, rare, or representative features in order to provide an ecological base for natural resource management.
- In addition, Parks Canada will work with allies to undertake a basic inventory and analysis of the resources of the Upper Bruce Peninsula Ecosystem as part of its contribution to the Biosphere Reserve Program. This inventory will serve as the ecological benchmark for the ecosystem, so that future environmental change can be identified and its impacts accurately assessed. Research requirements may be met through in-house research, contracts, co-operation with other land managers in the region, or agreements with the academic community. Research initiatives must be co-ordinated and prioritized with other allies, and the results shared with the public.
- An Ecosystem Conservation Plan will be developed. This plan will identify the priorities for ecosystem management and for natural and resource data requirements and concerns. It will provide courses of action to address concerns, rectify problems, and satisfy data requirements.
- Areas containing important species, habitats, or features will receive a higher degree of protection than other areas. Two such areas have already been identified as important: the undisturbed Lake Huron shoreline from Terry Point to Pine Tree Point, and the contiguous closed-canopy and old-growth, cliff-edge forest in the area from Emmett Lake Road to the Park boundary in the east. These areas will be managed for maximum resource protection. With the agreement of the Ontario Ministry of Natural Resources, Parks Canada proposes that the undeveloped provincial nature reserves between the Park boundary and Cabot Head be managed towards the same objective of





## STRATEGIES

enhancing ecological integrity. The high natural values can provide a most “wild” and scenic experience. The Bruce Trail passes through this zone, which offers the prime, most natural, length of the entire trail. Parks Canada and its allies need to manage and protect these resources, in part to maintain the sustainability of the opportunity to experience them.

- The interior lakes (Emmett, Crane, Bartley, Moore, Umbrella, Upper and Lower Andrew, Clear, Marley, Quenlin, etc.) will also receive a high level of protection. This part of the Park is excellent habitat for rattlesnakes, bears (both critical species), and nesting birds. The lakes would also be prime habitat for zebra mussels, purple loosestrife, and other invasive alien species, should they be introduced accidentally into the system. To ensure an adequate level of protection, motorboats will not be permitted on these inland lakes. Canoes are acceptable; however, the old Ministry of Natural Resources canoe route, which is badly overgrown, will not be restored.
- Parks Canada offers to work in co-operation with the Ministry of Natural Resources and other allies (for example, First Nations and interested private landowners) to develop a common vision and management strategy for resources outside the Park boundary, but within the Upper Bruce Peninsula Ecosystem, especially those lands within the buffer and co-operation zones of the Biosphere Reserve. Participation in the biosphere reserve concept by other agencies and landowners is entirely voluntary.
- As indicated in the federal-provincial agreement establishing the Park, specific wildlife management issues (e.g., deer, beaver and coyote), will be addressed through a joint agreement. The Township of St. Edmunds and other local municipalities will be consulted as well. The guiding principle will be human management rather than wildlife management.
- No alteration to the flow or impairment to the quality of waters within the Park or to waters flowing through it will be permitted.
- Although the Park will be managed on an ecosystem basis, certain rare, endangered, or threatened species may require particular management attention. These include rattlesnakes, fishers, black bears, and some species of plants and amphibians, among others. Included as a high priority for protection is the cliff-

edge eastern white cedar forest, which grows on the escarpment face. Certain visitor activities may have significant environmental effects on park resources. Parks Canada will continue to monitor these impacts and to work with representatives of the key visitor groups to minimize damage. Visitor activities and/or access may be restricted where monitoring indicates severe impacts.

- The activity of “caving” or “spelunking” will not be permitted, for both resource protection and public safety reasons, until the completion and approval of the Cave Management Plan.
- Parks Canada recognizes that informing visitors of the reasons for resource management strategies, including restrictions on visitor activities, is one approach towards resource protection. The Park’s Public Education program will include such information (see Section 7.5).

### 7.1.2 Rehabilitation

There are a number of previously disturbed sites both within the Park and on lands Parks Canada may acquire in the future, e.g., abandoned gravel pits, logged areas, and sites with existing structures. Efforts will be made to minimize the consequences of existing facilities and uses, and to restore disturbed sites to a natural state where they are not in themselves of cultural value.

#### Objective:

- To rehabilitate disturbed sites as closely as possible to their natural state, where they are not in themselves of cultural value.

#### Guidelines:

- Future disturbance to natural lands and ecosystems arising from human activity will be minimized to the extent possible. No initiatives that result in disturbance will be undertaken until the provisions of the Canadian Environmental Assessment Act have been complied with fully.
- Rehabilitation plans will be prepared for properties Parks Canada has acquired or will acquire in the future.

### 7.1.3 Environmental Impact Assessment

Parks Canada is committed to doing an environmental assessment before any development or action is under-





## STRATEGIES

taken on federal lands or carried out using federal funds. Parks Canada, along with all other federal government departments and agencies, will adhere to the new Canadian Environmental Assessment Act and the Environmental Assessment Process for Policy and Program Proposals.

All operations, maintenance, and development within a national park must be assessed to ensure that the nature and significance of environmental impacts is known. If a project has significant negative impacts, then mitigating strategies must be developed. Significant residual impacts might result in a decision to abandon or modify the proposed development. Likewise, all plans must be assessed to identify any environmental impacts associated with their implementation, as well as potential cumulative impacts and mitigating measures.

### Objective:

- To minimize the incremental degradation of natural ecosystems and cultural resources in an exemplary fashion, in part by adhering to the mandatory requirements of the Canadian Environmental Assessment Act, the Environmental Assessment Process for Policy and Program Proposals, and other requirements for environmental assessment as identified in National Directives.

### Guidelines:

- Before approval, all activities, developments, and planning processes will be subject to the appropriate level of environmental assessment in order to protect existing vulnerable habitats, species, landforms, and cultural resources from human impact.
- Environmental assessment, mitigation of impacts, and the prior establishment of acceptable limits of change to the condition of heritage resources will be used to define the limits of facilities and services. It will help to determine what visitor experiences to offer, where to provide them, and what operational practices to adopt in managing them.

#### 7.1.4 Monitoring Use Impacts

The effects of visitor use can be gradual and cumulative, and ultimately may have a serious impact on natural ecosystems. The degradation can be quite visible, such as loss of understorey vegetation around heavily used

campsites, or less visible, such as disturbances to wildlife that reduces breeding success.

A monitoring program is necessary to determine the effect of use on both natural and cultural resources. Details of the monitoring program will be established following a review of current visitor activities and Park operations, and their possible impacts. The results of monitoring will be summarized and made available to the public.

### Objectives:

- To determine the effects of visitor use, activities, and Park operations on Park resources, and to record the impacts on representative components of the ecosystem.
- To assist in providing baseline and on-going monitoring of the ecological health of the Upper Bruce Peninsula Ecosystem as part of Parks Canada's contribution to the biosphere reserve program.

### Guidelines:

- Parks Canada will systematically monitor and record the impacts of visitor use and activities and Park operations. Water quality, cumulative impacts, ecosystem degradation, and aesthetic concerns will all be monitored.
- Gathering information about resources and monitoring those resources in areas of high natural value will be a priority.
- A suite of indicators will be established to provide an indirect assessment of the success of management efforts in particular habitats. For example, species associated with interior forest habitats (possibly including the red-shouldered hawk, hermit thrush, black-throated blue warbler, ovenbird, barred owl, fisher, long-eared bat, and black bear) may be used as indicators of the continuing health of the closed-canopy forest. Other indicators could include the degree of forest fragmentation or the amount of Great Lakes shoreline that remains in a natural condition.
- Rare, threatened, or endangered species (such as rattlesnakes, the old-growth cedars, and the several species of significant plants found in the area) will also be a priority for monitoring.







## STRATEGIES

- Monitoring efforts will need to reflect the scale of the entire Upper Bruce Peninsula Ecosystem. Parks Canada will work in co-operation with the Ontario Ministry of Natural Resources, the Ontario Ministry of Environment and Energy, and other interested allies to develop and implement a comprehensive ecosystem monitoring plan. Ideally, information will be collected in a common format and shared among co-operating allies. Where monitoring shows that certain resources are in an unacceptable state, Parks Canada will take action to redress the problem both by itself and in concert with allies.
- To demonstrate environmental leadership through example, Parks Canada will ensure that its own operations reflect the principles of stewardship. Daily operations and maintenance will be carried out in the most environmentally sound manner possible. This will include due concern for sanitation and waste disposal. In addition, the use of snowmobiles and all-terrain vehicles by Parks Canada staff in carrying out their duties will be governed by the same restrictions that apply to visitor use, with the exception of situations where public safety is at risk and in cases involving law enforcement. Programs to reduce, reuse, repair, and recycle will be instituted, the latter in co-operation with the Township of St. Edmunds. A "pack in, pack out" waste policy will continue for the back country.

### **7.1.5 Natural Resource Analysis and Research**

Parks Canada will promote preservation within the Park and conservation and sustainable use on a regional level through collecting and analyzing natural resource information, and by working co-operatively with interested public and private sector allies.

Information on the Park's natural resources is available from a number of sources. These include historical accounts, local sources such as hunters, and specific studies carried out by various agencies and groups. To be able to use this information effectively, and to minimize duplication of effort, it must be organized and made available to resource planners and managers. Considerable additional information is required to supplement existing data so that decisions can be made on the basis of sound knowledge.

Information will be encoded into the Geographical Information System (GIS) used in the Park. Other infor-

mation (reports, non-geographic data, etc.) will be organized so that it is readily accessible. New data should be collected in a way that is compatible with the GIS currently in use.

#### Objectives:

- To ensure that management decisions for the Park are based on sound knowledge of natural and cultural resources.
- To work with allies to integrate research on, and monitoring of, the Upper Bruce Peninsula Ecosystem, and to share information leading to the sustainable use of resources.

#### Guidelines:

- Parks Canada will complete the basic resource inventory for the Park and prepare a Resource Description and Analysis Report, which will be updated at regular intervals. As part of the analysis, the requirements for long-term monitoring will be established, including the appropriate suite of indicators described above.
- Periodic updated summaries of resource information regarding ecological integrity will be prepared and used in State of the Parks reports to provide both management and the public with pertinent information on the condition of the Park's resources.
- Parks Canada will co-operate with interested allies to establish a comprehensive research and monitoring program for the environment of the Upper Bruce Peninsula Ecosystem. Research requirements should be prioritized and a common data base established. Information should be shared freely among the co-operating agencies.
- Non-destructive research by both staff and the academic community will be encouraged within the Park. In an effort to foster such research, Parks Canada will determine what support facilities and services the research community requires (e.g., temporary office space, lab space, accommodation) and how Parks Canada might offer some support in a cost-effective and low-impact manner. The structures at the former Junior Ranger Camp at Emmett Lake could provide some of this support.
- A GIS and resource database capability will be maintained by the Park.







## STRATEGIES

### 7.2 The Cultural Environment

Bruce Peninsula National Park contains significant examples of both archaeological and historical resources. Some resources possess considerable potential for interpretation. Removal of cultural resources from the Park is prohibited.

#### Objectives:

- To develop a comprehensive Cultural Resource Management program for the inventory, assessment, protection, and monitoring of the Park's cultural resources.
- To minimize the degradation of cultural resources through a program of archaeological assessments.
- To ensure that protection of significant cultural resource sites is given a high priority in development and operations within the Park.
- To consult with local First Nations on all issues relating to aboriginal history and cultural artifacts.

#### Guidelines:

- A comprehensive Cultural Resources Management Plan will be prepared to outline detailed techniques and strategies for protecting cultural resources, to direct future inventories, to rate the significance of known sites, and to determine interpretive potential.
- An inventory program will be established to maintain an accurate on-going record of cultural resource sites and the impacts on these sites. Surveys will be undertaken on additions to the Park as lands are acquired.
- A Park Collections Management Plan will be prepared to deal with the artifacts that relate to the Park.
- All structures that are in the Park (or may be acquired by Parks Canada through the future acquisition of lands), and are over 40 years old, will be assessed by the Federal Heritage Buildings Review Office (FHBRO) to determine their historic significance, as required by federal government policy.
- Parks Canada will consult with First Nations (Chippewas of Nawash and Saugeen Ojibway Nation) on matters relating to aboriginal history, sites in the Park associated with aboriginal culture, interpretation of First Nations history, and appropriate use of cultural artifacts. It is Parks Canada's intent that

First Nations burial sites not be disturbed; the location of aboriginal cultural sites, including burial sites, will not be made public.

- Before determining the appropriate route for the Bruce Trail in the Cabot Head area (see Section 7.3.3), Parks Canada will co-operate with the Ontario Ministry of Natural Resources to undertake an inventory and assessment of the area's cultural resources.
- Parks Canada may co-operate with the St. Edmunds Township Historical Museum and other regional museums, such as the Bruce County Museum, to communicate the human history of the upper Bruce Peninsula.

### 7.3 Enjoying the Park

Parks Canada encourages public understanding, appreciation, and enjoyment of national parks by providing opportunities to experience a park in ways that are appropriate to, and compatible with, each park's natural values. A satisfying, high-quality park experience is not the only objective, however. Parks Canada recognizes that attitudes towards environmental issues range along a continuum from awareness, understanding, and valuing to taking action to safeguard the environment. By providing satisfying experiences of a park's prime resources, Parks Canada hopes that visitors will come to understand and value their environment and be inspired to take action themselves for its protection.



In pursuit of the objective of fostering environmental citizenship, Parks Canada will provide visitors with opportunities to enjoy a variety of experiences that are appropriate to national park values, are not harmful to the natural or cultural resources on which these experiences are based, and respond to the needs of visitors. In





## STRATEGIES

order to do this, Parks Canada has adopted a Visitor Activity Management Process (VAMP), which was followed in the development of this plan. This Management Plan does not, however, address in detail how those visitor opportunities will be provided in this Park. This information will be contained in a more comprehensive Park Service Plan, to be prepared following approval of the Management Plan.

Some of the services provided by the Park are clearly a public benefit, for example, the protection of resources. However, some services are of benefit to the individual, such as the use of a campsite and firewood. Parks Canada is committed to the principle that those services and facilities that are of private benefit require the user to pay.

Bruce Peninsula National Park and Fathom Five National Marine Park are only part of the package of opportunities that draws visitors to the Upper Bruce Peninsula. Accordingly, it is important for all interests concerned with tourism on a regional scale to co-operate in making potential visitors aware of the Upper Peninsula and its attractions. Resource protection and visitor opportunities are linked: not only will satisfying experiences encourage people to be responsible for the environment, but opportunities that can be sustained over the long term without a serious impact on resources will provide stability to the tourism-based economy of the region.

Given the character of Bruce Peninsula National Park and its resources, the most satisfying way to experience the Park is by hiking or walking.

This section of the plan provides an outline of the Park's user groups and guidelines governing each. One major facility — the Bruce Trail — is shared by three user groups: campers, day hikers, and backpackers. Guidelines for this facility are provided at the end of this section.

### Objectives:

- To provide visitors with satisfying experiences that are based on the Park's heritage resources, and to encourage visitors to move from an awareness of environmental issues towards increased responsibility for the environment.

- To foster pride in Bruce Peninsula National Park's heritage resources among visitors, local residents, and Parks Canada staff, and to engender a sense that all Canadians have a role to play in protecting these resources.
- To ensure that providing visitor experiences is sustainable, through the application of environmental assessment and limits of acceptable change.
- To actively seek private and public sector allies in providing sustainable, public experiences of the heritage resources and to work with these allies as partners in the local tourism economy.

### Guidelines

- Parks Canada will prepare a Park Service Plan, which will describe in more detail the opportunities the public will have to experience the resources of both Bruce Peninsula National Park and Fathom Five National Marine Park. The Service Plan will also provide direction for the Public Education program for both parks.

#### 7.3.1 User Groups

As a means of considering and planning for various visitor needs, Parks Canada has divided visitors into groups (or visitor segments) based on the experiences visitors seek. It is recognized that it is possible for a single individual to be part of more than one group. (There are, of course, other groups who visit the North Bruce, such as business travellers and those visiting friends and relatives.) The segmentation used here considers these people once they have decided to undertake a heritage experience in the ecosystem. Visitors are drawn to the Upper Bruce Peninsula, and to the Park, because the natural resources of the Bruce provide the high-quality experiences they seek; the resources and the experiences they support are intertwined.

For the Park, and to a degree, for the entire Upper Bruce Peninsula Ecosystem, the user groups are:

- Day Hikers
- Backpackers
- Campers
- Educational Users
- Organized Groups





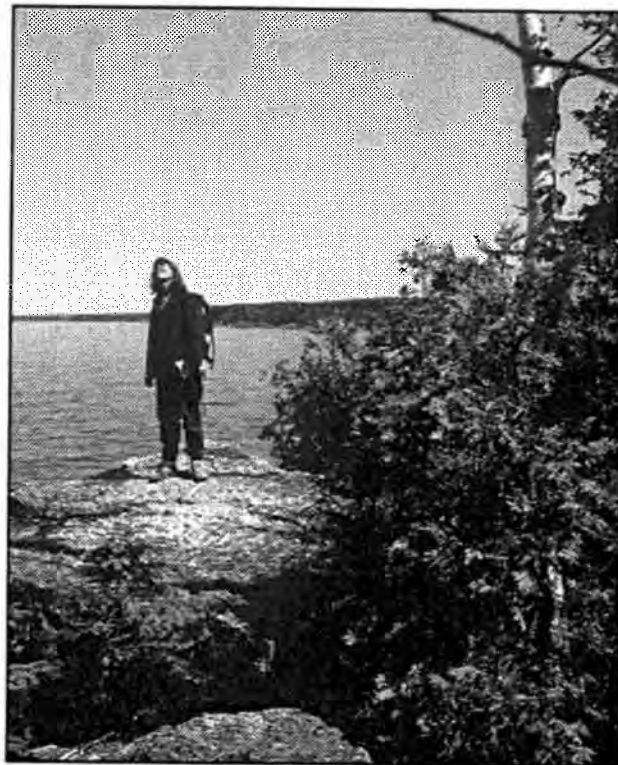
## STRATEGIES

- Shoreline Users
- Scenic Sightseers
- Local and Regional Residents
- Focussed-Activity Users.

An analysis of the various user groups was carried out as part of the management planning process. Parks Canada recognizes that each group has its own requirements for reception, orientation, information on recreational opportunities, and support services. The following section summarizes the key results of this analysis and provides guidelines for meeting the visitors' needs. (Strategies for providing interpretation are found under Public Education; see Section 7.5.)

### **7.3.2 Day Hikers**

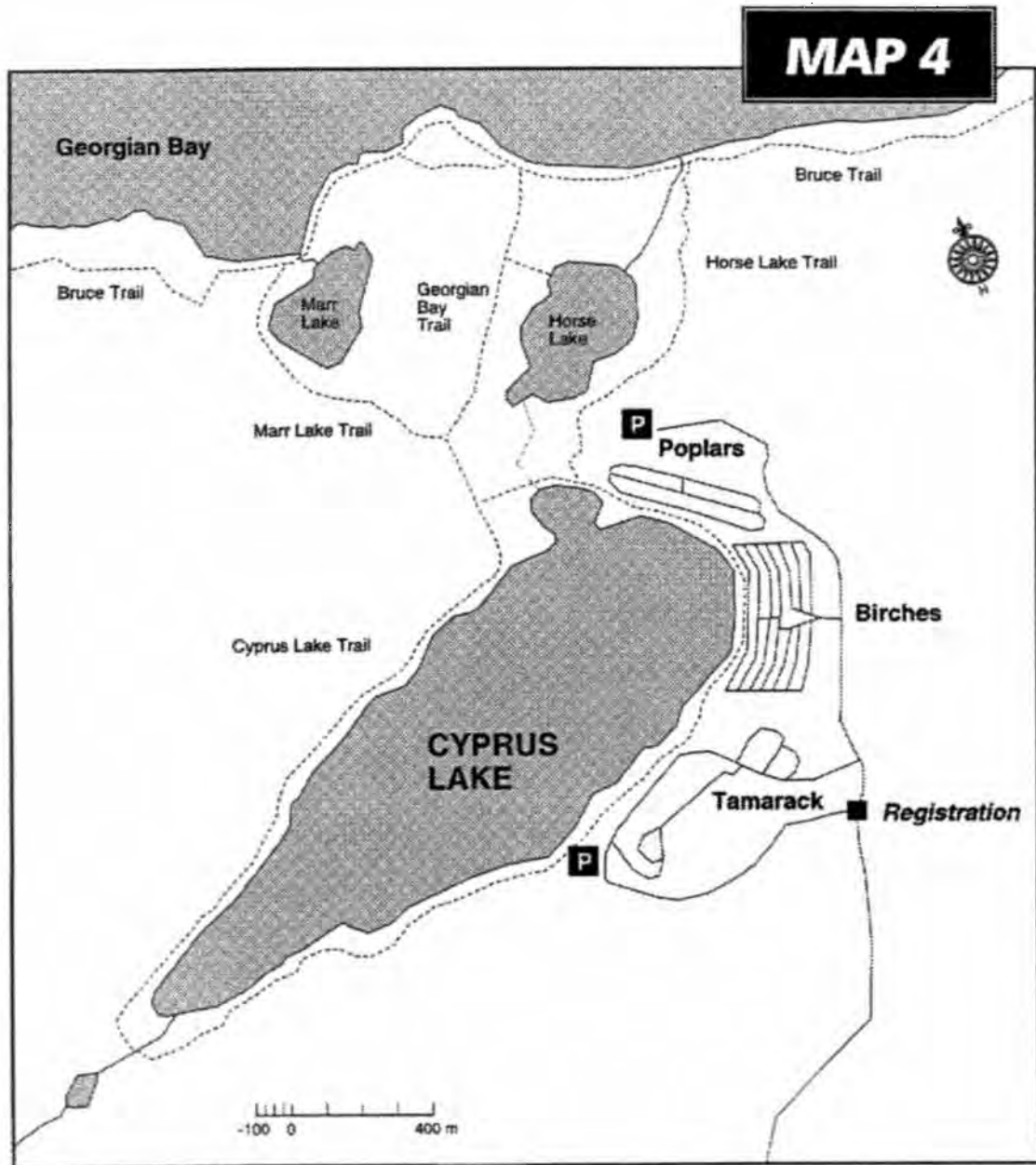
Hiking is one of the best ways to experience the Park from two points of view: the extremely high quality of the experience available to the visitor and the minimal impact on the resources. Day hiking is currently concentrated at the Cyprus Lake trail network, which is used by approximately 45,000 visitors a year. The trailhead at Cyprus Lake provides a trail map and interpretive information. (See Map 4.)





# CYPRUS LAKE AREA

Bruce Peninsula National Park Management Plan



# CYPRUS LAKE AREA





## STRATEGIES

Other day hikers use the Bruce Trail for short hikes from the access points at Halfway Log Dump or the Fathom Five landbase. There are also hiking opportunities at Singing Sands, Little Cove, Cabot Head, the Federation of Ontario Naturalists' property at Dorcas Bay, and the Fathom Five National Marine Park landbase. Day hiking in the Park has doubled over the last six years and is the most popular visitor activity.

With the exception of the Cyprus Lake loop trails, all other locations provide only non-loop trails. With its spectacular views, loop system, and access to the Georgian Bay shoreline for swimming and other activities, the Cyprus Lake network attracts a high proportion of repeat visitors, many from the Cyprus Lake campground. The Park's trail system provides a good range of rugged half-day or shorter (i.e., two hours or so) hiking experiences. There is currently no full-day trail loop, nor are there extremely short trails (i.e., 40 minutes or less) that are readily accessible, maintained to a higher standard, and suitable for families with small children, the elderly, those with physical disabilities, and the less fit.

### Guidelines

- Parks Canada will investigate providing a range of short loop trails that provide a variety of experiences and are suitable for visitors with a wide range of physical ability. The Fathom Five landbase will be considered, among other potential sites. If Parks Canada acquires the Federation of Ontario Naturalists' property at Dorcas Bay, the trails may be formalized to provide this experience and reduce resource impacts. Impacts will be monitored and remedial actions taken if necessary.
- Parks Canada will work with allies to determine the feasibility of providing extremely short trails at interesting features on Highway 6.
- The feasibility of providing a full-day loop trail will be investigated. If the predicted impacts are acceptable, one option would be to use the existing Bruce Trail route between Cyprus Lake and Halfway Log Dump, with the return portion of the trail providing an interior forest experience.
- A series of on-site exhibits on the Cyprus Lake trail system, focussing on an introduction to the escarpment, will be maintained.

- Parks Canada will employ trail standards based on such factors as level and type of use, resource impacts, trail length, opportunities for interpretation, and so on.
- The Visitor Centre will be the main regional point of orientation and provision of information on opportunities, resource significance, and hiking principles for the Upper Bruce Peninsula Ecosystem. The Cyprus Lake office (near the head of the Cyprus Lake trail system) will be used for on-site orientation to the opportunities in that area and elsewhere. Basic information will also be provided at all trailheads relating to specific trails.

### 7.3.3 Backpackers

Backpackers are distinguished from day hikers through their use of the Bruce Trail to provide long-haul or overnight, near-wilderness experiences of the Park. The 20 kilometres of the Bruce Trail that run through the Park provide the most spectacular and rugged section of the entire length of the Trail, which stretches from Queenston to Tobermory. The trail is well maintained, with three designated tenting sites and trailhead parking at Tobermory, Cyprus Lake, Emmett Lake, Little Cove, and Warder Ranch. The trail is maintained and signed in co-operation with the Bruce Trail Association, a very active and committed ally; the Association also publishes the trail maps and guidebook.

Hiking the Bruce Trail, especially in this rugged northern section, requires a degree of physical fitness and outdoor skills. Approximately 10,000 visitors per year currently hike this section of the trail. Backpackers are seeking a natural experience, including a higher degree of solitude than those campers who stay at the Cyprus Lake campground. There is some evidence that the level of tenting associated with backpacking may be too high, thereby diminishing the quality of the resources and the experience. Parks Canada and the Bruce Trail Association must work closely together to manage use levels. In particular, the degree to which the three designated tenting sites on the trail may be over crowded, as well as the location of the tenting sites, must be examined. Resource impacts, particularly on the old-growth cedar forest along the Georgian Bay shore cliffs, is a major concern.

Although the existence of the Bruce Trail through the Park is guaranteed, the continuity of the trail at either





## STRATEGIES

end depends on the continuing good will of neighbouring partners. It is a primary objective of the Bruce Trail Association to create a secure route for the trail over its entire length. The Association has expressed an interest in rerouting the trail in two areas within the Park: on the Fathom Five landbase, and at the south end between High Dump and the Park boundary to Cabot Head.

There is a small but growing number of visitors who travel the Georgian Bay shoreline in kayaks, canoes, or Zodiacs, and camp along the shore. Like the backpackers, they are seeking a natural experience with a high degree of solitude. They also require outdoor skills and equipment. No specific facilities have been provided for these users. Since their requirements for tenting-site services are similar to those of the backpackers, they are included in this section.

### Guidelines:

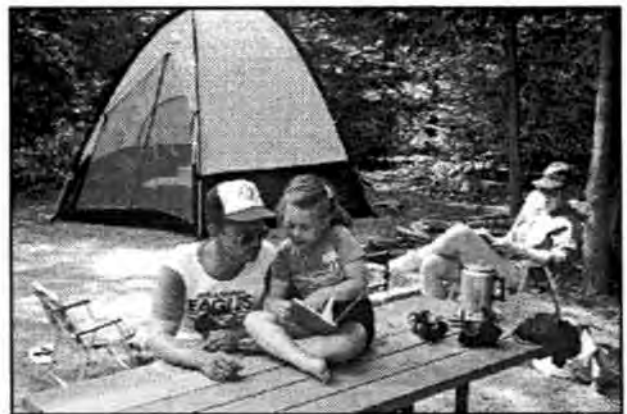
- Parks Canada will work with the Bruce Trail Association, through the development of a Bruce Trail Management Plan, to determine the preferred route for the trail through the Park. New information on the biological and geological significance of the escarpment has become available, which might mean changes to the existing routing, operations, and management of the Bruce Trail.
- The preferred route through the eastern portion of the Park, in the area designated for maximum resource protection and a “wilderness” visitor experience, will be determined based on detailed information on resources and visitor impacts, as well as the desired trail experience. Parks Canada will work in co-operation with the Bruce Trail Association and the Ontario Ministry of Natural Resources as they determine the preferred route through the Ministry’s Cabot Head nature reserves. The Park will manage resources in this area, in part to protect resources, so that this experience remains available.
- Visitors will continue to be allowed to camp only in designated tenting sites. Parks Canada and the Bruce Trail Association will review the locations and design of designated tenting sites. These sites should be located in areas where they will serve hikers’ needs and where resource impacts will be minimal. Kayakers, canoeists, and Zodiac users will also use

the designated tenting sites; the assessment of tenting sites will consider their requirements as well.

- No new access points to the Bruce Trail will be provided between Halfway Dump and the Park boundary near Cabot Head.
- The Bruce Trail Association, through the Bruce Trail Guidebook, maps, and other publications, will continue to be a major ambassador for communications to backpackers. Additional information will be provided at the Visitor Centre and at the trailheads.
- Open campfires will not be permitted at any point on the trail or in the designated tenting sites, because of the chance that campers searching for firewood may do serious damage to the cliff-edge cedar forest. A “pack in, pack out” policy will continue for the back country.
- A trail plan will be developed for the Park. It will provide guidance on standards, routes, maintenance, tenting sites, and access points, as well as details of projects to address concerns.

### 7.3.4 Campers

The Cyprus Lake campground, which has been in operation since 1968, provides one of the key experiences of the Park. It does so as part of a larger use area, which includes day-use and group-tenting experiences. The campground has basic services (water, washrooms, firewood available from a Park concession); there are no showers or electrical hookups. The campground is located within walking distance of the Georgian Bay shoreline, which can be reached through the Cyprus Lake trail system. Interpretive programs are available at the adjacent amphitheatre. Guided walks are held starting at





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the Head of Trails in July and August. The campground is open year-round. It is fully staffed in summer; self-registration is available in winter.

Cyprus Lake campground has a very high occupancy rate (approximately 90 percent in July and August) and accommodates approximately 60,000 user-nights per year. Visitors are satisfied with the experience, with the exception of the lack of showers. The campsite reservation system is regarded as a significant asset because it allows visitors to be sure of holiday plans. Visitors do not want to drive the entire length of the peninsula, especially in the main summer season, and run the risk that no campsites will be available when they arrive.

The Park campground provides a camping experience that both differs from and complements the one provided by nearby commercial campgrounds. In keeping with the terms of the federal-provincial agreement to create the Park, and with its own desire to provide a camping experience that reflects national park values, Parks Canada will maintain the campground at 242 sites.

The entrance area to Cyprus Lake has some traffic-flow problems because of the layout of the facilities. There is also a need to rehabilitate a number of the campsites, to repair damage to resources resulting from high levels of use, and to improve privacy for campers, especially in the Birches section.

### Guidelines:

- Parks Canada will continue to provide a “natural” camping experience to semi-serviced standards, with no expansion of the Cyprus Lake campground. This standard will include the current reservation system and showers, which will be provided in the future.
- Appropriate fees will be established in order to recover the costs of operating and maintaining the campground.
- Campsites will be rehabilitated to repair damage due to human impacts.
- Primary information will be provided to campers through the reservation system, the Cyprus Lake office, and the campground host program. In addition, guided hikes and evening amphitheatre programs will be offered.

- A Site Development Plan for the Cyprus Lake gateway area will address the need to improve traffic flow and increase the efficiency of operations.
- Parks Canada will continue the program of volunteer “campground hosts”, which it has undertaken for several years and is a common practice in the U.S. and at some other parks in Ontario. Campground hosts provide information and assistance to other campers in exchange for a campsite.

### 7.3.5 Educational Users

Because of Parks Canada’s objective to foster environmental advocacy, educational users are a high-priority visitor group. Bruce Peninsula National Park can provide an outstanding on-site experience in environmental education. The three group-tenting sites in the Cyprus Lake campground provide overnight opportunities for school and other youth groups, and are heavily used. Currently, there are over 5,000 visitors per year in this category; most come during the spring and fall shoulder seasons. Special interpretive programs are available to groups by prior reservation, primarily guided hikes focussed on specific themes and resources, but many teachers also present their own programs. Over 1,000 educational users take advantage of these programs annually. The Park also provides a modest amount of in-school interpretation (extension) within the nearby area.

Although the on-site experience cannot be surpassed, the Park has no orientation facility for year-round or all-weather use. Because the majority of educational users visit in the shoulder seasons, coinciding with the school year, the Park needs to provide significant staffing levels in the spring and fall to meet the existing demand for interpretive programming to these groups.

### Guidelines:

- Parks Canada will actively promote its services for educational groups. Personal services (as opposed to publications or exhibits) are the single most effective means of communicating with this group. Accordingly, staffing levels and operating procedures will be adjusted to provide this service, particularly during the shoulder seasons, when most school groups visit the Park.
- An information package will be developed and provided to teachers so they can prepare the students for the on-site experience and to explain what programs







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and facilities the Park offers educational groups. The package will also include information on resource impacts, public safety, and recommended emergency procedures. The on-site program will concentrate on interpreting the Upper Bruce Peninsula Ecosystem and the Park as a Core Area of the Niagara Escarpment Biosphere Reserve (in conjunction with the program for Fathom Five National Marine Park) to assist young people in becoming good environmental citizens.

- The group campground will be retained for the use of school and other youth groups. Minor redevelopment will be undertaken to provide better separation between the Head of Trails parking lot and the group camp, to consider the need for shelters, and to rehabilitate areas that have suffered from visitor impacts. If demand warrants, consideration will be given to expanding the group tenting capacity or facilities.
- Parks Canada will work with the educational community, and in particular with the Grey and Bruce Boards of Education, both public and separate, to provide interpretation for school groups. Such programming will be curriculum-based, but will focus on the resources of the Park. It may include a range of on-site interpretive programs, in-class programs, and/or a prepackaged set of lessons with supporting resources that teachers can use themselves. Personal interpretation is most effective with this group and will be emphasized in program development.
- The Visitor Centre will be a key resource for educational users and will be designed with their needs in mind. The Visitor Centre should allow greater numbers of students to use the Park for a longer season.

### 7.3.6 Organized Groups

Organized bus tours make up the bulk of this group. They currently make some use of the Upper Bruce Peninsula, including Bruce Peninsula National Park, but a minimum level of infrastructure is required to respond adequately to their needs. This infrastructure (attractions, inside gathering space, large washrooms) does not currently exist in the Park or in the Tobermory area, so the number of organized groups is now limited.

The experience for group tours is very structured, with a predetermined itinerary and time frame. Participants in these tours tend to have a higher degree of interest in learning about their destination than those in many other

visitor groups. This group has recently become much more interested in natural and cultural history than ever before. They also seek a more in-depth experience than in the past. Group tour organizers prefer a package of attractions and services capable of handling a minimum of 47 people efficiently at one time. The group tour market is very competitive, and it requires a substantial effort in organization, promotion, and marketing to take advantage of it.

There has been a rapid growth in group motor-coach tours in southern Canada. Much of this growth has been in the seniors market, a trend that is expected to continue as the Canadian population ages. Provided that the necessary planning and infrastructure are in place, the potential for growth in the Upper Bruce Peninsula is high, since Tobermory lies on the route of the scenic Georgian Bay Circle Tour.

### Guidelines

- Orientation and interpretation opportunities for group tours will be offered by Parks Canada at the Visitor Centre.
- Parks Canada will work with the tourism community (restaurants, shops and other attractions) and other interested allies in the Upper Bruce Peninsula to develop and promote a package of attractions and services geared to the organized group tour market. Parks Canada's role will be to provide interpretation and experiences of the heritage resources of the Park, the ecosystem, and the Niagara Escarpment Biosphere Reserve.

### 7.3.7 Shoreline Users

Although it is difficult to estimate the number of visitors in this group, there are probably about 45,000 day-use visitors and several hundred adjacent residents who would be considered shoreline users. Shoreline users enjoy exploring the water's edge, swimming, sunbathing, picnicking, and just "hanging out". The only facilities required are parking, washrooms, and picnic tables.

There is public access to the shoreline inside the Park at Singing Sands Beach, Little Cove, Cyprus Lake, at the end of the Cyprus Lake trail network on Georgian Bay, outside the Park at Burnt Point, Dunk's Bay, and Cabot Head. Demand for public shoreline access points is like-







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ly to grow as visitation to the Upper Bruce Peninsula increases.

### Guidelines

- Working in co-operation with the local community, Parks Canada may support opportunities for additional public shoreline access points outside of park boundaries. Due care will be taken not to increase the development of facilities along the shoreline.
- Parks Canada will create an Area Development Plan for the Cyprus Lake day-use area. This Plan will consider providing services for this user group (picnicking, sanitation, informal recreation), as well as the need to control visitor use in order to protect resources and the need to rationalize use.
- Singing Sands will continue to be a primary shoreline experience for the public.
- Interpretive information for shoreline users will be concentrated at the Visitor Centre, with the possibility of a small-scale on-site component at Singing Sands.

### 7.3.8 Scenic Sightseers

Scenic sightseers are those residents of, and visitors to, the Upper Bruce Peninsula who follow various local roads for pleasure. Perhaps they stop to leave the car briefly at select places to view interesting features more closely. Opportunities for scenic sightseers are somewhat limited by the fact that Highway 6 runs up the centre of the peninsula and does not afford scenic overlooks or views of the water and shoreline.

Scenic sightseers are drawn to the shore where road access is available: Singing Sands, Little Cove, the Emmett Lake and Halfway Dump access points. Tobermory is also a destination. Apart from road access and a limited amount of parking, their requirements are few and the impact they have on resources is concentrated in a small area.

Scenic sightseers may also take advantage of the opportunities provided by Fathom Five National Marine Park and the tour boats' sunset cruises.

There may be a large untapped market for the Park among the scenic sightseers. Most visitors to the Upper Bruce Peninsula — a total of approximately 350,000 users per year — could fit into this group at some point.

### Guidelines

- Parks Canada will offer opportunities for scenic sightseers as part of the experience at the proposed Visitor Centre. The experience will, to some degree, be a surrogate one.
- In co-operation with others, visitor information will assist in making scenic sightseers aware of the various opportunities to experience the Upper Bruce Peninsula Ecosystem.

### 7.3.9 Local and Regional Residents

Bruce Peninsula National Park and Fathom Five National Marine Park are part of St. Edmunds Township in the County of Bruce. Immediately to the south and east of Bruce Peninsula National Park is Lindsay Township. These two townships, along with a small portion of Eastnor Township, constitute the area of the Upper Bruce Peninsula Ecosystem.

Residents of this area, both permanent and seasonal, are key allies in the effort to conserve this ecosystem. The opportunities and management of the Park are of more direct interest to residents than to other user groups. Residents also have a lot to offer other user groups as part of the total package of facilities and services for the tourism industry. They therefore have a stake in the protection of the Park's resources, both for their contribution to the tourism economy of the area and as part of their own lifestyle.

### Guidelines:

- Parks Canada will work with local and regional residents as partners in the tourism economy of the area. The Park can provide experiences based on natural and cultural resources. The community can provide necessary infrastructure, accommodation, groceries, restaurants, and other services and activities.
- Parks Canada will provide local and regional residents with programming to help them understand and celebrate the resources of the area. This programming will complement the residents' working rhythms, summer being the busy season for most, and will be on-going and long term in nature.
- Parks Canada will provide local and regional residents with opportunities to become involved in the Park, including membership on the Park Advisory Committee.





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### 7.3.10 Focussed-Interest Users

Focussed-interest users are those visitors who come to the Upper Bruce Peninsula, and to Bruce Peninsula National Park, to pursue a specific interest. The activity can be highly related to Parks Canada's mandate for resource protection and environmental awareness, or it may be a recreational activity that depends on Park resources, but also has a substantial impact on them.

Parks Canada has undertaken an assessment of a wide range of recreational activities that either are now, or could be, undertaken in the Park. This will determine whether they are compatible with Parks Canada's mandate and appropriate within the specific setting of this Park. Each activity has been given one of the following three designations:

1. supported: something that Parks Canada encourages and for which it will provide opportunities, services, and/or facilities
2. permitted but not supported: the activity is allowed, but either it requires no supporting facilities or Parks Canada will not provide such facilities
3. prohibited.

Certain activities designated either "permitted but not supported" or "prohibited" might be appropriately carried out elsewhere on the Upper Bruce Peninsula, but are not compatible with national park values. Table 1 presents the results of this activity assessment. For a few activities, more specific information follows.

#### Guidelines:

- Motor boating will not be permitted on any of the inland lakes located entirely within Park boundaries, including Cyprus and Emmett Lakes. The intent of this ban is to prevent zebra mussels from entering the inland lakes, as well as to reduce water pollution and enhance the visitor experience. This prohibition extends to Park employees in the pursuit of their duties, except for reasons of public safety or law enforcement.
- Climbing is a popular activity at many locations on the Niagara Escarpment. Climbing publications have identified seven established climbs in the Park (none of which has been authorized by Parks Canada), plus another 12 adjacent to the Park. At many of these locations, climbing hardware has been permanently installed in the escarpment face. Both the face of the cliff and the talus slopes at the base are extremely significant resources because they support the old-growth cedar forest and associated species. There are also issues of public safety and liability to be considered, as well as the costs associated with these. Climbing will be restricted to the seven existing climbs. Parks Canada will undertake further study of the impact of climbing to determine the long-term sustainability of the activity in the Park. If impacts are significant, climbing may be prohibited.
- Caving, like climbing, currently occurs in the Park to a limited degree, though at present it is not authorized or supported by Parks Canada. As with climbing, there are issues of resource impacts, public safety, and liability, along with the associated costs, to be considered. In conjunction with the academic community, a Cave Management Plan will be prepared. Because of the sensitivity of the resources, caving by the public in the Park is prohibited until the completion and approval of the Cave Management Plan.
- Snowmobiling in the Park is part of a larger network of snowmobile trails on the Upper Bruce Peninsula; this network extends southward into the southern part of the province. Snowmobiling is not normally permitted in national parks. In Bruce Peninsula National Park, snowmobiling is restricted to a route located on Park roads, unopened municipal road allowances, and other trails created before the Park was established. Snowmobiling is known to cause significant impacts including disruption to predator/prey relationships and animal movement. Parks Canada will investigate the long-term impacts of the snowmobile trail and associated activities on resources. For these reasons, Parks Canada will work with the Tobermory Snowmobile Club to find an alternative snowmobile route in areas outside the Park. When this is achieved, it is intended that public use of snowmobiles will not be permitted in the Park. Park operational needs, such as law enforcement and public safety, may, on an exceptional basis, require the use of snowmobiles.
- Horses and trail-riding can cause conflicts with other user groups and significant resource impacts, such as dispersal of alien plants. For this reason, horseback riding will be prohibited on Park lands.





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- Sport fishing (angling) in Georgian Bay and Lake Huron will mirror provincial regulations as provided in the federal-provincial agreement to establish the Park. Angling in the rest of the Park will be determined following the completion of an Aquatic Resources Management Plan. This plan will be produced within the first five years of this management plan. Direction from the Aquatic Ecosystem Management Plan will guide the next review of the Management Plan.
- Many focussed-interest users pursue activities that are very compatible with Parks Canada's mandate, yet require little in the way of special services or facilities. Such activities include nature study, bird-watching (the Upper Bruce Peninsula is highly under-rated as a locale for birding), and cross-country skiing. The facilities provided for other visitor groups adequately serve these users as well, e.g., parking, washrooms, picnic areas, and so forth. Table 1 indicates that these activities are permitted but not supported.
- There may be an opportunity, as the basic resource inventory studies of the Park and the Upper Bruce Peninsula Ecosystem are completed, for the Friends of Bruce District or another like-minded ally to publish checklists, guidebooks, and/or maps for the benefit of focussed-interest users. Some focussed-interest users can, however, have an extremely high impact on specific resources, such as orchids. Publication of information on rare, endangered, and sensitive species must be undertaken with caution. Parks Canada will continue to monitor the impact of focussed-interest users in certain critical areas.





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TABLE 1:

## Appropriate Activity Assessment Land-Based Activities:

- Art activities: *permitted but not supported*
- Backpacking: *permitted and supported*; a high-priority group
- Bicycling: *permitted but not supported*; public roads only
- Birdwatching: *permitted but not supported*
- Bus tours: *permitted and supported*; a target group
- Camping: *permitted and supported*; a high-priority group
- Caving: *not permitted*
- Climbing: *permitted but not supported* (pending environmental assessment)
- Cross-country skiing: *permitted but not supported*
- Day hiking: *permitted and supported*; a high-priority group
- Sled-dog tours: *permitted but not supported*; park roads only
- Group tenting: *permitted and supported*; educational youth groups only
- Horseback riding: *not permitted*
- Nature study: *permitted but not supported*
- Orienteering: *permitted but not supported*
- Roller-skating and roller-blading: *not permitted*
- Picnicking: *permitted and supported*
- Pleasure-driving: *permitted but not supported*, except as access to Park activity areas
- Skating: *permitted but not supported*
- Sledding/tobogganing: *permitted but not supported*
- Snowmobiling: *permitted* until an alternative route can be established
- Snowshoeing: *permitted* but not supported
- Special events: to be determined on a case-by-case basis by Park Supt
- Trail bicycling: *permitted* on public roads only

## Water-Based Activities

- Canoeing: *permitted but not supported*
- Fishing: *permitted but not supported*, until Aquatic Resources Management Plan done
- Kayaking: *permitted but not supported*
- Motorized boating: *not permitted* on inland lakes completely within Park boundary; *permitted but not supported* on Georgian Bay and Lake Huron
- Sailboarding: *permitted but not supported*
- Sailing: *permitted but not supported*
- Scuba diving /snorkelling: *permitted but not supported*
- Swimming: *permitted but not supported*
- Water-skiing: *not permitted*





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### 7.4 Additional Public Services

#### 7.4.1 Public Safety

Bruce Peninsula National Park provides a variety of recreational opportunities, some of which inherently involve a degree of natural hazard (i.e., related to the environment) or subjective hazard (i.e., related to the behaviour of the visitor) to the visiting public. Parks Canada is committed to providing effective public safety services.

A Hazard Assessment and Evaluation has been undertaken to identify, assess, and evaluate all hazards that may face visitors to the Park. The assessment has identified some activities, such as scuba diving, snorkelling, rock climbing, and boating, that involve a degree of risk. High-risk natural hazards, such as black bears, rattlesnakes, and the incidence of the rabies virus, have also been identified.

A Public Safety Plan based on the hazard assessment will be developed to provide direction and guidance to regional and Park staff on the provision of public safety services within the Park. The Public Safety Plan will indicate priority actions that should be undertaken. Bruce Peninsula National Park will continue to co-ordinate its activities with other federal, provincial, and private agencies responsible for emergency services and public safety programs.

Objective:

- Parks Canada is committed to responding quickly and effectively to threats posed by environmental emergencies and to minimizing threats to life, the natural environment, and property.

Guidelines:

Park management will work co-operatively to apply the following guiding principles when developing and implementing a comprehensive program to prevent and respond to emergency events.

- In the management of the Public Safety and Emergency Services Program, emphasis will be placed on rationalized, mandate-driven accident prevention and response programming.

- Program delivery will be based upon a comprehensive approach to hazard identification and risk management.
- Visitor health and safety will be considered in the planning, design, and operation of facilities and activities offered or promoted by the Park.
- Parks Canada and Park visitors will both share responsibility for the safe use of the Park.
- In the context of local circumstances, the Park will develop appropriate levels of service, based on accepted standards and a nationally consistent approach.
- An information program that includes appropriate public safety information to visitors will be put in place.
- Nationally developed training and equipment standards for response personnel will be met and maintained.
- The principles and practices of visitor risk management will be applied in an effort to minimize the impact on both the quality of visitor experience and the natural and cultural environment.
- Where necessary, existing agreements will be refined and new memoranda of understanding developed with relevant agencies to manage public safety in a co-ordinated fashion.

#### 7.4.2 Bruce Trail

The Bruce Trail runs continuously along the Niagara Escarpment from Queenston on the Niagara River to Tobermory. The section of the trail in the Park is the most natural and scenic of the entire route. The Park and the Bruce Trail Association have a long record of working together successfully to manage the part of the trail that passes through the Park. This relationship has been formalized through the signing of a Memorandum of Agreement.

Increased use of the Bruce Trail over the years has resulted in some operational concerns. These include heavy to extreme visitor use, leading to impacts on Bruce Trail tenting sites, sanitation problems, litter, and fires. These need to be addressed in order to reduce the impacts on the environment and improve the experience the trail offers. Guidelines





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- Parks Canada will work with the Bruce Trail Association to address concerns regarding the Bruce Trail through the development of the Bruce Trail Management Plan. This plan will address tenting and hiking, resource impacts, mitigation measures, visitor information, public safety, maintenance, visitor management, access, monitoring and costs.

### 7.4.3 Services for Disabled Persons

Parks Canada will provide a reasonable level of access to Bruce Peninsula National Park for persons with disabilities. Specialized services and facilities will be provided as appropriate. Planning will be undertaken with the support and partnership of advocacy groups that represent persons with disabilities.

#### Guidelines:

- An Access Plan has been prepared and is being implemented with the assistance and partnership of groups interested in the needs of people with disabilities.
- The Park Service Plan will take into account the direction provided by the Access Plan in developing a long-term strategy for the needs of people with disabilities. This will ensure that the Park provides individuals who have mobility, hearing, or visual impairments with opportunities to experience the Park's key interpretive themes and a cross section of the Park's recreational and educational experiences. This will be done through a set of integrated, accessible packages of services and facilities.

### 7.5 Public Education

It is a key part of Parks Canada's mandate to create environmental advocacy among park visitors by moving them along the continuum from awareness to action. Parks Canada does this by providing opportunities to experience the resources as well as by providing educational information and programs.

For the public to understand, appreciate, and fully enjoy Bruce Peninsula National Park, they need to understand the Park's resources, their significance, and their relationship to our lives. This is the job of the Park's Interpretation and Public Education Program. There is a continuum of experience ranging from awareness of the environment, to understanding it, valuing it, and finally being willing to take action oneself to safeguard it.

Therefore, a direct link exists between the interpretation program and environmental protection.

#### Objectives:

- To ensure that all visitors are aware that they are in a national park, and to build a broader base of support for Bruce Peninsula National Park, the Upper Bruce Peninsula Ecosystem, and the entire Parks Canada system of protected areas.
- To provide, and to work with others to develop, communications programs that create understanding of the natural and cultural heritage of the Upper Bruce Peninsula Ecosystem.
- To provide information on actions the public can undertake to help protect the environment.
- To reach all visitors to the Upper Bruce Peninsula with at least basic interpretive messages, targeting in-park communications services to each visitor group according to its priority and needs.

### 7.5.1 Park Themes

The communications messages for Bruce Peninsula National Park can be organized according to themes. These themes provide the basis for the Park's interpretation programming. The themes are spelled out in more detail in Appendix 1. The major headings are:

1. The Regional Ecosystem
2. The Bruce Peninsula Story
3. Taking Action for the Environment
4. Departmental Messages.

#### Guidelines:

- An interpretation program will continue to be provided to visitors and other target groups. This program will endeavour to engender in them a sense of advocacy on behalf of the environment of the Upper Bruce Peninsula Ecosystem and Bruce Peninsula National Park.
- The approved Park themes will form the basis of the communications program for Bruce Peninsula National Park in conjunction with those of Fathom Five National Marine Park. This program of communications will attempt to reveal meaning and create understanding of themes.





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- Parks Canada will collect information related to Park themes on an on-going basis in order to make its communications programs more accurate and more interesting.
- Messages about public safety and emergency procedures will be made available to all visitors, and will be emphasized for the leaders of educational and other youth groups.
- Parks Canada will work with its allies (including the Friends of Bruce District, other Niagara Escarpment parks, and the Bruce Trail Association) to interpret the Upper Bruce Peninsula Ecosystem and the Niagara Escarpment Biosphere Reserve.

### 7.5.2 The Visitor Centre

A key part of Parks Canada's mandate is to provide visitors with opportunities to understand and appreciate the value of nationally significant heritage resources and, in the context of the Niagara Escarpment Biosphere Reserve, to promote sustainable living. This can be offered in a variety of ways. Direct, first-hand experience of parks is always important in understanding and appreciating their resources. A Visitor Centre is the single most effective and widespread means that park managers use to inform most market groups about opportunities to experience a park.

In addition, a program that interprets the resources is important. For most user groups, the first stage of understanding is merely becoming aware of the opportunities for experiences. Some aspects of the Park, such as the depths of Georgian Bay, cannot be experienced by visitors. Further information on the significance of Park resources can move people from the level of being aware of the Park to appreciating and valuing it. Eventually, when people are aware, they will appreciate and value, and finally become active, in protecting the resources of the Park, the ecosystem, and ultimately the earth.

In order to make the most effective use of financial and staff resources, and considering the proximity of Fathom Five National Marine Park to Bruce Peninsula National Park, Parks Canada has chosen to consolidate its primary services for visitors in a Visitor Centre for both parks at one location.

In 1988, Parks Canada opened an interim Visitor Information Centre at the head of Little Tub Harbour in

Tobermory. The building stands on leased land; whether it will continue to be available is subject to successful negotiation of the lease renewal. The small size of the interim facility — little more than an information booth — has placed constraints on the kinds of service that can be provided to visitors. Nevertheless, the interim Visitor Information Centre attracts some 40,000 visitors during the two months each year that it is open.

During the preparation of the Management Plan for Fathom Five, which preceded the preparation of this management plan, it became evident that the location of permanent Park facilities was an issue of considerable interest and, indeed, controversy among local residents. In an effort to arrive at a solution that best met the requirements of the community and of Parks Canada, a working group was established to analyze (and make recommendations on) the location of the Visitor Centre, Marine Operations Base, Diver Registration Centre, and Park Administrative Offices (which serve both Fathom Five and Bruce Peninsula National Park). The working group was established as a sub committee of the Park Advisory Committee, and reported to Parks Canada and to the Township of St. Edmunds through it. Both local residents and Parks Canada employees served on the working group, which also sought the views of the general public at two open houses. The recommendation of the working group for a site on the land base at Burnt Point was endorsed by the Advisory Committee.

On receiving the recommendation, Parks Canada assessed the resources of the area with a view to the types of impacts that a road, building, and parking lot would likely make. Parks Canada then determined that these impacts were too severe to continue planning the facility at that site. The Burnt Point area on the Fathom Five land base will now be considered for hiking trails.

The Visitor Centre remains an essential part of the visitor program for Bruce Peninsula National Park, along with Fathom Five National Marine Park. Park staff will continue to work with the local community to determine the best site for it. The climate of fiscal constraint means that the Park may have to find some non-government funding sources.

#### Guidelines:

- Parks Canada makes a commitment to the development of a Visitor Centre to interpret the themes of





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Bruce Peninsula National Park and Fathom Five National Marine Park. Parks Canada will do this with due regard to the environmental impacts and the requirements of the users. This permanent facility, along with its attendant infrastructure (roads, parking, sewage disposal, power, etc.), will be located somewhere in St. Edmunds Township. It must both meet the interests of St. Edmunds Township and function well in its intended role as a Visitor Centre for Parks Canada and the people of Canada. The Visitor Centre will be established in close co-operation with the local community.

- Parks Canada will actively seek the involvement of sponsors and other allies to assist in the planning and construction of the Visitor Centre.
- The interim Visitor Information Centre in Tobermory will be used until the permanent Visitor Centre can be built. Timing of the construction of the new Visitor Centre will depend on the availability of funding.
- Like the interim centre, the permanent facility will provide interpretation and visitor services for both Fathom Five National Marine Park and Bruce Peninsula National Park.
- Although the Visitor Centre will provide information, orientation, and interpretive opportunities to all visitors, it will be a key resource for educational users and organized tour groups, and will be designed with their needs in mind. It is anticipated that the Visitor Centre will allow Parks Canada to provide services to a greater number of groups, and will permit educational groups to visit both parks throughout the school year, rather than primarily in the spring and fall. In turn, the ability to accommodate more groups should assist in stabilizing the local tourism economy of the Upper Bruce Peninsula.

### 7.6 Working with Our Allies

The idea that Parks Canada must work with allies in both the public and private sectors in order to achieve its objectives has been interwoven throughout this management plan. Parks Canada recognizes that national parks and the communities that surround them influence each other in a variety of ways.

Parks Canada is committed to managing and operating its sites in the context of the surrounding region. Such a commitment requires that Parks Canada be sensitive to

local concerns and work in collaboration with other like-minded public agencies and organizations to achieve mutually compatible goals. Parks Canada believes that by working together, both the local region and the Park will benefit.

To achieve these goals will require continuing co-operation and liaison with other federal agencies, the Province, First Nations, local and regional governments, business and tourism associations, non government organizations, and residents of the area. Bruce Peninsula National Park currently co-operates with individuals and groups through a variety of arrangements, including the Advisory Committee, the co-operating association, volunteers, and co-operating agreements.

Co-operating associations are groups dedicated to assisting Parks Canada in fulfilling its objectives and to enhancing its programs, most often in ways the public can experience first hand. The Friends of Bruce District Parks Co-operating Association has been an active contributor since it was established in 1983 as a co-operating association for Fathom Five Provincial Park. Parks Canada acknowledges the support received over the years and wishes to continue this indispensable and vital partnership.

Volunteers play a part in enhancing Parks Canada's programs. They contribute to the interpretation program and to research, among other areas. They will continue to be a key way in which Parks Canada gets the job done.

Parks Canada has a variety of formal and informal agreements with outside agencies. For example, an informal working arrangement has existed for years with the Bruce Trail Association for the provision and management of hiking opportunities on the Bruce Trail. This arrangement has recently been formalized through a Memorandum of Agreement.

#### Objectives:

- To work co-operatively with the First Nations (the Chippewas of Nawash First Nation and the Saugeen Ojibway Nation) in the conservation of the natural and cultural resources of the Upper Bruce Peninsula Ecosystem.







## STRATEGIES

- To co-operate with relevant federal, provincial, regional, and local agencies, The Niagara Escarpment Commission, as well as with individuals, to achieve shared objectives relating to the protection of the Upper Bruce Peninsula Ecosystem and to the provision of opportunities to the public, and to resolve matters of mutual concern.
- To ensure that Parks Canada's operations and those of other agencies in the surrounding region complement each other.
- To establish formal and informal arrangements, where appropriate, to augment and enhance Parks Canada's programs.
- To improve local and regional residents' understanding of, and appreciation for, Bruce Peninsula National Park, its role in the Niagara Escarpment Biosphere Reserve, and its objectives and management strategies by providing opportunities to become involved in the planning and on-going management and operation of the Park.

### Guidelines:

- Parks Canada will work towards the management of Bruce Peninsula National Park as a core area of the Niagara Escarpment Biosphere Reserve, and will co-operate with the Province of Ontario, the Townships of St. Edmunds, Lindsay, and Eastnor, and local residents and landowners to implement the biosphere reserve concept.
- Parks Canada will work with the Ministry of Natural Resources, First Nations, the Townships, and other interested parties, including local landowners, to achieve an integrated understanding of the natural resources of the Upper Bruce Peninsula Ecosystem on which compatible management strategies can be based.
- Recognizing the key role of Bruce Peninsula National Park and Fathom Five National Marine Park in regional tourism, Park staff will continue their active participation. Parks Canada will co-operate with the local community, the Bruce Peninsula Tourism Association, the Ministry of Natural Resources, and other interested parties to promote the concept of sustainable tourism based on sustainable natural resources.
- Parks Canada will work with the academic community to develop an integrated approach to research within the Upper Bruce Peninsula Ecosystem. Key areas for research will be given priority and the results of research studies will be made known to a wide audience.
- Formal and informal agreements will be sought with other government agencies, as appropriate, to provide service to the public that is both effective and cost efficient. For example, existing operating arrangements with the local ambulance service, the fire department, and other agencies to share the use of boats, fire pumps, other equipment, and human resources when required will be maintained. In addition, Parks Canada is involved in discussions with the Canadian Coast Guard for the construction of a joint marine operations base in Tobermory to serve both agencies.
- An Advisory Committee has been established to advise the Park Management Team on issues relating to planning, operations, and management for both Bruce Peninsula National Park and Fathom Five National Marine Park. The Advisory Committee will continue to serve in this capacity. The terms of reference will be reviewed to ensure that the Committee remains relevant and effective.
- Parks Canada will continue to work with the Bruce Trail Association to provide quality hiking opportunities in Bruce Peninsula National Park, as described in the existing Memorandum of Agreement.
- Parks Canada will continue to encourage and support the partnership arrangement with the Friends of the Bruce District Co-operating Association.
- Appropriate opportunities will be provided for volunteer groups and individuals to contribute to the fulfilment of Parks Canada's mandate.





# ADMINISTRATION AND OPERATIONS

*Bruce Peninsula National Park Management Plan*

## 8.0 ADMINISTRATION AND OPERATIONS

Facilities for administration, maintenance, and management of Bruce Peninsula National Park are necessary to allow the Park to function and to meet management objectives. From the standpoint of administration and operations, Bruce Peninsula National Park and Fathom Five National Marine Park are completely integrated.

### 8.1 Park Offices

Park management and administrative staff are currently housed in a small, temporary administration building on leased land opposite St. Edmunds Public School. Warden Services are temporarily based in rented facilities in Tobermory, but space is limited and access to rescue equipment is disjointed and inefficient. Visitor Activities staff are housed in a number of locations, including the Cyprus Lake office, the Administration Building, and the Diver Registration Building; space is inadequate to accommodate the number of staff. General Works staff are housed in the compound buildings adjacent to the Cyprus Lake Office area.

Objective:

- To administer and operate Bruce Peninsula National Park efficiently, and to allow effective control and protection to occur. Administration and operations functions must be located at sites that will ensure efficient and effective management, as well as provide quality service to the public.

Guidelines:

- Permanent administrative facilities will be established. This initiative will be subject to the completion of environmental assessments, an Area Development Plan, and detailed design. One approach would be to locate the permanent administrative facilities in conjunction with the Visitor Centre. The present temporary arrangements will continue, subject to the successful negotiation of lease renewals, until a permanent facility is built. Some additional office accommodation may be needed until permanent facilities are in place.
- The Park maintenance compound, located near the Cyprus Lake campground, will continue to be used.
- It is proposed that offices be provided for the Warden Service in the new Marine Operations Base, which is

to be established in Tobermory for joint use by Parks Canada and the Canadian Coast Guard. This facility is described in more detail in the Fathom Five National Marine Park Management Plan.

- Interpretation staff will be provided with offices in the permanent Visitor Centre.

### 8.2 Property Management

The boundaries of Bruce Peninsula National Park were established in the federal-provincial agreement to create the Park. Land acquisition is proceeding, but it may be many years before all of the lands within the Park boundary are acquired. Therefore, some lands within the Park that are privately owned may remain so throughout the life of this Management Plan.

For the most part, the boundary as specified in the agreement follows the lines of the lots and concessions. In a few places, however, the boundary crosses lots, placing part of the lot inside the boundary and part outside it. In some cases, properties have been acquired that are partly outside the boundary described in the agreement. Parks Canada wishes to regularize these anomalies within the spirit of the agreement.

Guidelines:

- In accordance with the federal-provincial agreement, private lands within Bruce Peninsula National Park will be acquired on a willing buyer/willing seller basis.
- No lands with outstanding third-party interests will be acquired by Parks Canada. Parks Canada encourages direct negotiations between those involved in claims that include third-party interests.
- As noted, the Park boundary was established through the federal-provincial agreement. However, after several years of land acquisition, some anomalies have arisen. Parks Canada proposes to resolve these anomalies in the following ways. The proposed adjustments are as follows:
  1. The boundary in the southwest corner of the Park, currently a long diagonal line that does not correspond to the lot lines, should be adjusted to follow lot lines in such a manner that the total area of the Park remains approximately the same.





# ADMINISTRATION AND OPERATIONS

*Bruce Peninsula National Park Management Plan*

- 2.. The Park boundary should be extended to Highway 6 in the area of the Bruce County Forest to include all of the purchase within the Park.
  - 3.. The boundary should be adjusted to allow for the highway maintenance yard on Highway 6 and/or the Crane River picnic site, should either ever be offered to the Park.
  - 4.. When Parks Canada purchases the Federation of Ontario Naturalists' nature reserve at Dorcas Bay, the Park boundary should again be extended to Highway 6 to correspond to the lot lines.
- A further review of the Park boundary should be undertaken where it does not currently follow established lot lines. This is not intended to enlarge the Park, but to avoid additional anomalies.

## 8.3 Revenue

As with most other government agencies, Parks Canada is faced with severe budget restrictions. In order to recover a higher proportion of the costs of providing park services, Parks Canada will charge fees to the users of some services. Funds from these fees will be used to help support the Parks Canada program.

Some services in the Park are clearly for the public good. Resource protection, for example, is carried out for all Canadians, not just for Park visitors. Other services, such as the use of a campsite or the provision of wood for a campfire, serve a private or personal interest. These latter services will be handled in a way that achieves cost-recovery. In doing so, Parks Canada will insure that fees are fair and appropriate.

Businesses which operate in the national park do so through written agreements.

## 8.4 Facility Appearance

Guidelines:

- The design of all structures will be given careful attention to ensure that they are complementary to the natural appearance of the Park and that, where appropriate, they fit with the character of the local community. Natural materials such as native rock will be worked into designs where possible.
- Facilities will be located and designed to minimize negative visual impact, especially from the shoreline.

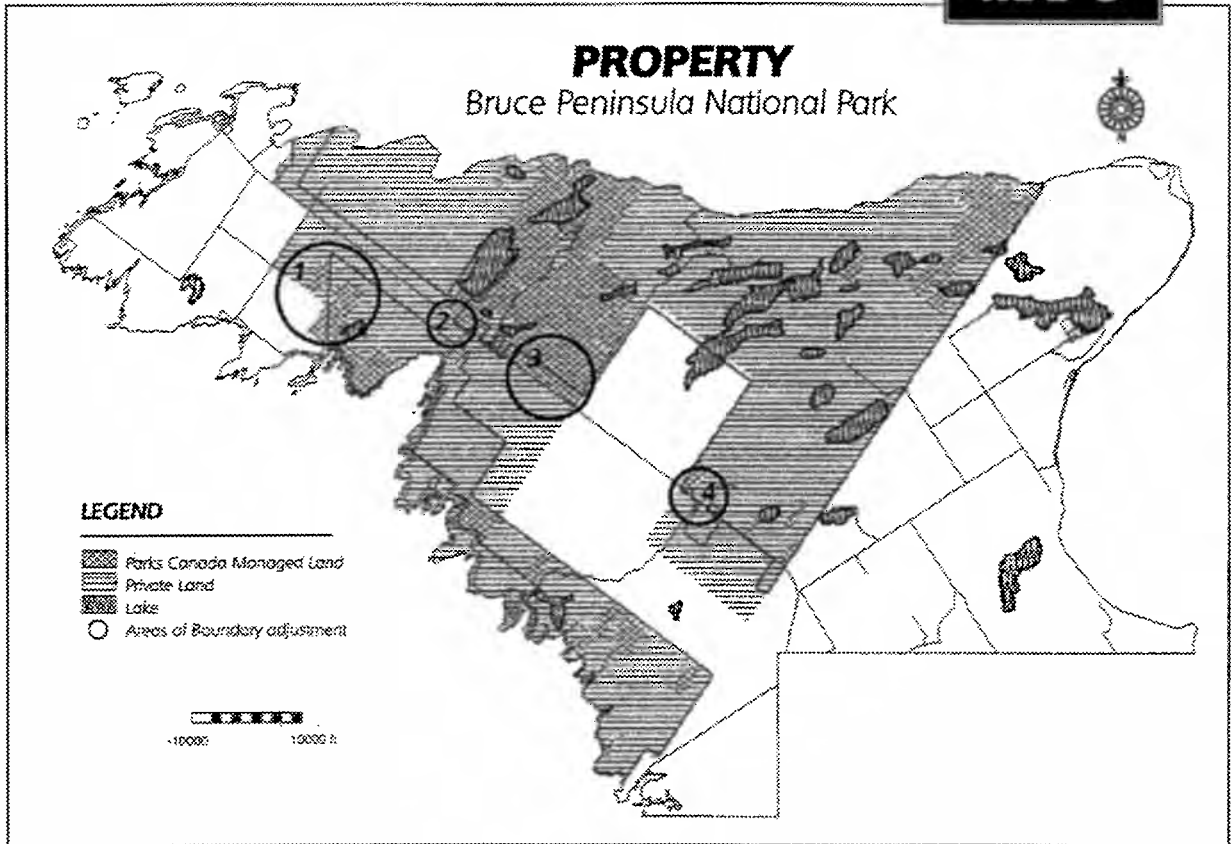




# PROPERTY MAP

Bruce Peninsula National Park Management Plan

## MAP 5





# ENVIRONMENTAL IMPACT ASSESSMENT

*Bruce Peninsula National Park Management Plan*

## 9.0 Environmental Impact Assessment

As required by both Parks Canada Policy and by the non legislated Environmental Assessment Process for Policy and Program Proposals submitted for Cabinet Consideration, the proposals contained in this Park Management Plan have been reviewed to determine their environmental impact. The purpose of environmental impact assessment is to ensure that possible environmental implications are considered as early in the planning process as possible, and that the initiatives resulting from park management planning are environmentally acceptable.

It should be noted that all initiatives which satisfy the requirements of the Canadian Environmental Assessment Act will undergo project specific environmental assessments once preliminary plans become available.

The planning initiatives outlined in this document were assessed by an environmental consulting firm. The first evaluation was undertaken at the screening level. Screening is intended to document the significance of potential environmental implications which may arise from a project or initiative, identify the need to mitigate impacts, modify the proposal, or carry out further investigations. Of the thirty-five concepts/initiatives identified in the Management Plan, eleven were considered to have the potential for more serious negative environmental consequences. These eleven concepts/initiatives were further evaluated in a second level of environmental screening; these were:

- Delay park zoning until land assembly within the Park is more complete,
- Develop a visitor centre,
- Upgrade and possibly expand the Cyprus Lake Campground,
- Reroute the Bruce Trail through the eastern portion of the Park,
- Establish a variety of new day-hiking trails,
- Consider the possibility of more shoreline access,
- Retain Singing Sands as a primary public shoreline area,

- Consider establishing a Cabot Head visitor experience,
- Increase spring and autumn educational use and services,
- Establish permanent administrative facilities, and
- Construct a new Marine Operations Base at Tobermory and move Warden Service offices there.

Two of the above concepts/initiatives were of such a general nature that environmental evaluation could not be accomplished without further information. Included here are the proposals dealing with the establishment of a Cabot Head visitor experience, and increasing spring and autumn educational use and services. They are therefore considered in the Management Plan, on the condition that individual assessments will take place prior to implementation, when more information becomes available.

One proposal dealing with the postponement of park zoning did not have direct environmental implications, although it was recognized that any changes in land use implemented in the interim may have negative environmental implications. Therefore, any proposed land-use changes will be reviewed in light of this.

Environmental impacts associated with the three initiatives dealing with new buildings, the Visitor Reception Centre, the Marine Operations Base and the Administrative Building, can be mitigated through; (1) careful siting of facilities, (2) the use of standard environmentally sound construction and engineering practices, (3) the control of timing of construction to minimize disturbance to wildlife, (4) rehabilitation of reclaimed areas to a natural state, and, (5) visitor management and education. Environmental effects will be thoroughly assessed during the site selection process and each will require project-specific environmental screenings in accordance with the Canadian Environmental Assessment Act.

Four additional concepts/initiatives also dealt with park development, upgrading and possible expansion of the Cyprus Lakes Campground and area, the rerouting of the Bruce Trail, the establishment of new day-hiking trails, and the provision of more public shoreline access. Impacts associated with these proposals are related to land alienation, vegetation and habitat loss, and visitor





# ENVIRONMENTAL IMPACT ASSESSMENT

*Bruce Peninsula National Park Management Plan*

use. Environmental effects can be mitigated using the same approach as described above with respect to buildings.

The final proposal was to retain Singing Sands as a primary public shoreline area, and continue the existing impacts there. These impacts are considered to be important as this area is designated as a provincially significant Area of Natural and Scientific Interest (ANSI). This proposed initiative will require a more detailed assessment to ensure the ANSI is not adversely impacted.

The most prevalent negative residual impacts are associated with the concepts/initiatives that involved the provision of new facilities and expansion of existing facilities. Impacts have the potential to result in the further alienation of Park lands from natural conditions, vegetation and habitat loss, habitat fragmentation, and barriers to wildlife movement. The significance of these impacts will be dependent on how these projects are implemented.

The environmental assessment concluded, overall, that the proposed Management Plan has many positive benefits, particularly noting the emphasis on maintaining ecological integrity, protecting resources, limiting development, restricting visitor activities, promoting visitor education, and working with allies. Higher impact activities such as caving, climbing and snowmobiling, and motor boating are proposed to be restricted or disallowed altogether.





## APPENDIX A

### **APPENDIX A: Park Communication and Interpretation Program Themes**

These themes will be presented with those of Fathom Five National Marine Park.

#### **The Regional Ecosystem**

- St. Lawrence Lowlands/Great Lakes Ecosystem: including the isolation due to the geography of the peninsula and its impact on natural history and human occupation, shoreline development, conflicts in land use
- Upper Bruce Peninsula Ecosystem: the basis for protection of Bruce Peninsula National Park; the structure and function of the ecosystem, from Tobermory to Swan Lake; regional partnerships to protect it

#### **The Bruce Peninsula Story**

- First Nations and the Saugeen Peninsula
- The Niagara Escarpment as a Great Lakes Shore
- The Lake Huron Shore
- The Dolomite Topography of the Bruce Peninsula
- The Bruce Peninsula: A space for Special Species

#### **Taking Action for the Environment**

- The Principles of Ecosystem Management
- Environmental Stewardship: government action
- Environmental Citizenship: public action
- Opportunities for Involvement: volunteers
- Concerns of living in a natural environment: bears, rattlesnakes, forest fires, poison ivy, and other natural hazards

#### **Global Environmental Issues**

- The Great Lakes, Past and Future
- Habitat Loss

#### **Departmental Messages**

- Canadian Heritage
- National Identity
- Parks Canada and its Mandate
- The Purpose of National Parks: Bruce/Fathom Five as core areas of the Niagara Escarpment Biosphere Reserve





## **APPENDIX B**

### **APPENDIX B**

#### **Plans To Be Completed on Approval of the Management Plan**

1. Park Service Plan (in conjunction with Fathom Five National Marine Park's Service Plan)
2. Park Ecosystem Conservation Plan
3. Park Trail Plan
4. Bruce Trail Management Plan
5. Cave Management Plan
6. Aquatic Resources Management Plan
7. Cultural Resources Management Plan
8. Collections Management Plan
9. Public Safety Plan
10. Area Development Plan for the Cyprus Lake gateway area
11. Area Development Plan for the Cyprus Lake day-use area
12. Area Development Plan for the rehabilitation of Cyprus Lake campsites
13. Various plans and designs for the Visitor Centre
14. Vegetation Management Plan
15. Fire Management Plan
16. Resource Monitoring Plan







## APPENDIX C

### APPENDIX C

#### **Membership on the Bruce Peninsula National Park and Fathom Five National Marine Park Advisory Committee**

The advisory committee is intended to comprise representatives of groups with an interest in the two parks. As such, it is not representative of the general public, but of the interests of the individual groups. Members on the committee are selected to represent the groups' interests and are chosen by the groups. Representation on the committee can change as needs and public interest change.

In the past the following groups have been represented:

- Bruce Trail Association Bruce Peninsula Sportsmen's
- Association Bruce Peninsula Tourist
- Association Canadian Parks and Wilderness Society
- Chippewas of Nawash First Nation
- County of Bruce
- Friends of Bruce District Parks
- Niagara Escarpment Commission
- Ontario Underwater Council
- St. Edmunds Property Owners Association
- Saugeen First Nation
- Tobermory Chamber of Commerce
- Township of St. Edmunds
- Upper Bruce Peninsula Sportsmen's Association
- Parks Canada.
- In addition, there is a chairperson and a secretary.



