Shuswap Lake Integrated Planning Process (SLIPP)

Recreation Management Plan – Best Practices – Lake Based Recreation Management

Submitted to:
Fraser Basin Council

Submitted by:
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September 2012
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I. Introduction
The Shuswap Lakes Integrated Planning Process (SLIPP) finalised a Strategic Plan in 2008. The vision for the Plan is to: work together to sustain the health and prosperity of Shuswap and Mara Lakes. One of the three goals of the plan is the creation of “desirable recreation experiences that are safe and sustainable” (SLIPP). In order to achieve this goal, a Recreation Management Plan (RMP) for the lakes was proposed to be developed to:

- provide a vision for how public recreation resources will be used and managed;
- identify current and potential recreation interests; and to
- clarify recreation objectives, sites and guidelines for public access, infrastructure needs, area zoning, and use thresholds, monitoring objectives as well as an integrated recreation use and monitoring program to assess recreational use levels, trends and emerging issues on the lakes and in the watershed.

Recreation management is of global importance and historically, has focused on three main approaches. First, in the late 1960s and early 1970s, recreation management was primarily supply-oriented and focused on management strategies aimed at the provision of facilities and activity opportunities that were measured by the number of visitor days. This management approach ignored issues of visitor satisfaction and the quality of on-site recreation experiences. Second, experience-based management in the 1980s and 1990s expanded on participation in recreation activities by focusing on ‘the experience’. This behavioural approach argues that recreation outcomes are produced and realised by individuals. Management strategies must provide a diversity of recreation opportunities through management of settings that ensure that a variety of recreational users will achieve their desired experiences. More recently, recreation management approach has shifted to a benefits-based management strategy that expands on the experience-based approach and argues that management must address individual recreation benefits and larger social, economic and environmental benefits. The SLIPP process is aimed at adopting a recreation management plan that incorporates an understanding of the relationships between experiences, activities and settings for recreation on the Shuswap, Little Shuswap, Mara and Adams Lakes through a benefits-based management approach that ensures desired recreation experiences for users and that also ensures social, economic, and environmental benefits for the larger region.

This Best Practices Report is meant to supplement the Situational Analysis Report completed in Phase I of the RMP planning process. The purpose of this report is to document and summarize procedures and practices of lake-based recreation management plans in other jurisdictions to

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inform the RMP process for the Shuswap and Mara Lakes. Documenting procedures and practices from lake-based management plans provides an opportunity to gain a greater understanding of the local and global institutional, socioeconomic and environmental forces that impact present planning and management of lake-based recreation resources. This summary also provides an ability to identify and balance the unique qualities of the Lakes in the study area with management practices that are common to lake-based recreation in general. Comparative evaluation provides valuable input to the process of informed, effective choice and decision-making. The following case studies are meant to inform the RMP by providing a description of each lake, the major elements of the recreation management plan, specific recreation issues, objectives for recreation management, and management recommendations and actions for consideration and review as part of the RMP planning process.

II. Best Practice Case Studies

Six case studies provide examples from Australia and Canada, two countries where participation in outdoor recreation has grown rapidly since the Second World War and where expenditure on recreation is increasing as a proportion of household expenditures. The details of each case study are found in the Appendices.

III. Summary

The six case studies summarized as part of this report identify the growing importance of lake-based environments as resources for outdoor recreation. Researchers argue that more and more attention is being given to the setting in which outdoor recreation activities take place. Over the last thirty years, an increasing number of recreationists have realised the physiological, psychological and social benefits of engaging in outdoor activities. Many lake-based settings are becoming popular destinations for recreation and are suffering from the negative impacts of overuse and increased user conflicts. Four factors conducive to recreational conflict on lakes include: the activity style (i.e., leisurely vs. extreme), the resource specificity (i.e., fishing vs. waterskiing), the mode of experience (motorized vs. nonmotorized), and the tolerance of lifestyle diversity (i.e., social/cultural differences). In summarizing the management considerations of the six case studies, it is clear that there are changing physical, biological, social and managerial conditions in lake-based environments and that policymakers are adopting benefits-based management strategies that focus on the recreation experience in a context of the larger lake-based environment. Important factors for management consideration include:

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• access;
• non-recreational resource uses;
• on-site management;
• social interaction;
• acceptability of visitor impacts; and
• acceptable regimentation.

In summarizing the common key issues (Table 1) for the six lake-based recreation sites, the management concerns include all of the above factors.

**Table 1 Summary of Common Issues of Lake-based Management Plans**

<table>
<thead>
<tr>
<th>Key Issues</th>
<th>Factors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water-based zoning – <strong>not clearly understood, poorly delineated, not enforceable. Foreshore damage is not respected by the motorized boating community.</strong></td>
<td>Access, onsite management, acceptable visitor impact, acceptable regimentation</td>
</tr>
<tr>
<td>Signage <strong>is not present or effective to orient user. All user groups are not considered.</strong></td>
<td>On-site management</td>
</tr>
<tr>
<td><strong>Increased</strong> number of boats <strong>results in higher congestion and higher potential for collisions.</strong></td>
<td>Access, on-site management, social interaction, acceptability of visitor impacts</td>
</tr>
<tr>
<td><strong>Motorized vessel</strong> speed control issues <strong>resulting in unsafe conditions for other lake users.</strong></td>
<td>On-site management, acceptability of visitor impacts</td>
</tr>
<tr>
<td><strong>Limited number of mooring points to reflect the common user. Proliferation of unofficial mooring for motorized boat users.</strong></td>
<td>On-site management, acceptable regimentation</td>
</tr>
<tr>
<td><strong>Boat launch sites and beach</strong> access points <strong>need to reflect the needs of the recreational user. Barriers created at public access sites by private and local users discourage the use of areas by the general public and visitors</strong></td>
<td>Access, on-site management, acceptable regimentation</td>
</tr>
<tr>
<td>Environmental impacts <strong>on the lake from introduced species, foreshore damage, water quality.</strong></td>
<td>Non recreational resource uses, on-site management</td>
</tr>
<tr>
<td><strong>Lack of resources for</strong> enforcement of lake management regulations and laws <strong>at a level that has a public impact</strong></td>
<td>On-site management, acceptable regimentation</td>
</tr>
<tr>
<td><strong>Conflicting regulations between governing bodies, regions, and enforcement offices</strong></td>
<td>Acceptable regimentation</td>
</tr>
</tbody>
</table>

These common key issues will be reviewed along with the results from the primary data collection of recreational users to determine what specific management objectives are required for the RMP for the Lake study area. In addition to the common key issues, the six case studies
also provide a number of general management recommendations (Table 2) for consideration in the SLIPP RMP.

Table 2 General Management Recommendations

<table>
<thead>
<tr>
<th>Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Formalize the roles and responsibilities for upgrade and maintenance of public infrastructures</td>
</tr>
<tr>
<td>Reduce the number of illegal buoys and mooring points present on lakes</td>
</tr>
<tr>
<td>Increase the effective use of zoning for marine vessels and users through use of slow and no wake zones and designated non-motorized use areas</td>
</tr>
<tr>
<td>Increase the availability, accessibility, and notability of public access points</td>
</tr>
<tr>
<td>Education and awareness programs to promote lake stewardship and responsible boating</td>
</tr>
<tr>
<td>Increase enforcement of regulations and laws</td>
</tr>
<tr>
<td>Educate users and private owners on the responsibilities of foreshore rights and regulations</td>
</tr>
<tr>
<td>Adopt partnerships for provision, management, and operations of marine facilities and infrastructure</td>
</tr>
<tr>
<td>Implement a monitoring and evaluation programme that will assist with decision-making</td>
</tr>
</tbody>
</table>

As the general management recommendations illustrate in this summary, the primary concern for recreation resource managers arises from human use of lake-based recreational settings. The overall management goal is to ensure a quality recreation experience and the degree to which the experience contributes to the physical, psychological, and spiritual well being of the participants\(^5\). The quality of the experience is largely a function of how effective the management strategies are in protecting lake-based resources.

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Appendices

Appendix A – Lake Hume (Australia)

Appendix B – Otty Lake (Ontario, Canada)

Appendix C – Buffalo Lake (Alberta, Canada)

Appendix D – Lake Windermere (BC, Canada)

Appendix E – Lake Okanagan (BC, Canada)

Appendix F – Lake Okanagan & Kalamalka Lake (BC, Canada)
Appendix A - Lake Hume - Lake Hume Management Plan (LHMP)

<table>
<thead>
<tr>
<th>Location</th>
<th>Southern NSW and northeast Victoria, Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Size</td>
<td>Artificial Lake - 20.2km² or 7.8 sq miles</td>
</tr>
<tr>
<td>Year of Rec Man Plan</td>
<td>Commenced November 2006 / has a 50 year vision plan, review of plan every 5 years</td>
</tr>
</tbody>
</table>

Major Elements of the Plan

**Overall Plan Goals**

- Community Awareness and Development
- Recreation and Tourism
- Water Quality
- Healthy Ecosystems
- Agricultural Land Use
- Planning and Development
- Cultural Heritage

**Recreation Issues, Objectives and Management Recommendations**

Specific Issues

Specific issues of the Lake Hume Management Plan include boating, fishing, public access, facilities and infrastructure are described below.

**Boating**

- Zones are poorly delineated, not widely understood, and are difficult to manage due to rapidly fluctuating water levels
- Boating laws differ between NSW and Victoria, which can be a source of confusion
- High Speed Boating
  - Safety to other boaters - potential to swamp or capsize other watercraft
  - Threat to swimmers in near-shore areas
  - Increase in wake enhancing devices

[Map of Australia showing the location of Lake Hume]

Foreshore erosion
- Noise from high powered boats
- Fuel for powering boats - needs to be managed to protect the aquatic environment and water quality

Fishing
- Protection of fish habitat
- Native fish habitats are in submerged or partially submerged dead trees
  - This is in conflict with recreation activities that require extensive stretches of open water

Public Access
- Current access arrangements to Lake Hume are confusing and poorly delineated.
  - Distinguishing between public and private land is difficult
  - Victoria - Mostly Crown Land and available for public use
  - NSW - Mostly privately owned, public access is dependent on current owner

Facilities and Infrastructure
- Degraded facilities
- Responsibility for upgrading or replacing infrastructure is unclear
- Roles and responsibilities for upkeep and maintenance not clearly defined

Recreation Management Objectives
- Improved boating rules to enhance access and protect the safety of recreational users of the lake
- To maintain and enhance native and stock fisheries within Lake Hume
- To provide safe access for recreational use and inform the broader community about reasons for controlled and well-managed public access.
- To improve public infrastructure and clearly define roles and responsibilities for upgrade and maintenance
- Evaluate the economic value of the lake to all users and the relative value of Lake Hume to downstream users and the local regional economy. Promote the lake as a high quality recreation and tourism destination. Promote recreation and tourism ventures that will not adversely impact on lake operations, water quality, environmental values or public safety and access.

Management Recommendations and Actions
- Review existing boating zones to resolve inconsistencies in cross-border regulations, improve safety and practicality for boating, swimming and waterskiing;
• Assess, and where appropriate, implement recommendations from recent studies on boats with wake-enhancing devices, particularly on safety and erosion impacts; and
• Clearly designate private and public land through the production of maps, including signage, illustrating private and public spatial zones;
• Develop an educational and awareness raising campaign to inform the broader community about reasons for controlled and managed access;
• Encourage and facilitate access for community groups and not-for-profit organisations;
• Develop shared pathways linking the High-country Rail Trail with the weir wall, the Murraytrail and Hume and Hovel trails; and
• Develop detailed landscape master plans for key foreshore areas.
• Review existing risk assessments to determine priorities for investment in infrastructure and facilities;
• Clarify and formalise the roles and responsibilities for upgrade and maintenance of infrastructure incorporating minimum standards;
• Investigate alternative technologies and systems to manage sewerage such as composting toilets in the foreshore environment;
• Develop consistent signage at all access points with a specific ‘Lake Hume brand’
• Develop interactive signage for recreation reserves on the history of Lake Hume and the heritage of the ‘land and on-water’ aspects of Lake Hume.
• Conduct a study to evaluate the economic benefits of recreation and tourism and the value of the lake to downstream irrigation and communities;
• Evaluate profitable development opportunities to offset costs of recreational management of the lake; and
• Develop a ‘Lake Hume brand’
Appendix B - Otty Lake- Otty Lake Management Plan (OLMP)

<table>
<thead>
<tr>
<th>Location</th>
<th>Eastern Ontario in Lanark County, Canada 5km SE of the Town of Perth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Size</td>
<td>total shoreline length of 35km (22mi)</td>
</tr>
<tr>
<td>Year of Rec Man Plan</td>
<td>Management plan came into effect 2008</td>
</tr>
</tbody>
</table>

Values - Otty Lake Characteristics and features valued by residents

- Excellent water quality
- Quiet
- Pollution free
- Not over-developed
- Weed problem under control
- Lots of birds and wildlife
- Relatively low volume of boat traffic
- Health natural shoreline areas
- Outstanding bass fishing
- Restrictions on shoreline development that threaten habitat and water quality
- Recreational haven
- Beautiful scenery
- Regular septic system reviews
- Concerted efforts, strategies and approached to maintain a safe and healthy ecosystem

Major Elements of the Plan

1. **Water Quality**: To protect, maintain and improve the water quality of the lake
2. **Aquatic Vegetation**: To manage excessive aquatic vegetation growth in problem areas of the lake
3. **Groundwater Quality and Quantity**: To protect groundwater resources in the Otty Lake watershed
4. **Water Levels**: To preserve the lake’s natural water levels
5. **Development Pressures and their Impacts on the Otty Lake Watershed**: To protect the lake environment and ecosystem from the impacts of shoreline development and redevelopment
6. **Fish and Wildlife Health**: To protect the lake’s wildlife, terrestrial and aquatic habitats and ensure sustainable management of watershed resources
7. **Shoreline Protection and Health**: To restore and maintain a healthy ‘Ribbon of Life’ around the lake
8. **Mining Rights and Claims**: To protect the Otty Lake watershed from the impacts of all mining activity
9. **Impacts of Boating**: To minimize the negative impacts of boating on the lake

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Recreation -- Specific Issues and Management Recommendations

Issues

Fish and Wildlife Health
- Issue- Loss of wildlife habitat, poaching, exploitation of game fish
- Threats to fish and wildlife include loss of habitat through development and re-development, the removal of natural shoreline vegetation, decreased water quality as well as poaching and over harvesting.

Shoreline Protection and Health
- Issue-Shoreline and aquatic vegetation removal, erosion, loss of habitat, developed shoreline

Impacts of Boating
- Issue-Personal safety, erosion, noise
- Majority of boat traffic on lake is motorized
- Potential impacts from boating
  - Spread of invasive species
  - Erosion from boat wake
  - Noise and safety concerns
  - Water and air pollution

Responsibility in Protecting Lake Health
- Issue-Apathy, lack of knowledge and understanding, unity
- Many people are not aware their actions are harming the lake
- Cumulative impact of human activities around the lake that can cause deterioration in the quality of the water, a reduction in the fish and wildlife and a decline in the overall quality of life in the watershed.

Management Recommendations

Goals
- Protect wildlife, terrestrial and aquatic habitats and ensure sustainable management of watershed resources
- Restore and maintain a healthy “Ribbon of Life” (shoreline)
- Minimize the negative impacts of boating
• Encourage and promote environmental awareness, responsibility, education and action
• Establish, maintain and expand upon effective partnerships in lake management

**Actions**

• Ensure sustainable populations of all fish species are maintained
• Expand signage program (spawning areas)
• Encourage lake residents to plant native species along shorelines and forested corridors
• Promote and implement programs to promote or improve indigenous wildlife habitat, terrestrial ecosystems and wetlands
• Education promoting good shoreline stewardship
• Encourage the municipalities to develop, implement and enforce Site Plan Policies and other bylaws and guidelines to ensure that the shoreline (i.e. 30m buffer) is protected/rehabilitated for all development and redevelopment applications
• Educate lake users on how to minimize their impact on the lake
• Develop and post speed and “watch your wake” signs in areas where boats are close to shore or where shoreline is susceptible to wake damage
• Develop education programs and information on good stewardship practices for topics of concern identified by the lake community and distribute through various communication avenues: Brochures/ Newsletter/ Website/ Articles/ Signage/ Face to Face/ Dock to Dock
• Encourage reporting of observed violations of environmental laws and regulations to appropriate authority or agency
• Increase public awareness of Lake Management Plan and engage all parties in its implementation
• Develop a detailed timeframe outlining how priority actions will be implemented
Appendix C - Buffalo Lake- Buffalo Lake Integrated Shoreline Management Plan (BLISMP)  

<table>
<thead>
<tr>
<th>Location</th>
<th>Central Alberta, Canada 40km northeast of Red Deer in the counties of Camrose, Lacombe and Stettler.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Size</td>
<td>8288 hectares, 146km of shoreline and water surface of 93.5km²</td>
</tr>
<tr>
<td>Year of Rec Man Plan</td>
<td>May 2011</td>
</tr>
</tbody>
</table>

### Major Elements of Plan

#### Planning Principles

The following seven principles will guide plan implementation:

1) maintain a healthy lake system;
2) maintain ecosystem function and integrity;
3) pursue adaptive management;
4) adopt coordinated resource management;
5) foster stewardship and promote education and outreach;
6) observe the precautionary principle; and
7) promote compliance

#### Issues Addressed

- Riparian health: maintain riparian areas in a “healthy” condition
- Appropriate shoreland activities: the water management ROW is to be kept free of obstructions, unauthorized works, unnecessary disturbances, clutter and invasive weeds
- Water quality: prevent any deterioration in water quality from “inwater” and shoreland activities
- Fisheries management: maintain healthy populations of native fish species and high quality fish habitat
- Wildlife management: maintain healthy populations of native wildlife species and high quality habitat for aquatic, semi-aquatic and land birds
- Recreational activities: allow responsible, low impact recreational activities
- Recreational facilities: facilities located on the public land Water Management Right of Way (ROW) should serve public rather than private interests
- Public access: ensure reasonable public access to Buffalo Lake today and in the future, and encourage municipalities to develop a lake access strategy
- Agricultural activity: phase out livestock use on the ROW and cattle watering in Buffalo Lake
- Minerals and surface materials: exclude mineral and surface materials extraction within the planning area to minimize land use conflicts and environmental degradation
- Public education and awareness: foster public awareness and appreciation for resource management efforts and challenges through education and stewardship initiatives
- Inter-jurisdictional integration: promote inter-jurisdictional cooperation among all 3 levels of government, the BLMT, and the IDP Steering Committee and harmonize public land and private land planning

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Recreation and Public Access—Goals & Objectives

**Goal: Recreation**
To provide and manage recreation opportunities and activities at Buffalo Lake which support the protection and maintenance of the ecological integrity (and natural quality) of the shorelands and a high quality lake environment.

**Objectives: Recreation**
- Recreation access points should be limited to existing access development nodes where natural habitat values are already altered or compromised. Opportunities for new recreation access points in the future will be considered as new subdivision developments come on stream and based on public demand.
- Promote outdoor recreation activities that are suitable for sensitive environments where the protection of ecosystem form and function is the principal land management goal.
- Coordinate ROW recreation planning and management with adjacent land uses (i.e., work with the Counties, Summer Villages, land owners / producers and developers) to ensure compatibility between jurisdictions.
- Recreation facilities (beaches and boat launches) on the ROW must be authorized by Alberta Sustainable Resource Development and be available for public recreational use (not for exclusive or private use).
- Some portions of productive or particularly sensitive shoreline habitat (identified in Management Areas 3 and 4) will be either off limits to recreation activity or limited to infrequent and low impact human use (i.e. minimal pedestrian traffic).
- Responsible use of recreational watercraft in the planning area is essential for protecting shoreline habitat and will be promoted through public education and awareness programs.
- Commercial recreation facility development will not be supported on the ROW except as needed in Management Areas.
Goal: To provide reasonable opportunities for public access to Buffalo Lake and use of the ROW while maintaining the ecological integrity of the lake and surrounding public land.

Objectives: Public Access

- Maintain existing access points that meet BLISMP guidelines and which are supported by municipalities, and establish a sufficient number of new access points to accommodate future public need.
- To minimize environmental impacts at all designated public access sites.
- Established guidelines and standards must be observed when constructing a new or improving an existing access site or access facility.
- Provide opportunities for public use and enjoyment of the ROW.

Management Recommendations

- Strategically locate any new access points to provide public benefits while avoiding/minimizing impact to habitat and wildlife
- Promote recreation that is low-impact and nature appreciative
  - Municipalities and government agencies will take coordinated approach to educate and promote responsible recreation practices for riparian environments
- Manage and zone diverse land uses to meet environmental goals of this plan while minimizing conflicts between sectors and interests
- Enforcement of unauthorized recreation facilities must be consistently applied to establish standards and expectations that support plan goals and objectives
- The safe and responsible use of watercraft is promoted through public education efforts and through information provided in local communities and at recreation facility sites
Appendix D - Lake Windermere - Lake Windermere Management Plan (LWMP)

<table>
<thead>
<tr>
<th>Location</th>
<th>East Kootenays, towns located on Lake Windermere - Invermere and Windermere</th>
</tr>
</thead>
<tbody>
<tr>
<td>Size</td>
<td>17.7km long, average width of 1.1km, elevation 800m</td>
</tr>
<tr>
<td>Year of Rec Man Plan</td>
<td>Initiated in November 2008 and implemented in January 2011</td>
</tr>
</tbody>
</table>

Major Elements of the Plan

**Overall Plan Goals, Objectives & Principles**

**Goals**
- Goal 1: Protect and enhance the **environmental** health and integrity of the lake.
- Goal 2: Ensure the continuation of diverse and safe **recreational** opportunities
- Goal 3: Encourage and support the development of a **community** that will work together to respect and balance the various interests on the lake.
- Goal 4: Clarify and strengthen responsibilities for **management** and **enforcement**

**Objectives**
- Conduct a comprehensive analysis and synthesis of information on environmental, social and cultural resources and values associated with Lake Windermere,
- Engage the public and stakeholders in a planning process that will inform and solicit input on existing conditions and potential management strategies, and
- Prepare a Lake Management Plan containing policies and recommendations for lake use, management, and development that are practical, enforceable and realistic.

**Principles**
- Focus on enforcing existing regulations related to boating more than on establishing new ones, and develop voluntary guidelines and codes of conduct related to boating practices before requesting additional boating regulations.
- Ensure that the development of waterfront land and the foreshore respects environmental resources and addresses social concerns.
- Shift the focus of recreation on the lake to more public use and more non-motorized uses, e.g., walking and fishing from piers and docks, public beaches, public boat launches for small watercraft, rental of non-motorized craft.
- Make efforts to reduce the amount of motor boating at peak times, since it is perceived to be excessive to lake users.
- Strive to have fewer motor boats moored on the lake for long periods of time at marinas, docks and mooring buoys.

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Recreation – Specific Issues & Management Recommendations

Specific Issues
Specific recreation issues on Lake Windermere include boating, mooring buoys, Marinas, infrastructure and facilities, access to the water, and management and enforcement.

Boating
- Congestion on the lake
- Safety issues such as collisions due to increase # of boats
- Disregard for rules and regulations (speed zones)
- Water quality and environmental degradation

Mooring Buoys
- Illegal buoys and increase in overnight mooring
- Too many buoys on lake

Marinas
- Increase in private marinas/lack of public marinas
- Marinas in environmentally sensitive areas

Infrastructure and Facilities
- Absence of adequate waste treatment
- Illegal structures impeding public access

Water Access
- Increased demand for public access
- Infrastructure and facilities
- Increased development along shoreline may reduce opportunities for public access
- Public access spots often unusable or indiscernible
- Foreshore tenures - impression that land is not for public use once a lease has been issued

Management and Enforcement
- Many different stakeholders

Lake Windermere has not experienced houseboats, cigarette boats or towing at night
• Complexity of jurisdictions
• Lack of capacity to adequately enforce rules and regulations

Management Recommendations

Land Use and Boating Plan
• Designate zones for non-motor boating areas
• Establish “slow and no wake” areas with speed zones
• Designate rest of lake as Responsible Boating Area
• Guidelines provided for management of boating to increase safety and reduce negative impacts

Water Structures and Public Access Plan
• identifies locations of existing and proposed marinas, boat launches, public docks and mooring buoys
• encourage and support construction of public docks
• design and build boat launches to minimize impacts to habitat
• zoning of the lake will include regulations on placement and number of mooring buoys

Foreshore Management and Use
• Provides recommendations and identifies guidelines for foreshore development and enhancement
• Zone the surface of the lake and establish regulations to manage water structures.
• Establish a Foreshore and Aquatic Development Permit Area (DPA) for the entire lake up to the natural boundary, for protection of the natural aquatic environment, its ecosystems and biological diversity

Environmental Quality
• Provides recommendations for working with others to protect and improve environmental quality
• Encourage and support education to the public regarding environmental values
Appendix E - Lake Okanagan Shore Zone Plan - City of Kelowna

Major Elements of the Plan

**Overall Plan Recommendations**

A comprehensive review of shore zone issues and opportunities resulted in a Shore Zone Plan that:
1. Recommends designation of the Shore Zone as an Environmentally Sensitive/Hazardous Condition Area subject to Development Permit
2. Provides recommendations for addressing waterfront property owner/foreshore user conflicts
3. Establishes priorities for acquisition of future linear park corridors along the lake (beyond the foreshore)
4. Recommends incorporation of dock regulations (Private Moorage Guidelines) into the City’s Zoning Bylaw
5. Recommends retention of all existing road right-of-way beach access points and provides for future acquisition of such access points
6. Makes recommendations regarding the number and size of beaches and waterfront parks to be added in future years
7. Establishes recommendations for amenities to be considered at existing and future beaches
8. Makes recommendations regarding the types of upland development that would be most appropriate within the shore zone area
9. Clarifies which levels of government control which aspects of the Shore Zone
10. Provides for adjustment of the City’s western boundary to the centreline of Lake Okanagan
11. Recommends the application of zoning to the portions of Lake Okanagan that lie within the City’s boundaries
12. Recommends negotiation of a head lease arrangement

Recreation -- Specific Issues & Management Recommendations

Specific Issues

**Public Access**

- Most noted barriers that prevent or seriously discouraged 58% of users to public access portions of the foreshore included:

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11 [http://www.kelowna.ca/CM/Page360.aspx](http://www.kelowna.ca/CM/Page360.aspx)
Beaches and Waterfront Parks

- Parking - lack of and access to
- Beach maintenance
  - Litter
  - Cleanliness of public washrooms

Watercraft and associated facilities

- Increased conflicts among lake users
- Unclear which rules and regulations apply in which area
- Unclear who is responsible for enforcement
- Lack of community docks and moorage buoys
- Lack of sani-dump facilities (at time was only 1 on the lake)
- Congestion at/lack of gas bars

Management Recommendations

Planning Department

- process amendments to the OCP to incorporate the major directions of the Shore Zone Plan
- prepare report for Council consideration regarding inclusion of the shore zone in the OCP Natural Environment/Hazardous Condition Development Permit areas

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12 Http://www.kelowna.ca/CM/Page360.aspx
13 In 1996 two surveys were administered, the Shore Zone Plan Survey (SZPS) and the Beach User Survey (BUS). It was noted through the survey that recreationists appreciate uncrowded, well-maintained beaches that provide shady areas
• prepare report for Council consideration regarding amendment of present Council Policy #10, to allow the City to consider some beach access points as “walkways” and as such make adjacent property owners eligible for City cost-sharing of fences at these locations
• prepare a detailed study of the Downtown portion of the shore zone
• prepare a Plan for Sutherland Bay Park which will provide a major new opportunity for expansion of the public waterfront system, including a potential beach park component
• request extension of municipal boundary to lake’s centre line
• apply zoning to that portion of the lake that falls within City of Kelowna boundaries
• incorporate Provincial Private Moorage Guidelines into Zoning Bylaw
• periodically review the dock guidelines of the zoning bylaw
• encourage the Downtown Kelowna Business Association to expand “Biz Patrol” litter removal coverage to Downtown beach areas
• lobby the province for more Crown Lands enforcement on Okanagan Lake
• request that the Provincial Crown Lands Branch intensify efforts to ensure that public access along the foreshore is unimpeded
• monitor Provincial progress regarding dock authorization and remedial action regarding unauthorized docks
• monitor progress of senior government initiatives in regulating boating activities
• develop a strategy to minimize intrusion of houseboats and motorized personal watercraft
• promote community involvement in foreshore “clean-up” days, with municipality cooperating by providing garbage pick-up at designated points
• request media publicity to inform the public when the lake level in spring-time reaches the high-water point

_Parks Department_

• monitor usage of Waterfront Park, and, if necessary, initiate a publicity campaign to increase awareness of the beach
• if warranted, provide for additional shaded areas at Waterfront Park using natural vegetation that could be planted in such a way as to deter goose usage of the park
• ensure availability of garbage containers at all major City beaches
• consider permitting a concession stand to be located at Rotary Park
• improve wheelchair access to Rotary Park by providing a ramp or other access from the parking lot to the grass/beach area
• consider adding gas BBQ stands at City Park
• improve washroom cleanliness at Strathcona, Rotary, and Sarsons beaches
• monitor effectiveness of beach maintenance schedules and revise if necessary
• post signs at all beach washrooms that indicate the name and phone number of the company responsible for facility maintenance. The sign should also give some indication of when the washroom was last cleaned.
• ensure that all beach access points are clearly identified with appropriate signage
• survey and mark the location of high water mark at high traffic beach access points
• place signs at high-traffic beach access points that will inform the public of the rights and responsibilities associated with foreshore usage (e.g. no trespassing on private property, no littering etc.)
• provide signage at high-use beach access points that give direction to the nearest major beach with washrooms, parking, and other facilities
Appendix F - Kalamalka Lake and Okanagan Boat Launch Study Lake

| Location          | **Okanagan Lake**- Okanagan Valley, B.C. The lake borders the cities of Vernon, Kelowna, West Kelowna and Penticton, as well as the municipalities of Lake Country, Peachland and Summerland. **Kalamalka Lake**- Okanagan Valley, B.C. The lake borders the communities of Vernon and Coldstream. Kalamalka Lake is east of Okanagan Lake |
| Size              | **Okanagan Lake**– 135km long, between 4-5km wide, surface area of 351km, and a max depth of 232m  
**Kalamalka Lake** - Shore length of 42.4km and a surface area of 392m |
| Year of Rec Man Plan | 2011 |

**Study Objectives**
The primary objectives of the study were to:
1. Create a comprehensive twenty (20) year plan and implementation strategy for the provision of non-motorized boat launch facilities on Kalamalka Lake and motorized/non-motorized on Okanagan Lake which address current and future demand.
2. To identify and provide a preliminary evaluation of the different methods of delivering this service (local government, private, or private/public partnership).

**Recreation -- Specific Issues & Recommendations**

**Key Issues**
The following key issues were identified in the development of the Plan:
- A potential increase of 2000 boats in the North Okanagan, based on demographic trends; and the need to accommodate those boats with access to the lakes.
- The majority of the population growth will be an older demographic, which will require boat launching options that meet their needs.
- The lack of adequate motorized boat launch sites on Okanagan Lake, and the lack of good options for new sites due to topography, environmental concerns, and the residential character of much of the lakefront.

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14 www.rdno.ca/docs/boat_launch_draft.pdf
- The lack of adequate, safe, non-motorized boat launches and small boat storage on both Okanagan Lake and Kalamalka Lake will affect the non-motorized boating community and the opportunity to promote the area for rowing and paddling.
- The lack of “launch management” at the existing motorized boat launches is causing distress for the boaters and the surrounding neighbours and other park users. There is a need for parking control, fees, and supervision.
- There is a need for suitable alternatives to the traditional boat launches for motorized boats, which might include offsite parking, boat valet services that provide boat storage along with transportation and launching of the boat.
- There is a growing need for additional moorage, both in the water, and alternatives such as year-round dry land storage facilities in proximity to the lakes.
- Both motorized and non-motorized participants are seeking “motor to” or “paddle to” destinations around the lakes. These could be beaches for swimming, picnic areas, hiking trails, safe havens, sites of historical interest, and restaurants.
- There is a need to provide appropriate locations for boaters to seek safe harbour during storms or other emergencies.
- The public is concerned with the lack of knowledge around boating rules and etiquette, both at the launches and on the lakes. An educational and signage program is desirable.

**Recommendations and Actions**

The following provides a summary of the key recommendations for Okanagan and Kalamalka Lakes.

**Motorized and non-motorized boat launch sites on Okanagan Lake**

**Motorized Boat Launches**
- Paddlewheel Park continue to serve as a motorized boat launch facility for the North Okanagan, with the recognition and respect that the park is a multi-use area serving people of all ages with a variety of recreational amenities.
- In addition to Paddlewheel Park, provide new and upgraded boat launches to serve the North Okanagan.
  - Undertake a small feasibility study be undertaken regarding the provision of facilities for dragon boats on Okanagan Lake.
  - Any future public pier accommodate motorized boats for shorter moorage; and that a “valet only” motorized boat launch be included in the pier development.

**Non-motorized Boat Launches**
- Designate and develop eight (8) specific locations around Okanagan Lake as “hand launch only” sites in the short, medium and long term.
  - one or potentially two non-motorized boat launches be established within the Vernon Waterfront Neighbourhood Centre Plan area.
Motorized and Non-motorized Boat Launch Sites on Kalamalka Lake

**Motorized Boat Launches**
The proposed feasibility study for dragon boats should be extended to include Kalamalka Lake.

**Non-motorized Boat Launches**
Develop five (5) sites on Kalamalka Lake as non-motorized launch sites: West Kal Lake Access (north of motorized launch), Kal Beach by Alexander’s, Coldstream Centennial Park, Kinloch, and Kekuli Bay.

Other Boating Topics

- **Dry Dock Storage**: The RDNO review publically owned lands for suitability for dry dock storage; and that the private sector be encouraged to provide boat storage on either public (through partnership arrangement) or on private lands. The storage facilities should provide boat valet service to the lake.
- **Parking**: The parking lot at Paddlewheel should both be operated on a user pay basis. Install parking ticket machines, and monitor the lots for compliance. Residents could have the option to purchase a seasonal permit.
- **Boat Launch Management**: Hire a launch supervisor at Paddlewheel Park for the summer season who can handle the public in a professional manner, and would provide safe enjoyable outings through the enforcement of safety regulations and rules of conduct. Alternatively, a partnership could be struck with the Yacht Club to manage this site.
- **Mooring Buoys**: The RDNO encourage the continued provision of mooring buoys by the Yacht Club on Okanagan Lake; and that mooring buoys for Kalamalka Lake be considered in the long term, with an appropriate partner.
- **Washrooms and Garbage Receptacles**: The RDNO consider the provision of toilet facilities at all designated non-motorized and motorized launches. A greater number of garbage containers and recycling containers should be provided and maintained by RDNO.
- **Signage**: The RDNO implement an attractive, consistent, signage program that is appropriate for the non-motorized and motorized launch locations. The signs should include a combination of rules and regulations and “boater education information”.
- **Destinations and Safe Harbours**: In cooperation with the boating clubs, the RDNO should designate locations around the lakes as “destinations”, as well as ensuring there are appropriate locations to serve as safe harbours in case of sudden inclement weather.
- **Public Information**: The RDNO enhance their brochure on “Public Boat Launching Facilities in the Greater Vernon Area” to provide information on non-motorized launches as well as destinations, amenities, rules, regulations, and etiquette on the lakes. The brochure should be available at the main launch sites and should be provided in a downloadable format on the District’s website.
Governance

The RDNO should:

- explore the possibility of a partnership with the Vernon Yacht Club for the operation of the Paddlewheel Park Boat Launch. The RDNO could contract with the Yacht Club to maintain and supervise the boat launch facility, for a fee.
- enter into a partnership arrangement with the Vernon Paddling Centre for the development and operation of a non-motorized launch on the newly acquired land adjacent to Paddlewheel Park.
- participate in the Local Marine Advisory Council regarding issues relating to Transport Canada’s role on the lakes.
- collaborate with the Regional District of Central Okanagan regarding the coordination of provision, management, and operations of marine facilities and infrastructure on Okanagan Lake and Kalamalka Lake.

Alternatives to Traditional Boat Launches

Seek alternatives to the traditional practice of transporting the boat on a trailer to the boat launch; parking the car and trailer on site after launching. Boat valet service, also known as concierge service, is one means of reducing vehicle and trailer traffic.
References


