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Peak Planning Associates

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**[ DRAFT RECREATION  
MANAGEMENT PLAN:  
SHUSWAP, LITTLE SHUSWAP,  
MARA AND ADAMS LAKES ]**

## **ACKNOWLEDGEMENTS**

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Respectfully,

Sydney Johnsen, MCIP and John Hull, PhD (Peak Planning Associates)

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## I. INTRODUCTION

Outdoor recreation is defined as activities in the out of doors for the purpose of personal pleasure and satisfaction. The Shuswap Watershed in central British Columbia, Canada has supported outdoor recreation for decades where visitors and residents enjoy house boating, swimming, fishing, and visiting parks and beaches along the extensive network of rivers and lakes.

Historically, earlier recreation management approaches first considered recreation facilities and the quality of the recreationists' experiences through a user-based approach to management. Today, a more holistic recreation management planning approach that is 'benefits-based' is aimed at maximizing user benefits, while also supporting the region's social, economic and environmental quality. This approach recognizes that costs must be minimized for the accrual of overall net benefits. This Recreation Management Plan (RMP) strives to address 'management' of lake-based recreation in the Shuswap region, considering both the physical and social wellbeing of residents and visitors, and the overall social, economic and environmental health of the region.

The planning team was directed to integrate the following elements in the RMP:

- a vision for how public recreation resources will be used and managed
- identification of current and potential recreation interests and conflicts
- a list of recreation objectives, that include guidelines for public access, infrastructure needs, area zoning, and monitoring objectives.

The RMP is organised into these major sections:

- Section II summarizes the Vision and Mission statements and the Guiding Principles of the plan
- Section III outlines the six specific strategies for recreation management that include: Public Private Leadership; Recreation Environment; Recreation Economy; Recreation Experience; Recreation Infrastructure; and Recreation Regulation, Compliance and Enforcement
- Appendix A provides Table 1 – Implementation Priorities and Schedule and Table 2 - Implementation Responsibilities and Actions
- Appendix B provides the Introduction and Background, Strategic Approach, and the Planning Methodology

## II. VISION, MISSION, GUIDING PRINCIPLES

### A. Vision

*Desirable recreation experiences that are safe and sustainable*

### B. Mission

*To conserve and enhance the lake environment in a way that benefits the local economy and where residents and visitors enjoy safe, healthy and top quality recreational experiences.*

### C. Guiding Principles

The RMP

1. Supports flexible, integrated solutions through involvement of and respect for the beliefs and values of all key stakeholders through an ongoing coordinated and cooperative process.
2. Recognizes that economic, social, environmental costs & benefits should be balanced & equitable and that costs related to recreation management are affordable and shared
3. Supports decision-making based on best available information, leading to wise use of resources (e.g., money, time, natural resources).
4. Integrates with regional plans throughout the watershed; supports application of existing laws and regulations and suggests changes where needed.
5. Promotes education and awareness programs that increase the public's understanding of and appreciation for the lakes.
6. Recognizes that the lakes are a year-round, multi-use recreation asset. The RMP strategies support equitable economic, environmental and social conditions that allow residents and visitors to enjoy safe, sustainable open water-based recreation.
7. Aims to conserve what is unique, special and distinctive about the lakes. Safeguard the watershed's natural and cultural resources.
8. Supports and is supported by SLIPP'S [Water Quality](#) & [Shoreline](#) Plans as part of a comprehensive planning process.

### III. STRATEGIC DIRECTIONS AND GOALS

The major strategic directions with associated goals are provided in the following pages. A prioritized implementation schedule is available in Table 2 - Implementation Responsibilities & Actions.

#### A. Public Private Leadership

*Government agencies, industry sectors and non-government organizations share leadership to ensure that “safe and sustainable” recreation experiences are available and desired - today and in the future. Recreationists benefit from a seamless, invisible support system as a result of the public and private sectors working together with a common focus to maintain an appealing environment, attractive to residents and visitors. This in turn, supports a healthy recreation sector - an economic driver for the region.*

*At the time of writing, the SLIPP pilot project has just finished; a newly formed Shuswap Watershed Council, with a revised mandate will begin in 2014. At this time, there is no specific organization to drive implementation of this Recreation Management Plan – hence it will stay in ‘Draft’ mode. The implementation Table 2 suggests agencies/groups that could take on some implementation priorities.*

#### **Goal - The public and private sectors work together to implement the RMP**

- i) Develop closer links between agencies in the public and private sector
- ii) Establish, maintain and expand upon effective partnerships in lake management
  - a) Governments – Community, Regional, First Nations, Provincial & Federal
  - b) Non-government Organizations / Interest groups
  - c) Private Sector Businesses
- iii) Support efforts to clarify how waterways are managed by federal, provincial and local governments.
- iv) Raise awareness about the RMP

#### **Goal – A decision-making framework, based on best available information is used**

- i) Inventory, monitor and evaluate changes and trends affecting recreation on the lakes.
  - a) Engage universities to provide services such as evaluation, research and capacity building.
- ii) Implement a decision-making framework (e.g., consider [‘Kangaroo Island Tourism Optimization Management Model’](#), [‘Natural Step Framework’](#))
- iii) Evaluate implementation of all other strategic areas to assess current and future impact on:
  - a) implementation efforts and resources
  - b) a thriving recreation-based economy
  - c) a healthy recreation environment
  - d) high quality recreation experiences
  - e) satisfaction with recreation infrastructure

- f) need for regulation, compliance and enforcement efforts and resources.

**Goal – A coordinating body is in place to implement the Recreation Management Plan**

- i) Identify an organization and key individuals to be responsible for implementing the RMP. A cooperative and coordinated process is needed to successfully implement the RMP over the next 5-10 years; the optimal process respects the values of key stakeholders and supports the RMP principles (see Figure 1).

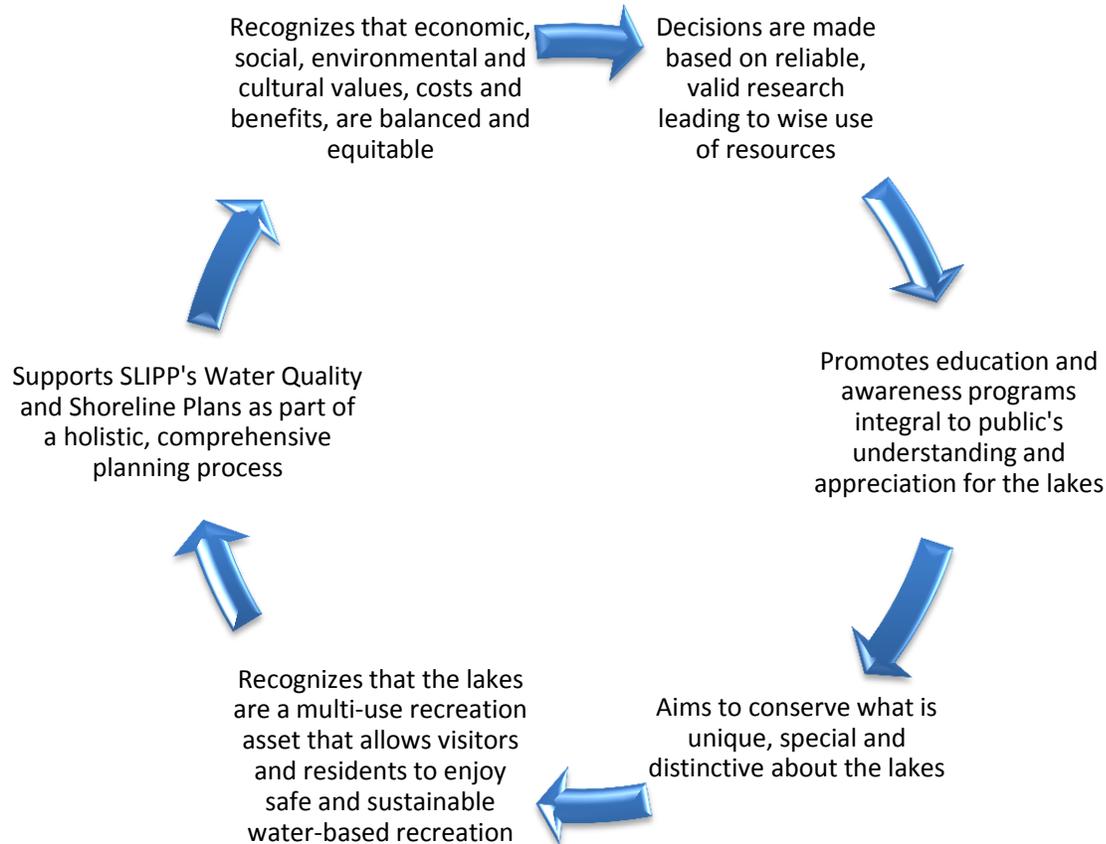


Figure 1 Cooperative and Coordinated SLIPP RMP Process

**Goal –Financial resources are available to implement the RMP**

- i) Identify financing mechanism for supporting planning and management efforts  
 ii) Seek opportunities to reduce and/or offset costs related to implementation of the RMP objectives  
 a) Consider raising dedicated funds through user pay systems (e.g., launch, tie up fees)  
 iii) Work with partners to secure and identify long term funding mechanisms<sup>1</sup>. Partners include:

<sup>1</sup> Feedback gathered through the planning phase suggest a number of options for long term funding mechanisms including:

- Users pay for boat launch, mooring, docks
- To fund programs/services, ask government to share portion of:

- a) Governments – Community, Regional, First Nations, Provincial, Federal
- b) Non-government Organizations / Interest groups
- c) Private Sector Businesses
- iv) Improve the transparency of financial reporting related to programs and activities

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- Foreshore lease fees
  - Provincial park use fees
  - gas tax
  - Add a tax on use of lakes for commercial users (currently the pay for use of land assets (e.g. parks)
  - Secure grants from funding sources (e.g., private corporations, institutions, foundations)

## B. Recreation Environment

*Recreationists play in the area's lakes for many reasons (beauty, warmth and perceived cleanliness of water, beaches and parks). Recreational activities impact the region – both positive and negative economic, environmental and social benefits and costs. Balancing the 'environmental paradox' is tricky: recreation relies on the quality of the ecological and social environments and because recreation activities have an impact – these need to be managed*

*Visitors are mobile and can change their mind on short notice if they believe a destination has undesirable qualities<sup>2</sup>. It is important to address foreseeable & preventable environmental issues before they become a problem. Minimize negative impacts & maximize positive impacts to gain a net benefit. Some marinas and houseboat companies have shown leadership in their attempts to keep the lake water clean. Public/Private leaders can encourage decision-makers to come together to support these efforts.*

### **Goal – Clean lake waters supports high quality recreational activities**

- i) Support efforts to ensure the lake water is clean (as it relates to public and environmental health) from non-recreational activities (See E3)
- ii) Identify public monitoring system to inform and educate recreational users about current quality of water in high use recreation areas
- iii) Increase recreationists' compliance with Federal and Provincial governments' grey and black water legislation
  - a) Identify cost sharing options to:
    - i) Support local governments' efforts to invest in community around the lakes with a sewer system in Blind Bay, Sorrento and Scotch Creek.
    - b) Provide pump out facilities for boaters
      - i) Short-term – work with marina owners to increase boaters' access to existing pump out facilities<sup>3</sup>
      - ii) Long-term – Invest in the capital cost of more pump-out facilities
        - (1) once community sewer systems are in place in Blind Bay, Sorrento and Scotch Creek.
        - (2) at Cinnemousin Narrows,
    - c) Support boat rental companies' efforts to better manage black/grey water disposal

### **Goal – Recreationists are aware of, and appreciate sensitive habitat areas**

- i) Establish appropriate recreational use and management guidelines for sensitive habitat areas identified through the Foreshore Development work<sup>4</sup>
- ii) Support a public awareness campaign, "Caring for the Shuswap Watershed, Ours to Protect" to educate recreationists about the importance of riparian habitat

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<sup>2</sup> To learn more about some of the problems faced on other lakes, read '[Review of Best Practices in Lake-Based Recreation](#)' study

<sup>3</sup> Located at: Anglemont, Captain's Village, Houseboat staging areas, Little River Boat World, Sicamous

<sup>4</sup> Feedback also suggests: Bughouse Bay at the end of Seymour Arm, Albas, Ansty Arm, Adams river outlet, Salmon River delta, Eagle River, Seymour River, Celist Creek, Shuswap River

- a) Support Shuswap Tourism’s branding and messaging efforts (Tourism Development Plan 2010)
- b) Use signage at key access points to engage and inform people (or on lake buoys)
- c) Raise recreationists’ awareness about their expected behaviours related to environmental stewardship practices through adoption of ‘Recreationists Code of Conduct’ (See Strategy F1)
- d) Support vacation rental zoning in areas where this is not currently in place (e.g. North Shore); zoning would identify vacation properties and make available opportunities to ensure guests are provided with information
- e) Consider starting a ‘[Streamkeepers](#)’ group
- iii) Monitor and evaluate environmental impact from recreation
- iv) Take appropriate remedial action as needed

### **Goal – Clean beaches & parks support high quality recreational activities**

- i) Explore options to encourage responsible recreationist behaviour through a public education program
  - i) Adopt & publicize a local code of conduct (e.g., ‘[Leave No Trace](#)’)
- ii) Support (and expand as needed) local beach cleanup efforts where needed.
  - a) Work closely with environmental action organizations and local volunteers
  - b) Integrate efforts with existing programs such as the [Great Canadian Shoreline Cleanup](#) and ‘Free Waste Days’ at local transfer stations
  - c) Explore adopting ‘[Blue Flag](#)’<sup>5</sup> certification [criteria](#) for monitoring and evaluation
  - d) Consider options to better manage geese droppings to protect recreationists health and enjoyment of the beaches and parks
- iii) Sanitation
  - a) Solid waste collection
    - i) Ensure containers to collect solid waste are available at beaches, parks and boat launches.
    - ii) Provide appropriate containers to separate recyclables and garbage
  - b) Washrooms
    - i) Identify current sites where there are no sanitary wash stations<sup>6</sup>
      - (1) Prioritize and develop where needed
    - ii) Monitor existing washrooms during maintenance cycle
      - (1) Determine where upgrading and additional maintenance is required

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<sup>5</sup> International certification programme that recognizes beaches with environmental management programs in place that provides for a safe recreational environments.

<sup>6</sup> Biggest problem is in marine parks

## C. Recreation Economy

*Intuitively we understand that recreation and tourism are economic engines for the region but the full scope and true value of recreation and tourism are not understood. To provide economic opportunities in the region, recreation and tourism's contribution to the economy needs to be better understood.*

### **Goal – Economic benefits and costs of recreation are understood**

- i) Conduct cost benefit assessment to better understand economic impact of the recreation sector.
  - a) (e.g., use [Tourism BC's 'Value of Tourism Model' as starting point](#))
- ii) Gather additional information related to economic impact of lake-based recreation and tourism (e.g., marinas, houseboats, fishing, second home owners, amenity migrants, parks, events)
- iii) Monitor and evaluate changes and trends over time.
- iv) Increase residents, public and private sectors' awareness and understanding of:
  - a) the economic cost/benefit of recreation opportunities balanced with other values
  - b) the role recreation plays in the local economy
  - c) of the changing demands for recreation

### **Goal – Recreation opportunities are maximized for net benefit to local region**

- i) Assess recreational opportunities in the context for their overall value to the local communities and the region (e.g., economic and social)
  - a) Understand the strengths and opportunities (e.g., income, employment, community pride) that may accrue
  - b) Identify the weaknesses and threats that might undermine key recreational assets (e.g., conflicts between different modes of transport, environmental damage, tolerance of lifestyle diversity)
- ii) Invest in maintenance and/or improvements to sustain and/or develop key recreational opportunities

### **Goal – The recreation economy throughout the region is supported**

- i) Support Shuswap Tourism (ST) Development Plan & Branding
- ii) Support emerging recreation opportunities (e.g., Shuswap Trail Alliance<sup>7</sup> (STA))
- iii) Expand the recreational use of the lakes over the shoulder seasons (Spring, Fall). Consider development/support for:
  - a) Expanding the availability of provincial campgrounds (e.g., extend season, improve reservation system)
  - b) Sport Tourism event (perhaps a lake based event) (ST, Objective 4.2.3)
  - c) Eco-tourists interested in learning more about the lake's ecology, history and FN culture; helping protect and preserve the lake (e.g., foreshore protection, non-polluting cleaning products, dock talk, Canada geese, invasive species) (See C2, D2)
- iv) Local businesses and residents provide top quality recreational experiences that are safe and sustainable

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<sup>7</sup> Along with land-based trails ('greenways'), STA is developing marine based trails ('blueways'). Trails are identified as a 'High' Product-Market Match for regional, short haul and long haul visitors (ST Table 2)

- a) Expand cooperative customer service training for recreational businesses
- v) Align recreation opportunities with ST, Thompson Okanagan Tourism Association (TOTA), Destination BC and Canadian Tourism Commission (CTC) product-market match strategies

## D. Recreation Experience

*The quality of the recreational experience on the lakes is key to the sustainability of this sector. Recreationists' participation in a spectrum of activity choices is motivated by a variety of personal benefits and social values<sup>8</sup>. All five senses contribute to the recreationist's perception of their overall experiences<sup>9</sup>. Good recreation management allows recreationists "to 'consume' a high quality, safe and enjoyable recreation experience."<sup>10</sup> Good recreation management facilitates opportunities for recreationists to enjoy high quality, safe and enjoyable recreation experiences and for the private sector to find opportunity in providing services.*

### Goal - Recreationists are safe

- i) Monitor reports on safety related issues (see F2).
  - a) Identify where and what type of safety issues arise for:
    - i) Boat based recreation related to:
      - (1) Dangerous water features (e.g., shallow channels)
      - (2) Heavily congested, mixed use areas that require extra vigilance (e.g. Copper Island)
      - (3) Marine weather
      - (4) Interaction with swimmers in designated swimming areas
        - (a) Ensure swimming areas have ropes between buoys
        - (b) Make swimming areas large enough to discourage swimming outside designated areas
        - (c) Encourage compliance with boat speed restrictions along shorelines (See F1 & 4)
- ii) Assess the need for safety education (see Section F. Recreation Awareness & Information Program)<sup>11</sup>.
  - a) If warranted, develop a Safety Campaign to inform recreationists of the need for responsible behaviour on the water
    - i) Identify the most efficient means to distribute safety campaign to specific target markets (e.g., seasonal & permanent residents, visitors)
    - ii) Partner with rental companies (e.g., boat, short-term accommodation) to educate renters on desired behaviour
    - iii) Provide boaters with alternative learning options related to the Pleasure Craft Operator Card
      - (1) Work with Transport Canada to improve safety outcomes for the online Pleasure Craft Operator Card.
      - (2) Encourage availability of face-to-face boater education opportunities; work with volunteer organizations to ensure boating education is available (e.g., Power Squadron, Kelowna/Kamloops Yacht Club, Shuswap Paddle Association, Shuswap Community Association)

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<sup>8</sup> See the Canadian Tourism Commissions market segment tool which looks at visitor's psychographics (see [Explorer Quotient \(EQ\)](#))

<sup>9</sup> To learn more, see [Water and Land Recreation Opportunity Spectrum \(2011\)](#)

<sup>10</sup> Water and Land Recreation Opportunity Spectrum (2011), p 5

<sup>11</sup> Link to Water Quality Program 4<sup>th</sup> goal to enhance safety on the water

### **Goal - Locations around the lakes are zoned for key recreational experiences**

- i) Identify 'Recreational Management Zones' around the lakes. Select locations for their suitability for a variety of key recreational experiences (e.g., wildlife viewing activities, waterski course, non-motorized boating – kayak/canoe route)
- ii) Support with appropriate guidelines to minimize natural and social disturbances
  - a) On water (e.g., 'No Wake', 'Low/High Speed' zones) in a few high use areas<sup>12</sup>
  - b) On land (e.g., 'Party' zones<sup>13</sup>)
- iii) Communicate this information through boating charts & other communication avenues (See F1)
  - a) Update areas for recreational experiences on geo-referenced maps; integrate trails and open water experiences to link land and water-based recreation

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<sup>12</sup> Feedback suggests: Blind Bay, Cinnemousin Narrows

<sup>13</sup> Note – some beaches are informally known as party beaches

## E. Recreation Infrastructure

*Infrastructure is a physical attribute that allows recreationists to get on and off the lakes. Infrastructure (launch sites, parks, etc.) in the study area was mapped and is available for review at <http://goo.gl/maps/B21O4>. Ideally, infrastructure design, location and type reflects good stewardship practices and sensitivity to economic and social costs. Improved or new infrastructure should provide overall public benefit that avoids and/or minimizes negative social and environmental impacts*

### **Goal - Public access to/from the lakes is available & well managed**

- i) Evaluate public access needs to improve access to:
  - a) Waterfront/beach areas by developing new access points<sup>14</sup>
    - i) Utilize existing Ministry of Transport & Infrastructure (MOTI) access points
  - b) Public parking
    - i) Utilize existing parking areas more efficiently – harden/mark surfaces
    - ii) Provide access to temporary parking options during peak periods by working with the private sector
    - iii) Develop new parking areas as needed and where appropriate<sup>15</sup>
    - iv) Reduce demand for parking infrastructure during peak periods
      - (1) Encourage alternative options to reduce need for car parking in high use areas (e.g., car-pooling, improved public transport)
      - (2) Promote alternative parking options through wayfinding tools
      - (3) Charge for parking in high use periods
      - (4) Consider supporting development of boat valet services to reduce the number of vehicles with boat trailers requiring parking spaces.

### **Goal - Infrastructure specific to boaters is available and well managed**

#### **a) Public launch sites**

- i) Evaluate boat launch needs
  - a) Assess level of demand at existing launches; Understand:
    - i) Where?<sup>16 17</sup>
    - ii) When? (e.g., is there a problem for extended periods of time? on specific weekends?)
    - iii) Why (e.g., too many boats? drivers unfamiliar with launching procedures? Personal and commercial launching of trailered boats?)
    - iv) Impact (i.e., charging fees at some boat launches puts pressure on others where there is no charge; unregulated use of community boat launches can create a problem (e.g., commercial use of boat launches)

<sup>14</sup> Feedback suggests: Blind Bay park, Eagle Bay, Sunnybrae, Scotch Creek, Celistia, Armstrong Road

<sup>15</sup> Feedback suggests: Sunnybrae, Eagle Bay, Wild Rose Bay

<sup>16</sup> CSRD has looked at various access points around the Shuswap – “it has been difficult to move forward politically due to resident pushback and ‘stonewalling’ by DFO.” Boat launch study was completed for North Shuswap

<sup>17</sup> New boat launch at Whitehead Bay to be completed 2014

- ii) Manage as appropriate; management options include:
  - a) Improve existing boat launches such that transit times are safe and timely<sup>18</sup>
    - i) Accommodate trailers for larger boats (<20')
    - ii) Upgrade access to boat for low water situations<sup>19</sup>
  - b) Place 'Hosts/Community Ambassador'<sup>20</sup> (volunteers/summer students) as needed at launch sites during peak periods to:
    - i) Provide visitor information
    - ii) Help manage traffic flow
    - iii) Provide guidance and direction on boat launch protocol
  - c) Work with public and private sectors to support development, of new motorized and hand launch boats public launch sites as needed
    - i) Locate hand launch boat sites in quieter areas of the lake where such launches currently do not exist

### *b) Boat Moorage/Storage*

- i) Evaluate boat moorage/storage needs
  - a) Identify high use moorage sites
  - b) Identify potential demand for short term (hours) boat moorage at specific locations<sup>21</sup>
  - c) Identify boat storage needs
- ii) Manage as appropriate; management options include:
  - a) Upgrade existing public moorage areas
  - b) Work with private sector to Increase number of moorage/storage facilities
    - i) Facilitate a feasibility study to look at boat moorage/storage solutions; Consider:
      - (1) alternative dry land storage with boat valet services
      - (2) Deep water marinas

### *c) Docks and buoys*

- i) Assess emerging issues related to docks and buoys<sup>22</sup>
- ii) Manage as appropriate; management options include:
  - a) Support development of community docks to replace buoys<sup>23</sup>
  - b) Support development of buoy management strategies where needed<sup>24</sup>
  - c) Support activities to encourage compliance with provincial and local government regulations; this could include supporting existing regulations or working to change regulations and authorize 'illegal' docks

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<sup>18</sup> Feedback suggests: Herald Park/Sunnybrae area; Harbour Road across Eagle Bay Road

<sup>19</sup> Feedback suggests: Shuswap Provincial Park, Herald Park

<sup>20</sup> See ST Strategy 4.3.7 See [Shuswap River Ambassadors](#) as example

<sup>21</sup> Improve integration between water and land-based recreation opportunities (e.g., trails, road cycling, parks) through appropriate infrastructure

<sup>22</sup> At time of writing, the BC province was working to remove illegal docks; the CSRD Bylaw regarding Docks & Buoys was just being implemented

<sup>23</sup> Feedback suggests: North Shuswap, Blind Bay

<sup>24</sup> Feedback suggests: prolific use on Mara Lake, North Shuswap, along Blind Bay Road

**Goal – Sewage pump out facilities are available around the lakes**

*See Strategy B1*

**Goal – Solid waste disposal facilities are available around the lakes**

- i) Evaluate where solid waste is being improperly disposed of (by boaters, water access only cabins)
- ii) Manage appropriately
  - a) Provide solid waste collection facilities at locations available to boaters.

## F. Recreation Awareness & Information Program

*Safe and sustainable recreation experiences depend to a certain degree on government established regulations and policies. The expectation is that recreationists are in compliance with relevant laws and regulations. Compliance is easier to encourage when regulations support the 'political will' of all stakeholders and are not overly restrictive or burdensome.*

### **Goal – Recreationists are informed and knowledgeable**

- i) Create opportunities for lakeside communities and neighbourhoods facing issues and conflict to:
  - a) Engage in facilitated discussion to resolve issues related to recreation infrastructure, facilities and experiences.
- ii) Provide opportunities to enhance recreationists' knowledge about First Nations culture and pioneer heritage; their role in protecting the natural environment through:
  - a) Outreach interpretive programs in communities and parks (provincial, regional)
  - b) Interpretive Signage
    - i) Develop signage guidelines that are cooperative, prioritized, standardized, and which provides information on funding, producing and erecting signs (Shuswap Tourism, Objective 4.1.7)
      - (1) Evaluate regional site signage and way finding requirements through regional site signage study
  - c) Resident & visitor handbook<sup>25</sup>
  - d) School (K – 12) programs
- iii) Support Shuswap Tourism's efforts to integrate regional marketing/promotional/branding campaign
- iv) Improve wayfinding through chart maps (print & web versions) of land and access/egress points
  - a) Identify areas for unique experiences (See D2)
  - b) Generate a centralized trails database
  - c) Consider development and utilization of Smartphone Applications
    - i) Complement Transport Canada signage on the lake to keep signage consistent

### **Goal – Compliance & enforcement efforts are supported.**

- i) Focus on enforcing existing regulations
  - a) Increase visitor and resident recreationists' awareness of existing regulations
  - b) Support costs related to getting Conservation Officers, RCMP, Community Watch and volunteer Coast Guard members on the lakes to encourage compliance with regulations. Coordinate efforts with Regional District North Okanagan's [Shuswap River Watershed Sustainability Plan](#).

### **Goal - A 'One Stop' reporting system is in place**

- i) Develop a common portal (e.g., 1 800 number) to receive information related to complaints<sup>26</sup>
  - a) Identify appropriate agency(ies) to receive public input

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<sup>25</sup> A good example can be found at [http://www.cultuslake.bc.ca/attachments/40/Caring\\_for\\_Cultus\\_Lake.pdf](http://www.cultuslake.bc.ca/attachments/40/Caring_for_Cultus_Lake.pdf)

<sup>26</sup> The police are the appropriate agency to receive information related to accidents or illegal activities. This reporting system is related to complaints (e.g., discharge of black water, noise, etc.)

- b) Promote reporting system to the public (visitors and residents) through:
  - i) Publicity (print/broadcast media, internet, signage)
  - ii) 'Hosts/Community Ambassador (see E2aiib)
- c) Gather information related to type of complaint (e.g., location, time of day, type of complaint, identifying characteristics, demographics of reporter)
  - i) Support with ability to upload images (e.g., video, pictures, sound recordings)
- ii) Use information to monitor trends, inform decision-making and address issues (see A4)

**Goal - Noise is managed to the satisfaction of residents**

- i) If complaints warrant (see F2), develop voluntary recreational noise guidelines and codes of conduct
  - a) Develop acceptable lake-based 'universal' noise parameters (consider when/where noise is allowed? How loud?)
    - i) Increase visitor and resident recreationists' awareness of guidelines and code of conduct
  - b) Identify reporting mechanisms for noise complaints ( through formal channels (e.g., One Stop reporting system); informal (e.g., directly to rental company)
    - a) Notify noisemaker(s) if complaints are received and noisemaker is identified to encourage more considerate behaviour
      - i) Develop noise bylaws if needed

## Appendix A – Implementation

### Table 1 - Priorities & Schedule

Table 1 outlines the prioritized goals (by Strategic area) and suggests a timeline for implementation. The goals were prioritized by members of the Public Advisory Committee and Technical Team.

Strategy Area	Priority	Timeline
<b>Public Private Leadership</b>		
1. The public and private sectors work together to implement the RMP	Moderate	Ongoing
2. A decision-making framework, based on best available information is used	Moderate	Ongoing
3. A coordinating body is in place to implement the Recreation Management Plan	Low	
4. Financial resources are available to implement the RMP	Low	
<b>Recreation Environment</b>		
1. Clean lake waters supports high quality recreational activities	Highest	Short - Ongoing
2. Recreationists are aware of, and appreciate sensitive habitat areas	Highest	Short - Ongoing
3. Clean beaches & parks support high quality recreational activities	High	Ongoing
<b>Recreation Economy</b>		
1. Economic benefits and costs of recreation are understood	Moderate	Ongoing
2. Recreation opportunities are maximized for net benefit to local communities and the region	Low	
3. The recreation economy throughout the region is supported	Low	
<b>Recreation Experience</b>		
1. Recreationists are safe	High	Short-Ongoing
2. Locations around the lakes are zoned for key recreational experiences	High	Ongoing
<b>Recreation Infrastructure</b>		
1. Public access to/from the lakes is available & well managed	Highest	Short - Ongoing
2. Infrastructure specific to boaters is available and well managed (public launch sites, boat moorage/storage,	High	Short - Ongoing

docks and buoys)		
3. Sewage pump out facilities are available around the lakes (see Strat B1iib)	High	Ongoing
4. Solid waste disposal facilities are available around the lakes	Moderate	Ongoing
<b>Recreation Awareness &amp; Information Program</b>		
1. Recreationists are informed and knowledgeable	High	Short - Ongoing
2. Compliance & enforcement efforts are supported	High	Ongoing
3. A 'One Stop' reporting system is in place	Low	
4. Noise is managed to the satisfaction of residents	Low	

## Table 2 - Implementation Responsibilities & Actions

The table below outlines the agencies that can take action on implementing the 'Highest' and 'High' priority goals identified in Table 1. A brief description of implementation actions are provided here as well, but a fuller description is provided in the body of the report.

### Highest Priorities

Goal (Hyperlinked)	Responsible	Actions
<b>Goal –Clean lake waters supports high quality recreational activities</b>	<ul style="list-style-type: none"> <li>Shuswap Watershed Council<sup>27</sup></li> <li>Local governments</li> <li>Private sector</li> </ul>	<ul style="list-style-type: none"> <li>Identify public monitoring system</li> <li>Inform and educate recreational users</li> <li>Identify cost sharing options around black and grey water disposal</li> </ul>

<sup>27</sup> A new Shuswap Water Quality program is proposed to start in January 2015; water quality monitoring will continue in 2014

Goal (Hyperlinked)	Responsible	Actions
<b>Goal – Recreationists are aware of, and appreciate sensitive habitat areas</b>	<ul style="list-style-type: none"> <li>• Shuswap Tourism</li> <li>• Key Private partners</li> <li>• Local conservation and community groups</li> <li>• Local governments</li> <li>• BC Parks</li> </ul>	<ul style="list-style-type: none"> <li>• Establish appropriate use and management guidelines</li> <li>• Create public awareness campaign “Caring for the Shuswap Watershed, Ours to Protect” through: <ul style="list-style-type: none"> <li>○ Support of Shuswap Tourism’s branding and messaging efforts</li> <li>○ Signage at key access points</li> <li>○ Adopt recreationists code of conduct</li> </ul> </li> <li>• Monitor and evaluate impacts from recreation</li> </ul>
<b>Goal - Public access to/from the lakes is available &amp; well managed</b>	<ul style="list-style-type: none"> <li>• BC Parks</li> <li>• Local governments &amp; agencies responsible for parks</li> <li>• DFO</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluate public access to waterfront/beach areas</li> <li>• Develop new parking areas to meet demand</li> <li>• DFO to approve changes as needed</li> </ul>

### High Priorities

Goal (Hyperlinked)	Responsible	Actions
<b>Goal – Clean beaches &amp; parks support high quality recreational activities</b>	<ul style="list-style-type: none"> <li>• BC Parks</li> <li>• Local governments</li> <li>• Local conservation and community groups</li> </ul>	<ul style="list-style-type: none"> <li>• Adopt public education program</li> <li>• Adopt/publicize local code of conduct</li> <li>• Support beach cleanup efforts</li> <li>• Adopt Blue Flag certification</li> <li>• Provide solid waste and washroom facilities where needed</li> </ul>

Goal (Hyperlinked)	Responsible	Actions
<b>Goal - Recreationists are safe</b>	<ul style="list-style-type: none"> <li>• Shuswap Watershed Council</li> <li>• Rental companies (accommodation, marine)</li> <li>• Local governments</li> <li>• Shuswap Tourism</li> <li>• RCMP</li> <li>• Transport Canada</li> </ul>	<ul style="list-style-type: none"> <li>• Identify and monitor safety issues</li> <li>• If warranted, develop safety campaign</li> <li>• Seasonal enforcement</li> </ul>
<b>Goal - Locations around the lakes are zoned for key recreational experiences</b>	<ul style="list-style-type: none"> <li>• Local governments</li> <li>• Shuswap Tourism</li> <li>• Local conservation groups, community groups</li> </ul>	<ul style="list-style-type: none"> <li>• Identify select locations</li> <li>• Support with development of appropriate guidelines</li> <li>• Communicate this information</li> </ul>
<b>Goal – Infrastructure specific to boaters is available and well managed</b>	<ul style="list-style-type: none"> <li>• BC Parks</li> <li>• Local governments &amp; agencies responsible for parks</li> <li>• DFO</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluate boat launch, moorage/storage needs and assess emerging issues related to docks and buoys</li> <li>• Place community ambassadors at launch sites during peak periods</li> <li>• Develop new public motorized and hand launch boat sites as needed</li> </ul>
<b>Goal –Clean lake waters supports high quality recreational activities</b> (see Strat B1iiib)	<ul style="list-style-type: none"> <li>• Local governments</li> <li>• Private marina owners</li> <li>• Shuswap Watershed Council</li> </ul>	<ul style="list-style-type: none"> <li>• Increase boaters’ access to existing pump out facilities</li> <li>• Invest in capital costs to provide more pump out facilities</li> </ul>

Goal (Hyperlinked)	Responsible	Actions
<b>Goal – Recreationists are informed and knowledgeable</b>	<ul style="list-style-type: none"> <li>• Shuswap Tourism</li> <li>• Local governments</li> <li>• Agencies responsible for trails</li> <li>• Local conservation groups, community groups</li> <li>• Transport Canada</li> </ul>	<ul style="list-style-type: none"> <li>• Support forums to resolve issues and conflicts related to recreation</li> <li>• Enhance recreationists knowledge</li> <li>• Integrate regional marketing/branding campaign</li> <li>• Improve way finding</li> </ul>
<b>Goal – Compliance &amp; enforcement efforts are supported.</b>	<ul style="list-style-type: none"> <li>• RCMP</li> <li>• Coast Guard</li> <li>• Conservation Officers</li> <li>• Community Watch</li> </ul>	<ul style="list-style-type: none"> <li>• Increase recreationists' awareness of existing regulations</li> <li>• Support costs related to compliance and enforcement</li> <li>• Coordinate efforts</li> </ul>

## Appendix B – Background & Project Information

### Background

The Shuswap Lake and its adjoining lakes and tributaries provide diverse and attractive recreational opportunities that have made the area a popular destination for tourists, residents, and business owners for decades (see Figure 2). The lakes are recognized as a provincial treasure for British Columbia, and are critical to the environmental, social, recreational, and economic life of the area.



Figure 2 Shuswap Lakes Recreation Management Plan Study Area (SLIPP, 2013)

The Shuswap watershed supports jobs, a tax base, and economic growth through residential and commercial development, local industry, and tourism. The lakes are a source of economically and ecologically significant fish stocks and are home to diverse wildlife and fish species. The lakes are a source of water for communities and industry in the surrounding area and downstream, including the City of Kamloops. Recreational opportunities are prolific, ranging from fishing and hiking, houseboating, paddling, diving and waterskiing. For First Nations, the lakes are home to culturally and archaeologically important heritage sites.

This plan was initiated by the Shuswap Lake Integrated Planning Process (SLIPP), a group that formed in reaction to mounting pressure to respond to wide ranging issues such as increasing development, waste water discharge and conflicting demands on recreational resources in the Shuswap Lake watershed. The challenges proliferated over recent years and resolving these is exacerbated by a complex jurisdictional and regulatory backdrop with public agencies from all levels of government having fractional legal jurisdiction over some aspect of the region, but with little interagency coordination, and no framework for cumulative impact assessment or strategic decision-making. (SLIPP Recreational Management Plan Report, Situational Analysis, 2012). The Shuswap Lake Integrated Planning Process (SLIPP) was initiated in 2007 with a vision to:

*Work together to sustain the health and prosperity of the Shuswap and Mara Lakes*

(SLIPP Strategic Plan 2008)

The three goals identified in the SLIPP Strategic Plan (2008) are:

1. Development that respects the environment as well as economic and social interests
2. Water quality that supports public and environmental health
3. Desirable recreation experiences that are safe and sustainable.

This plan was developed for policy and decision-makers charged with the responsibility of ensuring that there are *Desirable recreation experiences that are safe and sustainable* in the Shuswap watershed. The SLIPP Pilot Project ended March 21, 2014 and will be replaced by the [Shuswap Watershed Council](#).

## **The Work Team's Task**

The Recreation Management Planning team's task was to focus specifically on the third goal of the strategic plan addressing the needs of recreation management in the region by:

- Identifying and addressing recreational use issues and conflicts
- Increasing public awareness and engagement in recreation management issues
- Aligning and coordinating public agency, stewardship group and private sector efforts
- Recognizing the need to balance economic, environmental and social/cultural values
- Complementing legislation, policy, existing plans in the SLIPP management area
- Proposing changes to legislation, policy, and existing plans where necessary
- Being solution-focused, driven by both SLIPP stakeholder input and current, up-to-date research
- Preserving the natural and cultural heritage of the region

## **Methodology**

In order to better understand the current situation in the study area, to guide research and analysis, and lay the foundation for the final RMP, a Recreation Optimization Model (ROMM) was adopted, comprised of three distinct areas:

1. **Supporting conditions** – the inner circles of sustainability represent the environmental, economic and socio-cultural conditions that support recreation
2. **Recreationists** - the outer ring symbolizes those individuals that either live in the area permanently or seasonally, or visit for shorter periods of time (tourists)
3. **Recreational activities** – the middle ring suggests the type of open water-based activities that take place in the study area.



Figure 3 Recreation Optimization Management Model (ROMM) ((SLIPP Recreational Management Plan Report, Situational Analysis, 2012).

The recommendations in this strategic plan are based on extensive research conducted over two years (2012-2014). In July 2012, a Situational Analysis summarizing the present state of affairs of recreation management in the study area was completed based on the ROMM model. This report provides a firsthand look and basic understanding of recreation management through a high level scan of secondary literature. The report identifies key issues and challenges facing recreation management in the study area.

After completion of the Situational Analysis, a mixed methods approach to research was adopted to develop a more in depth understanding of the current recreational use, trends, and patterns in the region; the present physical assets that support recreation on the lakes, the community and visitor values and impacts; and recreation management policies in other jurisdictions that have application for minimizing conflict in the study area. The following research was conducted to build a better understanding of the key gaps in regards to recreation management in the study area. These included:

- Geo-referenced inventory of recreation-based assets
- Analysis of data gathered through intercept surveys of recreational users of the lakes (visitor and residents)
- Review of best practices in recreation management on lakes

The results have been summarized through a series of reports available on the [SLIPP](#) website. Once the primary data collection was completed, the work team conducted

- Ten in-depth interviews with key stakeholders to verify the results of the consultations and to further identify key opportunities and needs for the RMP
- Three consultation sessions with the SLIPP Recreational Management Public Advisory Committee (PAC) to solicit feedback and identify strategic recommendations for the RMP.

The information was valuable in that it increased the research team and SLIPP PAC members' awareness of recreational issues in the region and informed the Strategies and Goals of the Draft Recreation Management Plan. As well it will assist in future decision-making processes. The Draft RMP Report was available for public comment over the summer of 2013. The final strategy was developed in March 2014 after feedback was received from the Public Advisory Committee.