

**Regional District of Central Kootenay  
Electoral Area H**

**Crescent Valley Beach  
Purpose and Operations Statement**





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## **CRESCENT VALLEY BEACH PURPOSE AND OPERATIONS STATEMENT**

### **Introduction and Background**

This Purpose and Operations Statement (POS) will guide the management of Crescent Valley Beach into the foreseeable future.

Crescent Valley Beach is located in the community of Crescent Valley (see attached location map). Known locally as Crescent Valley Beach, the property has evolved from a locally used beach area to being extensively used by both local residents and tourists for beach and river activities. The primary use occurs below high water mark, along the cobbly shores of Slocan River, however the parking area and access to the shoreline is through the proposed RDCK park.

The land for the proposed Crescent Valley Beach Regional park was generously donated by the landowner to the RDCK in 2011 for public park purposes. The property allows for access to the popular beach area along the Slocan River. The beach is accessed from the highway through the subject property. This approximately 2.6 ha (6.4 ac) property serves to facilitate public use of this area. The property also serves to showcase the historic use as a former sawmill. The former Patrick Mill was not only a significant employer for local residents of the early 1900s, it has significant history that is linked to the creation of the National Hockey League today.

It is important to note that the Crescent Valley Beach property is not an RDCK Regional Park unless it is resolved by the RDCK Board to establish it as such. The RDCK Board (in association with any future Parks Commission) may consider inclusion of Crescent Valley Beach as a Waterfront Access Park in the RDCK Official Regional Parks Plan.

This POS provides the direction for the priority management and development of Crescent Valley Beach. Implementation of this POS is of an operational nature, with follow-through on an as-needed basis and dependent on the availability of financial and staffing capacity.

### A Brief History

Sold in 1908 to Joseph Patrick, a sawmill manager from Quebec. A small sawmill was erected to begin producing boards that would be used for building the larger mill which was completed in 1909. The Patrick Mill, when it was constructed was a state of the art steam driven mill that burnt its own waste to create more steam. The remains of the boiler tower, the heart of the mill, can be seen today. At its height, the mill employed over 200 loggers, a large number of mill hands, and had camps going far up the Little Slocan River.

Shortly after construction, fires and floods impacted operation. Joseph Patrick sold the mill in 1911. Funds from the sale were invested in the hockey careers of the Patrick Brothers, Lester and Frank, and the creation of the Pacific Coast Hockey Association,



which later became part of the National Hockey League. The mill later shut down and moved to Merritt in 1919.

Another feature of the mill visible today are the many pylons set in the centre of the river (see photo on next page). These pylons, originally 40 ft tall, were set with planks that were used to guide the logs down the river and corral them into a holding area where they would be conveyed up to the mill using a jack ladder.

*Historic photos and background information provided by local resident and historian, Ray Kosiansic.*

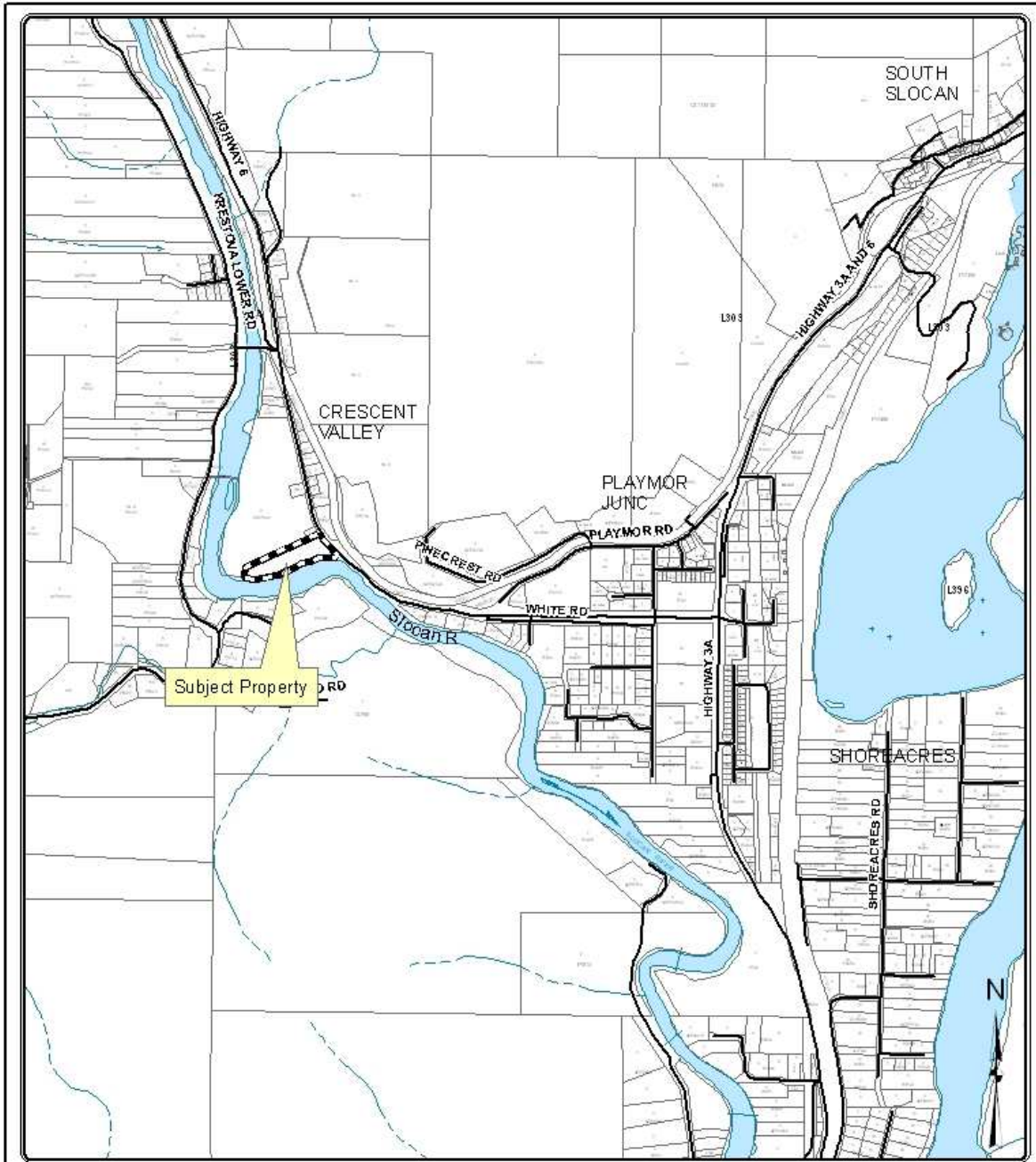
## **Park Purpose**

Crescent Valley Beach serves as a local day use recreation area for locals and tourists alike. Opportunities include beach activities, nature appreciation, fishing, kayaking, rafting, canoeing, and picnicking.



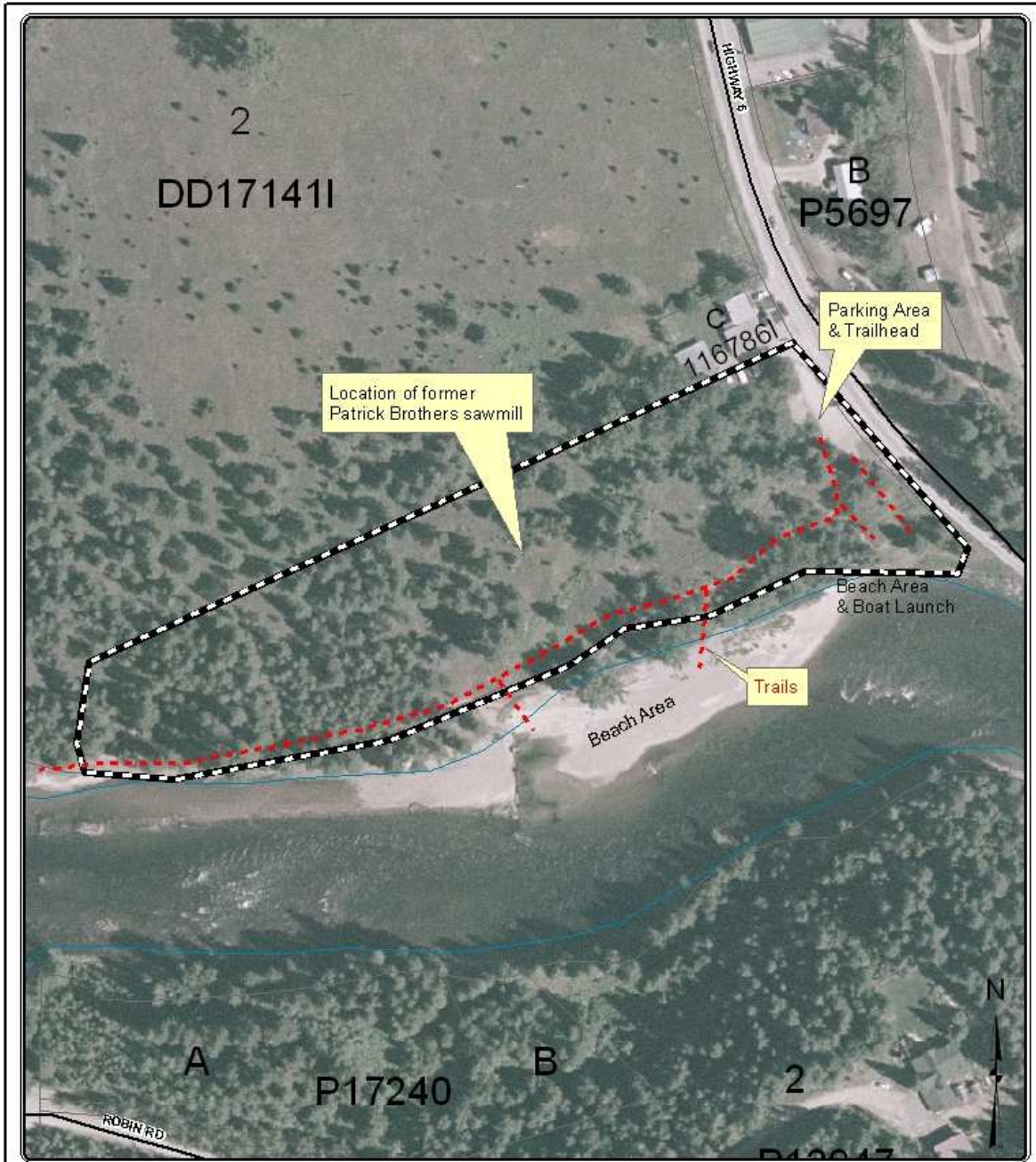
Bunkhouse in fore ground with the store on the right. The river pylons can be seen in the background. Source: Greg Nesteroff, detail.

Map 1: Property Location



 <p>Box 590, 202 Lakeside Drive, Nelson, BC V1L 5R4                  Phone: (250) 352-6665 Toll-Free 1-800-258-7325 (BC)                  Fax: (250) 352-9300. <a href="http://www.rdkc.bc.ca">Internet: www.rdkc.bc.ca</a></p> <p>The mapping information shown are approximate representations and should only be used for reference purposes. The Regional District of Central Kootenay is not responsible for any errors or omissions on this map.</p>	<p align="center"><b>Crescent Valley Beach                  Overview Map</b></p> <p><b>Legend</b></p> <ul style="list-style-type: none"> <li>— Roads - REQ</li> <li>— Creeks</li> <li>□ Cadastre - REQ</li> <li>■ Lake</li> </ul>	<p><b>Map Scale:</b></p>  <p>Map Projection: UTM Zone 11    Map Datum: NAD83                  Date Printed: July 2011</p> <p><b>Mapsheet: 82F043.1.2</b></p>
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Map 2 Site Map



 <p>Box 590, 202 Lakeside Drive, Nelson, BC V1L 5R4          Phone: (250) 352-6665 Toll-Free 1-800-258-7325 (BC)          Fax: (250) 352-9300 Internet: www.rdkc.bc.ca</p> <p>The mapping information shown are approximate representations and should only be used for reference purposes. The Regional District of Central Kootenay is not responsible for any errors or omissions on this map.</p>	<p align="center"><b>Crescent Valley Beach              Site Map</b></p> <p><b>Legend</b></p> <ul style="list-style-type: none"> <li> Roads - REQ</li> <li> Creeks</li> <li> Cadastre - REQ</li> </ul>	<p><b>Map Scale:</b></p>  <p>Map Projection: UTM Zone 11    Map Datum: NAD83          Date Plotted: July 2011</p> <p><b>Mapsheet: 82F043.1.2</b></p>
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Crescent Valley Beach Photos



## Community Significance

### Natural Features

- The property is within a sparsely treed Ponderosa Pine and bunchgrass ecosystem, that includes an adjoining portion of the Slocan River shoreline.
- The property is used extensively by local wildlife looking to access the Slocan River shoreline, specifically within the area shown as Limited Recreation on Map 3.
- Evidence of wildfire throughout, both natural and human-caused.
- The property was once part of a larger parcel of land used for agricultural and industrial purposes in the early 1900's.

### Recreational Features

- The majority of tourist use is concentrated on Crown land below high water mark, in the riparian area identified on Map 3 shown as Intensive Recreation.
- Popular day-use location, for both local and regional residents, however this use is expanding to non-resident users as well. It is anticipated that illegal use and enforcement of park regulations such as camping, alcohol, littering, and dogs will be major management issues.
- Popular destination for local kayakers, canoeists, rafters, and tubers.
- Current property infrastructure includes a small parking area, garbage and recycling receptacle, Riverwatch<sup>1</sup> sign, and user-made trails. Majority of public use occurs in the summer months, and parking overflows along the highway right-of-way.
- Proposed facility upgrades include an expanded and improved parking area, washroom facilities, upgraded trails, hazard tree abatement, and possibly picnic tables, fire rings, trail expansion, and interpretive signage.
- It is anticipated that there will be a park contractor hired to handle yearly operations and maintenance, as well as a Parks Commission appointed.

### First Nations & Historic

The property is within the asserted traditional First Nation territories of the West Bank First Nation, Lower Kootenay Band, Ktunaxa Nation Council, Okanagan Nation Alliance, Okanagan Indian Band, and Splat's'in First Nation.

The first residents of the area were the indigenous peoples known as the S'inixt. They are thought to have arrived as early as 10,000 years ago. Crescent Valley was part of what was once a S'inixt seasonal encampment. This encampment was known as Sketo'kelox.

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<sup>1</sup> River watch has been a loose group of folks who have brought focus to the increased risks and environmental degradation posed by a high use of the Slocan River during the summer months. They have been functioning since 2006. The group is looking to form their own society to help bring direction to the future

The S'inixt were declared extinct in Canada by the Federal Government in 1956, preventing them from making any possible land claims or restitution. They are currently in a struggle to have that label lifted, the first step in a large process of amends.

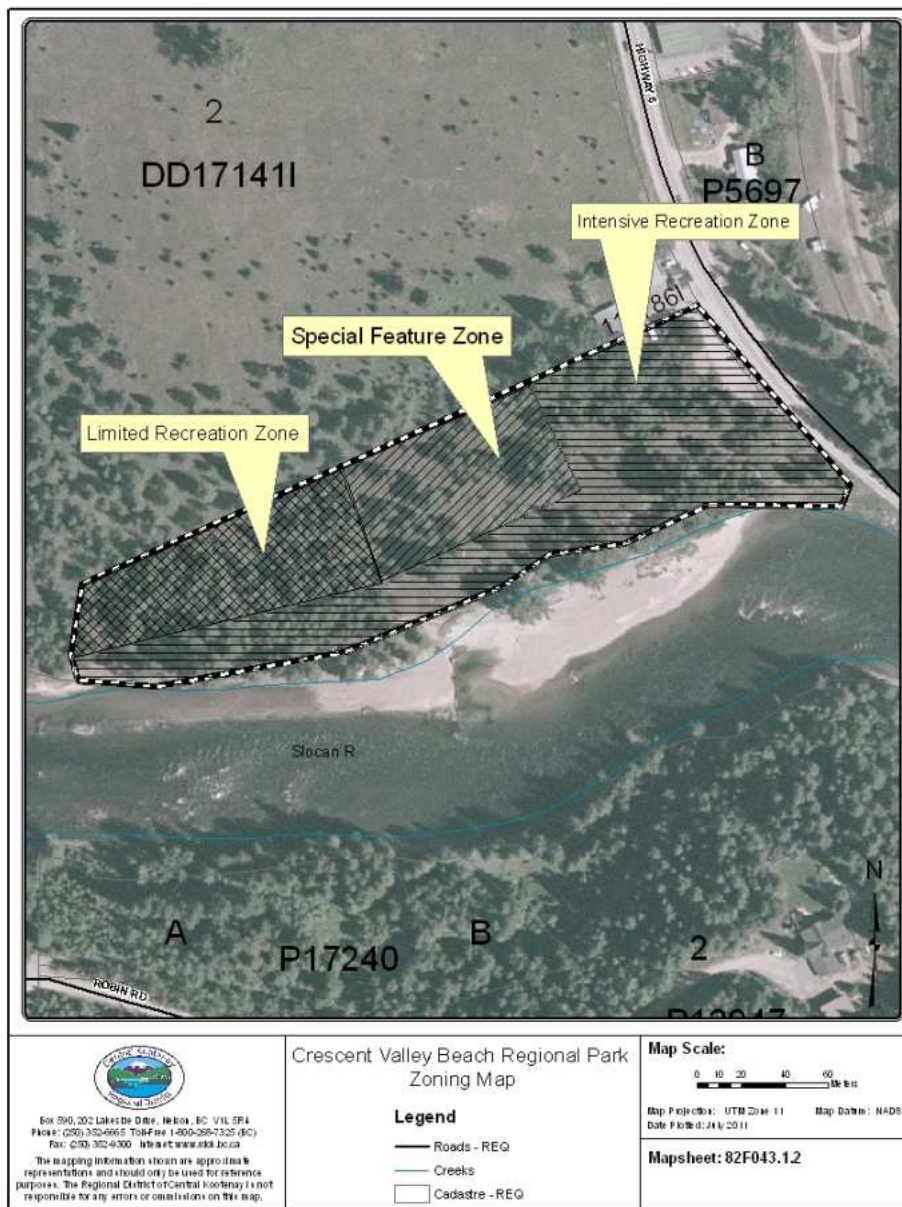
The first European decedents arrived in the area in the mid-1800's in search of gold and other precious ore. Exploration was the driving force around settlement patterns once those claims to the south were tapped out.

A detailed historic overview is provided in the document, "*From a Fragmented Past: The Early Years of Crescent Valley 1860 to 1920*", by Nathaniel Snider and Ray Kosiansic. Copies of this document are available at the RDCK office in Nelson, BC.

## Zoning

This POS uses zoning to assist in the planning and management of the property (see Map 3). The majority of the property is zoned Intensive Recreation, with the objective of providing infrastructure to accommodate recreational day use activities. This area provides intensive infrastructure for users. The area delineated as the Special Feature Zone is intended to preserve and highlight the history of this site as a former sawmill. The remainder of the property is zoned Limited Recreation with the intent to preserve the natural environment to remain in-tact, for the enjoyment of the public. Appendix 1 describes the RDCK Regional Parks zoning framework.

Map 3: Zoning

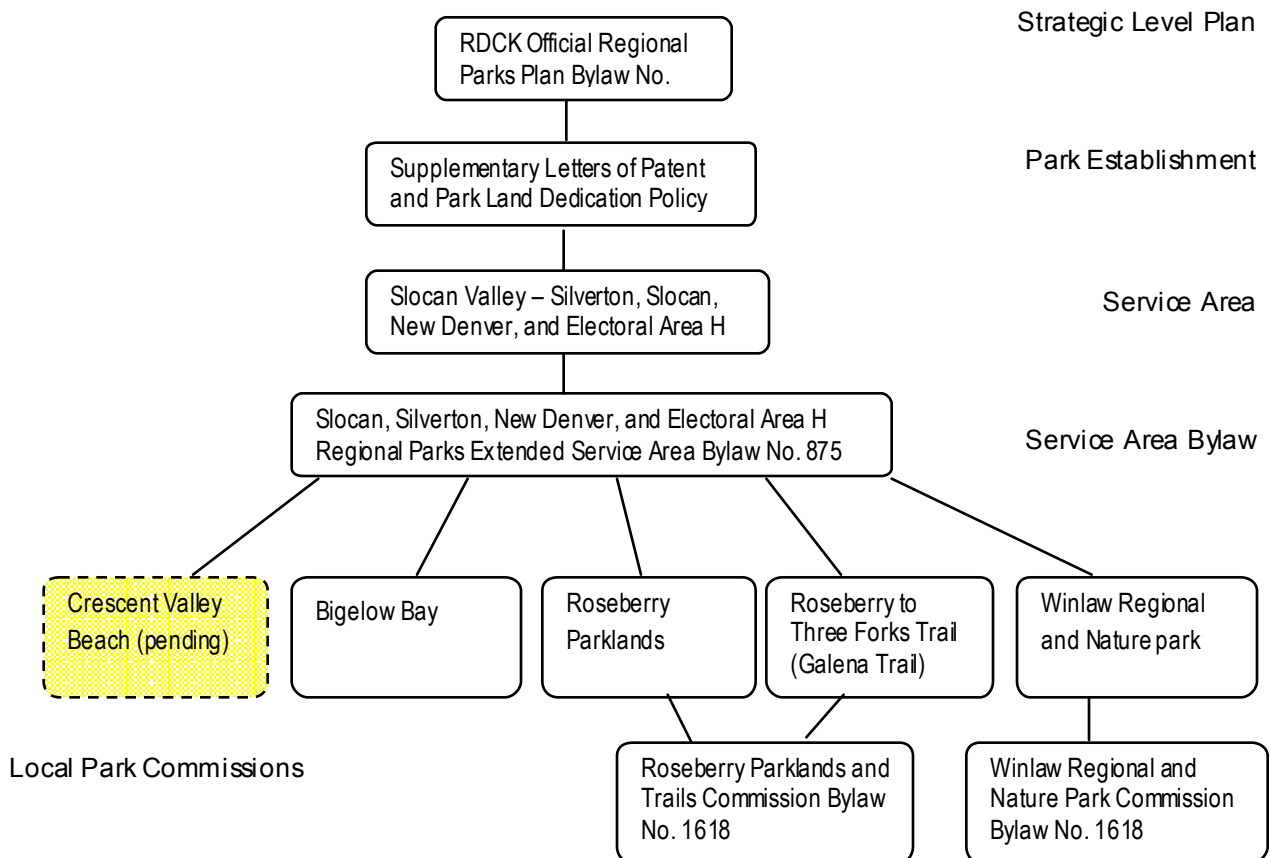


## Operations and Governance

Park operations is an important component in ensuring that the daily experience of users is enjoyable and safe. Park operations responsibilities include seeing that regulations are understood and enforced, facilities are maintained and repaired when required, and the day use areas kept clean and accessible. Management is undertaken by RDCK staff, and may include a local Parks Commission at a future date. If/when established, the local Parks Commission makes recommendations to the RDCK Board about matters concerning the proposed park. The RDCK Board is the decision making authority for the budget, policy, and regulations.

Park operations and development may be carried out through an independent contractor and/or volunteers. Currently there is no park commission in place, nor any regular maintenance, other than the good will of local residents.

Figure 1: Proposed Crescent Valley Beach Regional Park Governance Structure



## Facilities and Activities

RDCK Regional Park rules and regulations are stated in the RDCK Regional Park Regulation Bylaw No. 2173.

ACTIVITY	Zone			Comments
	Intensive Recreation	Limited Recreation	Special Feature	
Camping	N	N	N	
Day-Use	Y	Y	Y	
Dogs	N	N	N	
Horses	N	N	N	
Motorized Use	N	N	N	Designated roads only
Swimming	Y	N/A	N/A	
Fishing	Y	N/A	N/A	
Boating	N	N/A	N/A	Kayaking, rafting, canoeing, tubing permitted
Fire Mgmt	Y	Y	Y	
Grazing	N	N	N	
Hunting	N	N	N	
Noxious Weed Control	Y	Y	Y	
Bicycles	Y	Y	Y	
Skiing	Y	Y	Y	
FACILITY				
Administrative Buildings and Compounds	Y	N	N	
Boat Launch	N	N/A	N/A	
Roads & Parking Lots	Y	N	N	
Trails	Y	Y	Y	
Playground	Y	N	N	
Day-Use Facilities	Y	N	N	Interpretive signage permitted in Special Feature Zone
Toilets	Y	N	N	
Picnic Shelter	Y	N	N	
Fire Pits	Y	N	N	

## Management Priorities

This section outlines the immediate priorities that are to be undertaken over the next five to ten years. It is understood that project proposals may come forward which are not anticipated, based on immediate management issues. These projects may be considered on a case by case basis by the General Manager of Community Services, General Manager of Development Services, the RDCK Board, as well as with any future Parks Commission.

Currently the property includes user-made trails along the Slocan River shoreline, a parking area with garbage and recycling receptacles, a parking area for approximately 15 vehicles, and a "Riverwatch" sign erected by the local Riverwatch Society established to foster awareness and education about the Slocan River. Immediate infrastructure priorities include an expanded/improved parking area and washroom facilities, as well as danger tree falling and identification of other public safety issues. Long term projects may include expanding and upgrading the trail system, installation of picnic tables, play area, and/or other facilities.

The RDCK will be responsible for funding capital works at the proposed park, and intends to prioritize projects listed below. The ability to do any of the projects presented is contingent on revenue and the resources available.

Management priorities include the following:

- Primary management interest is to ensure public safety by identifying potential hazardous features and areas that may pose a liability risk to the RDCK (e.g. illegal and/or unsafe structures, illegal activities, hazard trees)
- Enforcing park rules and regulations, pursuant to RDCK Park Regulation Bylaw 2173
- Maintaining park infrastructure
- Enhancing park infrastructure, recognizing the limitations and requirements pursuant to the July 2011 Agricultural Land Commission resolution.
- Fostering both public and commercial activities compatible with park values
- Managing commercial activities through a Park Use Permit process
- Gathering an inventory of natural species, and any potential impacts to those species and the adjacent riparian areas
- Protecting and maintaining key park natural and recreational values (e.g. sensitive natural features/areas, sensitive cultural/heritage areas, focusing development away from sensitive features)

## **Projected Cost Analysis**

Crescent Valley Beach possesses a varying amount of development necessary for safe and satisfactory visitor experiences. Currently the property requires significant improvement in order to facilitate its extensive public use. As a minimum, the RDCK will immediately require an expanded/improved parking area, washroom facilities, and public hazard abatement.

Crescent Valley Beach was part of a larger private parcel of agricultural land that was subdivided and donated to the RDCK in 2011. The portion that is proposed to be the park has been used by the general public for many years. The property has also seen a rapid increase in public use in the past 10 years, with very little improvements or maintenance, other than the generosity of local residents and stewardship groups. There will be initial establishment costs, as well as on-going maintenance and development costs associated with the growing usage of this property.

Crescent Valley Beach costs should be prioritized at 1) ensuring public safety, 2) maintaining infrastructure, and 3) enhancing the user experience through infrastructure upgrades and development. Operating costs will include infrastructure maintenance, road and trail maintenance, hazard tree removal, and identification and mitigation of any public safety hazards. A range of \$13,000 to \$20,000 can be expected for yearly facility operations.

Capital Projects and Development costs will be greatest in the short term. Establishment of the park will require the RDCK to facilitate the subdivision process and incur all development costs. Initial capital project costs will be in the range of \$60,000 to \$80,000.

Tax revenues are the current source of base funding for regional parks. Other sources may be used at some point to enhance facilities or services for specific purposes (e.g. donations, grants, increased tax revenue, corporate sponsorship). Funding sources would have to be studied and be approved by the RDCK Regional Board on a case by case basis.

### **Maintenance & Operations Costs**

	Period	Projected Cost (\$)
Maintenance contractor	Yearly	5,000-6,000, plus staff administration time
Toilets	On-going	500/yr cleaning, plus Contractor time
Garbage to dump	Yearly	500-1,000, dumping fees
Supplies	On-going	200-500
Hazard Tree removal	Yearly	0-3,000
Facility repair contingency	Yearly	0-2,000

### **Capital Projects & Development Costs**



	Period	Projected Cost (\$)
Surveying	Once, incomplete	10,000-15,000
Subdivision application costs	Once, incomplete	1,000
Appraisal	Once, incomplete	1,000
Washroom facilities	Once, incomplete	10,000-12,000
Parking Area and Signage	Once, incomplete	30,000-40,000

### **Administration Costs**

	Period	Projected Cost (\$)
Office support	Monthly	Staff time=250-500
Planning	Yearly	Staff time=500-2000
Supplies	Yearly	100

### **Other Costs**

	Period	Projected Cost (\$)
Archaeological & Cultural Investigation	Once, incomplete	500-1000
Detailed Archaeological Assessments	If required	
Ecological Assessment/Inventory Overview	Once, incomplete	Staff time=250-500
Noxious Weed Inventory Overview	Once, incomplete	Staff time=250-500

## **Consultation and Future Planning**

The RDCK Community Services Department and Development Services Department is jointly accountable for the planning, administration, and management of the park through the application of regulations and policies.

Revisions or updating of this POS will be coordinated by RDCK, with involvement of other agencies, including but not limited to the Provincial and Federal Governments, First Nations, possible future parks commission, commercial interests, and other stakeholders as required.

This POS may initiate a detailed management planning process that involves more specific management direction, detailing park attributes, inventory of natural, cultural and recreational features, identifying and detailing land uses and interests, tourism management, and its function in a larger Regional Parks system. This process would involve broad public input, along with other agencies, First Nations and stakeholders.

## Appendix 1: Regional Park Zoning

	<b>Intensive Recreation</b>	<b>Limited Recreation</b>	<b>Special Feature</b>	<b>Natural Environment</b>
<b>Objective</b>	Provide for a variety of accessible, facility oriented outdoor recreation opportunities	Protect scenic values and to provide for recreation opportunities in a largely undisturbed natural environment	Protect and present significant natural or cultural resources, features or processes because of their special character, fragility, and heritage values	Protect undisturbed natural environment, providing limited recreation opportunities
<b>Use Level</b>	Relatively high density and long duration types of use	Relatively low use, but higher levels associated with nodes of activity or access	Generally low	Very low use to provide for solitary experiences and protect natural features. Uses may be limited and/or controlled
<b>Access</b>	All weather public roads or other types of access where use levels are high	Motorized and non-motorized	Variable, may require special permission	Non-motorized
<b>Location</b>	Contiguous with all weather roads and covering immediate areas, modified landscapes or other high-use areas	Removed from all-weather roads, but easily accessible on a day-use basis	Determined by location of special resources. May be surrounded by or next to any other zone	Removed from easy access
<b>Boundary Definition</b>	Includes areas of high facility development in concentrated areas	Boundaries consider limits of activity and facility areas relative to ecosystem characteristics and features	Area defined by biophysical characteristics or the nature and extent of special resources	Defined by ecosystem limits and geographic features
<b>Recreation Opportunities</b>	Full spectrum of outdoor recreation activities	Limited due to access constraints	Limited to protect special resources	Non-motorized only
<b>Facilities</b>	May be intensely developed for user convenience, e.g. campgrounds, boat launches, parking lots, etc.	Moderately developed for user convenience, e.g. walk-in campsites, docks, small accessory buildings	Interpretive facilities only	Minimal or no facility development
<b>Impacts on Natural Environment</b>	Includes natural resource features in a primarily natural state, but where human presence may be readily visible. Includes areas of high facility development with significant impact on concentrated areas	Area where human presence is not normally visible. Facility development limited to relatively small areas. Facilities visually compatible with natural setting.	None	Natural area with little evidence of human presence. Facilities visually compatible with natural setting.
<b>Management Guidelines</b>	Oriented to maintaining a high quality recreation experience.	Oriented to maintaining a natural environment and high quality recreation experience.	High level of management protection with on-going monitoring. Oriented to maintaining special resources.	Oriented to protecting the natural environment. Managed to ensure low visitor use levels.
<b>Examples of Zoning</b>	Crescent Valley Beach, Robson Wharf, Bonnington, Pass Creek	Rosebud Lake, Winlaw Nature Park, Roseberry Parklands	Historic Answorth Wharf, Brilliant Bridge, Sandon	Portion of Sunshine Bay