

# ***Electoral Area 'A' Parks Plan Final Report***



***Columbia Shuswap Regional District***

March 30, 2007

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## Acknowledgements

This document was prepared by **Roger Beardmore**, Community Parks and Recreation Planner. All maps and park inventory information provided in the appendices was prepared by **Olive Dodd**, GIS Technologist, Columbia Shuswap Regional District.

Thanks are extended to the Area 'A' Parks Plan Advisory Committee (AAPPAC) for their time, guidance and thoughtful input to this project.

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**Ron Oszust**, Regional Director, Electoral Area 'A' of the CSRD, provided guidance and direction for this project. Without his initial and ongoing support, this plan would not have occurred.

**Kevin Finnegan** provided several excellent photos of trails from his website [www.goldenhikes.ca](http://www.goldenhikes.ca) that are used in the site data sheets in the appendices of the report. This kind gesture is very much appreciated

Also greatly appreciated are the contributions shown by the residents of Area 'A', who came out to the many workshops, meetings and open houses to express their thoughts, make their suggestions and offer their opinions about the Area 'A' Parks Plan.

## Executive Summary

This is the fourth in a series of six parks plans that will be produced - one for each of the six electoral areas in the Columbia Shuswap Regional District. The first was the Area 'C' Parks Plan completed in October, 2003; the second was the Area 'F' Parks Plan completed in June, 2005; and the third was the Area 'E' Parks Plan completed in November, 2006. The purpose of this fourth study is to prepare a comprehensive parks plan for Area 'A' that will guide park development in Area 'A' for a twenty (20) year planning horizon. This study identifies current park needs, analyzes local characteristics and issues that could affect park acquisition and development, identifies opportunities for expansion or creation of new parks and provides a strategic-level **Parks Plan** for the development of the area's park resources and facilities.

An extensive public consultation process was used to develop a vision for the proposed new Area 'A' Parks, to validate a park classification system for the parks, and to identify potential park sites. This public consultation process consisted of a public "visioning" exercise, five public workshops, extensive user-group consultations, four open houses, and web-based review of the final report.

The park classification system for Area 'A' parks is reflective of the strong and well articulated vision that emphasizes preservation of public access to waterfront, development of trail corridor parks, and the development of local community parks to provide needed recreation amenities for public enjoyment. The vision also recognizes the need and importance of protecting unique and special natural and cultural features found within Area 'A'. It is a vision that if achieved, will preserve and enhance public access to the waterfront, provide recreational opportunities, preserve the environment and improve the quality of life for local residents.

The following 5 categories identify the proposed *Area 'A' Parks Classification System*:  
**(If web viewing, please click on the link below to view individual parks)**

- [Waterfront Parks.](#)
- [Community Recreation Parks.](#)
- [Trail Corridor Parks.](#)
- [Conservation Parks.](#)
- [Special Feature Parks.](#)

Dozens of sites were suggested, then investigated and a final selection of **63** proposed parks was made. Each site was then reviewed to determine their relative priority for action and implementation, and strategies for acquisition and costs for development are identified. A total of **14** sites are suggested as *high* priority for implementation, **18** sites of *medium* priority, and **31** sites of *low* priority. In addition, order of magnitude costs have been developed and options for funding the parks system have been summarized. Finally, a series of recommendations are made to assist in the implementation of the Area 'A' Parks system for the CSRD. The following table summarizes the parks by category and general location.

Area	Waterfront	Trails	Recreation	Conservation	Special Feature	
North	Kinbasket Lake boat launch	Valenciennes Canyon Trail		Giant Cedars	Icefall Brook	
	Susan Lake Rec Site				Bush Arm Hotspring	
Donald	Donald - Columbia River TCH water access			Free Flowing Columbia River	Settlers Cemetery	
	Abitibie Lake			Wiseman Lake		
Blaeberry	Blaeberry River Road West water egress	David Thomson Heritage Trail	IOOB Campground		Martin Creek Mill	
	Split Creek Rec Site	Hedberg Creek Trail	Blaeberry Recreation park	Willowbank Mountain	Moberly Marsh Viewpoint	
	Thompson Falls Rec Site	Washout Creek Trail	Goat Crescent CSRD property			
	Blaeberry River Waterway Park	Kettleston – Johnson Road Trail				
		Moberly Duck Marsh Trail				
		Moberly Mountain Access Trail				
		Carlson Road Trail				
		Bergum Trail Road				
Mummery Glacier Trail						
West Bench Trail						
Golden Area	Confluence Park	Hospital Creek	Rodeo Grounds	Reflection Lake & Heron Rookery		
		Gorman Lake Trail	Kicking Horse Mountain Park	Gorman Lake		
Nicholson	Nicholson - Columbia River Access	Mount 7 Trails	Pagliari Creek CSRD property		Certainty Mine	
	Cedar Lake Rec Site	Moonraker Trails	Mitchell Road CSRD property		Carbonate Landing	
	Mclsaac - Columbia River Access	Canyon Creek Trail	Nicholson School			
		Emery Trail				
	Certainty Mine Trail					
Parson	Parson - Columbia River Access	Harrogate Pass Trail	Tembec Baseball field & ice rink		Parson Community Hall	
	Bittern Lake Rec Site	Loon Lake Trail	Columbia Valley School			
	Nine Bay Lake Rec Site	Silent Pass Trail				
	Loon Lake Rec Site	Wolverine Pass Trail				
	Wilbur Lake Rec Site					
63	17	22	10	6	8	

## 1.0 Introduction

The Columbia Shuswap Regional District (CSRD) is located in the southern interior of British Columbia. It is bisected by the Trans Canada Highway and is situated roughly mid-way between Calgary and Vancouver on the northern end of the Kootenay and Okanagan valleys. The CSRD is a large and diverse Regional District comprising some 30,107 square kilometres stretching from Shuswap Lake in the west to the Alberta border in the east. It has a total population of approximately 50,000 and is made up of six unincorporated electoral areas and four member municipalities:

Electoral Areas	Municipalities
Electoral Area 'A' - Rural Golden	Golden
Electoral Area 'B' - Rural Revelstoke	Revelstoke
Electoral Area 'C' - South Shuswap	Sicamous
Electoral Area 'D' - Falkland / Salmon Valley / Ranchero	Salmon Arm
Electoral Area 'A' - Rural Sicamous	
Electoral Area 'F' - North Shuswap	

The Regional District is a form of local government that provides a variety of localized and regional services to the electoral areas and municipalities, such as the 9-1-1 telephone emergency response service, water systems, fire departments, regional library services, solid waste management and community parks and recreation services. This exercise is part of an ongoing process to establish community parks in each electoral area.

## 1.1 Purpose of the Study

The purpose of this study is to provide a comprehensive and strategic parks plan for CSRD Electoral Area 'A' that will guide park development for a twenty (20) year planning horizon. This study uses a highly consultative approach to identify current park needs and issues that could affect park acquisition and development, and to identify opportunities for expansion or creation of new parks and trails.

The information provided by this study provides a foundation to meet long term recreation and conservation needs in Area 'A'. It is a flexible document that can be easily adapted and updated to meet the future needs and changing values of Area 'A' communities and residents.

## 1.2 History of CSRD Parks

The CSRD was established on November 30, 1965, pursuant to the Municipal Act, Section 766. In the 1970's the CSRD began the acquisition of a number of parcels of land to be set aside as parkland reserves including parks dedicated by subdivision, for the purpose of operating *community parks*. Although letters patent were obtained

in 1966 to establish a regional parks function, the CSRD has not yet implemented a *regional parks* function ([see Section 5.3](#)).

The CSRD received Supplementary Letters Patent from the province dated October 26, 1976 that granted the function of community parks. The CSRD did not begin to actualize community parks until Sorrento / Blind Bay Park was created in January 1981 under CSRD Bylaw No.1106, which established a specified area within Electoral Area 'C' to be taxed for the purposes of providing community park facilities. In January 1983 supplementary letters patent for the function of Parks and Recreation Commissions were issued to the CSRD. Later in 1983, Bylaw No.1148 established a Parks and Recreation Commission to administer, manage, and operate the facilities of Sorrento / Blind Bay Park. Today, this park still remains the only "developed" CSRD community recreation park in Area 'C'. However, several new parks have been identified and are being developed as the Area 'C' Parks Plan is implemented.

On September 17, 1981, the CSRD adopted Anglemont Specified Area Community Parks Bylaw No. 1126 to establish a program of community parks within a specified area (Magna Bay – Anglemont – St. Ives) in the North Shuswap. The CSRD acquired the land for Anglemont (Lakeview) Park from Anglemont Estates Ltd. in November 1981. In July 1988, Bylaw 1299 was passed to establish a Park Commission to operate the park. The commission consists of the duly elected presidents or designates of the St. Ives, Anglemont and Magna Bay Ratepayers Associations. A small maintenance contract has been issued triennially to look after the park. This was the only functioning CSRD community park in Area 'F' for many years.

Since the 1980's, the parks and recreation needs of regional communities have grown substantially. In 2003, a property became available in Scotch Creek (Weidenbach Property) and local citizens approached the CSRD for assistance in acquiring the land. A referendum held in the fall of 2003 was successful and subsequently the CSRD passed Bylaw 5384 authorizing the borrowing of the estimated purchase price of the property for a community park. In January 2004, Bylaw 5391 established the North Shuswap Community Parks and Recreation Commission to manage the new park and any community parks "hereafter undertaken within the North Shuswap Community Parks and Recreation Area". In January 2005, the Area 'C' Parks and Recreation Commission was established to implement the Area 'C' Parks Plan and similarly, in January 2006, the Area 'F' Parks and Recreation Commission was established to implement the recently completed Area 'F' Parks Plan. The Area 'E' Parks Plan was completed in November 2006, and the associated Parks and Recreation Commission will be established in the spring of 2007.

Area 'A' Director, Ron Oszust, was keen to proceed with a parks plan and requested that Area 'A' become the next Electoral Area to have a parks plan prepared. The Area 'A' Parks Planning Advisory Committee, composed of local residents, was established in June 2006 to guide the planning process up to the completion of this report. It is the CSRD Board's intention to move forward and complete the remaining plans for other electoral areas in the Regional District within the next two years.



1.3 The Study Area

Figure 1: Electoral Area 'A' of CSRD

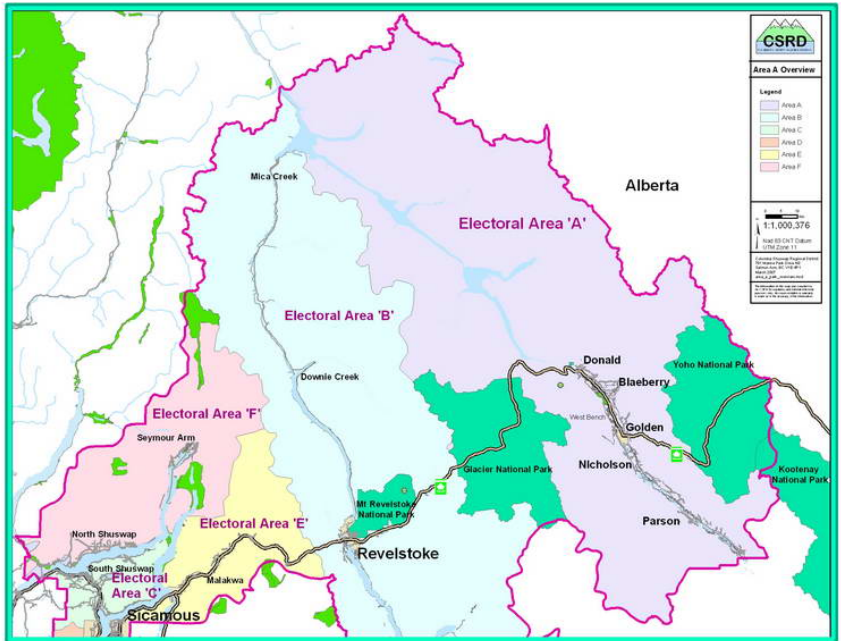
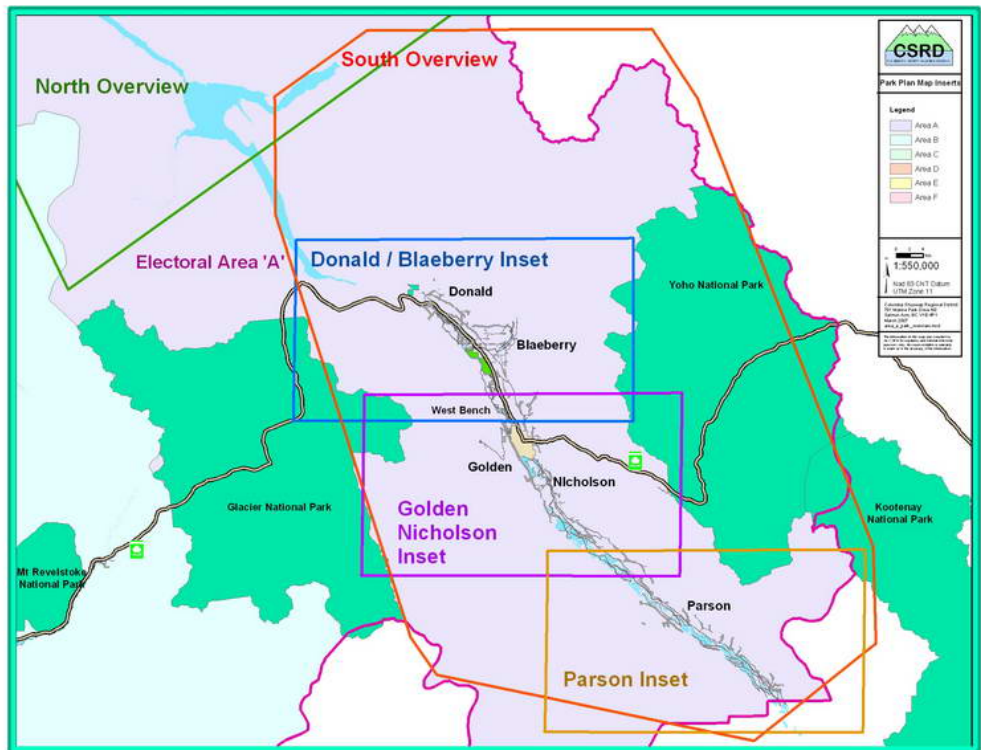


Figure 2: Areas covered by Overview and Inset Maps (Refer to rear map pocket)



Area 'A' is comprised of the rural communities of Parson, Field, Nicholson, Blaeberry and Donald along with the rural areas of McMurdo, Beaverfoot, Willowbank, Moberley, and the North Bench, and these small areas surround the Town of Golden.

Area 'A' is the largest Electoral Area in the CSRD and covers three major physiographic areas; the Rocky Mountains, the Rocky Mountain Trench and the Columbia Mountains. The Rocky Mountains, to the east of Kinbasket Lake and the Columbia River south of Kinbasket Lake are world renowned for their scenery, heights and relief. Their "matterhorn" peaks are the result of cirque glaciation, while valley outlines have been modified by both ice and water erosion. The Columbia Mountains, consisting of the Purcell, Selkirk and Monashee Mountains are to the west of the Rocky Mountains. They are older than the Rocky Mountains and extremely rugged, having been sculpted by cirque and valley glaciation. Dividing the Columbia and Rocky Mountains is the Rocky Mountain Trench, a wide valley extending in a north-westerly direction from the B.C. - U.S.A. border to the B.C. - Yukon border. The Columbia River flows north in the Rocky Mountain Trench, then south between the Selkirk and Monashee Mountains. The Kinbasket Reservoir (along with other large reservoirs downstream) provides for much of the low elevation water based recreational activity in the region. As well, these reservoirs are the "holding pond" for the majority of the power generation and flood control on the Columbia River system.

This area is in the eastern portion of the Interior Wet Belt and receives precipitation second only to that of the west coast. The climate is continental with cool winters and warm summers. The valley bottom temperatures are moderate from May to September and warmest in July and August. The alpine meadows and subalpine forests are snow free from mid-July to mid-October, but adverse weather may be expected year round.

The recreational opportunities are consistent with the rugged nature of the terrain. In summer, camping, fishing and picnicking are pursued along the watercourses and lakes at lower elevations, while at higher elevations heli-hiking, hiking and mountaineering are pursued. Hiking and hunting are popular in the fall, giving way to heli and cat skiing, cross-country skiing, ski touring, alpine skiing at resorts and snowmobiling as the snowpack increases. Wildlife viewing and visiting hot springs occurs throughout the year. The presence of four National Parks within this district offers unique opportunities as well as distinct challenges to the development of ecotourism and adventure travel within the study area. Access to the area from the east and west is by Highway 1, from the south, Highway 95 provides access to Golden. The relative isolation of Area 'A' communities as well as historic oscillations in their largely resource-based economies has contributed to significant community interest and involvement in how forest resources and recreation values are managed.<sup>1</sup>

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<sup>1</sup> Columbia Forest District Tourism Opportunity Study, Beardmore et al, 2001

## 1.4 Situation Analysis

### Recreation and Tourism Values

There are over 80 tourism-related businesses located within the **Golden & District** area. Types of businesses include accommodation (38), campgrounds (6), backcountry huts /lodges (14) and tour operators (16). In addition to these area based tourism businesses, non-resident tourism businesses mostly from the Banff / Lake Louise area operate seasonally within the area. Estimates range from 10 to 20, but the number could be higher. Like Revelstoke, Golden is in close proximity to several parks, in this case, five major National Parks. These parks represent an internationally significant tourist drawing card that has yet to be fully promoted by the community. The tour operators based in the Golden area offer a variety of backcountry tourism products and activities, including fishing, canoeing, white water rafting, cycling, hiking, skiing, heli-hiking and heli-skiing, and bird watching. There are additional tour operators operating out of Golden, some of which are not formally recognized with commercial recreation tenures. The community is a handy base for guided and self-guided activities because of its central location and its day-trip distance to national parks. Golden provides one of the best bases in the province for the hut-to-hut experience, summer or winter. Hut-to-hut hiking and ski touring has seen considerable development in the last decade. The area has also developed a destination status for cycle touring (Golden Triangle) and hang-gliding (Mt. Seven) in recent years. Golden also has a ski resort (Kicking Horse Resort) that is quickly gaining a national and international reputation as a skiing destination, and a golf course which is recognized as one of the best courses in the province, and has been rated in the top 100 courses in Canada by Score Magazine<sup>2</sup>.

Any developments contemplated within this plan will be complementary with the Golden Backcountry Recreation Access Plan (GBRAP) which is a plan prepared by the Golden Interagency Technical Committee on behalf of the Province (Ministry of sustainable Resource Management) and the Backcountry Recreation Stakeholders of Golden.<sup>3</sup>

Under Wildlife Management Area (WMA) status commercial recreation operations would be encouraged, provided that such activities were compatible with the objectives of the WMA<sup>4</sup>.

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<sup>2</sup>Golden Golf Club was ranked #95 in Canada in the 2004 Rankings by Score Magazine.

<sup>3</sup> Golden Backcountry Recreation Access Plan, Ministry of Sustainable Resource Management, December 1, 2002.

<sup>4</sup> Columbia River Wetlands Wildlife Management Plan.

## Environmental Values

Electoral Area 'A' is favoured with some of the most outstanding scenery in the world. It is divided, north to south, by the Rocky Mountain Trench and the Columbia River which is nestled between two spectacular mountain ranges. On the west side, the Purcell and Selkirk Mountains stand as remnants of ancient volcanoes reaching heights of over 3000 meters. On the east the more ragged peaks of the Rocky Mountains are the younger geological feature. Formed by uplift of ancient sedimentary sea beds, the Canadian Rockies also reach heights of 3000 meters. The towering peaks of both ranges remain snow-capped in summer. There are no foothills and the mountains seem to grow directly from the valley bottom except for intermittent benches.

Most of the unsettled lands of the watershed are forested, with diverse ecosystems, including, in the drier southern Douglas fir and Ponderosa Pine, further north Engelmann and White Spruce, western Red Cedar, Mountain Hemlock, birch, aspen, and cottonwood.

The Columbia River Wetlands are one of the largest contiguous wetland habitats in North America. They are comprised of 27,430 ha. of publicly and privately owned lands, including two large lakes, Columbia Lake, the headwaters of the Columbia River, an important water source for the Pacific Northwest region, and Windermere Lake. The floodplain is a contiguous mosaic of diverse wetlands, aquatic and riparian habitats, recognized as having regional, provincial, national, and international significance.

Their source is Columbia Lake and they stretch a distance of 180 Km north to Donald in the Rocky Mountain Trench. The Northern half of the Columbia River Wetlands are located in Area 'A' beginning just north of the Village of Spillimacheen and stretching for 80 km north to Donald. The Columbia River is the fourth largest river system in North America, draining more than 670,000 square km. The Rocky Mountain Trench varies from three to five kilometres wide, and the Columbia River floodplain meanders within the trench with a low gradient of 19 cm per km. creating sloughs and ponds and carrying a large sediment load of 6,000 tons per square km annually.

There are 17 species of fish as well as white-tailed deer, Elk and Moose. Other mammals include cougar, wolf, coyote, beaver, muskrat, mink and otter. Many species of hawks, owls and eagles can also be found.

The upper Columbia River Wetlands have been declared a Wildlife Management Area, and achieved international status on June 5, 2005 when it was designated a World Ramsar Site. Any developments contemplated in this plan will be compatible with the Management Plan for the Columbia River Wetlands.

**Table 1: Red and Blue Listed Species<sup>5</sup>**

List	Scientific Name	Common Name	Location	
<b>Vascular Plants</b>				
1	Red	Chenopodium atrovirens	Dark Lamb's Quarters	Palliser - 23 miles west of Field
2	Red	Chenopodium atrovirens	Dark Lamb's Quarters	Outskirts of Golden
3	Red	Carex crawei	Crawe's Sedge	Golden, 20m E of Columbia River near airport
4	Red	Carex crawei	Crawe's Sedge	Kinbasket Lake –Canoe Reach, Big Bend swamp near auto camp
5	Red	Pellaea gastonyi	Gastony's Cliff-brake	Kinbasket Mountain by Kinbasket River NW of Golden
6	Red	Solidago gigantea ssp. serotina	Smooth Goldenrod	Golden
7	Red	Lomatium triternatum ssp. platycarpum	Nine-leaved Desert Parsley	Golden, 4.7 km E, in Kicking Horse Canyon, Hwy 1 on steep sandy south slope
8	Blue	Muhlenbergia glomerata	Marsh Muhly	Help Lake, 24 miles NM of Donald, Marshy edge of Lake
9	Blue	Melica smithii	Smith's Melic	Mid-Porcupine Creek valley
10	Blue	Carex incurviformis var. incurvinformis	Curved-spiked Sedge	Kinbasket Mountain, SE of peak
11	Blue	Megalodonta beckii var. beckii	Water Marigold	Castledale, Golden Area, pond at right past Gibson Road
12	Blue	Solidago nemoralis ssp. Longipetiolata	Field Goldenrod	Golden, rotary Trail in moist meadow near railroad tracks
13	Blue	Carex petricosa	Rock-dwelling Sedge	Ross Lake
<b>Vertebrates</b>				
14	Red	Rangifer tarandus	Caribou (Southern Pop.)	Widespread, but rare in Northern portion of Area 'A' and Silent Pass area.
15	Red	Taxidea taxus	Badger	Harrogate
16	Blue	Buteo platypterus	Broad-Winged Hawk	Bobby Burns Creek

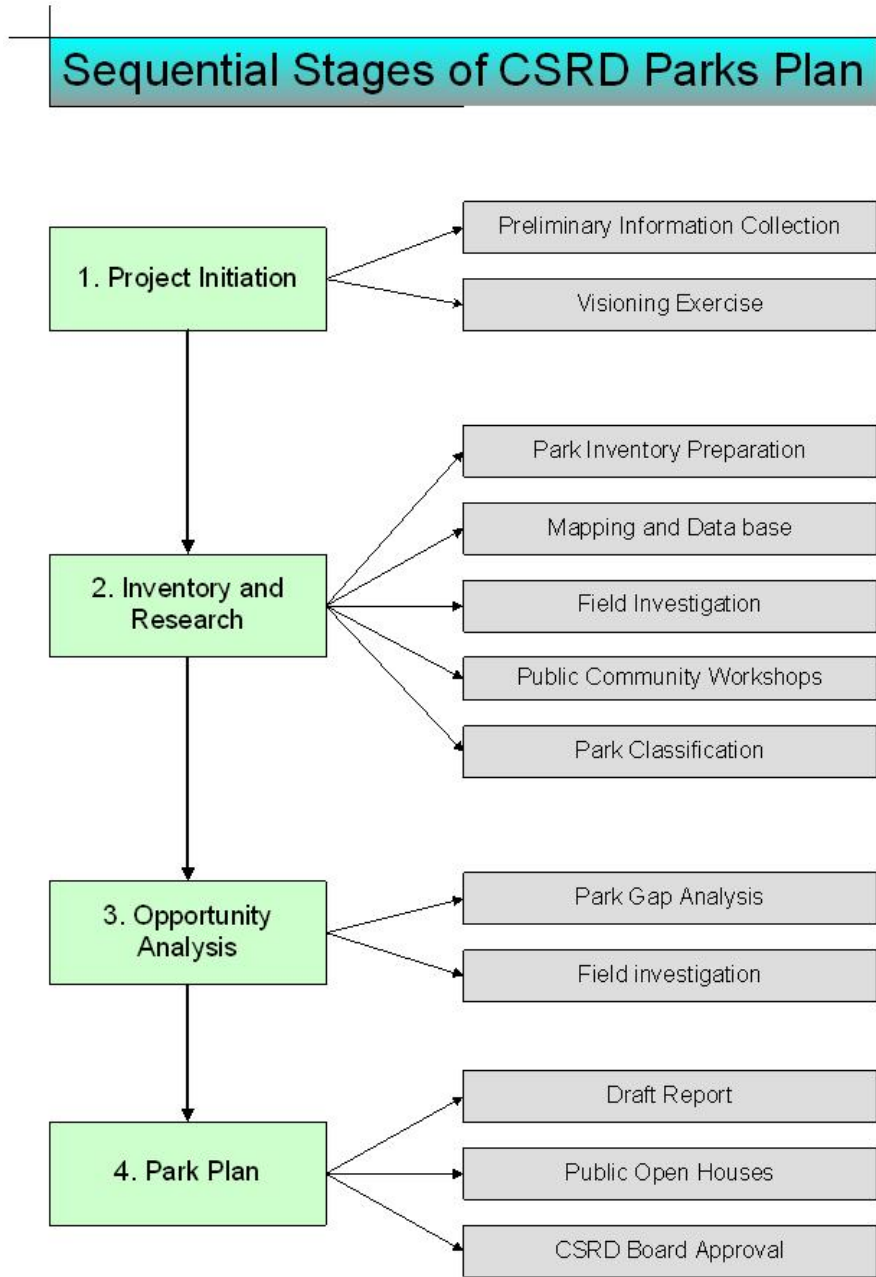
Of the listed species above, some may fall within the proposed new Area 'A' parks outlined in this report. Further investigation is required to verify presence and determine precise locations of red and blue-listed species and their significance for possible inclusion within CSRD Area 'A' conservation or special feature parks.

<sup>5</sup> Red and Blue listed species, and Rare Element Occurrences supplied by BC Conservation Data Centre, Victoria, B.C.

## 2.0 Study Methodology

The development of this Parks Plan followed a sequential approach, building the plan by a series of steps. The following graphic illustrates this sequential process.

**Figure 3: Sequential Stages of Area 'A' Parks Plan**



## 2.1 Public / Community Consultations Summary

Community involvement and participation in the development of the Area 'A' Parks Plan was critical to its successful completion because:

- Residents and other stakeholders in the area are the best sources of information;
- Community buy-in, which is essential to the success of the final product, can only be elicited through on-going consultation from the start of the project; and,
- Area 'A' communities and their residents will be the ultimate users of the final product.

Therefore, a comprehensive public consultation process was employed that included a number of traditional and innovative ways to ensure the community was continuously informed about and involved in the process. These consultation processes included:

- Newspaper advertisements, and community bulletin boards;
- "visioning" process;
- Five public/community workshops held at different times of the year in Parson (July 25, 2006) Nicholson (July 26, 2006), Golden (July 31, 2006), Blaeberry (August 1, 2006) and Golden (November 21, 2006);
- Meetings with the Area 'A' Parks Plan Advisory Committee – June 13, 2006, November 21, 2006;
- Web review option for draft report;
- Review copies in community libraries, municipal halls, and recreation/community centres (open public review);
- Public open houses in Parson (February 28, 2007) Nicholson (March 1, 2007) Golden (March 12, 2007), and Blaeberry (March 13, 2007); to gather feedback on the study ;
- Comment forms for written public feedback and suggestions;
- Review and approval by the CSRD Regional Board.

As a result, this final report has been developed with continuous public input and revised several times to incorporate suggestions from individuals, organizations, the Area 'A' Parks Plan Advisory Committee and the residents of the Area 'A'.

### 3.0 Focus Group Visioning Exercise

Developing a common vision for the Parks Plan in Area 'A' was a critical first step in the planning process. Vision statements help to articulate societal values. An agreed upon common vision determines the framework for later discussion of specific issues and development concepts. All future debate, in fact, can be referred back to the vision, and ideas can be validated against their compatibility with the vision.

In June 2006, a meeting was held with a focus group of interested citizens that have interests, concerns and/or special knowledge about Area 'A'. Reflecting on the strengths and weaknesses of the existing park system, the workshop participants partook in an exercise to draft a vision of an "ideal" park system that could be developed to respond to what the group perceives to be special and important for the broader community. The vision statement that emerged from that exercise was subsequently reviewed and amended by the public-at-large, and is presented below.



**Visioning Group – June 13, 2006 at Golden Town Hall Meeting Room**



## **Electoral Area 'A' Vision Statement**

***This vision statement projects up to 20 years and more into the future to describe what a visitor to Area 'A' Parks would expect to find at that time - it does not describe what is found today. The vision provides a conceptual context for defining the ideal conservation, recreation and cultural roles of Area 'A' parks and trails. Through understanding and appreciation of this vision, the public will be able to learn about the parks and enjoy appropriate activities, and those responsible for managing the parks will be able to better maintain the park settings and values for future generations.***

### **Vision Statement**

*The Area 'A' parks system is built from an ecological systems perspective and puts conservation values first. Low impact use ensures that green space and nature considerations take priority over commercial development.*

*Our trails are well maintained and well signed. The valley communities are linked by a network of summer and winter trail loops that include the east, west and north benches from Donald to Parson. Heritage trails are recognized and form an integral part of the trail network. Trails are appropriately designated for non-motorized and motorized use and in some cases multiple use prevails where all users co-exists in harmony with each other and the natural environment.*

*Our community recreation parks provide playgrounds, sports fields and other amenities that provide focal points for our communities and enhance community spirit.*

*Canoe and kayak routes are identified and preserved along the waterways that include small designated campsites and well signed launch/pick-up sites for ease of access and use.*

*Our parks provide core conservation areas and wildlife corridors to protect wilderness and aesthetic values. Key nodes along our trails and in our parks provide rest areas with interpretive signs and opportunities for nature appreciation and outdoor learning.*

*Heritage features are preserved and present important examples of early exploration, pioneer history and guiding history of the area.*

*Area 'A' Residents, community groups, non-profit organizations and local businesses are actively engaged in public / private partnerships that promote the sound management and operation of the parks and trails.*

## 4.0 Park Opportunity Analysis and Classification System

Most park systems are predicated upon a classification system that defines the characteristics of each type of park category (e.g. community playgrounds, natural recreation parks, wilderness parks, etc.), and a set of park standards which help to define the minimally acceptable levels of service and facilities for each category.

During the previous CSRD Parks Planning processes, a Park Classification System was developed that represents the unique characteristics of the Columbia Shuswap Regional District, and suggested a range of possible facilities and services that could be provided for each park. This classification system was developed with the knowledge that subsequent park studies were to be conducted in other Electoral Areas of the Regional District. While the relative emphasis may shift, the selected parks system categories can be applied in any of the Electoral Areas of the CSRD equally successfully. The draft park classification system was presented and discussed at five separate public workshops held in Area 'A' communities. The classification system below was agreed to be very appropriate for Area 'A'.

- **Waterfront Park** – provides access to and from the shores of lakes and waterways. Provides opportunities for beach activities, swimming, picnicking, canoeing/kayaking and where appropriate, boat launching.
- **Community Recreation Park** – provides opportunities for intensive recreation including arenas, sports fields, and playgrounds, in a residential community setting. May include facilities related to new “extreme” sports.
- **Trails** – a linear corridor that provides opportunities for non-motorized trail based activities including hiking, bicycling, horse back riding, cross country skiing, in a natural setting. Multi-purpose trails, including motorized use, may be designated where deemed appropriate.
- **Conservation Park** – a natural area that provides for low-impact outdoor recreation opportunities such as nature appreciation and wilderness hiking. Focus is more on conservation and protection of natural values of the area.
- **Special Feature Park** – Protects and presents a locally or regionally unique and significant natural and/or cultural feature such as First Nations or early settlement history, or provincially red listed species. Levels of visitor use and development are contingent upon the capacity of the “special feature” to withstand use.

The workshops also began to develop some of the detail for the Parks Plan, focusing on identifying a number of potential sites that would comprise the ideal park system. All sites identified in the workshops or from our inventory analysis were investigated in the field to confirm their potential or to identify any constraints to possible designation within an Area 'A' Parks Plan.

As a result, a total of **63** proposed park sites have been identified in the five park classification categories for the CSRD Area 'A' Parks Plan. The following sections (4.1 to 4.5) outline each of the proposed park sites within each category. Locations are depicted on the map located in the **rear pocket** of this report.

## 4.1 Waterfront Parks

The Columbia River and the numerous small lakes and rivers comprise an important component of the recreational amenities in Area 'A'. Not surprisingly, access to and from the waterfront was amongst the highest ranked issues that the public wanted resolved in the park planning process in Area 'A'. Residents perceived a large gap between the demand for waterfront parks (with amenities such as swimming beaches and boat ramps), and the supply that is available. The former BC Forest Service Recreation sites, now under the jurisdiction of the newly formed Ministry of Tourism, Sport and the Arts (MoTSA), have been in decline for many years since the funding was drastically reduced in 2001. Many of these sites were identified as having importance to local communities and the deterioration of their condition and access is a major concern. The public expressed a desire to have a certain number of these sites improved and properly maintained. Also, the Blaeberry River with its historic and natural values presents a unique opportunity to develop a recreational river experience with appropriate and well marked access and egress points.

Seventeen (17) waterfront parks are identified to meet the current and future demand. Negotiations will be required with provincial ministries to acquire tenure and develop these properties. In some cases, agreements with private property owners will be required where access or egress requires traversing private property.



Nine Bay Lake



Columbia River Access – Nicholson

**Table 2: Proposed Waterfront Parks**

<b>IdPlan</b>	<b>IdPark</b>	<b>Name</b>	<b>Location</b>	<b>Current Owner</b>
W1	adnk0002	Columbia River Access – Donald	TCH - Donald	MOT
W2	adnk0005	Abetibie Lake	Donald	Crown - Provincial
W3	azzk0013	Loon Lake Rec Site	Sillimacheen FSR	MoTSA
W4	adnk0007	Kinbasket Lake Boat Launch	Esplanade Bay (?)	CBT/Hydro/MoT
W5	abbk0004	Blaeberry River Pull-Out	Blaeberry Road West 14 Km north of Golden	Private
W6	abbk0011	Blaeberry River Waterway	Upper Crossing to Lower Crossing (12 km)	Crown Provincial
W7	azzk0005	Split Creek Rec Site	Blaeberry River	MoTSA
W8	azzk0006	Thompson Falls Rec Site	Blaeberry River	MoTSA
W9	agok0001	Confluence Park	Confluence of Columbia and Kicking Horse Rivers	Crown Provincial
W10	azzk0021	Wilbur Lake Rec Site	Spillimacheen FSR Km19	Crown Provincial
W11	anck0008	Columbia River Access - Nicholson	Nicholson Bridge	MoT
W12	anck0009	Mclsaac Property Water Access	Nicholson	Private
W13	anck0011	Cedar Lake Rec Site	West Bench	MoTSA
W14	apsk0004	Columbia River Access - Parson	Parson Bridge	MoT
W15	azzk0016	Nine Bay Lake Rec Site	End of Mitten Lake FSR	MoTSA
W16	azzk0015	Bittern Lake Rec Site	Mitten Lake FSR	MoTSA
W17	adnk0008	Susan Lake Rec. Site	Bush River FSR	MoTSA

The above proposed sites are adequate to meet current and expected demand for the foreseeable future. However, further examination of additional waterfront sites may be undertaken for future development of lake or river access, should increasing demand warrant. For details on proposed waterfront parks, please refer to [Appendix 2](#).

## 4.2 Community Recreation Parks

Community Recreation Parks serve the recreation needs of the community through the provision of such traditional amenities as ball fields, soccer fields, children’s playgrounds, picnic tables, and perhaps tennis courts and basketball hoops. This category may also include non-traditional or extreme sport amenities such as paragliding launch areas, winter skiing areas or mountain bike parks and trails. Area ‘A’ communities currently have very little in the way of traditional recreation park amenities. Parson has use of some privately owned recreation facilities such as a

ball diamond and tennis courts. These facilities are owned by Tembec Forest Products and are in very poor repair – receiving little or no maintenance. Columbia Valley Elementary School in Parson has recently been closed down and the building and grounds represent an opportunity for the community to partner with the school district for the provision of recreation and social amenities. Nicholson has an active elementary school that has some relatively new playground equipment and other recreational amenities. The public is able to use these facilities on an informal basis, but formal arrangements have not been made. Blaeberry, Donald and the North Bench communities have no recreational facilities whatsoever, and have to rely on facilities in Golden. This plan recommends the improvement of facilities in Parson and the establishment or improvement of several other community recreation parks for Area 'A'. This plan also considers the possibility of rural residents utilising facilities in Golden and providing contribution funding from the Area 'A' parks budget towards their support.

Four park areas have been dedicated by subdivision of properties in Area 'A'. One is located in the Blaeberry area, one is located in Kicking Horse Mountain Resort and two are located south of Nicholson along the edge of Highway 95. The Kicking Horse site is subject to constraints that preclude its divestiture. The other sites should be analyzed in further detail as they have limited park value and may be candidates for future sale or exchange. Revenues from sale would be used to purchase more suitable sites.

Communities will be consulted to determine specific interests such as baseball or soccer, or other priorities to meet their particular needs. Most proposed sites are already Provincial Crown, CSRD or community owned, or owned by the local School District; therefore acquisition costs should be relatively minor. If private land is required for park development, then market values will prevail. Development and maintenance costs will vary greatly depending on the stated needs of the respective communities. For details on these proposed parks, please refer to [Appendix 2](#).



Columbia Valley Elementary School - Parson



IOOB Campground - Blaeberry

**Table 3: Proposed Community / Recreation Parks**

IdPlan	IdPark	Name	Location	Current Owner
R1	apsk0001	Columbia Valley Elementary School Playground	Parson	Rocky Mountain School District # 6
R2	anck0001	Nicholson Elementary School	Nicholson	Rocky Mountain School District # 6
R3	anck0005	Mitchell Road (CSRD Property # 1)	10 km south of Nicholson	CSRD
R4	anck0004	Pagliaro Road (CSRD property # 2)	7 km south of Nicholson	CSRD
R5	abbk0002	Goat Crescent (CSRD Property # 3)	Off Short Road – South end, Blaeberry	CSRD
R6	abbk0009	IOOB Campground	Blaeberry River	Crown Provincial
R7	agok0003	Rodeo Grounds	Reflection Lake - Golden	Private – C & P Abbott Developments Ltd.
R8	anck0006	Kicking Horse Mountain Resort Park	Kicking Horse Mountain Resort	CSRD
R9	apsk0005	Tembec ball field and ice rink/tennis court	Parson	Tembec
R10	abbk0017	Blaeberry Recreation Park	Golden Donald Upper Road – Blaeberry Bridge Crossing	Private – Westwood Fibre Ltd.

### 4.3 Trails

Trails are linear corridors that recognize high priority values for hiking, horseback riding, mountain biking, skiing, and other outdoor activities. In Area 'A', trails were probably the most important requirement of the public for inclusion within the parks plan. This plan identifies twenty two (22) “areas of interest” for trail development for inclusion in the parks system. These areas of interest have been identified through public and interest group discussions; however, additional trail corridors may be identified in future for formal designation and inclusion as CSRD trails.

Trails on crown land will be managed through a trail management agreement with the Ministry of Tourism, Sport and the Arts (MoTSA). The CSRD may then look to some community organization, society, or non-profit group to be stewards of the trail(s) under the general direction of the Area 'A' Parks and Recreation Commission. [See Section 6.1](#) for details on management and administration.

A similar process can be used to designate additional trails in other areas of interest, when more information has been gathered and specific trail corridors have been identified for formal inclusion within the CSRD (trail) parks system. In some cases, private land may be involved and agreements will have to be negotiated with owners to permit access across their land. For details on trail areas of interest, please refer to [Appendix 2](#).

During the public consultations, the vast majority of interest was expressed in non-motorized trails. However, some trails may be suitable for multiple uses including motorized-use in some instances. The local snowmobile club has trail networks already established in areas such as Quartz Creek and Gorman Lake, and there is a lot of informal ATV use on existing forestry roads and trails in Area 'A'. The Golden Backcountry Recreation Access Plan (GBRAP) has already designated areas for motorized and non-motorized use. It is the intent of this plan to work within the context of the GBRAP to ensure compatibility with existing designations.

Also, there is an opportunity to partner with the provincial government (Ministry of Tourism, Sport and the Arts - MoTSA) in order to leverage funds for improvements to sites that are in need of upgrading. The Gorman Lake Recreation Site, Mount 7 Recreation Site, and Howse Pass Heritage Trail have been identified for improvements by MoTSA based on a general assessment of safety/environmental risks and recognition/support from the local community. According to the province, this list may be amended as factors such as weather, road access and opportunities to leverage more resources influence the priorities at the time improvements are ready to be undertaken.

The Columbia River Greenways Alliance (CRGA), a local nonprofit organization has a stated mission of *...development of a network of linear corridors of open natural spaces that maintain the wildlife habitat and recreational legacy of the region and enhance the ecological economic and community well-being of the upper Columbia valley.*<sup>6</sup> It is the intention of this plan to work with CRGA and other non-government and government organizations to establish trails linking natural sites along the Columbia River Valley within Area 'A'.



Gorman Lake Trail



Moberley Marsh Trail

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<sup>6</sup> [http://columbiarivergreenways.org/Greenways\\_mandate.html](http://columbiarivergreenways.org/Greenways_mandate.html)

**Table 4: Proposed Trail Corridor Parks**

<b>IdPlan</b>	<b>IdPark</b>	<b>Name</b>	<b>Location</b>	<b>Current Owner</b>
T1	abbk0005	Carlson Road Trail	Access to Blaeberry River	Crown - Provincial
T2	abbk0006	Hedberg Creek Trail	Hedberg Creek – Blaeberry River	Crown - Provincial
T3	abbk0007	Washout Creek Trail	Washout Creek – Blaeberry River	Crown - Provincial
T4	abbk0008	David Thompson Heritage Trail (Blaeberry River)	Adjacent to Blaeberry River from Howse Pass to Columbia River	Crown - Provincial
T5	abbk0012	Kettleston - Johnson Road Trail	East Bench – Blaeberry to Donald	Crown – Provincial & Private
T6	azzk0007	Mummery Glacier Trail	Upper Blaeberry River – Blaeberry FSR – 32.5 km	Crown - Provincial
T7	abbk0013	Hospital Creek Trail	Golden – behind Ramada Inn	Crown - Provincial
T8	azzk0008	Gorman Lake Trail	West Bench – Dogtooth FSR – 20 km	Crown - Provincial
T9	abbk0014	Moberley Marsh Trail	West side of Burges & James Gadsden Prov. Park	Crown - Provincial
T10	abbk0015	Moberley Mountain Trail	West slope of Moberley Mountain	Crown - Provincial
T11	abbk0016	Bergum Trail	Lower Blaeberry River	Crown - Provincial
T12	anck0007	Mount 7 Trails	Golden – Reflection Lake access to Mount 7 FSR	Crown - Provincial
T13	anck0010	Canyon Creek Trail	Nicholson – West Bench	Crown - Provincial
T14	anck0014	Moonraker Trails	West Bench	Crown - Provincial
T15	azzk0011	Emery Trail	SW of Nicholson – 12 Mile Creek FSR – 16 km.	Crown - Provincial
T16	azzk0012	West Bench Trail	West Bench – KHMR to Donald	Crown - Provincial
T17	azzk0014	Loon lake (Arnie's) Trail	Spillimacheen FSR – 20 km Loon Lake Area Trailhead	Crown - Provincial
T18	azzk0017	Harrogate Pass Trail	Harrogate	Crown - Provincial
T19	azzk0018	Silent Pass Trail	Spillimacheen FSR – 56 km.	Crown - Provincial
T20	azzk0019	Wolverine Pass Trail	Beaverfoot FSR – 43 km.	Crown - Provincial
T21	azzk0020	Certainty Mine Trail	Nicholson – 12 Mile Creek	Crown - Provincial
T22	azzk0026	Valenciennes Canyon Trail	Near junction of Bush and Valenciennes Rivers	Crown - Provincial



## 4.4 Conservation Parks

Conservation parks are identified to protect natural areas that have significant natural values and to provide low-key outdoor experiences that are compatible with the natural environment. They may contain sensitive or threatened ecosystems. They protect key green spaces that are important to the natural character of the area. Six areas have been identified at the present time, although further investigation may reveal other sites that are worthy of designation in this category.



Willowbank Mountain



Wiseman Lake

**Table 5: Proposed Conservation Parks**

IdPlan	IdPark	Name	Location	Current Owner
C1	adnk0003	Free Flowing Columbia River	15 km stretch of Columbia River from TCH to Kinbasket Lake	Crown - Provincial
C2	azzk0022	Giant Cedars	33.8 km north of Donald – Bush River FSR	Crown - Provincial
C3	abk0010	Willowbank Mountain	SW slope of Willowbank Mountain just north of Blaeberry River	Crown - Provincial
C4	azzk0009	Gorman Lake	20 km west of Golden – Dogtooth FSR	Crown - Provincial
C5	adnk0006	Wiseman Lake	5 km west of Donald	Crown - Provincial
C6	agok0002	Reflection Lake / Heron Rookery Viewpoint	1 km south of Golden	Crown - Provincial

Giant Cedars is an impressive stand of Western Red Cedar with an interpretive trail and viewing platform. Reflection Lake is an important waterfowl area just south of Golden, with an opportunity to develop a heron viewing site adjacent to Highway 95. Gorman Lake is a spectacular alpine lake in an alpine bowl with easy access via a short trail only 20 km from Golden. Willowbank Mountain is an important bird nesting

and rearing area on a southwest facing slope in a deciduous forest micro-environment. The Columbia River between the Trans Canada Highway and Kinbasket Lake is one of the last remaining free flowing stretches of the Columbia River. Wiseman Lake is a sensitive marsh/fen system with significant wildlife values. For details on these proposed areas, please refer to [Appendix 2](#).

#### 4.5 Special Feature Parks

Special Feature Parks are intended to preserve and present special or unique natural or cultural/historical features such as rare plants or wildlife habitat, or significant historical features. The level and type of development would depend entirely on the specific feature and its capability to support (and compatibility with) development. Some sites that protect rare or endangered species may not have any development or permit any visitors at certain times of the year. Others may require intensive development to portray the feature of significance to the public such as an historic building. Preliminary sites (see Table 6 below) have been identified as being of "interest", but need to be investigated further to determine their actual significance and potential for development as Special Feature Parks. For details on these proposed sites, please refer to [Appendix 2](#).



Donald Settlers Graveyard



Parson Community Hall

**Table 6: Proposed Special Feature Parks**

<b>IdPlan</b>	<b>IdPark</b>	<b>Name</b>	<b>Location</b>	<b>Current Owner</b>
S1	abbk0003	Moberley Marsh TCH Viewpoint	12 km north of Golden	Crown Provincial (MoT)
S2	aprk0002	Parson Community Hall	Parson	Parson Community Hall Society
S3	adnk0004	Donald Settlers Graveyard	Donald – adjacent to CPR Railway	Crown Provincial
S4	azzk0023	Bush Arm Hotspring	Bush Arm – Kinbasket Lake	Crown Provincial
S5	azzk0024	Icefall Brook / Mons Creek	60 Km North of Golden (by air)	Crown Provincial
S6	azzk0025	Martin Creek Mill	Blaeberry River	Crown Provincial
S7	azzk0010	Certainty Mine	12 Mile Creek	Crown Provincial
S8	anck0013	Carbonate Landing		Private

It is possible that further investigation may reveal other historic sites, or that one or more of the red and blue listed species (See Section 1.4 – Environmental Values) may warrant creation of a “Special Feature” park. Depending on the sensitivity of the species in question, public visitation and facility development may not be encouraged.

## 5.0 Implementation

Area 'A' is developing at a more rapid rate than in the past, particularly with the recent development of destination tourism and recreation amenities. Existing recreation sites are under increasing pressure and many of these sites are largely unmanaged. Parking, litter, noise and sanitation are increasing problems. The price of private lands that may be required is steadily increasing. Opportunities for establishing parks and preserving appropriate public access to the lakes and rivers are diminishing with each passing year. The CSRD recognizes the need to acquire land for community parks or trails by lease, easement, statutory right of way, license or permit with other agencies or property owners. As in other electoral areas, this will be an important tool in developing an Area 'A' Park system as many of the sites under consideration are not owned by the CSRD and will need to be acquired and managed through various forms of tenure.

Most sites identified in this plan are under some form of Provincial Crown status, and would be operated as CSRD parks under a **Nominal Rent Tenure** agreement such as a license of occupation or lease with the province. The province will also consider providing land to local governments in the form of **Free Crown Grants**. This is a preferred option as fee simple transfer of the land provides the greatest security for future investments in developing and operating the parks and trails. However, the province is demonstrating increasing reluctance to provide free crown grants and a convoluted and lengthy sponsorship application process is often required. The acquisition of private land through fee-simple purchase is another option although this will increase costs substantially.

Additionally, some parks, and particularly trails, may be operated through an agreement with the province (Ministry of Tourism, Sport and the Arts) or easement on private land. The CSRD may negotiate a statutory right-of-way across private property for the purpose of trail development and/or use. Such agreements typically absolve the owner of any liability for public use of their land and the CSRD becomes solely responsible for liability and construction & maintenance of the park or trail. There is also the potential to develop trail stewardship agreements with local volunteers or community groups.

### 5.1 Costs

The parks recommended here possess varying amounts of development necessary for safe and satisfactory visitor experiences. For example, IOOB Campground requires major upgrades and infrastructure replacement to restore the campground to operational status. Other sites may only require installation of picnic tables and garbage cans, or minor improvements and maintenance such as in the case of existing trails. Depending on site conditions, and preferred development levels, costs will vary from a few hundred dollars up to as much as \$50,000 or more if extensive development is required. However, this upper limit will be required for only a small number of parks.

Operating costs for items such as grass mowing, toilet maintenance (pumping), garbage collection and repairs for such items as signs and picnic tables are often underestimated. A range of \$3,000 to \$5,000 per site can be expected for sites with even a basic level of facility development. Where facility development is more extensive, such as in some community recreation parks with sports fields requiring irrigation systems, operating costs are typically higher, and can reach \$25,000 - \$50,000 per year.

The following “order of magnitude” cost categories have been developed to give the reader some appreciation for the range of possible costs associated with acquiring, developing and operating the proposed Area 'A' parks.

Cost Range	Category
Under \$3,000	1
\$3,000 - \$5,000	2
\$5,000- \$10,000	3
\$10,000 - \$25,000	4
\$25,000 - \$50,000	5
\$50,000 - \$100,000	6
\$100,000 - \$250,000	7
\$250,000 - \$500,000	8
\$500,000 - \$1,000,000	9
Over \$1,000,000	0
Unknown	Z
None	N

Appropriate cost categories have been assigned to each proposed park for acquisition, development and operations. Costs are identified for each park in [Appendix 1](#) along with recommended strategies for acquisition and suggested ideas for facility development.

The total projected cost range (in 2007 dollars) for implementing the Area 'A' Parks Plan over the next 20 years is presented below. It is based on summing the estimated low-end costs and high-end costs for all sites within each cost category (acquisition/development/ operation):

- **Acquisition costs** are expected to be low based on the assumption of no-cost or low-cost transfer of administration rights (such as Nominal Rent Tenures and Crown Grants) between levels of government. There is a small park acquisition reserve fund for Area 'A' which has a current balance of **\$87,500**. Monies are added to this fund when cash in lieu of park dedication is chosen by a property owner who is subdividing their property. This fund will be inadequate if private land is required for purchase as parkland.

- **Development costs** for Area 'A' parks and trails range from a low of approximately **\$1,046,000** to a potential high of **\$2,290,000**. Development costs will vary depending on the types of facilities demanded by local communities. Site conditions can also contribute to considerable variability in costs. Due to the high level of investment required, development will have to be phased in over many years.
- **Annual operational cost** for all parks range from a low of approximately **\$220,000** to a potential high of **\$420,000**. In addition, a re-capitalization fund should be established to accumulate a reserve for major maintenance that is required every few years. Annual contributions to the reserve should not be less than 10% of operational costs and would necessitate a further **\$22,000** to **\$42,000** per year.

These costs represent the funds required to develop and operate the entire parks system (except sites where costs are unknown) if it were fully operating in 2007. Since it will take several years to establish and develop many of the parks, less funding will be required in the early stages, and will have to match available funds. It is clear that generating adequate funds through tax revenues alone will be a challenge for Area 'A' to meet even the minimum annual operating costs of the completed parks and trails system.

## 5.2 Priorities for Implementation

A total of **63** potential parks and trails have been identified through this planning process. This is not intended as a static document, and more sites may be identified in the future. Clearly, immediate action cannot be taken on all proposed sites. Consequently, an *Implementation strategy* is required. The following factors were considered in assigning priorities for implementation:

- The public interest and desire to have a particular site established and developed as a park (priority setting exercise at open houses).
- Relative importance of each site compared to others within its' park classification category and across categories.
- Current availability (or lack of) of similar park settings as the proposed site,
- Current opportunities for acquisition or development.

The following priorities reflect the timeframes within which acquisition and/or development is recommended.

Priority	Implementation
High	Within 1-3 years
Medium	3-5 years
Low	> 5 years

The suggested priority for any park may change as site availability and other administrative opportunities arise in the future. Also, if private lands are required, the increased costs may force a reassessment of priorities in light of available funds. The following table summarizes the number of proposed parks in each of the priority categories.

**Table 7: Implementation Priority for Area 'A' Parks**

Priority	IdPlan	IdPark	Park Name	Park Classification Category
<b>14 High (within 1-3 years)</b>	W1	adnk0002	Columbia River Access - Donald	Waterfront
	W11	anck0008	Columbia River Access - Nicholson	Waterfront
	W14	apsk0004	Columbia River Access - Parson	Waterfront
	R1	apsk0001	Columbia Valley Elementary School	Recreation
	R2	anck0001	Nicholson Elementary School	Recreation
	R9	apsk0005	Tembec Ball Field/Tennis Court	Recreation
	R10	abbk0017	Blaeberry Recreation Park	Recreation
	T8	azzk0008	Gorman Lake Trail	Trail
	T12	anck0007	Mount 7 Trails	Trail
	T14	anck0014	Moonraker Trails	Trail
	C4	azzk0009	Gorman Lake	Conservation
	C6	agok0002	Reflection Lake	Conservation
	S2	Apsk0002	Parson Community Hall	Special Feature
	S3	adnk0004	Settlers Graveyard - Donald	Special Feature
<b>18 Medium (3-5 years)</b>	W2	adnk0005	Abetibie Lake	Waterfront
	W3	azzk0013	Loon Lake Rec Site	Waterfront
	W5	abbk0004	Blaeberry River Pull-out	Waterfront
	W6	abbk0011	Blaeberry River Waterway	Waterfront
	W9	agok0001	Confluence Park	Waterfront
	W13	anck0011	Cedar Lake Rec Site	Waterfront
	R7	agok0003	Rodeo Grounds	Recreation
	T6	azzk0007	Mummery Glacier Trail	Trail
	T4	abbk0008	David Thompson Heritage Trail	Trail
	T7	abbk0013	Hospital Creek Trail	Trail
	T9	abbk0014	Moberley Marsh Trail	Trail
	T13	anck0010	Canyon Creek Trail	Trail
	T17	azzk0014	Loon Lake (Arnie's/repeater) Trail	Trail
	T21	azzk0020	Certainty Mine Trail	Trail
	C3	Abbk0010	Willowbank Mountain	Conservation
	C5	Adnk0006	Wiseman Lake	Conservation
	S1	Abbk0003	Moberley Marsh TCH Pullout	Special Feature
	S5	Azzk0024	Icefall Brook	Special Feature

<b>31 Low (&gt; 5years)</b>	W4	adnk0007	Kinbasket Lake Boat Launch	Waterfront
	W7	azzk0005	Split Creek Rec Site	Waterfront
	W8	azzk0006	Thompson Falls Rec Site	Waterfront
	W10	Azzk0021	Wilbur Lake Rec Site	Waterfront
	W12	anck0009	Mclsaac Property Water Access	Waterfront
	W15	azzk0016	Nine Bay Lake Rec Site	Waterfront
	W16	azzk0015	Bittern Lake Rec Site	Waterfront
	W17	adnk0008	Susan Lake	Waterfront
	R3	anck0005	Mitchell Road (CSRD Property #1)	Recreation
	R4	anck0004	Pagliari Road (CSRD Property #2)	Recreation
	R5	abbk0002	Goat Crescent (CSRD Property #3)	Recreation
	R6	abbk0009	IOOB Campground	Recreation
	R8	anck0006	Kicking Horse Mtn. Resort Park	Recreation
	T1	abbk0005	Carlson Road Trail	Trail
	T2	abbk0006	Hedberg Creek Trail	Trail
	T3	abbk0003	Washout Creek Trail	Trail
	T5	abbk0012	Kettleston/Johnson Road Trail	Trail
	T10	abbk0015	Moberley Mountain Trail	Trail
	T11	abbk0016	Bergum Trail	Trail
	T15	azzk0011	Emery Trail	Trail
	T16	azzk0012	West Bench Trail	Trail
	T18	azzk0017	Harrogate Pass Trail	Trail
	T19	azzk0018	Silent Pass Trail	Trail
	T20	azzk0019	Wolverine Pass Trail	Trail
	T22	azzk0026	Valenciennes Canyon Trail	Trail
	C1	adnk0003	Columbia River (TCH-Kinbasket)	Conservation
	C2	azzk0022	Giant Cedars	Conservation
	S4	azzk0023	Bush Arm Hotspring	Special Feature
	S6	azzk0025	Martin Creek Mill	Special Feature
	S7	azzk0010	Certainty Mine	Special Feature
	S8	anck0013	Carbonate Landing	Special Feature

### 5.3 Regional Parks versus Community Parks

#### **Regional Parks**

The *regional parks* function in British Columbia was formerly provided by Regional Districts through the *Park (Regional) Act*. This Act provided direction regarding the powers of the district, terms of leases and agreements, requisition amounts, borrowing powers, expenditures for parks and approval of bylaws. This act has now been repealed and has been supplanted by regulations under the *Local Government Act*. Prior to August, 2000 regional parks were enabled as an extended service under section 799(1)(k) of the Local Government Act, and community parks were enabled as a local service under section 798(1)(e). However, the new broad service powers no longer require regional districts to make this distinction.

#### **Community Parks**

The community parks function is exercised under the authority of a bylaw establishing the service. Bylaw 5209, adopted in 1996 established a community park service in Area 'A' along with the other 5 Electoral Areas. The purpose of a community park is to serve the recreational needs of a community and provide a



variety of informal, passive and active recreational opportunities. The focus in the past was usually limited to community boundaries and activities that met the immediate recreation needs of the population of the community such as, playgrounds and sports fields. Clearly the expressed needs of Area 'A' communities go far beyond this limited scope and include a strong desire for waterfront access (swimming beaches and boat launches), trail opportunities, and natural and cultural heritage conservation.

In order to accomplish this goal, the regional district will have to acquire and operate parks both on dedicated parkland it already owns, and on land it does not own. The regional district currently owns only three small areas within Area 'A' that are dedicated as parkland. Under Section 176 of the *Local Government Act*, regional districts possess broad corporate powers to “*acquire, hold, manage and dispose of land, improvements, personal property or other property, and any interest or right in or with respect to that property*”.

The majority of candidate Area 'A' parks identified in this plan occurs on land that is not owned by the CSRD, e.g. Ministry of Transportation (MoT) accesses to the Columbia River at bridge crossings. Acquiring selected sites for development as community parks requires a ***License of Occupation*** with MoT permitting CSRD to construct facilities and operate them for park and recreation purposes, or with Ministry of Agriculture & Lands (Integrated Land Management Bureau). Other sites may be under the jurisdiction of other provincial agencies and long term licenses or lease will need to be negotiated with them in a similar fashion.

### **Area 'A' Parks**

In adopting the proposed parks system for Area 'A', the CSRD is implementing a “Community Parks” function rather than the “Regional Parks” function, even though, as mentioned above, there is no longer a requirement to make this distinction. This is still pertinent, however, due to the historic difference in funding mechanisms for these two functions. Regional parks, because of their importance to the “region” including the municipalities within them, are typically funded by both regional and municipal governments. Community parks, which primarily serve the local communities, are usually funded solely by the Regional District because the (unincorporated) communities within them have no powers of taxation to support services such as community parks.

Ultimately, in Area 'A', a number of the parks identified in this plan could become “regional” parks if the CSRD chooses to implement this service. The others would remain as “community” parks. Some time in the future, the following Area 'A' parks could be considered for inclusion in a regional parks system. Others may be added on the basis of further investigation.

**Table 8: Potential Regional Parks**

Park Name	Park Category	Reason for park's regional significance
Confluence Park	Waterfront	This area has potential to be a local and regional destination for waterfront recreation purposes.
Reflection Lake	Conservation	This site has significant wildlife values and is a regional destination for wildlife viewing and hiking/biking enthusiasts.
Blaeberry River	Waterfront	This 15 km stretch of river has scenic and historic significance
Mount 7 Trails	Trails	This area is already a regional destination for paragliding and mountain biking.
Gorman Lake	Conservation / Trails	This spectacular alpine lake is a popular hike for local and regional outdoor enthusiasts.
David Thompson Heritage Trail	Trails	This trail from Howse pass to the Columbia River has national historic importance and could become a destination hike for tourists as well as local and regional residents.
IOOB Campground	Recreation	If returned to an operational campground this attractive site could become a regional camping destination.
Icefall Brook	Special Feature / Conservation	Spectacular scenery and glacial/geomorphologic features make this area of regional significance.
Donald (Settlers) Graveyard	Special Feature	This pioneers graveyard contains graves of many of the early settlers to the Columbia River Valley and has regional historic significance.

## 6.0 Park Management and Operation

Parks systems can be managed and administered by a variety of different models. For example, BC Parks operates its front country campgrounds through a public-private partnership with private business companies. The provincial crown retains ownership of the provincial park lands, but contracts out the operation and maintenance of parks. Parks Canada, on the other hand, uses an administrative model that has agency staff undertaking all of the required work necessary to plan, manage and operate its national parks.

The proposed community parks of Area 'A' will be managed and administered by a volunteer Parks and Recreation Commission with delegated powers from the CSRD Board of Directors. The commission will be supported by CSRD staff members.

### 6.1 Parks and Recreation Commissions

Historically, the Regional District has entrusted the development, operation or maintenance of community parks to Parks and Recreation Commissions. As noted in [Section 1.2](#) the first parks in the Regional District have been operated by Parks Commissions. This is consistent with the philosophy that the parks belong to the people and should be guided by local residents.

In the near future, the Area 'A' Parks and Recreation Commission will be established to oversee the management, operation and administration of all parks and trails within Area 'A'. An independent review of the roles and responsibilities of Parks and Recreation Commissions is being conducted in early 2007 which will clarify and define the precise responsibilities of the Commission and draft a new establishment bylaw.

It is the current practice that Commissions consist of (usually a maximum of nine) voting members with one vote each as follows:

- Initially, nine (9) individuals are appointed by the CSRD Board on the recommendation of the Electoral Area Director commencing with the implementation of a bylaw (four with terms expiring at the first annual general meeting and five with terms expiring at the subsequent annual general meeting); thereafter, members will be elected by the public at a duly advertised annual general meeting with their term commencing at the annual general meeting;
- The Electoral Area Director representing the local Electoral Area is an ex-officio non-voting member.

The Commissions are responsible for organizing, advertising locally, and holding an annual general meeting (AGM) each year. The Commission has to prepare an annual budget that includes estimates of the cost of acquisition, development, maintenance and operation of community parks and of the organization and conduct of any community recreational programs, together with estimates of expected

revenues, and submit the expenditure and revenue estimates for the approval of the Board and for inclusion in the Regional District's Five Year Financial Plan.

CSRD Parks staff provide support to the Parks Commission and conduct park administration and operations on behalf of the Commission and Board of Directors. This includes a host of permit applications, designing and implementing park facility concepts, and hiring and supervising park development contractors, seasonal maintenance staff and any additional grounds keeping or maintenance contractors as necessary.

## 6.2 Ownership of Park Land

The proposed parks for Area 'A' can be developed, managed and operated in a variety of different ways depending upon three important factors:

- Ownership of the park land,
- Administrative models for operating the parks,
- Funding mechanisms for acquiring and operating the parks.

There are two basic options available to the CSRD with respect to the ownership of parks lands that will be part of the Area 'A' parks system. The parks can be established on lands that are currently owned or acquired by the CSRD, or on lands that the CSRD does not own but enters into a long term legal agreement with the appropriate government jurisdiction or property owner (See [Section 5.3](#) – Community Parks). This is facilitated by the adoption of BC Regulation 361/2004 by the provincial cabinet, on July 22, 2004, granting Regional Districts the additional power to acquire, by lease, easement, statutory right-of-way, license or permit, an interest in land to be used for a regional park or a regional trail service.

### **Note: Parks and Trails on Private Property**

**Any park or trail suggestions in the plan that are within or cross private property are subject to the approval of the owners and will not be developed without their expressed consent and agreement.**

## 6.3 Operations and Maintenance

### **Contracted Maintenance**

The CSRD currently operates and maintains its parks through maintenance contractors who submit bids based on public tenders. Contracts typically average three years in length, but may range from one to five years in duration. The work will be carried out by a contractor according to specifications in the contract and the contractor must supply all equipment necessary to perform the duties and meet the required standards of service. Contractors generally provide the needed service without the CSRD having to acquire and maintain the equipment necessary to provide the service. The CSRD, however, has purchased maintenance equipment in some parks and supplies it to the contractors on an as needed basis. The contractor

is responsible for ensuring the maintenance of the equipment, but submits the bills to the CSR D. Contractors require supervision and there is a lot of administrative work associated with frequently recurring tasks such as putting out requests for tender, preparing contracts and requests to the board for permission to enter the contracts, and amending contracts for unforeseen small jobs that are outside of contract specifications.

### **Staff Maintenance**

Another approach is to hire staff to undertake the operations and maintenance of a park or number of parks. With this approach, staff become the operator and custodian of the parks and are responsible for all operations and maintenance tasks. Staff are trained to a standard level and take an ownership in the organization as well as the service they are providing. They provide flexibility in that they can be deployed to do work that is outside of normal parameters as needed. They also provide a level of consistency that is more difficult to achieve with contractors. Dealing with the public is generally better managed by staff that are recruited and trained with interpersonal skills that are commensurate with the challenge of public and community communications.

## **6.4 Funding**

Tax revenues are the current source of base funding for community parks. Other sources may be used at some point to enhance facilities or services for specific purposes (e.g. day use fees, donations, corporate sponsorship). These sources would have to be studied and recommended by the Area 'A' Parks and Recreation Commission and be approved by the CSR D Regional Board on a case by case basis.

Existing CSR D Bylaw 5209, adopted in 1996, permits a levy of \$0.30 per \$1,000 on assessed property values, and would raise approximately \$140,000 in Area 'A' (based on 2006 property assessment values). This would fall in the low-range of necessary funds to develop and operate the proposed Area 'A' Parks system. Park sites would have to be prioritized and development will have to be phased in as funds become available.

## **6.5 Future Planning Requirements**

This document articulates and describes an "ideal" park system for Area 'A' for the next 10-20 years or more. Future zoning bylaws and Official Community Plans should refer to this plan in drafting parkland definitions and identifying locations for park zones.

## 7.0 Conclusion and Recommendations

Electoral Area 'A' is a very large area, with a diversity of small communities, and complex array of landscapes from marshy bottomlands to remote alpine peaks. By initiating the parks planning process for Area 'A' of the CSRD, the Regional Board of Directors has taken a leadership role in assisting residents in defining the type of parks system that is most appropriate for their local needs and conditions.

A critical part of this planning process has been the involvement of the public in developing the vision for Area 'A' parks, and in identifying the number, location and priority for the development of parks and trails. It is a vision that emphasizes the need to develop trail corridors and public access to watercourses, the development of local community parks to provide needed recreation amenities for public enjoyment, and the need and importance of protecting unique and special natural and cultural features found within Area 'A'. However, due to the large number of candidate parks and trails identified in this plan, and the relatively small rural tax base that is available to support the plan, it will be necessary to seek and develop a variety of partnerships with government, NGO, community and private institutions for the vision to be fully realized.

The following recommendations relate specifically to the implementation of this plan.

1. Discussions should be initiated immediately with provincial staff of the agencies who are current owners of many of the properties identified in this study to negotiate long term leases/licenses or to make application for free crown grants.
2. Partnerships should be investigated with other levels of government, community organizations, user groups and private business to leverage funds and provide additional means to develop, operate and maintain parks and trails.
3. Further investigations are needed to verify presence and determine precise locations of red and blue-listed species and their significance for possible inclusion within CSRD conservation parks.
4. Further consultation should take place with local communities to identify priorities and specific facility developments so that the specific needs of the communities can be met.
5. Policies and regulations should be developed that clarify appropriate activities and levels of service to be provided in each park classification category.

## Appendix 1: Estimated Costs for Area 'A' Parks

	Acquisition		Development		Operation	
	Low	High	Low	High	Low	High
<b>Waterfront</b>						
Columbia River Access - Parson	0	300	25,000	50,000	3,000	5,000
Bittern Lake Rec Site	0	300	10,000	25,000	3,000	5,000
Nine Bay Lake Rec Site	0	300	10,000	25,000	3,000	5,000
Loon Lake Rec Site	0	300	10,000	25,000	3,000	5,000
Columbia River Access - Nicholson	0	300	25,000	50,000	3,000	5,000
Cedar Lake Rec Site	0	300	25,000	50,000	3,000	5,000
Mclsaac Property Water Access	0	2,000	25,000	50,000	3,000	5,000
Kinbasket Lake Boat Launch	300	1,000	50,000	100,000	3,000	5,000
Confluence Park	300	1,000	100,000	250,000	10,000	25,000
Blaeberry River Pull-Out	0	2,000	10,000	25,000	3,000	5,000
Split Creek Rec Site	0	300	10,000	25,000	3,000	5,000
Thompson Falls Rec Site	0	300	10,000	25,000	3,000	5,000
Blaeberry River Waterway	300	1,500	25,000	50,000	5,000	10,000
Columbia River Access - Donald	300	1,000	25,000	50,000	3,000	5,000
Abetibie Lake	300	1,000	10,000	25,000	3,000	5,000
Wilbur Lake Rec Site	300	1,000	10,000	25,000	3,000	5,000
Susan lake Rec Site	300	1,000	10,000	25,000	3,000	5,000
<b>Community Recreation</b>						
Tembec Ball Field & Tennis Court	0	1,000	50,000	100,000	10,000	25,000
Columbia Valley Elemtry Sch-Parson	0	1,000	10,000	25,000	5,000	10,000
Nicholson Elementary School	0	1,000	0	10,000	5,000	10,000
Mitchell Road (CSR D Property #1)	0	0	0	0	0	0
Pagliaro Road (CSR D Property #2)	0	0	0	0	0	0
Rodeo Grounds	300	1,000	25,000	50,000	5,000	10,000
Kicking Horse Mountain Resort Park	0	0	50,000	100,000	10,000	25,000
IOOB Campground	300	1,000	50,000	100,000	5,000	10,000
Blaeberry Recreation Park	0	unknown	50,000	100,000	10,000	25,000
Goat Crescent (CSR D Property #3)	0	0	0	0	0	0
<b>Trails</b>						
Harrogate Pass Trail	0	300	10,000	25,000	3,000	5,000
Loon Lake (Arnie's) Trail	0	300	25,000	50,000	3,000	5,000
Silent Pass Trail	0	300	5,000	10,000	3,000	5,000
Wolverine Pass Trail	0	300	3,000	5,000	3,000	5,000
Mount 7 Trails	0	300	10,000	25,000	5,000	10,000
Moonraker Trails	0	300	5,000	10,000	3,000	5,000
Canyon Creek Trail	0	300	5,000	10,000	3,000	5,000
Emery Trail	0	300	10,000	25,000	3,000	5,000
West Bench Trail	0	300	10,000	25,000	3,000	5,000
Hospital Creek Trail	0	300	10,000	25,000	3,000	5,000
Gorman Lake Trail	0	300	25,000	50,000	3,000	5,000
David Thompson Heritage Trail	0	5,000	50,000	100,000	10,000	25,000
Hedberg Creek Trail	0	300	10,000	25,000	3,000	5,000
Washout Creek Trail	0	300	10,000	25,000	3,000	5,000
Kettleston / Johnson Road Trail	0	300	25,000	50,000	3,000	5,000
Moberley Marsh Trail	0	300	10,000	25,000	3,000	5,000
Moberley Mountain Trail	0	300	10,000	25,000	3,000	5,000
Carlson Road Trail	0	300	10,000	25,000	3,000	5,000
Bergum Trail	0	300	10,000	25,000	3,000	5,000
Mummery Glacier Trail	0	300	10,000	25,000	3,000	5,000
Certainty Mine Trail	0	300	10,000	25,000	3,000	5,000
Valenciennes Canyon Trail	0	300	10,000	25,000	3,000	5,000
<b>Conservation</b>						
Giant Cedars	300	1,000	5,000	10,000	3,000	5,000
Reflection Lake / Heron Rookery	300	1,000	25,000	50,000	3,000	5,000
Gorman Lake	300	1,000	5,000	10,000	3,000	5,000
Willowbank Mountain	300	1,000	10000	25000	3,000	5,000
Columbia River (TCH - Kinbasket)	300	1,000	3,000	5,000	3,000	5,000
Wiseman Lakes	300	1,000	25,000	50,000	3,000	5,000
<b>Special Feature</b>						
Carbonate Landing	0	unknown	unknown	unknown	unknown	unknown
Parson Community Hall	0	unknown	unknown	unknown	*	*
Certainty Mine	300	1,000	5,000	10,000	unknown	unknown
Bush Arm Hotspring	300	1,000	25,000	50,000	3,000	5,000
Moberley Marsh TCH Pull-Out	300	1,000	10,000	25,000	3,000	5,000
Donald Settlers Graveyard	300	1,000	5,000	10,000	3,000	5,000
Martin Creek Mill	300	1,000	10,000	25,000	3,000	5,000
Icefall Brook	300	1000	10,000	25,000	5,000	10,000
<b>TOTAL</b>	<b>6,300</b>	<b>42,200</b>	<b>1,046,000</b>	<b>2,290,000</b>	<b>220,000</b>	<b>420,000</b>

## Appendix 2: Proposed Parks for Area 'A'

Area 'A' Park Plan Maps: North Overview, South Overview, Donald/Blaeberry Inset, Golden/Nicholson Inset, Parson Inset

### Waterfront Parks

Columbia River Access – Parson	Confluence Park
Bittern Lake Rec Site	Blaeberry River Road Water Egress
Nine Bay Lake Rec Site	Split Creek Rec Site
Loon Lake Rec Site	Thompson falls Rec Site
Columbia River Access - Nicholson	Blaeberry river Waterway
Cedar Lake Rec site	Columbia River Access - Donald
Mclsaac Property Water Access	Abetibie Lake
Kinbasket Lake Boat Launch	Wilbur Lake Rec Site
Susan Lake Rec Site	

### Community / Recreation Parks

Tembed Ballfield / Tennis Courts	Goat Crescent
Columbia Valley Elem. School - Parson	Rodeo Grounds
Nicholson Elementary School	Kicking Horse Mtn. Resort Park
Pagliari Road	IOOB Campground
Mitchell Road	Blaeberry Recreation Park

### Trail Corridor Parks

Harrogate Pass Trail	Gorman Lake Trail
Loon Lake (Arnie's) Trail	David Thompson Heritage Trail
Silent Pass Trail	Hedberg Creek Trail
Wolverine Pass Trail	Washout Creek Trail
Mount 7 Trails	Kettleston / Johnson Road Trail
Moonraker Trails	Moberley Marsh trail
Canyon Creek Trail	Moberley Mountain trail
Emery Trail	Carlson Road Trail
West Bench Trail	Bergum Trail
Hospital Creek Trail	Mummery Glacier Trail
Valenciennes Canyon Trail	Certainty Mine Trail

### Conservation Parks

Giant Cedars	Willowbank Mountain
Reflection Lake	Columbia River (TCH – Kinbasket)
Gorman Lake	Wiseman Lake

### Special Feature Parks

Carbonate Landing	Martin Creek Mill
Parson Community Hall	Moberley Marsh TCH Pull-Out
Certainty Mine	Donald Settlers Graveyard
Bush Arm Hotspring	Icefall Brook