

NELSON'S DOCKYARD
NATIONAL PARK

VOLUME 1
PARK DEVELOPMENT PLAN

Prepared by:
The National Parks Authority
of
Antigua and Barbuda

With the
Assistance of:

The Canadian International
Development Agency

and technical assistance by:

The DPA Group Inc.
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TABLE OF CONTENTS

Page

PART I - PREAMBLE

PART II - NELSONS DOCKYARD NATIONAL PARK DEVELOPMENT PLAN

- 1.0 OBJECTIVES
- 2.0 THE PARK BOUNDARY
- 3.0 ECONOMIC DEVELOPMENT & TOURISM
- 4.0 FUTURE LAND USE FRAMEWORK
- 5.0 PARK INTERPRETATION PLAN
- 6.0 PLAN MANAGEMENT
- 7.0 INVESTMENT PROGRAM

PART III - PROGRAMS TO CARRY OUT THE PLAN

- 1.0 INVESTMENT PROGRAM
- 2.0 HERITAGE PROGRAM
- 3.0 PARK INTERPRETATION
- 4.0 CONSULTATION

PART 1
PREAMBLE

1. Authority

This plan is prepared under the provisions of sub-section 10 (2) of the Antigua and Barbuda National Park Act, 1984. Specifically the Act provides that:

“10 (2) A Parks plan shall –

- (a) identify the Park and assess the present state of its development;
- (b) contain a statement of objectives and policies on matters relating to, but not limited to:
 - (i) the development and use of all land in the park;
 - (ii) maintenance and protection of natural resources and sensitive environmental areas;
 - (iii) protection and conservation of heritage resources and archeological sites (including buildings, structures and views);
 - (iv) provision of infrastructure and transportation;
- (c) Specify the management and development measures of a Park under section 20;

And it shall be prepared within nine months of the establishment of a Park under section 20.”

PART I

PREAMBLE

2. Park Plan Structure

This Park Plan is presented in two volumes:

Volume I – Nelson’s Dockyard National Park Development Plan

Volume II – Nelson’s Dockyard National Park Management Plan

Volume II, the Park Management Plan is incorporated by reference in this volume. The Park Plan is presented in two volumes to ensure a clear distinction between Plan policies which will guide the NPA in decision-making on development applications and its own development within the park, and management plan policies related to Park operations. Notwithstanding the distinction for presentation and organizational purposes, the two volumes together constitute the Nelson’s Dockyard National Park Plan.

3. Development Plan Structure

The Development Plan is organized in three parts, each of which is described below.

Part I – Preamble describes the authority under which the plan has been prepared, the structure of the plan, responsible agencies, and approval and amendment processes.

Part II – The Nelson’s Dockyard National Park Development Plan contains a statement of objectives and policies on the development and use of all land in the park, the provision of infrastructure, community facilities and transportation services, and the management of the development plan. It is this section which is subject to Cabinet approval under the provisions of Sub-section 10 (5) of the Antigua and Barbuda National Park Act, 1984.

Part III – Programs to Implant the Plan describes policies and programs of the National Parks Authority for implementing the plan as described in Part II of this document. As such they would be approved policies of the National Park Authority. These programs and policies will be used to guide the actions of the National Parks Authority and the Parks Commissioner above and beyond the legal requirements of the National Parks Act. As the National Parks Authority and/or Parks Commissioner are likely to have to make adjustments over time (for example, the investment program) and these are programs and policies to implement the plan, they should not be incorporated into the legally adopted plan.

4. Responsibilities

The roles and responsibilities of the Government of Antigua and Barbuda under the provisions of the National Parks Act are summarized below. For complete descriptions reference to the National Parks Act, 1984 should be made.

GOAB Cabinet is responsible for approval of the park plan and any amendments thereto on the recommendation of the Minister of Economic Development and Tourism (Sub-section 10 (5)) Approval under the provisions of the Act applies only to Part II of this document.

The Minister of Economic Development and Tourism is responsible for submitting the recommended park plan or any recommended amendments thereto by the National Park Authority to Cabinet. (Sub-section 10 (5)).

The National Parks Authority is responsible for approving and implementing the recommended park plan on the advice of the Parks Commissioner. The NPA must submit each park plan or amendment thereto, including submissions and record of public meetings, to the minister of Economic Development and Tourism (Sub-sections 10 (4)). The NPA is also responsible for programs and policies to implement the plan as set out in Part III of this document.

The Parks Commissioner is responsible for preparation of the plan and for management and development of the park under the direction of the National Parks Authority. The Parks Commissioner, upon consultation with the community and other persons affected by the Park plan or any proposed amendment thereto, must submit the plan or amendment to the NPA for its consideration. (Sub-section 10 (2), (3), and (4)).

The Development Control Authority is responsible for review and approval of development applications under the provisions of the Land Development Act and for referral of all approved applications to the NPA for review and decision based on the park plan.

5. Planning Process

Management of development applications and proposed amendments to this plan are specified in the National Parks Act. The procedures are summarized below and illustrated in Exhibits 1 and 2 for development applications and plan amendments respectively.

a. Development Applications

- The applicant submits an application to the Development Control Authority for review against the provisions of the Antigua Land Development Act.
- The DCA reviews the application for conformity to the provisions of the Land Development Act and Planning Regulations (building lot sizes, site access, infrastructure, etc.).

Exhibit 2: Development Control Process - Applications

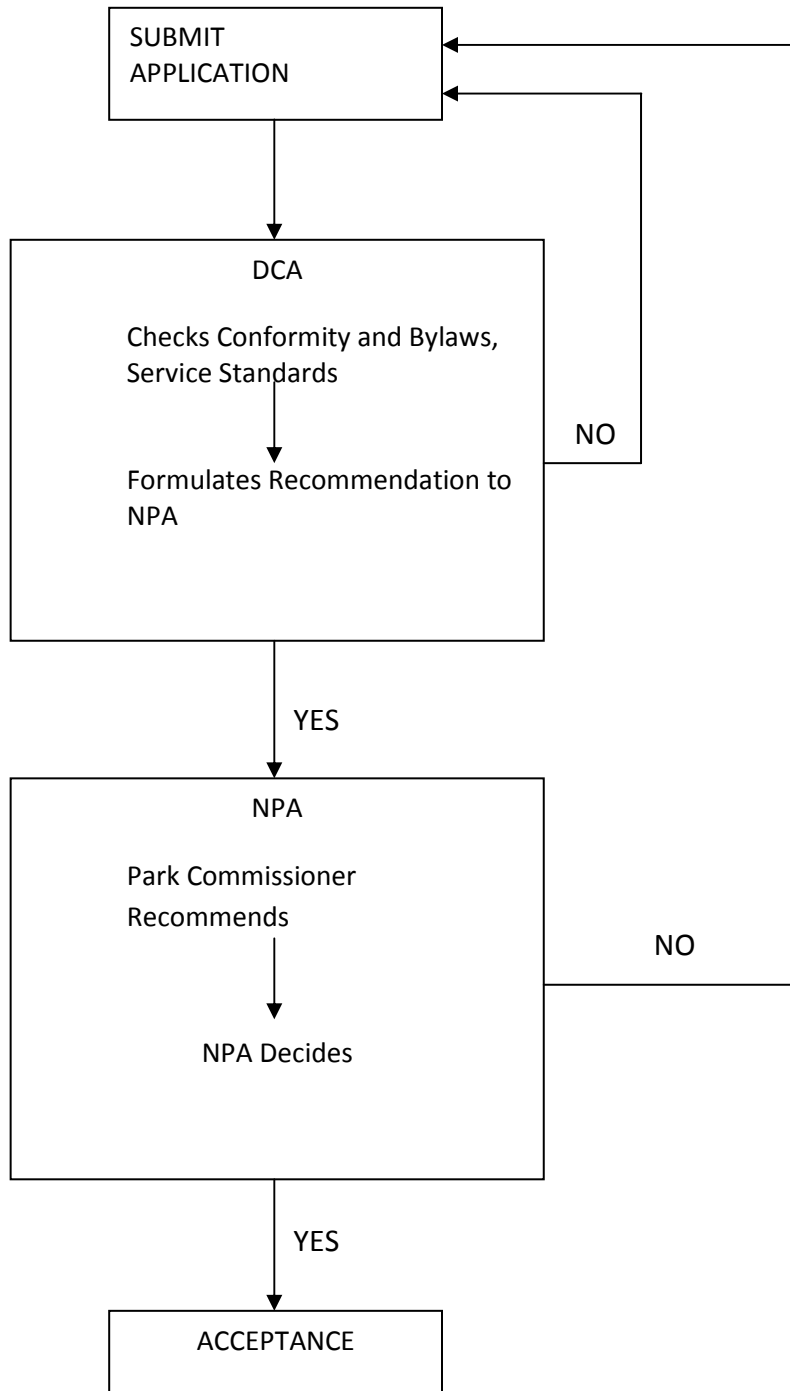


EXHIBIT 1: PLAN AMENDMENT PROCESS

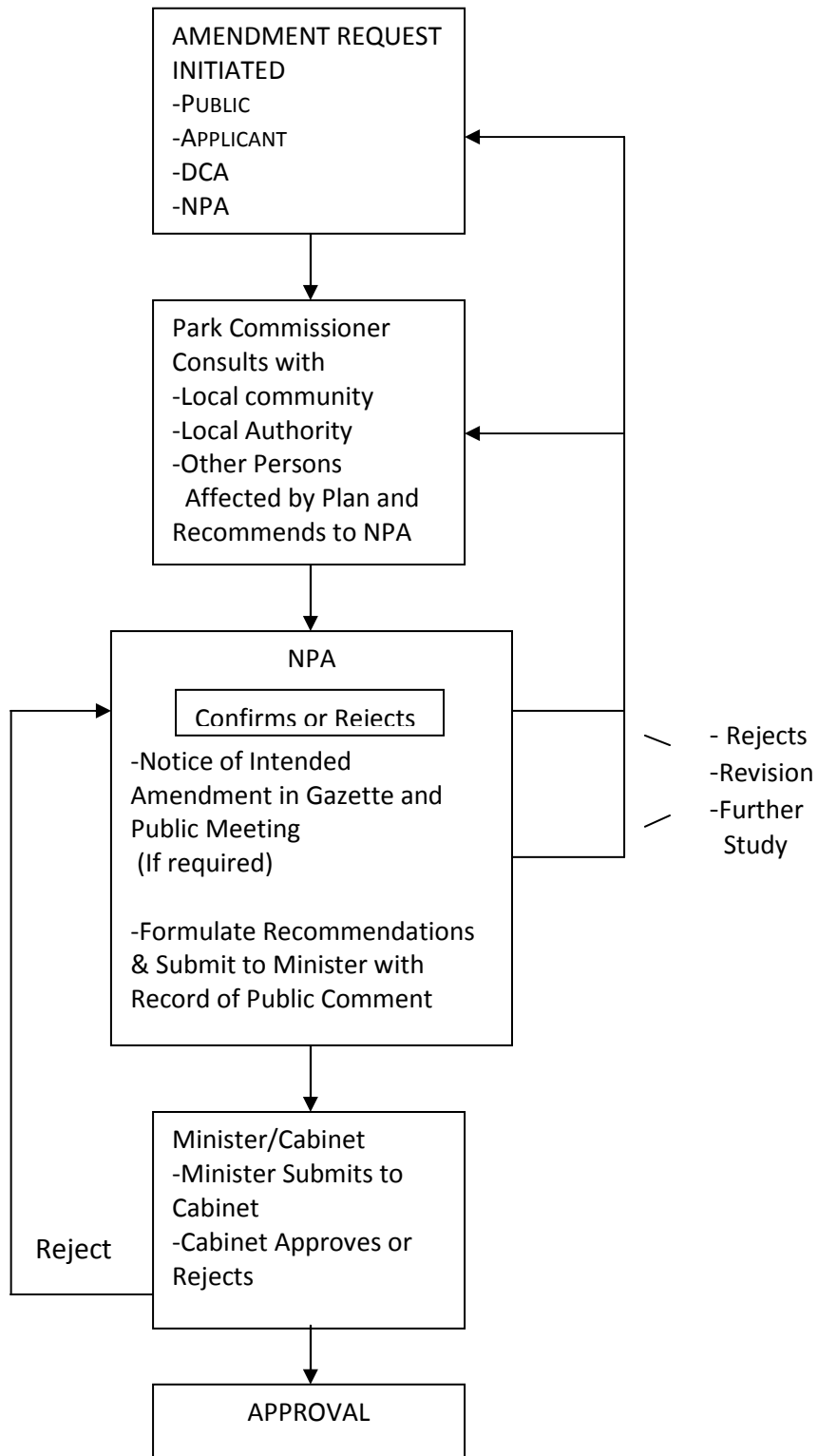
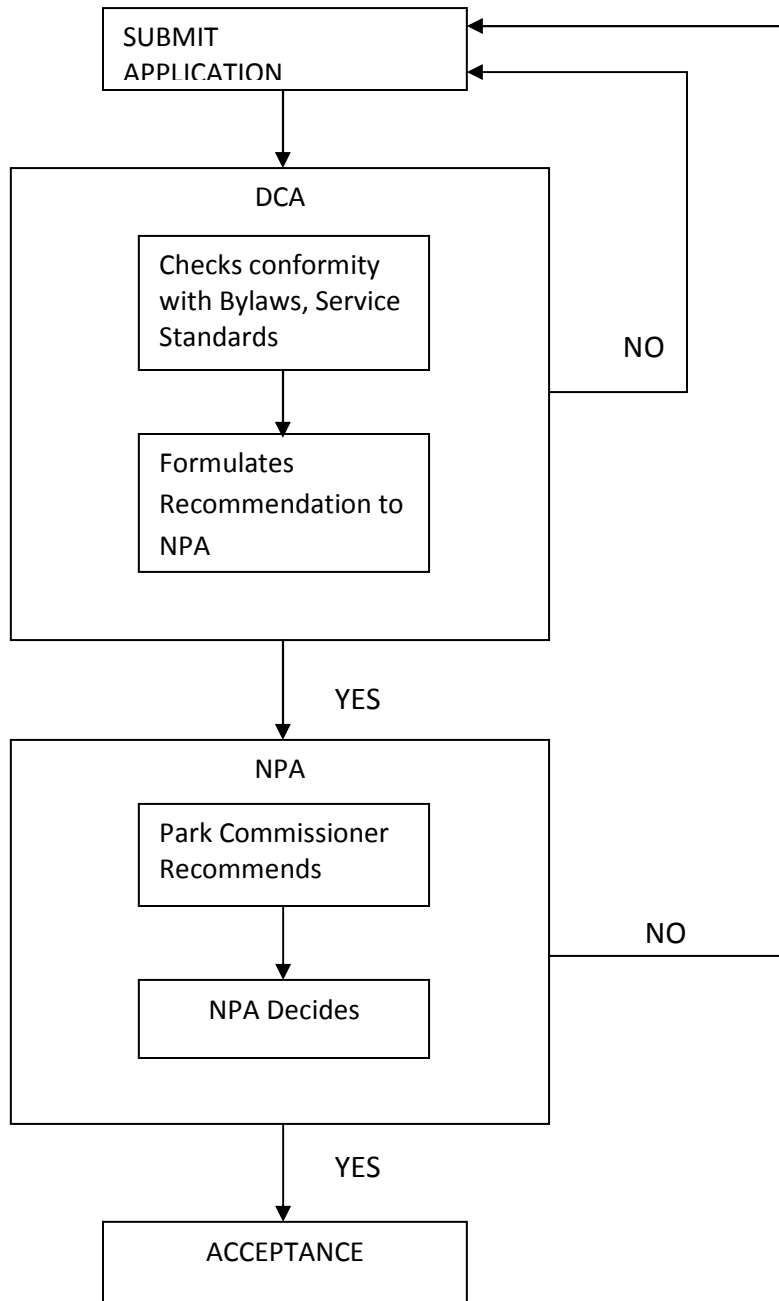


EXHIBIT 2: DEVELOPMENT CONTROL PROCESS – APPLICATIONS



- The DCA forms a recommendation on the development application and submits the recommendation to the NPA.
- The NPA considers the recommendation of the DCA and the Parks Commissioner on whether the application conforms to the intent of the Park plan.
- The NPA approves or rejects the application.

b. Plan Amendments

- A proposed plan amendment may be initiated by the GOAB, the NPA, the Parks Commissioner, and any business and/or citizen affected by the Park plan.
- The Parks Commissioner consults affected groups and citizens.
- The Parks Commissioner formulates a recommendation to the NPA.
- The NPA considers the recommendation of the Parks Commissioner and, if the NPA forms intent to recommend the proposed amendment, the NPA advertises the proposed amendment.
- The NPA holds a public meeting if a petition requesting a public meeting is submitted by more than 20 citizens. The NPA makes a recommendation to the Minister of Economic Development and Tourism along with a record of public meeting, comments and any written submission on the proposed amendment. The Minister submits the report of the NPA to Cabinet.
- Cabinet approves or rejects the proposed amendment.

PART II – NELSON’S DOCKYARD NATIONAL PARK DEVELOPMENT PLAN

This development plan describes the way in which the Nelson’s Dockyard National Park is to be developed and managed consistent with the intent of the National Parks Act. It is organized into seven sections: Objectives for the Park, The Park Boundary, Economic Development and Tourism, The future Land Use Framework, The Park Interpretation Plan, Plan Management and Investment Program.

The core of this plan is the future land use framework which describes the intent of the National Park Authority for the ongoing use and development of lands within the National Park. The land framework is described in map and text from sets out policies to guide the National Park Authority in making decisions on applications for development.

The Park interpretation plan forms and integral part of the overall National Park Plan and describes how the land uses and features of the park are intended to be linked through a circulation system of roads, trails and waterways. The facilities described in the Park interpretation plan are intended to be the responsibility of the National Park Authority for construction and management.

This plan is an approved statement of objectives and policies for future development of the National Park. It will guide the National Park Authority in carrying out its mandate to develop and manage the national Park. The last section of this part contains policies concerning the management of the plan which the National Park Authority will use in it day-to-day decision-making. The intent of these policies is not only to ensure a fair and equitable Park development process but also to ensure that the plan is maintained as vital management tool for guiding Park development.

References

“This plan” – refers to Volume I – Park Development Plan. Any reference to the Park Management Plan is made as “Volume II – Park Management Plan”.

“Part III” – refers to Part III of Volume I - Park Development Plan.

1.0 OBJECTIVES

The objectives of the NPA for future development within the Park are:

- 1.1 To protect the important natural and historical features of the Park and to manage these features so as to encourage enjoyment and appreciation by residents and park visitors.
- 1.2 To create a unique, world-class tourism destination area based on the Park's natural scenic beauty, heritage resources and a healthy yachting industry.
- 1.3 To create a sound environment for economic development within the Park.
- 1.4 To maintain and improve the quality of existing residential environments within the Park.
- 1.5 To provide services and facilities to communities and business within the Park consistent with the objectives of this plan.

2.0 THE PARK BOUNDARY

- 2.1 For the purposes of this plan, the boundary of the Nelson's Dockyard National Park shall be as shown on Map 2.1, described generally as that area of land along the coast line from Carlisle Bay to Mamora Bay which includes the watershed and visual areas along that coast line, significant historic and natural sites in the vicinity of Nelson's Dockyard, and a wilderness area east of Falmouth Harbour.
- 2.2 Upon approval of this plan under the provisions on subsection 10 (5) of the Act, the NPA shall cause a plan of survey of the Park boundary to be prepared and incorporated as an amendment to this plan within three years of the date of approval.
- 2.3 In considering any requests for amendment to the Park boundary, the NPA shall regard to the following:
 - a. The opportunities presented by the proposed amendment for enhancing the capacity of the NPA to achieve the Park objectives;

- b. The significance of the natural or historic features of the area to Antigua and the potential for, and feasibility of, development of the area such that an improved economic contribution to Antigua's economy can be realized;
- c. The practicality of linking the area to be incorporated (if it is a proposed addition to the National Park area) to services and facilities with the present boundary;
- d. The long term management and development costs associated with the proposed boundary amendment; and
- e. The alternatives available to the National Park Authority and/or to other agencies of the Government of Antigua and Barbuda for managing and developing the area within the proposed boundary amendment.

2.4 In considering any proposed boundary amendment, the NPA shall hold a public waiting to hear submissions and shall incorporate these submissions and a written record of the public meeting comments in their report to the Minister of Economic Development and Tourism.

3.0 ECONOMIC DEVELOPMENT AND TOURISM

3.1 The NPA shall encourage development in the Park consistent with this plan, that:

- a. Complements and enhances the English Harbour reputation as a centre for yachting in the Caribbean;
- b. Protects and develops the area's rich heritage resources for the enjoyment of Antiguans and visitors;
- c. Is sensitive to and complements the natural resources of the Park.

3.2 The NPA shall foster and maintain a fair and consistent business climate to encourage future investment, both local and foreign.

3.3 The NPA shall provide opportunities for local Antiguan as at all level to participate in development and business opportunities within the Park. This means to achieve this shall be as set out in Volume II – Park Management Plan.

3.4 The GOA shall seek ways to strengthen and develop new linkages between the area's tourism activities and other sectors of Antigua's economy.

3.4.1 In carrying out the intent of Policy 3.4.1, particular emphasis shall be placed on:

- a. Agriculture – to produce and market local Antiguan food products;
- b. Transportation/tourism services – to afford maximum enjoyment and understanding of the area's history.
- c. Construction – to offer modern, efficient construction services;
- d. Handcrafts – to promote the culture and heritage of Antigua.

3.5 The GOA shall continue to encourage and provide opportunities for the development of a healthy, viable yacht service industry in English and Falmouth Harbours.

3.5.1 The GOA shall adopt management policies, fee and permit structures, and provide Dockyard and related yachting services such that:

- a. English Harbour is fully competitive with other yachting centres in the Caribbean;
- b. English Harbour is perceived as welcoming, vibrant, interesting and safe port of call providing first class services to the yachting community.

3.6 The GOA shall promote the Park's heritage, scenic and yachting attractions in encouraging land based tourists to visit English Harbour.

3.6.1 Emphasis will be placed on developments and services which offer opportunities for, and assist tourists in, exploring and appreciating the Parks heritage sites, scenic beauty and yachting environment in comfortable and interesting ways.

3.6.2 The NPA shall create and maintain additional opportunities for specific tourists market segments during all seasons and, in doing so, shall have regard for the following:

- a. Historic tours;
- b. Archeological tours and digs;
- c. Field research programs on the Parks history, archeology and environment/ecology;
- d. Special events, visiting theatre companies, etc.

3.7 The NPA shall develop programs to encourage Antigua and Barbuda residents of all ages to use and enjoy the Park's resources. Particular emphasis will be placed on educational field trips for school children and the means to achieve this shall be developed through consultation with the Minister of Education.

4.0 FUTURE LAND AND FRAMEWORK

4.1 The NPA shall encourage a land use pattern, consistent with the objectives of this plan that maximizes the quality of life for residents and business within the National Park and maximizes the attraction of the Park to world tourism markets.

4.1.1 The NPA shall be guided by the land use policies of this plan in making decisions on applications for development and redevelopment, designing and implementing Park development programs, and improving infrastructure and community services in the Park.

4.2 PARK THEME AREAS

- 4.2.1 For the purposes of this plan, the Park shall be considered as comprising 4 theme areas, shown on Map 4.1.
- 4.2.2 The principle of consistency with the theme areas concept shall be used in detailing the land use framework for the Park, design of the Park interpretation plan, and in considering any proposed amendments to or development applications under, this plan.
- 4.2.3 Further to 4.2.2 above, the characteristics of each theme area and their respective land use principles are shown in Schedule 4.1.

4.3 FUTURE LAND USE PLAN

- 4.3.1 Map 4.2 shall be considered as the expression of intent of the NPA for a future land use pattern based on the policies outlined in this plan.
 - 4.3.1.1 Uses permitted within each land use designated shall be as shown on Schedule 4.2

Schedule 4.1: Park Theme Areas – Characteristics and Land use Principles				
Item	<u>Dockyard/English Harbour</u>	<u>Falmouth/Cobb's Cross</u>	<u>Dow Hill</u>	<u>Wilderness Area</u>
Area Theme	<ul style="list-style-type: none"> National Park focus point Mixed heritage and tourism/commercial precinct World-class yachting harbour Primary water access to park 	<ul style="list-style-type: none"> Primary land entrance to National Park Mixed residential and commercial development 	<ul style="list-style-type: none"> Park entrance Selected ecological and historic/archeological sites Opportunities for agriculture and long-term residential development 	<ul style="list-style-type: none"> Area of spectacular natural scenic beauty Preservation, nature interpretation and wilderness recreation activities
Land Use Principles	<ul style="list-style-type: none"> Heritage precinct with strong commercial reuse emphasis Emphasis Dockyard commercial uses compatible with heritage/yachting theme Provide for concentrated tourist commercial areas west of Tank Bay Day and evening activities Designated yacht working areas complementing heritage theme Preserve hillside view Architectural design & siting guidelines for new structures Improve aesthetic appearance of park access route 	<ul style="list-style-type: none"> Protect hillside views, heritage sites and environmentally sensitive areas Maintain public access to waterfront Protect agricultural lands Improve aesthetic appearance of park access route consolidate residential areas Improve community services and facilities Encourage selective tourism development and yacht service facilities Fishery linkage potential 	<ul style="list-style-type: none"> Conserve hillside vistas from and to Blockhouse Hill Protect Indian Creek ecological/heritage features Define areas for residential and agricultural preserve Designate areas for interim agricultural use Provide public access to Mamora Bay and Reef beaches Encourage recreation use in vicinity of Mamora Bay Improve Park access 	<ul style="list-style-type: none"> Preserve and protect important ecological zones (e.g., wildlife habitat, breeding and migrating resting areas) Protect and enhance existing agriculture Provide for a variety of outdoor recreation experiences and interpretative programs including <ul style="list-style-type: none"> Hiking and underwater trails Boat tours Beach use Scenic look offs Picnic sites Limit vehicular access route throughout area

PART II
NELSON'S DOCKYARD
NATIONAL PARK
DEVELOPMENT PLAN

SCHEDULE 4.2 LAND USE DESIGNATIONS, INTENT, AND PERMITTED USES

<u>LAND USE DESIGNATION</u>	<u>INTENT</u>	<u>PERMITTED USES</u>
<p>1. <u>Natural/ Historic Resources</u></p> <p>Agriculture</p> <p>Conservation</p> <p>Wilderness Conservation</p> <p>Habitat</p> <p>Heritage</p> <p>Recreation</p>	<p>Protect lands suitable for agricultural use and encourage agriculture</p> <p>Conserve scenic hillside and associated natural vegetation; Protect nature views; Conserve mangroves</p> <p>Provides undeveloped natural wilderness area for nature interpretation hiking activities</p> <p>Protect natural habitat areas for birds, mammals and fish</p> <p>Maintain, reconstruct, document historic resources for public enjoyment</p> <p>Provide opportunities for public recreation within park, conserve beaches</p>	<p>Include livestock grazing, vegetable gardens, fruit groves, and other agricultural uses</p> <p>Limited public infrastructure (trails, roads), other uses as may be permitted by special area policy 4.3.3</p> <p>Limited public infrastructure (trails, scenic look offs, agricultural uses) where such uses do not diminish the intent of the wilderness conservation areas</p> <p>Limited public natural interpretation activities, habitat documentation</p> <p>Public infrastructure interpretation activities, commercial concessions and uses compatible with the historic theme and enhancing park objectives for tourism attraction</p> <p>Recreation uses</p>

SCHEDULE 4.2 CONT'D

<u>2. LAND USE DESIGNATION</u>	<u>INTENT</u>	<u>PERMITTED USES</u>
2. <u>Economic Development</u>		
Commercial	Provide opportunities for commercial development to serve Antiguans, Park residents and visitors; encourage resource related commercial uses (fishing)	Retail, food related, restaurant, entertainment, hotel accommodation, fishing industry, farmers market, yacht services, personal and business services, handcrafts, institutional
Community	Encourage, maintain community environment with full range of community services	Residential, local convenience stores, home occupations, schools, churches, recreational facilities
Residential	Encourage the development of residential areas, provide housing opportunities	Residential, local convenience stores, home occupations, schools, churches, recreational facilities
Rural Residential	Encourage residential with home related agricultural uses	Residential buildings or lots not less than 20, 000 sq .ft., ancillary agricultural access
Tourism	Encourage tourism related development	Hotels, restaurants, entertainment, ancillary commercial uses including water sports, bars, etc.
Tourism/ Residential	Encourage cottage accommodation compatible with residential development	Residential, hotel cottage accommodation recreational facilities
Yacht Working Areas	Designate areas specifically for yacht related services and facilities	Yacht related services and facilities, ancillary commercial uses
Dockyard Heritage/ Commercial	Encourage development of world class, high quality heritage precinct	See policy set 4.6

4.3.2 It shall be the policy of the NPA to encourage development consistent with this future land use pattern.

4.3.2.1.1 No applications for development in the Park shall be approved by the NPA for uses inconsistent with the future land use pattern shown in Map 4.2 except as provided for in the policies of this plan.

4.3.2.1.2 In considering all applications for development and its own development projects, the NPA shall be guided by the Park Theme Area policies and other policies of this plan as appropriate.

4.3.2.1.3 The NPA may set such terms and conditions for any development approval under this plan as are necessary to carry out the intent of this plan.

4.3.3 Notwithstanding policy 4.3.2.1, the NPA may consider applications for development not permitted by the provisions of Schedule 4.2 for areas designated “conservation” in accordance with Policy set 4.3.3.

4.3.3.1 In considering such applications the NPA shall have regard for the following:

- a. Whether the proposed use will diminish or enhance overall Park objectives, and is consistent with the theme area characteristics and the theme area land use principles; and
- b. The environment and aesthetic impact of the proposed use of land.

4.3.3.2 Any approval by the NPA under the provisions of Policy 4.3.3.1 shall specify the conditions for development necessary to carry out the intent of this plan.

4.3.4 For an application for development which is located adjacent to or on the boundary of, one or more land use designations as shown 4.2, the NPA may consider the proposed development under either land use designation provided that:

- a. The proposed development is consistent with the intent of the Park objectives, and the theme area characteristics and land use principles; and
- b. The proposed development will not diminish the intent of the plan to protect the area's natural/or historic features;
- c. Conditions are placed on the proposed development sufficient to ensure that the intent of the objectives and policies of this plan are met.

4.3.5 In renewing applications for development in the Park, the NPA shall determine if Park Interpretation facility or right of way as set out in Map 5.1 of this plan is proposed for the applicant's property. Where such is the case, the NPA shall enter negotiations with the applicant to secure an agreement to provide public access as appropriate.

4.3.6 For any development approved under the provisions of this Plan on Crown land, the NPA shall, as part of the approval, require a lease agreement which specifies:

1. The terms and conditions necessary to carry out the intent of this plan.

2. Terms and conditions necessary for consistency with the Park Management policies of Volume II – Park Management Plan.

4.3.7 The NPA shall, in consultation with the DCA, CHAPA and other Government of Antigua agencies, encourage the provision of residential development opportunities for local residents of the Park area. In so doing the NPA shall emphasize areas designated Community, Residential, or Rural Residential in the Falmouth/Cobbs Cross area.

4.3.7.1 Pursuant to Policy 4.3.7, the NPA shall encourage the provision of CHAPA subdivisions on Crown Lands in Patterson’s, Falmouth, Cobbs Cross and English Harbour.

The NPA shall seek to identify 80 to 100 acres for such subdivisions.

4.4 NATURAL AND HISTORIC FEATURES

4.4.1 The NPA shall protect the natural and historic features of the Park from adverse effects through the policies of this plan and through conditional development approvals as required.

4.4.1.1 The conditions for development that the NPA may consider include, but are not limited to, drainage and run-offs, natural vegetation removal, access, parking, building height and site plan layout.

4.4.2 The NPA shall develop a comprehensive catalogue of the historic and archeological features of the park. The catalogue should describe the feature, its historical importance, location and a priority rating of its relative importance to Antigua and the National Park.

- 4.4.2.1 NPA shall undertake a review and updating of the historic features catalogue on an annual basis as described in Part III of this plan.
- 4.4.3 For development applications on or adjacent to natural and historic features designated on Map 4.2 of this plan, or as may be described in the historic features catalogue as priority 1, the NPA shall required, as part of the application for development, the delineation of the feature, a description of the effect of the proposed development, and the mitigation strategy to minimize negation impacts.
- 4.4.4 For features which are rated as priorities 2 or below in the historic catalogue, the NPA may consider as a condition of development an adequate time period for documentation, not to exceed 90 days, except as may be otherwise agreed to by the NPA and the applicant.
- 4.4.5 The NPA may consider applications for development on the Shirley Heights and Monk's Hill heritage sites and in so doing shall have regard for the following:
- a. Shirley Heights – provision for a hotel use provided that the use is located within a historic structure restored to standards acceptable to the NPA and provided that all outdoor hotel amenities are not visible from public circulation areas and do not detract from the historic nature of the site.

- b. Blockhouse Hill – provision for a restaurant concession not to exceed 1000 square feet in gross size and located in a historic structure restored to standards acceptable to the NPA.
- c. Monk’s Hill – provision for a restaurant and related gift store/handcraft concession provided that the use is located in a historic structure restored to standards acceptable to the NPA.

4.5 DEVELOPMENT DESIGN GUIDELINES

- 4.5.1 The NPA shall not permit structures exceeding two stories anywhere in the Park except where such buildings do not diminish the intent of the Park objectives.
- 4.5.2 In considering applications for development in the Dockyard/English Harbour theme area, the NPA use as a guideline for reviewing building plans, the following:
 - a. Roof design compatible with traditional historic building design of the area;
 - b. Materials which evoke historic theme of the area.
- 4.5.3 The NPA shall develop detailed design guidelines for development, including its own, throughout the Park as part of restoration standards study and park interpretation program called for in the Park Investment Program in Part II of this plan.

4.6 NELSON'S DOCKYARD HERITAGE PRECINCT

4.6.1 The NPA shall consider Map 4.3 as the expression of intent for future land use in Nelson's Dockyard Heritage Precinct.

4.6.2 In Nelson's Dockyard Heritage Precinct the NPA shall enter into leases, manage its own development, and consider development applications in a manner consistent with Policy Set 4.6 of this plan.

4.6.3 The NPA shall encourage and maintain a mix of uses in the Dockyard proper, from the Dockyard market building south to, and including, Fort Berkeley that includes:

- Hotel uses
- Restaurants and bars
- High quality retail outlets, with an emphasis on retail uses consistent with the Dockyard's heritage character
- Private yacht related services restricted to retail and service outlets occupying less than 500 gross square foot
- Community craft facilities
- Provision for park interpretation activities
- Harbour management uses

SCHEDULE 4.3: NELSON'S DOCKYARD AREA USE GUIDELINES			
Building	Current Uses	Proposed Uses	Alternative Spaces for Uses Proposed to be Reallocated
Naval Officer's	Museum Residence/Office	Park Offices Harbourmaster reception	Museum – Proposed museum/Interpretation Centre Residence – Other Accommodation
Bakery	Bakery	Bakery	-
Shipwright House & Support Shed	Harbour & Dockyard Administration	Retail Restoration	Navel Officers (Park Offices)
Guard House	Residence	Retail Park Interpretation Operations & Maintenance	Residence – Other Accommodation
Mast house/Joiner's Loft (adjacent to Admirals Inn)	Storage Residence	Retail	Residence (upon lease expiry or negotiation) – other accommodation
Engineer's Office	Admiral's Inn	No Change	-
Mast house/Joiner's Loft (adjacent to Canvas & Cordage)	Storage Vendors	Retail/Vendors Restaurant/Bar Yacht Business	-
Copper & Lumber	Hotel/Restaurant Sail Loft Museum Storage	Hotel/Restaurant Retail Convention Facilities	Sail Loft – Production Facilities to Alternative Location; Retail Outlet to alternative location Museum – to Museum/Interpretation Facility
Canvas & Cordage Store	Yacht Lockers Chandlery	Hotel/Park/Interpretation/ Community Space/Retail	Tank Bay and/or Falmouth Waterfront yacht services area
Naval Officer's Quarters	Restaurant Retail Library Crafts Yachts Businesses	Restaurant/Bar Retail Crafts (retail) Yacht Business	Production facilities for crafts to local enterprises facility
Galley	Restaurant Retail	No Change	-
Pay Office	Yacht Business Retail	No Change	-
Capstan House	Undeveloped	No Change (review in three years)	-
*Retail uses to emphasize uses appropriate to Dockyard heritage character including craft demonstration that have retail potential. Large scale production activities (e.g. Woodworking) should be moved to alternative locations.			

4.6.3.1 The NPA shall use as a guideline in the approving the use of space, including its own, the mix of uses set out in Schedule 4.3.

4.6.3.2 In the following Schedule 4.3, the NPA shall have regard for existing leases, its own schedule for development of a museum/interpretation centre, a local enterprise facility, and yacht service facilities as set out in policies 4.6.4 to 4.6.6 inclusive, and the provisions of Volume II – Park Management Plan.

4.6.4 The NPA shall seek funds for the construction of a local enterprise facility to accommodate local enterprise production and business start-up activities. In so doing the NPA shall follow the provisions of Volume II – the Park Management Plan.

4.6.4.1 The NPA shall consider the area between English Harbour Town and Cobb's Cross for location of the local enterprise facility.

4.6.5 The NPA shall consider two alternative sites for the location of a museum/interpretation centre for the park as follows:

a. A site adjacent or integrated with the Market building on the current parking lot;
and

b. A site adjacent to Falmouth waterfront on the west side of the access road.

4.6.5.1 The NPA shall make final site selection based on a detailed design study reviewing the advantages and disadvantages of each site taking into consideration access, parking, and circulation capacities and layout, and location relative to the Park transportation system.

4.6.6 The NPA shall, at an appropriate time and based on a market feasibility study, seek to develop the Falmouth waterfront including:

- a. Development for marine infrastructure including hard edging, mooring facilities and shore power and water on the Falmouth waterfront; and
- b. Establishing development conditions and requesting development proposals for the provision of integrated yacht business services.

4.6.6.1 The request for development proposal shall take into account the size and nature of the market for yacht services.

4.6.7 The NPA shall encourage the development of yacht service facilities in the Tank Bay area. In reviewing applications for development in this area the NPOA shall have regard for:

- a. Provision for integrated site development;
- b. Provision for day worker space and yachting lockers;
- c. Building(s) design compatible with the historic character of the area;
- d. Limited public access along the waterfront to facilitate viewing of yacht working activity;
- e. Conservation of the mangroves on Tank Bay; and
- f. Reconstruction of Stanley's Tavern

4.6.7.1 In the areas designated yacht services on Map 4.3, the NPA may consider restaurant/bar uses provided such uses are accessory to the primary use.

4.6.8 The NPA, in setting the development conditions and/or renegotiating leases related to the yacht working areas, shall ensure that the objectives of Antiquization are advanced.

4.6.9 The NPA shall develop circulation pattern for the Nelson's Dockyard Heritage Precinct based on the following:

- a. Restriction of vehicular access to the Dockyard to service vehicles during specified hours;
- b. A pedestrian circulation system that minimizes waterfront access;
- c. Access to the water-based park transportation system;
- d. A parking area sufficient to accommodate tour-bus turning movements and with easy pedestrian access to the museum/interpretation centre.

4.6.9.1 The NPA shall consult with affected business prior to adopting a circulation pattern for Nelson's Dockyard Heritage Precinct.

4.7 LAND OWNERSHIP

4.7.1 Where the provisions of this plan unduly restrict to use of private property, as determined by the NPA, the NPA shall enter into negotiations with the property owner

to secure a mechanism for development control which is acceptable to both the NPA and the property owner. In so doing, the NPA may consider the following techniques:

- a. The swapping of Crown land elsewhere in the Park or, subject to the approval of the Government of Antigua, in Barbuda, elsewhere in Antigua for the land in question;
- b. The determination of a reasonable use of the property which does not diminish the intent of the Park objectives; and
- c. Acquisition of the property.

4.7.1.1 Undue restriction is defined for the purpose of this plan as areas designated Habitat, Conservation on Recreation where slopes are less than 20% and where agricultural uses are not feasible by reason of soil capability.

5.0 PARK INTERPRETATION PLAN

5.1 In reviewing applications for development and in designing its own program for Park development, the NPA shall use as a guideline the Park interpretation plan shown in Map 5.1.

5.2 To implement the Park interpretation plan the NPA shall, as appropriate:

- a. Incorporate provision for implementation through its annual capital and operating budgets;
- b. Seek outside investment where possible to fund the construction of the Park interpretation facilities;

- c. Negotiate with development applicants as appropriate to secure access where necessary in accordance with policy 4.3.5 of this plan.

5.3 It shall be the policy of the NPA not to permit the construction of any roadways other than for park maintenance and security purposes in the wilderness area as illustrated on Map 5.1

5.4 The NPA shall use the Park interpretation plan as the basis for designing a circulation pattern including roads, bus systems, walking trails, and boat tours throughout the Park.

5.5 Pursuant to 5.3 above, the NPA shall design and implement a park signage program within the Park and along major access routes to the park from St. John's and the Antigua Airport.

5.6 For areas designated Habitat on the Future Land Use Map of this plan, and for other significant natural features as may identified from time to time, the NPA shall seek assistance to research and document the nature and significance of these features. This means to do this shall be as set out in Part III of this plan.

5.7 The NPA shall develop and implement an events component as part of its Park Interpretation plan. This program should involve both day-time and evening activities and include but not to be limited to:

- A Dockyard theatrical program for Antigua theatre groups and visiting overseas theatre companies;
- Music programs
- Historical revues/plays;
- Heritage "days" to mark particular historical events in the Dockyard and Antigua's history;
- Yachting "days" to welcome new yachts to English/Falmouth Harbours;
- An annual National Park festival.

5.7.1 For heritage and yachting “days” and an annual festival event, the NPA shall seek the co-operation and participation of the business community in advertising, use of period costumes for staff, and provision of entertainment.

6.0 PLAN MANAGEMENT

6.1 Any application for development for uses other than Residential or Agricultural within the Park should be accompanied by a statement of how the development will contribute to achieving the Park’s objectives and how it is consistent with the theme area characteristics and land use principles.

6.1.1 Where an application is of a minor nature and/or where the application is consistent with the land use designated as shown in Map 4.2 of this plan, the Parks Commissioner in consultation with the DCA may waive this requirement.

6.2 The NPA shall require the Parks Commissioner to review and report annually on the provisions of this plan. Such reports shall include recommendations, if any, for possible amendments to this plan.

6.3 The NPA shall maintain an official record of amendments to this plan and shall from time to time publish up-to-date editions of this plan which incorporate these amendments and which include the date of approval by Cabinet.

6.4 To assist in exercising its functions under the provisions of the National Parks Act, and to ensure on-going plan management, the NPA shall design a consultation program above and beyond that required by the National Parks Act. This consultation program shall not form part of the officially approved plan but shall be maintained in Part III of this plan document. The consultation program shall include provisions for:

- a. A citizens advisory committee;
- b. Consideration of plan amendments;
- c. Consideration of major development applications;
- d. Liaison with the yachting industry;
- e. Liaison with the business community;
- f. Community consultation; and
- g. Consultation with national associations (for example, the Antigua Hotel Association) and national agencies as from time to time may be required for ongoing Park management.

6.4.1 Pursuant to Policy 6.4, the NPA shall initiate discussions with the community to establish a citizen's advisory committee. The mandate for such a committee should be to provide advice to the NPA on matters affecting the ongoing development and management of the Park including:

- Major development applications within the Park
- Project planning for park implementation projects, particularly for projects in the community.

The NPA should establish an orderly communications and meeting schedule with the citizen's advisory committee, implemented through the office of the Park's commissioner. The meeting schedule should be designed to minimize time delays in considering development applications.

7.0 INVESTMENT PROGRAM

7.1 The NPA shall implement its development program in accordance with the investment program as set out in Part II of this plan.

7.2 The investment program shall be updated annually and may be modified from time to time based on amendments to this plan, financial conditions and/or resource constraints.

PART III – PROGRAMS TO IMPLEMENT THE PLAN

INTRODUCTION

This Part III describes programs necessary for plan implementation which are intended to be discretionary programs of the National Park Authority. They may be amended from time to time by the NPA as plan implementation and further study dictates. As such, they are intended to guide the activities of the NPA and are not included in Part II of this development plan, which requires cabinet approval for amendment. Amendment of the programs in this Part III would require explicit approval by the NPA based on a recommendation by the Parks Commissioner.

Four program areas are described in this part:

- Investment program;
- Historic resources
- Park interpretation; and
- Consultation programs.

It is anticipated that these programs will be amended and or modified from time to time and new programs will be added as park development proceeds.

1.0 INVESTMENT PROGRAM

The National Park Plan described in Part II above will require a substantial investment program by the public sector to implement the concepts and facilities and services proposed. This is over and above anticipated private sector development in various areas on the National Park.

A preliminary, comprehensive investment program is described below. Upon final approval of Part II of this plan by GOA Cabinet, and subject to negotiations with potential financial participants, this investment program will be modified in detail as required. It will serve as a guide for the NPA in managing its own activities and in coordinating park development.

The investment program presented herein covers the first five years of park operation. Once this preliminary program is finalized, the NPA will prepare an annual five year capital budget as part of the financial information to be submitted to the Minister under the provisions of the National Parks Act.

PROJECT PURPOSE

The basic purpose of establishing and developing a Nelson's Dockyard National Park is to increase the economic contribution of English Harbour to the economy of Antigua. Through the creation of a National Park consistent with the objectives as set out in Part II of this plan, it is anticipated that there will be substantial economic and social benefits to Antiguan.

INVESTMENT PROGRAM

To meet the project purpose and to implement the Nelson's Dockyard National Park plan, a preliminary investment program has been prepared based on three project elements;

1. Increased tourism expenditures and value added to Antigua;
2. Development and operation of a National Park; and

3. Increased local enterprise and employment.

Exhibit 1.1 shows the activities consistent with each project element that are judged to be necessary to achieve the project purpose.

A summary of the estimated financial requirements during the first five years of operation by activity is shown in Exhibit 1.2. The program includes a combination of technical assistance for the parks management and operations, historic restoration, development of land and sea related facilities, park planning and operations, and project activities to encourage local enterprise development and increased local employment. The total five year investment package is estimated at \$10 million Canadian.

Based on the Park Management Plan (Volume II), and specifically policies related to the sources and applications of funds, it is expected that the financial participants in the investment program would include:

1. Aid agencies – For technical assistance and training, non-revenue generating public infrastructure;
2. Financial institutions (e.g. Development banks) – For financing of revenue generating public infrastructure;
3. Private donors – For specific projects related to historic restoration and natural environment documentation.
4. The NPA – For park operations and management, minor capital works, and cost-sharing on park interpretation and related facilities

Upon approval of the parks plan the investment program will be detailed and negotiations with financial participants would be finalized.

PART III
PROGRAMS TO IMPLEMENT
THE PLAN

EXHIBIT 1.1 PROJECT ACTIVITIES		
Elements	Activity	Tasks
INCREASE TOURISM EXPENDITURE AND VALUE ADDED	Marketing Program	Marketing Plan Visiting Survey Advertising
	Interpretation Program	Program Design Overseas Training Signage Construction Ecology Study
DEVELOPMENT AND OPERATE NATIONAL PARK	Restoration	Restoration Design Guidelines Overseas Training Historic Facility Restoration Sugar Mill Restoration
	Facilities Development – Land	Dockyard Roof Repair Dock Electrical Upgrade Dock Lighting Dock Sewer Upgrade Dock Landscaping/Parking Museum/Interpretation Centre Hiking Trails Jetties Look offs New Roads Road Improvements Park Electrical Upgrade Parking Areas Garbage Collection Recreation Area Meeting/Elderly Care Day Care Centre
	Facilities Development – Sea-Related	Dockyard Wharf Repair Shore Power/Water Shore Hard Edging Fire Protection System Yacht Moorings Stern-to Mooring Telephone/Telex Public Facilities/Showers Fal. Float. Dock/Finger Pier Coastal Reef Markers Harbour Competitiveness Study
	Park Planning and Operations	Technical Assistance (Plan Adoption, Management, Transitions) Investor Program Design Equipment (NPA/DCA) NPA Parks Tour Boundary Survey Counterpart Parks Commissioner Taxi-Industry Study
INCREASE LOCAL ENTERPRISES AND EMPLOYMENT	Local Enterprises Facility	Facility Construction
	Agriculture/Fishing Linkages	Linkage Feasibility/Design Fishing Wharf
	Business Concession Opportunities	Shuttle Bus Harbour Ferries Technical Assistance

EXHIBIT 1.2: PRELIMINARY INVESTMENT PROGRAM BY PARTICIPANT (CDN \$000,00)												
CIDA – ANTIGUA HARBOUR DEVELOPMENT COSTS BY EXPENSE TYPE AND FINANCING AGENCY – FINANCIAL BORDER PRICES										The DPA Group		
			DISTRIBUTED BY EXPENSE TYPE (EXCL. PRIVATE FINANCING)					-----FINANCED BY -----				
			TOTAL	EQUIPMENT	SERVICES	TRAINING	MANAGE	CONSTRCTN	EXT DON	EXT LEND	PR. DON.	NPA/OTHER
1 1	1	Marketing Program	.314	.	.266	.048	.	.	.048	.	.	.266
1 1	2	Interpretation Programme	.278	.	.	.258	.	.020	.178	.	.100	.
1 1		INCREASE TOURISM EXPENDITURE AND VALUE ADDED	.592	.	.266	.306	.	.020	.266	.	.100	.266
1 2	1	Restoration	.938	.	.	.138	.	.800	.438	.060	.380	.060
1 2	2	Facilities Development-Land	5.463	.	.	.	.150	5.313	3.133	.815	.294	1.221
1 2	3	Facilities Development-Sea Related	3.149	.120	.	.025	.	3.004	.188	2.865	.	.096
1 2	4	Park planning and Operations	2.145	.045	1.470	.310	.320	.	.655	.	.	1.490
1 2		DEVELOP AND OPERATED NATIONAL PARK	11.694	.165	1.470	.473	.470	9.116	4.414	3.740	.674	2.867
1 3	1	Local Enterprise Facility	.969	.	.	.169	.200	.600	.469	.500	.	.
1 3	2	Agricultural and Fishery Linkages	.070	.	.	.040	.	.030	.040	.030	.	.
1 3	3	Business Concession Opportunities	.122	.090	.	.032	.	.	.032	.090	.	.
1 3		INCREASE LOCAL ENTERPRISE AND EMPLOYMENT	1.161	.090	.	.241	.200	.630	.541	.620	.	.
1		INCREASE ECONOMIC CONTRIBUTION OF ENGLISH HARBOUR TO ANTIGUA	13.447	.255	1.736	1.020	.670	9.766	5.181	4.360	.774	3.133
		CONTINGENCY	.	.	.	.	.	.	.	.	.	.
		INFLATION	13.447	.	.	.	.	.	5.181	4.360	.744	3.133
		TOTAL PROJECT										
		TOTAL PROGRAMME EXCL. CONTING. & INFLATION	13.447	.255	1.736	1.020	.670	9.766	5.181	4.360	.744	3.133
		TOTAL CONTINGENCY	.	.	.	.	.	.	.	.	.	.
		TOTAL INFLATION	.	.	.	.	.	.	.	.	.	.
		TOTAL PROGRAMME INCL. CONTING. & INFLATION	13.447	.	.	.	.	.	5.181	4.360	.744	3.133

2.0 HISTORIC RESOURCES PROGRAM

The Nelson's Dockyard National Park is rich in historic and archeological features. In Part II of this plan, policies are set out to protect the most important features and to research and to document these resources call for the preparation of the catalogue of the historic and archeological features of the park (policy 4.4.2). The catalogue would provide the basis for guiding the NPA's own activities in park restoration, development and interpretation program planning as well as reference for checking against development applications which may affect these resources.

Historic and Archeological Features Catalogue

Mr. Desmond Nicholson, in association with the Antigua Historic Sites Commission, has prepared an inventory of historic and archeological sites in the park. This inventory should be used by the NPA as the starting point for preparation of a comprehensive catalogue. The NPA should have a map prepared to locate each of the features, reference to a catalogue numbering system.

In preparing the catalogue, the NPA should consult with Mr. Nicholson and Historic Sites Commission and should review the priority rating assigned to each feature.

Prior to finalizing the catalogue, the NPA should use the inventory presented herein as the basis for reviewing applications against the provisions of Part II, Policy Set 4.4, of this plan.

3.0 PARK INTERPRETATION PROGRAM

The policies of Part II of this plan, together with the preliminary investment program, define a comprehensive approach to designating a park interpretation program and implementing interpretation facilities and services.

While there is sufficient information to get the interpretation program underway and fully operational, the natural features of the Park are not nearly as well documented as the historic and archeological features. Therefore the NPA should seek to research and document these features as soon as possible and incorporate the results into the park interpretation program as they become available.

A partial list of the natural features to be researched and documented includes:

1. Indian Creek
2. Mangrove Vegetation throughout the National Park
3. The sea turtle breeding grounds at Rendezvous Bay
4. The reef areas along the national park coast line
5. Flora and fauna of the National Park
6. Bat Cave

To meet the requirements of this program, the NPA should seek the assistance of research institutions, universities, conservation associations and concerned individuals. A strategy to implement this program should be developed and reviewed with knowledgeable and interested citizens within the National Park area and Antigua.

4.0 CONSULTATION PROGRAM

The National Parks Act includes mandatory provisions for public consultation related to plan adoption and plan amendments. These are summarized in Part I of this plan. It is important for the successful operation of the Park that the NPA programs and activities receive the widest possible public support and that the NPA, in considering programs, plan amendments, and other initiatives, seek the ideas and comments of businesses and residence with the National Park and effected government agencies and associations outside the National Park. To achieve this number of consultation program principles which the NPA will follow are outlined below in addition to establishing a citizen's advisory committee as set out in Part II, Policy 6.4.1.

1. Consideration of Plan Amendments and Major Development Applications.

There will always be circumstances where amendments to the plan are necessary to further the objectives the objectives of the National Park. These may be both administrative and policy in nature. Although administrative plan amendment proposals are not likely to directly impact park residents and businesses, the NPA should consider holding public meetings to receive responses on all proposed plan amendments where the NPA judges that it is in the best interest of ongoing park development and management. In particular, where plan amendments are proposed of a policy nature (for example, amendments to the future land use map, park interpretation plan, Dockyard historic precinct plan, etc.) the NPA should consider as a matter of course the holding of public meeting prior to submitting its recommendations on the proposed amendment to the Minister.

In the case of major development applications which could potentially affect adjacent property owners or park objectives in general, the NPA should consider holding a public meeting to invite comments on the application.